## Washington Boulevard/Andora Bridge Improvement Project Section 4(f)



# Resources Evaluated Relative to the Requirements of Section 4(f)

Washington Boulevard, City of Roseville, Placer County 03-PLA-25501 CML 5182 (074)

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## List of Abbreviated Terms

Caltrans	California Department of Transportation
CFR	Code of Federal Regulations
City	City of Roseville
dBA	A-weighted decibels
FHWA	Federal Highway Administration
ROW	right-of-way
USC	United States Code
UPRR	Union Pacific Railroad

# **Resources Evaluated Relative to the Requirements of Section 4(f)**

The City of Roseville (City) is proposing to improve a 0.85-mile section of Washington Boulevard as part of the proposed Washington Boulevard/Andora Bridge Improvement Project (Figures 1 and 2). The proposed project involves widening a two-lane section of Washington Boulevard between Sawtell Road and Pleasant Grove Boulevard. The addition of two new lanes would provide a continuous four-lane thoroughfare between Sawtell Road and Pleasant Grove Boulevard and improve traffic circulation and pedestrian traffic through the area. The proposed project is subject to state and federal environmental review requirements because the use of federal funds from the Federal Highway Administration (FHWA) is proposed. The California Department of Transportation (Caltrans) is the federal lead agency under FHWA assignment of National Environmental Policy Act responsibilities pursuant to 23 U.S. Code (USC) 327 and the City is the lead agency under the California Environmental Quality Act.

This report discusses parks, recreational facilities, wildlife and waterfowl refuges, and historic properties found within or next to the project area that do not trigger Section 4(f) protection because either: (1) they are not publicly owned, (2) they are not open to the public, (3) they are not eligible historic properties, (4) the project does not permanently use the property and does not hinder the preservation of the property, or (5) the proximity impacts do not result in constructive use.

The proposed project components are shown on Figure 3. The resources evaluated within 0.5 mile of the proposed project are described below and shown on Figure 4. The 0.5 mile analysis area is in accordance with Caltrans guidance on complying with Section 4(f) regulations (California Department of Transportation 2013).

No proposed parks, historic properties, or wildlife or waterfowl refuges were identified within 0.5 mile of the proposed project.

## Parks and Recreational Facilities

Two parks, two golf courses, and two Class I bike paths are within 0.5 mile of the project area and described in the following sections. In addition, two proposed Class I bike paths are planned in the area, one is an extension of an existing path (east side of Washington Boulevard) and the second is a separate new path (west side of Washington Boulevard, as shown in Figure 3). The proposed project would not require a permanent use of land from the parks or bike paths in the 0.5 mile area. Only the parks and bike paths that are adjacent or in proximity to the transportation improvements would potentially be affected by the proposed project through temporary or constructive use.

