

1.0 INTRODUCTION AND PURPOSE OF AND NEED FOR PROJECT

1.1 INTRODUCTION

The Federal Highway Administration (FHWA), the California Department of Transportation (Caltrans), and the South Placer Regional Transportation Authority (SPRTA) propose to select and preserve a corridor for the future construction of Placer Parkway, a new east-west roadway linking State Route (SR) 70/99 in Sutter County east to SR 65 in Placer County (see Figure 1-1). Specifically, the action being considered and evaluated by FHWA, Caltrans and SPRTA is to select and preserve a 500- to 1,000-foot-wide corridor in the project study area, within which the future four- or six-lane Placer Parkway may be constructed. Placer Parkway is intended to reduce anticipated congestion on both the local and regional transportation system and to advance economic development goals in south Sutter County and southwestern Placer County.

The planning for Placer Parkway involves two phases: (1) the present action, selection of a corridor (titled the Placer Parkway Corridor Preservation Project), and (2) the future selection of a precise alignment within the corridor and a decision whether or not to build the Parkway. If a build alternative is selected and pursued after the second phase, the ultimate Placer Parkway project would be constructed and operated. Throughout this document the term “Proposed Action” is used to describe the selection of a corridor to preserve. The document generally uses the term “Parkway” to mean the ultimate roadway, including construction and operation, except where context indicates otherwise.

Each phase will be subject to its own environmental review, a process known as “tiered” environmental review under both state and federal law. The selection of a corridor is the subject of this Placer Parkway Corridor Preservation Tier 1 Environmental Impact Statement/Environmental Impact Report (hereinafter referred to as the Tier 1 EIS/EIR). As discussed below, to the degree feasible this Tier 1 EIS/EIR reviews the reasonably foreseeable environmental effects of the construction and operation of the Parkway. Selection of a more precise alignment within the corridor, and construction and operation of the Parkway, will be the subject of a later, Tier 2 environmental document.

“Tiering” is a streamlining tool for environmental review of large projects with several environmental review stages or phases. It is a way to focus environmental studies at an appropriate level of detail for each phase of the project. The Tier 1 document allows the agencies to focus on broad topics such as general location, mode choice, area-wide air quality and land use, and other environmental issues. The Tier 2 document involves more focused environmental analyses that address a narrower geographical area, a more focused set of issues, and a specific roadway alignment. The Tier 2 document relies on a summary of the work in the Tier 1 document, thereby avoiding unnecessary repetition. The Tier 2 document can then focus on additional details available in later stages of project planning such as design, construction, operation, and maintenance of the proposed project.

As stated, the action to be considered based on this Tier 1 analysis involves only the selection of a corridor to preserve, which has limited environmental effects by itself. However, the ultimate Placer Parkway project involves the selection of a specific roadway alignment, and the design, construction and operation of the Parkway. In order to describe the effects of the ultimate Placer Parkway project to the greatest extent feasible at this early stage, the Tier 1 EIS/EIR also addresses the potential effects of construction and operation of the future roadway. This discussion of the roadway is necessarily limited, however, because only the general concepts of the roadway design and location are known at this time. If a corridor is selected and preserved at Tier 1, a subsequent Tier 2 analysis will evaluate the Parkway itself in detail—the specific roadway “footprint” within the selected corridor, including construction and operation of the roadway.

Given the existing and projected rapid growth in and around the study area, it is vital to select a corridor as early as feasible, so that the location of the future Placer Parkway can be considered in local jurisdictions' planning decisions. Also, it is important to select a corridor before new development reduces corridor options or increases right-of-way acquisition costs. A tiered approach to Parkway planning was selected in order to address these concerns and select a corridor for the Parkway before design and engineering are initiated. Although some designs for the Parkway have been developed during Tier 1, to the extent required for environmental analysis, such designs are entirely conceptual and are subject to further engineering and refinement during subsequent Tier 2 analysis. Construction-level engineering would not occur until a specific alignment for the Parkway is selected based on the Tier 2 environmental analysis.

Once the Tier 1 EIS/EIR is completed and a corridor is selected, local government agencies may take steps to preserve land within the selected corridor, using their own funds. This can be accomplished through a combination of mechanisms, including but not limited to fee simple acquisition, purchase of rights of first refusal, grants or transfers of land, grants or purchases of permanent easements, and similar means.

National Environmental Policy Act

The National Environmental Policy Act of 1969 (NEPA) was signed into law in 1970. NEPA established a national environmental policy under which federal agencies would be required to consider the potential environmental consequences of their actions. The Council on Environmental Quality (CEQ) interprets and implements NEPA.

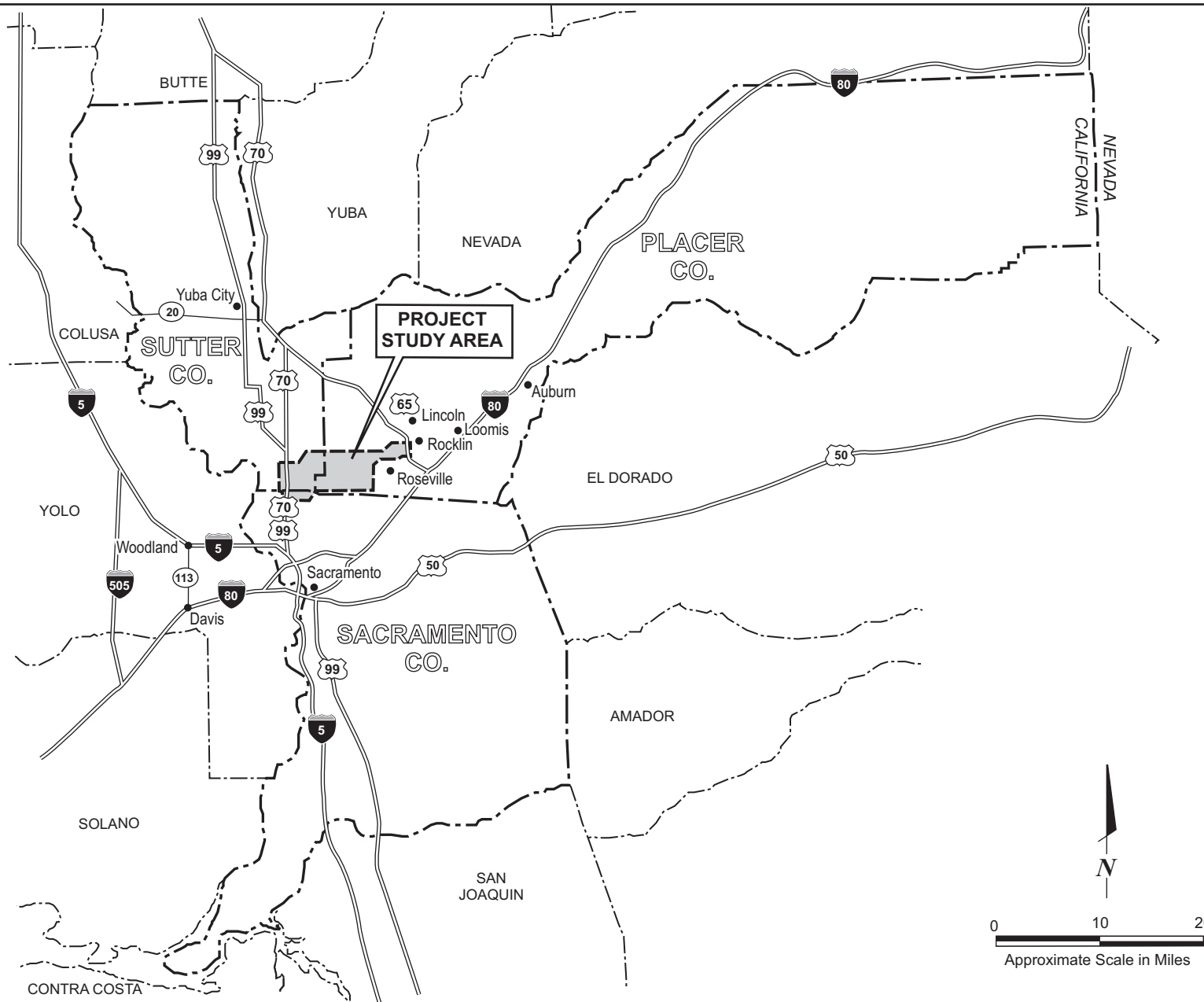
Title I of NEPA contains a Declaration of National Environmental Policy which requires the federal government to use all practicable means to create and maintain conditions under which humans and nature can exist in productive harmony. Section 102 requires all federal agencies to prepare detailed statements assessing the environmental impact of and alternatives to major federal actions significantly affecting the environment. These statements are commonly referred to as Environmental Impact Statements (EISs). Section 102 also requires federal agencies to lend appropriate support to initiatives and programs designed to anticipate and prevent a decline in the quality of mankind's world environment. FHWA is the lead agency under NEPA for this project.

Title II of NEPA establishes the CEQ. While NEPA established the basic framework for integrating environmental considerations into federal decision-making, it did not provide the details of the process for which it would be accomplished. Federal implementation of NEPA was the charge of the CEQ, which interpreted the law and addressed NEPA's action-forcing provisions in the form of regulations and guidance. In 1978, CEQ issued Regulations for Implementing the Procedural Provisions of NEPA (40 CFR §§ 1500-1508). In 1980, CEQ issued the guidance document Forty Questions and Answers on the CEQ Regulations. Since that time, CEQ has issued additional guidance and other information covering a variety of issues relevant to the NEPA process. The complete text of NEPA and this related information is available at CEQ NEPA.net.

California Environmental Quality Act

The California Environmental Quality Act of 1970 (CEQA) (*Public Resources Code §21000 et seq.*) is one of California's most important environmental laws. It requires state and local agencies to disclose and consider the environmental implications of their actions. It further requires agencies to avoid environmental impacts when such avoidance is feasible. In furtherance of these goals, six objectives are identified:

- disclose to decision makers and the public the significant environmental effects of proposed activities;



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Project Location Map

Figure 1-1

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- identify ways to avoid or reduce environmental damage;
- prevent environmental damage by requiring implementation of feasible alternatives or mitigation measures;
- disclose to the public reasons for agency approvals of projects with significant environmental effects;
- foster interagency coordination; and
- enhance public participation.

The CEQA procedures are guided by the legislative intent to have public participation to the greatest extent possible. The legislature also intended that decision makers be able to make informed decisions based on substantial information regarding a “project” and that these decisions be based on a trail of reasoning accessible to the public.

The Environmental Impact Report (EIR) and its preparation is the method by which information is gathered and organized, impacts assessed, and mitigation measures developed under CEQA. The EIR is prepared by a lead agency circulated for public review and comment, and a final document with responses to public comments is prepared for consideration by advisory and legislative bodies, in this case the SPRTA Board of Directors. SPRTA is the lead agency under CEQA for this project.

In addition, the State Resources Agency has adopted regulations, known as the State CEQA Guidelines (*Guidelines §15000 et seq.*), to guide agencies in implementing the law. The Guidelines provide detailed procedures that agencies must follow to implement CEQA, including the procedures for the preparation of a CEQA document (an EIR for projects that may have significant impacts requiring mitigation measures or a Negative Declaration for projects with no significant impacts).

CEQA is more than merely a “procedural” statute. Substantive provisions of CEQA include provisions requiring agencies to avoid or mitigate significant impacts disclosed in an EIR when feasible.

Significance Determination in NEPA and CEQA

An important distinction between the requirements of NEPA and CEQA is in the determination of significance. Under NEPA, significance is used to evaluate severity of potential environmental impacts, and is used to determine which level of environmental documentation is appropriate. NEPA does not require that impacts be categorized in terms of potential significance in the environmental document.

Under CEQA, potential significance of environmental impacts must be evaluated and disclosed in the environmental document. Some impacts that are determined to be significant under CEQA may not be considered of sufficient severity to be significant under NEPA.

Clean Water Act

As part of the planning process for the Placer Parkway Corridor Preservation Tier 1 EIS/EIR, FHWA, Caltrans, and the Placer County Transportation Planning Agency (PCTPA), acting on behalf of SPRTA, agreed to participate with the U.S. Army Corps of Engineers (USCOE) and the U.S. Environmental Protection Agency (U.S. EPA) in a modified NEPA/Clean Water Act Section 404 Integration Process (NEPA/404) process (FHWA et al., 1993). This process provided early feedback to FHWA and PCTPA so that Tier 1 decisions would reflect careful consideration of the Section 404(b)(1) Guidelines, and to accommodate future regulatory requirements. The modified process reflects the broad nature of Tier 1 environmental review while also anticipating the permit application requirements of Tier 2. This process is described in detail in Appendix A-4. As part of this process, all participants agreed on the Purpose and

Need Statement, dated February 16, 2005, which is reflected herein, and provided in its entirety in Appendix C.

FHWA issued a Notice of Intent and PCTPA issued a Notice of Preparation for the Tier 1 EIS/EIR in 2003 (Appendix B). The Purpose and Need Statement was developed through a series of meetings among participating agencies in 2004 and 2005. During this time, jurisdictions in western Placer County began to develop a common set of future planning assumptions on which environmental review of a number of major future proposed developments in the region could be based. Assumptions included the identification of 2025 as a reasonable future development year consistent with projections contained within the Sacramento region's long-range transportation improvement plan, the Metropolitan Transportation Plan (MTP), for transportation improvements in the six-county region. The Purpose and Need Statement also focused on 2025.

The Sacramento Area Council of Governments (SACOG) has the responsibility for development and adoption of the MTP. Early planning for the project considered the then-current MTP information, which provided projections through year 2025. Subsequently, a 2027 MTP has been adopted, and a 2035 MTP is in the planning stages. In preparing this Tier 1 EIS/EIR, it was ultimately determined that the projected opening year of Placer Parkway (2020) would be an appropriate year for which to analyze transportation impacts for this Tier 1 EIS/EIR. This Tier 1 also analyzes cumulative impacts in 2040, based on FHWA's requirement that analyses include conditions 20 years from the opening year. While the Purpose and Need Statement was developed using 2025 information, there was no benefit to including a 2025 analysis year in addition to 2020 and 2040, and 2025 data are not used in subsequent chapters of this Tier 1 EIS/EIR. Additional discussion of the analysis framework for this Tier 1 EIS/EIR is included in Chapter 3, Analysis Framework.

1.2 PROJECT NEED

The needs for the proposed project are discussed below. The order of the specific needs is not intended to imply a prioritization or order of importance.

