

## **4.2 TRANSPORTATION / TRAFFIC**

This section describes the transportation setting of the Sacramento Army Depot Redevelopment Plan 3<sup>rd</sup> Amendment (“Amendment”). The analysis focuses on the segments of the transportation networks that serve as direct or key indirect linkages to the area being added to the Existing Project Area (“Added Area”). Whereas the Amendment does not directly propose new development but would encourage development consistent with the General Plan by funding incentives, programs and public improvements in the Added Area, this section summarizes data and analyses in the Sacramento City General Plan Update EIR (SGPU EIR) and the Southeast Area Transportation Study (SEATS), which are incorporated in this SEIR by reference.

### **4.2.1 ADDED AREA SETTING**

The transportation system serving the Added Area includes limited access roadways (freeways); surface street roadways; and public transportation including bus service and light rail.

#### **ADDED AREA ACCESS**

Regional access to the Added Area is provided by U. S. Highway 50. Highway 50 is one of the principal east-west freeways through the region, serving traffic between San Francisco and Nevada. Highway 50 has four lanes in each direction of travel north of the Added Area, and the highway experiences significant congestion that lasts for multiple hours during the morning and evening commutes.

Major north-south arterials in the Added Area include 65<sup>th</sup> Street Expressway, Power Inn Road, Florin Perkins Road and South Watt Avenue. 65<sup>th</sup> Street Expressway is a four lane arterial that connects Elvas Avenue to Florin Road in Sacramento County east of State Route 99 (SR 99), and has a center turn lane but no curbs, sidewalks or gutters through the Added Area. Power Inn Road is currently being improved to six lanes from Folsom Boulevard to 14<sup>th</sup> Avenue, connecting to Howe Avenue north of Highway 50; it exists as four lanes with a center turn lane from 14<sup>th</sup> Avenue to the Elk Grove city limits, and curbs, gutters and sidewalks are discontinuous through this part of the Added Area.

Major east-west arterials in the Added Area include Fruitridge Road and Elder Creek Road. Fruitridge Road provides four travel lanes with a center turn lane, and provides access to Jackson Highway on the east, and both SR 99 and Interstate 5 on the west. Elder Creek Road links SR 99 on the west to Bradshaw Road in Sacramento County east of the city limits. Elder Creek Road is four lanes west of Power Inn Road; east of Power Inn Road, Elder Creek Road transitions to three and to two travel lanes. West of Stockton Boulevard, the roadway is designated as 47<sup>th</sup> Avenue and terminates at 24<sup>th</sup> Street west of SR 99.

14<sup>th</sup> Avenue is a two to four lane east-west collector that connects Power Inn to 65<sup>th</sup> Street over to Highway 99, and serves mostly residential, commercial and industrial land uses in the area. Other local collectors include Lemon Hill Avenue, a two-lane east-west collector serving mostly residential traffic from Power Inn Road to SR 99 and Franklin Boulevard, and 21<sup>st</sup> Avenue, connecting the Added Area to Stockton Boulevard. Some streets in the Added Area are still lacking full street improvements including curbs, gutters, sidewalks, and street lighting.

## **PUBLIC TRANSPORTATION**

Baseline public transportation for the Added Area includes bus and commuter rail service. The Sacramento Regional Transit District (RT) is the major transit provider in Sacramento County. RT operates 81 bus routes and 26.9 miles of light rail covering a 418 square-mile service area, seven days a week, including the Added Area and surrounding communities.

Existing passenger ridership has increased over the past few years with expanded bus services along with regional population and employment growth. Currently, bus routes serving the Added Area include Route 83 (Power Inn/Elder Creek/75<sup>th</sup> Street), Route 37 (Sim Park to the 39<sup>th</sup> Street Light Rail Station), Route 61 (Fruitridge Road), and Route 81 (65<sup>th</sup> Street). The Added Area begins approximately one mile south of the 65<sup>th</sup> Street Light Rail Station and Bus Transfer Center. Light rail is also available on 15 minute headways, operating in three directions between the downtown Sacramento area, the Watt Avenue and I-80 terminal, and South Sacramento. Light rail currently extends along the Highway 50 corridor to the Mather Field station, east of the Added Area, and is being expanded to Sunrise Boulevard in 2004, and to Folsom in 2005.