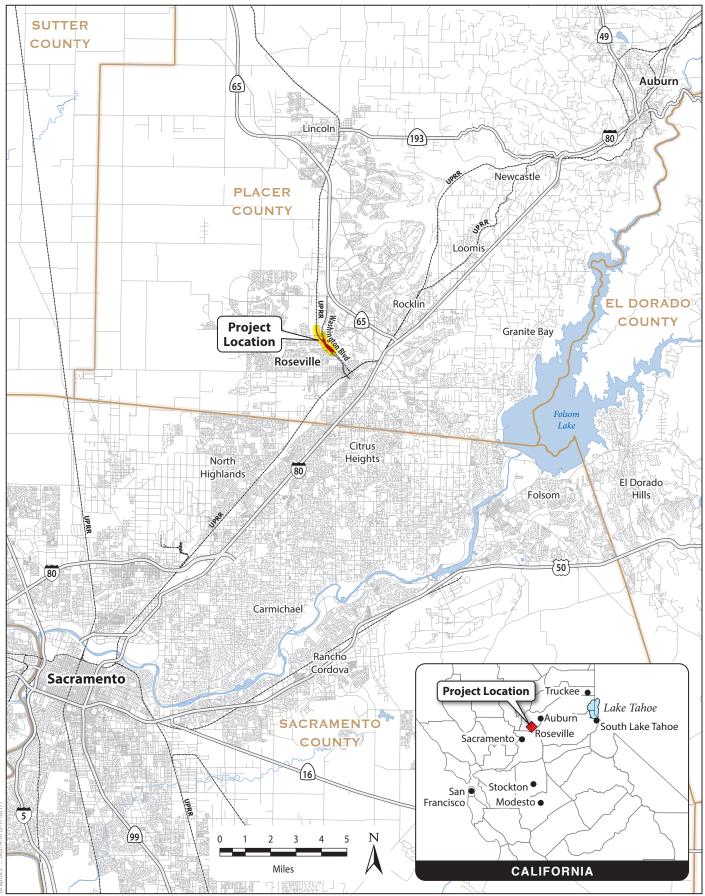


Figure 1 Regional Location

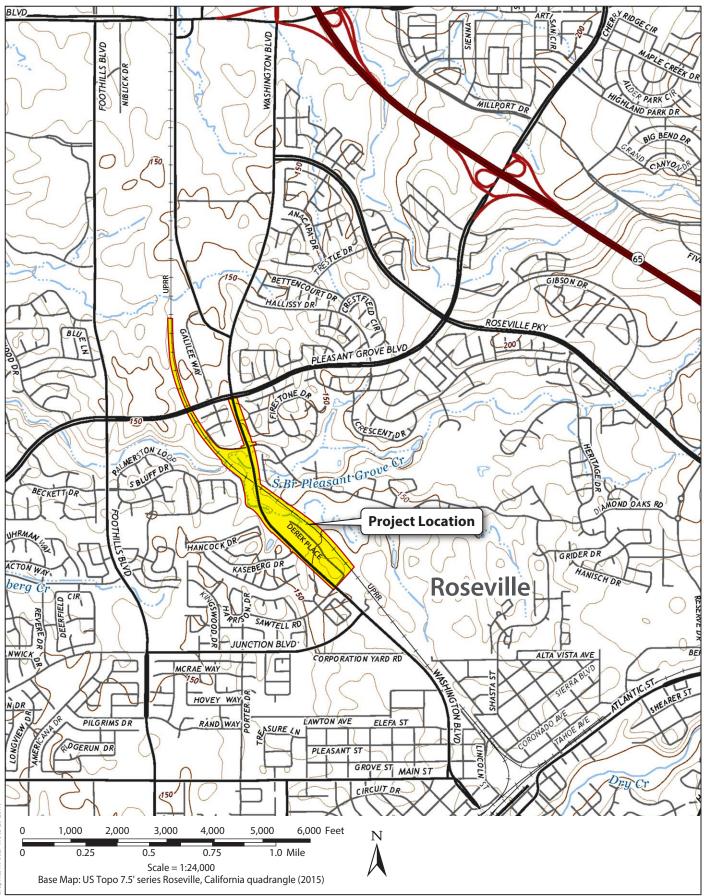
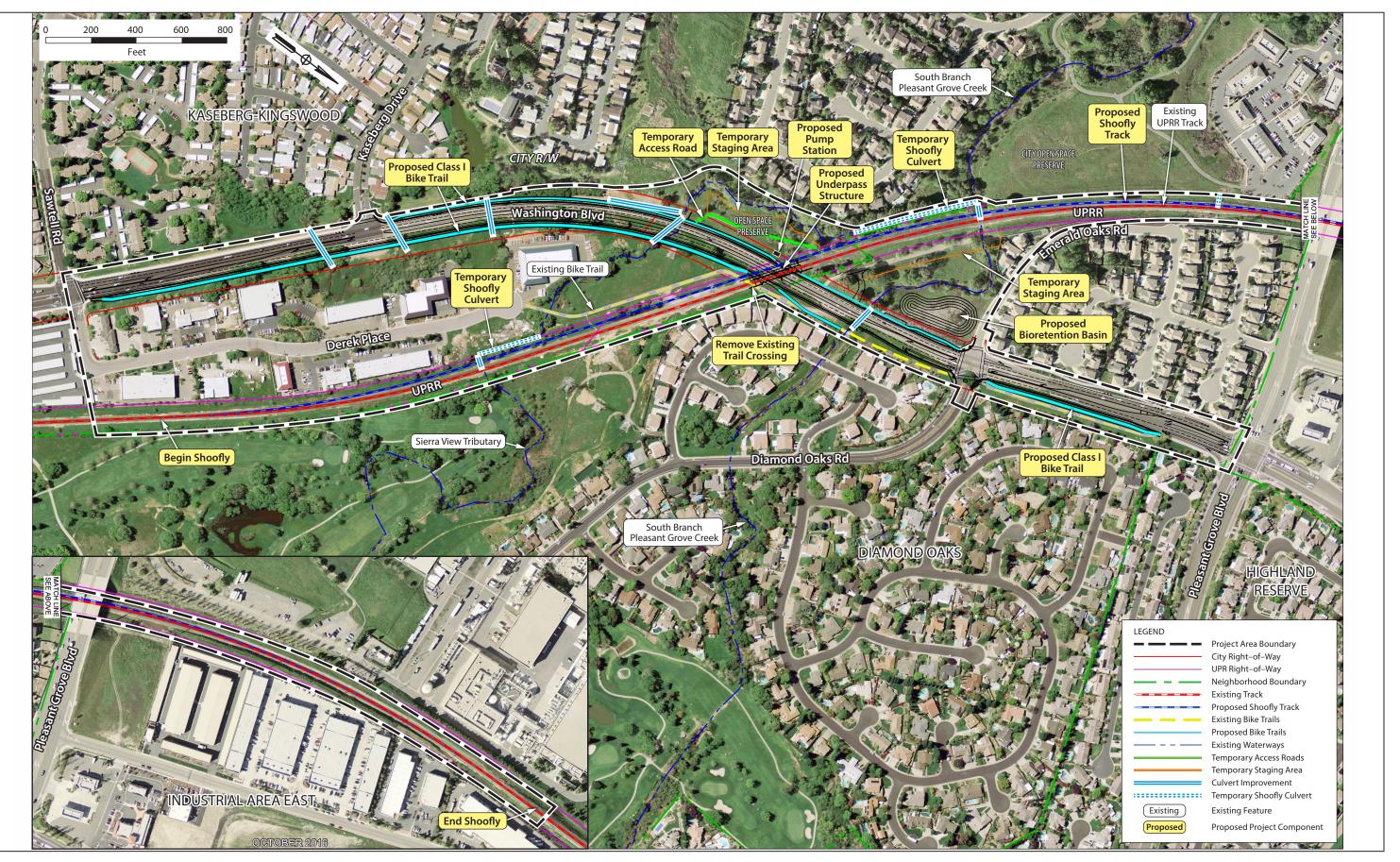