1.2.1 NEED TO PRESERVE RIGHT-OF-WAY

The project vicinity includes some of the fastest growing communities in the Sacramento Metropolitan region—Roseville, Rocklin, Lincoln, and the Sunset Industrial Area. SACOG projects that the population in southwestern Placer County will nearly double between 2000 and 2025. Employment in the SR 65 high-technology corridor is expected to grow even faster than the population. The anticipated development to support this increased population and employment will dramatically increase travel demand over the next 20 years and beyond.

The study area is under intense development pressure. Cities and counties are processing development applications and approving entitlement of new land uses in the study area. This is an ongoing process and the future of proposed land uses in the study area is not yet certain. However, given the ongoing environmental review of existing applications (including the Placer Vineyards Specific Plan [PVSP], the Regional University Specific Plan [RUSP], the Placer Ranch Specific Plan [PRSP], the Lincoln Sphere of Influence [SOI] expansion, the Sierra Vista Specific Plan [SVSP], the Creekview Specific Plan [CSP], and the Sutter Pointe Specific Plan [SPSP]), the number of recent applications or pre-application submittals, and interest by the development community, it is apparent that it will become increasingly difficult and expensive to identify an appropriate corridor as a solution that meets the ultimate purpose of the proposed project. Failure to preserve a corridor as soon as feasible could result in potentially increased costs and greater environmental impacts because ongoing planning for development could result in approved projects that would foreclose opportunities for locating the roadway in areas that would minimize environmental impacts, leading to substantially higher mitigation costs.

1.2.2 TRAVEL DEMAND AND ANTICIPATED CONGESTION

1.2.2.1 Population Growth

Growth in population in south Sutter County, southwestern Placer County, and northern Sacramento County will influence travel demand in the project vicinity.

The anticipated population in the region will dramatically increase travel demands in south Sutter County and southwestern Placer County over the next 20 years and beyond. The jurisdictions in southwestern Placer County have developed Capital Improvement Programs (funded by a variety of sources, including development fees) that would maintain a high level of service on their local roadway systems. However, limited improvements are programmed for the regional roadway system, and travel speeds/travel times from Placer County to both Sacramento and Sutter counties are projected to deteriorate over the next 20 years, even with improvements to local roadways already identified in local general plans.

1.2.2.2 Job Growth and Goods Movement

The Interstate 80 (I-80) corridor is the major trans-Sierra roadway in northern California accommodating the movement of goods and services. Goods and services are moved to and through the study area at a growing rate using three primary modes of transportation: road, air, and rail. The combined increase of vehicles used for the movement of goods and services as well as passenger vehicles has led to increased congestion, which in turn decreases in travel times in the study area and competition for roadway capacity.

Data for 2004 indicates that trucks account for a significant portion of vehicles on the state highways in the pertinent Regional Analysis Districts (RADs) in the local project vicinity (see Figure 1-2), while truck volumes on I-80 are considered to be consistent with most major suburban interstate facilities.

- SR 65 north of I-80 – 12,680 trucks out of a total volume of 84,000 vehicles (15.1 percent)
- SR 70/99 north of Howsley Road – 2,520 trucks out of a total volume of 29,000 vehicles (8.7 percent)
- I-80 at Placer/Sacramento County line – 9,270 trucks out of a total volume of 179,000 vehicles (5.2 percent)

Congestion on the regional roadways connecting Placer County with Sutter and Sacramento counties will adversely impact access to jobs. The projected increase in travel times will affect the movement of goods and people, and will have an impact on the region's economy. By 2025, SACOG estimates that total employment in southwestern Placer County (172,000 employees) will exceed total employment in downtown Sacramento (154,000 employees). The high-technology industry in the SR 65 corridor, plus development of Sutter County's industrial/commercial reserve area, requires dependable access to airports to move high-value/time-critical freight. Thus, direct and convenient access and reliable travel times to both the Sacramento International Airport and the Lincoln Regional Airport are very important to this growing regional job center.

1.3 PROJECT PURPOSE

The goal of the Tier 1 phase of the proposed Placer Parkway project is to preserve a right-of-way for a proposed transportation facility that contributes to the ultimate project purpose:

The ultimate purpose of the proposed Placer Parkway project is to reduce anticipated congestion on the local and regional transportation system and advance economic development goals in southwestern Placer County and south Sutter County.

The objectives of the Placer Parkway project are described below.

1.3.1 PRESERVING RIGHT-OF-WAY

The purpose of the proposed action is to preserve right-of-way for a new or upgraded east-west connector between SR 65 and SR 70/99 serving cities and unincorporated areas across southwestern Placer County and south Sutter County. Planned and proposed development in the project vicinity has been accelerating over the last few years, and opportunities for building a new or upgraded connector may be lost unless action is taken now to preserve right-of-way for project construction.

1.3.2 RESPONDING TO EXISTING AND ANTICIPATED TRAVEL DEMAND

The proposed Placer Parkway would be designed to reduce pressure on the existing transportation network and to address anticipated future congestion on the local roadway system in southwestern Placer County and south Sutter County. The proposed project would be designed to reduce total vehicle hours traveled during the morning and evening peak commute periods (i.e., 6 to 9 a.m. and 3 to 6 p.m.), reduce the amount and duration of travel that is spent in congested conditions in southwestern Placer County, and improve travel times between the SR 65 corridor and SR 70/99 by maintaining a travel speed at or near the free flow speed of the Parkway, which on a freeway reflects Level of Service (LOS) C to D conditions.¹

1.3.3 PROVIDING ACCESS TO THE REGIONAL TRANSPORTATION SYSTEM IN AREAS PLANNED OR PROJECTED FOR JOB GROWTH

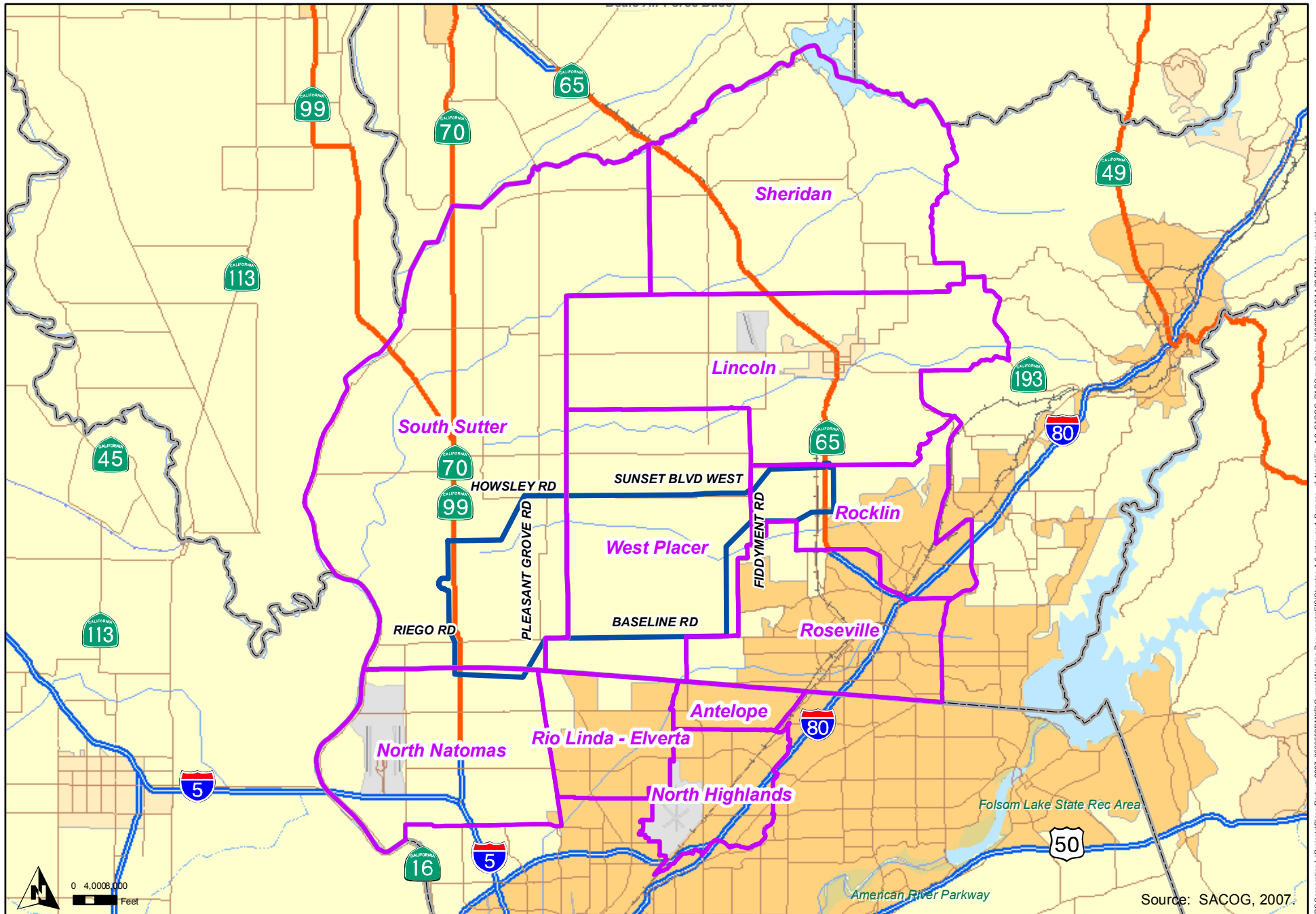
Placer Parkway would be designed to improve regional accessibility for businesses and jobs in the project vicinity, including access to SR 70/99. The Parkway is proposed to serve major travel flows from SR 65 to (1) the south Sutter Industrial area, (2) Sacramento International Airport, (3) Sacramento County, and (4) the Interstate 5 (I-5) corridor. With its controlled access, an objective of the proposed transportation facility would be to strike a balance among advancing planned job growth along the SR 65 and SR 70/99 corridors, avoiding urban growth inducement in areas not designated for development, and helping to preserve the rural character of southwestern Placer County and south Sutter County.

1.4 PROJECT BACKGROUND AND PROJECTED GROWTH

1.4.1 INTRODUCTION

The proposed Placer Parkway Corridor Preservation Project would preserve right-of-way for a proposed transportation facility to reduce anticipated congestion on the local and regional transportation system and advance economic development goals in southwestern Placer County and south Sutter County. The Parkway is listed as a priority project in the current MTP and in Placer County's 2027 Regional Transportation Plan (PCTPA, 2005). The project is not, however, the subject of a specific governmental mandate, nor is the project being proposed to address particular safety concerns or roadway deficiencies. Hence, detailed explanations for these topics are not given. However, the Placer Parkway project would assist with linking SR 70/99 with SR 65, serving cities and unincorporated areas across south Sutter County and southwestern Placer County, and would address anticipated population and employment growth as well as the resulting traffic increases.

¹ LOS is a qualitative measure of the effect of a number of factors which include speed, travel time, traffic interruptions, freedom to maneuver, safety, driving comfort/convenience, and operation costs. LOSs are designated A through F, from best to worst, covering the entire range of traffic operations that might occur. LOS E describes conditions approaching or at maximum capacity. Free flow speed and LOS C and D conditions on a freeway do not preclude an alternative based on expanding existing roads, a non-freeway facility, a Transportation System Management alternative, a shorter Parkway Alternative, or a combination of the aforementioned.



* Local project vicinity comprises the area covered by RADS

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Regional Analysis Districts
Within the Local Project Vicinity*

Figure 1-2
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1.4.2 PROJECT HISTORY

Over the last 15 years a number of major transportation studies have been performed in Sacramento and Placer counties, and to a lesser extent Sutter County. Caltrans prepared the Initial Feasibility Study for Route 102 in 1991 (DKS, 1991). This study analyzed a new 35-mile corridor reliever facility to I-80 in terms of feasibility, scope, and priority. After analyzing the data from the local general plans, it was determined that I-80 would be severely congested by 2020 with LOS F conditions for about 3 hours every morning and afternoon. The study determined that a new transportation corridor between I-5 near the Sacramento International Airport and I-80 near Auburn was physically and operationally feasible, and could provide an uncongested bypass of the Sacramento area. The I-80/Route 102 Multimodal Transportation Study, which was started by Caltrans in the fall of 1992, was eventually canceled (DKS, 2000).

SACOG conducted the Metro Study in 1989 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. Recognizing that the Sacramento area was not meeting federal or state air quality standards, the study recommended that transit and nonmotorized transportation facilities and implementation of transportation control measures 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 (DKS, 2000).

SACOG, Caltrans, and PCTPA jointly sponsored the Interstate 80 Corridor Plan in 1996. This plan focused on a 63-mile stretch of I-80 from Davis on the west to Colfax on the east. The objective was to obtain a consensus on a recommended set of specific improvements for the corridor through the year 2010. A set of concepts and approaches for the study were developed by the Technical Advisory Committee and presented to the public in a series of open houses in September and October 1998. Results of that study identified the need for auxiliary and High Occupancy Vehicle lanes in the Roseville area to accommodate forecasted traffic. These improvements are currently only partially funded (DKS, 2000).

In October 1999, the Policy Advisory Committee for the Placer Parkway Interconnect Study/Conceptual Plan voted unanimously to recommend to the PCTPA and the SACOG boards that a Route Adoption Study be conducted to establish a precise alignment for Placer Parkway to provide a connection between SR 65 and the SR 70/99 and I-5 corridors. This proposed connection is cited in the Placer County General Plan (1994) and the Placer County Regional Transportation Plan 2027 (PCTPA, 2005) to accommodate rapid growth and development proposals in southwestern Placer County, south Sutter County, and northern Sacramento County as well as the combined need to improve goods movement in the region (DKS, 2000).

Lastly, SACOG and PCTPA jointly sponsored the Project Study Report (Project Development Support) for the Placer Parkway (PSR), which explored development of a new 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 PSR focused on avoiding growth inducement in agriculturally designated areas, preservation of a roadway corridor for through travel, and providing a true “parkway” concept. Meetings were held in 1999 and 2000 with elected officials, key stakeholders (local jurisdictions, resource agencies, environmental and neighborhood groups, and business/industry groups), and various technical personnel to identify concepts for the proposed Placer Parkway and establish its goals. Also, the PSR preliminarily identified the Placer Parkway purpose and need, policy direction, a brief corridor concept

analysis followed by a recommendation, and a cost estimate. A Preliminary Environmental Assessment Report was also prepared, which analyzed the general potential for environmental impacts (DKS, 2001).

