



CONCEPTUAL PLAN
PLACER PARKWAY INTERCONNECT STUDY

prepared for
The Placer County Transportation Planning Agency

prepared by
DKS Associates
in association with
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Executive Summary

This report outlines the Conceptual Plan for Placer Parkway, a transportation facility that would connect SR 65 in the Lincoln/Roseville/Rocklin area to SR 70/99 in Sutter County and the Sacramento International Airport. The Conceptual Plan contains a set of goals and policies that could be adopted by the PCTPA, SACOG, and/or jurisdictions in the corridor study area. This policy document represents a consensus of the study's Policy Advisory Committee on the principles that are necessary for the concept of Placer Parkway to proceed to "next steps". It is intended to help define the scope of a Route Adoption Study, to help preserve options for the Parkway until a Route Adoption Study is completed, and to establish a funding/implementation strategy for the Placer Parkway concept.

Need and Purpose for Placer Parkway

The Conceptual Plan provides a "need and purpose statement" for Placer Parkway. This statement is essential to the Route Adoption Study and its accompanying environmental impact document. It will help to define project alternatives in those studies and provide a basis for measuring how those alternatives meet the stated purpose. Some of the key points related to the need for Placer Parkway include:

SACOG and the State Department of Finance project very strong growth in the Placer Parkway Corridor (including southern and western Placer County, northern Sacramento County, and southern Sutter County) through 2022, and beyond to 2040.

The anticipated development will dramatically increase travel demand in the corridor study area over the next 20 years and beyond. With limited programmed improvements to the inter-regional roadway system, travel speeds/travel times between Placer County and both Sacramento and Sutter counties are projected to deteriorate.

By 2022, SACOG estimates that total employment in South/West Placer County will exceed total employment in downtown Sacramento (156,000 versus 146,000). Congestion on the inter-regional roadways connecting Placer County with Sutter and Sacramento counties will adversely impact access to jobs.

The high-tech industry in the Highway 65 Corridor, plus development of the South Sutter Industrial area, requires good access to airports to move high-value/time-critical freight. Thus high-speed access and reliable travel times to both the Sacramento International Airport and the Lincoln Airport are very important to this growing regional job center.

The purpose of Placer Parkway is to provide a connection between SR 65 Corridor and the SR 70/99 and I-5 Corridors that serves Lincoln, Rocklin, the Sunset Industrial Area, portions of north and west Roseville and western Placer County with an alternative to SR 65, I-80 and Baseline Road. Placer Parkway would also provide additional accessibility to the South Sutter Industrial Area. This connection would:

Maximize mobility with a high-speed route that provides reliable inter-regional travel times over the long-term (beyond 20 years) for the movement of people and goods, and thereby facilitate access to jobs and accommodate growth under existing General Plans.

Avoid inducing urban growth in the agricultural areas not designated for development in existing general plans, and maintain the rural character of West Placer County and South Sutter County.

Minimize environmental impacts.

Improve public safety.

Have feasible and equitable financing.

Policies for Placer Parkway

In October 1999, the Policy Advisory Committee voted unanimously to recommend to the PCTPA and SACOG boards that a Route Adoption Study be conducted to establish a precise alignment for Placer Parkway. The PAC also approved a number of motions to narrow the potential options for Placer Parkway and thereby focus the scope of the Route Adoption Study.

A recommended study area for the Route Adoption Study was established and is shown in Figure 1. In establishing the boundaries of the study area, the PAC indicated the following:

That only two alternative connections of Placer Parkway to SR 65 should be considered: Sunset Boulevard and Whitney Boulevard.

Placer Parkway should connect to SR 70/99 within a 4 mile area stretching from one mile north of Sankey Road to one mile south of Riego Road.

Between Fiddymont Road and Pleasant Grove Road, the Placer Parkway study area should extend from Sunset West Boulevard on the north to north of Baseline Road on the south.

The PAC recommended that Placer Parkway should have an alignment separate from Baseline Road and Riego Road, and remain north of these roads in the area east of Pleasant Grove Road. The PAC also recommended that there should be no access to Placer Parkway between Fiddymont Road and Pleasant Grove Road to 1) avoid inducing urban growth in the agricultural areas not designated for development in existing general plans, and 2) to maintain the rural character of West Placer County and South Sutter County. However, an extension of Watt Avenue to Placer Parkway should be studied since it is on the Circulation Diagram of the Placer County General Plan, and because its benefits and impacts on Sacramento County need to be addressed.

PAC members recommended that the facility be designed as a “controlled-access highway”, following Caltrans standards, with strong design features that would provide a true “parkway” concept.

Funding Strategy

The recommended funding strategy consists of three incremental steps:

- In the near-term (during the next six to 12 months), PCTPA, SACOG, and their planning partners should secure the funding to conduct a Route Adoption Study. The purpose of the study would be to determine a preferred highway alignment for the Parkway. The analysis would build upon information developed during the current feasibility study by evaluating in detail alignment alternatives, highway design options, engineering costs, and environmental issues. The funding strategy recommends that PCTPA, SACOG, and their planning partners would fund and manage the study, which would cost between \$2.5 and \$3.0 million and require 18 to 24 months to complete.
- In the mid-term (during the next three to 5 years), PCTPA, SACOG, and their planning partners should obtain right-of-way dedications and funding necessary to obtain needed right-of-way for the future facility. This would require the local jurisdictions (e.g., Placer and Sutter Counties plus the cities in the corridor area) to have future residential and commercial development dedicate property or contribute traffic mitigation fees that would help offset the cost for acquiring needed right-of-way.
- Over the long-term (5 years and beyond), PCTPA, SACOG, and their planning partners should work to identify a combination of local, state and federal funds for construction of the Parkway. Traffic mitigation fees paid due to new residential and commercial development in the roadway corridor will also be an important source of funding. It may also be necessary for Placer and Sutter Counties to establish a new local funding source, such as a countywide sales tax dedicated to transportation improvements.

Next Steps

A potential process for defining a precise alignment for the Parkway has been outlined through discussions between PCTPA, SACOG, Caltrans, Placer County and Sutter County. This process would include the following actions:

Prepare a PSR Equivalent during the first half of 2000 to allow the option to use STIP funding for any or all of phases (planning, design and engineering, right-of-way purchase and/or construction) needed to implement the Parkway.

Recommend an alignment in the PSR Equivalent, not just a study area for the Route Adoption Study.

Request that Sutter and potentially Placer County amend their General Plan(s) to include a plan line that reflects recommended alignment in the PSR Equivalent.

Pursue all sources of funding to fund a Route Adoption Study as soon as possible.

This process is outlined in Appendix C.

1. Introduction

1.1 STUDY OVERVIEW

The Placer County Transportation Planning Agency (PCTPA) has been conducting a study to develop a concept plan for Placer Parkway, a transportation facility that would connect SR 65 in the Lincoln/Roseville/Rocklin area to SR 70/99 in Sutter County and the Sacramento International Airport. This proposed connection is cited in the Placer County General Plan and the PCTPA Regional Transportation Plan. Rapid growth and development proposals in Southern and Western Placer County, Northern Sacramento County, and Southern Sutter County, combined with the need to improve goods movement through the corridor, have intensified the need for a regional consensus on the future of this transportation facility.

The overall goal of the Placer Parkway Interconnect Study is consensus building among jurisdictions on a Conceptual Plan for the Parkway. To help the consensus building efforts, PCTPA has established the following three committees to help guide the study process:

- **The Policy Advisory Committee (PAC)** consists of four members from the PCTPA's board and three members from SACOG's board. The PAC members include elected officials from Placer County, Sutter County, Sacramento County and Yolo County. The PAC has provide policy guidance to the study, including input on issues, the definition of alternatives and the setting of goals, objectives and criteria for the evaluation of alternatives. The PAC has also provided direction on the preparation of a conceptual plan for Placer Parkway.
- **The Study Advisory Committee (SAC)** consists of representatives from key stakeholder groups in the corridor study area that were invited by PCTPA to participate in the study, including:
 - Staff representatives from all the local jurisdictions in the study area, including Placer County, Sutter County, Sacramento County, Yolo County and the cities of Roseville, Lincoln, Rocklin and Sacramento.
 - Staff representatives from regional, state and federal agencies, including SACOG, Caltrans, Placer County APCD, Sacramento Metro AQMD, California Dept of Fish and Game, BLM, etc.
 - Representatives from environmental and neighborhood groups, such as Sun City, West Placer MAC, Sierra Club, Ducks Unlimited, Friends of Placer County, etc.
 - Representatives from business/industry groups, such as Hewlett-Packard, BIA, etc.

The SAC has provided input to the PAC on study issues, goals and evaluation criteria, alternatives and funding. The SAC members has also served as liaisons to the various groups and agencies they represent so that these stakeholder groups could provide input to the study.

- **A Technical Advisory Committee (TAC)** is a subcommittee of the SAC consisting of the staff representatives from local jurisdictions and regional/state agencies. The

TAC has provided guidance on the technical aspects of the study, including assumptions related to the travel forecasting efforts, evaluation criteria, etc.

The three committees have been meeting regularly throughout 1999. Over the course of the year, the study has progressed through several phases.