Figure 2 Project Location



## Figure 3 Project Components

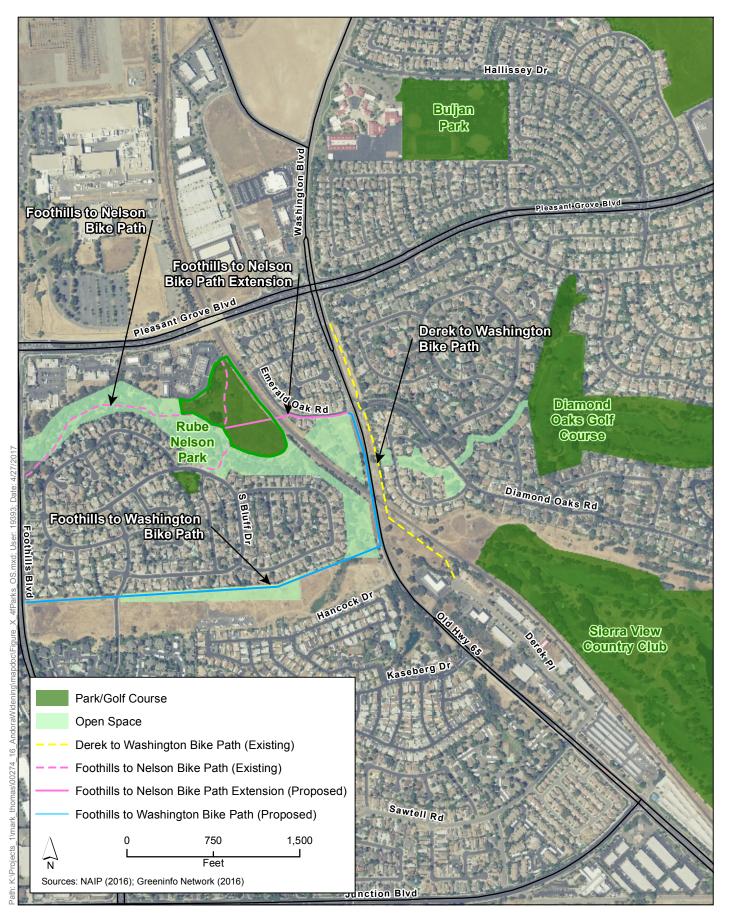


Figure 4 Resources Evaluated Relative to the Requirements of Section 4(f)