This Tier 1 EIS/EIR is the next step in the planning process for Placer Parkway.

1.4.3 POPULATION AND EMPLOYMENT

1.4.3.1 Introduction

Calculating roadway operations and travel demand requires an evaluation of population and employment data. The population and employment data were obtained from four sources: the U.S. Census Bureau, California Department of Finance (DOF), SACOG, and DKS Associates. The U.S. Census Bureau maintains historical data, while DOF develops population estimates that are used for budgetary and economic forecasts, as well as determining the annual appropriations for all of California's jurisdictions. DOF projections are made for the state, counties, and cities for 50 years into the future, with ten-year interim outlooks. The approved forecasts begin in 2000 and extend to the year 2050, in ten-year increments.

One of SACOG's many tasks includes forecasting population and land use changes, which are critical assumptions used in modeling future transportation impacts. SACOG's approved forecasts begin in 2005 and extend to the year 2025, in five-year increments. SACOG has recently developed forecasts that extend to the year 2035 as a part of the MTP update effort, although they have not been formally adopted. As a part of the Tier 1 EIS/EIR, DKS Associates has produced regionally specific population and employment data for more detailed analysis over those that have been created by either DOF or SACOG.

SACOG does not use U.S. Census Bureau geographies below county limit lines to forecast population and land use changes due to the fact that those geographies tend to change each decennial census, especially on the fringes of the developed area. Similar to other Metropolitan Planning Organizations across the United States, SACOG developed subregions called RADs for forecasting purposes. While these subregions are loosely based on the U.S. Census Bureau geographies, they allow for greater forecasting accuracies over multi-year periods. The forecasts by RAD are consistent with regional targets for the given year, and linear projections relative to the shares of growth were applied for the region.

Based on the above information, two geographic areas were examined to determine the scope of previous and anticipated growth.

- The first area examined was the individual counties that would be most served by the proposed project: Sutter, Placer, and Sacramento counties (see Figure 1-1). (While the alternatives do not lie within Sacramento County, the project would serve destinations in the county, including the Sacramento International Airport and downtown Sacramento.)
- The second area was developed to determine the impact of the proposed project on the local vicinity, using SACOG's RAD data, as they provide the best source of information for areas within and adjacent to the proposed Parkway (see Figure 1-2).

The project vicinity includes some of the fastest growing communities in the Sacramento region (Roseville, Rocklin, and Lincoln).

U.S. Census Bureau and SACOG information was used for historical data at the county and RAD level, while DKS Associates-produced regionally specific information by SACOG RAD was used for projection-related data. The process used to prepare 2020 and 2040 development forecasts in the vicinity of the project is presented in Chapter 3, Analysis Framework. The population and employment trends indicate past rapid growth in both Placer and Sacramento counties, with a forecast of substantial

continued growth in both counties. While Sutter County has not previously experienced such growth, forecasts are for substantial growth in south Sutter County.

The following presents population and employment data for these two geographic areas.

1.4.3.2 Sutter, Placer, and Sacramento Counties

Historic and Forecasted Population by County

Forecast data are available from more than one source, and information from the various sources tends to differ somewhat. For comparison, Table 1-1 shows U.S. Census data for 2000, DOF data from 2000 to 2050, SACOG data from 2000 to 2050, and data developed for use in this Tier 1 EIS/EIR from 2020 through 2040. The methodology used to develop 2040 forecasts was based on input from jurisdictions in the project vicinity, as described in Chapter 3, Analysis Framework. Since not all entities provide data for the same years, data are presented as available. The regional development forecasts used for the Placer Parkway analysis in areas outside Placer County and south Sutter County were based on SACOG forecasts through 2050, which show a lower population growth than those prepared by DOF, especially in Sacramento County. Within Placer County and south Sutter County, the annual population growth rate through 2040 used in the Placer Parkway analysis is between the growth rates projected by SACOG and DOF.

Historic and forecasted population data within Sutter, Placer, and Sacramento counties from 1980 through 2040 are shown on Figure 1-3 and in Table 1-2. These counties as a whole experienced significant population growth from 1980 through 2000, and are expected to grow even faster through 2040. On a percentage basis, Placer County experienced the most growth of the three counties between 1980 and 2000. In fact, Placer County experienced one the highest growth rates in California at 48 percent from

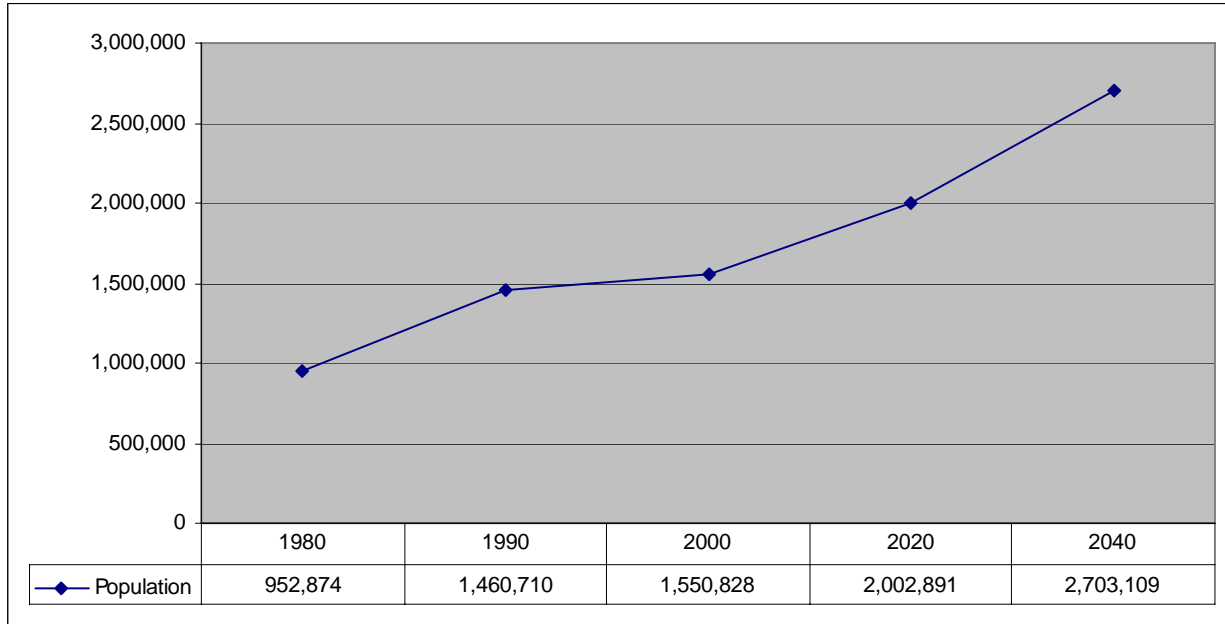
**Table 1-1
Population Information from Various Sources:
Sutter, Placer, and Sacramento Counties**

Year	California Department of Finance	Sacramento Area Council of Governments	U.S. Census	Placer Parkway Analysis ¹
2000	1,559,200	1,550,828	1,550,828	
2005		1,764,475		
2020	2,514,515			2,002,891
2035		2,343,196		
2040	3,323,162			2,703,109
2050	3,670,022	3,140,000		

Note:

¹ Data are from DKS Associates based on development projections as described in Chapter 3.

Figure 1-3: Historic and Forecasted Population Growth in Sutter, Placer, and Sacramento Counties



Sources: U.S. Census Bureau, 1980, 1990, and 2000; DKS Associates, 2007
 1980, 1990, and 2000 data are from U.S. Census Bureau
 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

**Table 1-2
Historic and Forecasted Population and Employment Growth in Sutter, Placer, and Sacramento Counties**

Year	Population								Employment							
	Population	1980 to 1990 Growth	1990 to 2000 Growth	2000 to 2020 Growth	2020 to 2040 Growth	1980 to 2000 Population Gain	2000 to 2020 Population Gain	2020 to 2040 Population Gain	Number of Jobs	1980 to 1990 Growth	1990 to 2000 Growth	2000 to 2020 Growth	2020 to 2040 Growth	1980 to 2000 Employment Gain	2000 to 2020 Employment Gain	2020 to 2040 Employment Gain
Sutter County																
1980	52,246								20,147							
1990	64,415	23.3%							26,359	30.8%						
2000	78,930		22.5%			26,684			30,980		17.5%			10,833		
2020	84,400			6.9%			5,470		35,420			14.3%			4,440	
2040	184,846				119.0%			100,446	84,639				139.0%			49,219
Placer County																
1980	117,247								40,049							
1990	172,796	47.4%							82,920	107.0%						
2000	248,399		43.8%			131,152			118,647		43.1%			78,598		
2020	433,540			74.5%			185,141		228,792			92.8%			110,145	
2040	603,819				39.3%			170,279	353,267				54.4%			124,475
Sacramento County																
1980	783,381								338,043							
1990	1,041,219	32.9%							485,063	43.5%						
2000	1,223,499		17.5%			440,118			545,925		12.5%			207,882		
2020	1,484,951			21.4%			261,452		829,191			51.9%			283,266	
2040	1,914,444				28.9%			429,493	1,111,520				34.0%			282,329

Sources: U.S. Census Bureau, 1980, 1990, and 2000; DKS Associates, 2007

1980, 1990, and 2000 data are from U.S. Census Bureau

2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

1980 to 1990, and continues to be one of the fastest growing counties in California today. For the 2000-to-2020 period, Placer County is again expected to experience significant population growth (nearly 75 percent). Percentage gains in Sacramento County and Sutter County from 2000 to 2020 are expected to reach nearly 21 percent and 7 percent, respectively. Growth during the 2020 to 2040 timeframe is expected to slow somewhat for Placer County, at nearly 39 percent. However, growth in Sutter County for that period is forecasted at nearly 119 percent, while Sacramento County is anticipated to grow by nearly 29 percent from 2020 to 2040.

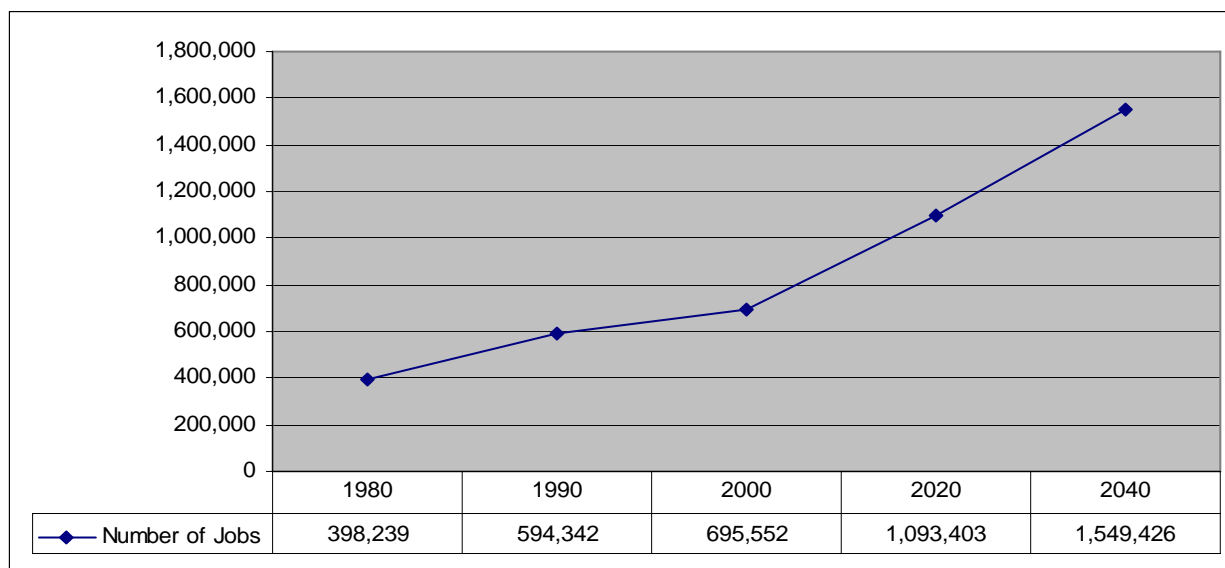
From 1980 to 2000, of the study area counties, Sacramento County experienced the largest gain in the actual number of residents, with an increase of nearly 440,118 people. Population gains in Sacramento County for the 2000-to-2020 and 2020-to-2040 time frames are anticipated to be nearly 261,452 and 429,493 people, respectively. The gain in the actual number of residents for Sutter and Placer counties is expected to be significantly lower than the number of residents for Sacramento County. Overall, the majority of this development is attributed to a net in-migration, as coastal Californians move toward the Sacramento region due to high housing costs versus growth as a result of natural increase (births exceeding deaths).

Data from SACOG indicate that the population of Placer County has increased by an average of 11,455 residents per year between 2000 and 2005. Between 2000 and 2040, the population in Placer County is projected to increase by an average of 8,885 residents per year.

Historic and Forecasted Employment by County

Historic and forecasted employment data from 1980 through 2040 for Sutter, Placer, and Sacramento counties are shown on Table 1-2 and on Figure 1-4. As expected, the majority of jobs are located in Sacramento County, which is primarily due to the concentration of state and county jobs in the City of Sacramento and all of the ancillary businesses that support/serve this sector of the economy. Similar to population growth, Sacramento County experienced a large gain in the number of jobs from 1980 to 2000, with an increase of approximately 207,882. A similar number of new jobs are expected in the 2000-to-2020 and 2020-to-2040 timeframes, with an increase of approximately 283,266 and 282,329 jobs, respectively.

Figure 1-4: Historic and Forecasted Employment in Sutter, Placer, and Sacramento Counties



Sources: U.S. Census Bureau, 1980, 1990, and 2000; DKS Associates, 2007
1980, 1990, and 2000 data are from U.S. Census Bureau

Note: 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

The number of jobs in Placer County more than doubled from 1980 to 1990, with an increase of 107 percent. Both Sacramento and Sutter counties experienced significant growth over this same period at 44 percent and 30.8 percent, respectively. Growth from 1990 through 2000 did not occur at nearly the same pace, but Placer County again led the way with a 43 percent increase. In the 2000-to-2020 period, the number of Placer County employees is anticipated to greatly increase (by 93 percent). Strong percentage growth is also anticipated in Sacramento County, with a gain of 52 percent over the same 20-year period. Forecasted employment growth from 2020 to 2040 is anticipated to be strongest in Sutter County with a gain of 139 percent, followed by Placer County with an estimated employee increase of 55 percent.

