



MEMORANDUM
PUBLIC WORKS AND FACILITIES
TRANSPORTATION DIVISION
County of Placer

TO: Board of Supervisors

DATE: July 12, 2016

FROM: Ken Grehm, Director of Public Works and Facilities

SUBJECT: Transportation / Granite Bay Capital Improvement Program Update

ACTION REQUESTED

Conduct a Public Hearing and adopt a Resolution to modify the Granite Bay Capital Improvement Program to reflect a comprehensive update to the infrastructure projects and costs included in the Capital Improvement Program, and approve a Nexus Analysis for the Granite Bay Traffic Impact Fee District.

BACKGROUND / SUMMARY

Placer County Code 15.28.010 establishes a Capital Improvement Program for roadway improvements within unincorporated Placer County throughout eleven benefit districts. The Placer County Board of Supervisors adopted the Countywide Traffic Impact Fee Program in April 1996, requiring new development within the County to pay Traffic Mitigation Fees. Transportation projects are identified within the various Capital Improvement Programs which accommodate cumulative traffic impact associated with future development and regional traffic growth may be funded in whole or partially with fees collected through the County's Traffic Mitigation Fee Program. Other potential project funding sources identified in the Capital Improvement Programs include frontage improvements and state/federal transportation funding.

The Department of Public Works and Facilities commissioned a transportation study of the Granite Bay roadway network in August of 2015, for the purpose of identifying potential infrastructure needs to accommodate traffic growth both within the Granite Bay plan area and from regional travel demands. The study concluded that five roadway improvements, in addition to the currently planning infrastructure, would be necessary to maintain Level of Service standards with the Granite Bay area. These five infrastructure improvements are included in the request before you today. The cumulative traffic study was reviewed and presented to the Granite Bay Municipal Advisory Committee in conjunction with the Greyhawk III project proposal and Mitigated Negative Declaration. Your Board approved the Greyhawk III project with associated cumulative traffic projections on June 7, 2016.

The Department of Public Works and Facilities proposes a revision to the Granite Bay Capital Improvement Program list of projects to reflect updated projections of future roadway improvement needs which will facilitate more efficient traffic flow in impacted areas. Also included are proposed construction cost updates for completed projects such as Auburn Folsom Road widening as well as revised project costs for future signal improvements to reflect current construction costs. The proposed update to the CIP would result in a 4.05% increase of the Traffic Mitigation Fees for the Granite Bay district from \$6094/DUE (dwelling unit equivalent) to \$6,341/DUE. The Department of Public Works and Facilities finds that this update would better align future transportation improvement needs, and allow for more complete project funding.

ENVIRONMENTAL

A Mitigated Negative Declaration was prepared for the Greyhawk III development and approved by the Board on June 7, 2016. The Mitigated Negative Declaration included the Granite Bay Cumulative Circulation Study with mitigations identified in cumulative section. Infrastructure projects associated with the identified mitigations are reflected in this Capital Improvement Program modification request. The Department of Public Works and Facilities has reviewed and determined that the Mitigated Negative Declaration complies with the California Environmental Quality Act and is applicable to this Action. A Notice of Determination was filed on June 7th, 2016.

FISCAL IMPACT

Adjusting the fees to current conditions will allow revenues to keep pace with the cost to construct the improvements. If approved, the new fees will become effective on September 12, 2016 and there is no net County cost.

ATTACHMENTS

Resolution w/Attachment 1 NEXUS Analysis
Countywide TMF by District
Updated Granite Bay CIP
Edits and Additions to Granite Bay CIP

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Before the Board of Supervisors County of Placer, State of California

In the matter of: A Resolution modifying the Granite Bay Capital Improvement Program to reflect a comprehensive update to the infrastructure projects and costs.

Resolution No: _____

The following Resolution was duly passed by the Board of Supervisors of the County of Placer at a regular meeting held _____, by the following vote on roll call:

Ayes:

Noes:

Absent:

Signed and approved by me after its passage.

