

Circulation Element

Circulation, as it is used in this General Plan, refers to the many ways people and goods move from place to place in Elk Grove and the region.

Circulation in Elk Grove includes:

- Motor vehicles, including cars and trucks
- Trains, for both freight and passenger traffic (on “heavy” and “light” rail lines)
- Public transit
- Bicycles
- Pedestrian travel
- Air travel



Bike paths and sidewalks form an important part of the city's transportation system, although cars are the most common form of transport

All of these forms of transportation are part of the overall circulation system; because motor vehicle traffic plays a major role in the creation of air pollution, which affects Elk Grove and the region, those modes of transport and movement which reduce reliance on motor vehicles are also part of the City's efforts to improve local and regional air quality. *Please see the Conservation/Air Quality Element for additional discussion of air quality goals, policies, and actions.*

This Circulation Element is based on several basic concepts:

- Although the City will seek to encourage other modes of travel, it is assumed that the majority of travel and transport of goods within Elk Grove will occur in automobiles and trucks.

The land use pattern in Elk Grove, which is primarily low-density in nature (particularly in residential areas), poses significant challenges with regard to establishing public transit, bicycle, or walking as the preferred method of travel for most residents.

- Efficient and convenient vehicle transportation—including parking—is and will remain a vital part of the success of the city's retail and office areas. The City's efforts to encourage other modes of transportation will therefore focus on *incentives* to reduce vehicle use, rather than *disincentives* which would make driving and parking less convenient, more costly, or both.
- The roadway system is a major component of the “feel” of a community. Wider roadways are generally more “urban,” while narrow roadways typically call to mind more rural areas. The City will use its master plan of future roadways to help maintain rural character in those portions of Elk Grove planned for low-intensity uses, but will encourage development of roadways to provide safe and efficient traffic movement in the more urban areas of the city.
- Past practices (prior to the incorporation of Elk Grove) led to significant traffic issues due to the piece-meal construction of needed roadway improvements. The City's policy is to require full improvements to roadways in a single phase, eliminating the so-called “zipper street” phenomenon which caused roadways to be alternately wide, then narrow, then wide again.
- Some incentives to encourage use of alternative methods of transportation are beyond the scope of the City of Elk Grove (e.g., state and federal taxation policies affecting the price of gasoline) and are therefore not addressed in this General Plan. This Circulation Element focuses on those efforts the City can reasonably expect to achieve, rather than making broad policy statements on issues outside the City's purview.



Most major east-west roadways in Elk Grove have at-grade crossings with the railways that traverse the city. Traffic backups at the crossings can be substantial.

LIGHT RAIL

Light rail has operated in the Sacramento region since 1987. The system has expanded since then, and is currently planned to be extended into Elk Grove in the near future.



Light rail train service is proposed to be extended into Elk Grove in the near future

Of note to the Elk Grove General Plan is the current emphasis (reflected in the planning of new routes and service) on transporting workers from outlying areas to Sacramento. The City views light rail as an important part of the overall transit plan for Elk Grove, and supports the use of light rail to transport workers to locations inside Elk Grove (such as proposed office development area at Kammerer Road), and to serve the proposed retail

development at Hwy 99/Kammerer Road.

AIR TRAVEL

Although no airports exist within the current (2004) city limits, two general aviation airports exist in the planning area: Elk Grove Airport and Franklin Field.



Aerial photo of Elk Grove Airport. Grant Line Road is at the upper left in this photo; view is to the northeast.



Franklin Field is located approximately 5 miles south of Elk Grove, adjacent to the Sheriff's detention facility.

Although these airports are not located in Elk Grove, they affect land uses within the city (see the Background Report for more information on safety zones surrounding these facilities), and they provide an opportunity for general aviation uses near the city.