1.4.3.3 Local Project Vicinity

Local project vicinity growth within and immediately adjacent to the proposed Parkway was also examined. This geographic area, shown on Figure 1-2, was selected based on the availability of existing demographic data in the vicinity of the project, which is available by RAD. RADs do not constitute a formal project “study area” for the project as defined in Chapter 3, but information by RAD provides a more localized context than county data alone.

Table 1-3 shows historical population and employment data from 1990 to 2000, and growth forecasts in population and employment between 2000 and 2020 and between 2020 and 2040. Year 1980 population and employment numbers are not available from SACOG. Data for the local project vicinity are presented by individual RAD to better define actual and projected population and job growth in the vicinity of the proposed project.

The population in the local project vicinity is expected to nearly double between 2000 and 2020. Even greater labor force gains are expected. Between 2020 and 2040, the population of this area was projected to increase by about 64 percent.

Historic and Forecasted Population in the Local Project Vicinity

As shown in Table 1-3, substantial population increases occurred in the Roseville, Rocklin, Lincoln, North Natomas, and Antelope RADs between 1990 and 2000. The largest percentage increase was experienced in the North Natomas RAD at nearly 3,078 percent, while the greatest gain in the actual number of residents occurred in the Roseville RAD with an increase of nearly 34,000 people. During the 2000-to-2020 timeframe, extraordinary growth is forecast for the West Placer and North Natomas RADs, at approximately 3,344 percent and 3,802 percent, respectively. The Lincoln and South Sutter RADs are also expected to experience notable growth by 2020, at nearly 272 percent and 271 percent, respectively. Moderate population increases are forecast for the remainder of the RADs. Overall, forecasted population growth from 2020 to 2040 is anticipated to be more moderate, with the South Sutter, West Placer, and Sheridan RADs leading the way at 500 percent, 317 percent, and 191 percent, respectively. Population increases of greater than 86 percent are expected in the Lincoln and North Natomas RADs over the same 20-year period. Population trends and forecasts from 1990 through 2040 are shown on Figure 1-5.

The extent of growth in the area is indicated by recent development proposals. The City of Roseville recently approved the West Roseville Specific Plan (WRSP), a mixed-use project which extends the City of Roseville city limits to the west; it includes about 8,400 dwelling units. It also approved annexation of additional lands that could accommodate another approximately 7,400 dwelling units. Placer County has been evaluating a development application for the proposed PVSP south of Baseline Road. This proposed mixed-use development would contain about 14,100 dwelling units and about 500 acres of commercial/industrial uses. A Blueprint Alternative (see the following paragraph for background) for PVSP would contain over 21,000 dwelling units but about the same amount of commercial/industrial uses. See Section 1.6, Regional Planning Context, for more information on future development.

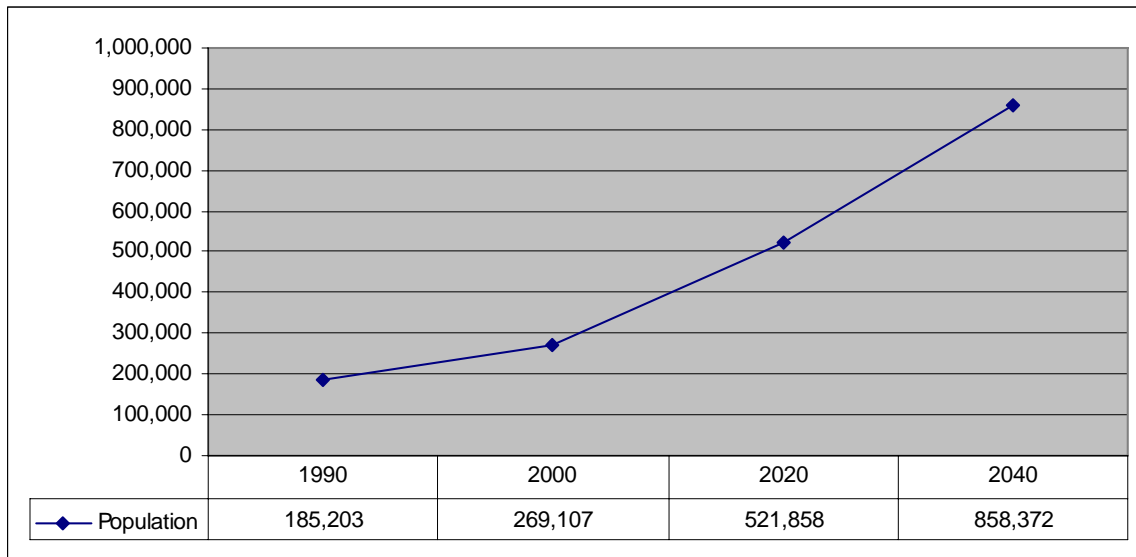
**Table 1-3
Historic and Forecasted Population and Employment in the Local Project Vicinity by Regional Analysis District**

Location by Regional Analysis District	Population							Employment						
	1990	2000	2020	2040	1990 to 2000 Growth	2000 to 2020 Growth	2020 to 2040 Growth	1990	2000	2020	2040	1990 to 2000 Growth	2000 to 2020 Growth	2020 to 2040 Growth
Sutter County														
30 South Sutter	2,907	3,060	11,351	68,059	5.3%	270.9%	499.6%	433	597	6,189	25,599	37.9%	936.7%	313.6%
Placer County														
70 Roseville	46,580	80,729	131,539	132,112	73.3%	62.9%	0.4%	27,820	59,591	99,878	106,157	114.2%	67.6%	6.3%
71 Rocklin	18,508	37,601	67,104	70,396	103.2%	78.5%	4.9%	6,391	15,664	48,128	86,829	145.1%	207.3%	80.4%
72 Lincoln	10,018	16,154	60,064	111,555	61.2%	271.8%	85.7%	1,580	4,950	23,626	53,214	213.3%	377.3%	125.2%
73 West Placer	932	1,014	34,919	145,466	8.8%	3,343.7%	316.6%	22	51	5,489	49,511	131.8%	10,662.7%	802.0%
74 Sheridan	2,661	2,939	4,054	11,785	10.4%	37.9%	190.7%	108	206	230	3,093	90.7%	11.7%	1,244.8%
Subtotal	78,699	138,437	297,680	471,314	75.9%	115.0%	58.3%	35,921	80,462	177,351	298,804	124.0%	120.4%	68.5%
Sacramento County														
1 North Natomas	63	2,002	78,111	153,980	3,077.8%	3,801.6%	97.1%	2,165	3,153	35,934	87,855	45.6%	1,039.7%	144.5%
2 Rio Linda/Elverta	18,104	19,809	26,703	37,527	9.4%	34.8%	40.5%	1,913	2,314	6,056	10,009	21.0%	161.7%	65.3%
3 North Highlands	73,209	74,359	77,691	91,437	1.6%	4.5%	17.7%	33,955	26,395	37,844	60,532	-22.3%	43.4%	60.0%
25 Antelope	12,221	31,440	30,322	36,055	157.3%	-3.6%	18.9%	749	2,684	4,076	5,855	258.3%	51.9%	43.6%
Subtotal	103,597	127,610	212,827	318,999	23.2%	66.8%	49.9%	38,782	34,546	83,910	164,251	-10.9%	142.9%	95.7%
Total	185,203	269,107	521,858	858,372	45.3%	93.9%	64.5%	75,136	115,605	267,450	488,654	53.9%	131.3%	82.7%

Sources: SACOG, 3-28-01 and 1-22-02; DKS Associates, 2007
1990 and 2000 data are from SACOG

Note: 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

Figure 1-5: Historic and Forecasted Population in the Local Project Vicinity by Regional Analysis District



Sources: SACOG, 2001, 2002; DKS Associates, 2007
1990 and 2000 data are from SACOG

Note: 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

SACOG's development projections assumed that only a small portion of the ultimate population in these major development areas would exist by 2020. However, SACOG projections were adopted in April 2001, before some of these developments were proposed or approved. SACOG recently completed a transportation and land use planning effort with a 2050 horizon called "the Blueprint." That effort has convinced SACOG that their projected 2020 growth for Placer County was underestimated. SACOG anticipates that Placer County's population would exceed 600,000 by 2050 (up from 249,000 in 2000). In their ongoing planning efforts, SACOG has placed about 90 percent of that growth in southwestern Placer County within or adjacent to the RADs identified on Figure 1-2.

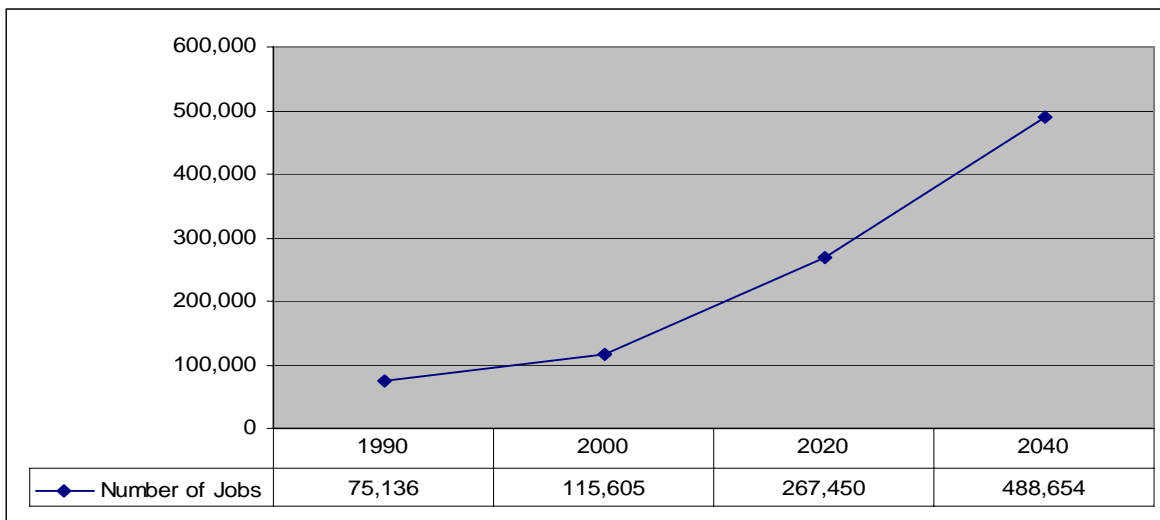
Historic and Forecasted Employment in the Local Project Vicinity

Table 1-3 also shows SACOG's past and forecasted job growth for RADs in the local project vicinity between 1990 and 2040. Robust job growth was experienced in Placer County and the Antelope RAD over the ten-year period from 1990 to 2000, with more moderate job growth occurring in North Natomas, Rio Linda/Elverta, and South Sutter RADs. A decline of 22.3 percent was experienced in the North Highlands RAD from 1990 to 2000.

Strong job growth is forecasted for both southwestern Placer and northern Sacramento RADs, with moderate job growth forecasted for the Sutter County RAD between 2000 and 2020. The largest employment gains are anticipated for the West Placer RAD at 10,663 percent, followed by the North Natomas and Lincoln RADs at 1,040 percent and 377 percent respectively. These percentages are high because there is currently little employment in these RADs. Employment in the SR 65 high-technology corridor is expected to grow even faster than population, with a long-term compound growth rate of 3.1 percent per year. Sutter County has designated 10,500 acres in southern Sutter County as industrial/commercial reserve. Sutter County is currently processing an application for a mixed-use development in a 7,500-acre portion of this area that could include up to 17,500 dwelling units and a minimum of 3,600 acres of employment uses. Overall, forecasted employment growth from 2020 to 2040 is anticipated to be strong, with the West Placer and Sheridan RADs leading the way at 802 percent and 1,245 percent, respectively.

Strong employment growth is also forecasted for the Lincoln, North Natomas, and South Sutter RADs. Employment trends and forecasts by RAD from 1990 through 2040 are shown on Figure 1-6.

Figure 1-6: Historic and Forecasted Employment in the Local Project Vicinity by Regional Analysis District



Sources: SACOG 2001 and 2002; DKS Associates, 2007

1990 and 2000 data are from SACOG

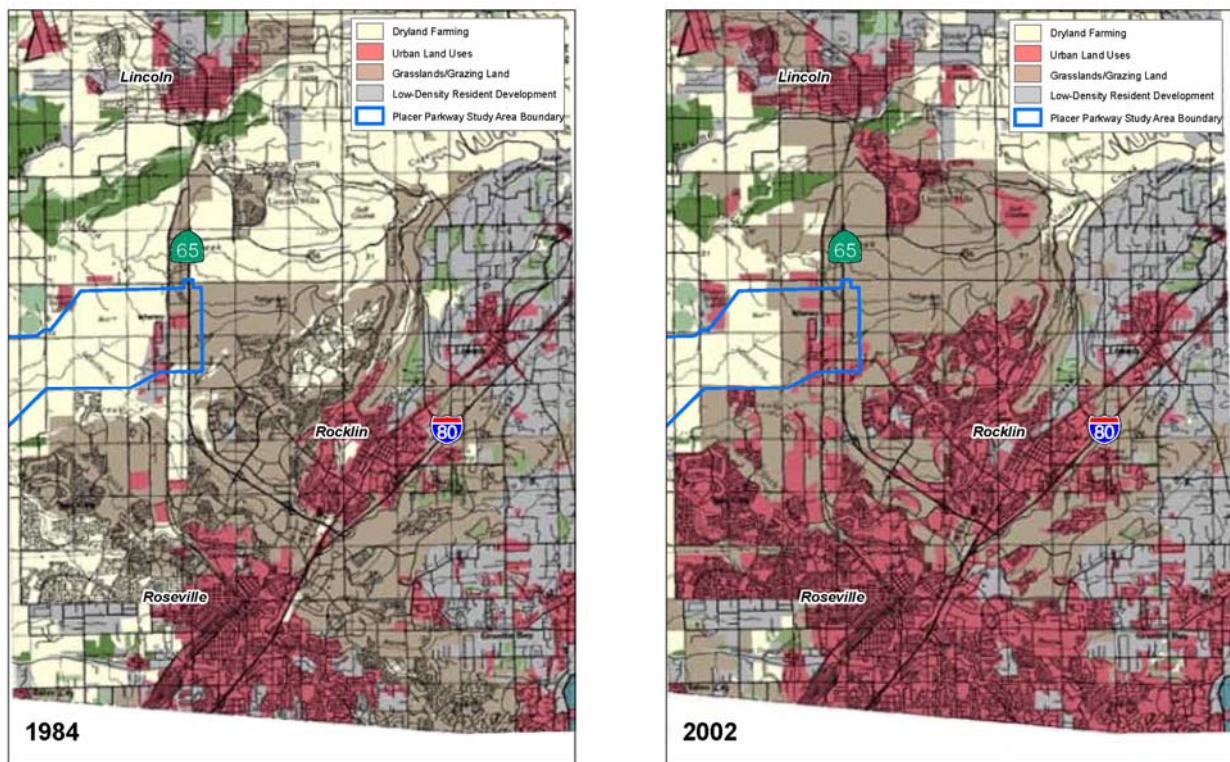
Note: 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

1.4.4 LAND USE TRENDS

The Farmland Mapping and Monitoring Program (FMMP) produces maps and statistical data used for analyzing impacts on California’s agricultural resources. The information is gathered using air photos and site visits, and data extracted from FMMP’s GIS database. The results of the population and employment growth, such as those described above can be seen on maps of urbanization or changes in land use over time. While FMMP has not created maps specific to the area where the Parkway is proposed, maps have been created to show the urbanization of the SR 65 corridor, from Roseville to Lincoln. Most of this area is still considered to be agricultural or open space land. Placer County has been among the “Top Ten Urbanizing Counties” as mapped by FMMP between 1994 and 2002. Growth in urban land has averaged over 2,500 acres per biennial map update since 1984 (FMMP, 2006a). The following two map series depict the land use changes in vicinity of the SR 65 corridor near the project. The area shown is approximately 9 miles across from east to west, and 14 miles from north to south.

