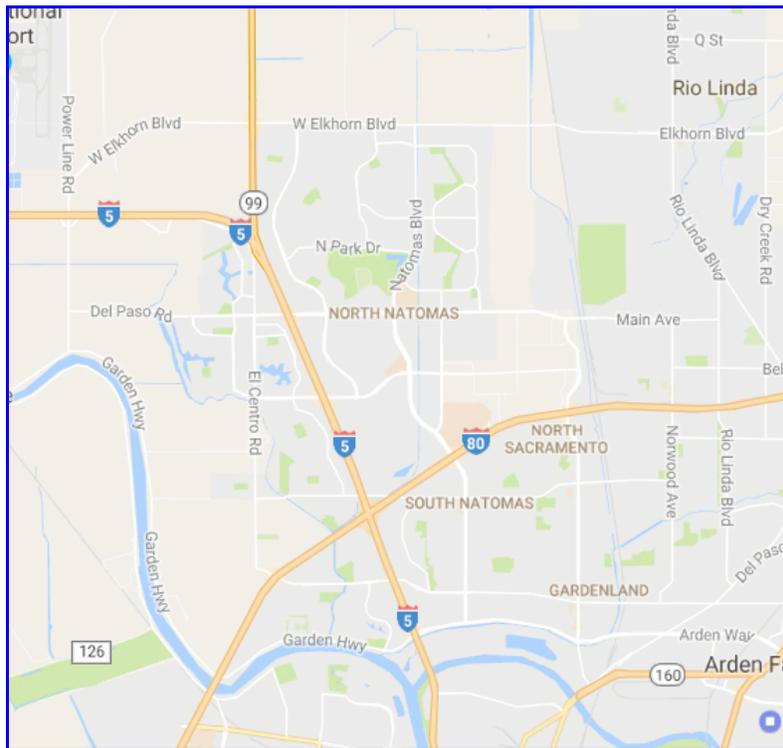


Draft Supplement to the
2035 General Plan Master EIR
(SCH # 2012122006)

to address

Proposed Changes to North Natomas Roadway Improvements



Prepared for:

City of Sacramento

Prepared by:

Adrienne L. Graham, AICP
and DKS Associates

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TABLE OF CONTENTS

TABLE OF CONTENTS

<u>Chapter</u>	<u>Page</u>
1. INTRODUCTION	1-1
2. SUMMARY OF ENVIRONMENTAL EFFECTS	2-1
3. PROJECT DESCRIPTION.....	3-1
4. TRANSPORTATION AND CIRCULATION	4-1
5. ALTERNATIVES ANALYSIS	5-1
6. REPORT PREPARATION	6-1
7. REFERENCES.....	7-1

APPENDICES

- A. Notice of Preparation (NOP)
- B. Responses to the NOP
- C. Revised General Plan, North Natomas Community Plan and Bicycle Master Plan Figures
 - General Plan Figure M1, Vehicle Level of Service Exception Areas
 - General Plan Figure M3, Existing/Planned Heavy Rail Corridors
 - General Plan Figure M4, Citywide Circulation Diagram
 - North Natomas Community Plan Figure NN-4, Conceptual Transit Corridors Map
 - Bicycle Master Plan, The City’s Bicycle Network
- D. Traffic Data

LIST OF TABLES

<u>Table</u>		<u>Page</u>
2-1	Comparison of Proposed Project and Alternative Elements	2-4
2-5	Summary of Impacts and Mitigation Measures	2-5
4-1	Level of Service Thresholds for Roadway Segments.....	4-4
4-2	Level of Service Thresholds for Freeway Segments.....	4-4
4-3	Existing Roadway Segment Conditions	4-5
4-4	Existing Plus Project Roadway Segment Conditions	4-21
4-5	Cumulative Roadway Segment Conditions	4-23

LIST OF FIGURES

<u>Figure</u>		<u>Page</u>
3-1	North Natomas Community Plan Area	3-2
3-2	Project Location.....	3-3
3-3	Typical Cross-section for a Two-Lane Arterial	3-6
3-4	Cross-section for Proposed Bicycle/Pedestrian Path	3-8
4-1	Project Location.....	4-2
4-2	Bikeways	4-7
4-3	Regional Transit Services	4-8
4-4	North Natomas TMA Transit Services	4-10
4-5	Study Area.....	4-16
5-1	Comparison of Proposed Project and Alternative Elements	5-5

1. INTRODUCTION

OVERVIEW

The City of Sacramento (City) is the Lead Agency for preparation of a Supplement to the 2035 General Plan Master Environmental Impact Report (MEIR) to address proposed revisions to the Mobility Element of the 2035 General Plan, the North Natomas Community Plan and the Bicycle Master Plan.

The City of Sacramento certified the Master EIR and adopted the 2035 General Plan on March 3, 2015. The 2035 General Plan establishes the policy foundation for growth and development in the City of Sacramento, including the North Natomas area. The 2035 General Plan identifies roadway improvements within the North Natomas community, including the extension of Natomas Crossing Drive.

No funding, design or construction of any projects would occur at this time. At such time as the City were to decide to proceed with any of the improvements, a process would be followed that includes public notice, coordination with affected agencies, and environmental review as required by the California Environmental Quality Act (CEQA). It is not known when such improvements would be funded and designed, but the evaluation would consider the environmental conditions as they exist at that time. This Draft Supplemental EIR (DSEIR) reviews the changes in policy and adopted plans, and, to the extent possible at this time, the potential effects on the physical environment.

The proposed project would amend the Mobility Element of the 2035 General Plan, North Natomas Community Plan and Bicycle Master Plan as follows:

- The current plans call for the extension of Natomas Crossing Drive from East Commerce Way to El Centro Road as a two-lane roadway with access for pedestrian and bicycle travel. The proposed project would eliminate plans for the extension, including vehicle travel on the overpass, and substitute plans for a bicycle/pedestrian path within the Natomas Crossing Drive alignment, including a bike/pedestrian-only overcrossing of I-5.
- The current plans provide for no change in the Gibraltar Street/White Eagle Lane connection, which is currently a paved street open to vehicle travel. The proposed project would amend plans to change this existing vehicular connection to a bike and pedestrian-only facility.

This DSEIR identifies and evaluates the impacts of the proposed project on the physical environment and the extent to which the proposed project would alter the conclusions of the 2035 General Plan Master EIR.

PURPOSE AND SCOPE OF THE SEIR

The purpose of the EIR is to inform public agency decision makers and the public about the proposed project and potentially significant adverse environmental impacts that could result from the adoption and implementation of the proposed plan changes. As a Supplement to the 2035 General Plan MEIR, this DSEIR specifically evaluates whether these changes could result

in a new significant impact that was not evaluated in the MEIR and/or substantially increase the severity of significant impacts that were identified in the MEIR.

Under CEQA Guidelines Section 15162, a Subsequent EIR must be prepared if any the following conditions are met:

1. Substantial changes are proposed in the project which would require major revisions of the previous EIR or negative declaration due to the involvement of new significant effects or a substantial increase in the severity of previously identified significant effects;
2. Substantial changes occur with respect to the circumstances under which the project is undertaken, which would require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
3. New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified, as complete or the negative declaration was adopted, shows any of the following:
 - a) The project will have one or more or more significant effects not discussed in the previous EIR or negative declaration;
 - b) Significant effects previously examined would be substantially more severe than shown in the previous EIR;
 - c) Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measures or alternative; or
 - d) Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

Section 15163 of the CEQA Guidelines states:

- (a) The Lead or Responsible Agency may choose to prepare a supplement to an EIR rather than a subsequent EIR if:
 - (1) Any of the conditions described in Section 15162 would require the preparation of a subsequent EIR, and
 - (2) Only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation.

Because only minor changes would be necessary to make the MEIR adequate to address the proposed project, the City has elected to prepare a supplement rather than a subsequent EIR. The proposed project would require changes to the 2035 General Plan Mobility Element, which would constitute changes to the 2035 General Plan. Specifically, the proposed project would eliminate a roadway connection in the Natomas community, which would divert future traffic to other roadways in the project vicinity. As a result, traffic congestion would increase on these roads and several roadway segments would operate at LOS F, which would not meet adopted City standards. The proposed revisions to the 2035 General Plan and related documents are identified in Chapter 3, Project Description. The impacts of the proposed changes are evaluated in Chapter 4, Transportation and Circulation.

The proposed project would not alter the conclusions of the EIR in any impact area other than transportation. No changes in land use are proposed, so there would not be an increase in development activity over the levels evaluated in the MEIR. No new development would be planned or constructed as a result of the proposed project. Construction-related impacts would be reduced, because the bicycle/pedestrian trail and overcrossing would have a smaller footprint than a roadway. The reduced scope of construction would result in reduced potential for loss or disturbance of biological and cultural resources, and decreases in construction-related noise and air pollutant emissions. Minor construction-related activities would also be required to convert the Gibraltar Street/White Eagle Lane connection from a street to a bike/pedestrian path. However, because this street segment is already paved, only minor improvements would be needed, such as restriping and signage. These issues are not addressed further in this document.

As discussed in Chapter 4, Transportation and Circulation, the proposed project would result in a redistribution of traffic in the study area. This would result in very minor changes in traffic-related impacts, such as operational air emissions, greenhouse gas emissions, and traffic noise. These changes would not alter the conclusions of the MEIR. For example, the proposed project is estimated to increase vehicle miles traveled (VMT) by 25,393 miles in the greater Sacramento area (as represented by the Sacramento Area Council of Government boundaries).¹ This represents a 0.03 percent increase in VMT in the SACOG area, and a 0.8 percent increase in VMT within the City.² On-road transportation sources, such as VMT, account for approximately 40 percent of the City's greenhouse gas emissions projections³, so the proposed project would increase GHG emissions only nominally. The 2035 General Plan provides policies that would reduce the City's GHG emissions and these would remain unchanged.

The proposed project would not increase development levels, or otherwise substantially alter the City's ability to achieve its GHG reduction goals; therefore, the impact would remain less than significant. Similarly, the project increase in vehicle miles traveled and local redistribution of trips would result in nominal increases in air pollutant emissions and noise levels on local streets, but not enough to alter the conclusions of the MEIR. Therefore, the analysis and conclusions in the MEIR regarding traffic-related impacts (e.g., air quality, GHG and noise) would remain unchanged. In addition, because the proposed project would not alter land use designations or locations, or development levels, the growth inducement and other CEQA considerations discussed in Chapter 6 of the Draft MEIR would not be affected by the proposed project (with the exception of cumulative traffic impacts, which are addressed in Chapter 4 of this DSEIR).

The proposed project described in the NOP would eliminate the Natomas Crossing Drive extension in its entirety, including vehicle lanes, bicycle lanes and sidewalks. Due to City concerns regarding the effects on bikeway circulation, which were also reflected in comments received on the NOP, the proposed project was revised to include plans for a bicycle/pedestrian trail within the Natomas Crossing Drive alignment and an overcrossing of I-5 for bicyclists and pedestrians. This change would not substantially alter the effects of the project as described in the NOP, because it would still remove a roadway facility from future plans, and would reduce

1 DKS Associates, *North Natomas Finance Plan Transportation Analysis*, August 9, 2017, page 24.

2 City of Sacramento, *Sacramento 2035 General Plan Draft Master Environmental Impact Report*, August 2014, Table 14-1.

3 City of Sacramento, *Sacramento 2035 General Plan Draft Master Environmental Impact Report*, August 2014, Table 14-1.

the footprint of the proposed improvements (see Chapter 3, Project Description, for more detail). Therefore, the anticipated effects of the proposed project and the scope of the analysis contained in this Draft Supplemental EIR are similar to those that would occur if the project described in the NOP were retained. In addition, an alternative that does not include either the extension of Natomas Crossing Drive or the bicycle/pedestrian trail and overcrossing (as described in the NOP) is analyzed in Chapter 5.

HOW TO USE THIS REPORT

This report includes four principal parts: Summary, Project Description, Environmental Analysis (Setting, Impacts, and Mitigation Measures) and Alternatives Analysis.

The **Summary** presents an overview of the results and conclusions of the environmental evaluation. This section identifies impacts of the proposed project identified in Chapter 4.

The **Project Description** describes the objectives, location, and characteristics of the proposed project, and includes a list of anticipated approvals needed to implement the project.

The **Environmental Analysis** contained in Chapter 4 evaluates the transportation and circulation impacts of the proposed project. As discussed above, the focus of a Supplemental EIR is on those areas where the revisions to the project or changed circumstances could result in new or substantially more severe impacts, which, for the proposed project, are limited to transportation impacts. Chapter 4, Transportation and Circulation, begins with a description of the **environmental setting** of the study area and the **regulatory setting** as it pertains to proposed project in the City of Sacramento. The environmental setting provides a point of reference for assessing the environmental impacts of the proposed project. The setting description is followed by an **impacts** and **mitigation** discussion. Impact statements are prefaced by a number in bold-faced type. An explanation of each impact and an analysis of its significance follow each impact statement. The extent to which the impact would be similar to or more severe than the corresponding MEIR impact is also discussed. If an impact is found to be significant, mitigation measures are identified, if feasible measures are available.

The **Alternatives Analysis** includes an assessment of alternative methods for accomplishing the basic objectives of the project and reducing significant project impacts. This assessment, required under CEQA, must provide adequate information for decision makers to make a reasonable choice between alternatives based on the environmental aspects of the proposed project and alternatives.

An example of the format of the Chapter 4 impact analysis is shown below.

Impact 4-X Statement of impact for the proposed project in bold type.

A discussion of the effect of the proposed project is presented in paragraph form. The impact analysis concludes with a determination of the impact's significance in ***bold, italic type***.

Mitigation Measure

Statement that the mitigation measure will reduce the impact to a ***less-than-significant level***, or that the impact will remain ***significant and unavoidable***, because available

mitigation will not reduce the impact below the applicable threshold. An explanation is also provided of how the mitigation measure would reduce the impact.

4-X *Statement of what, if any, mitigation measures are required.*

PUBLIC REVIEW PROCESS

On July 5, 2017, the City issued a Notice of Preparation (NOP) of the SEIR to governmental agencies and organizations and persons interested in the project (the NOP is included in Appendix A). The NOP review period ended on August 4, 2017. The City sent the NOP to agencies with statutory responsibilities in connection with the proposed projects with the request for those agencies' input on the scope and content of the environmental information that should be addressed in the SEIR. The NOP was also made available to the public. As discussed above, the project described in the NOP has been revised to retain bicycle and pedestrian facilities. However, because the revisions would not substantially alter the scope of the EIR analysis, the NOP was not recirculated.

The City of Sacramento received ten written comment letters regarding the NOP, which are included in Appendix B of this Draft SEIR.

In summary, the following issues were raised in the responses to the NOP:

- **Adverse Effects of the Natomas Crossing Drive Extension:** Concern was expressed that the Natomas Crossing Drive extension could have adverse effects on migratory bird habitat associated with the San Juan Reservoir. The effects of the extension of the roadway on biological resources were addressed programmatically in the 2035 MEIR. The proposed project provides for a bicycle/pedestrian trail in proximity to the San Juan Reservoir, but not a roadway. The proposed bicycle/pedestrian trail could result in the loss of some habitat, but the effect would be less than the impacts of constructing a roadway due to the reduced size of the construction footprint (a roadway would be approximately 70-feet wide, compared to 14 feet for a bicycle/pedestrian trail). Further, because of its narrower width, the bicycle/pedestrian trail could more easily be designed to avoid sensitive habitats. After construction, a bicycle/pedestrian path would not disturb habitat or wildlife beyond current conditions, which include a trail along the perimeter of the reservoir. The commenter was also concerned about the effects of the extension on air quality and people who currently enjoy the Park. Again, the proposed project would not extend the roadway, and a bicycle/pedestrian trail would not increase air emissions (after construction) or interfere with use of the Park. Therefore, the DSEIR does not further address these issues.
- **Blight:** Another comment raised concerns about leaving the Natomas Crossing Drive right-of-way undeveloped, particularly the potential for blight, due to trash, the elimination of graffiti and automobiles that are parked at dead end streets. These are not environmental concerns as defined by CEQA, so they are not addressed further in this DSEIR. However, such issues are addressed by the City through code enforcement, and will be considered during deliberations on the proposed project.
- **Fire Risk:** A comment was made that leaving the right-of-way undeveloped would increase fire risk. Fire protection services were addressed in the MEIR (Impact 4.10-2),

which found that fire protection services would be adequate to meet increased demand due to the 2035 General Plan. Constructing a bicycle/pedestrian trail would remove some, but not all of the grasses within the project area. However, the right-of-way is mowed, which reduces the potential for grass fires. In addition, the right-of-way is located in an urban area served by the City Fire Department, and is easily accessible. For these reasons, the proposed project would not alter the conclusions of the MEIR regarding fire protection services, and this issue is not addressed further in this DSEIR. However, the comment will be considered during deliberations on the proposed project.

- **Utility Lines:** A comment was received that the DSEIR should identify impacts on utility line routing and easements, energy efficiency, electricity requirements and climate change. The bicycle/pedestrian overcrossing and/or path could have light fixtures, which would require a minimal amount of energy. Because designs are not yet available for the path and overcrossing, the type of lights, their energy source and use, and the extent to which utilities lines might require relocation cannot be determined at this time. Construction activities could also require a relatively small amount of electricity, but would not require new electrical facilities given the proximity to existing lines. Similar to other projects included in City planning documents, at the time that the project-specific design for the bicycle/pedestrian path and overcrossing is available, the City will determine what, if any utility lines need to be relocated and coordinate with the affected utilities. The project energy use will also be addressed at that time.

For a discussion of climate change, please see the discussion under Purpose and Scope of the EIR, above. The discussion and impact evaluation of these issues in the MEIR would not be affected by the project.

