

## CHAPTER EIGHT

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# CIRCULATION

## 8. Circulation

Circulation is one of the most pervasive issues of the Community Plan and is related to land use, community design, noise, air quality and consumption. Transportation issues affect not only the Plan area, but also require coordination with regional and state agencies.



*Figure 8.0.1: Camp Far West Road.*

The purpose of the circulation chapter of the Sheridan Community Plan is to set forth goals, policies and implementation programs that will provide a transportation system that serves the future needs of the community and has the following qualities:

- Accommodates pedestrian, equestrian and cyclist needs
- Establishes level of service goals
- Retains and enhances rural and scenic qualities of the area
- Accommodates new development projects
- Reduces impacts on air quality
- Improves safety
- Balances local and county priorities

The transportation system plays a major role in shaping the form, character and growth of a community. An orderly network of streets and pedestrian facilities are essential for the health and welfare of a community. There is also a strong interaction between the availability of adequate transportation facilities, and decisions about the direction of growth and the uses of land along with their spatial distribution and density of development.

Maintaining a high quality of life within a community is largely dependent upon careful coordination of land use and transportation planning. Highly desirable communities are those where residents are effectively linking with local social and cultural resources, as well as shopping and services by a transportation system that provides a high degree of mobility, supporting, but not dominating the visual character of a community.

It is the purpose of this Circulation chapter to establish a safe transportation system that is consistent with Sheridan's character and needs in terms of the desired quality of life, sense of

place, cost of maintenance, use of lands adjacent to roadways, and desired quality of traffic operations.

Because of the rural low density nature and size of the Plan area, bicycle and pedestrian facilities are currently limited and there is no transit service. The majority of Sheridan's roads are functionally classified as rural collector or local streets. Despite the inevitable dependence on automobiles, non-motorized transportation should be nurtured within the Plan area particularly within the townsite.



*Figure 8.0.2: Ranch House Road.*

## 8.1 GOALS AND POLICIES

Improved safety, accessibility, connectivity and environmental awareness are important transportation priorities.

### GOALS

1. A balanced, safe and efficient circulation system that is protective of the unique rural character and living environment of Sheridan.
2. Maintain an efficient roadway system for the movement of people and goods that enhances the physical, economic and social environment while being safe, efficient, and cost-effective.
3. Maintain a roadway system that adequately serves existing and planned land uses based on the County's Functional Classifications and Level of Service standards.
4. Plan for the street standards specified in the Sheridan Community Plan (Tables 8.3.1 and 8.3.2). A developer shall be responsible for required on- and off-site improvements.
5. Pursue funding strategies for achieving transportation goals.
6. Limit urban features such as curbs, gutters, sidewalks and streetlights to townsite areas designated within this plan for such features. Street lighting should be utilized where necessary for safety purposes.

## POLICIES

1. Placer County shall require dedication and improvements of necessary on- and off-site right-of-way at the time of development in accordance with the street classification shown in Table 8.3.2.
2. The rights-of-way for roadways shall be wide enough to accommodate appropriate road paving, trails, paths and bikeways, drainage, public utility services, and substantial trees and shrubs with suitable separation between facilities.
3. The level of service (LOS) on major roadways (i.e. arterial and collector routes) and intersections shall be at Level “C” or better during the A.M. and/or P.M. peak hour. The first priority for available funding shall be the correction of potential hazards. Land development projects shall be approved only if LOS “C” can be sustained on the CIP roads and intersections after:
  - a. Traffic from approved projects has been added to the system.
  - b. Improvements funded by this program have been constructed.
4. “Through” traffic that must pass through the community shall be accommodated in a manner that will not encourage the use of residential or private roads.
5. Non-residential properties shall be interconnected to allow traffic to circulate freely between such adjacent properties.
6. Park-and-Ride areas shall be required at appropriate locations as conditions of approval of development.
7. The County shall develop and administer a Capital Improvements Program (CIP) that contains roadway improvements necessary to achieve level of service standards defined in this Plan.
8. On-site and “frontage” improvements shall be required as conditions of approval for all land development projects. Priority and scheduling of projects from the CIP shall be determined by the Placer County Board of Supervisors.
9. The CIP shall be constructed in response to buildout of the Community Plan area. Traffic mitigation fees to fund the CIP described in this Plan shall be required as a condition of approval for all land development projects within the Plan area.
10. As development of the Community Plan area occurs, public dedication of rights-of-way shall be required for the roads, pathways, and bikeways identified in this Community Plan. Construction of such roads, pathways, and bikeways shall be required as conditions of approval placed on land development project approvals.
11. Land development projects shall be designed to minimize the number of access points onto major roadways.