- First, DKS conducted a literature search of studies and data sources relevant to this study. General plan land use designations and some environmental constraints were mapped for the corridor study area using GIS and a transportation demand/land use database was compiled. This effort was documented in Working Paper 1, “Study Database” (DKS Associates, March 1999) and is summarized in **Appendix A**.
- The next phase involved an evaluation of some possible concepts for Placer Parkway. The evaluation process was a learning experience that was intended to show the tradeoffs between significantly different, yet feasible concepts for Placer Parkway. It was noted to the committees that we were not trying to select one concept. We were trying to define a logical mix of concepts that we can test and learn from.
- DKS worked with the three committees to narrow the wide range of candidate concepts to five “strategic” concepts using a variety of planning, engineering, environmental and political principles. The five concepts for Placer Parkway selected by the PAC were evaluated using a set of transportation service, environmental and economic criteria, and the results were compared against the 2022 Baseline/No Build scenario. Detailed documentation of this analysis is provided in a separate report: “Analysis of Alternative Concepts for Placer Parkway” (DKS Associates, June 1999). **Appendix B** describes the five alternative concepts and summarizes their evaluation.
- Public comments were solicited on the goals for Placer Parkway and on the five concepts through a newsletter and mail-back comment card, and in public workshops held in September 1999.
- In the last phase of this study, DKS has worked with the committees to develop a Conceptual Plan for Placer Parkway. This report is the result of that effort.

1.2 PURPOSE OF THIS REPORT

This report outlines the Conceptual Plan for Placer Parkway, including a set of goals, policies and implementation measures that could be adopted by the PCTPA, SACOG, and/or jurisdictions in the corridor study area. This policy document represents a consensus of the study’s Policy Advisory Committee on the principles that are necessary for the concept of Placer Parkway to proceed to “next steps”. It is intended to help define the scope of a Route Adoption Study, to help preserve options for the Parkway until a Route Adoption Study is completed, and to establish a funding/implementation strategy for the Placer Parkway concept.

2. Need and Purpose for Placer Parkway

2.1 THE NEED FOR PLACER PARKWAY

Growth in population and employment in South/West Placer County, South Sutter County and North Sacramento County will influence travel demand in the Placer Parkway Corridor. The planning horizon for this corridor study is the year 2022. The SACOG Board of Directors approved updated development forecasts for the region in February 1999. Table 1 shows SACOG's updated forecasts of growth in population and employment for the Placer Parkway Corridor between 1998 and 2022.

The Placer Parkway Corridor includes some of the fastest growing communities in the Sacramento region – Roseville, Rocklin, Lincoln and the Sunset Industrial Area. With a long-term compound growth rate of 3.7 percent per year, SACOG projects that the population in South Placer County will more than double by the year 2022. Employment in Highway 65 “high-tech” corridor is expected to grow even faster than population, with a long-term compound growth rate of 4.5 percent.

Table 1 Projected Population and Employment Growth Within the Placer Parkway Corridor Study Area						
SACOG Regional Analysis District (RAD)	Population			Employment		
	1998	2022	Increase	1998	2022	Increase
South/West Placer Co						
70 Roseville	68,627	115,980	47,353	41,219	109,802	68,583
71 Rocklin	29,441	65,619	36,178	12,498	31,619	19,121
72 Lincoln	11,331	59,720	48,389	3,865	12,023	8,158
73 West Placer	1,004	9,844	8,840	36	2,131	2,095
74 Sheridan	2,897	3,444	547	162	291	129
Subtotal	113,300	254,607	141,307	57,780	155,866	98,086
South Sutter Co						
30 South Sutter	3,007	3,890	883	441	632	191
North Sacramento Co						
1 North Natomas	661	39,562	38,901	2,303	13,565	11,262
2 Rio Linda/Elverta	19,279	27,025	7,746	1,962	3,637	1,665
3 North Highlands	73,545	73,899	354	30,279	31,795	1,516
25 Antelope	29,246	38,143	8,897	1,926	4,784	2,858
Subtotal	122,731	178,629	55,898	36,470	53,771	17,301
Total Study Area	239,038	437,126	198,088	94,691	210,269	115,578

In addition, Sutter County has designated a large area in South Sutter County on the western side of the Placer Parkway Corridor that can accommodate up to 3,500 acres of industrial/commercial development. Placer County has also recently received a development application for the Placer Vineyards Specific Plan along the south side of the corridor. This mixed-use development would contain about 14,100 dwelling units (which is about the same

number of dwelling units that currently exist in the City of Rocklin) and about 500 acres of commercial/industrial uses. SACOG forecasts that only a portion of the ultimate population and employment in these major development areas would exist by 2022, and the post-2022 development potential of these areas, and the rest of the corridor study area, is very large.

The State Department of Finance (DOF) projects strong growth in Placer County beyond 2022, through 2040. The DOF projects that the county's population will increase by 130,000 residents between 2020 and 2040. Much of that growth will occur in the urban areas of South/West Placer County.

The anticipated development will dramatically increase travel demand in the corridor study area over the next 20 years and beyond. The jurisdictions in South Placer County have developed Capital Improvement Programs (funded by development fees) that would maintain a high level of service on their local roadway systems. However, limited improvements are programmed to the inter-regional roadway system and travel speeds/travel times between Placer County and both Sacramento and Sutter counties are projected to deteriorate over the next 20 years.

Daily traffic volumes on I-80 east of Madison Avenue are projected to increase from 178,000 vehicles in 1998 to 222,000 vehicle in 2022, a 25 percent increase. I-80 is already congested during peak commute hours between Roseville and the "Y" west of Madison Avenue. By 2022, traffic congestion on this section of I-80 will expand to more hours of the day and travel speeds will decline.

Travel speeds will also decline on Baseline Road and Riego Road. Placer County's Circulation Element designates Baseline Road as a "thoroughfare" with a minimum spacing between intersections of one half mile. Even with this access control, traffic demand on Baseline Road would still require six lanes to maintain level of service "C" conditions. Riego Road is designated as an arterial roadway and does not have the same access control standard as Baseline Road. Even at level of service "C" conditions, average travel speeds along Baseline Road and Riego Road during peak periods will be substantially less than today due to delay at intersections. With a 14 mile distance between SR 65 and SR 70/99, these delays will result in travel times along this corridor that will be dramatically worse in the year 2022 than today. Travel times vary greatly from day to day due to breakdowns/accidents and the lack of alternative routes.

The projected increase in inter-regional travel times will affect the movement of goods and people and will have an impact on the region's economy. By 2022, SACOG estimates that total employment in South/West Placer County will exceed total employment in downtown Sacramento (156,000 versus 146,000). Congestion on the inter-regional roadways connecting Placer County with Sutter and Sacramento counties will adversely impact access to jobs. The high-tech industry in the Highway 65 Corridor, plus development of the South Sutter Industrial area, requires good access to airports to move high-value/time-critical freight. Thus high-speed access and reliable travel times to both the Sacramento International Airport and the Lincoln Airport are very important to this growing regional job center.

2.2 THE PURPOSE OF PLACER PARKWAY

While Baseline Road and Riego Road, with improvements, could accommodate some of the expected 1998 to 2022 growth in corridor travel demand, an additional east-west connector will be necessary in the future. A new connection would remove longer-distance through traffic from Baseline Road and Riego Road and allow these roadways to handle shorter-distance local traffic. A new controlled-access highway connection between SR 65 and the SR 70/99 would also benefit the regional transportation system by providing an alternative to SR 65 and I-80 and thereby reducing traffic demand in these existing freeway corridors. These benefits will increase over time as the region grows, but may never be realized if a precise right-of-way for this connection is not identified and preserved.

Preserving a right-of-way for Placer Parkway is an adopted policy for Placer County. The County's General Plan contains a "post-2010" roadway connection that conceptually extends from SR 65 at Sunset Boulevard to SR 70/99 in Sutter County. The County's General Plan states that the purpose of designating this long-term roadway is to preserve a right-of-way for this facility and to plan for its ultimate implementation.

The purpose of Placer Parkway is to provide a connection between SR 65 Corridor and the SR 70/99 and I-5 Corridors that serves Lincoln, Rocklin, the Sunset Industrial Area, portions of north and west Roseville and western Placer County with an alternative to SR 65, I-80 and Baseline Road. Placer Parkway would also provide additional accessibility to the South Sutter Industrial Area. This connection would:

Maximize mobility with a high-speed route that provides reliable travel times over the long-term (beyond 20 years) for the movement of people and goods, and thereby facilitate access to jobs and accommodate growth under existing General Plans.

Avoid inducing urban growth in the agricultural areas not designated for development in existing general plans, and maintain the rural character of West Placer County and South Sutter County.

Minimize environmental impacts.

Improve public safety.

Have feasible and equitable financing.

3. Policies for Placer Parkway

3.1 GOALS, POLICIES AND POTENTIAL IMPLEMENTATION MECHANISMS

The purpose statement for Placer Parkway is written as a series of goals. For each of these goals, some policies and potential implementation mechanisms were prepared. These are shown in the attached Table 1.

3.2 SCOPE FOR THE ROUTE ADOPTION STUDY

In October 1999, the Policy Advisory Committee for the Placer Parkway Interconnect Study voted unanimously to recommend to the PCTPA and SACOG boards that a Route Adoption Study be conducted to establish a precise alignment for Placer Parkway. The PAC also approved a number of motions to narrow the potential options for Placer Parkway and thereby focus the scope of the Route Adoption Study.