#### Buljan Park

Buljan Park is an 8-acre neighborhood park owned and maintained by the City at 150 Hallissy Drive. Because the park is publicly owned, it is eligible for protection under Section 4(f). The park is adjacent to and east of the George A. Buljan Middle School. Facilities include picnic areas with barbeques, restrooms, paved pathways, a play area, baseball/softball fields, soccer overlay, and off-street parking (City of Roseville 2017a). Buljan Park is approximately 0.30 mile northeast of the road widening segment and approximately .40 mile east of the temporary shoofly north of Pleasant Grove Boulevard (Figure 4).

Buljan Park is northeast of and separated from the proposed project by the residential areas north of Pleasant Grove Boulevard (Figure 4). Access to the park is from Hallissy Drive north of and outside the project area. Given the distance of the park from the proposed project, construction of the improvements to Washington Boulevard and the Andora Underpass would not result in a permanent or temporary use, change in access, or would be too distant to result in a constructive use from visual changes or increased noise.

#### Finding for Buljan Park

The provisions of Section 4(f) would not be triggered for the following reason.

• The proposed project would not cause a constructive use of Buljan Park, because the proximity impacts would not substantially impair the protected activities, features, or attributes of the park.

#### **Nelson Park**

Nelson Park is a neighborhood park owned and maintained by the City. The park is at 1213 South Bluff Drive and is eligible for protection under Section 4(f). There are 1.5 acres of developed parklands and 8 acres of undeveloped parklands. The developed portion of the park is south of South Bluff Drive, approximately 0.16 mile west of the Union Pacific Railroad (UPRR) and 0.27 mile west of Washington Boulevard (Figure 4). Facilities include a half court for basketball, picnic areas, a play area with swings, and a water play area (City of Roseville 2017a). The playground area is planned to undergo rehabilitation that includes replacing the existing play equipment and swings, water feature, and new independent fitness features (City of Roseville 2017b).

The undeveloped portion of the park is north of South Bluff Drive and in the open space area along the South Branch Pleasant Grove Creek. This portion extends north to the Arbor View Village business park on Pleasant Grove Boulevard, is adjacent to the UPRR right-of-way (ROW), and approximately 0.13 mile west of Washington Boulevard (Figure 4). The undeveloped portion is primarily annual grasslands with scattered vernal pools and seasonal wetlands. Oak woodland and riparian woodland/wetland areas occur in the open space along the South Branch Pleasant Grove Creek (City of Roseville 2011). An existing Class I bike path (Foothills to Nelson Bike Path) traverses the open space area along the creek and undeveloped area connecting to South Bluff Drive opposite the developed park (Figure 4). Recreationists in

the undeveloped area of the park would primarily consist of bike path users. The bike path is discussed as a separate resource below, while the focus of this discussion is on the developed and undeveloped areas of the park.

No ROW would be acquired from Nelson Park on a permanent basis under the build alternatives (consisting of the proposed project and Alternative 1). Construction of the shoofly is proposed within the existing UPRR ROW and would not extend onto parklands. However, to facilitate construction of the shoofly, a small area may be needed to allow vehicles and equipment to turn around, referred to as the turning area. The location and need for the turning area is not certain at this time, although this document assesses the potential impacts on the park as the worst case scenario. If determined by the construction contractor to be necessary, the temporary shoofly construction turning area would be approximately 100 feet by 100 feet in size (0.23 acre) and along the edge of the shoofly work area on the west side of the UPRR ROW. It is anticipated that the turning area would be identified during final design and just north of the South Branch Pleasant Grove Creek (Figure 3). If needed, this area would also be used when removing the shoofly. Using the turning area during shoofly construction and removal would result in a temporary occupancy of parklands. No other construction-related activities or staging would occur in the turning area. The following section discusses the temporary occupancy of the eastern edge of the undeveloped area (along the UPRR ROW) during construction.