## **BIKEWAYS**

Bicycle and walking activities rely completely on the existing roadway system, as identified in the 2010 City-County Bikeway Master Plan, as amended (Figure 4.2-1). There are currently no existing or proposed off-street bikeways or pedestrian trails in the Added Area. On-street bikeways in the Added Area are present on Power Inn Road south of 14<sup>th</sup> Avenue (under construction north of 14<sup>th</sup> Avenue), 21<sup>st</sup> Avenue, parts of Fruitridge Road, Lemon Hill Avenue, Florin Perkins Road, South Watt Avenue, and 65<sup>th</sup> Street Expressway. On-street bikeways are proposed for 14<sup>th</sup> Avenue, parts of Fruitridge Road, Elder Creek Road, and along a north-south residential route roughly along 73<sup>rd</sup> Street, Vandenberg, Wallace, Logan and Sun River Drive, with a route off the end of 21<sup>st</sup> Avenue tying into this route off 79<sup>th</sup> Street and 25<sup>th</sup> Avenue.

## **EXISTING AND FUTURE TRIP GENERATION**

The proposed Amendment would implement projects and programs that would encourage development consistent with the General Plan, as amended over time, by funding incentives, programs and public improvements in the Added Area. This section summarizes data and analyses in the Sacramento City General Plan Update EIR (SGPU EIR) and the Southeast Area Transportation Study (SEATS, 1999), as described below.

### ***Level of Service***

The evaluation of existing roadway conditions focuses on capacity, which reflects the ability of the network to serve the traffic demand and volume. The capacity of a roadway depends primarily on street width, the number of lanes, intersection and access control, and other physical factors. Traffic volumes typically are reported as the daily number of vehicular movements (e.g., passenger vehicles and trucks) in both directions on a segment of roadway, averaged over a full calendar year (AADT)