Chair, Board of Supervisors

Attest:

Clerk of said Board

WHEREAS, periodic adjustments should be applied to the County's Capital Improvement Program (CIP) and Traffic Mitigation Fee Program to ensure sufficient funding of the CIP projects.

WHEREAS, current County Ordinance Subsection (f) of Section 15.28.030 of Placer County Code provides a mechanism to adjust the cost estimates within the Capital Improvement Program and associated fee schedule used to collect fees through the Traffic Mitigation Fee program.

WHEREAS, the purpose of the fee adjustment shall be to continue appropriate funding for transportation projects identified in the Capital Improvement Program by updating specific project costs. Addition of new projects which have been determined to be necessary to mitigate cumulative traffic associated with land use development is also necessary to continue to maintain LOS policy in the Granite Bay Community Plan.

All collected fees will continue to be used as set forth in the Traffic Mitigation Fee Program.

WHEREAS, there still exists a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.

WHEREAS, there still exists a reasonable relationship between the need for the Capital Improvement Program and the type of development projects on which the fee is imposed.

WHEREAS, there still exists a reasonable relationship between the unexpended funds in the current fee programs and the improvements for which they were collected.

WHEREAS, funds collected and held for 5 years have been reviewed. These funds are still needed for the purpose that they were collected.

NOW, THEREFORE, BE IT HEREBY RESOLVED by the Board of Supervisors of the County of Placer, State of California, that this Board adopts the Capital Improvement Program as shown in Attachment 1.

The update to the Granite Bay Capital Improvement Program shall take effect upon the date of adoption of the resolution.

Any fee that may be increased as a result of the update shall be in effect sixty (60) days from the date of adoption of this resolution.

Attachment 1

NEXUS ANALYSIS
Modification of the Granite Bay
Capital Improvement
Program

In April 1996, the Placer County Board of Supervisors adopted a Countywide Traffic Fee Program. The program ensures new development pays their fair share for improvements required to the local and regional transportation system. With the updated infrastructure needs identified as part of the 2005 Granite Bay Circulation Element an updated Capital Improvement Program (CIP) list has been developed for the future improvements needed within the plan boundaries for the 20 year plan horizon.

This memorandum will provide the nexus between new development and the need for additional roadway and intersection improvements. These improvements are presented on the table in attachment 1 along with the identified financing for the specific improvements. These improvements will be used to update the existing Granite Bay Impact Fee Program, pursuant to Placer County's police power in accordance with the procedural guidelines established in A.B.1600, codified in California Government Section 66000 et seq. These procedures require a reasonable relationship, or nexus, must exist between a government exaction and the purpose of the condition. Specifically, each local agency imposing a fee must:

- Identify the purpose of the fee
- Identify how the fees will be used
- Determine a reasonable relationship exists between the fee's use and the type of development project on which it is imposed
- Determine how a reasonable relationship exists between the need for the public facility and the type of development project on which the fee is imposed
- Demonstrate a reasonable relationship between the amount of the fee and the cost of the public facility or portion of the public facility attributed to the development on which the fee is imposed

Purpose of the fee:

Provide improvements to the transportation system within the Granite Bay region that meet the goals and policies set in the Placer County General Plan, as well as the specific Community Plan for the region.

Use of the fee:

Expansion of existing roadway facilities and the construction of new facilities as identified in the Circulation Element of the Placer County General Plan, specific Community Plan for the region and the Granite Bay Cumulative Circulation Study (Oct 29, 2015; KDA Transportation Engineers)

Relationship between type of development and the use of the fee:

Projects in the region will add new vehicular trips to the roadway network and roadway capacity improvements will be needed to maintain the County's Level of Service on area roadways and intersections. The fees will be used to expand capacity, which will facilitate traffic flow and mitigate future safety problems resulting from increased volume of traffic on the area's roadway network. The increase in capacity will be done to meet the goals and policies of the Placer County General Plan as well as the specific Community Plans in the region.