FMMP classifies land as farmland (prime being the best of four types of farmland), grazing land, urban land, other land or water. The “other” category includes low-density “ranchettes,” wetlands, and brush or timberlands unsuitable for grazing. Changes from 1984 through 2002 are predominantly the conversion from dryland farming (yellow) to grasslands/grazing land (brown) or urban land uses (red). Much of the grey area is low-density resident development on the grassy/oak-studded hills of southwestern Placer County (FMMP, 2006a). Figure 1-7 shows how rapidly the SR 65 corridor has developed since 1984. With Placer County expected to continue growing at an accelerated rate, even more of this corridor, as well as surrounding areas, would be urbanized by 2020.

**Figure 1-7: Changes in Land Use Along SR 65 Corridor
1984 – 2002**



Source: FMMP, 2006

More recently, FMMP also analyzed the impacts of the urbanization of the greater Sacramento region between 2000 and 2002. The greater Sacramento region is defined as the six counties under SACOG's jurisdiction (El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba counties). Specific to the Placer Parkway vicinity, FMMP found (FMMP, 2006b):

- Placer County gained 5,408 urban acres from 2000 to 2002, more than 90 percent of which had been farm or grazing land. This was a 40 percent increase in the urbanization rate compared to the 1998-to-2000 rate of urbanization.
- Sacramento County converted fewer acres to urban land from 2000 to 2002 (2,741 acres) than in the prior two-year cycle (6,430 acres). Conversions affected each of the incorporated cities. Farm and grazing decreased by 4,551 acres in the 2000-to-2002 cycle due to urbanization and improved mapping of rural residential areas.
- Sutter County urbanized 488 acres urbanized between 2000 and 2002, compared with 692 acres in the prior two-year cycle.

Land use changes have also recently occurred in the northwestern portion of Sacramento County. The Natomas Basin area has historically been used for agricultural purposes. However, the pressure to find suitable land for development at a reasonable cost has resulted in the conversion of this area to residential and commercial land uses. Data from SACOG indicates that the Natomas Basin area of Sacramento County has experienced significant recent growth and this trend is expected to continue.

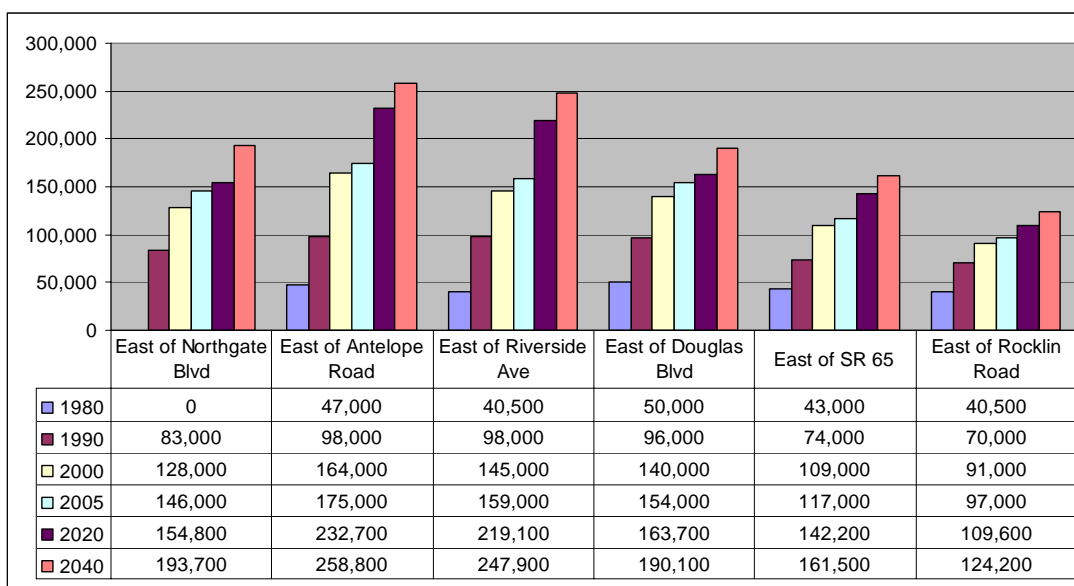
1.4.5 ROADWAY OPERATIONS AND TRAVEL DEMAND

Population and job growth affect travel demand and resultant roadway operations. The traffic information in this Tier 1 EIS/EIR was obtained from four sources: Caltrans, Placer County Department of Public Works, Sutter County Department of Public Works, and DKS Associates. Caltrans, Placer County, and Sutter County traffic data were used to describe the historical context of roadway operations, while DKS Associates prepared forecasts that estimate anticipated travel demand. The existing roadway network in the local project vicinity consists of federal/state highways, arterials, collectors, and local roads. Presented below are historical roadway operations and projected future travel demand for selected roadways in the local project vicinity. All data assume that a Placer Parkway is not constructed. See Figure 1-2 for the location of these roads.

1.4.5.1 Interstate 80

Interstate 80. Historical roadway operations since 1980 and projected future travel demand for I-80 are shown on Figure 1-8. I-80 north of Sacramento was constructed in 1981/1982. It was implemented to

Figure 1-8: Historic and Projected Traffic Growth on Interstate 80 (average daily traffic)



Source: Caltrans, 2005; DKS Associates, 2007

2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

Notes: 0 = Traffic Count Data Not Available

relieve congestion in the downtown Sacramento area. Traffic counts from 1980 are not available from Northgate Boulevard east to Greenback Lane, as this portion of I-80 did not exist then.

Traffic more than doubled on I-80 in the immediate Sacramento area from 1980 to 1990, with strong growth experienced in the Roseville and Rocklin communities. The greatest increase, 108 percent, was experienced east of the I-80/Riverside Avenue/Auburn Boulevard interchange. Significant growth was also experienced from 1990 to 2000 along I-80, with the greatest increase, 67.3 percent, occurring west of the I-80/Riverside Avenue/Auburn Boulevard interchange area. In the 2000-to-2005 period, moderate growth was experienced on most segments of I-80, with average increases of less than 14 percent.

I-80 from Northgate Boulevard to SR 65 does not currently meet the level of service standards established by Caltrans. This segment of I-80 operates at LOS F, while the LOS standard is LOS D or better. Between 2005 and 2020, demand on I-80 is expected to be the greatest between Sacramento and Roseville. The I-80/Riverside Avenue/Auburn Boulevard interchange area is expected to experience an increase of nearly 38.0 percent over the 15-year period, while the I-80/SR 65 interchange area is anticipated to experience an increase of nearly 22 percent. Forecasted growth from 2020 through 2040 along I-80 is greatest at the I-80/Northgate Boulevard interchange area, with more moderate growth anticipated between Sacramento and Roseville.

1.4.5.2 California Department of Transportation Facilities

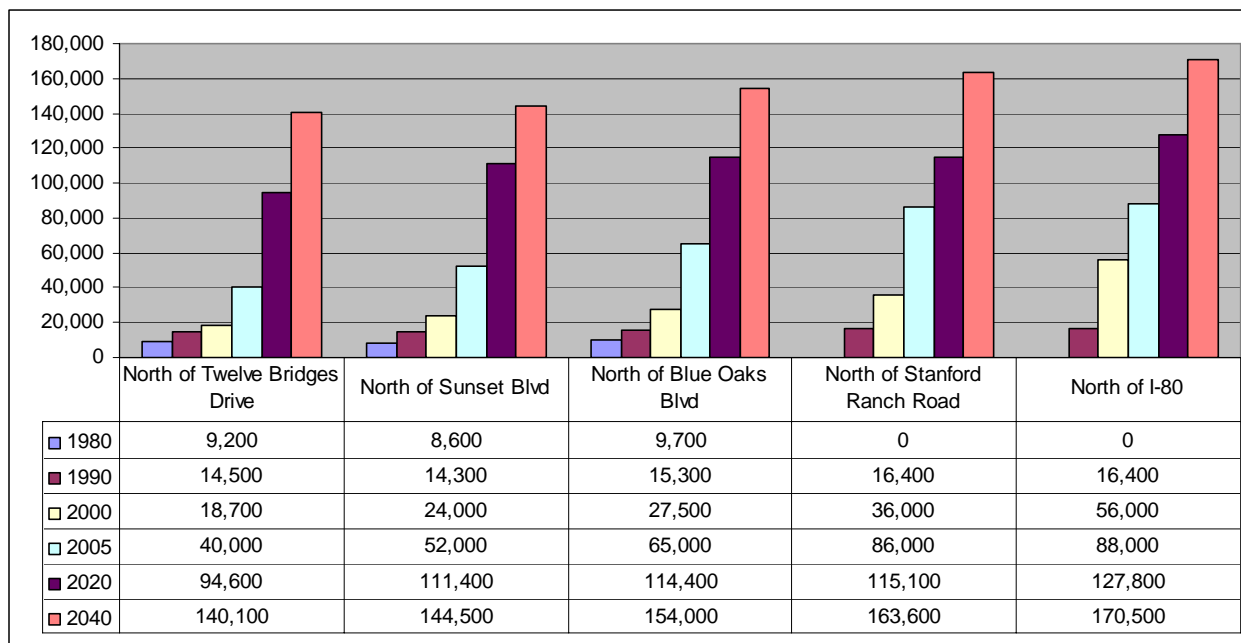
State Route 65. Historical roadway operations since 1980 and projected future travel demand for SR 65 are shown on Figure 1-9. SR 65 was a two-lane road through the City of Roseville prior to 1988, when the freeway facility that exists today was constructed to relieve congestion. Caltrans traffic count locations differ over the last 20 years as the road network has changed. The data presented below show approximate traffic count locations.

Traffic along SR 65 has nearly doubled each decennial year, primarily due to the rapid development of southwestern Placer County. The largest gain, from 1980 to 1990, was experienced north of the Sunset Boulevard interchange, with a 66.3 percent increase. The largest increase in traffic along SR 65 between 1990 and 2000, of nearly 241 percent, was experienced north of the I-80 interchange area. Strong growth of greater than 119 percent was seen north of the Stanford Ranch Road interchange, while an increase of 67 percent or greater was experienced north of the Sunset Boulevard interchange area and north of the Blue Oaks Boulevard interchange.

SR 65 from I-80 to Pleasant Grove Boulevard does not currently meet the level of service standards established by Caltrans. This segment of SR 65 operates at LOS F, while the Caltrans LOS standard is LOS D or better. Between 2005 and 2020, demand on SR 65 in the Sunset Industrial Area is expected to more than double as the area continues to develop. Anticipated traffic gains closer to I-80 are also expected to be substantial, with greater than 33 percent increases forecasted. Forecasted traffic growth from 2020 to 2040 is also expected to be strong, but not nearly as robust as the previous 15-year period. Increases greater than 40 percent are anticipated north of the Twelve Bridges Drive interchange and north of the Stanford Ranch Road interchange.

State Route 70/99. Historical roadway operations since 1980 and projected future travel demand for SR 70/99 are shown on Figure 1-10. Traffic more than doubled on all segments of SR 70/99 from I-5 to the SR 70/99 split from 1980 to 1990, with the greatest increase, 129.4 percent, experienced north of the SR 70/99/I-5 interchange. More moderate traffic increases were seen on SR 70/99 from 1990 through 2005. The largest gain was experienced north of the SR 70/99/I-5 interchange, with an increase of 48 percent from 1990 to 2000. Between 2005 and 2020, demand on SR 70/99 in the local project vicinity is expected increase as southern Sutter County develops. Gains of nearly 41 percent or greater are expected, with a 34.4 percent increase anticipated north of the SR 70/99/Howsley Road interchange. Forecasted traffic growth from 2020 to 2040 is expected to be strong, especially north of the I-5 interchange and north of the Elverta Road interchange, with expected increases greater than 106 percent.