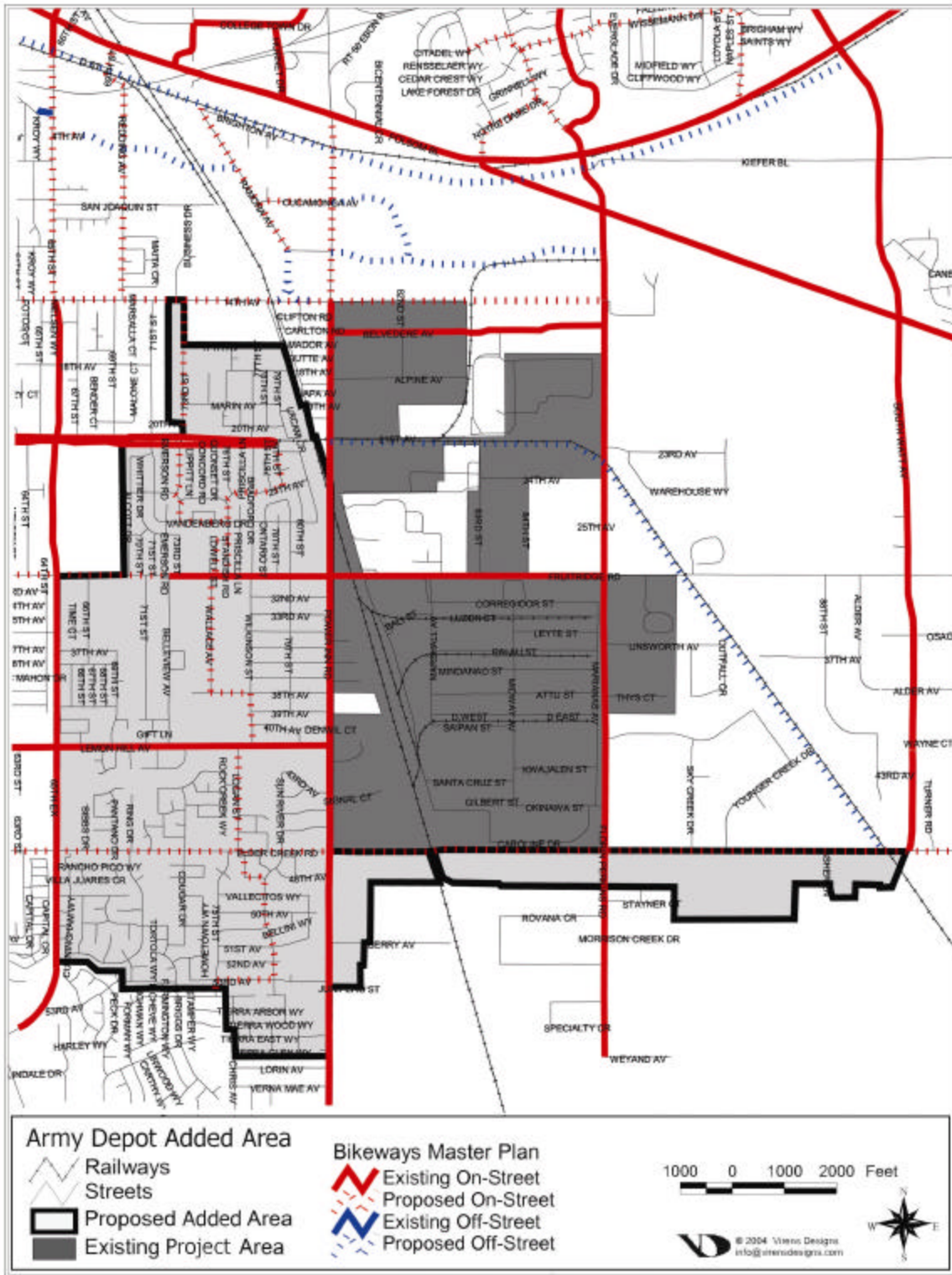


Figure 4.2-1  
2010 Bikeway Master Plan

or over a period of less than a year (ADT), and the number of vehicular movements on a road segment during the peak hour. The peak-hour volume on urban arterials typically is approximately 10 percent of the AADT. These values are useful indicators in determining the magnitude of congestion and other problems.

A level of service (LOS) is a letter designation, ranging from A through F, which describes the range of operating conditions on a particular type of roadway facility. LOS A and B indicate free flow travel, while LOS C indicates stable traffic flow. LOS D indicates the beginning of traffic congestion, while LOS E indicates the nearing of traffic breakdown conditions. LOS F indicates stop-and-go traffic conditions. The City of Sacramento has a current policy to maintain LOS C conditions where possible. This policy is more conservative than other jurisdictions, which may accept LOS D conditions (or LOS E at intersections affected by regional traffic such as freeway ramps).

**Vehicle Counts**

Vehicle counts were made in the Added Area as a part of the SGPU EIR, and future ADT was based on the 2016 growth projections available at the time. The land use data used in the SGPU traffic analysis assumed build-out of all residential and non-residential vacant land in the SGPU area, as well as occupation of vacant dwelling units and building space. These projections have since been updated for the SEATS area. Existing and future daily traffic volumes were determined for major roads within the Added Area, and the City has identified roadway, bicycle and pedestrian improvements necessary to accommodate future development in the area. The City’s Traffic Engineering Services Department includes planned improvements in its Transportation Programming Guide as the improvements are identified and prioritized for available funding.

The daily traffic volumes on the existing and proposed circulation system were evaluated as to their ability to operate at acceptable levels of service (LOS) in the SGPU. General Plan buildout is expected to result in average daily traffic on major Added Area roadways as outlined in Table 4.2-1. For comparison purposes, Table 4.2-1 also identifies the most current traffic counts for these road segments provided by the City. All counts remain consistent with the SGPU projections.

**Table 4.2-1  
General Plan Average Daily Traffic Projections (Before Mitigation)**

<b>Roadway</b>	<b>SGPU 1986 ADT</b>	<b>SGPU LOS</b>	<b>Current Traffic Counts</b>	<b>SGPU 2016 Projected</b>	<b>SGPU 2016 Projected LOS</b>
65 <sup>th</sup> , Fruitridge to Elder Creek	15,500	A	17,895	19,800	A
65 <sup>th</sup> , Elder Creek to 53rd	14,500	A	14,139	28,200	C
Power Inn, SR50 to Fruitridge	34,500	D-F	35,556	40,800	F
Power Inn, Fruitridge to 53rd	16,500	B	27,109	31,700	F
14 <sup>th</sup> , 65 <sup>th</sup> to Power Inn	8,000	A	11,254	25,000	D
Fruitridge, 65 <sup>th</sup> to Power Inn	30,500	B	18,555	33,000	C
Elder Creek, 65 <sup>th</sup> – So Watt	14,500	A	17,763	54,900	F

Source: SGPU EIR Section Y; City of Sacramento Public Works Department - <http://www.pwsacramento.com/traffic/trafficcounts/index.cfm>

Plan level analyses typically are focused on road segment average daily trips, and do not address intersection LOS. The SEATS Phase I identified specific improvements to reduce congestion at the Power Inn Road/Folsom Boulevard intersection and resulted in a Project Study Report (PSR). Phase II addressed vehicle, pedestrian, and bicycle circulation issues in a broader area which encompasses most of the Added Area, and resulted in the development of a 20-year master plan of transportation improvements. These improvements are considered part of the cumulative environment of the Added Area.

