

PUBLIC WORKS DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING JUNE 14, 2007

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ITEM V-A: GENERAL PLAN AMENDMENT - CIRCULATION ELEMENT - ROSEVILLE 2020 TRANSPORTATION SYSTEM CAPITAL IMPROVEMENT PROGRAM UPDATE.

REQUEST

For the Planning Commission to review the Draft and Final Subsequent Environmental Impact Report For The City Of Roseville 2020 Transportation System Capital Improvements Program Update dated April 2007 and recommend the Roseville City Council certify the Draft and Final Subsequent Environmental Impact Report and approve the associated General Plan Amendment to incorporate the proposed 2020 CIP Update into the City's Circulation Element.

SUMMARY RECOMMENDATION

The Public Works Department recommends that the Planning Commission take the following actions:

- A. Recommend the City Council certify the Draft and Final Subsequent Environmental Impact Report.
- B. Recommend the City Council approves the associated General Plan Amendment to incorporate the proposed 2020 CIP Update into the City's Circulation Element.

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request.

DOCUMENT AVAILABILITY

Interested parties can view the document online on the Public Works/Engineering/CIP page at: http://www.roseville.ca.us/pw/engineering/transportation_planning/capital_improvement_program_(cip).asp or at the City of Roseville Permit Center Monday thru Friday between 8:00 am & 5:00 pm.

BACKGROUND

The City of Roseville's Capital Improvement Program (CIP) identifies various transportation improvements needed to accommodate future transportation demands on the City's roadway system from growth within and outside of Roseville. The CIP is periodically updated to respond to changing conditions and to assure the development of an adequate transportation system that is consistent with the City's Level of Service (LOS) Policy.

The City Council last approved a comprehensive update to the City's Capital Improvement Program in September 2002, which included a modification to the City's level of service policy to maintain a level of service (LOS) "C" standard at a minimum of 70 percent of all signalized intersections and roadway segments during the p.m. peak hour under a 2020 buildout horizon year. That update maintained a 2015 horizon year for the City's Traffic Impact Fees and did not include additional projects required between year 2015 and 2020.

Since the 2002 CIP update, a number of significant development projects have been approved, including the West Roseville Specific Plan, the Kaiser Hospital Expansion, the Stonepoint Rezone, the Roseville Convention Center, the Longmeadow/Walaire Industrial Rezones, the South Placer Justice Center and the Galleria Mall Expansion. Additionally, approximately 5 years have elapsed since the City's traffic model base year validation. As such, Public Works/Engineering staff determined it was appropriate to provide a comprehensive update to the CIP based on updated citywide buildout conditions.

Project Description

The proposed 2020 CIP Update involves the following:

- Updating the City's CIP traffic model, which includes revisions to the citywide buildout land use assumptions and transportation network;
- Identifying modifications to the current 2020 CIP; and
- Documenting changes in LOS at CIP intersections.

Note that the proposed CIP update does not involve changes to the City's current LOS Policy.

Level of Service Policy

The current General Plan level of service policy requires the City to maintain a level of service (LOS) "C" standard at a minimum of 70 percent of all signalized intersections during the p.m. peak hour under a 2020 buildout horizon year. The City has chosen to use the p.m. peak hour to determine intersection LOS, as it is typically the busiest time of day. The peak hour generally occurs between 4:45 and 5:45 p.m. While this policy does allow for intersections to operate at a standard below LOS C, each intersection exception must be approved by the City Council.

Level of service is a measure of the amount of delay and is given a letter identifier. LOS "A" is virtually no delay, and LOS "F" is extreme congestion and delay. The analysis of LOS is typically focused on signalized intersections because they control the traffic flow and capacity of the arterial/collector roadway system.

Updated Traffic Model/Land Use Assumptions

As part of this CIP update, the City's base year traffic model was updated and recalibrated to simulate existing (2004) traffic volumes. This involved updating the base year land use inventory to existing 2004 parcel data conditions and also incorporated an updated travel demand software package that more accurately reflects travel characteristics for various land use categories. This updated base year model was then used as a starting point to develop a new 2020 traffic model, incorporating updated land use forecasts as described below.

Land use forecasts were updated to better reflect expected buildout development levels within Roseville and 2020 development levels outside the City. These refinements resulted in a net change of approximately 1,900 fewer residential units and approximately 680,000 less square feet of non-residential development citywide compared with land use forecasts assumed in the City's current CIP.