Another comment referred to comments regarding sewer and wastewater services that had been made in the MEIR, and stated that those comments are sufficient for the Supplement. Those comments addressed Regional San sewer and wastewater facilities. The proposed project would not generate wastewater or affect the sewer or wastewater system.

- **Cultural Resources:** One comment expressed concern regarding the effects of development on cultural resources, including lifeways, cultural sites and landscapes that could be of sacred or ceremonial significance. A request was also made for any archaeological reports that were received. The proposed actions evaluated in this document include only changes in plans for future improvements, and no construction is proposed at this time. Construction of a bicycle/pedestrian trail would require some grading and construction, but not to the extent that the full roadway extension would. Therefore, the effects of the proposed project on cultural resources would be less severe than the Natomas Crossing Drive extension, which was included in the evaluation of impacts in the MEIR. The Gibraltar Street/White Eagle Lane connection is already paved, so it is anticipated that construction activities would be minimal, such as restriping and signage, and would not require excavation or grading. No specific plans have been prepared for either the bicycle/pedestrian trail or the Gibraltar Street/White Eagle Lane connection at this time. If future activities do require excavation and/or grading to an extent that subsurface resources could be affected, the City would undertake a cultural resources evaluation at that time, consistent with 2035 General Plan Policies HCR 2.1.1 through 2.1.3.

Another comment provided an overview of the tribal consultation processes required by CEQA and state law. The City has complied and will continue to comply with these consultation requirements.

- **Transportation Impacts:** Several comments were received regarding the effects on transportation and circulation, including impacts on El Centro Road, and bicycle and pedestrian circulation. Other comments (from Walk Sacramento and the NNTMA) suggested including, perhaps as an alternative, bicycle and pedestrian facilities along the Natomas Crossing Drive segment between East Commerce Way and El Centro Road. As discussed above, the proposed project was revised to include a bicycle/pedestrian-only path and overcrossing. Impacts on vehicular, bicycle and pedestrian transportation are addressed in Chapter 4, Transportation and Circulation.

This DSEIR is being circulated to local, state, and federal agencies and to interested organizations and individuals who wish to review and comment on the report for a 45-day public review period.

The Notice of Availability and DSEIR, including appendices, can be viewed or downloaded from the City of Sacramento's website, which can be found at:

<http://www.cityofsacramento.org/Community-Development/Planning/Environmental/Impact-Reports>

The DSEIR will be available for review at the City of Sacramento's Department of Community Development offices and the City of Sacramento Public Library (Central and North Natomas branches):

City of Sacramento Public Library
828 I Street
Sacramento, California 95814

North Natomas Library
4660 Via Ingoglia
Sacramento, CA 95835

City of Sacramento
City of Sacramento Community Development Department
300 Richards Boulevard, Third Floor
Sacramento, CA 95811

Written comments on the EIR (including email) may be submitted to the City of Sacramento at the following address:

Scott Johnson, Associate Planner
City of Sacramento
Community Development Department
300 Richards Boulevard, Third Floor
Sacramento, CA 95811

srjohnson@cityofsacramento.org

In accordance with CEQA Guidelines section 15204(a), the focus of review should be on the sufficiency of this DSEIR in identifying and analyzing the potentially significant environmental impacts of the project, the extent to which project impacts could alter the conclusions of the MEIR, and ways in which such effects might be avoided or mitigated.

Comments on the DSEIR that are received in writing during the public review period will be presented in their entirety and addressed in written responses in the Final SEIR. The City of Sacramento then will consider SEIR certification under section 15090 of the CEQA Guidelines. If it determines to certify the SEIR, the City may consider project approval (see section 15092 of the CEQA Guidelines). If it chooses to approve the project, the City must make written findings with respect to (1) each significant environmental effect, (2) each mitigation measure, and (3) each alternative not approved in accordance with section 15091 of the CEQA Guidelines. Further, if the City chooses to approve a project that would cause significant environmental effects that cannot be fully mitigated, the City must include in its written findings a Statement of Overriding Considerations that documents those benefits (economic, social, legal, technological, or otherwise) that it determines would offset the adverse environmental consequences of the project approval (see CEQA Guidelines 15093). If a project is approved, the City will, within five working days following that approval, file a Notice of Determination (NOD) with the Sacramento County Clerk and the State Clearinghouse in the Governor's Office of Planning and Research, in accordance with CEQA Guidelines section 15094.

CEQA also requires lead agencies to adopt a mitigation reporting and monitoring program for changes to the project that have been adopted or made conditions of project approval to avoid or mitigate significant effects on the environment (Public Resources Code section 21081.6; CEQA Guidelines section 15097).

2. SUMMARY OF ENVIRONMENTAL EFFECTS

2. SUMMARY OF ENVIRONMENTAL EFFECTS

INTRODUCTION

This summary chapter provides an overview of the proposed project, which is described in detail in Chapter 3, Project Description, and the conclusions of the environmental analysis, provided in detail in Chapter 4. Table 2-2, at the end of this chapter, provides a summary of the environmental effects of the proposed project identified in Chapter 4. The table consists of the environmental impacts, the significance of the impact, proposed mitigation, if any, and the significance of the impact after the mitigation measure is implemented.

LOCATION

The proposed project is located in the North Natomas community in the City of Sacramento. (see Figure 3-1 in Chapter 3, Project Description). The North Natomas Community Plan (NNCP) covers approximately 9,000 acres in the northwest portion of the City of Sacramento, including 7,440 acres within the City limits and 1,560 acres within Sacramento County. The NNCP is bounded by Elkhorn Boulevard on the north, I-80 on the south, the Natomas East Main Drainage Canal on the east, and the West Drainage Canal, Fisherman's Lake, and Highway 99 on the west. The proposed project site is located entirely within the City of Sacramento as shown in Figure 3-2 in Chapter 3.¹ The project site includes two components, as shown in Figure 3-2. The first would eliminate a future vehicular connection of Natomas Crossing Drive between East Commerce Way and El Centro Road. The second would convert the Gibraltar Street/White Eagle Lane connection between Beretania Way and Windsong Street from a local street to a paved bicycle/pedestrian trail. This connection is located within and crosses over the right-of-way dedicated for the future alignment of Snowy Egret Drive.

PROJECT DESCRIPTION

The City of Sacramento certified the Master EIR and adopted the 2035 General Plan on March 3, 2015. The 2035 General Plan sets the stage for growth and development in the City of Sacramento, including the North Natomas area. The 2035 General Plan includes an updated North Natomas Community Plan (NNCP) and identifies roadway improvements within the North Natomas community, including the extension of Natomas Crossing Drive. The City proposes to revise the General Plan and associated planning documents to reflect the following changes:

- Elimination of the vehicular portion of Natomas Crossing Drive between East Commerce Way and El Centro Road, including the overcrossing of I-5, and adoption of plans for an off-street bike path to accommodate bicycles and pedestrians, including a bicycle/pedestrian only overcrossing. Off-street at-grade bike path connections would continue to be provided east of Duckhorn Drive and west of East Commerce Drive to the planned bike paths paralleling each side of I-5.

1 The portion of the Future Natomas Crossing Drive shown in Figure 3-2 that is located in the County of Sacramento east of El Centro Road and west of the westerly City Limits is not part of the proposed project site.

The proposed project would not eliminate Natomas Crossing Drive east of East Commerce Way. Natomas Crossing Drive would remain unchanged in the plan for future construction between East Commerce Way and Cashaw Way, as a two-lane arterial roadway with on-street bike lanes.

- Conversion of the Gibraltar Street/White Eagle Lane Connection between Beretania Way and Windsong Street from a local street to a paved trail for use only by bicycles and pedestrians.

As discussed in detail in Chapter 3, several exhibits would be revised to implement the proposed project: General Plan Figures M1, Level of Service Exception Areas, M3, Existing/Planned Heavy Rail Corridors, and M4, Citywide Circulation Diagrams; NNCP Figure NN-4 Conceptual Transit Corridors Map; and the Bicycle Master Plan exhibit, The City's Bicycle Network. In addition, General Plan Policy M 1.2.2 is proposed to be revised to add roadway segments that could operate at level of service (LOS) F as a result of the proposed project.

ENVIRONMENTAL IMPACTS AND MITIGATION

This Draft Supplemental Environmental Impact Report (DSEIR) focuses on the differences between the project described in the 2035 General Plan Master EIR and the proposed project. The environmental effects of the proposed project are addressed in Chapter 4, Transportation and Circulation.

Impacts That Would Not Change Substantially

The proposed project is not anticipated to substantially alter the conclusions of the Master EIR in any impact area other than transportation (see page 1-2 for more detail). Most of the traffic impacts would be similar to the impacts described in the MEIR, including impacts on existing and future bicycle and pedestrian facilities (Impacts 4-1 and 4-4) and on local streets (Impacts 4-2, 4-3 and 4-5). These impacts would be less than significant under the adopted General Plan and the proposed project.

Impacts that would Change as a Result of Project Revisions

The proposed project would increase the severity of a significant and unavoidable impact identified in the MEIR by increasing congestion on a segment of I-5 that would operate at LOS F with or without the proposed project (Impact 4-6).

Significant and Unavoidable Impacts

The proposed project would result in the following significant and unavoidable impact:

- 4-6 The proposed project would contribute to cumulative increases in traffic on study area freeway segments.

No feasible mitigation has been identified for Impact 4-6.

SUMMARY OF PROJECT ALTERNATIVES

The following alternatives to the proposed project are evaluated in this DSEIR:

1. **No Project Alternative:** The Natomas Crossing Drive extension between El Centro Road and East Commerce Way would remain in the 2035 General Plan, North Natomas Community Plan and Bicycle Master Plan. In addition, the Gibraltar Street/White Eagle Lane connection would remain a local street, and would not be converted to a bicycle/pedestrian path.
2. **Local Street Conversion/Retention of Natomas Crossing Drive Extension:** The Natomas Crossing Drive extension would be retained, so there would not be any amendments to the 2035 General Plan, North Natomas Community Plan or Bicycle Master Plan. Therefore, the extension would be constructed. Alternative 2 would, however, convert the Gibraltar Street/White Eagle Lane connection to a bike/pedestrian path, the same as the proposed project.
3. **Gibraltar Street/White Eagle Lane Conversion Only:** This alternative would retain the Gibraltar Street/White Eagle Lane conversion to a bike/pedestrian path, the same as the proposed project. The Natomas Crossing Drive extension would be eliminated from planning documents, and no bicycle/pedestrian path would be planned for the extension right-of-way from East Commerce Way to El Centro Road. There would be no overcrossing of I-5 planned for bicyclists and pedestrians.

Table 2-1, below, summarizes the project elements included in the proposed project and each alternative.

Both the No Project alternative and Alternative 2 would be environmentally superior to the proposed project, because they would avoid the impact on freeway congestion (Impact 4-6).

POTENTIAL AREAS OF CONCERN OR CONTROVERSY

Several concerns were raised in response to the Notice of Preparation (see Appendix B and Chapter 1, Introduction). For the most part, these concerns addressed the scope of the EIR, and are addressed in Chapters 1 and 4.

Two comment letters expressed differing concerns regarding the proposed project. One comment was concerned that if the Natomas Crossing Drive extension is not built within the reserved right-of-way, then there will be ongoing blight and a fire hazard. Another comment was concerned that if the Natomas Crossing Drive extension is built, there would be environmental damage to the habitat of migrating bird species and that the future road would have adverse effects on the adjacent San Juan Reservoir Park. These comments will be taken into consideration by the decision-makers during their deliberation on the proposed project.

UNRESOLVED ISSUES

No unresolved issues have been identified.

TABLE 2-1 COMPARISON OF PROPOSED PROJECT AND ALTERNATIVE ELEMENTS						
	Natomas Crossing Drive				Gibraltar Street/White Eagle Lane Connection	
	Roadway Extension (vehicle lanes; on and off-street bike lanes; sidewalks)	Roadway Overcrossing (vehicle lanes; on-street bike lanes; sidewalks)	Bicycle/ Pedestrian Trail	Bicycle Pedestrian Overcrossing	Remains Local Street	Converted to bicycle/ pedestrian path
Proposed Project			✓	✓		✓
Alternative 1: No Project	✓	✓			✓	
Alternative 2: Local Street Conversion/ Natomas Crossing Extension	✓	✓				✓
Alternative 3: Gibraltar Street/White Eagle Lane Conversion Only						✓

SUMMARY OF IMPACTS AND MITIGATION MEASURES

Table 2-2 provides a summary of the environmental impacts that would result from implementation of the Proposed project, including potential mitigation measures, and the level of significance of the environmental impacts before and after implementation of the proposed mitigation.

TABLE 2-2 SUMMARY OF IMPACTS AND MITIGATION MEASURES			
Impact	Level of Significance	Mitigation Measures	Level of Significance After Mitigation
4.1-1 The proposed project could affect pedestrian and bicycle circulation.	LS	None required.	NA
4.1-2 The proposed project would change traffic volumes on study area roadway segments.	LS	None required.	NA
4.1-3 Construction of the proposed project could affect the local roadway network.	LS	None required.	NA
4.1-4 The proposed project would contribute to cumulative changes in the pedestrian, bicycle and transit systems.	LS	None required.	NA
4.1-5 The proposed project would contribute to cumulative increases in traffic on some roadway segments.	LS	None required.	NA
4.1-6 The proposed project would contribute to cumulative increases in traffic on study area freeway segments.	S	None available.	SU

S = Significant SU = Significant Unavoidable LS = Less-than-Significant NA=Not Applicable

3. PROJECT DESCRIPTION

3. PROJECT DESCRIPTION

INTRODUCTION

The City of Sacramento adopted the 2035 General Plan and certified the 2035 General Plan Master EIR (MEIR) on March 3, 2015. The 2035 General Plan establishes guiding principles and community development goals in the City of Sacramento, including the North Natomas area. The 2035 General Plan includes an updated North Natomas Community Plan (NNCP) and identifies roadway improvements within the North Natomas community, including the extension of Natomas Crossing Drive. The proposed project would amend the plans as needed to make changes in future transportation facilities in the North Natomas area.

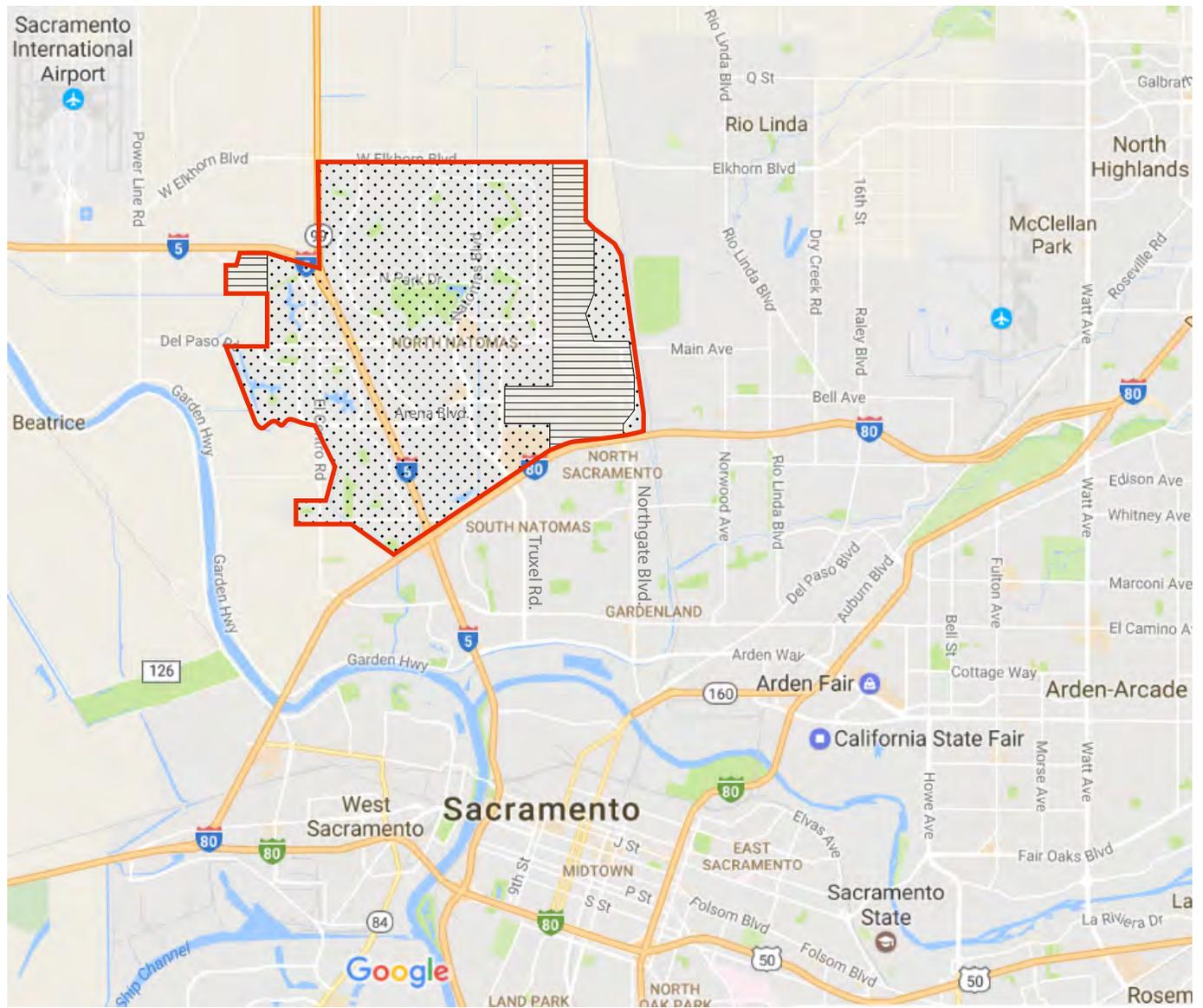
PROJECT LOCATION

The proposed project is located in the North Natomas community in the City of Sacramento (see Figure 3-1). The NNCP covers approximately 9,000 acres in the northwest portion of the City of Sacramento, including 7,440 acres within the City limits and 1,560 acres within Sacramento County. The NNCP is bounded by Elkhorn Boulevard on the north, I-80 on the south, the Natomas East Main Drainage Canal on the east, and the West Drainage Canal, Fisherman's Lake, and Highway 99 on the west. The proposed project site is located entirely within the City of Sacramento as shown in Figure 3-2.¹ The project site is composed of two areas, as shown in red in Figure 3-2. The first site is the Natomas Crossing Drive alignment between East Commerce Way and El Centro Road. Natomas Crossing Drive is a partially constructed two-lane east-west arterial roadway. It is currently constructed from Truxel Drive to the east to Cashaw Way. In accordance with the General Plan, it is planned to extend westerly across I-5 to El Centro Road to the west as a two-lane arterial roadway. Sidewalks and bike lanes would also be provided on each side of the road, and would be accommodated on the overcrossing. The second site is the Gibraltar Street/White Eagle Lane connection between Beretania Way and Windsong Street. This connection crosses over right-of-way dedicated for the future alignment of Snowy Egret Drive, as shown in Figure 3-2. Snowy Egret Drive is a future two-lane east-west minor collector / local roadway. It is planned to extend from El Centro Road to East Commerce Way. It will include sidewalks and bike lanes on each side of the roadway. The I-5 overcrossing will accommodate motor vehicles, bicycles, and pedestrians.