#### **Temporary Occupancy during Construction**

Under FHWA regulations (23 Code of Federal Regulations [CFR] 774.13[d]), temporary occupancy of a property does not constitute use of a Section 4(f) resource when the following conditions are satisfied.

The duration of the occupancy must be temporary (i.e., less than the time needed for construction of the project), and there should be no change in ownership of the land. Construction is anticipated to take up to 12 months under the proposed project or up to 24 months under Alternative 1. Construction of the shoofly is anticipated to take 5 weeks; during this period, vehicles and equipment would use the area to turn around in the park. Trains would be detoured to the shoofly over a period of 5 to 6 months; during this period, the area would not be used to accommodate turning movements. Once UPRR is restored to the existing tracks, the turning area would again be used so the shoofly can be dismantled over approximately 2 weeks. Ownership of parklands would not change.

The scope of work must be minor (i.e., both the nature and magnitude of changes to the Section 4[f] resource are minimal). The turning area would only be used by construction vehicles and equipment to turn around, the area would not be graded but some clearing and grubbing may be necessary. The turning area would be fenced with limited access for workers and to ensure the exclusion and safety of park users. The area affected is approximately 0.23 acre and adjacent to the UPRR ROW. Once the shoofly is removed, the area would be restored and revegetated following the storm water pollution control plan guidance.

There are no anticipated permanent adverse physical impacts, and there would be no interference with the activities or purpose of the resource, on either a temporary or a permanent basis. The turning area would be on the easternmost portion of the undeveloped park

area. There are no developed facilities in this area and there would be no interference with use of the bike path on a temporary or permanent basis.

The land being used must be fully restored (i.e., the resource must be returned to a condition which is at least as good as that which existed prior to the project). Once UPRR is restored to the existing tracks, the shoofly and fencing will be removed and the turning area restored and revegetated, along with any inadvertently disturbed areas.

**There must be documented agreement of the appropriate officials having jurisdiction over the resource regarding the foregoing requirements.** A letter requesting concurrence from Dion Louthan, City of Roseville Parks, Recreation, and Libraries Director has been prepared. The signed concurrence letter will be filed as part of the project documentation.

Due to the proximity of the park to the UPRR, there is the potential for proximity impacts under the build alternatives, as described below.

- Access: Access to the park would not be affected. Access to the developed portion of the park is from South Bluff Drive and the undeveloped area is accessed via the bike path from Foothills Boulevard, the business park to the north, or South Bluff Drive. There would be no change in access.
- **Visual:** The developed portion of the park does not have direct views of the UPRR or Washington Boulevard, due to the intervening vegetation and residential areas. Bike path users in the undeveloped area do have direct views of the UPRR and potential changes in views for bike path users are discussed under *Foothills to Nelson Bike Path*.
- Noise: Noise from the UPRR is part of the existing environment for park visitors with up to 25 trains passing by each day. The developed portion of the park is approximately 0.16 mile (more than 800 feet) west of the UPRR. No adverse noise impacts are anticipated at the park from construction activities related to the shoofly because construction noise would be short term and would be conducted in accordance with Caltrans Standard Specifications Section 14.8-02, "Noise Control."

The undeveloped area of the park is adjacent to the UPRR and bike path users are already exposed to noise levels from passing trains. Potential noise impacts on bike path users are discussed under *Foothills to Nelson Bike Path*.

#### **Findings for Nelson Park**

The provisions of Section 4(f) would not be triggered for the following reason.

- The proposed project would not result in a Section 4(f) use of the park because it would not require acquisition of permanent ROW from Nelson Park.
- The temporary occupancy of Nelson Park during roadway widening and shoofly construction and removal would meet all of the temporary occupancy criteria outlined in 23 CFR 774.13(d).

• The proposed project would not cause a constructive use of Nelson Park, because the proximity of the construction-related impacts would not substantially impair the protected activities, features, or attributes of the park.

#### **Diamond Oaks Golf Course**

Diamond Oaks Golf Course is an 18-hole course at 349 Diamond Oaks Road. Facilities include a golf shop and bar and grill. The golf course is open daily from 7:00 a.m. to 6:00 p.m. (Golf Roseville 2017). The City owns, operates, and maintains the golf course. The fourth hole on the golf course is approximately 0.28 mile east of the Andora Underpass and Washington Boulevard (Figure 4).