Relationship between the need for the facility and the type of development:

Each new development will add incrementally to the need for increased roadway capacity and safety improvements. For the County's Level of Service standards and safety policies to be maintained, roadway capacity and safety improvements will be required. Different types of development must account for their relative traffic impacts and required improvements to the regional roadway network.

Relationship between amount of fee and the cost of, or portion of, the facility to development upon which the fee is imposed:

The remainder of the discussion is regarding the assumptions and methodology used to establish the relationship between the fee and the cost of the improvements attributed to development. Specifically, the land use assumptions, roadway improvements needs and costs, fee allocation, dwelling unit equivalents, and the proposed updated fee.

Land Use Assumptions:

Future land use for the region was based on reasonable 20 year growth projections, the plan horizon, as developed by SACOG. Future land use for the Granite Bay community plan area was based on the number of vacant parcels, parcels with potential for additional development and the buildout population contained within the Community Plan.

Roadway improvements needs and costs:

The 2005 Granite Bay Circulation Element was used to establish the roadway needs in the region. The 2016 Granite Bay Cumulative Circulation Study referenced here as an update to the 2005 study. The predominant policy guiding the needed improvements is the Level of Service (LOS) policy. The LOS standards are defined in the Placer County General Plan, as well as various community plans. The appropriate LOS standards, and associated improvements were discussed and reviewed with the Granite Bay MAC prior to development of the CIP and Fee.

The costs of the improvements identified on the attached table have been developed using recent cost estimates for construction projects in the region. Economies of scale were used and other considerations were given to the total project costs.

Fee Allocation Methodology:

The fee allocation establishes a nexus between the usage of the roadway improvements and the new development in the region. The fee allocation is based on reasonable 20 year growth projections of the approved circulation element. The projects on the existing CIP list have been updated to include the list of projects identified in the approved circulation element and suggested additions from the 2016 study.

Granite Bay is a very desirable area to live because of its central location. It is close to employment centers in Roseville, Sacramento and Folsom, as well as the recreational areas in the Sierra Nevada Mountains and San Francisco Bay area. Douglas Boulevard and Auburn-Folsom Road, the primary east-west and north-south roads in the Plan area provide access to Folsom Lake State Recreation Area, which has a full range of water oriented and outdoor recreational activities. This central location also means that roadways within the Plan area are heavily used as commuter routes, which can lead to peak hour congestion; additionally, weekend trips within the Plan area can be high due to its proximity to recreation areas. The cost for the identified improvements have been proportionally spread based on the number of vehicular trips on each roadway facility.

Dwelling Unit Equivalent:

The fees will be assessed on new development using the same method currently in place, their Dwelling Unit Equivalent (DUE). The number of vacant parcels and potential for development were examined, and it was established that 2,358 DUEs remain within the District.

Proposed Updated Fee:

The new fee is calculated by multiplying the percent impact by the total capital improvements (\$14,951,500) divided by the total number of DUEs. The new proposed fee for the Granite Bay district will be \$6,341 per DUE.

**COUNTYWIDE TRAFFIC MITIGATION FEES
 By Benefit District**

Benefit District	Fees Per DUE
Auburn/Bowman	\$5,052
Dry Creek	\$3,183
Foresthill (Residential)	\$4,680
Foresthill (Non-Residential)	\$2,433
	\$6,270
Granite Bay	\$6,341
Meadow Vista	\$5,143
Newcastle/Horseshoe Bar/Penryn	\$4,901
Placer Central	\$2,110
Placer East	\$3,413
Placer West	\$2,613
Sunset Industrial (NEW)	\$1,692
Sunset Industrial (EXISTING)	\$0
Tahoe	\$4,986