12. Incorporate 'Complete Street' infrastructure and design elements in all reconstruction or new construction of streets to create safe and inviting environments for all users.
13. Roadways shall be designed in a manner that:
  - Has regard for the safe movement of all users, including cyclists, pedestrians and motorists;
  - Is context sensitive having regard for existing and planned land uses, community design and needs, and funding availability; and,
  - Minimizes the disruption to natural areas.
14. The incorporation of cycling facilities will be considered in the rehabilitation and reconstruction of existing roadways, through the following measures:
  - Re-striping of roadways for bicycle lanes; and
  - Introducing multi-use trails or cycle paths.
15. Special streetscape improvements are required for 13<sup>th</sup> Street. See the Community Design section for details.
16. To help preserve the rural character of Sheridan, gated subdivisions are not allowed within the Plan area.

## 8.2 COMPLETE STREETS

AB 1358, The California Complete Streets Act, impacts local General Plans by mandating that beginning January 1, 2011, any substantial revision of the Circulation Element, the legislative body must modify the Circulation Element to plan for a balanced, multimodal transportation network that meets the needs of all users of the streets, roads, and highways for safe and convenient travel in a manner that is suitable to a community's rural, suburban, or urban context.

AB 1358 places the planning, designing and building of complete streets into the larger planning framework of the General Plan by requiring jurisdictions to plan for multimodal transportation networks. These principles are also incorporated into Community Plan documents to recognize that pedestrian, cycle, and transit modes are integral elements of a transportation system. A complete street in a rural area will look quite different from a complete street in a highly urban area. But both are designed to balance safety and convenience for everyone using the road.

### What is a Complete Street?

Complete streets are designed and operated to enable safe access for all users. Pedestrians, cyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

Creating complete streets means transportation agencies must change their orientation toward building primarily for cars. Instituting a complete streets policy ensures that transportation agencies routinely design and operate the entire right-of-way to enable safe access for all users.

*Source: National Complete Streets Coalition, 2010.*

Placer County is required to incorporate the elements of complete streets into any new construction or reconstruction of roadways. Complete Streets principles incorporated into this Community Plan direct transportation planners and engineers to consistently design with all users in mind, including drivers, movers of commercial goods, pedestrians, and cyclists as well as older people, children, and people with disabilities.



Figure 8.2.1: Complete streets accommodate all users.

Because complete streets features are only required when streets are newly built or reconstructed, their cost is incorporated into budgeted transportation projects. Complete Streets elements that are used can vary from project to project but the goal is to achieve a connected network that is safe and effective for all modes of travel. The end result is a connected system of streets, roads, and highways that provides continuous, safe and convenient travel for all users.

### 8.3 EXISTING TRANSPORTATION SYSTEM

The most prominent feature of the existing transportation network is the system of local and regional roadways that serve the Community Plan area. This is obviously due to the predominance of automobile travel in serving the community's transportation needs. Sheridan's local roadway system is composed exclusively of two-lane, undivided streets.

The network of streets and highways that serve a community is ordered in a hierarchical fashion, ranging from local streets intended to serve only adjacent land uses to freeways that are intended to serve only long distance, high speed travel and provide no access to adjacent properties. In between these two extremes are collector and arterial roadways.

There is an orderly network of roads in the Plan area. The County classifies a hierarchy of roads based on their intended function and projected traffic levels they are to support.

The rural community road network, without conventional curbs, gutters and few sidewalks, are a point of pride to Sheridan's residents. They reaffirm a commitment to rural, country living. They are a signature differentiation to the development in surrounding cities.

Roadways serve two conflicting purposes from a design standpoint: to provide mobility and to provide access to adjacent land uses. High and constant speed is desirable for mobility, while access to adjacent land uses is accomplished at low speeds.

The functional classification of roadways serves to emphasize the functional design requirements of a roadway. Local facilities emphasize the land access function and arterial roadways emphasize a high level of mobility for through traffic and collector roadways offer a more balanced service to both functions.