BACKGROUND

The Mobility Element of the 2035 General Plan seeks to create a well-connected transportation network that continues to support automobile mobility while supporting walking and bicycling, improving transit service to key destinations, conserving energy

¹ The portion of the future Natomas Crossing Drive shown in Figure 3-2 that is located in the County of Sacramento east of El Centro Road and west of the westerly City Limits is not part of the proposed project site.



- North Natomas Community Plan Boundary
- North Natomas Community Plan City of Sacramento
- North Natomas Community Plan County of Sacramento

Figure 3-1
North Natomas Community Plan Area

No Scale

SOURCE: Economic & Planning Systems, Inc., May 2009; Google Maps, 2017.



- ◆ Gibraltar Street/White Eagle Lane Connection
- Future Snowy Egret Drive
- - - - Affected Roadways

Figure 3-2

Project Location



No Scale

SOURCE: DKS Associates, 2017.

resources, and reducing greenhouse gas emissions and air pollution. The Mobility Element includes policies to address these issues, as well as parking, goods movement, airports and transportation funding. Policies addressing infrastructure include M 1.3.2, which calls for eliminating “gaps” in roadways, bikeways and pedestrian networks by constructing new crossings of rivers, freeways, rail lines and other barriers, and constructing new bikeways and pedestrian paths in existing neighborhoods. Policy M 1.2.2 establishes levels of service (LOS) standards for City streets. LOS refers to defined levels of congestion on a scale of LOS A through LOS F, where LOS A represents free-flow conditions with no congestion, and LOS F represents severe congestion and delay under stop-and-go conditions (see Chapter 4 for more information). In general, 2035 General Plan policy calls for LOS D or better on City streets. Exceptions are provided in the Central City Community Plan Area and Priority Investment Areas, where LOS F is allowed. In addition, specific roadways are identified where LOS E or LOS F are allowed. As adopted, all of the streets within the study area for this Draft Supplemental EIR are subject to the LOS D standard.

The Mobility Element also identifies transportation improvements throughout the City, including the North Natomas Community Plan area. The 2035 General Plan MEIR identifies these improvements as subsequent projects that are anticipated under the 2035 General Plan, including the future road segments that would be affected by the proposed project. The MEIR evaluated potential impacts of construction and operation of the transportation system described in the Mobility Element.

The North Natomas Community Plan was updated as part of the 2035 General Plan, and includes the North Natomas transportation improvements identified in the Mobility Element and Table 2-2, Subsequent Projects, of the MEIR, including the Natomas Crossing Drive extension (which includes the I-5 vehicular overcrossing).

The North Natomas Community Plan authorizes the preparation and implementation of a financing plan that describes the recommended funding methods to be used to finance improvement costs required over the period of the community plan. The City Council adopted the North Natomas Financing Plan (NNFP) in 1994 along with the North Natomas Nexus Study and has amended the NNFP on several occasions, most recently in 2009.

The NNFP currently includes the Natomas Crossing Overpass as a facility that would be funded with the Public Facilities Fee (PFF). If the project is approved, the NNFP would be updated to reflect the project changes, removing the Natomas Crossing Drive extension, including the vehicular overcrossing, from such funding. In addition, the NNFP would be updated to include the bikeway changes included in the project, including the Natomas Crossing pedestrian/bicycle overcrossing, but would not include PFF funding for that facility. No funding source for the pedestrian/bicycle overcrossing would be specified.

The 2035 General Plan Mobility Element also calls for an integrated bicycle system (Goal M 5.1), and the maintenance and implementation of a Bicycle Master Plan that carries out the goals and policies of the General Plan. The Sacramento 2016 Bicycle Master Plan was adopted in August 2016.

Natomas Crossing Drive Extension

The Citywide Circulation Diagram (2035 General Plan Figure M4) designates Natomas Crossing Drive as a two-lane arterial roadway from El Centro Road (on the west) to Truxel Road (on the east). As shown in Figure 3-3, a two-lane arterial roadway is typically constructed with one through lane in each direction, a single center turn lane, on-street bike lanes on each side, and sidewalks on each side.

Natomas Crossing Drive is currently constructed only from Truxel Road westerly to Cashaw Way, a residential street approximately 0.3 miles east of East Commerce Way. Between East Commerce Way and Duckhorn Drive, a bridge overcrossing of I-5 is planned. West of West Witter Way/West Drainage Canal, the planned roadway would enter unincorporated Sacramento County as it extends to El Centro Road.

The Sacramento Bicycle Master Plan (adopted August 16, 2016) shows bikeways along the planned Natomas Crossing Drive, as follows:

- On-street bike lanes from El Centro Drive to the existing section of Natomas Crossing Drive at Cashaw Way, where bike lanes currently extend to Truxel Road. On-street bike lanes would be constructed on the overcrossing of I-5.
- A parallel off-street bike path from West Witter Way/West Drainage Canal to the planned bike path paralleling the west side of I-5.
- A parallel off-street bike path from a planned north-south bike path on the east side of I-5 to East Commerce Way.

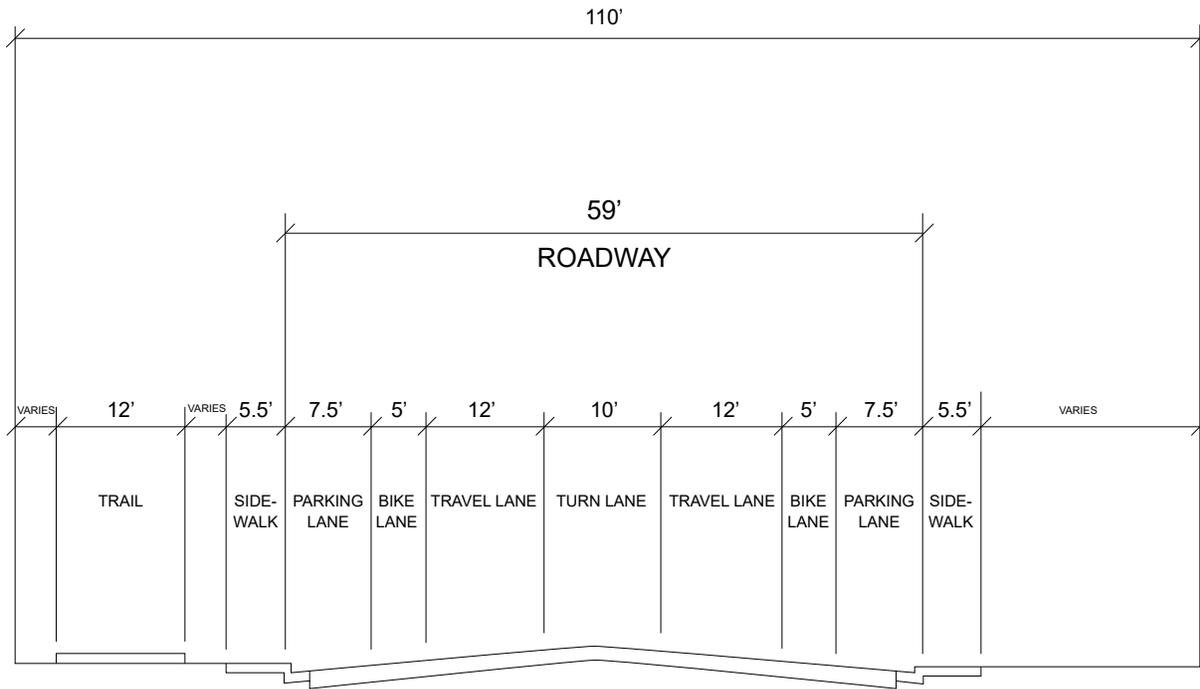
The parallel off-street bike path would be located on one side of Natomas Crossing Drive, as shown in Figure 3-3. The off-street bike path would not cross I-5, but would terminate at the planned bike paths paralleling I-5. Bicycle traffic across I-5 would be accommodated in the on-street bike lanes on the overpass.

PROJECT OBJECTIVES

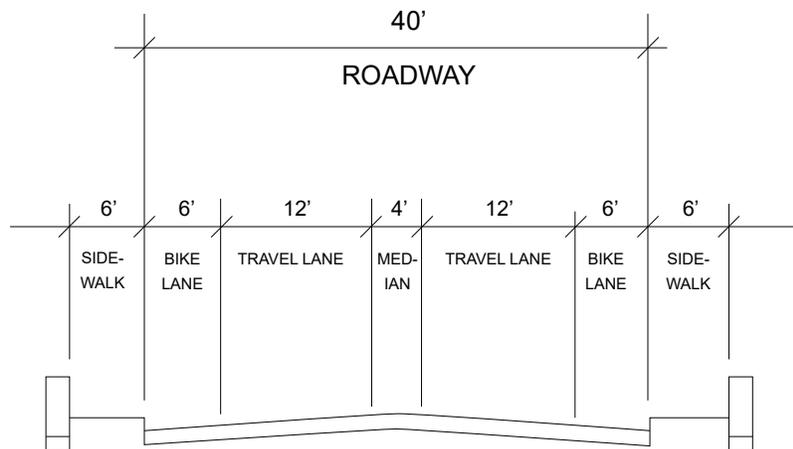
The proposed project is consistent with the objectives of the 2035 General Plan. These include:

- **Character of Place.** Preserve and enhance Sacramento's quality of life and character as a city with diverse residential neighborhoods, an extensive urban forest, and role as the center of California's governance.
- **Smart Growth.** Encourage future growth in the city inward into existing urbanized areas and the central business district to foster infill development, as well as encourage density of development and integration of housing with commercial, office, and entertainment uses that fosters increased walking and reduced automobile use.

**Natomas Crossing Drive West Of Duckhorn Drive
(Looking West)**



Natomas Crossing Drive Bridge Over Interstate 5



**Figure 3-3
Conceptual Cross Section: Natomas Crossing Drive**

SOURCE: DKS Associates, 2017.

- **Live More Lightly.** Strive to meet the intent of Assembly Bill 32, California Global Warming Solutions Act of 2006, by reducing carbon emissions that contribute to global warming by encouraging “green” building practices, use of solar energy systems, and developing a land use pattern that supports walking, biking, and public transit.
- **Maintain a Vibrant Economy.** Support a diversity of business and employment opportunities by retaining existing and attraction of new businesses; maintain and expand recreational, arts, and cultural facilities; and nurture diverse community events and celebrations.
- **Healthy Cities.** Preserve and enhance land use patterns and densities that foster pedestrian and bicycle use and recreation through expanded parklands, sports, and athletic programming as well as provide incentives for expanding the availability of organic foods, and protecting residents from crime and natural or terrorist acts.
- **Sustainable Future.** Accommodate growth that protects important environmental resources as well as ensures long-term economic sustainability and health, and equity or social wellbeing for the entire community.

The proposed project would support the objectives of maintaining a vibrant economy by eliminating a costly infrastructure project and supporting healthy cities by providing a bicycle/pedestrian-only connection across I-5 and converting an existing roadway to a bike and pedestrian trail. The proposed project would also contribute to the enhancement of an existing neighborhood by eliminating a planned roadway along the Natomas Crossing Drive extension right-of-way.

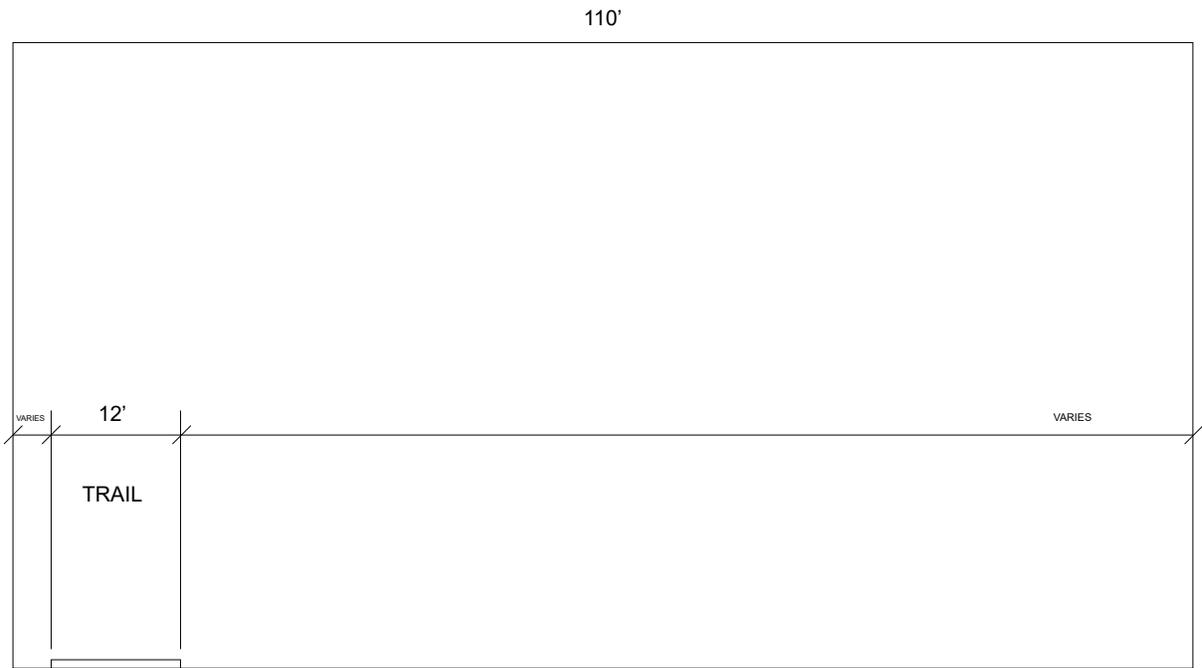
PROJECT CHARACTERISTICS

The project contains two components:

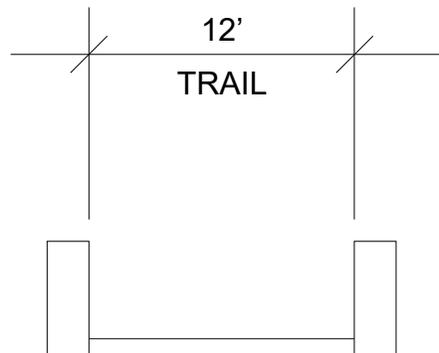
- Removal of the roadway portion of Natomas Crossing Drive between East Commerce Way and El Centro Road from planned improvements. This facility would be replaced by an off-street bike path to accommodate bicycles and pedestrians, including an overcrossing of I-5, as shown in Figure 3-4. Off-street at-grade bike path connections would continue to be provided east of Duckhorn Drive and west of East Commerce Drive to the planned bike paths paralleling each side of I-5.

The proposed project would not eliminate Natomas Crossing Drive east of East Commerce Way. Natomas Crossing Drive would remain unchanged in the plans for future construction between East Commerce Way and Cashaw Way, as a two-lane arterial roadway with on-street bike lanes.

- Amendment of plans for future transportation facilities to convert the Gibraltar Street/White Eagle Lane Connection between Beretania Way and Windsong Street from a local street to a paved trail for use only by bicycles and pedestrians.



West of Duckhorn Drive (Looking West)



Bicycle/Pedestrian Trail: Bridge Over Interstate 5

NOTE: For illustration only. Actual dimensions to be determined during design.

Figure 3-4
Conceptual Cross Section: Proposed Bicycle/Pedestrian Trail

SOURCE: DKS Associates, 2017.

These project elements would be achieved through amendments to several City plans, as discussed below.

Proposed Changes to Adopted Plans

The proposed project would amend plans for future improvements. No funding, design or construction of any projects would occur at this time. At such time as the City were to decide to proceed with any of the improvements, a process would be followed that includes public notice, coordination with affected agencies, and environmental review as required by the California Environmental Quality Act (CEQA). It is not known when such improvements would be funded and designed, but the evaluation would consider conditions as they exist at that time. This document reviews the changes in policy and adopted plans, and, to the extent possible at this time, the potential effects on the physical environment.