A recommended study area for the Route Adoption Study was established and is shown in Figure 1. In establishing the boundaries of the study area, the PAC indicated the following:

- That only two alternative connections of Placer Parkway to SR 65 should be considered: Sunset Boulevard and Whitney Boulevard.
- Placer Parkway should connect to SR 70/99 within a 4 mile area stretching from one mile north of Sankey Road to one mile south of Riego Road.
- Between Fiddymment Road and Pleasant Grove Road, the Placer Parkway study area should extend from Sunset West Boulevard on the north, north of Baseline Road on the south.

The PAC recommended that Placer Parkway should have an alignment separate from Baseline Road and Riego Road, and remain north of these roads in the area east of Pleasant Grove Road. The PAC also recommended that there should be no access to Placer Parkway between Fiddymment Road and Pleasant Grove Road to 1) avoid inducing urban growth in the agricultural areas not designated for development in existing general plans, and 2) maintain the rural character of West Placer County and South Sutter County. However, an extension of Watt Avenue to Placer Parkway should be studied since it is on the Circulation Diagram of the Placer County General Plan, and because its benefits and impacts on Sacramento County need to be addressed.

PAC members recommended that the facility designed as a “controlled-access highway”, following Caltrans standards, with strong design features that would provide a true “parkway” concept.

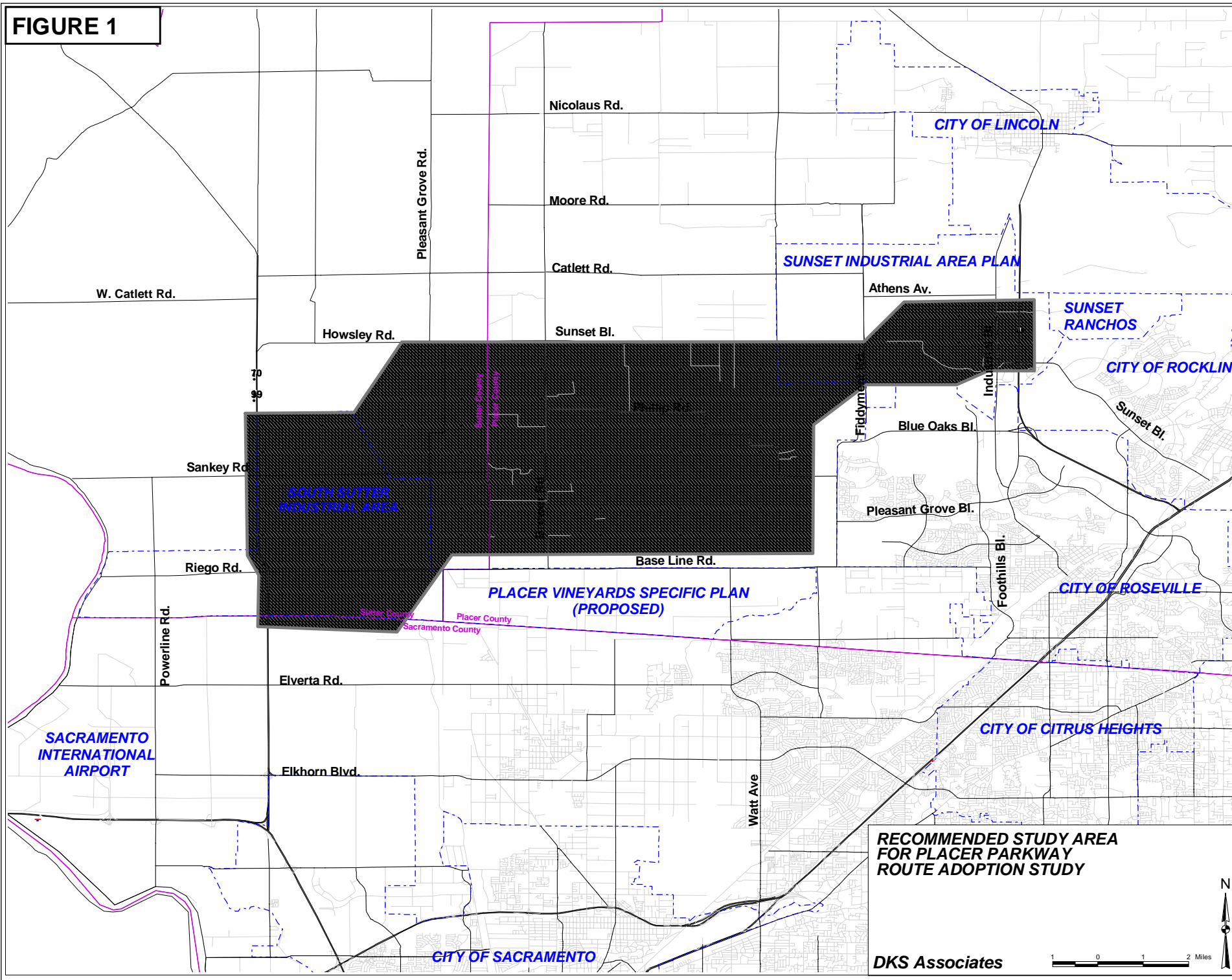
**Table 1
Goals, Policies and Potential Implementation Mechanisms for Placer Parkway Conceptual Plan**

GOALS	POLICIES	POTENTIAL IMPLEMENTATION MECHANISMS
<p>Create a new east-west controlled-access highway between SR 65 and the SR 70/99 to serve Lincoln, Rocklin, the Sunset Industrial Area, north and west Roseville, western Placer County and South Sutter County as an addition to existing Baseline Road/Riego Road.</p>	<ul style="list-style-type: none"> • Identify a precise alignment and preserve right-of-way as soon as possible • Carefully evaluate development proposals that might preclude potential alignments while precise alignment is being pursued. 	<ul style="list-style-type: none"> • Fund and initiate a Route Adoption Study. • Limit the study area and alternative alignments for Route Adoption Study. • Request that local jurisdictions adopt policies to carefully evaluate development that might preclude potential alignments
<p>Maximize mobility and accommodate growth under existing general plans</p>	<ul style="list-style-type: none"> • Designate Placer Parkway as high-speed, very limited access facility • Maintain level of service “C” • Maintain (or improve) travel times between SR 65 and SR70/99 	<ul style="list-style-type: none"> • Follow Caltrans freeway standards where possible. • Initially construct four-lane limited access highway but provide adequate right-of-way for expansion to six lanes (or potentially rail modes). • Do not allow access in the 7-mile segment between Fiddymont Road and Pleasant Grove Road but study the impacts of access at a Watt Avenue extension. • Allow 1 mile interchange spacing in Sunset and South Sutter County Industrial areas • Develop a phasing plan for Placer Parkway and other roadway improvements in the region that accommodates planned development and maintains travel times.
<p>Avoid growth inducement and protect rural character of agriculturally designated areas</p>	<ul style="list-style-type: none"> • Do not allow access in areas currently designated for agricultural uses • Create a no-development buffer zone along Parkway. • Control signage along corridor 	<ul style="list-style-type: none"> • Request State legislature to adopt Parkway as State route and have legislation restrict access (i.e., allow no access between Fiddymont Road and Pleasant Grove Blvd except at an extension of Watt Avenue). • Buy agricultural/conservation easements in area along Parkway • Enact development guidelines in view corridor to regulate land uses, signage and architecture.

Table 1 (continued)**Goals, Policies and Potential Implementation Mechanisms for Placer Parkway Conceptual Plan**

GOALS	POLICIES	POTENTIAL IMPLEMENTATION MECHANISMS
Minimize environmental impacts	<ul style="list-style-type: none">• Avoid existing homes• Avoid high value agricultural operations• Avoids streams, creeks, riparian corridors and sensitive habitat	<ul style="list-style-type: none">• Carefully define precise route to minimize impacts• Consider use of existing right-of-way where possible
Improve public safety and minimize safety hazards	<ul style="list-style-type: none">• Improve emergency response times and evacuation options during natural disasters.• Provide high design level to avoid potential safety issues	<ul style="list-style-type: none">• Study the tradeoffs between limiting access to Placer Parkway and its ability to improve emergency response times and evacuation options during natural disasters.• Avoid at-grade intersections due to high speeds and projected volumes on the Parkway
Achieve feasible and equitable financing	<ul style="list-style-type: none">• Require development in areas served by corridor (i.e., Lincoln, Rocklin, Roseville, Sunset Industrial Area, Placer Vineyards and South Sutter Industrial Area) to finance share of Parkway• Identify and pursue all existing and potential public and private funding sources for planning, design and construction of the Parkway.	<ul style="list-style-type: none">• Require new development to pay for cost of interchanges in urban areas (i.e., in Sunset and South Sutter County Industrial areas)• Expand CIP and fee programs in areas benefiting from the Parkway to help finance its right-of-way and construction cost.• Follow State and Federal guidelines for Route Adoption Study in order to preserve the ability to use State and Federal funds for right-of-way acquisition and roadway construction.

FIGURE 1



3.2 NEXT STEPS

A potential process for defining a precise alignment for the Parkway has been outlined through discussions between PCTPA, SACOG, Caltrans, Placer County and Sutter County. This process would include the following actions:

Prepare a PSR Equivalent during the first half of 2000 to allow the option to use STIP funding for any or all of phases (planning, design and engineering, right-of-way purchase and/or construction) needed to implement the Parkway.