Only at the extremes of the functional classification system do roadways serve an exclusive function: a private road serves a land access function only and does not serve any through traffic; a freeway serves only through traffic and provides no land access function. Between these two extremes, the functional classification of a roadway more realistically represents the function of a roadway within a continuum between the land access emphasis of a local road and the higher speed mobility emphasis of an arterial roadway.

A description of the roadway functional classifications within the Plan area is provided below.

#### ***State Highway***

Highways are multi-lane roadways that serve to move people and goods long distances at high speeds. No direct access to adjacent properties is allowed or provided. Rather, access is provided via access ramps (or signalized intersections such as at Highway 65 and Riosa Road) that connect to local and regional surface streets. Highway 65 connects the urbanized areas of Sacramento and Roseville with the cities of Lincoln, Wheatland, Marysville and Yuba City. Highway begins in Roseville at I-80, extending to the junction of SR 70 in Yuba County.

#### ***Thoroughfares***

Thoroughfares are special arterial roadways with greater access control designed to carry high volumes of traffic with limited travel delay. Such roadways are used as primary circulation routes to carry longer-distance, through-traffic. Sheridan Lincoln Boulevard is classified as a thoroughfare.

#### ***Rural Collector Roadways***

Rural collector roadways are intended to “collect” traffic from local streets and carry it to roadways higher in the street classification hierarchy (e.g., arterials). The public uses these roadways as secondary circulation routes, and they generally carry light to moderate traffic volumes. County standards for Rural Collector roadways, such as Andressen Road, Camp Far West Road, N. Dowd Road, Karchner Road, and Ranch House Road, call for a 60’ right-of-way and 32’ of pavement.

#### ***Rural Arterial Roadways***

Arterial roadways are fed by local and collector roadways and provide connections to the State highway system as well linkages to and between communities and major activity centers. Rural arterial roadways such as McCourtney Road typically

do not carry high traffic volumes but do provide primary access routes for through-travel in rural areas of the county.

**Local Streets**

Local streets make up the bulk of the circulation network in the community. Local streets provide direct access to abutting land, and access to the collector street system. Residents and the public use these streets for local circulation. They carry little, if any, through traffic, and generally carry very low traffic volumes and do not require wide lanes. On-street parking is generally allowed.

The existing road system within the Sheridan townsite consists of roads with 80’ of right-of-way, unusually wide for residential streets in the county. Due to the residential character of the townsite, the speed limit is 25 miles per hour. The roads outside of the town are planned to remain as rural, two-lane roads.

**Table 8.3.1  
General Roadway Standards by Functional Class**

Functional Class	Access Control		Typical Number of Lanes	General ROW Requirements
	Minimum Interchange Spacing	Driveways Allowed		
<b>State Highways</b>				
Conventional	1 -2 miles	Limited	2 – 4	--
Thoroughfare	½ mile	Limited	4 – 6	120’ – 140’
<b>Rural Arterial</b>	--	Limited	2 – 4	70’ – 84’
<b>Rural Collector</b>	--	All Uses	2	60’ – 70’
<b>Local</b>	--	All Uses	2	50’ – 60’

*Source: Placer County General Plan Table 1-6 (2013)*

The functional classification of a roadway does not necessarily indicate the existing conditions (i.e. interchange spacing, available right-of-way). Instead, the classification indicates the intended use and ultimate design of the roadway to accommodate the anticipated travel demand. In addition, the typical cross-section of the roadway does not necessarily mean that the roadway should be redesigned or widened to meet its typical cross section.

**Table 8.3.2**  
**Functional Classifications of Sheridan Roadway System**

Type/Road	Section
<b>State Highway</b>	
Highway 65	Yuba County Line to Interstate 80
<b>Thoroughfare</b>	
Sheridan Lincoln Boulevard	Riosa Road to City of Lincoln
<b>Rural Arterial</b>	
McCourtney Road	Camp Far West Road to City of Lincoln
<b>Rural Collectors</b>	
Andressen Road	Riosa Road to End
Camp Far West Road	Riosa Road to McCourtney Road
Dalbey Road	Sutter County Line to N. Dowd Road
Karchner Road	McCourtney Road to Riosa Road
N. Dowd Road	Riosa Road to Nicolaus Road
Nader Road	All
Porter Road	Camp Far West Road to Karchner Road
Ranch House Road	F Street to End
Riosa Road	Sutter County Line to McCourtney Road
Waltz Road	Sutter County Line to N. Dowd Road
Wheatland Road	Sutter County Line to Highway 65