In order to implement the proposed project, revisions would be made to the 2035 General Plan Mobility Element and other planning documents to eliminate the segment of Natomas Crossing Drive between East Commerce Way and El Centro Road. The following exhibits would be revised:

- 2035 General Plan Figure M1, Level of Service Exception Areas would be revised to remove the segment of Natomas Crossing Drive, and to add the segments of Duckhorn Drive and San Juan Road that would operate at LOS F with implementation of the proposed project;
- 2035 General Plan Figure M3, Existing/Planned Heavy Rail Corridors, would be revised to remove the segment of Natomas Crossing Drive;
- 2035 General Plan Figure M4, Citywide Circulation Diagram, would be revised to remove the Natomas Crossing Drive segment;
- NNCP Figure NN-4, Conceptual Transit Corridors Map, would be revised to remove the Natomas Crossing Drive segment; and
- Bicycle Master Plan, The City's Bicycle Network, would be revised to remove the on-street bicycle lanes on the Natomas Crossing Drive segment. An off-street bicycle/pedestrian trail would be shown from East Commerce Way to El Centro Road, including an overcrossing of I-5. In addition, the Gibraltar Street/White Eagle Lane Connection between Beretania Way and Windsong Street would be added.

The above revised exhibits are provided in Appendix C of this DSEIR.

In addition to figure revisions, the proposed project includes revisions to 2035 General Plan Policy M 1.2.2, the City's level of service policy. Specifically, the following bullets would be added to Item D. of Policy M 1.2.2 (new text underlined):

- D. Other LOS F Roadways - LOS F is allowed for the following roadways because expansion of the roadways would cause undesirable impacts or conflict with other community values.

- Duckhorn Drive: Arena Boulevard to San Juan Road
- San Juan Road: Duckhorn Drive to Truxel Road

If the City approves the proposed project, the North Natomas Financing Plan would be updated to reflect the proposed changes.

Other Project Components

The proposed project involves only changes to adopted City plans. The construction of projects identified in those plans would be subject to separate review and approval if they are eventually proposed for design, construction and operation. Ultimately, the proposed project could result in the construction of a new bicycle/pedestrian trail, including a highway overcrossing, along the alignment identified for the extension of Natomas Crossing Drive. If constructed, the bicycle/pedestrian trail would occur within the same alignment as the roadway extension, so the cumulative effects of constructing the trail have been adequately addressed at a programmatic level in the 2035 General Plan MEIR. The bicycle/pedestrian trail would tend to have less severe impacts than the roadway extension, because its footprint would be substantially smaller (14 feet wide, compared to approximately 70 feet wide). The conversion of the Gibraltar Street/White Eagle Lane segment from a vehicle to a bicycle and pedestrian facility was not anticipated in the MEIR, but this improvement would involve only minimal construction activities. The existing segment is paved, so only minor paving, re-striping, removal of any barriers for access and new signage would be required. The project-specific impacts relating to any of these actions, and confirmation that the MEIR adequately identified and evaluated the cumulative effects, would be reviewed when the revised project is proposed for design, funding and construction.

PROJECT ACTIONS

City of Sacramento

The following actions would be taken by the City Council in order to implement the proposed project:

- Certify that the 2035 General Plan Master EIR as supplemented by the SEIR adequately addresses the significant effects of the proposed project pursuant to CEQA and the CEQA;
- Amend the Mobility Element of the 2035 General Plan as described above;
- Amend the North Natomas Community Plan Conceptual Transit Corridors Map as described above; and
- Amend the Bicycle Master Plan, The City's Bicycle Network exhibit as described above.

Other Agencies

No other federal, state or local agencies would have jurisdiction over the project.

4. TRANSPORTATION AND CIRCULATION

4. TRANSPORTATION AND CIRCULATION

4.1 INTRODUCTION

This section describes potential impacts on the transportation system that could occur as the result of the proposed project. The impact analysis examines the vehicular, transit, bicycle, and pedestrian components of the City's transportation system in the vicinity of the project site (study area). Supporting technical information, including calculations, are provided in Appendix D of this DSEIR.

Comments received in response to the NOP (see Appendix B) focused on several aspects of the project related to transportation and circulation. Comments were received relating to existing roadway conditions, anticipated changes in traffic volumes on other streets and intersections due to the project, effects on mode choice due to the project (shift to/from motor vehicles from pedestrian and bicycle modes), and effects on the bicycle and pedestrian facilities on the Arena Boulevard overcrossing and San Juan Road underpass. These comments are addressed in this section. Several comments also presented potential alternatives to the project, including maintaining pedestrian and bicycle facilities along all or parts of the Natomas Crossing Drive alignment. As discussed in Chapter 1, the proposed project was revised to retain a bicycle/pedestrian trail and overcrossing.

4.2 ENVIRONMENTAL SETTING

The roadway, transit, bicycle, and pedestrian transportation systems within the study area are described below. Figure 4-1 illustrates the roadway system near the project site.

Roadway System

The roadway components of the transportation system near the project site are described below.

- Interstate 80 (I-80) is a six-lane freeway that traverses the study area. It runs primarily east-west and provides access to the Natomas community in addition to interregional connections east to Reno, Nevada and beyond, and west to the San Francisco Bay area. Within the study area, access to I-80 is provided primarily by interchanges at Truxel Road and West El Camino Avenue.
- Interstate 5 (I-5) is a multi-lane freeway that serves as the commute corridor between Downtown Sacramento and North Natomas. Just north of the Del Paso Road interchange, I-5 curves towards the west and continues to the Sacramento International Airport, Yolo County, and beyond. Access to I-5 within the study area is provided by the Del Paso Road, Arena Boulevard, and West El Camino Avenue interchanges.
- Arena Boulevard is an east-west arterial roadway, extending from El Centro Road to the west to Gateway Park Boulevard to the east. It accommodates four to eight through lanes. Arena Boulevard has a full interchange with I-5. West of El Centro Road, it continues as Natomas Central Drive. East of Gateway Park Boulevard, it continues as North Market Boulevard.



Figure 4-1

Project Location



No Scale

SOURCE: DKS Associates, 2017.

- Duckhorn Drive is a north-south two-lane minor collector that parallels I-5 to the west. It extends from El Centro Road to San Juan Road.
- East Commerce Way is a north-south arterial which parallels I-5 to the east. To the north, it extends to Elkhorn Boulevard. It currently terminates south of Natomas Crossing Drive, but is planned to extend to San Juan Road. East Commerce Way currently has two to six through lanes, and the extension is planned to accommodate two to four through lanes.
- El Centro Road is a north-south arterial roadway. To the north, it becomes Bayou Way near the I-5/SR 99 interchange. To the south, it extends to a cul-de-sac south of West El Camino Avenue. It is currently two- to four-lanes wide.
- Natomas Crossing Drive is a partially constructed two-lane east-west arterial roadway. It is currently constructed from Truxel Drive to the east to Cashaw Way. In accordance with the General Plan, it is planned to extend westerly across I-5 to El Centro Road to the west as a two-lane arterial roadway.
- San Juan Road is an east-west two-lane major collector roadway. To the west, it extends to Garden Highway. To the east, it extends across South Natomas. It becomes Silver Eagle Road east of Steelhead Creek.
- Snowy Egret Drive is a planned two-lane east-west minor collector/local street. It is planned to extend from El Centro Road to East Commerce Way, crossing I-5. West of El Centro Road, it will become Manera Rica Drive. East of East Commerce Way, it becomes the West Entrance Road to the former arena site.
- Truxel Road is a four to eight-lane north-south arterial roadway. To the north, it extends to Del Paso Road, where it becomes Natomas Boulevard. To the south, it extends to Garden Highway.

Study area roadway segments and freeway facilities were evaluated based upon daily traffic volumes. Traffic counts were collected primarily in March 2017. Other recent available traffic counts from the City of Sacramento, Sacramento County and Caltrans were also used. The existing condition serves as the baseline or point of comparison for the impact analysis.

Each study segment was analyzed using the concept of Level of Service (LOS). LOS is a qualitative measure of traffic operating conditions whereby a letter grade from A to F is assigned. These grades represent the perspective of drivers and are an indication of the comfort and convenience associated with driving. In general, LOS A represents free-flow conditions with no congestion, and LOS F represents severe congestion and delay under stop-and-go conditions. Table 4-1 shows the thresholds for level of service on roadway segments. Table 4-2 provides the level of service thresholds for freeway segments.

Because of the anticipated localized nature of the effects of the proposed project, the study area was expanded to include segments that were not analyzed in the MEIR.

As shown in Table 4-3, all the segments in the study area operate at LOS D or better, except for the segment of San Juan Road west of Truxel Road. This segment operates at LOS F. The segment of I-5 from Arena Boulevard to I-80 operates at LOS E, which is considered acceptable for this freeway segment.

Pedestrian System

The extent of the pedestrian system varies in the project site vicinity. Recently developed areas

**TABLE 4-1
LEVEL OF SERVICE THRESHOLD FOR ROADWAY SEGMENTS**

Operational Class	Number of Lanes	ADT Level-of-Service Capacity Threshold				
		A	B	C	D	E
Arterial - Low Access Control	2	9,000	10,500	12,000	13,500	15,000
	4	18,000	21,000	24,000	27,000	30,000
	6	27,000	31,500	36,000	40,500	45,000
Arterial - Moderate Access Control	2	10,800	12,600	14,400	16,200	18,000
	4	21,600	25,200	28,800	32,400	36,000
	6	32,400	37,800	43,200	48,600	54,000
Arterial - High Access Control	2	12,000	14,000	16,000	18,000	20,000
	4	24,000	28,000	32,000	36,000	40,000
	6	36,000	43,000	48,000	54,000	60,000
Collector Street - Minor	2	5,250	6,125	7,000	7,875	8,750
Collector Street - Major	2	8,400	9,800	11,200	12,600	14,000
	4	16,800	19,600	22,400	25,200	28,000
Local Street	2	3,000	3,500	4,000	4,500	5,000
Facility Type	Stops / Mile		Driveways		Speed	
Arterial - Low Access Control	4 +		Frequent		25 – 35 mph	
Arterial - Moderate Access Control	2 – 4		Limited		35 – 45 mph	
Arterial - High Access Control	1 - 2		None		45 – 55 mph	

Source: Sacramento 2035 General Plan MEIR.

**TABLE 4-2
LEVEL OF SERVICE THRESHOLD FOR FREEWAY SEGMENTS**

Number of Lanes	ADT Level-of-Service Capacity Threshold				
	A	B	C	D	E
2	14,000	21,600	30,800	37,200	40,000
4	28,000	43,200	61,600	74,400	80,000
6	42,000	64,800	92,400	111,600	120,000
8	56,000	86,400	123,200	148,800	160,000
10	70,000	108,000	154,000	186,000	200,000

Source: Sacramento 2035 General Plan MEIR.

**TABLE 4-3
EXISTING ROADWAY SEGMENT CONDITIONS**

Roadway	Segment	Operational Class	Lanes	Daily Volume	Volume-to-Capacity Ratio	LOS
2035 General Plan MEIR Segments						
Arena Boulevard	I-5 to Truxel Rd.	Arterial – High Access Control	6	20,254	0.34	A
	El Centro Rd. to I-5		6	24,381	0.41	A
El Centro Road	Hawkview Dr. to Radio Rd.	Arterial – Moderate Access Control	2	7,111	0.40	A
	Radio Rd. to I-80		2	7,624	0.42	A
San Juan Road	El Centro Rd. to Duckhorn Dr.	Major Collector	2	6,184	0.44	A
Truxel Road	Arena Blvd. to I-80	Arterial - High Access Control	8	62,570	0.78	C
I-5	Arena Blvd. to I-80	Freeway	8	153,000	0.96	E
Focused Study Area Segments						
Arena Boulevard	El Centro Rd. to Duckhorn Dr.	Arterial – High Access Control	4	7,540	0.19	A
	Duckhorn Drive to I-5		6	24,381	0.41	A
	I-5 to E. Commerce Wy.		8	24,246	0.30	A
	E. Commerce Wy. to Truxel Rd.		6	20,254	0.34	A
Duckhorn Drive	Arena Blvd. to Natomas Crossing Dr.	Minor Collector	2	4,664	0.53	A
	Natomas Crossing Dr. to San Juan Rd.		2	4,664	0.53	A
East Commerce Way	Arena Blvd. to Natomas Crossing Dr.	Arterial – Moderate Access Control	6	1,642	0.03	A
El Centro Road	Arena Blvd. to Natomas Crossing Dr.		2	7,111	0.40	A
Natomas Crossing Drive	Natomas Crossing Dr. to San Juan Rd.		2	7,624	0.42	A
	E. Commerce Wy. to Truxel Rd.		2	12,027	0.67	B
San Juan Road	El Centro Road to Duckhorn Drive	Major Collector	2	6,184	0.44	A
	Duckhorn Dr. to E. Commerce Wy.		2	9,208	0.66	B
	E. Commerce Wy. to Truxel Road		2	17,381	1.24	F
Truxel Road	Arena Blvd. to Natomas Crossing Dr.	Arterial – High Access Control	8	25,463	0.32	A
	Natomas Crossing Dr. to Gateway Park Blvd.		8	30,859	0.39	A

**TABLE 4-3
EXISTING ROADWAY SEGMENT CONDITIONS**

Roadway	Segment	Operational Class	Lanes	Daily Volume	Volume-to-Capacity Ratio	LOS
	Gateway Park Blvd. to I-80		8	62,570	0.78	C
	I-80 to San Juan Rd.		6	40,689	0.68	B
Tynebourne Street	South of Bonfair Ave.	Local	2	710	0.14	A
Colchester Street	West of Duckhorn Dr.		2	1,027	0.21	A
Gibraltar St.	South of Bonfair Ave.		2	422	0.08	A
	North of Snowy Egret Dr.		2	630	0.13	A
White Eagle Lane	South of Snowy Egret Dr.		2	630	0.13	A
Bearcloud Avenue	East of El Centro Rd.		2	526	0.11	A
Golden Light Lane	West of Duckhorn Dr.		2	961	0.19	A
Goose Haven Lane	West of Duckhorn Dr.		2	1,094	0.22	A

Source: DKS Associates, 2017.

in North Natomas generally have a complete pedestrian system, with sidewalks on both sides of most streets, and marked crosswalks at major intersections. Areas where development is incomplete often do not include sidewalks.

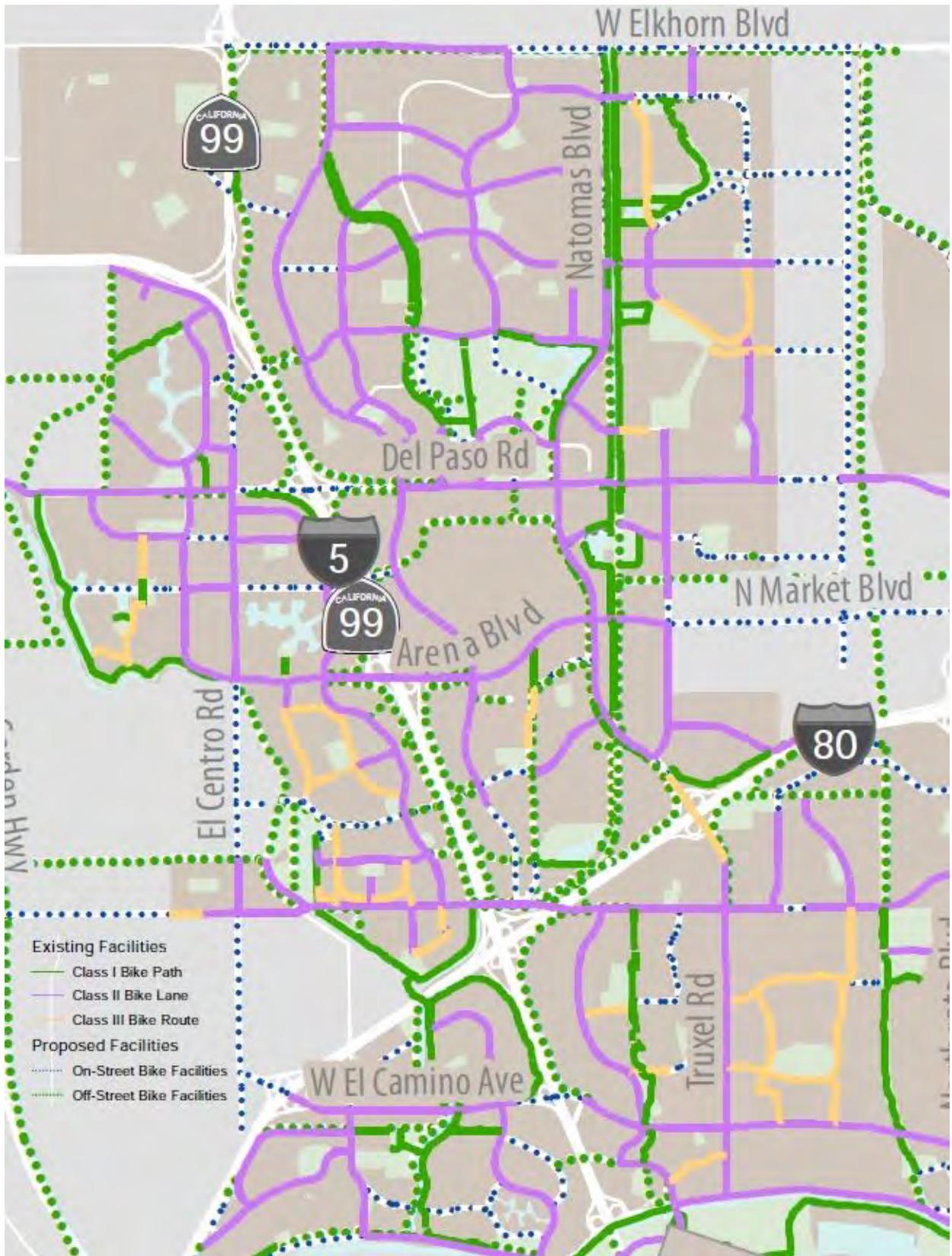
Bicycle System

Figure 4-2 illustrates the existing and proposed bicycle system in the project site vicinity. On-street bikeways currently exist on many study area roadways, including Arena Boulevard, Duckhorn Drive, East Commerce Way, portions of El Centro Road, Natomas Crossing Drive, San Juan Road, and Truxel Road. On-street bikeways are included in the future plans for the Natomas Crossing Drive and Snowy Egret Way crossings of I-5. Off-street bikeways are planned to parallel each side of I-5.