Updated year 2020 land use forecasts outside of the City were based on the latest land use estimates prepared by SACOG for the Metropolitan Transportation Plan (MTP). For the areas within Placer County directly surrounding the City (Lincoln, Rocklin, Dry Creek/Placer Vineyards, Sunset Industrial Area & Granite Bay), the net change is approximately 1,900 additional residential units and nearly 3,000,000 additional square feet of non-residential development compared with the land use forecasts assumed in

the City's current CIP. Table 1 details the changes in the 2020 land use forecasts for the specific areas within Placer County.

TABLE 1				
CHANGES IN 2020 LAND USE FORECASTS OUTSIDE ROSEVILLE UPDATED TRAVEL DEMAND MODEL				
	Residential Dwelling Units		Non-residential Square Footage (1,000 Sq Ft)	
Area	Current CIP	Updated CIP	Current CIP	Updated CIP
Lincoln	22,293	21,448	12,302	11,868
Rocklin	22,787	27,994	10,925	11,758
Granite Bay	9,726	7,573	1,296	1,717
Sunset	-	-	6,331	8,645
Dry Creek	2,846	3,153	1,419	1,278
Placer Vineyards	7,657	7,006	3,655	3,657
Totals:	65,309	67,214	35,928	38,923
SOURCE: DKS Associates, 2006				

2020 CIP No Project

A 2020 CIP No Project scenario was established as the base condition from which to measure impacts of the proposed CIP update. This scenario represents the same 2020 land use assumptions and CIP improvements within the City of Roseville that were developed for the City's current CIP; however, outside of Roseville, the 2020 land use forecasts and roadway network assumptions have been updated as described above.

Future traffic volumes were determined using the updated traffic model. P.M. peak hour levels of service were then calculated at all of the 172 signalized intersections assumed in the current 2020 CIP, based on the City's current CIP improvements. The analysis revealed that the City's current CIP improvements would result in 119 of the City's current 172 CIP intersections (or 69%) operating at LOS C or better. This development scenario would not meet the City's minimum 70 percent LOS A-C standard without CIP improvements at a number of intersections. Exhibit A identifies the p.m. peak hour levels of service for all the signalized intersections under the 2020 CIP No Project and 2020 CIP Plus Project scenarios and highlights those that are projected to operate at worse than LOS C.

Proposed 2020 CIP Update

The development of the proposed 2020 CIP update involved updating the traffic model with the same model data inputs described above under No Project Conditions, with the addition of the proposed land use revisions within the City as described above.

Using the current CIP improvements as a starting point, intersection levels of service were calculated at each signalized intersection. Intersections that did not meet a LOS C threshold were re-examined to determine if additional improvements were feasible that could provide improved operations. While most

of the modifications to the CIP are aimed at improving LOS, City staff also identified some reductions in improvements where the existing CIP improvements have been determined to be infeasible due to right-of-way needs and the physical impacts on surrounding properties.

In summary, the proposed CIP update includes modifications to 30 intersections and 6 roadway segments. This includes additional improvements to 10 intersections and 3 roadway segments where the affected right-of-way would be increased over that identified in the City's current CIP, 17 intersections that would be modified but would not change the affected right-of-way identified in the current CIP and 3 intersections and 3 roadway segments where the affected right-of way would be reduced relative to the current CIP. Exhibits B & C identify the various proposed CIP intersection and roadway modifications.

This proposed 2020 CIP update results in 76% of the CIP intersections operating at LOS C or better, which is within the City's LOS policy. However, two intersections (Gibson Dr./Roseville Parkway: LOS E & North Sunrise Avenue/Roseville Parkway: LOS F.) would result in LOS designations below levels that the City Council has previously approved. Therefore, these two impacts have been identified as significant and unavoidable and would require the City Council to specifically accept the resulting LOS letter designations. Exhibit A identifies the p.m. peak hour levels of service for all the signalized intersections with the proposed 2020 CIP scenario and highlights those that are projected to operate at worse than LOS C. The staff recommendation includes adoption of the intersections listed in Exhibit A as the updated Council approved intersections that will operate at less than LOS C, and this updated list includes the above two intersections.

Cumulative Conditions

The DSEIR also evaluated cumulative conditions under a year 2025 scenario with and without the proposed project. This analysis indicated that only 56% of the City's intersections would operate at LOS C or better under 2025 conditions under the no project scenario. This increased congestion is directly attributable to regional growth that is projected to occur between 2020 and 2025, including significant growth in South Placer. Additional growth areas included in the 2025 scenario are Placer Vineyards, Regional University, Placer Ranch and an expansion of Lincoln's General Plan. Under the cumulative plus project scenario, the 70 percent LOS policy would still not be met. Further review of this scenario identified additional improvements at 11 intersections that would be required between 2020 and 2025. With these improvements, 70 percent of the City's intersections would operate at LOS C or better, which would meet the City's LOS policy. This further demonstrates the significant impact from regional growth outside the City of Roseville and the need for the City to implement additional CIP improvements to accommodate this regional growth.