The Circulation policies and programs in this Element implement the following Goals of the City of Elk Grove:

Guiding Goal 1: A High Quality of Life for All Residents
Focused Goal 1-3: A balanced and efficient transportation system
Focused Goal 1-9: A pattern of land use which enhances the community character of Elk Grove, provides employment and shopping opportunities to serve residents and the region, which provides for use of transit, and which protects Elk Grove's unique historical and natural features
Guiding Goal 3: Protection of the Natural Environment
Focused Goal 3-1: Development which recognizes environmental constraints and is designed and operated to minimize impacts on the environment
Guiding Goal 5: Preservation of the Rural Character of Elk Grove
Focused Goal 5-1: Retention of those areas identified for 2-acre and larger lots on the Land Use Map as a rural area through land use and infrastructure controls
Focused Goal 5-2: Maintenance of those features that provide the character of Elk Grove's rural areas, including: oak trees, small local roadways, animal keeping and raising, equestrians, agriculture, and limited commercial opportunities

The following policies and action items implement these Goals.

CIRCULATION POLICIES: GENERAL

- CI-1** Circulation planning for all modes of travel (vehicle, transit, bicycle, pedestrian, etc.) shall be coordinated with efforts to reduce air pollution.
- CI-2** The City shall coordinate and participate with the City of Sacramento, Sacramento County and Caltrans on roadway improvements that are shared by the jurisdictions in order to improve operations.

This may include joint transportation planning efforts, roadway construction and funding.

Please see the Public Facilities and Finance Element of this General Plan for additional policies related to the provision of required roadway and other circulation improvements.

CIRCULATION POLICIES: ALTERNATIVE TRANSPORTATION

- CI-3** The City's efforts to encourage alternative modes of transportation will therefore focus on *incentives* to reduce vehicle use, rather than *disincentives* (which are generally intended to make driving and parking less convenient, more costly, or both). Incentives may include:
 - Preferential carpool and vanpool parking,
 - Bus turnouts, and
 - Pedestrian-friendly project designs
- CI-4** Specific Plans, Special Planning Areas, and development projects shall be designed to promote pedestrian movement through direct, safe, and pleasant routes that connect destinations inside and outside the plan or project area.
- CI-5** The City shall encourage the use of transportation alternatives that reduce the use of personal motor vehicles.

CI-5-Action 1 Funding for development, operations, and maintenance of facilities for mass transit, bicycle, pedestrian modes of transportation shall be given appropriate priority in the City's budgeting process.

CI-5-Action 2 Implement policies and actions in the Conservation/Air Quality Element which seek to encourage non-vehicle transportation alternatives in Elk Grove.

CI-5-Action 3 The City will support positive incentives such as carpool and vanpool parking, bus turnouts, and pedestrian-friendly project designs to promote the use

of transportation alternatives.

CI-5-Action 4 The City shall participate in the preparation and implementation of a Congestion Management Plan (CMP) consistent with legal requirements which gives priority to air quality goals, alternatives to automobile travel, and the development of demand reduction measures over additional road capacity.

CI-5-Action 5 The City shall develop and implement Pedestrian and Bikeway Master Plans to provide safe and convenient pedestrian and on- and off-street bicycle facilities throughout the City.

CI-6 The City shall require that transit service is provided in all areas of Elk Grove, including rural areas, so that transit dependent residents of those areas are not cut off from community services, events, and activities.

CI-6-Action 1 The City shall require that RT or any other local or regional transit agency serving Elk Grove include bus service to the rural areas of Elk Grove.

CI-7 The City shall encourage an approach to public transit service in Elk Grove which will provide the opportunity for workers living in other areas of Sacramento County to use all forms of public transit—including bus rapid transit and light rail—to travel to jobs in Elk Grove, as well as for Elk Grove workers to use public transit to commute to jobs outside the city.

Please see the Parks, Open Space, and Trails Element of this General Plan for additional policies related to the creation of a citywide trails system.