Figure 1-9: Historic and Projected Traffic Growth on State Route 65 (average daily traffic)

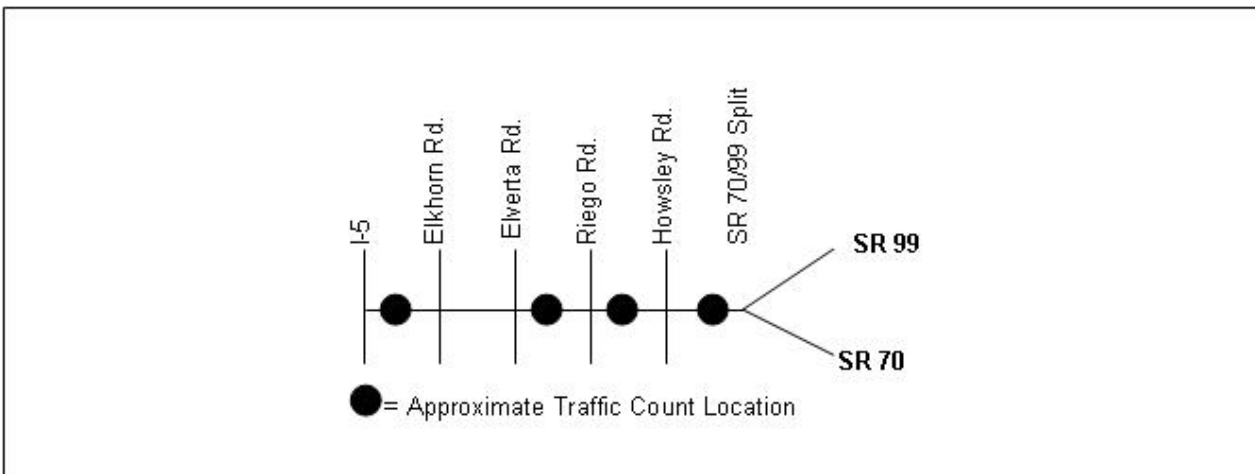
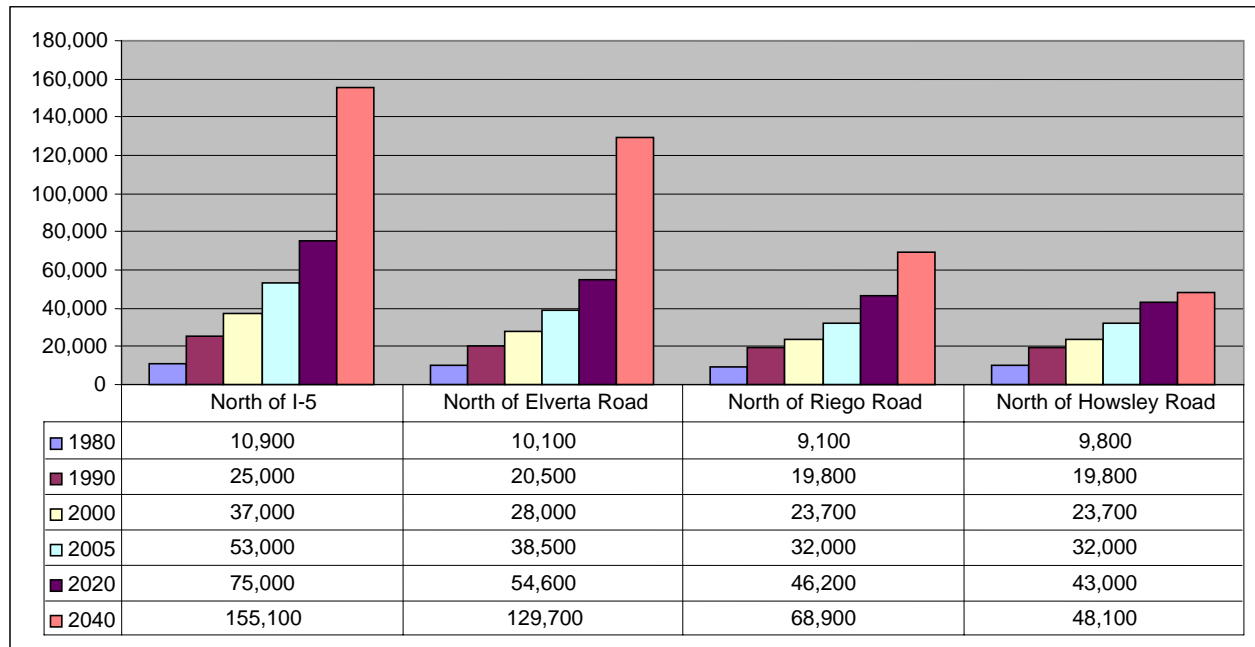


Source: Caltrans, 2005; DKS Associates, 2007

Notes: 0 = Traffic Count Data Not Available

2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

Figure 1-10: Historic and Projected Traffic Growth on State Route 70/99 (average daily traffic)



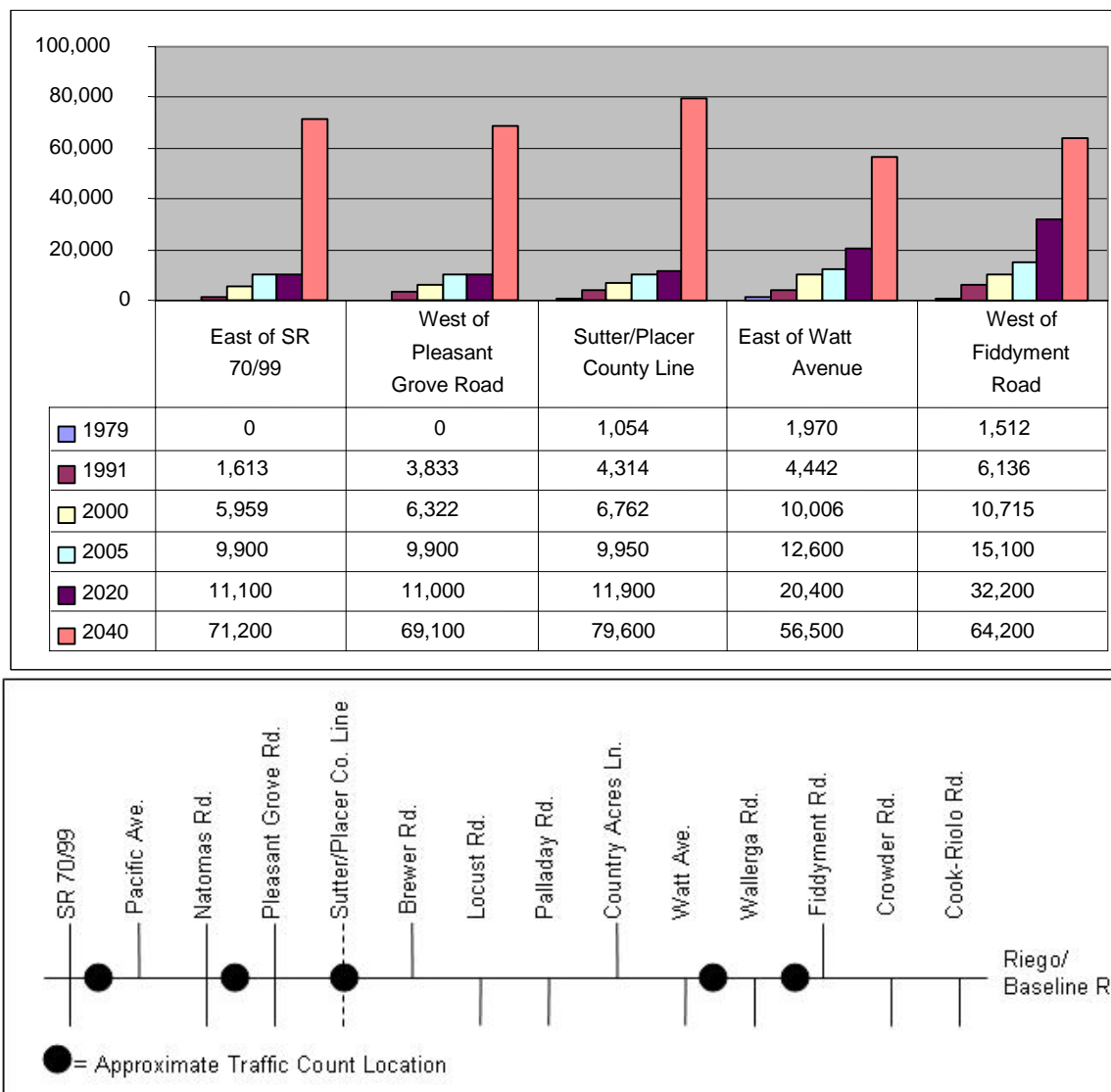
Source: Caltrans, 2005; DKS Associates, 2007

Note: 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

1.4.5.3 Local Facilities

Riego/Baseline Road. Historical roadway operations since 1979 and projected future travel demand for Riego/Baseline Road are shown on Figure 1-11. Significant traffic volumes on Riego/Baseline Road were not experienced until after 1990 when traffic flow between northern Sacramento County, southern Sutter County, and Roseville increased due primarily to new development in southwestern Placer County. From 1991 to 2000, strong traffic growth was experienced in the Watt Avenue area, which connects to Baseline Road in Placer County (an increase of 126 percent). Even greater growth for the same ten-year period on Riego/Baseline Road was experienced in the SR 70/99 area with an increase of 269 percent. Traffic along Riego/Baseline Road continued to increase during the 2000-to-2005 period as southwestern Placer County continued to develop. The largest gain was experienced near SR 70/99, with an increase of 66 percent.

Figure 1-11: Historic and Projected Traffic Growth on Riego/Baseline Road (average daily traffic)



Source: Placer County Department of Public Works, 2005; Sutter County Department of Public Works, 2006; DKS Associates, 2007

Notes: 1979 traffic data unavailable from Sutter County

1992 traffic data used for East of SR 70/99 and West of Pleasant Grove Road as no 1991 count data are available

1999 traffic data used for East of SR 70/99 and West of Pleasant Grove Road as no 2000 count data are available

0 = Traffic Count Data Not Available

2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

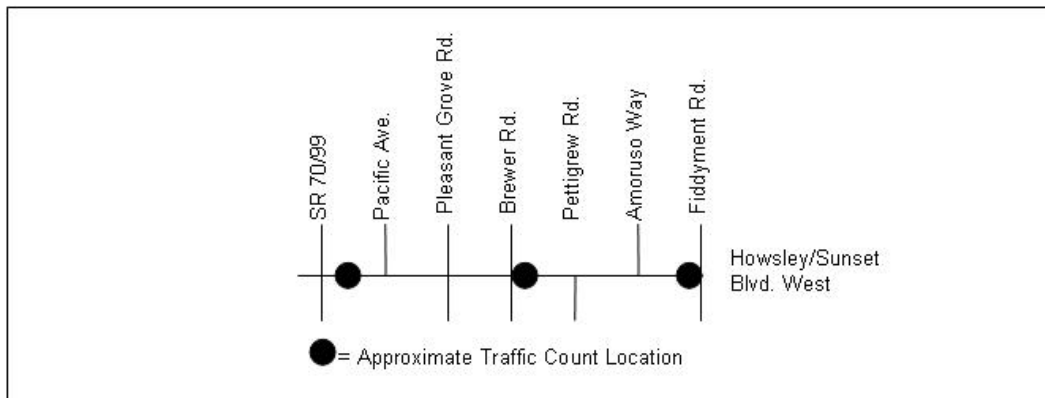
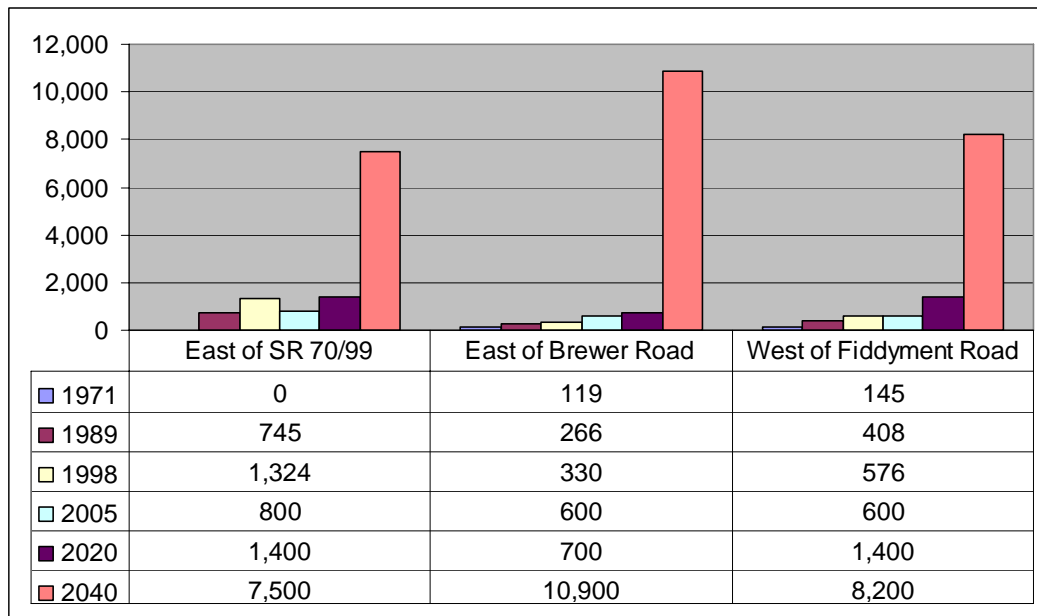
Baseline Road from the Sutter/Placer County line to Watt Avenue and from Walerga Road to Woodcreek Oaks Boulevard does not currently meet the level of service standards of LOS C or better established by Placer County and the City of Roseville, respectively. Between 2005 and 2020, demand on Riego/Baseline Road is expected to continue growing as more development occurs. Planned improvements to Riego/Baseline Road would accommodate some of the traffic. However, near Fiddymont Road, traffic on Riego/Baseline Road is expected to increase 113 percent. Near Watt Avenue, traffic on Riego/Baseline Road is expected to increase by 62 percent.

Forecasted traffic growth from 2020 to 2040 is expected to be significant along Riego/Baseline Road. Gains of 528 percent or greater are anticipated to occur near SR 70/99, Pleasant Grove Road, and near the

Sutter/Placer County line, while increases of 100 percent or greater are expected near the Watt Avenue area and Fiddymment Road area.

Howsley Road/Sunset Boulevard West. Historical roadway operations since 1971 and projected future travel demand for Howsley Road/Sunset Boulevard West are shown on Figure 1-12. Historically, traffic on Howsley Road/Sunset Boulevard West has been relatively low because of the rural nature of the area, and because it does not directly link to SR 65 or Placer County cities. Scattered development exists along the roadway, including Amoruso Acres west of Fiddymment Road. No urban land uses are designated by either the Placer or Sutter County General Plans in this area. However, two large specific plan areas (see Section 4.1.2.2 for additional details) are in planning or pre-planning stages (PRSP and an area to its west currently referred to as Brookfield). Moderate growth has been experienced to date, and demand in the future is anticipated to be low through the year 2020. Forecasted demand from 2020 to 2040 is anticipated to substantially increase along all segments of Howsley Road/Sunset Boulevard West.