Recommend an alignment in the PSR Equivalent, not just a study area for the Route Adoption Study.

Request that Sutter and potentially Placer County amend their General Plan(s) to include a plan line that reflects recommended alignment in the PSR Equivalent.

Pursue all sources of funding to fund a Route Adoption Study as soon as possible.

This process is outlined in Appendix C.

4. Funding Strategy

Parsons Brinckerhoff Quade & Douglas, Inc., prepared “planning level” construction cost estimates for five potential route alignments for Placer Parkway (see Appendix B). The cost estimate for these five concepts ranges from \$200 million to \$304 million. These estimates included about \$9 million to \$15 million to obtain the needed right-of-way for Placer Parkway. The purpose of this section is to describe and evaluate potential funding sources and to propose a capital funding strategy for the future planning, design, and construction of Placer Parkway.

4.1 CURRENT FUNDING ENVIRONMENT

Due to a strong national economy and a growing public awareness for the need to invest in public infrastructure, investment in transportation projects and programs has increased substantially during the last several years. On the federal level, passage of TEA-21 resulted in a 40% increase in federal transportation funding over previous levels, making more funding available for highway construction and repair, transit system development and expansion (both bus and rail), and development of alternative modes of transportation, including bicycle and pedestrian travel.

At the state and local levels, increased gasoline consumption and growing retail sales has also generated additional revenue for state highway rehabilitation projects, local street and road projects, and for transit system operations and maintenance. Despite this upbeat assessment, the cost of projects and programs designed to reduce traffic congestion, promote mobility, and improve air quality far exceeds available revenues. This fact was reinforced earlier this year when the California Transportation Commission reported that, based on information provided by local agencies, there is a 10-year statewide transportation-funding gap approaching \$118 billion.

Given that the demand for revenues far exceeds available funding, it has been assumed for the purposes of this memo that funds needed for construction of Placer Parkway must come from new sources, such as a countywide transportation sales tax, a regional gas tax, or a congressional earmark. Funding for project development (e.g., facility design, environmental documentation, etc.) and for right-of-way acquisition (ranging from \$8.8 million to \$15.1 million for the alternatives that were evaluated in this study) could conceivably come from existing sources.

There are a number of local, state, and federal revenue sources available to fund transportation improvements. Each of these funding sources has a variety of characteristics. Some are discretionary and may only be obtained through a competitive process. Others are stable and their use may be determined locally or perhaps in partnership between PCTPA (Placer County Transportation Planning Agency), SACOG (the Sacramento Area Council of Governments), and other agencies. For example, revenue made available through an annual appropriations process and allocated based on a competitive ranking would be the least reliable for planning purposes. On the other hand, revenues raised locally, as well as prioritized and allocated by a local agency, would be among the most predictable funding sources.

With this as background, the identification of capital funding sources has been divided into two areas of concentration: (1) existing local, state, and federal sources, and (2) potential sources of revenue.

4.2 EXISTING FUNDING SOURCES

From our review, we have identified three existing sources of revenue that could be used to fund specific project-related activities. These sources are described below.

Local Traffic Mitigation Fees

Transportation mitigation fees are levied on new development to compensate for their impacts on the local transportation system and are typically used for street widening, signalization, and interchange improvement projects. The table below shows current traffic mitigation fees levied by Rocklin, Roseville, and Placer County.

Type of Land Use	Rocklin	Roseville	Placer County
Single Family Residential	\$1,525/unit	Ranges from \$1,259 to \$3,196 per single family unit based on planning area. On-going update of fees will result in modest increase.	Ranges from \$1,872 to \$3,107 single family unit based on planning area.
Multi Family Residential	\$960/unit		
Retail/Commercial	\$2,439/1,000 sq. ft.		
Office	\$2,669/1,000 sq. ft.		
Industrial	\$1,372/1,000 sq. ft.		

In 1990, the cities of Rocklin and Roseville and Placer County formed a joint powers agency (JPA) to fund the design and construction of four highway interchanges located along Highway 65 in Placer County. These include interchanges at Harding/Stanford Ranch, Blue Oaks Boulevard, Pleasant Grove Boulevard, and Sunset Boulevard. An additional traffic

mitigation fee is levied by the three jurisdictions to finance construction of the four interchanges. The first three of these interchanges described above were fully funded, while the interchange at Sunset Boulevard may be funded using a 90 to 95 percent fee match.

Regional Transportation Improvement Funds

Under Senate Bill 45, of the funds available for the State Transportation Improvement Program (STIP), 75% are committed to the Regional Transportation Improvement Program (RTIP) for allocation by the regional transportation planning agencies. The funds may be used for a broad range of transportation improvements, including state highways, grade separation projects, soundwalls, local street and road projects, rail, transit projects, and pedestrian and bicycle facilities.

Funds allocated under the RTIP are known as County Shares. The 1998 STIP County Share estimate for Placer County was \$25.0 million, while for Sutter County the estimate was for \$8.5 million over a six-year programming period. The Placer County funds were programmed, in part, for environmental analysis and design for the Lincoln Bypass, widening of State Route (SR) 65 between Blue Oaks Boulevard and Industrial Avenue, and construction of the Douglas Boulevard/Interstate 80 Interchange in Roseville. Sutter County funds were programmed, in part, for the widening of SR 99 between Central and Ashford ten miles south of Yuba City.

Since PCTPA and SACOG have already programmed existing RTIP funds for Placer and Sutter Counties, respectively, no new funds from this source are available until fiscal year (FY) 2005. It may be possible, however, that future RTIP funds programmed in 2000 and 2002 could be available for use earlier than FY 2005.

Interregional Transportation Improvement Funds

SB 45 distributes the remaining 25% of STIP funds for interregional transportation projects. These funds are further divided into two parts:

15% is for interregional improvements. These projects are proposed by Caltrans and are intended for interregional roads and intercity rail projects.

A total of 10% is for discretionary improvements. The CTC programs these funds, although regions can nominate projects for possible funding.

As part of the 1998 STIP, Caltrans recommended an ITIP program totaling \$1.0 billion over six years, with over \$800 million identified for projects on the state highway system, and \$200 million programmed for intercity rail system improvements. Of the highway funds, \$130 million was programmed for three improvement projects along SR 99 and for two projects on SR 70 in Sutter County. In Placer County, local funds were matched with \$4.28 million in ITIP funds for the Lincoln Bypass project.

4.3 POTENTIAL FUNDING SOURCES

Several potential new revenue sources have been identified as part of this financial analysis. These include a countywide sales tax, a statewide gas tax increase, a state transportation bond measure, and the use of toll revenues if Placer Parkway were to become a toll road facility. In addition, Placer and Sutter Counties could obtain a congressional earmark (i.e., project funding) for the project when congress adopts a new surface transportation authorization in 2003.

Countywide Sales Tax

One potential revenue source would be the establishment of a countywide transportation sales tax program in Placer and Sutter counties. This would follow the example set in 18 California counties (referred to as “self-help” counties) which have voted to increase the local sales tax by one-half percent to provide capital and operating funding for highway and/or transit projects. Under a one-half percent sales tax, Placer County would generate nearly \$16 million annually (in 1998 \$), while Sutter County would produce nearly \$4 million per year. Adoption of a sales tax increase would require a two-thirds vote of county voters.

Taxes in 16 of the 18 counties are scheduled to expire within the next decade. Nearly all of these taxes were approved by a simple majority vote that was legally permissible at the time. Many counties want to either extend their existing or authorize new transportation sales tax measures, yet obtaining the necessary two-thirds voter approval makes this extremely difficult if not nearly impossible. To address this problem, a constitutional amendment has been introduced in the state legislature - Senate Constitutional Amendment (SCA) 3 - which would extend the existing local sales tax measures 20 years after their scheduled expiration date.

In counties like Placer and Sutter that do not have a local sales tax, SCA 3 would establish a new transportation sales tax if: a) there is an adopted county transportation expenditure plan; b) the sales tax measure is approved by a simple majority of county voters; and c) the measure is approved by a majority of voters statewide. If authorized by the legislature during its current two-year session, the measure would go before state voters on the November, 2000 ballot.

Two items should be noted. First, SCA 3 has encountered significant opposition in the State Legislature. A number of legislators are contending that passage of the measure will increase local bond indebtedness and constitute a major departure from the “pay-as-you-go” philosophy that has guided highway investment in California for the last eighty years. Some legislators have promoted a counter proposal called the “20/20 Vision”. This plan would increase the percentage of state general fund dollars now devoted to road construction without incurring new debt or taxes for roadway improvements. How this legislative debate will be resolved remains to be seen.

Second, adopting a transportation sales tax measure in Placer and Sutter Counties would remain a political challenge even with a simple majority requirement called for under SCA 3, since both counties have rejected similar measures in the past. In fact, Sutter County has rejected a sales tax increase to fund levee improvements three times since 1997.