CIRCULATION POLICIES: LIGHT RAIL SERVICE

CI-8 The City shall encourage the extension of bus rapid transit and/or light rail service to the planned office and retail areas north of Kammerer Road and west of Hwy 99.

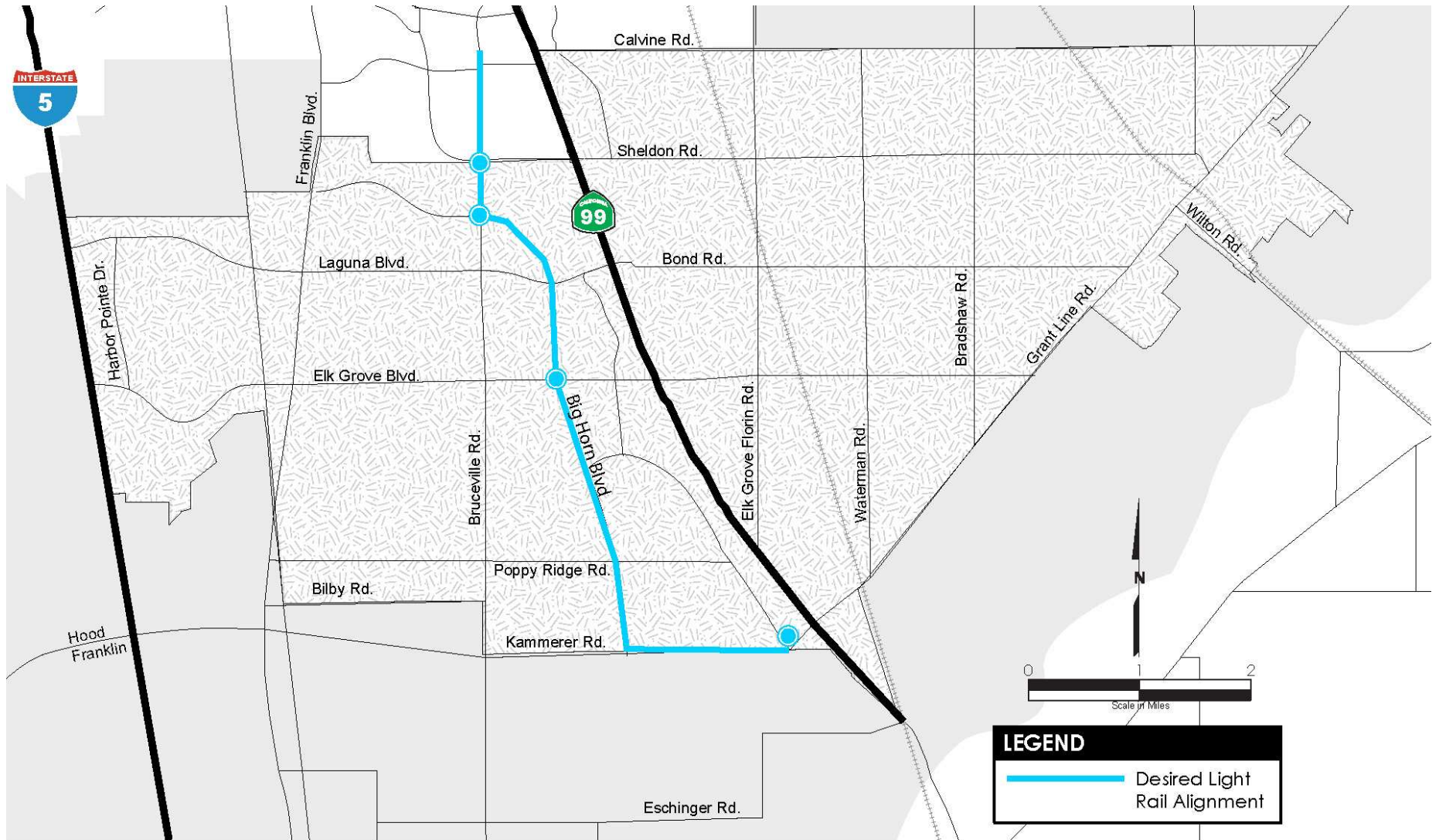
CI-9 Light rail service in Elk Grove should be designed to serve major employment centers and the regional mall at

Kammerer Road/Hwy 99. The City of Elk Grove encourages the development of light rail which will bring workers and shoppers to Elk Grove, while also serving as part of a coordinated, regional transportation network. The City's preferred route for light rail service is shown in Figure CI-1.