Figure 1-12: Historic and Projected Traffic Growth on Howsley Road/Sunset Boulevard West (average daily traffic)



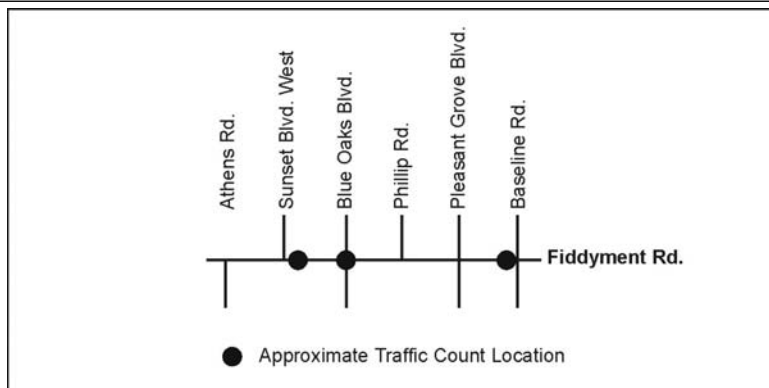
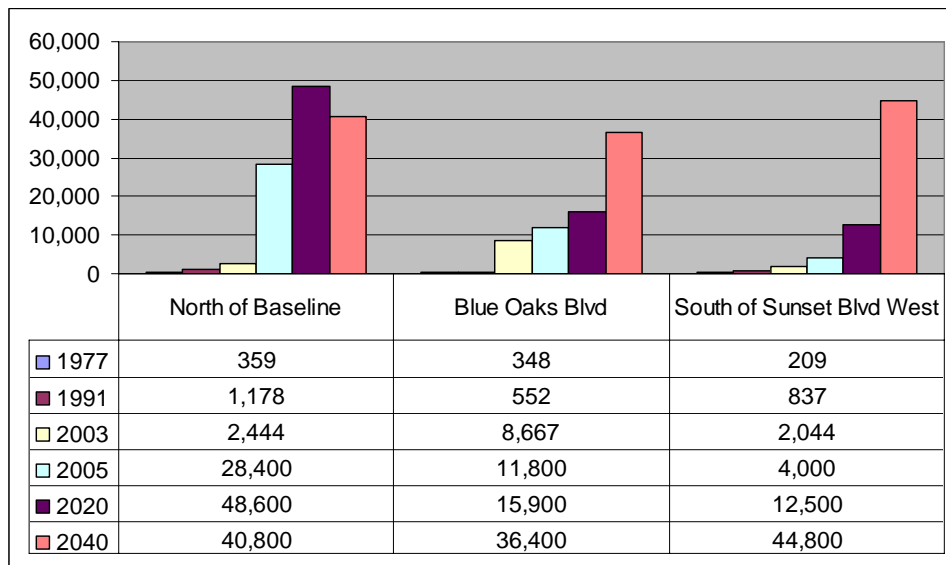
Source: Placer County Department of Public Works, 2005; Sutter County Department of Public Works, 2006; DKS Associates, 2007

- Notes: 1971 traffic data unavailable from Sutter County
- 1992 traffic data used for East of SR 70/99 as no 1989 count data are available
- 1999 traffic data used for East of SR 70/99 as no 1998 count data are available
- 0 = Traffic Count Data Not Available
- 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

Fiddymment Road. Historical roadway operations since 1977 and projected future travel demand for Fiddymment Road are shown on Figure 1-13. Historically, traffic on Fiddymment Road has been relatively low due to the rural nature of the area. Scattered development existed along the roadway until recently. With development in the Sunset Industrial Plan Area as well as the Del Webb Sun City project, fronts on Fiddymment Road, traffic near the Blue Oaks Boulevard area increased 1,470.1 percent between 1991 and 2003. In the 2003-to-2005 period, significant traffic gains were experienced all along Fiddymment Road, especially near Baseline Road, which experienced a gain of 1,062 percent.

Fiddymment Road from Baseline Road to Pleasant Grove Boulevard does not currently meet the level of service standards of LOS C or better established by Placer County. Between 2005 and 2020, demand on Fiddymment Road is expected to substantially increase due to the development of the planned WRSP area and several other areas that are currently under review. The greatest increase—213 percent—is expected south of Sunset Boulevard West. Traffic growth of 258 percent from 2020 to 2040 is also expected south of Sunset Boulevard West. Development of the proposed SVSP portion of Roseville’s SOI, assumed after 2020, would provide new roadways parallel to Fiddymment Road. These new roadways would result in less traffic on Fiddymment Road north of Baseline Road in 2040 than in 2020, despite projected increases in development in that area between 2020 and 2040. Planned improvements to Fiddymment Road would accommodate some of this projected traffic.

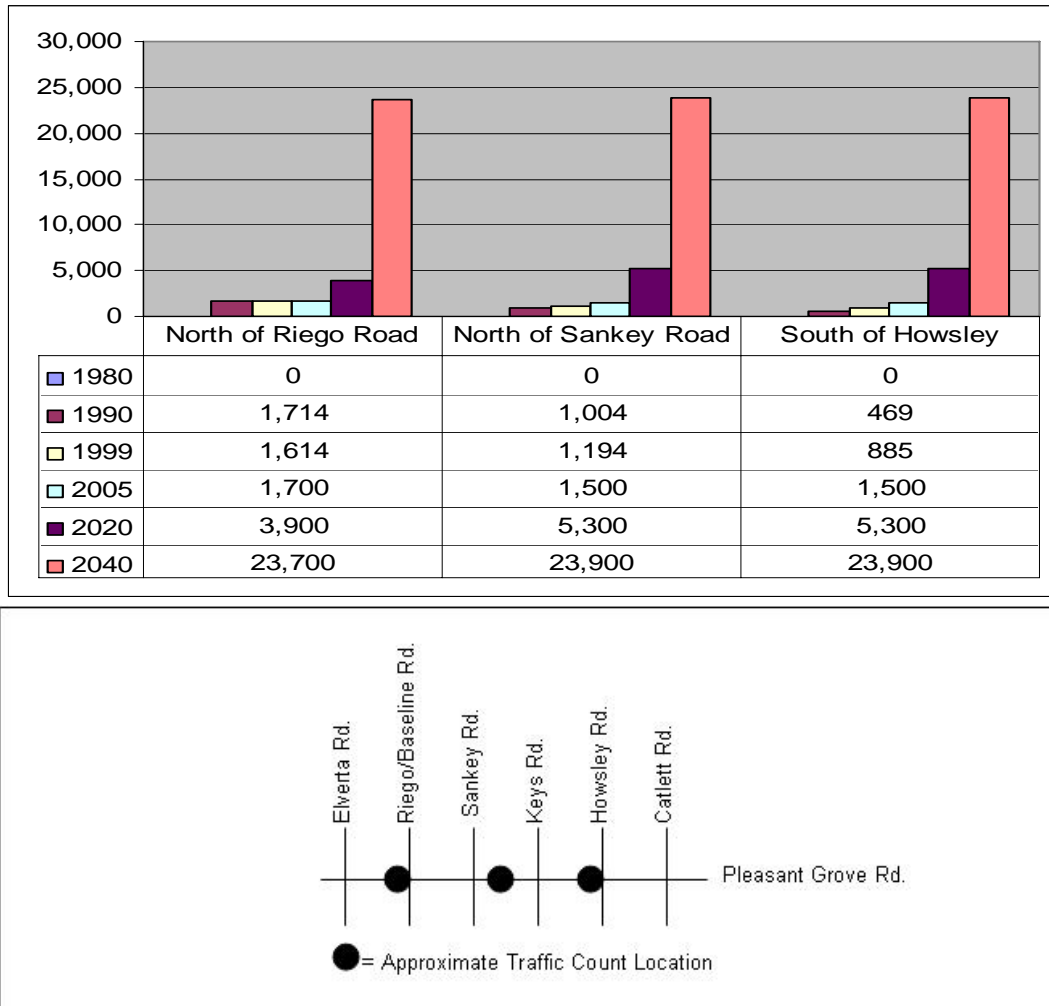
Figure 1-13: Traffic Growth on Fiddymment Road (average daily traffic)



Source: Placer County Department of Public Works, 2005; DKS Associates, 2007
 Notes: 1996 traffic data used for north of Baseline Road as no 2003 count data are available
 2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

Pleasant Grove Road. Historical roadway operations since 1990 and projected future travel demand for Pleasant Grove Road are shown on Figure 1-14 (no Sutter County data were available for the period before 1990). Similar to Howsley Road/Sunset Boulevard West, traffic on Pleasant Grove Road has been relatively low historically due to the rural nature of the area. Scattered development exists along the roadway, and no major developments are currently planned or proposed. Moderate growth has been experienced to date, and demand is anticipated to be low through the year 2020. However, the proposed development of Sutter Pointe (see Section 4.1.2.2) (the Measure M area) in southern Sutter County is expected to affect traffic along Pleasant Grove Road by the year 2040. Increases of 350 percent or greater are forecasted.

Figure 1-14: Historic and Projected Traffic Growth on Pleasant Grove Road (average daily traffic)



Source: Sutter County Department of Public Works, 2006; DKS Associates, 2007

Notes: 1980 traffic data unavailable from Sutter County

1995 traffic data used for North of Sankey Road as no 1999 count data are available

0 = Traffic Count Data Not Available

2020 and 2040 data are from DKS Associates based on development projections as described in Chapter 3.

1.5 REGIONAL PLANNING CONTEXT

1.5.1 POPULATION ALLOWANCES IN ADOPTED PLANS

1.5.1.1 Sutter County

The Sutter County *General Plan 2015 Housing Element Update*, which covers the period from 2002 to 2007 (adopted September 2004), includes countywide findings, goals, policies, and implementation programs to address housing development. The *Housing Element* is intended to promote safe, decent housing for Sutter County's current and future residents. The *Housing Element* determined the existing and future housing needs by evaluating the county's population. Sutter County used SACOG projection data for year 2015 in order to better assess how it is expected to grow. Between 2000 and 2015, Sutter County's population is expected to grow by 38.5 percent, or approximately 2.23 percent per year, to 109,280 persons (Sutter County, 2004).

County staff conducted a vacant sites inventory, and included only those parcels that are either devoid of structural improvements or minimally developed, and that are considered suitable for development within either the five- or ten-year planning period. An analysis of connections to public services, such as water, sewage treatment, storm drainage, and roads was also conducted. Based on this analysis, county staff determined that 8,589 housing units could be built on land suitable for development (Sutter County, 2004). A similar analysis was not conducted for commercial or industrial land use development in the *Land Use Element*. Ultimately, the actual land use development would be determined by availability of developable land, land use constraints (both environmental and zoning), available resources, and market pressures.

1.5.1.2 Placer County

The *Draft 2000 – 2007 Placer County Housing Element* (adopted April 2003) includes countywide goals, policies, implementation programs, and objectives to address housing development. The *Housing Element* is intended to encourage the provision of safe, decent housing for Placer County's current and future residents. A significant component of the *Housing Element* is the determination of existing and future housing needs through an analysis of demographics. Placer County used SACOG projection data for the years 2010 and 2020 to better assess how it is expected to grow. Between 2000 and 2010, Placer County's population is expected to grow by 35.6 percent to 336,815 persons, and by 2020 it is expected to grow another 17.8 percent to 396,786 persons (Crawford, 2003). The majority of this population growth is expected in southwestern Placer County near the communities of Roseville, Rocklin, and Lincoln.

County staff manually reviewed zoning and assessor parcel maps, and in some cases conducted windshield surveys to identify vacant sites suitable for development. Connections to public services, such as water, sewage treatment, storm drainage, and roads were also analyzed. The analysis showed that a maximum of 13,266 housing units could be built on vacant land in unincorporated Placer County that is suitable for residential development (Crawford, 2003). No commercial or industrial land use development was analyzed in the *Land Use Element*. Ultimately, the actual land use development would be determined by availability of developable land, land use constraints (both environmental and zoning), available resources, and market pressures.

Sunset Industrial Area Plan. The eastern portion of the study area interacts with the 1997 Sunset Industrial Area Plan (SIAP) area in unincorporated Placer County. Development within this area is guided by the Placer County General Plan and the SIAP. The 8,883-acre SIAP area is bounded on the north by the City of Lincoln, on the east by the City of Rocklin, and on the south by the City of Roseville. West of the SIAP lies a large area of agricultural land within Placer County. The SIAP uses six land use designations to guide development within the plan area: Business Park, Industrial, General Commercial,

Agriculture, Public Facility, and Open Space. No residential land uses are allowed within the plan area; however, the proposed PRSP (discussed in Section 1.6.2, Proposed and Anticipated Major Developments) lies partially within the SIAP and includes a variety of densities of residential and university land uses.

1.5.1.3 Sacramento County

The Sacramento County *General Plan Housing Element* (adopted November 1994, revised July 1996) includes countywide strategies, goals, policies, and programs to address housing development. The *Housing Element* is intended to address the long-term preservation, improvement, and development of housing for all economic classes. A significant component of the *Housing Element* is the determination of existing and future housing needs through an analysis of demographics. Due to the age of the *Housing Element*, projection data were only prepared for the year 2000. Therefore, for the purposes of this analysis SACOG projection data for years 2010 and 2020 were used to better assess how Sacramento County it is expected to grow. Between 2000 and 2010, Sacramento County's population is expected to grow by 19.3 percent to 1,459,968 persons, and by 2020, it is expected to grow another 12.7 percent to 1,646,056 persons. The majority of this population growth is expected east of the City of Sacramento in the communities of Citrus Heights, Orangevale, Folsom, Fair Oaks, and Rancho Cordova.

Due to the age of the *Housing Element* and the fact that holding capacity estimates of the Sacramento County *General Plan* for the 1990 to 2010 period were developed in August 1991, no meaningful data are available to be used in this part of the analysis. Additionally, no meaningful analysis of commercial or industrial land use development from the *Land Use Element* was able to be used in this part of the analysis. Of note, Sacramento County is in the process of updating its General Plan for the 2005-to-2030 period. Ultimately, the actual land use development would be determined by availability of developable land, land use constraints (both environmental and zoning), available resources, and market pressures.

1.5.1.4 City of Roseville

The City of Roseville *General Plan 2020 Housing Element*, which covers the period from 2002 to 2007 (adopted September 2002), includes citywide goals, objectives, and implementation measures/programs to address housing development. The *Housing Element* is intended promote safe, decent housing for its current and future residents. The *Housing Element* determined its existing and future housing needs by evaluating the city's population. The City of Roseville used DOF projection data for year 2020 to better assess how it is expected to grow. Between 2000 and 2005, Roseville's population was expected to grow by 14.7 percent to 95,200 persons, and by 2020 it is expected to grow another 10.3 to 15.5 percent to 105,000 or 110,000 persons (City of Roseville, 2002).