The proposed project would not result in a permanent or temporary use of the golf course because of its distance from the project area (Figure 4). In addition, the golf course is separated from the proposed project by the residential areas east of Washington Boulevard and Diamond Oaks Road. The golf course is accessed from 349 Diamond Oaks Road, more than 0.5 mile east of any proposed improvements; access would not be affected. Because of the distance from the project and intervening developed residential areas, there would be no proximity impacts from changes in the view or increased noise.

#### Finding for Diamond Oaks Golf Course

The provisions of Section 4(f) would not be triggered for the following reason.

• The proposed project would not cause a constructive use of Diamond Oaks Golf Course, because the proximity impacts would not substantially impair the protected activities, features, or attributes of the golf course.

#### Sierra View Country Club

Sierra View Country Club is a privately-owned golf and tennis club at 105 Alta Vista Avenue, adjacent to the UPRR on the east (Sierra View Country Club 2017). Because it is privately owned, it is not considered a recreational resource that would trigger Section 4(f) protection.

#### **Open Space**

Open space areas include vernal pool preserves, oak woodlands, watershed/riparian areas, and greenbelts. The primary goal described in the Open Space and Conservation Element of the City's General Plan (City of Roseville 2016) states:

"It is an overall goal of the Open Space and Conservation Element to preserve a comprehensive interconnecting system of open space, encompassing preservation and enhancement of natural habitat and significant resource areas, for the use, appreciation, and enjoyment of the community."

For the purposes of this analysis, the open space system is considered a multiple-use public land holding where the primary function is not that of a park, recreation facility, or wildlife or waterfowl refuge. While public use of open space through passive recreation or on trails is an important element of managing these areas, recreation is not considered the primary purpose. According to guidance provided in the FHWA's Section 4(f) Policy Paper, multiple-use properties are not considered eligible for protection under Section 4(f), although areas that are managed for public recreation within the multiple-use land holding, such as existing or proposed Class I bike paths or trails, do qualify for protection under Section 4(f) (Federal Highway Administration 2012).

Three open space areas are adjacent to or in proximity to the proposed project. Two open space areas are riparian/floodplain areas along the South Branch of Pleasant Grove Creek and Sierra View Tributary. The third area is south of the residential area on South Bluff Drive and within the powerline corridor that separates the residential areas on South Bluff Drive and Hancock Drive (Figure 4). Three existing and proposed Class I bike paths within the open space areas are evaluated below as Section 4(f) properties.

#### **Existing and Proposed Class I Bike Paths**

Section 4(f) applies to both existing and proposed recreation facilities that are presently publicly owned and formally designated in a city plan (see Question 25 in the FHWA's 2012 Section 4[f] Policy Paper). Class I bike paths or trails are paved and separated from streets or roadways. As noted in the bikeway plan, Class I bike paths are important for recreation for a variety of users including bicyclists, walkers, runners, and skaters, and also provide opportunities for bicycle commuting (City of Roseville 2008). One of the primary goals of the bikeway plan is to encourage an active lifestyle for residents, including increasing the number of persons who use the paths for recreation as well as for transportation to work, school, and for errands. Because of the recreation component of Class I bike paths, they are considered Section 4(f) resources.

A review of the City's Bicycle Master Plan and bikeway map found the following existing and proposed Class I bike paths within 0.5 mile of the project:

- Foothills Boulevard to Nelson Park Bike Path (Foothills to Nelson Bike Path), Existing and Proposed
- Derek Place to Washington Boulevard Bike Path (Derek to Washington Bike Path), Existing
- Foothills Boulevard to Washington Boulevard Bike Path (Foothills to Washington Bike Path), Proposed

The bike paths are segments of the Northwest Roseville Bike Path System planned to provide east-west connections to parks and schools between Fiddyment Road on the west to Washington Boulevard on the east (City of Roseville 2008, 2014).

#### Foothills to Nelson Bike Path (Existing and Proposed)

The Foothills to Nelson Bike Path starts at Foothills Boulevard, travels through the open space along the South Branch Pleasant Grove Creek, then extends east through the undeveloped portion of Nelson Park where the path forks north and south, a distance of 0.40 mile. At the fork, the path extends north to the Arbor View Village business park (approximately 0.12 mile) and south to South Bluff Drive (approximately 0.11 mile) (Figure 4). The proposed portion of the bike path is planned to connect to Washington Boulevard, extending approximately 0.2 mile east from the existing fork, crossing the UPRR, then continuing along Emerald Oaks Road to the intersection with Washington Boulevard (Figure 4).