Transit System

Regional Transit (RT) service in the site vicinity is illustrated in Figure 4-3.

RT Route 11 (Truxel Road) operates in each direction along Truxel Road. It extends to Club Center Drive and Northborough Drive to the north. To the south, it continues to Downtown via Garden Highway and I-5.



**Figure 4-2
Bikeways**



No Scale

SOURCE: City of Sacramento, 2016; DKS Associates, 2017.

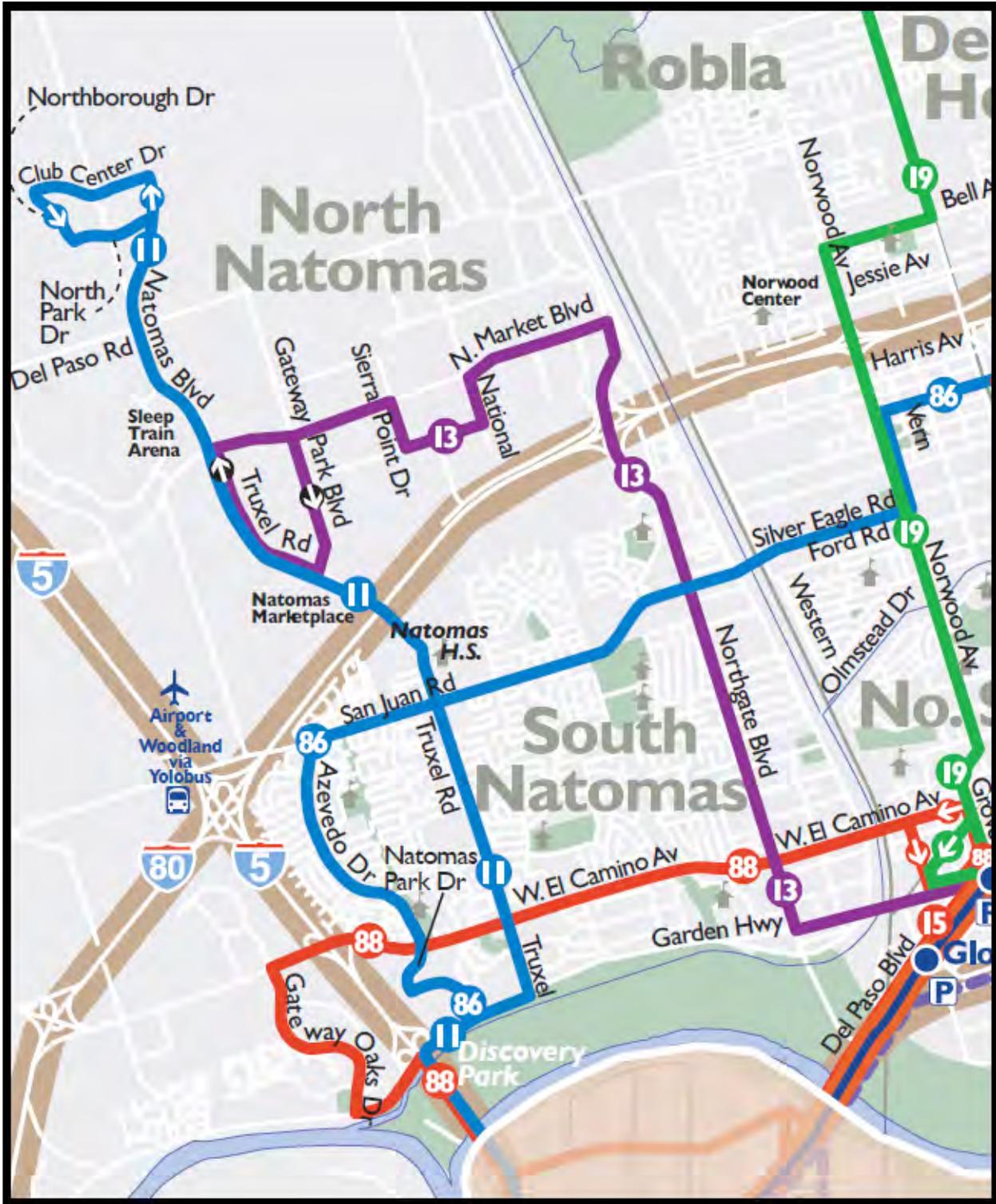


Figure 4-3

Regional Transit Services



No Scale

SOURCE: Regional Transit, 2017; DKS Associates, 2017.

RT Route 13 (Northgate) loops through North Natomas on Gateway Park Boulevard, Truxel Road, and Arena Boulevard, providing access to Natomas Marketplace. To the east, the route continues southerly along Northgate Boulevard and Arden Way to the Arden/Del Paso Light Rail Station.

As illustrated in Figure 4-4, the North Natomas Transportation Management Association operates the Flyer Shuttle, a peak-period scheduled route transit service between North Natomas and Downtown Sacramento. Each route operates three to four buses to Downtown during the a.m. period, and three to four buses from Downtown during the p.m. period.

4.3 REGULATORY SETTING

Federal

There are no applicable federal regulations that apply directly to the Proposed Project. However, federal regulations relating to the Americans With Disabilities Act (ADA), Title VI, and Environmental Justice relate to transit service.

State

In 2010, Caltrans released a Corridor System Management Report (CSMP) for portions of I-5 within the study area. Table 4 of this report shows existing operations on several segments of I-5 as being at LOS E or F.¹ The Caltrans Transportation Concept Report (TCR) for I-5 indicates a Concept LOS F for this corridor.² The concept LOS represents the minimum acceptable service condition over the next 20 years. The TCR indicates that for existing LOS F conditions, no further degradation is permitted as indicated by the applicable performance measure.³

Local

City of Sacramento 2035 General Plan Policies

The following adopted goals and policies from the 2035 General Plan are applicable to the proposed project. Note that the proposed project would modify Policy M 1.2.2 Item D, “Other LOS F Roadways”, as discussed in Chapter 3 and Impact 4-2.

Mobility

Goal M 1.1: Comprehensive Transportation System. Provide a multimodal transportation system that supports the social, economic and environmental vision, goals, and objectives of the City, and is effectively planned, funded managed, operated, and maintained.

- ▲ **Policy M 1.1.2:** Transportation Network. The City shall manage the travel system to ensure safe operating conditions.

1 California Department of Transportation, *State of the Corridor Report – State Route 99 and Interstate 5 Corridor System Management Report*, 2010, Table 4.

2 California Department of Transportation, *Transportation Concept Report, Interstate 5, District 3*, Figure 1, June 2017.

3 California Department of Transportation, *Transportation Concept Report, Interstate 5, District 3*, page 19, June 2017.

- ▲ Policy M 1.1.4: Facilities and Infrastructure. The City shall effectively operate and maintain transportation facilities and infrastructure to preserve the quality of the system.

Goal M 1.2: Multimodal System. Increase multimodal accessibility (i.e., the ability to complete desired personal or economic transactions via a range of transportation modes and routes) throughout the city and region with an emphasis on walking, bicycling, and riding transit.

- ▲ Policy M 1.2.1: Multimodal Choices. The City shall develop an integrated, multimodal transportation system that improves the attractiveness of walking, bicycling, and riding transit over time to increase travel choices and aid in achieving a more balanced transportation system and reducing air pollution and greenhouse gas emissions.
- ▲ Policy M 1.2.2: Level of Service (LOS) Standard. The City shall implement a flexible context-sensitive Level of Service (LOS) standard, and will measure traffic operations against the vehicle LOS thresholds established in this policy. The City will measure Vehicle LOS based on the methodology contained in the latest version of the Highway Capacity Manual (HCM) published by the Transportation Research Board. The City's specific vehicle LOS thresholds have been defined based on community values with respect to modal priorities, land use context, economic development, and environmental resources and constraints. As such, the City has established variable LOS thresholds appropriate for the unique characteristics of the City's diverse neighborhoods and communities. The City will strive to operate the roadway network at LOS D or better for vehicles during typical weekday AM and PM peak-hour conditions with the following exceptions described below and mapped on (*General Plan*) Figure M-1. (*General Plan*) Exhibit 4.12-2 shows the boundary of each vehicle LOS exception area.

A. Core Area (Central City Community Plan Area) – LOS F allowed

B. Priority Investment Areas – LOS F allowed

C. LOS E Roadways – LOS E is allowed for the following roadways because expansion of the roadways would cause undesirable impacts or conflict with other community values.

- 65th Street: Elvas Avenue to 14th Avenue
- Arden Way: Royal Oaks Drive to I-80 Business
- Broadway: Stockton Boulevard to 65th Street
- College Town Drive: Hornet Drive to La Rivera Drive
- El Camino Avenue: I-80 Business to Howe Avenue
- Elder Creek Road: Stockton Boulevard to Florin Perkins Road
- Elder Creek Road: South Watt Avenue to Hedge Avenue
- Fruitridge Road: Franklin Boulevard to SR 99
- Fruitridge Road: SR 99 to 44th Street
- Howe Avenue: El Camino Avenue to Auburn Boulevard
- Sutterville Road: Riverside Boulevard to Freeport Boulevard

LOS E is also allowed on all roadway segments and associated intersections located within ½ mile walking distance of light rail stations.

D. Other LOS F Roadways – LOS F is allowed for the following roadways because expansion of the roadways would cause undesirable impacts or conflict with other community values.

- 47th Avenue: State Route 99 to Stockton Boulevard
- Arcade Boulevard: Marysville Boulevard to Roseville Road
- Carlson Drive: Moddison Avenue to H Street
- El Camino Avenue: Grove Avenue to Del Paso Boulevard
- Elvas Avenue: J Street to Folsom Boulevard
- Elvas Avenue/56th Street: 52nd Street to H Street
- Florin Road: Havenside Drive to I-5
- Florin Road: Freeport Boulevard to Franklin Boulevard
- Florin Road: I-5 to Freeport Boulevard
- Folsom Boulevard: 47th Street to 65th Street
- Folsom Boulevard: Howe Avenue to Jackson Highway

- Folsom Boulevard: US 50 to Howe Avenue
 - Freeport Boulevard: Sutterville Road (North) to Sutterville Road (South)
 - Freeport Boulevard: 21st Street to Sutterville Road (North)
 - Freeport Boulevard: Broadway to 21st Street
 - Garden Highway: Truxel Road to Northgate Boulevard)
 - H Street: Alhambra Boulevard to 45th Street
 - H Street 45th: Street to Carlson Drive
 - Hornet Drive: US 50 Westbound On-ramp to Folsom Boulevard
 - Howe Avenue: US 50 to Fair Oaks Boulevard
 - Howe Avenue: US 50 to 14th Avenue
 - Raley Boulevard: Bell Avenue to Interstate 80
 - South Watt Avenue: US 50 to Kiefer Boulevard
 - West El Camino Avenue: Northgate Boulevard to Grove Avenue
- E. If maintaining the above LOS standards would, in the City's judgment be infeasible and/or conflict with the achievement of other goals, LOS E or F conditions may be accepted provided that provisions are made to improve the overall system, promote non-vehicular transportation, and/or implement vehicle trip reduction measures as part of a development project or a city-initiated project. Additionally, the City shall not expand the physical capacity of the planned roadway network to accommodate a project beyond that identified in (*General Plan*) Figure M4 and M4a (2035 General Plan Roadway Classification and Lanes).
- ▲ Policy M 1.2.3: Transportation Evaluation. The City shall evaluate discretionary projects for potential impacts to traffic operations, traffic safety, transit service, bicycle facilities, and pedestrian facilities, consistent with the City's Traffic Study Guidelines.
 - ▲ Policy M 1.2.5: Ultimate Roadway Network. If development projects would cause or exacerbate unacceptable LOS E or F conditions, the City shall not expand the physical capacity of the planned roadway network to accommodate the project beyond that identified in (*General Plan*) Figure M4 and M4a (2035 General Plan Roadway Classification and Lanes). To maintain acceptable LOS E or F conditions, the City may require applicable vehicle trip reduction measures and physical improvements that increase transit use, bicycling, or walking and traffic operational improvements.
- Goal M 1.3: Barrier Removal.** Improve accessibility and system connectivity by removing physical and operational barriers to safe travel.
- ▲ Policy M 1.3.2: Eliminate Gaps. The City shall eliminate "gaps" in roadways, bikeways, and pedestrian networks. To this end:
 - a. The City shall construct new multi-modal crossings of the Sacramento and American Rivers.
 - b. The City shall plan and pursue funding to construct grade-separated crossings of freeways, rail lines, canals, creeks, and other barriers to improve connectivity.
 - c. The City shall construct new bikeways and pedestrian paths in existing neighborhoods to improve connectivity.
 - ▲ Policy M 1.3.3: Improve Transit Access. The City shall support the Sacramento Regional Transit District (RT) in addressing identified gaps in public transit networks by working with RT to appropriately locate passenger facilities and stations, pedestrian walkways and bicycle access to transit stations and stops, and public rights of way as necessary for transit-only lanes, transit stops, and transit vehicle stations and layover.
 - ▲ Policy M 1.3.4: Barrier Removal for Accessibility. The City shall remove barriers, where feasible, to allow people of all abilities to move freely and efficiently throughout the city.
- Goal M 2.1: Integrated Pedestrian System.** Design, construct, and maintain a universally accessible, safe, convenient, integrated and well-connected pedestrian system that promotes walking.

Goal M 3.1: Safe, Comprehensive, and Integrated Transit System. Create and maintain a safe, comprehensive, and integrated transit system as an essential component of a multimodal transportation system.

Goal M 4.1: Street and Roadway System. Create a context-sensitive street and roadway system that provides access to all users and recognizes the importance that roads and streets play as public space. As such, the City shall strive to balance the needs for personal travel, goods movement, parking, social activities, business activities, and revenue generation, when planning, operating, maintaining, and expanding the roadway network.

- ▲ Policy M 4.1.1: Emergency Access. The City shall develop a roadway system that is redundant (i.e., includes multiple alternative routes) to the extent feasible to ensure mobility in the event of emergencies.
- ▲ Policy M 4.1.2: Balancing Community, Social, Environmental, and Economic Goals. The City shall evaluate and strive to address community, environmental, and citywide economic development goals when adding or modifying streets, roads, bridges, and other public rights-of-way.
- ▲ Policy M 4.1.3: Community Outreach. The City shall conduct public outreach to community organizations and members of the general public in corridor planning early in the project development process to identify feasible opportunities to provide community benefits and to lessen any potential impacts of modifications to local streets and roadways.

Goal M 4.2: Complete Streets. The City shall plan, design, operate and maintain all streets and roadways to accommodate and promote safe and convenient travel for all users – pedestrians, bicyclists, transit riders, and persons of all abilities, as well as freight and motor vehicle drivers.

- ▲ Policy M 4.2.1: Accommodate All Users. The City shall ensure that all new roadway projects and any reconstruction projects designate sufficient travel space for all users including bicyclists, pedestrians, transit riders, and motorists except where pedestrians and bicyclists are prohibited by law from using a given facility.
- ▲ Policy M 4.2.2: Pedestrian and Bicycle-Friendly Streets. In areas with high levels of pedestrian activity (e.g., employment centers, residential areas, mixed-use areas, schools), the City shall ensure that all street projects support pedestrian and bicycle travel. Improvements may include narrow lanes, target speeds less than 35 miles per hour, sidewalk widths consistent with the Pedestrian Master Plan, street trees, high-visibility pedestrian crossings, and bikeways (e.g. Class II and III bike lanes, bicycle boulevards, separated bicycle lanes and/or parallel multi-use pathways).
- ▲ Policy M 4.2.4: Pedestrian and Bicycle Facilities on Bridges. The City shall identify existing and new bridges that can be built, widened, or restriped to add pedestrian and/or bicycle facilities.
- ▲ Policy M 4.2.6: Identify and Fill Gaps in Complete Streets. The City shall identify streets that can be made more “complete” either through a reduction in the number or width of travel lanes or through two-way conversions, with consideration for emergency vehicle operations. The City shall consider including new bikeways, sidewalks, on-street parking, and exclusive transit lanes on these streets by re-arranging and/or re-allocating how the available space within the public right of way issued. All new street configurations shall provide for adequate emergency vehicle operation.

Goal M 4.3: Neighborhood Traffic. Enhance the quality of life within existing neighborhoods through the use of neighborhood traffic management and traffic calming techniques, while recognizing the City’s desire to provide a grid system that creates a high level of connectivity.

Goal M 4.4: Roadway Functional Classification and Street Typology. Maintain an interconnected system of streets that allows travel on multiple routes by multiple modes, balancing access, mobility and place-making functions with sensitivity to the existing and planned land use context of each corridor and major street segment.

Goal M 5.1: Integrated Bicycle System. Create and maintain a safe, comprehensive, and integrated bicycle system and set of support facilities throughout the city that encourage bicycling that is accessible to all. Provide bicycle facilities, programs and services and implement other transportation and land use policies as necessary to achieve the City's bicycle mode share goal as documented in the Bicycle Master Plan.