Due to the rapidly decreasing inventory of vacant land within the City of Roseville, it anticipated reaching residential buildout capacity by the 2007. The areas ripe for development have already been inventoried by city staff. Based on their analysis, it was determined that 8,420 housing units could be built on land suitable for development (City of Roseville, 2002). Based on this, Roseville anticipated receiving increased rezoning requests and/or annexing adjacent lands in the near future. The WRSP was such a project. It is located in the City of Roseville adjacent to the project study area. It was approved by the Roseville City Council in February 2004 and annexed into the city on August 18, 2004. The first phase is under construction.

Roseville projects that its residential land uses will be exhausted well before buildout of nonresidential land (e.g., commercial or industrial land uses) could be achieved. However, the *Land Use Element* contains citywide goals, objectives, and implementation measures/programs that try to promote a reasonable jobs/housing balance. Ultimately, the actual land use development would be determined by

availability of developable land, land use constraints (both environmental and zoning), available resources, and market pressures.

1.5.1.5 City of Rocklin

The City of Rocklin *General Plan 2025 Housing Element* (adopted May 2004), which covers the period from 2002 to 2007, includes citywide goals and policies to address housing development. The *Housing Element* is intended to identify the nature and extent of existing and future housing needs in the city. The City of Rocklin used SACOG projection data for the year 2025 to better assess how it is expected to grow. Between 2000 and 2025, Rocklin's population is expected to grow by 98.1 percent to 70,490 persons (City of Rocklin, 2004).

As a part of the *City of Rocklin Draft 2005 General Plan*, city staff compiled an inventory of existing land uses, including an inventory of development status (vacant or developed) and development type (residential, mobile home, commercial, industrial, and other uses). The analysis showed that a maximum of approximately 13,700 housing units could be built on vacant land (Quad Knopf, 2005). The analysis for commercial, office, and industrial land use development was conducted in the *Land Use Element*. It showed that approximately 13,237,000 square feet could be developed by 2025 (Quad Knopf, 2005). Ultimately, the actual land use development would be determined by availability of developable land, land use constraints (both environmental and zoning), available resources, and market pressures.

1.5.1.6 City of Lincoln

The City of Lincoln *Housing Element*, which covers the period from 2002 to 2007 (adopted September 2002, amended November 2003), includes citywide goals, policies, and program actions to address housing development. The *Housing Element* is intended to facilitate the provision of housing to meet those needs at all income levels. The *Housing Element* determined its existing and future housing needs by evaluating the city's population. The City of Lincoln used SACOG projections for years 2010 and 2020 to better assess how it is expected to grow. Between 2000 and 2010, Lincoln's population is expected to grow by 242.3 percent to 38,350 persons, and by 2020 it is expected to grow another 47.5 percent to 56,575 persons (Parsons, 2002).

As a part of the *Housing Element*, city staff estimates that there are approximately 3,663 acres of undeveloped residentially zoned land available within the city that has the potential to accommodate 15,056 new units in various residential zoning ordinance and specific plan designations. There are no known significant environmental or infrastructure constraints on any of the undeveloped land (Parsons, 2005). Due to the age of the existing *1988 General Plan Land Use Element*, no meaningful analysis of commercial or industrial land use development was able to be used. Of note, the City of Lincoln is in the process of updating its General Plan for the 2005-to-2020 period. Ultimately, the actual land use development would be determined by availability of developable land, land use constraints (both environmental and zoning), available resources, and market pressures.

1.5.1.7 Local Government Land Use Decisions

According to the California Housing and Community Development Department report, *Raising the Roof: California Housing Development Projections and Constraints, 1997-2020*, there are 313,996 acres of developable land in Placer County and 362,981 acres of developable land within Sutter County, for a total of 676,977 acres of developable land within the two counties. Developable land has not necessarily been approved for development by a governing body, although it can be, as in the case of the WRSP area. Thus, for the purposes of this Tier 1 EIS/EIR, developable land is considered to be all land that is neither constrained nor developed.

Agriculture has long been established as the predominant land use in southeastern Sutter and southwestern Placer counties within the study area. However, in recent years, the areas immediately to the northeast, east, south, and southwest have been undergoing rapid change. The cities of Lincoln, Rocklin, and Roseville have been among the fastest growing in the Sacramento region, and Placer County has consistently been among the top growth counties in the state over the last decade (DOF, 2006). As a result of the development and population growth that has occurred in and around the study area, development pressure on the land within the study area has intensified, as indicated by the number of recent proposed developments as described below.

1.5.2 PROPOSED AND ANTICIPATED MAJOR DEVELOPMENTS

Figure 1-15 identifies planned and proposed developments within or near the study area.

Sutter Pointe Specific Plan (Measure M). Measure M, a voter-approved advisory measure, directed the Sutter County Board of Supervisors to consider a mixed land use development for an approximately 7,500-acre area within south Sutter County. This area is currently dominated by agricultural land uses, but is designated as Industrial/Commercial Reserve according to the Sutter County General Plan Map and contains a large developed industrial park and a 50-acre Sysco distribution and warehouse facility. The proposed plan, called the SPSP, calls for a maximum of 2,900 acres of residential land use, a minimum of 3,600 acres of business/industrial, and minimum of 1,000 acres for educational, retail, parks, and community facilities. This application is currently being processed by Sutter County.

Placer Vineyards Specific Plan. The proposed PVSP area is located in southwestern Placer County and is bounded on the north by Baseline Road, on the south by the Sacramento-Placer County line, on the west by the Sutter-Placer County line, and on the east by Dry Creek and Walerga Roads. The majority of the 5,230-acre site is currently zoned for agriculture (80-acre minimum lot sizes), and a small portion of the site is zoned Residential Agriculture (10-acre minimum lot sizes). The August 1994 Placer County General Plan identified this area as appropriate for urbanization following adoption and implementation of a comprehensive Specific Plan. The proposed PVSP includes residential, commercial, public/quasi-public land uses and a Special Planning Area. Approximately 2,377 acres of residential land uses are planned within the urbanized area of the plan. The Special Planning Area comprises 979 acres of existing rural residential development where no land use changes are proposed. The PVSP may also incorporate 161 acres of commercial properties, including a 60-acre site for a regional retail “Power Center.” The plan includes over 1,076 acres of open space, public facilities, and parkland. Lastly, the PVSP proposes 34.5 acres for office space, 140 acres for new schools, and 330 acres for new roadways or improvements to existing roadways.

Regional University Specific Plan. The proposed RUSP area is comprised of 1,100 acres of undeveloped agricultural land in Placer County situated between the western boundary of the WRSP area and Brewer Road in the central portion of the study area. The RUSP project includes the completion of a private university and a new residential community. The university campus would encompass 600 acres of the project site and would serve a maximum of 6,000 students. Forty acres of the university campus would be used for development of a high school to serve 1,200 students. Residential land uses would occupy 365 acres of the site and would include a mixture of low-, medium-, and high-density residential land uses. The remaining 135 acres of land within the RUSP would be designated with a mixture of commercial, parks, school, and open space land use designations.

Placer Ranch Specific Plan. The PRSP proposes the phased development of a mixture of industrial, commercial, office and professional, residential, and a branch campus of California State University Sacramento, on approximately 2,213 acres within the boundaries of the Sutter Industrial Area Plan. The PRSP has common boundaries with the City of Roseville to the south and is bounded on the north by Sunset Boulevard West. The project proposes approximately 980 acres of residential uses (including campus

housing), approximately 290 acres for a university accommodating up to 25,000 students, approximately 9,612,000 square feet of industrial, commercial, office and professional land uses, and approximately 360 acres of institutional land uses (educational, parks, and open space).

Reason Farms Environmental Preserve. In 2003, the Roseville City Council approved the acquisition of two parcels of land that total approximately 1,700 acres along Pleasant Grove Creek. These properties were acquired for the purpose of constructing a stormwater retention basin, in addition to providing potential open space and recreational opportunities for the City of Roseville. The Parks and Recreation Department is in the preliminary stages of updating the Master Plan, including refining it for the recreational aspects of the project. The recreational components will be balanced with the considerations for the recreational needs of the city, and the need to properly manage the natural resources within and surrounding the project site.

Sierra Vista Specific Plan. The proposed SVSP area is located within Roseville's SOI in unincorporated Placer County. The development application for the SVSP is being processed by the City of Roseville. The proposed SVSP area is comprised of 1,996 acres located south of the WRSP area and north of Baseline Road. Although the SVSP is still in the conceptual stages of planning, the preliminary land use plan includes approximately 420 acres of Low Density Residential, 540 acres of Medium Density Residential, and 123 acres of High Density Residential property. Conceptual plans indicate that the project may also include 77 acres of land designated for Commercial uses and 57 acres designated for Office uses.

Creekview Specific Plan. The 530-acre CSP project site is located within the City of Roseville's SOI north of the WRSP area. Like the SVSP, the CSP is in the preliminary stages of planning, so detailed land use plans are not available. However, it is expected that the CSP will propose development of residential land uses across most of the site, with limited commercial and professional office land uses near major roadways.

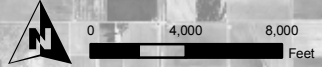
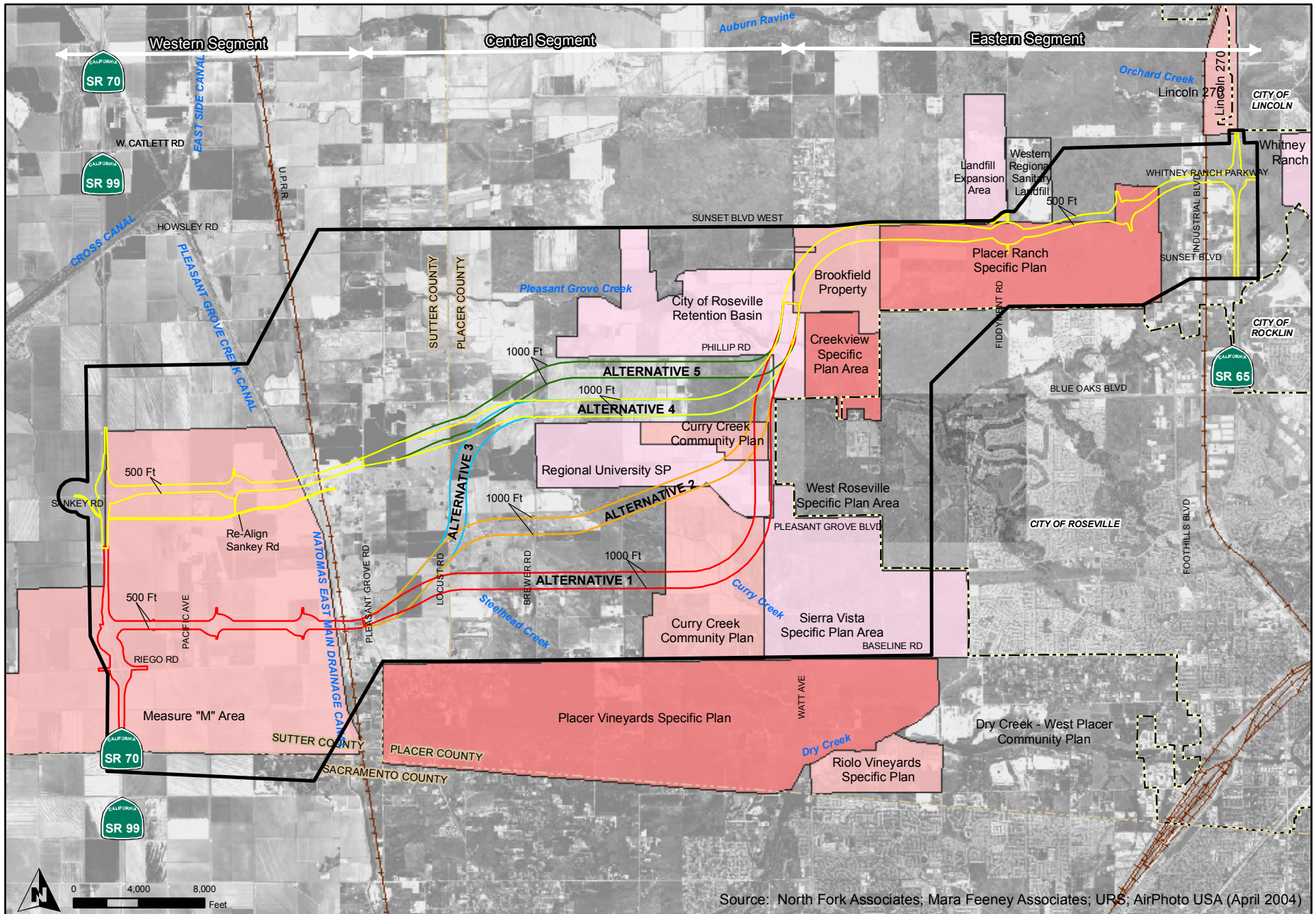
Curry Creek Community Plan. The Curry Creek Community Plan (CCCP) is in the preliminary stages of conceptual planning at this time, but may include a mix of residential and commercial land uses on a 5,200-acre area of unincorporated Placer County located north of the proposed PVSP area and south of the proposed RUSP area. The final boundaries, size, and number of residential units are currently undetermined.

1.5.3 OTHER POTENTIAL DEVELOPMENT AREAS

In addition to the above formally proposed developments, there are indications of land assembly in the remaining City of Roseville undeveloped SOI lands and nearby areas of unincorporated Placer County. Activities of two major land development companies are described below.

Brookfield. Brookfield Communities controls property north of the proposed CSP area, south of Sunset Boulevard West, and northeast of the WRSP area. The property is currently undeveloped and no development is proposed at the present time. Existing land use designations on the property allow for agricultural land uses on 80-acre minimum parcels.

AKT Development. In addition to the RUSP area, AKT Development owns thousands of acres of undeveloped agricultural land within the central and eastern portions of the study area (adjacent to and west of the Western Regional Sanitary Landfill). This land is currently in agricultural production, including rice farming. The current Placer County General Plan land use designations for these properties allow for agricultural land uses on 80-acre minimum lot sizes.



Source: North Fork Associates; Mara Feeney Associates; URS; AirPhoto USA (April 2004)

- Study Area Boundary
- City Boundary
- County Boundary
- Alternative 1
- Alternative 2
- Alternative 3
- Alternative 4
- Alternative 5
- Planned/Proposed Development



Tier 1 EIS/EIR

Planned / Proposed Development

Figure 1-15
June 2007

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