Source: Placer County General Plan Table 1-7 (2013)

**Rural Collector Roadways**

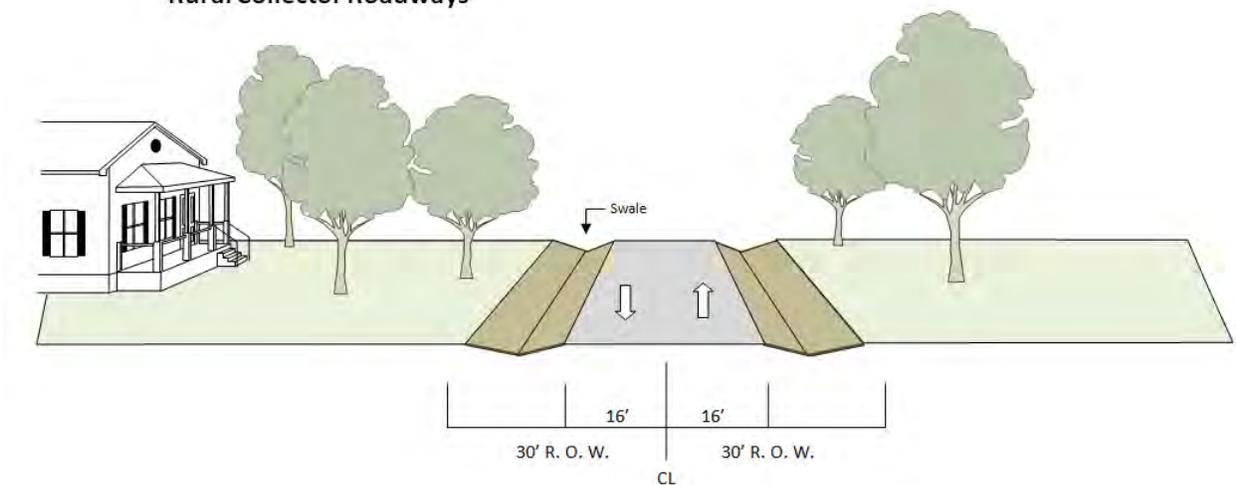


Figure 8.3.1: Rural collector roadway cross-section.

**Highway 65 “Lincoln Bypass.”**

Highway 65 is a north/south state highway that connects Interstate 80 in Roseville to SR 70 south of Marysville. It carries an average of about 15,000 vehicles per day through Sheridan where the highway is two lanes. Approximately half of the traffic on old Highway 65 (now Sheridan Lincoln Boulevard) has shifted to the Highway 65 Bypass. Traffic on Sheridan Lincoln Boulevard is predominantly local traffic that does not utilize the Bypass.



*Figure 8.3.2: The Lincoln Bypass shifted Highway 65 to the west of the townsite.*

Phase 1 of the Lincoln Bypass was the construction of a four-lane segment from Industrial Avenue to Nelson Lane and two lanes from Nelson Lane to just north of Sheridan. This Phase was opened to traffic in October 2012. Phase 2-A is the construction of two additional lanes, making it a full four-lane road from Industrial Avenue to N. Farm Road (between Waltz and Darby roads). This phase is projected to be opened to traffic in late-2014. The final portion, Phase 2-B, is estimated at approximately \$30 million and not yet funded, and entails construction of the final additional two-lane segment from N. Farm Road to Sheridan, completing a full four-lane expressway.

The Riosa Road/Bypass intersection is at-grade and signalized. There are no current plans to construct an overpass with on/off ramps at Riosa Road. Riosa Road has been realigned and will connect to “old” Highway 65 north of where Dowd Road currently meets Highway 65. The new Riosa/old Highway 65 intersection is stop controlled.



*Figure 8.3.3: New Riosa Road/Highway 65 intersection.*

Dowd Road does not cross the new SR 65. A new Dowd frontage road has been constructed from Dalby Road to Riosa Road. A cul-de-sac has been constructed at the end of the portion of Dowd Road between the Bypass and Sheridan. This new dead end street is named Townview Court.

In late-2013, the state decommissioned the old highway and transfer ownership of the current Highway 65 over to Placer County. Old Highway 65 has been cul-de-sac'd north of Sheridan but remains open south to Lincoln.