CI-9-Action 1 Using the City's preferred alignment, work with Regional Transit to select a final alignment for the extension of bus rapid transit and/or light rail into Elk Grove, and to develop final station and/or park-and-ride locations along the entire transit corridor in Elk Grove. As necessary, update this Circulation Element to reflect the final alignment.

CI-9-Action 2 The City shall require irrevocable offers of dedication of rights-of-way and station sites along the City's preferred light rail alignment. Offers of dedication shall be required as part of the approval of any tentative map or other discretionary approvals as appropriate.

Figure CI-1: Desired Light Rail Route



CIRCULATION POLICIES: ROADWAYS

CI-10 The City shall implement the roadway master plan shown in Figure CI-2. The following policies apply to selected roadways:

- The City shall use the latest version of Caltrans' "Transportation Concept Report" for I-5 and Hwy 99 to determine the planned width of these freeways.
- "Expanded right-of-way" indicates roadways on which sufficient width is provided for a middle two-way turn lane and/or expanded turn pockets at roadway intersections.
- The City will widen Grant Line Road north of Bradshaw Road only as needed to accommodate traffic, and strongly supports efforts to locate a future regional connector to provide traffic relief for this roadway. Grant Line Road north of Bradshaw Road should be widened in phases as needed, and should be widened to six lanes only if no alternative route for a future regional connector (see Policy CI-12) has been located and traffic conditions warrant the widening.

CI-10-Action 1 Require the dedication of right of way and the installation of roadway improvements as part of the review and approval of development projects. The City shall require the dedication of major road rights of way (generally, arterials and thoroughfares) at the earliest opportunity in the development process in order to implement this policy.

CI-11 The City shall assist Caltrans in implementing improvements to I-5 and Hwy 99 within the city.

CI-11-Action 1 Require the reservation of right of way for projects adjacent to I-5 and Hwy 99 sufficient to accommodate the freeway facilities outlined in the most recent Caltrans Transportation Concept Report.

CI-11 Action 2 A new Whitelock Parkway interchange, as shown on Figure CI-2, may be considered by the City Council in the future. Any interchange in this general location shall be designed to minimize impacts to the Elk Grove Regional Park as well as other assets to the fullest extent possible. Consultation with CalTrans, the Cosumnes Community Services District, and other stakeholder groups shall be conducted prior to approval of any interchange design.

CI-12 The City supports efforts to locate an alternative route for a future regional roadway connecting Hwy 99 and Hwy 50 in order to reduce the need for widening of Grant Line Road, particularly in the "Sheldon town" area.

CI-12-Action 1 Participate in regional efforts to locate and implement an alternative route for a future Hwy 99-Hwy 50 connector.

CI-13 The City shall require that all roadways and intersections in Elk Grove operate at a minimum Level of Service "D" at all times.

CI-14 The City recognizes that Level of Service D may not be achieved on some roadway segments, and may also not be achieved at some intersections. Roadways on which LOS D is projected to be exceeded are shown in the General Plan Background Report, based on the latest traffic modeling conducted by the City. On these roadways, the City shall ensure that improvements to construct the ultimate roadway system as shown in this Circulation Element are completed, with the recognition that maintenance of the desired level of service may not be achievable.

CI-14-Action 1 The City shall develop criteria to determine which roadway segments and intersections will not achieve the desired level of service standard.