Gas Tax Increase

To address a regional transportation revenue shortfall, SACOG has proposed an increase in the statewide gas tax by one penny per gallon each year, from 2002 through 2015. This 13 cent increase in the gas tax would generate \$1.2 billion among the four counties that are members of SACOG - Sacramento, Sutter, Yolo, and Yuba.¹ SACOG's proposal also advocates that the revenue would be returned to source for use on any type of transportation improvement for both capital and operating needs.²

State Transportation Bond Measure

Due to the funding shortfall documented by the California Transportation Commission, State Senator John Burton has introduced legislation, Senate Bill (SB) 315, to place on the November, 2000 statewide ballot an \$8 billion bond measure to fund transportation improvements. If approved by the legislature and passed by state voters, the measure would provide funding for rehabilitation and storm damage repair of local streets and roads; public transit; unspecified high-priority capital projects of statewide significance; and for a state - local partnership program to make state funds available to match local funds or leverage federal funds for completion of transportation projects.

It should be noted that this measure faces considerable opposition in the state legislature. Traditionally, funding of transportation projects in California has been based on a combination of federal funding and some form of user-based fee system. The primary source of state funding for transportation is revenue generated by fuel taxes imposed on motorists (i.e., the gas tax). This bill proposes to have \$8 billion worth of transportation projects financed by issuance of state General Obligation bonds secured by the state's General Fund. Thus, state revenues (e.g., personal income tax, sales and use taxes, etc.) would be used to repay these bonds rather than the revenues generated by those who use local streets and roads and the state highway system.

Reauthorization of TEA-21

During development of the existing federal transportation authorization bill (referred to as TEA-21 or the Transportation Efficiency Act for the 21st Century), Placer and Sutter counties obtained funding for several "high priority (demonstration) projects. These projects included:

Placer County – Route 65 Mitigation and Improvements	\$4,275,000
Placer County – Foresthill Road Improvements	\$6,250,000
Sutter County – Route 99 Upgrade	\$7,300,000

¹ In October 1999, Placer County joined SACOG and became the fifth county member to join the regional planning organization. If a gas tax increase were enacted in all five counties, the total revenue generated by the tax would exceed the current estimate of \$1.2 billion.

² See 1999 *Metropolitan Transportation Plan*, SACOG, pg. 98-99.

TEA-21 is scheduled to expire September 30, 2003. Prior to this time, Placer and Sutter Counties could request their congressional members to include design and construction funds for the Placer Parkway as part of a reauthorization measure. It is unlikely, however, that the Counties would receive all the funds they request, since in the past congress has only provided partial funding for transportation projects.

4.4 DEVELOPMENT STRATEGIES

Given the significant cost associated with building Placer Parkway, it will be necessary to phase the project in a way that allows for planning, design and engineering, and construction to proceed in a coordinated fashion based on available funding. Project cost and scheduling also will be influenced by whether the project is funded and built by the state (through Caltrans) or by Sutter and Placer Counties. A third factor to consider are existing programming commitments made by the two counties and Caltrans to fund projects included in the 1998 STIP. Each of these issues is briefly discussed below.

Project Development Process

The project development process for building a new roadway facility consists of three phases: planning, design and engineering, and construction. This basic three-phase process is equally true for counties and Caltrans, although the state has, in general, a more extensive design and engineering review process than found at the county level. Since the cost for each phase can vary significantly due to the type of work required, each phase is normally funded independently of the others.

For example, building upon work accomplished during the Placer Parkway Interconnect Study, additional planning work may be required to further substantiate the need for the facility and to identify the location, length, and features of the future facility. A detailed environmental review and public involvement process also will need to be conducted, consistent with state and federal requirements.

During the design and engineering phase, detailed engineering drawings and cost estimates will need to be prepared. Issues to be addressed include area topography, right-of-way requirements, the location and spacing of interchanges and intersections, road connections, drainage, utilities, landscaping, and other design-related issues. The construction cost estimates developed during the feasibility study also will need to be further refined. Some design/engineering activities will also likely occur simultaneously during the planning phase.

Prior to construction of the Parkway, the right-of-way will need to be acquired and all necessary permits and agreements will need to be obtained and approved. The project will then be advertised for bid and a construction contract will be awarded for building the new facility.

Project Implementation

Three options exist for funding and overseeing the planning, design, and construction of the roadway. The first option would involve using state funds and having Caltrans design and build the Parkway. The agency would be required to go through a lengthy Route Adoption

Study process and obtain approval from the California Transportation Commission (CTC). The CTC also would need to designate the roadway as part of the State Highway System. Estimates provided by Caltrans staff indicates that preparing a Route Adoption Study and obtaining CTC approval for Placer Parkway could take three to five years and cost between \$3 million and \$5 million. In addition, Caltrans would need to obtain construction funds through a competitive STIP process. Existing programming commitments by Placer County and Caltrans to jointly fund the Lincoln Bypass, for example, means there is little likelihood that additional local or state funding will be available for the Parkway, at least through the 2004 STIP cycle.

A second option would be for Placer and Sutter Counties to fund, build, and maintain the facility as a county roadway. Assuming the planning and design/engineering work followed state standards, our estimates indicate that the roadway design could be accomplished in 18 to 24 months at a cost of \$2.5 million to \$3.0 million. Factors that would influence the length of time and cost include the type of environmental analysis required by state and federal regulatory agencies and the level of public involvement required to address issues of public concern. Funding for right-of-way acquisition and roadway construction would need to come from local sources, an unlikely prospect given the high construction cost of the project.

Following completion of the project, the counties could then request the state to assume ownership and ongoing maintenance responsibility and designate the Parkway as part of the State Highway System. Caltrans and the CTC could choose to assign the Parkway a new route designation or modify the alignment description for Route 102, which is an existing state route from Interstate 5 near Elkhorn to Interstate 80 near Auburn. In either case, the process for the state to assume responsibility for an existing county facility is much easier than to fund and build a new state highway.

A similar type process has been proposed by the City of Chico, whereby the City wants to relocate Highway 32 north of its present location. The City has decided not to request Caltrans to perform the work. Instead, the City intends to select the alignment, produce the environmental documentation (an EIR/EIS), and fund the roadway construction. Following completion of the project, the City plans to ask Caltrans and the CTC to trade the newly constructed roadway for the existing state route.

A third option would consist of combining the two earlier options. Under this scenario, Placer and Sutter Counties would fund the planning, design and engineering portions of the project but look to the state and federal government to fund the roadway construction. A variation of this concept might also include the two counties undertaking planning, design and engineering but also building a minimum “mainline” type facility. This minimum facility could eventually be expanded to include planned interchange and other improvements that would be funded with state and/or federal assistance.

4.5 FUNDING STRATEGY

Given these options and the uncertainty associated with securing construction funds for the project, an incremental funding strategy is described below. The funding strategy consists of near-, mid- and more long-term components.

In the near term, during the next six to 12 months, PCTPA, SACOG, and their planning partners should secure funding to conduct a Route Adoption Study. The purpose of the study would be to determine a preferred highway alignment for the Parkway. The analysis would build upon information developed during the current feasibility study by evaluating in detail alignment alternatives, highway design options, engineering costs, and environmental issues. The funding strategy recommends that PCTPA, SACOG, and its planning partners would fund and manage the study, which would cost between \$2.5 and \$3.0 million and require 18 to 24 months to complete.

The ability to raise these substantial funds will depend, in large part, on a mutual desire to eventually build the proposed Parkway. In addition, a cost-sharing agreement will need to be negotiated and agreed to by agency officials.

Finally, the Parkway will need to be included as part of the Regional Transportation Plans adopted by PCTPA and SACOG, thereby making the facility eligible for future state and federal transportation funding.

In the mid-term (during the next three to 5 years), PCTPA, SACOG, and their planning partners should obtain right-of-way dedications and funding necessary to obtain needed right-of-way for the future facility. This would require the local jurisdictions (e.g., Placer and Sutter Counties plus the cities in the corridor area) to have future residential and commercial development dedicate property or contribute traffic mitigation fees that would help offset the cost for acquiring needed right-of-way.

As with the near-term component, a cost-sharing agreement will need to be approved by PCTPA, SACOG, and their planning partners. The local jurisdictions may want to consider the formation of a joint powers agency (JPA) to oversee right-of-way dedications and the collection of mitigation fees. This JPA could be structured in a way similar to the existing JPA now being used to fund construction of four interchanges along Highway 65. Members of a Placer Parkway JPA might include Roseville, Rocklin, Placer and Sutter Counties, with PCTPA, SACOG and Caltrans serving as ex officio members.

Over the long-term (5 years and beyond), PCTPA, SACOG, and their planning partners should identify a combination of local, state and federal funds for construction of the Parkway. Potential funding sources include traffic mitigation fees and RTIP funds. The project may also qualify for ITIP funds, since it would help reduce traffic congestion and maintain level-of-service standards established for Interstate 80 to the south, a facility designated as a “Gateway Corridor” under Caltrans Interregional Roadway Strategic Plan. It is also conceivable that given strong local and state support for the Parkway, a congressional earmark could be obtained for roadway construction. Even with funds contributed from these various sources, it still may be necessary for Placer and Sutter Counties to establish a new local funding source, such as a countywide sales tax dedicated to transportation improvements, to fully fund the project.

Under this funding strategy, it is recommended that PCTPA and SACOG would rely on local funds for planning, design and engineering elements, and for right-of-way acquisition. This

would help accelerate completion of the first two steps of the project development process and would not require Caltrans involvement. If sufficient local funding sources were available for construction, the project could be built within a shorter time than if state and/or federal funds were needed. If state funds were required, Caltrans would need to obtain approval from the CTC to include Placer Parkway as part of the State Highway System.