**PROGRAMMED IMPROVEMENTS**

All the transportation improvement projects identified in the Sacramento Army Depot Redevelopment Plan 3<sup>rd</sup> Amendment Preliminary Report have been previously identified by the City as needed public improvements for the Added Area. These projects were identified in the City’s 2003-2008 Capital Improvement Program, SEATS and the Transportation Programming Guide 2002 to 2004 priority lists. The Redevelopment Agency may assist in the funding of such projects, which include but are not limited to the following:

- A. Traffic Circulation Improvements
  - 1. Traffic Signals
    - a. Fruitridge Road – At Bradford Drive/Wilkinson Street
    - b. 14<sup>th</sup> Avenue – At 73<sup>rd</sup> Street
    - c. Other intersections, as necessary
  - 2. Speed Humps
    - a. Tierra Wood Way – Bridle Trail Way and Tierra Green Way
    - b. 53<sup>rd</sup> Avenue – Sun River Drive to 75<sup>th</sup> Street
    - c. Sun River Drive – 43<sup>rd</sup> Avenue to Elder Creek Road
    - d. Rancho Pico Way – Cunningham Way to Rancho Adobe Drive
    - e. Briggs Drive – Tortola Way to City/County Limits
    - f. 50<sup>th</sup> Avenue – Sun River Drive east to 90 degree bend
    - g. Other Interior Streets, as necessary
- B. Street and Roadway Improvements
  - 1. Streetscape and Roadway Improvement Projects
    - a. Power Inn Road – UP Rail Road tracks to City/County Limits
    - b. Elder Creek Road –Power Inn to South Watt Avenue
    - c. Fruitridge Road – 65<sup>th</sup> Street to Power Inn Road
    - d. 65<sup>th</sup> Street – Fruitridge Road to City/County Limits
    - e. Lemon Hill Avenue – 65<sup>th</sup> Street to Power Inn Road
    - f. Other Interior Streets, as necessary
  - 2. Sidewalks to Schools Projects

- a. Earl Warren Elementary School – Fruitridge Road between Lowell Street to 79<sup>th</sup> Street and Lowell Street between Vandenberg Drive to Fruitridge Road.
- 3. Street Lights
  - a. Area-wide, as necessary
- 4. Curbs, Gutters, and Sidewalks
  - a. Area-wide, as necessary

The City adopted the Transportation Programming Guide in 2002, which is a comprehensive document that outlines the City of Sacramento’s current and future transportation needs, and has issued the Draft 2004 Ranked and Scored Lists. Transportation improvements have been identified in the Added Area that could be assisted with redevelopment funds, as identified in Table 4.2-2, below.

**Table 4.2-2  
Listed Projects in City’s Transportation Programming Guides, 2002 - 2004**

<b>Type of Project</b>	<b>Project</b>	<b>Program Year(s)</b>	<b>Description</b>
Developer Funded Street Improvements	65th St/Fruitridge Rd		Construct exclusive southbound through left turn lane, exclusive eastbound left turn lane, and exclusive westbound left turn lane
	Power Inn Rd/Fruitridge Rd		Construct additional eastbound and westbound through lanes, westbound free right turn lane, and exclusive eastbound left turn lane.
Streetscape	Fruitridge Rd (65th St to Power Inn Rd) - Phase II	2002/04	Streetscape improvements include St. Mary's entrance and Promenade and gateway at 65th Street.
	65th St (Broadway to City Limits)	2002/04	Streetscape improvements
	Power Inn Rd (Hwy 50 - City Limits)	2002/04	Streetscape improvements
	Lemon Hill Ave (Stockton Blvd to Power Inn Rd)	2002/04	Streetscape improvements
	Elder Creek Rd (Stockton Blvd - Power Inn Rd)	2003/04	
Traffic Signals	Fruitridge Rd / Bradford Dr / Wilkinson Street	2002/04	
	14th Ave / 73rd Street	2002/04	
	65th St / Jansen Drive	2003/04	
Major Street Projects	Power Inn widening, 14th Ave to Fruitridge Rd	2002/04	Widen Power Inn Rd from 4 lanes to 6 lanes, with bike lanes and sidewalks on both sides.
	Elder Creek Rd Widening - Power Inn Rd to So Watt Ave	2002	Improve segment from 2 lanes to 4 lanes