4.4 IMPACTS AND MITIGATION MEASURES

Thresholds of Significance

For the purposes of this DSEIR, impacts on transportation and circulation are considered significant, if the proposed project would:

- ▲ cause a roadway facility in the City of Sacramento to degrade from LOS D or better to LOS E during typical weekday a.m. and p.m. peak-hour conditions with the following exceptions where LOS E or F is allowed as indicated below. (*[General Plan]* Exhibit 4.12-2 shows the boundary of each vehicle LOS exception area.)
 - A. Core Area (Central City Community Plan Area) – LOS F allowed
 - B. Priority Investment Areas – LOS F allowed
 - C. LOS E Roadways - LOS E is allowed for the following roadways because expansion of the roadways would cause undesirable impacts or conflict with other community values.
 - 65th Street: Elvas Avenue to 14th Avenue
 - Arden Way: Royal Oaks Drive to I-80 Business
 - Broadway: Stockton Boulevard to 65th Street
 - College Town Drive: Hornet Drive to La Rivera Drive
 - El Camino Avenue: I-80 Business to Howe Avenue
 - Elder Creek Road: Stockton Boulevard to Florin Perkins Road
 - Elder Creek Road: South Watt Avenue to Hedge Avenue
 - Fruitridge Road: Franklin Boulevard to SR 99
 - Fruitridge Road: SR 99 to 44th Street
 - Howe Avenue: El Camino Avenue to Auburn Boulevard
 - Sutterville Road: Riverside Boulevard to Freeport Boulevard
 LOS E is also allowed on all roadway segments and associated intersections located within ½ mile walking distance of light rail stations.
 - D. Other LOS F Roadways - LOS F is allowed for the following roadways (up to the identified volume/capacity ratio shown below) because expansion of the roadways would cause undesirable impacts or conflict with other community values.
 - 47th Avenue: State Route 99 to Stockton Boulevard
 - Arcade Boulevard: Marysville Boulevard to Roseville Road
 - Carlson Drive: Moddison Avenue to H Street
 - El Camino Avenue: Grove Avenue to Del Paso Boulevard
 - Elvas Avenue: J Street to Folsom Boulevard
 - Elvas Avenue/56th Street: 52nd Street to H Street
 - Florin Road: Havenside Drive to I-5
 - Florin Road: Freeport Boulevard to Franklin Boulevard
 - Florin Road: I-5 to Freeport Boulevard
 - Folsom Boulevard: 47th Street to 65th Street
 - Folsom Boulevard: Howe Avenue to Jackson Highway

- Folsom Boulevard: US 50 to Howe Avenue
 - Freeport Boulevard: Sutterville Road (North) to Sutterville Road (South)
 - Freeport Boulevard: 21st Street to Sutterville Road (North)
 - Freeport Boulevard: Broadway to 21st Street
 - Garden Highway: Truxel Road to Northgate Boulevard)
 - H Street: Alhambra Boulevard to 45th Street
 - H Street 45th: Street to Carlson Drive
 - Hornet Drive: US 50 Westbound On-ramp to Folsom Boulevard
 - Howe Avenue: US 50 to Fair Oaks Boulevard
 - Howe Avenue: US 50 to 14th Avenue
 - Raley Boulevard: Bell Avenue to Interstate 80
 - South Watt Avenue: US 50 to Kiefer Boulevard
 - West El Camino Avenue: Northgate Boulevard to Grove Avenue
- ▲ For facilities within the City of Sacramento already operating at unacceptable LOS without the project, a significant impact would occur if the project would increase the V/C ratio by 0.02 or more on a roadway segment.
 - ▲ Cause the roadway facility in unincorporated Sacramento County to degrade from LOS E or better to LOS F or worse. For facilities that are already worse than LOS E without the project, a significant impact would occur if the project would increase the V/C ratio by 0.05 or more than 0.05 on a roadway segment.
 - ▲ Cause a freeway segment to change from LOS A, B, C, D, or E to LOS F, or
 - ▲ Add 100 trips⁴ to a freeway segment already operating at LOS F under the No Project scenario.
 - ▲ Adversely affect existing and planned public transit facilities or services, or fail to adequately provide access to transit.
 - ▲ Adversely affect existing and planned bicycle facilities or fail to adequately provide access by bicycle.
 - ▲ Adversely affect existing pedestrian facilities or fail to adequately provide access by pedestrians.

Methods of Analysis

The transportation impact analysis is focused on changes in circulation that would occur as a result of the revised General Plan circulation diagram associated with the proposed project. The study area is shown in Figure 4-5.

Analysis Scenarios

The transportation modeling and analysis was conducted for the following scenarios.

- Existing Conditions – This scenario serves as the baseline or point of comparison for environmental impact significance determinations. Existing volumes and levels of service within the study area are described in Section 4.2, Existing Conditions, above.

4 For analysis purposes, all daily freeway travel forecasts are rounded to the nearest 100. Therefore, this represents the smallest increment of trips that may be added to a freeway segment.

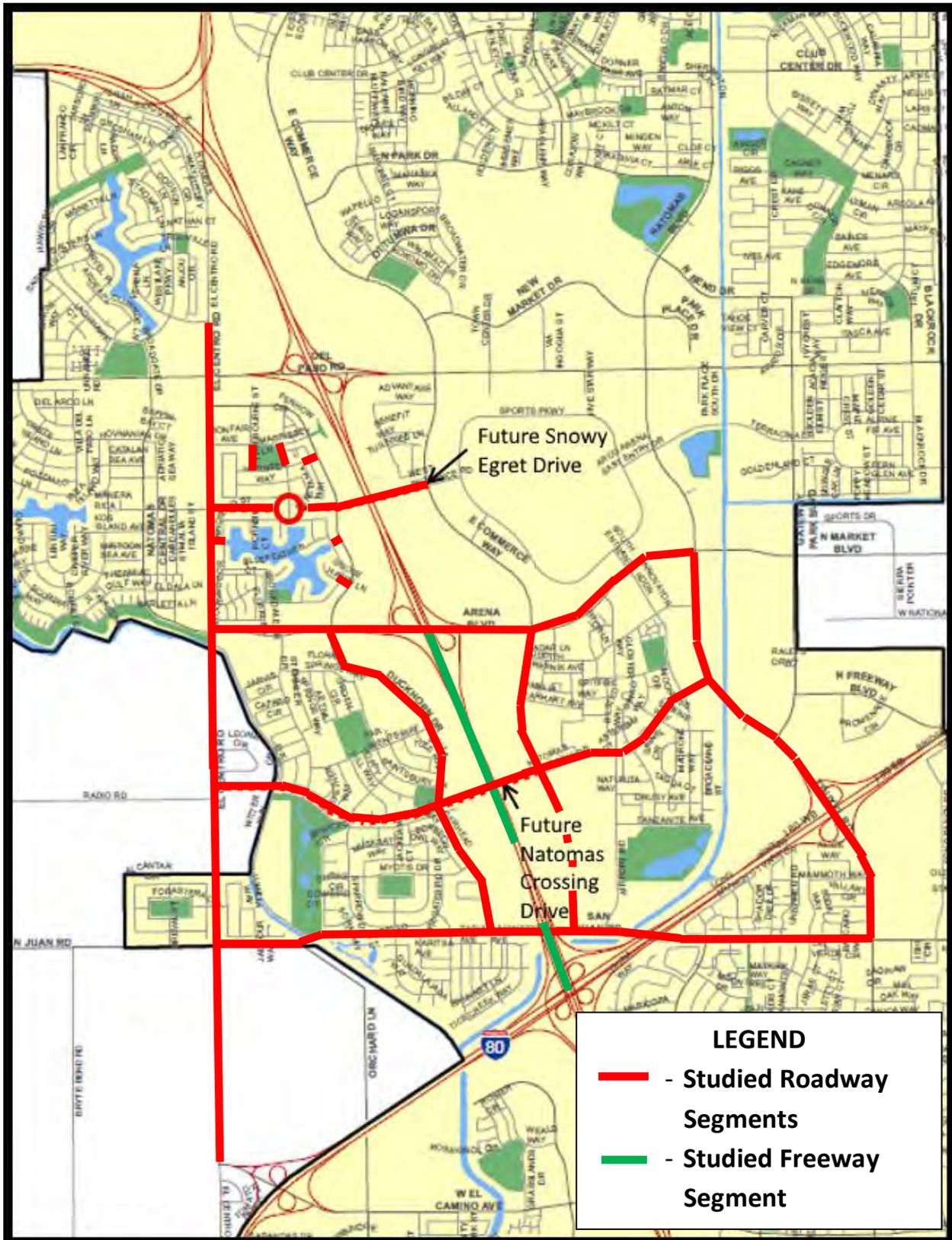


Figure 4-5
Study Area

- Existing Plus Project – conditions associated with the proposed circulation changes, assuming immediate implementation of the project. Regarding the Natomas Crossing Drive changes to the circulation diagram, there is no difference between existing conditions and the existing plus project scenario, because the subject section of Natomas Crossing Drive does not exist at present. Therefore, the existing plus project scenario focuses only on the proposed changes to Gibraltar Street/White Eagle Lane, which is an existing transportation facility.
- 2035 without Project – conditions with 2035 land use forecasts and transportation infrastructure assumptions for the City of Sacramento based on the 2035 General Plan. This scenario includes the extension of Natomas Crossing Drive and the retention of the Gibraltar Street/White Eagle Lane connection as a street.
- 2035 with Proposed Project – conditions with 2035 land use forecasts and transportation infrastructure assumptions for the City of Sacramento based on the proposed changes to the circulation system.

This analysis assumes that the proposed amendments to 2035 General Plan Policy M 1.2.2 would be adopted if the proposed project is approved. The proposed amendments would add the following segments to Item D of Policy M 1.2.2, allowing LOS F on these segments:

- Duckhorn Drive: Arena Boulevard to San Juan Road
- San Juan Road: Duckhorn Drive to Truxel Road

Vehicular Roadway System

Transportation modeling and quantitative impact analysis was conducted for existing (2017) and 2035 conditions. The 2035 analysis accounts for development under the 2035 General Plan, as well as changes to cumulative conditions outside the City.

The transportation analysis for the roadway system followed the methodology described below. Daily conditions were evaluated for seven roadway segments located in the study area that were also evaluated in the 2035 General Plan MEIR:

- Arena Boulevard
 - I-5 to Truxel Road
 - El Centro Road to I-5
- El Centro Road
 - Hawkview Drive to Radio Road
 - Radio Road to I-80
- San Juan Road
 - El Centro Road to Duckhorn Drive
- Truxel Road
 - Arena Boulevard to I-80
- Interstate 5
 - Arena Boulevard to I-80

The above segments would not be affected by the proposed conversion of the Gibraltar Street/White Eagle Lane connection, so they were not evaluated under 2017 conditions (see Impact 4-2 for more discussion).

The MEIR analysis focused on citywide and regional effects of the General Plan transportation

network and land use policies, and included 260 roadway segments located throughout the City and in adjacent jurisdictions. Because of the anticipated localized nature of the effects of the proposed project, the number of locations in the study area was increased to include segments that are in proximity to the proposed project, but that were not analyzed in the MEIR. Some MEIR segments were split into smaller divisions, and additional roadways were included. The following list presents the additional segments that are analyzed in this DSEIR (2017 and 2035). These segments are also illustrated in Figure 4-5:

- Arena Boulevard
 - El Centro Road to Duckhorn Drive
 - Duckhorn Drive to I-5
 - I-5 to East Commerce Way
 - East Commerce Way to Truxel Road
- Duckhorn Drive
 - Arena Boulevard to Natomas Crossing Drive
 - Natomas Crossing Drive to San Juan Road
- East Commerce Way
 - Arena Boulevard to Natomas Crossing Drive
 - South of Natomas Crossing Drive
 - North of San Juan Road
- El Centro Road
 - Arena Boulevard to Natomas Crossing Drive
 - Natomas Crossing Drive to San Juan Road
- Natomas Crossing Drive
 - El Centro Road to Duckhorn Drive
 - Duckhorn Drive to East Commerce Way
 - East Commerce Way to Truxel Road
- San Juan Road
 - El Centro Road to Duckhorn Drive
 - Duckhorn Drive to East Commerce Way
 - East Commerce Way to Truxel Road
- Truxel Road
 - Arena Boulevard to Natomas Crossing Drive
 - Natomas Crossing Drive to Gateway Park Boulevard
 - Gateway Park Boulevard to I-80
 - I-80 to San Juan Road
- Snowy Egret Drive
 - El Centro Road to Duckhorn Drive
 - Duckhorn Drive to East Commerce Way
- Tynebourne Street
 - South of Bonfair Avenue
- Colchester Street
 - West of Duckhorn Drive
- Gibraltar Street
 - South of Bonfair Avenue
 - North of Snowy Egret Drive
- White Eagle Lane
 - South of Snowy Egret Drive
- Bearcloud Avenue
 - East of El Centro Road

- Golden Light Lane
 - West of Duckhorn Drive
- Goose Haven Lane
 - West of Duckhorn Drive

The proposed project would not alter any land uses or change development assumptions. Therefore, for both 2035 scenarios (2035 without Project and 2035 with Project), identical 2035 land use forecasts were used in the travel modeling. Within City limits, these forecasts are consistent with the land use element of the 2035 General Plan. Outside the City limits, land use forecasts are based upon SACOG's adopted 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS), which forecasts land use for the year 2036. Similarly, roadway network assumptions within City limits are consistent with the 2035 General Plan. Outside the City limits, the future transportation networks are based upon the 2016 MTP/SCS year 2036 system.

Future-year travel forecasts were produced using SACOG's SACSIM travel model, with some refinement in land use allocation and roadway network in the study area to improve model predictive capabilities. Details are included in the transportation analysis report in the technical appendix.

Daily traffic volumes for the roadway segments were analyzed using the level of service (LOS) capacity thresholds displayed in Table 4-1.

Daily volumes for freeway segments were evaluated using the LOS capacity thresholds in Table 4-2.

Transit, Pedestrian, and Bicycle Facilities

For the transit, pedestrian, and bicycle systems, the analysis focuses on whether the proposed changes to the circulation system would result in a conflict or inconsistency with these facilities. If a potential inconsistency is identified that could have environmental consequences, a significant impact is identified. The analysis also evaluates whether adoption of the proposed project would disrupt existing facilities or interfere with planned facilities.

Impacts and Mitigation Measures

As noted previously, with respect to the proposed change to the planned extension of Natomas Crossing Drive, there is no difference between existing and existing plus project conditions for vehicular circulation, because the roadway is not currently constructed. Therefore, the existing plus project analysis focuses on the Gibraltar Street/White Eagle Lane changes to the circulation system. The study area for the existing plus project analysis is limited to neighborhood local streets, because the conversion of this segment to a bike/pedestrian facility would affect vehicular circulation only in the immediate vicinity. There would be no impact on the segments analyzed in the MEIR. Further, no transit vehicles currently use the roadway segment, and none would be anticipated to operate on this local street. Therefore, only vehicular, bicycle and pedestrian impacts are addressed under the existing plus project scenario.

Impact 4-1 The proposed project could affect pedestrian and bicycle circulation.

The proposed project would increase opportunities for pedestrian and bicycle mobility in two ways. First, the proposed project would include plans for a bicycle trail that would connect

existing and planned bicycle facilities on either side of I-5 by constructing an overcrossing for bicycle and pedestrian use, and a bicycle trail from El Centro Road to I-5 and from I-5 to East Commerce Way. These planned facilities would be consistent with the 2016 Bicycle Master Plan. Second, the proposed project would include plans to convert an existing local (neighborhood) street to a pedestrian/bicycle only facility. No existing bicycle or pedestrian facilities would be removed or altered. Because implementation of the proposed project would not disrupt existing pedestrian or bicycle facilities or operations and would expand bicycle and pedestrian facilities, this impact is considered *less than significant*.

Mitigation Measure

None required.

Impact 4-2 The proposed project would change traffic volumes on study area roadway segments.

Table 4-4 summarizes anticipated changes in traffic volumes associated with the proposed project.

Construction of a bicycle/pedestrian trail and overcrossing following the Natomas Crossing Drive alignment would not alter existing roads or vehicular circulation. The closure of Gibraltar Street – White Eagle Lane to motor vehicle traffic would result in the redistribution of traffic to other local streets. At present, 630 vehicles use the subject roadway segment on a typical weekday. With redistribution of this traffic, all study area local streets are projected to continue to operate at LOS A, as shown in Table 4-4. As discussed in Methods, above, the redistribution of traffic resulting from the proposed closure would not occur outside of the immediate area, so Table 4-4 does not include all study segments. For these reasons, the impact of the future planning changes is considered *less than significant*.

Mitigation Measure

None required.

Impact 4-3 Construction of the proposed project could affect the local street network.

Construction of a bicycle/pedestrian trail and overcrossing would be similar to construction of a new roadway and overcrossing, but on a much smaller scale due to the reduced width of the facility. The trail from El Centro Road to the eastern side of I-5 would occur primarily in an undeveloped right-of-way that has limited vehicular access (Sparrow Drive and Duckhorn Drive cross the proposed trail), and the right-of-way is wide enough to provide areas for staging. Therefore, there would be little or no interference with streets on this segment. The trail alignment between Duckhorn Drive and East Commerce Drive is undeveloped at present. The only roadway facility in this area is I-5. Construction of the overcrossing would therefore not affect any existing local streets. If the overcrossing were constructed after development of this area, there could be periods where construction activities affected local streets. Construction of the overcrossing would be coordinated with Caltrans to ensure that I-5 was not adversely affected.

Only minimal construction activities would occur for the conversion of the Gibraltar Street—White Eagle Lane segment from a vehicle to a bicycle and pedestrian facility. The existing segment is paved, so no or only minor paving would be required. The primary construction

**TABLE 4-4
EXISTING PLUS PROJECT ROADWAY SEGMENT CONDITIONS**

Roadway	Segment	Operational Class	Existing				Existing Plus Project			
			Lanes	Daily Volume	V/C Ratio	LOS	Lanes	Daily Volume	V/C Ratio	LOS
Tynebourne Street	South of Bonfair Ave.	Local	2	710	0.14	A	2	920	0.18	A
Colchester Street	West of Duckhorn Dr.		2	1,027	0.21	A	2	1,311	0.26	A
Gibraltar St.	South of Bonfair Ave.		2	422	0.08	A	2	558	0.11	A
	North of Snowy Egret Drive		2	630	0.13	A	-	-	-	-
White Eagle Lane	South of Snowy Egret Drive		2	630	0.13	A	-	-	-	-
Bearcloud Avenue	East of El Centro Road		2	526	0.11	A	2	739	0.15	A
Golden Light Lane	West of Duckhorn Dr.		2	961	0.19	A	2	1,378	0.28	A
Goose Haven Lane	West of Duckhorn Dr.		2	1,094	0.22	A	2	1,094	0.22	A

Note: Roadway segments limited to those with traffic volumes anticipated to change substantially due to the localized change to Gibraltar Street / White Eagle Lane.
Source: DKS Associates, 2017.

activities are anticipated to include restriping, barriers to vehicular access and/or signage.