The proposed extension of the bike path is formally designated in the City's Bicycle Master Plan (2008) and the Circulation Element of the 2016 General Plan. Implementation of the proposed project would not interfere with future development of the planned extension. Additionally, the proposed project does not include any elements that could interrupt the continuity of the bike path extension.

No ROW would be acquired from the bike path on a permanent or temporary basis under the build alternatives (proposed project and Alternative 1). The distance between the bike path and the UPRR ROW varies from approximately 60 feet to over 400 feet. Potential proximity impacts are possible, as described below.

- Access: Access to the bike path is from Foothills Boulevard, the Arbor View Village business park to the north, or South Bluff Drive. There would be no change in access.
- **Visual:** Bike path users would have direct views east to the UPRR. Construction activities and vehicles would be visible during shoofly construction and removal, as well as vehicles and equipment using the turning area. Construction of the shoofly would temporarily decrease the distance between the bike path and railroad alignment when roadway construction is underway. However, these temporary views would not interfere with use of the bike path. Once the shoofly is removed and vegetation established in the turning area, views from the bike path would be similar to the existing views of the railroad.
- Noise: Noise from passing trains is an existing condition for bike path users, with up to 25 trains per day traveling through the area. Path users are walking, skating, biking or engaged in other transitory activities as they move through the area. As noted, the distance from the UPRR is approximately 60 feet at the northern extent to over 400 feet at the fork. According to the Noise Study Report prepared for the proposed project, construction noise could result in maximum noise levels of 76 to 85 A-weighted decibels (dBA) at a distance of 50 feet from an active construction area. Noise produced by construction equipment would be reduced with distance at a rate of about 6 dBA per doubling of distance. No adverse noise impacts are anticipated from construction activities because construction noise would be short term and would be conducted in accordance with Caltrans Standard Specifications Section 14.8-02, "Noise Control."

#### Finding for the Foothills to Nelson Bike Path

#### Derek to Washington Bike Path (Existing)

The Derek to Washington Bike Path extends from Derek Place north to cross under the UPRR via an existing pedestrian undercrossing, then continues north toward Pleasant Grove Boulevard along the east side of Washington Boulevard, a distance of approximately 0.54 mile (Figures 3 and 4). The pedestrian undercrossing is approximately 100 feet east of the Andora Underpass and Washington Boulevard. The bike path is accessed from the terminus of Derek Place, Diamond Oaks Road, or Pleasant Grove Boulevard.

No ROW would be acquired from the Derek to Washington Bike Path and permanently incorporated into the roadway ROW. However, the build alternatives propose constructing a new bike path along the east side of Washington Boulevard and a connector between the new and existing bike path. The City is proposing these improvements to offer a better and more continuous route for pedestrians and bicyclists by avoiding the need to detour off Washington Boulevard onto Derek Place.

A new 10–12 foot wide Class I bike path would be constructed along the east side of Washington Boulevard, extending more than 0.5 mile from Sawtell Road north to meet the existing bike path just beyond the Andora Underpass. The new bike path would cross under the UPRR with Washington Boulevard via the Andora Underpass instead of the pedestrian underpass. The new bike path would meet the existing bike path approximately 200 feet north of the new roadway underpass. Approximately 0.14 mile section of existing path north of Diamond Oaks Road would also be reconstructed and widened. Bicyclists and pedestrians would continue using the existing bike path until the reconstructed section is open.

During widening of Washington Boulevard and the Andora Underpass, the pedestrian underpass and bike path would remain open for use. However, construction of the shoofly would require extension of the underpass to maintain access for the duration of the construction period. A brief closure of 1–2 days is anticipated to allow for extension of the pedestrian underpass to accommodate the shoofly. While this work is underway, temporary rerouting of the path around the construction area would be provided via existing City streets with signage.

Once Washington Boulevard is open to traffic, the new bike path would be available for use and pedestrians and bicyclists would be routed to the new path. A connection would be provided from the new bike path on Washington Boulevard to the existing path south of the UPRR, maintaining access to the businesses on Derek Place. The existing pedestrian underpass would then be filled with sand and abandoned.