**Riosa Road Improvements.** This two-lane roadway is Sheridan’s primary access to Highway 65 and is designated as a rural collector roadway in the Placer County General Plan. Riosa Road carries about 3,000 vehicles per day east of Highway 65. As a condition of approval for the Patterson Sand and Gravel Mine expansion project, applicant Cemex is contributing funding for both roadway improvements and pavement reconstruction along the truck route between Highway 65 and the project site. Riosa Road will be improved from 9<sup>th</sup> Street to a point between Camp Far West and 13<sup>th</sup> Street. It will consist of curbs and gutters on both sides of the road, a 5 feet wide sidewalk on the north side, drainage improvements, and installation of landscaping.

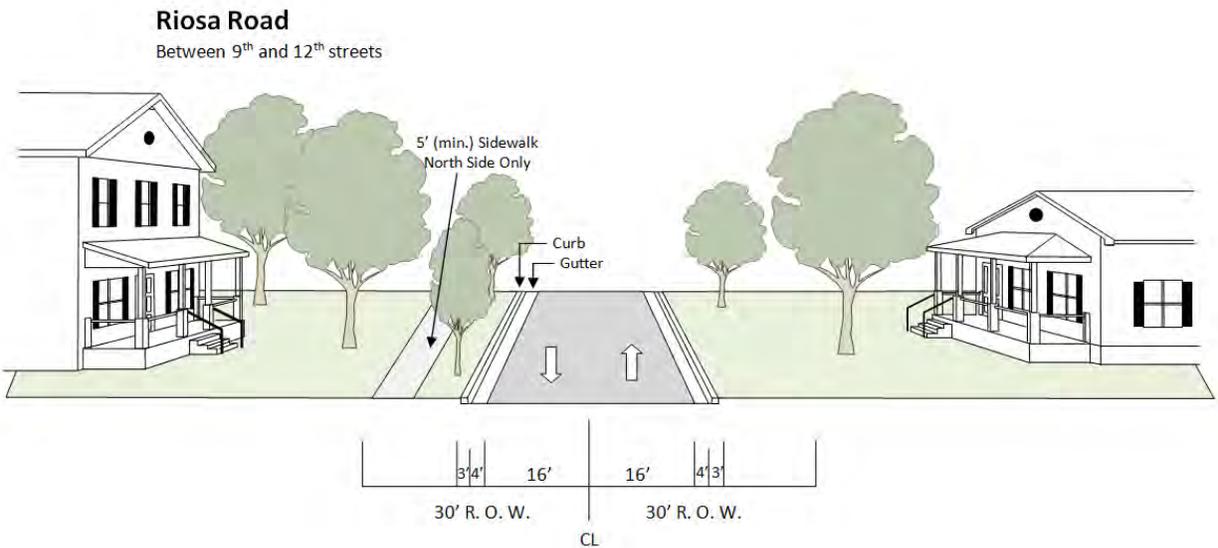


Figure 8.3.4: 2013 Riosa Road improvement project.

### 8.4 EXISTING ROADWAY CONDITIONS

Traffic operating conditions on streets and at intersections are quantified in terms of “level of service”, or LOS. LOS is a qualitative measure of the effect of a number of factors which include speed and travel time, traffic interruptions, freedom to maneuver, safety, driving comfort, and convenience and operating costs. LOS is expressed as a letter grade, ranging from LOS “A” to LOS “F” and representing progressively worsening traffic operating conditions. LOS “A” can be characterized as free-flow traffic conditions with little or no delay. LOS “F” on the other hand represents forced traffic flow conditions often characterized by excessive delays. LOS at intersections is quantified for a one-hour period- typically either the A.M. or P.M. peak hour.



Figure 8.4.1: Typical rural collector road in Plan area.

To provide a foundation for assessing future traffic conditions in the Sheridan area, the existing LOS for major roadways and intersections has been determined. The LOS at major intersections is provided in the table below. LOS for an intersection is based on turning movements, lane geometries, intersection control and hourly volumes. The majority of the Community Plan area presently enjoys good traffic operating characteristics.