Appendix A

Overview of Existing Plans and Past Studies in the Placer Parkway Corridor

The first task in the Placer Parkway Interconnect Study was a review of existing plans (i.e., regional transportation plans and local general plans) and previously conducted planning studies. This appendix provides a brief overview of the plans and studies that are relevant to Placer Parkway.

Regional Plans

The Metropolitan Transportation Plan (MTP) and the Placer County Regional Transportation Plan (RTP) are the long-range (20 year) transportation plans for the regional transportation system in and around the Placer Parkway Corridor. These plans contain the adopted goals, policies, programs and projects to meet regional mobility needs and satisfy federal air quality standards.

The Placer County Transportation Planning Agency (PCTPA) is the regional transportation planning agency (RTPA) for Placer County jurisdictions, except for that portion of the County within the Tahoe Regional Planning Agency (TRPA). The Sacramento Area Council of Governments (SACOG) is the RTPA for Sacramento, Sutter, Yolo and Yuba counties. For the purposes of implementation of federal planning requirements, SACOG is the designated Metropolitan Planning Organization (MPO) for the Sacramento Metropolitan Area. Therefore, SACOG acts as the MPO for those portions of Placer County that lie west of the Sierra Nevada Crest within the Federal Ozone Non-attainment Area.

PCTPA has the responsibility for the development and adoption of a State regional transportation plan (RTP) and a State regional transportation improvement program (RTIP) in Placer County. SACOG has the responsibility for the development and adoption of the Metropolitan Transportation Plan (MTP) and the Metropolitan TIP. SACOG also has responsibility for making findings of conformity required under the Federal Clean Air Act within the designated Federal Ozone Non-attainment Area.

SACOG's Board of Directors updated and adopted the current MTP in the Summer of 1999. The plan contains a long list of programs and projects. The transportation improvements that are important to the this study of Placer Parkway include:

Widening of Route 65 between Roseville and Lincoln (from 2 lanes to 4 lanes) and construction of the Route 65 bypass of Lincoln.

New interchanges on Route 65 at Pleasant Grove Boulevard, Sunset Boulevard and Twelve Bridges Boulevard, and a revised interchange on Route 65 at Blue Oaks Boulevard.

Improvements to Routes 70 and 99 in Sutter and Yuba counties including upgrading Route 70 to an expressway status south of Marysville and implementation of passing lanes on Route 99.

New interchanges on Route 70/99 at Riego Road and Elverta Road, and a revised interchange on Route 70/99 at Elkhorn Boulevard.

Carpool lanes on I-80 from the Placer County/Sacramento County line to west of Madison Avenue.

Numerous improvements to local roadways.

General Plans

The adopted general plans of all the jurisdictions in the study area have been reviewed. A key task was the preparation of a composite map of the land use designations from each general plan within the study corridor. DKS Associates obtained SACOG's GIS mapping of general plan land uses for the region. DKS has updated SACOG's mapping to incorporate recently adopted specific plans in South Placer County. The resulting colored composite land use map was included in Working Paper 1 for this study.

The circulation elements of the general plans show the planned transportation system in each jurisdiction that is intended to accommodate projected growth under the land use elements of the various general plans. The circulation elements indicate where new roadways and transit services are planned, and where existing roadways are planned for widening. The timing of these improvements is typically addressed in the capital improvement plans (CIP) for each jurisdiction. Those local and regional transportation improvements that are expected to be funded and implemented by 2020 are contained in the travel demand model that SACOG has used to evaluate the Metropolitan Transportation Plan (MTP). Their MTP transportation network was used to define the "No Build Alternative" for the Placer Parkway Interconnect Study.

For this study of Placer Parkway, the two most relevant improvements in the local circulation elements are contained in the Placer County General Plan. These are:

A conceptual alignment for the Placer Parkway,

The classification of Baseline Road as a "thoroughfare".

The Circulation Element of the Placer County General Plan, adopted in 1994, contains a "post-2010" roadway connection that conceptually extends from SR 65 at Sunset Boulevard to SR 70/99 in Sutter County. The County's Circulation Diagram contains an alignment for this connection. While the General Plan does not refer to this connection as Placer Parkway, it is consistent with its concept.

The Circulation Diagram for Placer County also shows extensions of Watt Avenue and Blue Oaks Boulevard to intercept the connection between SR 65 and SR 70/99. The need for these post-2010 roadways were based on travel demand forecasts for the year 2040. The alignments for these roadways are located principally in areas not designated for development on the County's Land Use Diagram. The County's General Plan states that "the purpose of designating these long-term roadways is to preserve rights-of-ways for these facilities and to

plan for their ultimate implementation”. It also states that “the alignments indicated on the Circulation Diagram are adopted plan lines; alternative alignments may be substituted if demonstrated to be feasible and the General Plan is amended. Alignment studies, including environmental review under CEQA, will be required to define precise alignments for these roadways that minimize adverse impacts while meeting the circulation objectives of the roadways”.

Placer County’s Circulation Element designates Baseline Road as a thoroughfare from the Roseville City limits to the Sutter County line. It defines a thoroughfare as a special arterial roadway with greater access control that is designed to carry high volumes of traffic with limited delay. Such roadways are used as primary circulation routes to carry longer-distance, through-traffic. The County’s general roadway standards state that thoroughfares would have a minimum spacing between intersections/interchanges of one half mile and a right-of-way of 120 to 140 feet to accommodate 4 to 6 travel lanes.

Specific Plans and Community Plans

The cities of Lincoln, Roseville, Rocklin and Sacramento have used “specific plans” as a tool for detailed design and implementation of a defined portion of the area covered by their general plans. Likewise Placer County has used both “community plans” and “specific plans” as geographically specific elements of their General Plan. These area plans provide more detail on planned land uses and the planned circulation systems in those areas. The key plan areas within the corridor study area include:

Placer County

- Sunset Industrial Area plan
- Dry Creek West Placer Community Plan
- (Proposed) Placer Vineyards Specific Plan

Roseville

- Del Webb Specific Plan
- North Roseville Specific Plan
- Hewlett-Packard Master Plan
- Northwest Roseville Specific Plan
- North Central Roseville Specific Plan
- Highland Reserve North Specific Plan

Lincoln

- Twelve Bridges Specific Plan
- Lincoln Crossing Specific Plan

Rocklin

– Sunset West Specific Plan

Previous Transportation Studies

Over the last 10 years there have been a number of major transportation studies in the study area. The most relevant studies are summarized below.

Initial Feasibility Study for Route 102 (Caltrans, 1991). The purpose of this study was to give the California Transportation Commission (CTC) more information on feasibility, scope and priority on this proposed reliever facility to I-80 and thereby help them decide whether or not a Route Adoption Study for Route 102 should be initiated. The first phase of the study involved the preparation of environmental and physical constraint mapping, the development of a large number of “candidate corridors”, and the selection of three corridors for further study. The second phase involved an in-depth feasibility study on the selected candidate corridors. The study was guided by a Project Development Team (PDT) and a Citizen Advisory Committee (CAC) and included an extensive public involvement process. Some of the key conclusions and recommendations were:

A new transportation corridor between I-5 near the Sacramento International Airport and I-80 near Auburn is physically and operationally feasible. It could be built.

Given currently adopted local general plans, I-80 will be severely congested by 2020 with LOS F conditions for about 3 hours every morning and afternoon. Although many alternatives for Route 102 were examined, the projected congestion levels in the I-80 corridor remained about the same (due to latent demand) even with the construction of Route 102.

A new corridor could provide an uncongested bypass of 35 miles except for the western terminus. Some other improvements or a longer corridor extending further west would be necessary to resolve significant traffic congestion in the vicinity of Route 99/I-5.

If a Route Adoption study was authorized, further consideration should be given to improving the I-80 corridor, a terminus for the western extension of Route 102 and including alternative flexible modes of transportation.

The CAC and the PDT recommended moving forward with a Route Adoption Study. The CTC considered all other opinions and in 1991 authorized further study up to Route Adoption. This decision led to the I-80/SR 102 Multimodal Transportation Study, which was started by Caltrans in the fall of 1992, but was eventually canceled.

The executive summary for the Route 102 study is provided in Appendix A of this working paper. Some of the environmental constraint mapping developed for the Route 102 study remains relevant for this study of Placer Parkway and is provided in Appendix B.

The Metro Study (SACOG, 1989). The purpose of this study was to assess regional transportation needs in the year 2010 based on adopted land use plans, and develop a list of priority transportation improvements to meet those needs. A Policy Advisory Committee and a Technical Advisory Committee were formed to review and direct the study, and three public forums were held.

Recognizing that the Sacramento area was not meeting federal or state air quality standards, the study recommended that transit and non-motorized transportation facilities and implementation of transportation control measures (TCMs) be given the highest priority. However, the study also recommended that a number of major roadway projects be pursued, including Route 102. It was recommended that all new facilities, like Route 102, be planned as multi-modal corridors (or projects). It stated that the debate over the timing of construction, the appropriate mix of travel modes, and design features in this corridor should continue, but in order to avoid precluding future options, the transportation corridor should be identified and protected.