Prior to work starting on the shoofly or roadway, a temporary construction zone would be established for limited access by workers and would be fenced to ensure the exclusion and safety of bike path users.

The Derek to Washington Bike Path crosses under the UPRR and is adjacent to the east side of Washington Boulevard, potential proximity impacts are possible, as described below.

- Access: Access to the bike path would be maintained during construction and would not change. The path may need to be closed for 1–2 days to allow for extension of the pedestrian underpass to accommodate the shoofly. While this work is underway, pedestrians and bike path users would be temporarily rerouted around the construction area.
- Visual: From Derek Place, the bike path travels within approximately 60 feet of the UPRR and a similar distance from Washington Boulevard; views of the railroad and roadway are part of the existing environment. During construction, bike path users would have direct views of construction activities related to the shoofly and roadway widening. These impacts would be temporary and would occur only during the construction period of 15–20 months depending on the alternative constructed. However, construction activities would not interfere with use of the bike path and once construction is complete, views from the path would be similar to the existing views of the railroad and roadway.
- Noise: Noise from traffic on Washington Boulevard and passing trains is part of the existing environment for bike path users in this area. According to the Noise Study Report prepared for the proposed project, construction noise could result in maximum noise levels of 76 to 85 dBA at a distance of 50 feet from an active construction area. Bike path users traveling through the construction area could experience noise levels when equipment that generates the maximum noise levels is in use. However, construction noise would be short term and users would not experience loss of access or use of the bike path. Additionally, construction noise would be short term and would be conducted in accordance with Caltrans Standard Specifications Section 14.8-02, "Noise Control."

#### Finding for the Derek to Washington Bike Path

The provisions of Section 4(f) would not be triggered for the following reasons.

• The proposed project would not cause a constructive use of the Derek to Washington Bike Path because the proximity impacts would not substantially impair the protected activities, features, or attributes of the bike path.

#### Foothills to Washington Bike Path (Proposed)

The Foothills Boulevard to Washington Boulevard Bike Path (Foothills to Washington Bike Path) is planned to extend approximately 0.82 mile from Foothills Boulevard east through the open space south of South Bluff Drive to Washington Boulevard, then north along the west side of Washington Boulevard to the intersection with Emerald Oaks Road (Figure 2).

The proposed bike path is formally designated in the City's Bicycle Master Plan (2008) and the Circulation Element of the City's 2016 General Plan. As shown on Figure 1, the proposed project includes adding an 8–12 foot Class I bike path along the west side of Washington Boulevard. The new bike path would extend from Kaseberg Drive north to Emerald Oaks Road, a distance of approximately 0.45 mile. The new bike path is essentially the northern portion of the proposed bike path along the west side of Washington Boulevard, but also provides an additional connection to Kaseberg Drive. As indicated in the project description, portions of the new bike path may be deferred until additional funding is available. The portion of the proposed

bike path at the new underpass would be constructed and all culvert crossings will accommodate the deferred portions of the path so that no future structure or drainage work is needed.

#### Finding for the Foothills to Washington Bike Path

There are no elements of the proposed project that would trigger the provisions of Section 4(f) for the proposed bike path. Implementation of the proposed project would not interfere with future development of the bike path from Foothills to Washington Boulevard nor would it interrupt the continuity of the path. Rather the proposed project reserves the path ROW along Washington Boulevard for future construction while eliminating the need for new structure or drainage work.

## Section 6(f) Consideration

State and local governments often obtain grants through the Land and Water Conservation Fund Act (16 USC 4601-8[f] and 36 CFR 59.1) to acquire or make improvements to parks and recreation areas. Section 6(f) of the act prohibits the conversion of property acquired or developed with these grants to a non-recreational purpose without the approval of the U.S. Department of the Interior's National Park Service. Section 6(f) directs the Department of the Interior to ensure that replacement lands of comparable value and function, location, and usefulness are provided as conditions to such conversions.

The California State Parks Land and Water Conservation Fund grants list was reviewed for the City (California State Parks 2013). No recreational facilities in the project vicinity were found to have been developed or improved with grants from the Land and Water Conservation Fund Act. The project would not trigger the provisions of Section 6(f).

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