CI-15 Development projects shall be required to provide funding or to construct

roadway/intersection improvements to implement the City's Circulation Master Plan. The payment of established traffic impact or similar fees shall be considered to provide compliance with the requirements of this policy with regard to those facilities included in the fee program, provided that the City finds that the fee adequately funds all required roadway and intersection improvements. If payment of established fees is used to provide compliance with this policy, the City may also require the payment of additional fees if necessary to cover the fair share cost of facilities not included in the fee program.

CI-15-Action 1 Update the City's traffic analysis guidelines to implement the policies of this General Plan. Items to be addresses should include:

- Guidelines for determining when traffic analysis is required
- Guidelines for the preparation of traffic analysis
- Significance criteria for use in CEQA analysis of proposed projects

The guidelines and significance criteria referenced above shall be reviewed by the Elk Grove Planning Commission within six months of adoption of this General Plan.

CI-16 Where a development project is required to perform new roadway construction or road widening, the entire roadway shall be completed to its planned width from curb-to-curb prior to the operation of the project for which the improvements were constructed, unless otherwise approved by the City Engineer. Such roadway construction shall also provide facilities adequate to ensure pedestrian safety as determined by the City Engineer.

CI-17 The City shall regulate truck travel as appropriate for the transport of goods, consistent with circulation, air quality, congestion management, and land use goals.

CI-17-Action 1 The City shall on an as-needed basis review existing truck routes within Elk Grove and designate routes consistent with the need to reduce traffic, noise and other impacts, and negative effects on residential areas.

CI-18 To the extent possible, major traffic routes for residential areas should be separate from those used by the city's industrial areas, with the purpose of avoiding traffic conflicts and potential safety problems.

CI-19 The circulation system serving the city's industrial areas should be designed to safely accommodate heavy truck traffic.

CI-20 The City shall discourage the creation of private roadways unless the roadways are:

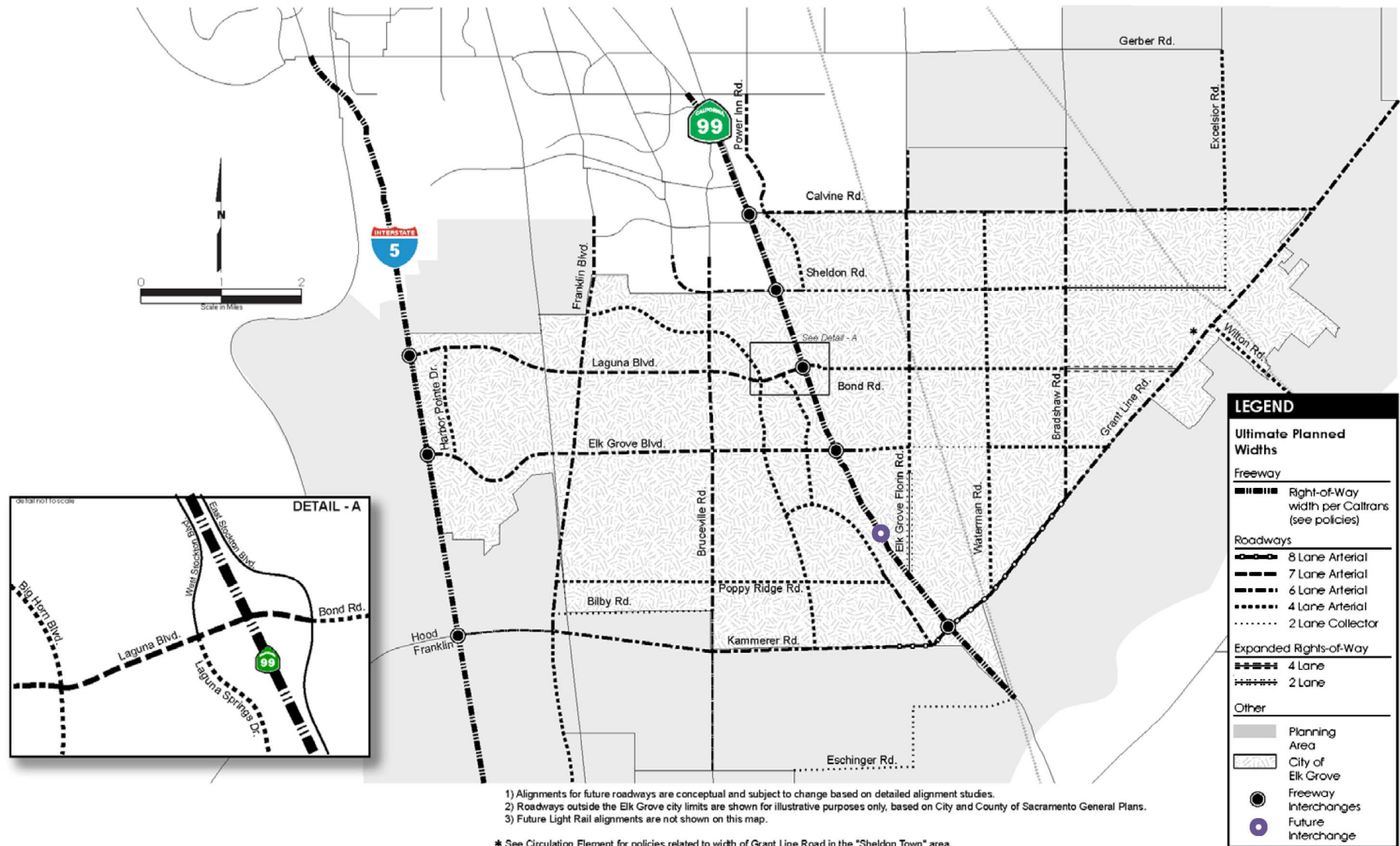
- 1) Constructed to public roadway standards, or
- 2) Are used in an affordable residential development.