**Tables 8.4.1 and 8.4.2  
Existing Average Daily Traffic Volumes**

Road/Section	Cars/Heavy Trucks
Riosa Road, Camp Far West to Sheridan Lincoln	2,400/550
Riosa Road, Andressen to Karchner	1,400/550
Karchner Road, Riosa to Porter	200/550
Camp Far West, at Porter	300/550

**Existing Level of Service**

Intersection	Level of Service AM/PM
Riosa Road/11 <sup>th</sup> Street	A/A
Riosa Road/Karchner Road	A/A

Source: DKS Associates, 2004.

## 8.5 ALTERNATIVE TRANSPORTATION

### Cycle and Pedestrian

Cycle and pedestrian facilities are discussed in Section 9.4.

### Bus Service

There is no transit service in Sheridan currently. Placer County Transit provides hourly bus service between Lincoln and Sierra College fourteen times per weekday and ten times on Saturdays. Lincoln's Downtown Circulator connects with Placer County Transit's Lincoln/Rocklin/Sierra College route daily at the Twelve Bridges Transfer Point.

### Commuter Bus

Placer County Transit provides Placer Commuter Express (PCE), a weekday commuter bus service, transports riders from convenient stops along the I-80 corridor including stops in Rocklin and Roseville to downtown Sacramento.



Figure 8.5.1: Placer Commuter Express operates along the I-80 corridor.

### Car Pool

The nearest carpooling lot is located on Industrial Boulevard at SR 65 in Lincoln.

### Passenger Rail

**Amtrak.** En route daily between Los Angeles and Seattle, the Coast Starlight train passes through Sheridan connecting Los Angeles, the San Francisco Bay Area, Sacramento, Portland and Seattle. Passengers can board the train at either Chico or Sacramento.

**Commuter Rail.** The Roseville-Lincoln-Marysville Passenger Feasibility Study (1997) defined a plan for commuter rail service between Marysville and Sacramento. The Study concluded that the service was technically feasible either as commuter rail, which would need to be funded locally, or as intercity rail, funded as an extension of the Capital Corridor or San Joaquin service. There are currently no plans for implementing commuter rail services in the corridor however.

Under the management of the Capital Corridor Intercity Joint Powers Authority, Amtrak has operated the Capital Corridor rail service between Sacramento and San Jose, with one trip per day to and from Colfax, stopping in Roseville and Auburn since 1991.

**Freight Rail.** The Union Pacific Railroad line bisects the Sheridan Plan area and consists of one track that crosses Sheridan Lincoln Boulevard north of Riosa Road on the western edge of the townsite. According to Union Pacific officials, between 20 and 25 freight trains per day pass through Sheridan on the 'East Valley Line.' The passing of trains is randomly distributed throughout the day and nighttime hours and speeds on the crossing range from 20 mph up to 65 mph.



*Figure 8.5.2: Union Pacific rail crossing at Sheridan Lincoln Boulevard.*

## Airports

The Plan area is served by the Sacramento International Airport for commercial flights. The closest general aviation airport is within the City of Lincoln.

## 8.6 FUTURE TRANSPORTATION SYSTEM

As has been noted in the Land Use chapter, significant growth is not anticipated within the Plan area. It is also noted that the community's vision is to "maintain the rural, small town character" of Sheridan. An important determinant of Sheridan's character is its roadway system.

This Community Plan's approach to transportation is to balance community character and circulation needs to minimize the intrusiveness of the area's roadway system, and to provide physical improvements to the road way systems where it is necessary and environmentally prudent to do so.

As with many communities, Placer County has experienced a gradual acceptance and adoption of uniform improvement standards to be applied throughout the community. Although these standards bring a uniformity of design to the various components of community infrastructure, their implementation has the ability to erode the uniqueness of individual communities, especially in the realm of public improvements such as roadways.

This is evident in areas where new development has encroached into older settings, imposing typical suburban development standards without a clear plan for the end product. The result is typified by a rural street edge, characterized by a dirt, gravel or asphalt path and soft street shoulder suddenly interrupted by a portion of concrete curb and gutter with sidewalk. Since it is unlikely that the balance of the improvements will be made any time soon, the piecemeal implementation of such standards serves to disrupt the gentle, rural character that residents likely found more appealing in the first place.



*Figure 8.6.1: Sheridan townsite.*

While it is important to provide movement of traffic within, as well as through Sheridan, this objective will not be permitted to compromise the more important objective of preserving the community's essential character and the area's natural environment.