Street Resurfacing	Elder Creek Rd, Florin-Perkins to So. Watt	2004	
Speed Humps	Tierra Wood Way, Bridle Trail Way to Tierra Green Way	2003/04	
	40th Ave, 65th St to 69th Street	2003/04	

The Metropolitan Transportation Plan for 2025 (MTP) developed by the Sacramento Area Council of Governments also identifies regional transportation problems and proposed solutions for the counties of Sacramento, Sutter, Yolo, and Yuba and all of the cities therein, and the cities of Lincoln, Rocklin, and Roseville in Placer County. The MTP sets policies to guide transportation decisions, proposes a program of capital, operational, and management improvements needed by 2025 in the region, and recommends a package of revenue increases to fund the proposed program. Highway 50 north of the Added Area is programmed for additional car pool lanes by 2015.

## **4.2.2 ENVIRONMENTAL IMPACTS**

### **METHODOLOGY**

Changes in circumstances since the SGPU EIR was adopted were considered against anticipated traffic conditions in the Added Area and vicinity. More recent traffic studies for the Granite Development Project, the SEATS study and the 65<sup>th</sup> Street Transit Village Plan were also considered with regard to whether those projects significantly altered the anticipated General Plan buildout scenarios anticipated in the SGPU EIR. The effect of implementation activities on existing and planned pedestrian and transit services is analyzed at a programmatic level. Since the Amendment does not propose to intensify land uses beyond those planned for in the City General Plan, or to develop specific traffic generating projects in the Added Area, a quantitative analysis of intersection-specific traffic impacts due to Amendment implementation in the context of this programmatic EIR was not warranted.

### **THRESHOLDS OF SIGNIFICANCE**

Impacts to the roadway system are considered significant if redevelopment activities would result in development that could cause a significant increase in projected average daily traffic volumes over current conditions or beyond those anticipated in the SGPU.

### **IMPACTS OF THE PROPOSED PROJECT**

#### **Impact 4.2-1 Traffic Increases in the Added Area**

The Added Area is located in the middle of a built-out, residential and industrial/commercial area southeast of downtown Sacramento. Little new development has been occurring within the Added Area and in the surrounding vicinity except in the Granite Park development area immediately northeast of the Added Area. Power Inn Road abuts both the Granite Park development area and the Added Area, and this roadway is currently being improved to six lanes to accommodate the Granite project and cumulative traffic. The static nature of the project vicinity is notable by the number of redevelopment project areas surrounding the Added Area – the Existing Sacramento

Army Depot Redevelopment Project Area immediately east, the Oak Park and Stockton Boulevard Redevelopment areas to the west, and the proposed 65<sup>th</sup> Street Redevelopment Project Area immediately north.

The Amendment is intended to remove existing barriers to planned development. The cumulative traffic increase anticipated for Added Area roadways would result from infill development of vacant and underutilized properties in the vicinity. Development in the vicinity that will add cumulative traffic to Added Area roadways such as 65<sup>th</sup> Street and Power Inn Road include the 65<sup>th</sup> Street/University Transit Village and 65<sup>th</sup> Street South Area Plan areas, and Granite Development area, all located just north of the Added Area. The City has identified the transportation projects necessary to accommodate this anticipated development in the vicinity, through the SEATS and Transit Village Plan analyses, and as a part of the SGPU EIR. Where the Amendment would provide funding assistance for the implementation of such projects where they are located in the Added Area, these transportation improvements are considered part of the proposed Amendment.

The Amendment must be consistent with the City's General Plan. The General Plan cumulative traffic studies, as amended with the Transit Village Plan EIR and SEATS, assume total buildout by 2016, and cumulative traffic projections and City capital improvement plans reflect this assumption. Localized circulation impacts not addressed at the General Plan level would be addressed on a project specific level, and any decreases in level of service related to specific developments will be required to be mitigated consistent with City policy, based on cumulative conditions at the time a project is proposed.