On-going Planning Studies

There are two major on-going planning studies that involve the corridor study area: the Interstate 80 Corridor Plan and the Placer Legacy Project. These studies are summarized below.

Interstate 80 Corridor Plan. This project focuses on a 63-mile stretch of I-80 from Davis on the west to Colfax on the east. The corridor is defined as reaching roughly one mile on either side of I-80 and the Capital City Freeway, including downtown Sacramento. The plan will encompass all modes of transportation, including highways and local roads, rail, bus service, and bikeways. The objective is to obtain a consensus on a recommended set of specific improvements for the corridor through the year 2010. The plan is jointly sponsored by SACOG, PCTPA, and Caltrans.

The project is in its second year. A set of concepts and approaches for the study have been developed by the Technical Advisory Committee and were presented to the public in a series of open houses in September and October 1998. The same information was presented to elected officials in the corridor at their regularly scheduled meetings and to other groups were SACOG was invited to speak. After the public outreach process is complete, the sponsoring agencies will analyze the alternatives to determine transportation impacts, as well as socioeconomic, financial and environmental impacts. The results of the study will be presented in a draft report with recommendations for an I-80 Corridor Plan. A second round of public comment will then be sought.

Ultimately, the I-80 Corridor Plan will be considered in the update of both 20-year regional transportation plans produced by PCTPA and SACOG.

The Placer Legacy Project is a long range, comprehensive strategy for protecting open space in Placer County. The goals of this program are to:

Maintain a viable agricultural segment of the economy

Conserve natural features necessary for access to a variety of outdoor recreation opportunities

Preserve the diversity of plant and animal communities

Protect endangered and other special status plant and animal species

Separate urban areas into distinct communities

Ensure public safety

The project will be developed on two simultaneous tracks. In the first track the County will work with the Cities and City and County residents to identify important open space lands for recreation, agriculture, floodplain protection, community edges and fire protection.

The second track will involve a combined effort of City and County governments, state and local agencies, and private interests and will result in a Natural Communities Conservation Plan (NCCP) for Placer County. This second track is a conservation plan that will address all of the plants, animals and natural features (e.g., wetlands and vernal pools) which are currently, or may in the future, be regulated by the State and Federal Endangered Species Acts and other state and federal environmental laws.

Both of these tracks will be combined to produce one comprehensive strategy for protecting open space in Placer County. The strategy will include:

The designation of priority areas for protection including a set of acquisition criteria

A variety of regulatory and incentive tools and agreements to achieve the open space objectives

A financing plan to ensure implementation of the overall plan

Through the adoption of the NCCP, the County and the Cities will be in a position to provide immediate solutions and options to the development of the community related to compliance with state and federal regulations. With such a program, the County can become the permit issuing authority for compliance with state and federal rules thus retaining maximum local jurisdiction over land development activities. This will add certainty to the development process and reduce the amount of time normally required to address these issues while at the same time providing a state-of-the-art conservation plan with the greatest potential to preserve the function and values of natural communities. Most importantly, the preparation of an NCCP would create a program that integrates the multiple values of open space.

The Placer Legacy Project is important to a Route Adoption Study of Placer Parkway since it will likely result in designating some protected open space in Western Placer County, which may impact potential alignments for this facility. Placer County expects that it will take two to five years to complete this project, including development of the financial implementation program.

Appendix B

Summary of the Analysis of Alternative Concepts for Placer Parkway

This appendix describes a set of five alternative concepts for Placer Parkway that were selected by the study's Policy Advisory Committee for analysis, and summarizes an evaluation of those concepts under year 2022 travel conditions. Detailed documentation of this analysis is provided in a separate report: "Analysis of Alternative Concepts for Placer Parkway" (DKS Associates, June 1999).

The concepts were evaluated using a set of transportation service, environmental and economic criteria, and the results were compared against the 2022 Baseline/No Build scenario. The selected concepts for Placer Parkway are shown in Figures B-1 through B-5 and can be described as follows:

Concept 1A would consist of a 14.4 mile-long, four-lane expressway/freeway connection from SR 65 at Whitney Boulevard to SR 70/99 at a point about one mile north of Sankey Road. This concept would use Sunset Boulevard West and Howsley Road for most of its east-west route.

Concept 1B would be the same as Concept 1A except that Watt Avenue would be extended from Baseline Road to an interchange connection with Placer Parkway.

Concept 2 reflects the Circulation Diagram of the Placer County General Plan. This concept would consist of a 14.3 mile-long, four-lane freeway connection from SR 65 at Sunset Boulevard to SR 70/99 at a point about one mile north of Riego Road. West of Fiddymment Road, this concept would travel through the agricultural area that lies between Sunset Boulevard West and Baseline Road. Concept 2 also includes the extensions of both Watt Avenue and Blue Oaks Boulevard that are included in the Placer County General Plan.

Concept 3 for Placer Parkway would be 15.6 miles long and connect SR 65 at Whitney Boulevard to SR 70/99 at a point about one mile south of Riego Road. Like Concept 2, it would travel through the agricultural area that lies between Sunset Boulevard West and Baseline Road. Concept 3 would include an extension of Watt Avenue to intercept the Parkway, but would not include an extension of Blue Oaks Boulevard west of Fiddymment Road. This concept was assumed to be a four-lane freeway for its entire length.

Concept 4 would consist of a 16.4 mile-long, four-lane freeway connection from SR 65 at Whitney Boulevard to SR 70/99 at Riego Road, and would use Baseline Road and Riego Road for most of its east-west route. A segment of this concept would parallel Fiddymment Road (about a mile to the west) and would intersect Baseline Road in the vicinity of Watt Avenue. This alignment would thus take the place of a Watt Avenue extension.

The following are the key findings and conclusions of the analysis of alternative concepts for Placer Parkway

Placer holder for:
Figure B-1 Concept 1A

Figure B-2 Concept 1B

Figure B-3 Concept 2

Figure B-4 Concept 3

Figure B-5 Concept 4

Impacts on Travel Times

- Compared to the 2022 Baseline/No Build scenario, all of the concepts for Placer Parkway would provide faster commute hour travel times in the peak travel direction (westbound in the morning and eastbound in the evening) than routes using either Baseline Road/Riego Road or I-80.
- Concepts 2, 3 and 4 would result in greater decreases in travel times between South Placer County and destinations in Sacramento than Concepts 1A and 1B.
- Concept 2 would provide the best travel time between SR 65 at Blue Oaks Boulevard and key destinations that would be served by Placer Parkway, including the Sacramento International Airport, Downtown Sacramento and Yuba City. Compared to the 2022 Baseline/No Build scenario, Concept 2 would decrease the p.m. peak hour travel time in the peak eastbound travel direction for these trips by about 16 to 18 percent.
- Concept 3 would provide the best travel time between Central Lincoln (SR 65 at SR 193) and Downtown Sacramento. Compared to the 2022 Baseline/No Build scenario, Concept 3 would decrease the p.m. peak hour travel time in the peak eastbound travel direction for this trip by about 13 minutes, which represents a 24 percent decrease.
- With the best travel times and connections, Concepts 2 and 3 would provide the highest potential to both improve access to jobs and facilitate goods movement in the corridor, while Concepts 1A and 1B would have the least potential to meet those objectives.

Traffic Volumes on Placer Parkway

- All segments of all five concepts for Placer Parkway would operate at level of service “C” or better as defined (i.e., with four-lane freeway or four-lane expressway segments). Placer Parkway would thus provide a predictable, uncongested, high-speed route for east-west travel in this 14 to 16 mile-long corridor that would not be provided by I-80 or Baseline Road/Riego Road
- Concepts 2, 3 and 4 would result in substantially greater traffic volumes on Placer Parkway than Concepts 1A and 1B.
- Of all the alternatives, Concept 2 (which travels through the central portion of the Sunset Industrial Area) would result in the highest traffic volumes (about 30,000 to 36,000 daily vehicles) in the eastern portion of the corridor (east of Watt Avenue).
- Concept 4 would have the highest traffic volumes in the western portion of the corridor (west of Watt Avenue). This concept would use Baseline Road and Riego Road west of Watt Avenue and thus absorb the traffic demand from these roadways. Traffic demand would be substantially higher on this segment under the “2022 Plus” land use scenario than under the “SACOG 2022” land use scenario. With the high traffic demand, Concept

4 would operate at level of service “C”, but close to level of service “D” conditions, as a four-lane freeway.