CIP Funding/Traffic Mitigation Fee Program

The City of Roseville has adopted a Traffic Mitigation Fee program that, in conjunction with other identified funding sources, will fund the City's CIP improvements. The Traffic Mitigation Fee program requires all new development to pay their fair-share costs for the City's CIP improvements. The current Traffic Mitigation Fee program includes projects needed through year 2015. The proposed CIP update will require an update to the City's current fee program to account for new CIP projects, updated project costs and refined development levels. In addition, the update will include those additional projects required between 2015 and 2020. Staff is currently working on updating the fees and will include the proposed changes for consideration by the City Council at a later date following adoption of the CIP.

General Plan - Circulation Element Amendment

Exhibit D contains the complete list of proposed changes to the Circulation Element of the General Plan in a redline/strikeout format. The Language to be added/amended is shown in <u>underline</u> and the language to be deleted is crossed out. The remainder of the Circulation Element (the Transit,

Transportation System Management and Bikeways/Trails sections) is not changed by the new CIP. These sections have, therefore, not been included within Exhibit D.

ENVIRONMENTAL REVIEW

Consistent with the provisions of the California Environmental Quality Act (CEQA), a Draft Subsequent Environmental Impact Report (DSEIR) was prepared for the project (Exhibit E). The DSEIR evaluates the effects of modifying the City's CIP to include additional intersection improvements not included under the current CIP and documents LOS changes at CIP intersections. The DSEIR updates the previously certified 2002 Supplemental EIR (certified September 4, 2002) for the 2020 CIP.

Notice of Preparation and Scoping Meeting

At the outset of the environmental process, a Notice of Preparation (NOP) was prepared and distributed for a 30-day review on June 16, 2006 and a public scoping meeting was held on July 12, 2006. Three NOP comment letters were received (DSEIR appendix B). All NOP comments were addressed during the drafting of the DSEIR.

Caltrans staff was the only public agency attendee and commenter at the July 12th scoping meeting. As requested by Caltrans, the City held a subsequent meeting with Caltrans staff on August 31, 2006. As a result of this consultation the DSEIR traffic analysis scope was refined to include an evaluation of the proposed project impacts on state highways. In addition, the cumulative conditions incorporated Caltrans improvements into the travel demand model to evaluate potential cumulative traffic impacts.

<u>Draft Subsequent EIR Environmental Analysis – Project and Program Level Review</u>

Following close of the NOP comment period, the DSEIR was prepared. The EIR analysis includes both project and program level environmental review in accordance with CEQA. Project level review is provided for the purposes of adopting the new traffic model, adopting the proposed CIP program of transportation improvements, making findings relative to the City's transportation system Level of Service Policy, and updating related traffic mitigation fees. For some issues, both program and project level review is provided for the actual CIP improvement projects. The analysis of CIP improvement projects contained in this DSEIR was conducted based on the best available information. It identifies the broad environmental issues and cumulative effects associated with proposed CIP improvements as well as impacts associated with right-of-way expansion where known. As such the Air Quality, Noise and Transportation and Circulation analyses contained in this DSEIR are considered project level. The analysis of Biological and Cultural Resources is considered programmatic at this time. Although programmatic, depending on the details of individual CIP projects, staff anticipates that the majority of CIP improvements can be found to be within the scope of this Subsequent EIR.

Environmental Review Impact Summary

The analysis of proposed project impacts is presented in Chapter 4 of the DSEIR. Table 2-1, beginning on DSEIR page 2-5, presents a summary of project impacts and recommended mitigation measures. As shown, mitigation is available to reduce potential impacts to all issue areas to less-than-significant levels with the exception of transportation and circulation and growth inducement.

Transportation and circulation impacts were identified for existing plus project conditions (Impact 4.1-1), and for 2020 plus project conditions (Impacts 4.1-2, 4.1-3, 4.1-4,). The recommended mitigation for these impacts includes City participation in any regionally adopted fee program providing for improvements to state and federal facilities (Mitigation Measure 4.1-1) and implementation of Placer County CIP roadway widening on Baseline Road and Walerga Road (Mitigation Measure 4.1-2). Even with implementation of these measures, the residual impact was found to be significant and unavoidable.