Due to limited anticipated new growth, increasing the capacity of the existing road infrastructure is not a major concern. Instead, preserving, maintaining, and improving what is already in place is the focus of this Community Plan. Upgrades to the area's roadway system using traditional traffic engineering principles and standards will not fit well with the varying design features that make up the character of the community.

### **Riosa Road**

Riosa Road is the primary east-west thoroughfare through the townsite. This two-lane roadway is Sheridan's primary access to SR 65. It is designated as a rural collector roadway in the Placer County General Plan. Riosa Road carries about 3,000 vehicles per day east of SR 65.

The haul route for outbound haul trucks for Cemex/Patterson Sand and Gravel follows Camp Far West Road south to Porter Road, Porter and Karchner Road south to Riosa Road, and Riosa Road to SR 65. Trucks then travel either northbound or southbound on SR 65 to their destination. Returning haul trucks and delivery vehicles travel the reverse of the outbound haul route.

### **13th Street**

13<sup>th</sup> Street has historically served as the "main street" of the townsite where the major commercial and social activities were located. Special details for on-street parking and frontage improvements are outlined in the Community Design chapter.

### Sheridan Lincoln Boulevard

After the Highway 65 bypass opened, the state decommissioned the old highway and turned ownership over to Placer County. It has been renamed Sheridan Lincoln Boulevard and is classified as a thoroughfare by the County. Long-term plans call for bike lanes along the road between Sheridan and the City of Lincoln. The County will also allow a limited number of driveway connections to Sheridan Lincoln Boulevard.



Figure 8.6.2: Sheridan Lincoln Boulevard.

### Wheatland Bypass

In 2000, Caltrans issued a Project Study Report that analyzed six alternative alignments for the proposed Wheatland Bypass. After extensive public meetings, Caltrans identified a preferred alternative (Figure 8.6.3) that would start at the northern end of the Lincoln Bypass in Placer County, and proceed due north, crossing the Bear River on a new bridge to the east of the existing Highway 65 alignment. It would bypass Wheatland to the east.

The Wheatland General Plan analysis assumes a four-lane Wheatland Bypass while the Yuba County General Plan analysis assumes a two-lane bypass. In either case, the Bypass is not funded and is not anticipated to be completed for at least 20 years.

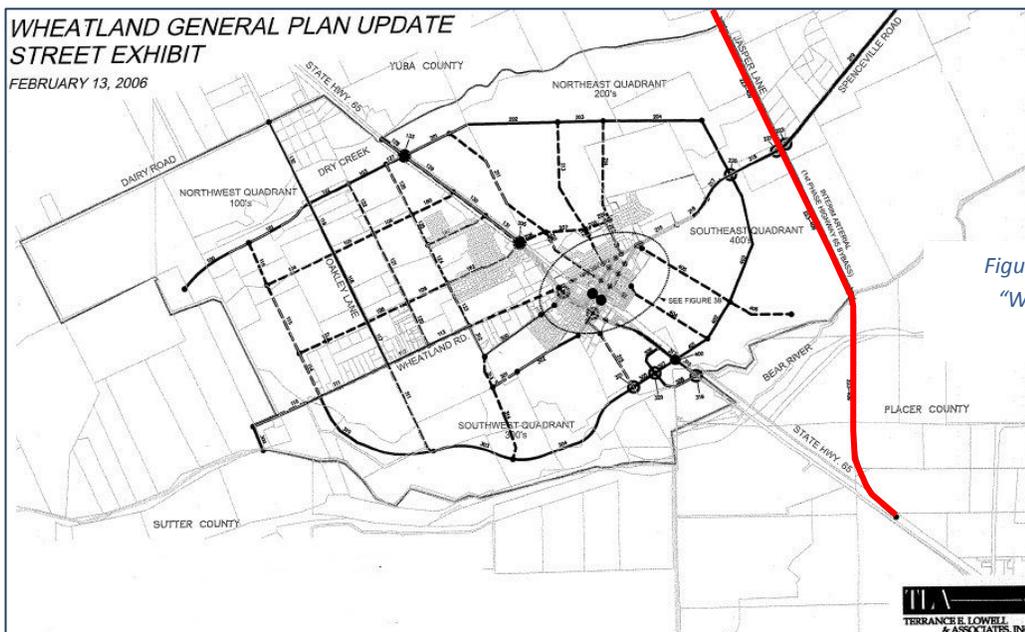


Figure 8.6.3: Proposed Highway 65 "Wheatland Bypass" alignment.