While the level and duration of construction of bicycle and pedestrian facilities are less extensive than roadway construction, it may be necessary to restrict travel on certain roadways to facilitate construction activities such as demolition, material hauling, construction, staging, and modifications to existing infrastructure. Such restrictions would be temporary. Lane restrictions, closures, and/or detours could cause an increase in traffic volumes on adjacent roadways. To reduce major congestion problems, which could result in interference with emergency response, the City requires all construction projects to prepare Traffic Management Plans for construction activities, as required by Sections 12.20.020 and 12.20.030 of the Sacramento City Code. Compliance would require review and approval by the City's Public Works Department. This would minimize the potential for construction impacts to interfere with emergency response as well as daily traffic circulation. Because construction activities would be temporary and minimal, and would require implementation of a Traffic Management Plan, the impact on local streets would be a ***less than significant***.

Mitigation Measure

None required.

Cumulative Impacts

Table 4-5 summarizes anticipated changes in cumulative traffic volumes associated with the

project.

Impact 4-4 The proposed project would contribute to cumulative changes in the pedestrian, bicycle and transit systems.

The 2035 General Plan Mobility Element envisions “a first class, efficient, multi-modal transportation network that minimizes impacts to the environment and neighborhoods.”⁵ General Plan Policy M 5.1.1 calls for implementation of a Bicycle Master Plan, and Policy M 5.1.3 calls for a continuous bikeway network consisting of bike-friendly facilities connecting residential neighborhoods to key destinations and activity centers. Policy M 4.2.1 states that new roadway projects and reconstruction projects must designate sufficient travel space for all users, including bicyclists, pedestrians and transit riders. Under cumulative conditions, as new development occurs, new pedestrian, bicycle and transit facilities would be implemented consistent with the 2035 General Plan. As shown in the Bikeway Master Plan, a robust network of on- and off-street bike lanes and paths are anticipated for the North Natomas community, including off- and on-street bike facilities along the Natomas Crossing Drive extension. Pedestrians could share the off-street bike paths, and sidewalks would be provided along many streets.

The proposed project would alter planned bicycle and pedestrian facilities in the study area in two ways, as discussed in Impact 4-1. The proposed project would eliminate the Natomas Crossing Drive extension from planning documents, so it would not be constructed in the future. Therefore, no on-street bicycle or pedestrian facilities would be constructed. However, the proposed project does provide for an off-street bicycle trail from El Centro Road to East Commerce Drive, including an overcrossing of I-5. Therefore, the proposed project would provide the bicycle and pedestrian connections anticipated in the Bikeway Master Plan. The proposed project would also change future plans to call for the conversion of the Gibraltar Street/White Eagle Lane segment to a pedestrian/bicycle only facility. This would add to the future pedestrian/bicycle system in the City, and therefore have a beneficial effect on pedestrian and bicycle mobility.

Eliminating the vehicle lanes associated with the Natomas Crossing Drive extension would slightly reduce the roadway network available to transit providers in the future. However, there are no known plans to operate transit vehicles on the roadway in the future, and elimination of the roadway would not restrict existing or future transit service to the area. Figure NN-4, Conceptual Transit Corridors Map, of the North Natomas Community Plan does show the Natomas Crossing Drive extension as a “minor bus corridor.” As shown in Appendix C, the proposed project includes revising this figure to eliminate the Natomas Crossing Drive extension in the study area. While this segment of Natomas Crossing Drive would not be available to bus traffic under the proposed project, there are alternate routes available to provide transit service to the neighborhoods in the study area, such as San Juan Road, Duckhorn Drive, and Arena Boulevard.

No transit vehicles currently use the Gibraltar Street-White Eagle Lane roadway segment, and there are no plans for future transit services to operate on this local street.

5 City of Sacramento, *2035 General Plan*, March 3, 2015, page 2-163.

**TABLE 4-5
CUMULATIVE ROADWAY SEGMENT CONDITIONS**

Roadway	Segment	Operational Class	Cumulative				Cumulative Plus Project			
			Lanes	Daily Volume	V/C Ratio	LOS	Lanes	Daily Volume	V/C Ratio	LOS
2035 General Plan MEIR Segments										
Arena Blvd.	I-5 to Truxel Rd.	Arterial - High	6	22,279	0.37	A	6	21,211	0.35	A
	El Centro Rd. to I-5	Access Control	6	26,819	0.45	A	6	30,441	0.51	A
El Centro Road	Hawkview Dr. to Radio Rd.	Arterial - Moderate	4	9,167	0.25	A	4	10,730	0.30	A
	Radio Rd. to I-80	Access Control	4	9,446	0.26	A	4	9,056	0.25	A
San Juan Road	El Centro Rd. to Duckhorn Dr.	Major Collector	2	6,802	0.49	A	2	8,769	0.63	B
Truxel Road	Arena Blvd. to I-80	Arterial - High Access Control	8	79,828	1.00	E	8	78,659	0.98	E
I-5	Arena Blvd. to I-80	Freeway	8	221,500	1.38	F	8	221,800	1.39	F
Focused Study Area Segments										
Arena Boulevard	El Centro Rd. to Duckhorn Dr.	Arterial – High Access Control	4	9,186	0.23	A	4	11,561	0.29	A
	Duckhorn Dr. to I-5		6	26,819	0.45	A	6	30,441	0.51	A
	I-5 to E. Commerce Wy.		8	33,801	0.42	A	8	33,721	0.42	A
	E. Commerce Wy. to Truxel Rd.		6	22,279	0.37	A	6	21,211	0.35	A
Duckhorn Drive	Arena Blvd. to Natomas Crossing Dr.	Minor Collector	2	6,095	0.70	B	2	8,852	1.01	F
	Natomas Crossing Dr. to San Juan Rd.		2	5,130	0.59	A	2	8,905	1.02	F
East Commerce Way	Arena Blvd. to Natomas Crossing Dr.	Arterial – Moderate Access Control	6	22,187	0.41	A	6	20,440	0.38	A
	South of Natomas Crossing Dr.		4	15,246	0.42	A	4	17,129	0.48	A
	North of San Juan Rd.		2	12,818	0.71	C	2	14,939	0.83	D
El Centro Road	Arena Blvd. to Natomas Crossing Dr.	Arterial – Moderate Access Control	4	9,167	0.25	A	4	10,730	0.30	A

**TABLE 4-5
CUMULATIVE ROADWAY SEGMENT CONDITIONS**

Roadway	Segment	Operational Class	Cumulative				Cumulative Plus Project			
			Lanes	Daily Volume	V/C Ratio	LOS	Lanes	Daily Volume	V/C Ratio	LOS
El Centro Road	Natomas Crossing Dr. to San Juan Rd.	Arterial – Moderate Access Control	4	9,446	0.26	A	4	9,056	0.25	A
Natomas Crossing Drive	El Centro Rd. to Duckhorn Dr.	Arterial – Moderate Access Control	2	6,658	0.37	A	-	-	-	-
	Duckhorn Dr. to E. Commerce Wy.		2	11,272	0.63	B	-	-	-	-
Natomas Crossing Drive	E. Commerce Wy. to Truxel Rd.		2	13,230	0.73	C	2	12,103	0.67	B
San Juan Road	El Centro Rd. to Duckhorn Dr.	Major Collector	2	6,802	0.49	A	2	8,769	0.63	B
	Duckhorn Dr. to E. Commerce Wy.		2	10,129	0.72	C	2	15,706	1.12	F
	E. Commerce Wy. to Truxel Rd.		2	19,119	1.37	F	2	19,543	1.40	F
Snowy Egret Drive	El Centro Rd. to Duckhorn Dr.	Local	2	8,299	1.66	F	2	5,144	1.03	F
	Duckhorn Dr. to E. Commerce Wy.	Minor Collector	2	14,470	1.65	F	2	13,981	1.60	F
Truxel Road	Arena Blvd. to Natomas Crossing Dr.	Arterial – High Access Control	8	28,009	0.35	A	8	28,149	0.35	A
	Natomas Crossing Dr. to Gateway Park Blvd.		8	35,779	0.45	A	8	33,491	0.42	A
	Gateway Park Boulevard to I-80		8	79,828	1.00	E	8	78,659	0.98	E
	I-80 to San Juan Rd.		6	44,758	0.75	C	6	45,918	0.77	C
Tynebourne Street	South of Bonfair Ave.	Local	2	327	0.07	A	2	568	0.11	A
Colchester Street	West of Duckhorn Dr.		2	369	0.07	A	2	1,574	0.31	A
Gibraltar St.	South of Bonfair Ave.		2	152	0.03	A	2	647	0.13	A
Gibraltar Street	North of Snowy Egret Dr.		2	1,942	0.39	A	-	-	-	-

**TABLE 4-5
CUMULATIVE ROADWAY SEGMENT CONDITIONS**

Roadway	Segment	Operational Class	Cumulative				Cumulative Plus Project			
			Lanes	Daily Volume	V/C Ratio	LOS	Lanes	Daily Volume	V/C Ratio	LOS
White Eagle Lane	South of Snowy Egret Dr.	Local	2	1,735	0.35	A	-	-	-	-
Bearcloud Avenue	East of El Centro Rd.		2	384	0.08	A	2	888	0.18	A
Golden Light Lane	West of Duckhorn Dr.		2	511	0.10	A	2	1,086	0.22	A
Goose Haven Lane	West of Duckhorn Dr.		2	582	0.12	A	2	1,237	0.25	A

Notes:
V/C=Volume to Capacity Ratio
LOS=Level of Service
Source: DKS Associates, 2017.

Because the proposed project would expand the bicycle and pedestrian network in North Natomas consistent with the Bikeway Master Plan, including an additional crossing of I-5, and would not adversely affect transit services, this impact is considered ***less-than-significant***.

Mitigation Measure

None required.

Impact 4-5 The proposed project would contribute to cumulative increases in traffic on some roadway segments.

As shown in Table 4-5, the proposed project would redistribute traffic on study area roadway segments. In most cases, the resulting traffic volumes would not result in changes in the levels of service compared to cumulative conditions without the project. Also, most segments would continue to operate at acceptable service levels (LOS A through LOS D). Several segments that would operate at LOS F with or without the project would have lower volume-to-capacity ratios with the proposed project (that is, the proposed project would improve operating conditions on these segments), such as the segments of Snowy Egret Drive.

Of the segments evaluated in the MEIR, most would operate at LOS A or B. As shown in Table 4-5, one segment, Truxel Road from Arena Boulevard to Interstate-80, would operate at LOS E. The MEIR (Exhibit M4) shows this segment operating at LOS A-D. As discussed in the Methods discussion, above, the traffic modeling for the proposed project was updated to reflect changes in land use assumptions outside of the City since the General Plan was adopted. One result is that this segment of Truxel Road is projected to have more traffic than anticipated in the 2035 General Plan. The proposed project would slightly reduce volumes on this segment; therefore, the project contribution to cumulative traffic levels on this segment would not be considerable.

Of the additional segments evaluated in this DSEIR, the proposed project would result in LOS F, or exacerbate LOS F conditions at the following segments:

- Duckhorn Drive between San Juan Road and Arena Boulevard;
- San Juan Road from Duckhorn Drive to East Commerce Way; and

- San Juan Road from East Commerce Way to Truxel Road.

The proposed project would result in new LOS F conditions on Duckhorn Drive between San Juan Road and Arena Boulevard, as well as on San Juan Road between Duckhorn Drive and East Commerce Way. The proposed project would also exacerbate LOS F conditions on San Juan Road between East Commerce Way and Truxel Road, increasing the volume-to-capacity ratio by 0.03.

As discussed in Chapter 3, Project Description, the proposed project would add these affected roadway segments to the LOS F exceptions identified in General Plan Policy M 1.2.2.d, because widening of these roadways would result in undesirable community effects. For example, additional right-of-way would likely be required, affecting existing development. In addition, wider streets can adversely affect bicycle and pedestrian circulation. A portion of the San Juan Road segment has recently implemented a road diet (i.e., reducing the number of number or width of vehicle lanes) to facilitate safer travel, as well as an increase in non-auto modes of travel. The addition of three segments to Policy M 1.2.2.d, which would occur if the proposed project is approved, would recognize that LOS F on these segments is acceptable for these reasons. Because the proposed project would redistribute traffic in the study area, but would not generate new traffic, the project contribution to cumulative traffic conditions in the City would not be considerable, and, with amendment of the 2035 General Plan policy, this impact would be considered *less than significant*.

Mitigation Measure

None required.

Impact 4-6 The proposed project would contribute to cumulative increases in traffic on study area freeway segments.

As shown in Table 4-5, I-5 between I-80 and Arena Boulevard is projected to operate at LOS F with or without the proposed project. This is consistent with the MEIR findings (see Impact 4.12-4 and Table 4.12-4 in the MEIR). As discussed in MEIR Impact 4.12-4, General Plan Policy M 1.5.6 requires the City to support State highway expansion and management plans consistent with the SACOG MTP/SCS. Further, General Plan Mobility Implementation Program 17 requires the creation of a City development impact fee program to fund multi-modal projects that would alleviate congestion on freeways in the City, including I-5. The 2035 General Plan MEIR recognized the effects of growth on the operations of the freeway system, but concluded that while Policy M 1.5.6 and Program 17 would improve future conditions, they may not reduce the impact to a less-than-significant level. In addition, Caltrans has the decision-making authority on implementing improvements to the freeway system, so the City of Sacramento cannot guarantee implementation and/or the timing of State highway improvements. It is also not certain that improvements to State highways have been identified that would substantially reduce impacts to the freeway system. For these reasons, the MEIR concluded that the impacts on freeways would remain significant and unavoidable.

Analysis of freeway ramp termini (peak hour intersection operations and queuing) is documented in the transportation analysis report in the technical appendix. The analysis shows that ramp intersections would operate at acceptable levels with the addition of project traffic, and queuing capacity would not be exceeded.

The City Council adopted a Statement of Overriding Considerations, which found that the significant and unavoidable impacts of the 2035 General Plan, including increased congestion

on freeways, were outweighed by the benefits of the General Plan. These benefits include achieving the City's vision by balancing population and employment growth with infrastructure availability, natural resource protection and enhanced quality of life; focusing growth inward and facilitating infill and compact development patterns; preserving open space, agriculture and biological and habitat resources; increasing water conservation, improving mobility and access; reducing the City's carbon footprint; providing needed economic development for the City; increasing safety from hazards; and enhancing residents' health and quality of life.⁶

The proposed project would result in a daily increase in traffic volumes of about 300 vehicles on the segment of I-5 between Arena Boulevard and I-80, which is an increase of approximately 0.14 percent (see Table 4-5). This minor increase would likely be imperceptible given the anticipated congested conditions on the freeway system. Furthermore, the effect would be limited to only a portion of I-5. Nonetheless, the proposed project would exacerbate traffic congestion on I-5, so the project contribution to cumulative I-5 traffic would be considered a **significant impact**.

Mitigation Measure

As discussed above, the 2035 General Plan does include policy that could improve conditions on I-5. However, as explained on page 4.12-27 of the Draft Master EIR, the City of Sacramento cannot guarantee the implementation and/or the timing of State highway improvements, and it is not certain that such improvements could substantially reduce traffic on all freeway segments. This is the case for the proposed project as well. Therefore, this impact would remain **significant and unavoidable**.

None available.

⁶ City of Sacramento, *CEQA Findings of Fact and Statement of Overriding Considerations for the Sacramento 2035 General Plan, Resolution No. 2015-0060*, March 3, 2015, pages 54 through 59.

5. ALTERNATIVES ANALYSIS

INTRODUCTION

CEQA requires that an EIR evaluate alternatives to a proposed project or alternatives to the location of a proposed project. The requirement is a broad one, since the primary intent of the alternatives analysis is to disclose other ways that the objectives of the project could be attained while reducing the magnitude of, or avoiding entirely, the environmental impacts of the proposed project. Alternatives that are included and evaluated in the EIR must be feasible alternatives. Further, the Public Resources Code and the CEQA Guidelines direct that the EIR need "set forth only those alternatives necessary to permit a reasoned choice." The CEQA Guidelines provide definition for "a range of reasonable alternatives" and, thus, limit the number and type of alternatives that may need to be evaluated in a given EIR. According to the CEQA Guidelines:

The alternatives shall be limited to ones that would avoid or substantially lessen any of the significant effects of the project. Of those alternatives, the EIR need examine in detail only the ones that the lead agency determined could feasibly attain most of the basic objectives of the project.¹

In the context of CEQA, "feasible" is defined as:

Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social and technological factors.²

Further, the following factors may be taken into consideration in the assessment of the feasibility of alternatives: site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries, and the ability of the proponent to attain site control.³ Finally, an EIR is not required to analyze alternatives when the effects of the alternative "cannot be reasonably ascertained and whose implementation is remote and speculative."⁴

The 2035 General Plan Master EIR (MEIR) identified significant and unavoidable impacts related to air quality, biological resources, cultural resources, noise and vibration, public utilities and transportation and circulation. The MEIR analyzed three alternatives that would avoid or reduce those impacts:

Alternative 1: No Project/2030 General Plan. Under this alternative, development according to the policies of the proposed Sacramento 2035 General Plan would not occur. Development would be guided by continued implementation of the existing 2030 General Plan.