Impacts on 2022 Traffic Volumes and Congestion Levels

- Placer Parkway would reduce peak hour traffic volumes on SR 65 south of Blue Oaks and on I-80 east of SR 65, but only by 3 to 4 percent. Concepts 2, 3 and 4 would result in greater decreases in traffic volumes on these freeways than Concepts 1A and 1B.
- Local roadways that would have lower daily traffic volume than the 2022 Baseline/No Build scenario under all of the alternative concepts for Placer Parkway include Foothill Boulevard, Fiddymment Road south of Blue Oaks Boulevard, Junction Boulevard and Cirby Way.
- Compared to the 2022 Baseline/No Build scenario, Baseline Road and Riego Road would have significantly lower daily traffic volumes under Concepts 1A and 1B (about an 15 to 20 percent decrease west of Watt Avenue) and substantial lower volumes under Concepts 2 and 3 (a 40 to 60 percent decrease west of Watt Avenue). Concept 4 would use Baseline Road and Riego Road west of Watt Avenue and thus absorb their traffic demand.
- Blue Oaks Boulevard east of Fiddymment road would have lower daily traffic volumes than the 2022 Baseline/No Build scenario under Concepts 1A and 1B, but higher volumes under Concepts 2 and 4, which include an extension of Blue Oaks Boulevard west of Fiddymment Road. Concept 4 would require the widening of Blue Oaks Boulevard from 2 lanes to 4 lanes from Woodcreek Oaks Boulevard and Fiddymment Road to maintain an acceptable level of service.
- Compared to the 2022 Baseline/No Build scenario, Watt Avenue would have higher traffic volumes than the 2022 Baseline/No Build scenario under all of the concepts for Placer Parkway except Concept 1A, which does not include an extension of Watt Avenue north of Baseline Road.
- Fiddymment Road north of Blue Oaks Boulevard would have higher daily traffic volumes than the 2022 Baseline/No Build scenario under all of the concepts for Placer Parkway except Concept 4 where the alignment for Placer Parkway parallels Fiddymment Road.
- Sunset Boulevard north of West Oaks Boulevard in Rocklin would have higher daily traffic volumes than the 2022 Baseline/No Build scenario under all of the concepts for Placer Parkway except Concept 1A. The traffic volume increase on this roadway would be greatest under Concept 2, the only concept that connects to SR 65 at Sunset Boulevard.
- Compared to the 2022 Baseline/No Build scenario, SR 70/99 would have higher traffic volumes north of I-5 under all of the concepts for Placer Parkway. Concept 3 would result in the greatest increase with a 21 percent increase in daily volume.

Environmental Evaluation

- The number of existing residential units that would be located within 1,000 feet of the Placer Parkway alignment would vary from less than 6 under Concepts 2 and 3, to 10-15 under Concepts 1A and 1B, and 20-30 under Concept 4. Concept 2 may result in the removal of one or two dwelling units along Pleasant Grove Road in Sutter County to accommodate an interchange. All of the concepts would result in increased traffic volumes on some existing roadways near one or more residential area. In most cases, these increases would be modest, and would occur predominately on arterial roadways.
- It appears that under all of the alternative concepts, alignments could be found that would avoid the removal of any existing non-residential structures. Concept 2 would have a constrained right-of-way in a six-lane expressway section of the Parkway between SR 65 and Foothill Boulevard; and this concept must be aligned to avoid existing businesses along Pacific Avenue in Sutter County. Concepts 2, 3 and 4 may have significant impacts on some farm operations. Such impacts might be lessened through a refinement of these routes.
- Concepts 1A and 1B would impact the most “prime” farmland, while Concepts 2 and 3 would impact the most “farmland of statewide importance”. Concept 4 would impact the least amount of land with high quality soils (i.e., “prime” farmland and “farmland of statewide importance”).
- A general assessment indicates that Concept 1A would have the least impact on wetlands and sensitive habitats based on available mapping. The other concepts would likely have some impacts on biological resources. However, it appears that 1) refined alignments could be found that would minimize such impacts and 2) any significant impacts could be mitigated. A more detailed analysis of biological resources would be a key element of a Route Adoption Study.
- The influence that a major transportation facility like Placer Parkway would, by itself, have on inducing the conversion of agricultural land to urban uses could be debated. The distance between the Parkway and planned urban areas, along with the cost and ability to provide other infrastructure (i.e., sewer, water, etc) would influence whether agricultural land is converted to urban uses. Ultimately, this is a policy issue, and measures such as a “greenbelt” along the Parkway could be used to limit its impact on growth. A ranking by the TAC and the planning directors of Placer and Sutter counties illustrates that there is a difference of opinion among planners on the growth inducing potential of the various concepts for Placer Parkway.
- By providing new connections and reducing travel times, Placer Parkway would increase the number of vehicle trips and vehicle-miles of travel (VMT) in the region compared to the 2022 Baseline/No Build scenario; but these increases would be very small.

Right-of-way and Construction Costs

- Table B-1 summarizes the cost estimates for the five concepts for Placer Parkway. The total cost estimates (construction and right-of-way) would vary from \$200 million for Concept 1A to \$304 million for Concept 4. These estimate include the costs of the assumed arterial roadway extensions under each concept, but nearly all of the estimated cost of each alternative is due to the Parkway itself.
- An important goal expressed by members of the Policy Advisory Committee is the preservation of a dedicated right-of-way for Placer Parkway so that development in the corridor does not preclude its eventual implementation. The estimated cost of right-of-way would vary from about \$8.8 million for Concepts 1A and 1B to \$14.3 million for Concept 2 (not including the right-of-way cost for the arterial roadway extensions that were assumed under each concept).

Table B-1 Cost Estimate Summary					
Concept	Roadway	Segment	Construction Cost	ROW Cost	Total Cost
1A	Placer Parkway	SR 70/99 to Pleasant Grove Rd	\$66,264,000	\$736,000	\$67,000,000
		Pleasant Grove Rd to Fiddymnt Rd	\$53,196,000	\$785,000	\$53,981,000
		Fiddymnt Rd to SR 65	\$71,016,000	\$7,238,000	\$78,254,000
		<i>Subtotal</i>	<i>\$190,476,000</i>	<i>\$8,758,000</i>	<i>\$199,234,000</i>
Arterial Extensions	Pleasant Grove Rd	\$495,000	\$25,000	\$520,000	
Total for 1A			\$190,971,000	\$8,783,000	\$199,754,000
1B	Placer Parkway	SR 70/99 to Pleasant Grove Rd	\$66,264,000	\$736,000	\$67,000,000
		Pleasant Grove Rd to Watt Ave	\$36,696,000	\$540,000	\$37,236,000
		Watt Ave to Fiddymnt Rd	\$26,400,000	\$275,000	\$26,675,000
		Fiddymnt Rd to SR 65	\$71,016,000	\$7,238,000	\$78,254,000
		<i>Subtotal</i>	<i>\$200,376,000</i>	<i>\$8,788,000</i>	<i>\$209,164,000</i>
	Arterial Extensions	Pleasant Grove Rd Watt Ave	\$495,000 \$4,339,000	\$25,000 \$333,000	\$520,000 \$4,672,000
<i>Subtotal</i>			<i>\$4,834,000</i>	<i>\$358,000</i>	<i>\$5,192,000</i>
Total for 1B			\$205,210,000	\$9,146,000	\$214,356,000
2	Placer Parkway	SR 70/99 to Pleasant Grove Rd	\$69,432,000	\$727,000	\$70,159,000
		Pleasant Grove Rd to Watt Ave	\$68,376,000	\$935,000	\$69,311,000
		Watt Ave to Fiddymnt Rd	\$33,264,000	\$897,000	\$34,161,000
		Fiddymnt Rd to SR 65	\$80,388,000	\$11,759,000	\$92,147,000
		<i>Subtotal</i>	<i>\$251,460,000</i>	<i>\$14,318,000</i>	<i>\$265,788,000</i>
	Arterial Extensions	Watt Ave Blue Oaks Blvd	\$4,339,000 \$3,976,000	\$333,000 \$406,000	\$4,672,000 \$4,383,000
<i>Subtotal</i>			<i>\$8,315,000</i>	<i>\$739,000</i>	<i>\$9,055,000</i>
Total for 2			\$259,775,000	\$15,057,000	\$274,843,000
3	Placer Parkway	SR 70/99 to Pleasant Grove Rd	\$69,984,000	\$827,000	\$70,811,000
		Pleasant Grove Rd to Watt Ave	\$79,900,000	\$1,009,000	\$81,009,000
		Watt Ave to Fiddymnt Rd	\$33,040,000	\$945,000	\$33,985,000
		Fiddymnt Rd to SR 65	\$71,940,000	\$7,314,831	\$79,255,000
<i>Subtotal</i>			<i>\$254,864,000</i>	<i>\$10,195,000</i>	<i>\$265,059,000</i>
Arterial Extensions	Watt Ave	\$3,052,000	\$234,000	\$3,286,000	
Total for 3			\$257,916,000	\$10,429,000	\$268,345,000
4	Placer Parkway	SR 70/99 to Pleasant Grove Rd	\$75,518,000	\$811,000	\$76,329,000
		Pleasant Grove Rd to Watt Ave	\$68,112,000	\$1,641,000	\$69,753,000
		Watt Ave to Fiddymnt Rd	\$85,180,000	\$2,130,000	\$87,310,000
		Fiddymnt Rd to SR 65	\$61,380,000	\$7,125,000	\$68,505,000
		<i>Subtotal</i>	<i>\$290,190,000</i>	<i>\$11,707,000</i>	<i>\$301,897,000</i>
	Arterial Extensions	Watt Ave	\$330,000	\$23,000	\$353,000
		Blue Oaks Blvd	\$1,551,000	\$107,000	\$1,658,000
		Sunset Blvd	\$396,000	\$40,000	\$436,000
<i>Subtotal</i>			<i>\$2,277,000</i>	<i>\$170,000</i>	<i>\$2,447,000</i>
Total for 4			\$292,467,000	\$11,877,000	\$304,344,000

Appendix C
Potential Process Leading to Right-of-way Preservation

Memorandum to Placer Parkway PAC dated December 9, 1999.