With regard to growth inducement, the Subsequent EIR recognizes that proposed improvements facilitate traffic flow throughout the City and improve localized traffic conditions. Since these improvements increase the capacity of the City's roadway system, a significant unavoidable growth inducing impact is identified.

The DSEIR also evaluates the cumulative impacts of the proposed CIP Update project. Significant unavoidable cumulative impacts were identified for increased traffic under 2025 conditions (Impact 5.2-1 and 5.2-2) and for construction related air pollutant emissions (Impact 5.2-7). Recommended mitigation for cumulative traffic impacts includes modification to intersection geometries at 11 specified intersections (Mitigation Measure 5.2-1) and participation in regional fee programs (Mitigation Measure 4.1-1). No mitigation is available for cumulative air quality impacts and consequently this impact was found to be unavoidable. Even with implementation of cumulative traffic mitigation measures, the residual cumulative traffic impact was also found to be significant and unavoidable.

Public Comment on the Draft Subsequent EIR

The DSEIR was released on February 1, 2007 for a 47-day public review period, which ended on March 19, 2007. During the public review period the DSEIR was presented to the City of Roseville Transportation Commission on February 20, 2007. No members of the public provided comment at the Transportation Commission meeting. Commission members did ask clarifying questions, however no comment regarding the adequacy of the DSEIR was provided.

Three comment letters addressing the DSEIR were received during the public comment period from the following agencies:

- Sage Institute Inc., on behalf of the Dry Creek Joint Elementary School District
- Governor's Office of Planning and Research State Clearinghouse and Planning Unit
- California Public Utilities Commission.

The Dry Creek School District letter confirmed that the district had no comment while the State Clearinghouse letter confirmed that the City complied with the State CEQA Guidelines for public review of draft environmental documents. These letters are contained, but do not require a response, in the Final SEIR. The Public Utilities Commission comment letter identified concerns related to increasing traffic volumes and related safety considerations for at grade railroad crossings. The comment letter notes that any modification to existing or any proposed new rail crossing requires Commission approval. The final EIR response clarifies that none of the CIP improvements will affect railroad right of way and consequently the need for any type of Commission approval is not anticipated.

Final Subsequent EIR/Response to Comments

After close of the public comment period, a final Subsequent EIR (FSEIR) was prepared (Exhibit F). The FSEIR incorporates by reference the DSEIR and contains the City's responses to written comments received during the public comment period. The FSEIR also contains the final Mitigation Monitoring and Reporting Program (MMRP) (FSEIR Appendix A). The MMRP was prepared in compliance with Section 21081.6(a)(1) of the PRC to ensure the effective implementation of mitigation measures identified in the FSEIR.

The FSEIR also contains an errata section (Chapter 5). The Errata section corrects errors found in Tables 3-2 and 4.1-10 of the DSEIR. In these DSEIR tables, daily volumes identified under 2020 no project and 2020 plus project conditions were inadvertently transposed and in some cases the difference or change in volume for specific areas of the City was incorrectly reported. As a result, the tables showed an increase of 10,300 daily trips citywide where it should have shown a decrease of 10,200 daily trips. This error was isolated to the two tables and did not affect any of the impact evaluations, level of service calculations,

levels of significance or mitigation measures identified in the document. An errata page with the corrected tables is included in FSEIR Chapter 5.0 (following FSEIR page 5-1.).

Findings of Fact and Statement of Overriding Consideration

Findings of fact and a statement of overriding consideration have been prepared in accordance with State CEQA Guidelines Section 15091 (Exhibit G). Staff finds that the FSEIR has been prepared in compliance with the State CEQA Guidelines and recommends that the City Council certify the FSEIR and adopt the findings as prepared.

RECOMMENDATION

The Public Works Department recommends the Planning Commission take the following actions:

- 1. Recommend that the City Council certify the Draft and Final Subsequent Environmental Impact Report.
- 2. Recommend that the City Council approve the associated General Plan Amendment to incorporate the proposed 2020 CIP Update into the City's Circulation Element.

EXHIBITS

- A. PM Peak Hour LOS
- B. Proposed Intersection Modifications
- C. Proposed Roadway Improvements
- D. Revised General Plan
- E. Draft Supplemental Environmental Impact Report (Delivered at May 24, 2007 Meeting)
- F. Final Supplemental Environmental Impact Report (Delivered at May 24, 2007 Meeting)
- G. Findings of Fact and Statement of Overriding Considerations