Alternative 2: Increased Transit Corridor Development. This alternative would include changing land use designations of existing and planned transit centers to increase the development potential of centers and corridors in locations served by transit beyond the level anticipated in the 2035 General Plan.

1 State of California, CEQA Guidelines, Section 15126.6(f).

2 State of California, Public Resources Code, Section 21061.1.

3 State of California, CEQA Guidelines, Section 15126.6(f)(1).

4 State of California, CEQA Guidelines, Section 15126.6(d)(3).

Alternative 3: Reduced Footprint. Under this alternative, the Policy Area would be limited to that of the existing General Plan boundaries, with the development intensity being equal to that of the proposed Sacramento 2035 General Plan.

Because the impacts of the General Plan are generally the result of increased development, the above alternatives were designed to reduce the impacts of the 2035 General Plan by altering land uses and/or reducing the footprint of the General Plan. Several additional alternatives were considered, but were dismissed from further consideration. The City found that all of these alternatives were infeasible.⁵

Project Objectives

The proposed project is consistent with the objectives of the 2035 General Plan. These include:

- **Character of Place.** Preserve and enhance Sacramento’s quality of life and character as a city with diverse residential neighborhoods, an extensive urban forest, and role as the center of California’s governance.
- **Smart Growth.** Encourage future growth in the city inward into existing urbanized areas and the central business district to foster infill development, as well as encourage density of development and integration of housing with commercial, office, and entertainment uses that fosters increased walking and reduced automobile use.
- **Live More Lightly.** Strive to meet the intent of Assembly Bill 32, California Global Warming Solutions Act of 2006, by reducing carbon emissions that contribute to global warming by encouraging “green” building practices, use of solar energy systems, and developing a land use pattern that supports walking, biking, and public transit.
- **Maintain a Vibrant Economy.** Support a diversity of business and employment opportunities by retaining existing and attraction of new businesses; maintain and expand recreational, arts, and cultural facilities; and nurture diverse community events and celebrations.
- **Healthy Cities.** Preserve and enhance land use patterns and densities that foster pedestrian and bicycle use and recreation through expanded parklands, sports, and athletic programming as well as provide incentives for expanding the availability of organic foods, and protecting residents from crime and natural or terrorist acts.
- **Sustainable Future.** Accommodate growth that protects important environmental resources as well as ensures long-term economic sustainability and health, and equity or social wellbeing for the entire community.

The proposed project would support the objectives of maintaining a vibrant economy by eliminating a costly infrastructure project and supporting healthy cities by providing a bicycle/pedestrian-only connection across I-5 and converting an existing roadway to a bike and pedestrian trail. The proposed project would also contribute to the enhancement of an existing neighborhood by eliminating a planned roadway along the Natomas Crossing Drive extension

⁵ City of Sacramento, *CEQA Findings of Fact and Statement of Overriding Considerations for the Sacramento 2035 General Plan, Resolution No. 2015-0060*, March 3, 2015, page 50.

right-of-way.

Significant and Unavoidable Impacts

As discussed in Chapter 1, the proposed project would not substantially alter the MEIR analysis, except for certain impacts related to transportation and circulation. As discussed in Chapter 4, the only significant and unavoidable impact identified in the MEIR that would be affected by the proposed project would be increased congestion on I-5 (Impact 4-6). The MEIR found that the increase in congestion on I-5 north of the I-5/I-80 interchange would result in LOS F, which would be a significant and unavoidable impact of the 2035 General Plan (MEIR Impact 4.12-4).

Proposed Project

The proposed project would redistribute cumulative traffic levels in the study area by removing the Natomas Crossing Drive vehicular connection between East Commerce Way and El Centro Road. As shown in Table 4-5, the proposed project would increase traffic volumes on the segment of I-5 between Arena Boulevard and I-80 by 300 vehicles, or 0.14 percent. This effect would be localized because the proposed project would only redistribute traffic within the study area. The proposed project would not substantially change the number of vehicle trips added to the regional transportation network, because it would not alter land uses or development in the City.

The proposed project would also provide additional bicycle and pedestrian facilities. A bicycle/pedestrian trail would be constructed from El Centro Road to East Commerce Way, including an overcrossing of I-5.

ALTERNATIVES CONSIDERED AND ELIMINATED FROM FURTHER ANALYSIS

An alternative that would alter the land use patterns and/or intensity within the study area is not analyzed in this DSEIR. As discussed above, the MEIR evaluated a full range of alternatives to the 2035 General Plan. One of these alternatives would increase transit corridors and reduce transportation impacts. A second alternative would alter land use patterns and the amount of development, but the traffic impacts would be similar to the 2035 General Plan⁶. The proposed project would not affect land uses in the study area, and the effect of the project is due to a redistribution of trips rather than an increase in trips. For these reasons, the alternatives are focused on the circulation network, not land use.

Because the impact of the proposed project on I-5 is primarily the result of removing a road segment in a particular location, adding another connection outside of the study area would not improve conditions on the segment of I-5 that would be adversely affected by the proposed project. Therefore, an “off-site” alternative is not evaluated.

ALTERNATIVES TO THE PROPOSED PROJECT

In order to avoid or lessen the effect of the proposed project on I-5, a connection of East

⁶ City of Sacramento, *Sacramento 2035 General Plan Draft Environmental Impact Report*, August 2014, Table 5-1, page 5-6.

Commerce Way to El Centro Road would need to be constructed between San Juan Road and Arena Boulevard. Most of the area east of I-5 is already built out. Some right-of-way for the Natomas Crossing Drive extension has been retained, and there is no development in this area other than a community garden west of Sparrow Drive. Relocating the connection to the north or south of the proposed project alignment would not be feasible, because it would require the removal of existing homes, which would displace existing residents and disrupt existing neighborhoods. Therefore, the only alternatives to the proposed project that are considered in this EIR would occur within the Natomas Crossing Drive extension.

The following alternatives to the proposed project are evaluated in this DSEIR:

1. **No Project Alternative:** The Natomas Crossing Drive extension between El Centro Road and East Commerce Way would remain in the 2035 General Plan, North Natomas Community Plan and Bicycle Master Plan. In addition, the Gibraltar Street/White Eagle Lane connection would remain a local street, and would not be converted to a bicycle/pedestrian path.
2. **Local Street Conversion/Retention of Natomas Crossing Drive Extension:** The Natomas Crossing Drive extension would be retained, so there would not be any amendments to the 2035 General Plan, North Natomas Community Plan or Bicycle Master Plan. Therefore, the extension would be constructed. Alternative 2 would, however, convert the Gibraltar Street/White Eagle Lane connection to a bike/pedestrian path, the same as the proposed project.
3. **Gibraltar Street/White Eagle Lane Conversion Only:** This alternative would retain the Gibraltar Street/White Eagle Lane conversion to a bike/pedestrian path, the same as the proposed project. The Natomas Crossing Drive extension would be eliminated from planning documents, and no bicycle/pedestrian path would be planned for the extension right-of-way from East Commerce Way to El Centro Road. There would be no overcrossing of I-5 planned for bicyclists and pedestrians.

Table 5-1 summarizes the project elements included in the proposed project and each alternative.

Alternative 1: No Project

CEQA Guidelines Section 15126.6(e) (1) requires that the no project alternative be described and analyzed “to allow decision makers to compare the impacts of approving the project with the impacts of not approving the project.” The no project analysis is required to discuss “the existing conditions at the time the notice of preparation is published...as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services” (Section 15126.6[e][2]). “If the project is... a development project on identifiable property, the ‘no project’ alternative is the circumstance under which the project does not proceed. Here the discussion would compare the environmental effects of the property remaining in its existing state against environmental effects which would occur if the project is approved. If disapproval of the project under consideration would result in predictable actions by others, such as the proposal of some other project, this ‘no project’ consequence should be discussed. In certain instances, the no project alternative means ‘no build’ wherein the existing environmental setting is maintained.

TABLE 5-1 COMPARISON OF PROPOSED PROJECT AND ALTERNATIVE ELEMENTS						
	Natomas Crossing Drive				Gibraltar Street/White Eagle Lane Connection	
	Roadway Extension (vehicle lanes; on and off-street bike lanes; sidewalks)	Roadway Overcrossing (vehicle lanes; on bike lanes; sidewalks)	Bicycle/ Pedestrian Trail	Bicycle Pedestrian Overcrossing	Remains Local Street	Converted to bicycle/ pedestrian path
Proposed Project			✓	✓		✓
Alternative 1: No Project	✓	✓			✓	
Alternative 2: Local Street Conversion/ Natomas Crossing Extension	✓	✓				✓
Alternative 3: Gibraltar Street/White Eagle Lane Conversion Only						✓

CEQA requires that a second type of “No Project” alternative be evaluated to allow decision makers to compare the impacts of the proposed Community Plan with the impacts of not approving a project [CEQA Guidelines Section 15126.6(e)(1)]. In the case of a revision to an existing land use plan, such as the General Plan or a Community Plan, this “No Project/No Action” alternative is the continuation of the existing plan [CEQA Guidelines Section 15126.6(e)(3)(A)].

Description

Under the No Project Alternative, the full Natomas Crossing Drive extension, including vehicle lanes, on- and off-street bike lanes and sidewalks, would remain in the 2035 General Plan and North Natomas Community Plan. In addition, the Gibraltar Street/White Eagle Lane connection would remain a local street, and would not be converted to a bicycle/pedestrian path.

Relationship of Alternative 1 to Project Objectives

Most of the objectives of the 2035 General Plan would continue to be met under the No Project Alternative. However, constructing the Natomas Crossing Drive extension would be costly, which could divert funds from other priority projects. In addition, the construction of this extension would convert a corridor that is used as open space by local residents to a 70-foot

wide roadway. Therefore, the No Project Alternative would not promote the maintenance of a vibrant community or contribute to the enhancement of an existing neighborhood to the extent that the proposed project would.

Environmental Analysis

Under the proposed project, increased congestion on a segment of I-5 would be a significant and unavoidable impact under cumulative conditions (Impact 4-6). As shown in Table 4-5, the segment of I-5 from Arena Boulevard to I-80 would operate at LOS F with or without the proposed project, and the proposed project would add approximately 300 vehicles to the segment (a 0.14% increase over without project conditions). Therefore, the No Project Alternative would reduce the severity of this impact, although it would remain significant and unavoidable.

The remaining transportation impacts, including impacts on the pedestrian, bicycle and transit facilities (Impacts 4-1 and 4-4) and local roadways (Impacts 4-2, 4-3 and 4-5) would remain less than significant under either No Project or with project conditions.

Alternative 2: Local Street Conversion/Retention of Natomas Crossing Drive Extension

Description

Under Alternative 2, the Natomas Crossing Drive extension would be retained, so there would not be any amendments to the 2035 General Plan, North Natomas Community Plan or Bicycle Master Plan. Therefore, the roadway extension would be constructed. Alternative 2 would, however, convert the Gibraltar Street/White Eagle Lane connection to a bike/pedestrian path, the same as the proposed project.

Relationship of Alternative 2 to Project Objectives

Most of the objectives of the 2035 General Plan would continue to be met under Alternative 2. However, retaining the high-cost Natomas Crossing Drive extension could divert funds from other priority projects. In addition, the construction of this extension would convert a corridor that is used as open space by local residents to a roadway. Therefore, Alternative 2 would not promote the maintenance of a vibrant community or contribute to the enhancement of an existing neighborhood to the extent that the proposed project would. Alternative 2 would also provide bike lanes and a bike path along the Natomas Crossing Drive alignment, and include an additional bike/pedestrian connection, which would contribute to the health of residents by promoting biking and walking within neighborhoods.

Environmental Analysis

As shown in Table 4-4, the segments of Gibraltar Street and White Eagle Lane that would be affected by the conversion of the connection to a bike/pedestrian path each carry 630 vehicle trips per day under existing conditions. Under cumulative conditions, this would increase to 1,735 to 1,942 vehicles per day (Table 4-5). These trips would be redistributed among the local roadways under either the proposed project or Alternative 2, and are not expected to affect I-5 (see page 4-18). In contrast, the segment of Natomas Crossing Drive between El Centro Road to East Commerce Way is projected to carry approximately 6,658 to 11,272 vehicles per day (see Table 4-5). Therefore, retaining the Natomas Crossing Drive extension would reduce the

number of vehicles on the segment of I-5 between Arena Boulevard and I-80, reducing the significant and unavoidable impact (Impact 4-6).

The remaining transportation impacts would continue to be less than significant under Alternative 2. Impacts 4-1 and 4-4 would continue to be less than significant, because the Gibraltar Street/White Eagle Lane connection would improve pedestrian and bicycle circulation. Local streets would continue to operate at acceptable service levels under either the proposed project or Alternative 2 (Impacts 4-2, 4-3 and 4-5).

Alternative 3: Gibraltar Street/White Eagle Lane Conversion Only

Description

This alternative would retain the Gibraltar Street/White Eagle Lane conversion to a bike/pedestrian path, the same as the proposed project. However, the Natomas Crossing Drive extension would not be constructed, nor would a bicycle/pedestrian path be built within the extension right-of-way from East Commerce Way to El Centro Road. There would be no overcrossing of I-5 for bicyclists and pedestrians. This alternative is the same as the project described in the Notice of Preparation.

The Bicycle Master Plan would be amended to remove the on-street and off-street bike lanes along the Natomas Crossing Drive extension. The Gibraltar Street/White Eagle Lane connection would be added to the Bicycle Master Plan.

Relationship of Alternative 3 to Project Objectives

Most of the objectives of the 2035 General Plan would continue to be met under Alternative 3. However, Alternative 3 would not provide additional bicycle and pedestrian facilities to the extent that the proposed project would, so it would not contribute to the health of residents by promoting biking and walking within neighborhoods to the extent that the proposed project would.

Environmental Analysis

Alternative 3 would eliminate the Natomas Crossing Drive extension from planning documents, so it would not be constructed in the future. Nor would the on- and off-street bicycle and pedestrian facilities along this alignment be constructed (Impact 4-4). Consequently, pedestrians and bicyclists wishing to cross I-5 in this area would need to use the Arena Boulevard overcrossing or the San Juan Road undercrossing. Depending on where the bicycle or pedestrian trips originate and end, using these alternative routes could result in greater travel distances, which could deter individuals from using non-auto modes of travel, or from making the trip at all.

Under the proposed project the bicycle and pedestrian facilities would also provide more direct routes for bicyclists and pedestrians with more local destinations that would not require crossing I-5. For example, the proposed project would provide a more direct route from many of the residences west of Duckhorn Drive and south of Arena Boulevard to the existing San Juan Reservoir Park to the east or the future commercial developments planned for the area between Duckhorn Drive and I-5. Under Alternative 3, bicyclists and pedestrians would be confined to more circuitous routes through residential neighborhoods or to using the existing unimproved

right-of-way of the extension. Furthermore, Alternative 3 would reduce the bicycle network anticipated in the Bikeway Master Plan. This would be a significant impact of Alternative 3 that would not occur under the proposed project (Impact 4-4).

Even under Alternative 3, the bicycle and pedestrian facilities in North Natomas would still be extensive. Both Arena Boulevard and San Juan Road have Class II bike lanes at present. Arena Boulevard has sidewalks on the overcrossing, as well. There are sidewalks on San Juan Road east and west of the undercrossing, although pedestrians must walk in the bike lane or shoulder when traveling on through the undercrossing and for a short segment to the east. Under cumulative conditions, additional sidewalks are expected to be installed along San Juan Road, including the under crossing, when adjacent development occurs and East Commerce Drive is extended to San Juan Road. As shown in Figure 4-2 in Chapter 4, off-street bike paths are planned along much of I-5 and I-80, as well as major roadways within North Natomas. Existing and planned on-street bike lanes and routes would provide connections to the off-street facilities, and ensure that bicyclists and pedestrians could travel safely and efficiently between residences, public facilities, employment centers and commercial areas on both sides of the freeway.

Because Alternative 3 would remove the vehicular travel lanes from the Natomas Crossing extension, the impact on freeway segments would be the similar to the proposed project. The increase in vehicles on the study area freeway segments would continue to be a significant and unavoidable impact (Impact 4-6).

The remaining transportation impacts would continue to be less than significant under Alternative 2. Impact 4-1 would continue to be less than significant, because the Gibraltar Street/White Eagle Lane connection would improve pedestrian and bicycle facilities. Local streets would continue to operate at acceptable service levels under either the proposed project or Alternative 2 (Impacts 4-2, 4-3 and 4-5).

ENVIRONMENTALLY SUPERIOR ALTERNATIVE

An EIR is required to identify the environmentally superior alternative from among the range of reasonable alternatives that are evaluated. CEQA Section 15126.6(e)(2) states that if the environmentally superior alternative is the No Project Alternative, the EIR shall also identify an environmentally superior alternative from among the other alternatives. In this case, the No Project alternative and Alternative 2 would similarly reduce the impact on I-5, although the affected freeway segment would continue to operate at LOS F. Alternative 3 would have the same impact on the freeway as the proposed project, but would have a more severe impact on future bicycle and pedestrian facilities. The remaining impacts of the proposed project would remain less than significant under all alternatives. Because it would reduce the impact on freeway congestion (Impact 4-6) and add to the bicycle and pedestrian network (Impact 4-4), Alternative 2 would be considered environmentally superior to Alternative 3 or the project.

It should be noted that environmental considerations are one among a number of factors that must be considered by the public and the decision makers in deliberations on the projects. Other factors of importance include urban design, economics, social factors, and fiscal considerations.

6. REPORT PREPARATION

6.0 REPORT PREPARATION

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7. REFERENCES

7.0 REFERENCES

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