CI-21 The City shall require the installation of traffic pre-emption devices for emergency vehicles (police and fire) at all newly constructed intersections, and shall seek to retrofit all existing intersections to incorporate these features.

CI-22 Where traffic calming devices or techniques are employed, the City shall coordinate design and implementation with the Elk Grove Police Department and the Elk Grove CSD to ensure adequate access for police and fire vehicles.

CI-23 All public streets should have sufficient width to provide for parking on both sides of the street and enough remaining pavement width to provide for fire emergency vehicle access.

Figure CI-2: Master Plan of Roadways



CIRCULATION POLICIES: AIRPORTS

CI-24 The City shall consider the recommendations in the Comprehensive Land Use Plans (CLUPs) for airports within or adjacent to Elk Grove in the review of potential land uses or projects.

CI-25 The City shall ensure that new development near airports be designed to protect public safety from airport operations consistent with recommendations and requirements of the Airport Land Use Commission, Caltrans, and the Federal Aviation Administration.

Please refer to the Background Report for information on the Comprehensive Land Use Plans for airports in the Planning Area.

CIRCULATION POLICIES: COMMUTER RAIL TRANSIT ORIENTED DEVELOPMENT OVERLAY

CI-26 The City shall encourage commuter rail transportation by providing for a potential train station location for Amtrak and/or other rail service providers along the Union Pacific Rail road near southwest of the intersection of Sheldon Road and Elk Grove-Florin Road, as identified in Figure CI-1.1.

CI-26-Action 1 The City shall require irrevocable offers of dedication of rights-of-way and a station site at the City's preferred location for a commuter rail station. Offers of dedication shall be required as part of the approval of any tentative map or other discretionary approvals as appropriate.

CI-26-Action 2 The City shall work with CalTrans Division of rail to develop a train station plan for the Sheldon/Elk Grove-Florin site. The plan shall include required environmental analysis, funding identification, required right-of-way, and preliminary facility design.

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