All land use and zoning in the Added Area is consistent with the 1988 SGPU land use designations and no new development or impacts beyond those identified in the SGPU EIR are anticipated as barriers to General Plan buildout are removed by redevelopment activities. The Amendment falls within the scope of the SGPU Program EIR and the findings adopted for the City's General Plan Update, and will not result in any significant impacts over and above those previously analyzed. The Amendment would provide tax increment funding for infrastructure projects that would minimize the impact of planned development consistent with adopted plans. However, the Amendment would remove barriers to development and encourage General Plan buildout in the Added Area, and be an indirect contributor to these identified impacts. This would be a **significant impact**

**Mitigation Measures**

The City monitors roadway conditions and determines when improvements are warranted per City standards and criteria, and includes such improvements in their Capital Improvements Program as appropriate. As site specific development proposals are identified and submitted to the City for permits, the City has procedures and requirements in place to analyze operational impacts and impose mitigation measures as required. No other mitigation measures are available at the programmatic level.

**Significance after Mitigation**

The SGPU adopted findings that determined that buildout of the designated land uses would result in significant and unavoidable cumulative impacts on the roadway system in the Added Area. The proposed Amendment would remove barriers to development and

encourage General Plan buildout in the Added Area, and be an indirect contributor to these identified impacts. The impact on transportation remains **significant and unavoidable**.

#### **Impact 4.2-2 Project Effects on Pedestrian and Transit Access and Operations**

Current conditions in the Added Area include unimproved, narrow roadways and unaligned streets. The Amendment includes projects and programs that would improve roads by providing sidewalks, bike routes and streetscape improvements to enhance pedestrian access and cyclist safety.

As development occurs in the Added Area, there would be an increased demand for transit and bicycle facilities. All new commercial, industrial and multi-family development in the Added Area will be required to undergo review by the Planning and Building Department to ensure compliance with local zoning and design criteria, and that adequate parking, transit and bicycle facilities are provided.

The Added Area is currently served by several both bus routes and on-street bike lanes. The Amendment is projected to have a beneficial impact on bicycle and pedestrian facilities within the Added Area by assisting in the construction of the bikeway and pedestrian enhancements identified in Figure 4.2-1 and in Table 4.2-2, above, and would not interfere with the planned bikeways shown in the Sacramento City/County 2010 Bicycle Master Plan, as amended.

As development occurs in the Added Area, site design and infrastructure improvement projects will be subject to review by the City's Public Works Department and the Planning and Building Department. All city departments, including fire and police, review the site design to ensure safe and adequate access. The Amendment would have a **less than significant** impact on pedestrian/cyclist safety and access to transit facilities.

#### ***Mitigation Measures***

None required.

### **4.3 REFERENCES – TRANSPORTATION /TRAFFIC**

- *Approved Capital Improvement Program*, City of Sacramento, 2003-2008.
- *Draft and Final Environmental Impact Report, City of Sacramento General Plan Update*, City of Sacramento, Draft EIR is dated March 2, 1987 and Final EIR is dated September 30, 1987.
- *65<sup>th</sup> Street Transit Village Project Draft Environmental Impact Report*, City of Sacramento, December 2001.
- *Metropolitan Transportation Plan for 2025*, Sacramento Area Council of Governments, <http://sacog.org/mtp/mtp2025.htm>
- Sacramento Regional Transit, Routes and Schedules, [http://www.sacrt.com/Service\\_Info/service\\_info.html](http://www.sacrt.com/Service_Info/service_info.html)

- *Sacramento 2010 Bikeway Master Plan*, County and City of Sacramento, [http://www.bikewaymap.com/county\\_directions.html](http://www.bikewaymap.com/county_directions.html)
- *Southeast Area Transportation Study*, City of Sacramento, 1999, <http://www.pwsacramento.com/traffic/seat.html>
- *Traffic Counts*, City of Sacramento Public Works Department, <http://www.pwsacramento.com/traffic/trafficcounts/index.cfm#links>
- *Year 2002 Transportation Programming Guide*, City of Sacramento, <http://www.pwsacramento.com/traffic/guide.html>
- *2004 Transportation Programming Guide Draft Scored and Ranked Lists*, City of Sacramento, <http://www.pwsacramento.com/traffic/Media/DRAFT2004.pdf>