Note: DUE = Dwelling Unity Equivalent

2016 UPDATED CIP

Granite Bay Benefit District			All Costs in Thousands \$					
Street/Intersection	Segment	Description of Improvements	Est. Total Cost	Funding Source				County Traffic Impact Fee
				Frontage Imp. Funding	Local/Misc. Programs		State	
					Existing Deficiencies	Other		
Auburn Folsom Road	Sacramento County to 500' north of Douglas Boulevard	Widen to 4-lanes w/ Class II Bike Lanes, Intersection Improvements	\$20,500.0			\$18,200.0	(1)	\$2,300.0
	Douglas Boulevard to Joe Rodgers Road	Class II Bike Lanes / Curb, Gutter & Sidewalk	\$1,263.1			\$1,263.1	(8)	\$0.0
	at Douglas Boulevard	Intersection Improvements	\$500.0					\$500.0
	at Cavitt-Stallman Road	New Signal (3-way approach)	\$350.0					\$350.0
	Joe Rodgers Road to Dick Cook Road	Traffic Flow Improvements (e.g. left turn pockets)	\$500.0					\$500.0
Barton Road	Sacramento County to Town of Loomis	Widen pavement, Class II Bike Lanes	\$1,472.9					\$1,472.9
	at Douglas Boulevard	Intersection Improvements (EB right turn, SB separated left turn, signal upgrades)	\$500.0					\$500.0
	at East Roseville Parkway	New Signal (3-way approach)	\$350.0					\$350.0
	at Cavitt-Stallman Road	Intersection Improvements (Signal or Roundabout)	\$500.0					\$500.0
Berg Street	Olive Ranch Road to Douglas Boulevard	Widen pavement	\$200.9	\$46.2		\$154.7		\$0.0
Cavitt-Stallman Road	Cavitt-Stallman Road South to Barton Road	Widen pavement, Class II Bike Lanes	\$958.0	\$143.6				\$814.4
	Barton Road to Auburn Folsom Road	Widen pavement, Class II Bike Lanes	\$569.1	\$108.2				\$460.9
	at Laird Road	Realign intersection, Right-of-Way	\$1,057.4	\$25.2				\$1,032.2
Dick Cook Road	Val Verdi Road to Auburn Folsom Road	Widen Pavement (per GBCP)	\$284.6	\$71.1				\$213.5
Douglas Boulevard	Cavitt-Stallman Road South to Sierra College Boulevard	Widen to 6-lanes, Class II Bike Lanes (frontage imp. are complete)	\$393.7					\$393.7
	at Sierra College Boulevard (max. conventional intersection - 6 lanes)	Additional turn lanes on Douglas Boulevard (dual lefts all approaches)	\$2,206.4			\$1,900.0	(6)	\$306.4

2016 UPDATED CIP

Granite Bay Benefit District			All Costs in Thousands \$					
Street/Intersection	Segment	Description of Improvements	Est. Total Cost	Funding Source				County Traffic Impact Fee
				Frontage Imp. Funding	Local/Misc. Programs		State	
					Existing Deficiencies	Other		
East Roseville Parkway	at Wellington Way	New Signal (3-way approach)	\$350.0					\$350.0
Eureka Road	Sierra College Boulevard to Wellington Way	Widen to 4-lanes ² w/ Class II Bike Lanes	\$984.3	\$393.7		\$590.5		\$0.0
	at Barton Road	Roundabout or New Signal (4-way approach)	\$500.0					\$500.0
	at Wellington Way	New Signal (3-way approach)	\$350.0					\$350.0
	Wellington Way to Auburn Folsom Road	Widen pavement, Class II Bike Lanes	\$880.4					\$880.4
	at Greyhawk Drive	Intersection Improvements (SB left turn lane, EB receiving lane)	\$200.0					\$200.0
Laird Road	Cavitt-Stallman Road to Town of Loomis	Widen pavement, Curve Improvement, Class II Bike Lanes	\$816.9	\$65.3				\$751.5
Laird Road to Val Verde Connector	Connector between Laird Road and Val Verde Road ⁴	Construct 2-lane roadway with Shoulders	\$944.8			\$839.1	(5)	\$105.8
Old Auburn Road	Sierra College Boulevard to City of Roseville	Complete North side of Roadway	\$944.8	\$75.6		\$836.7	(5)	\$32.5
Olive Ranch Road	Cavitt-Stallman Road to Barton Road	Widen Pavement / Reconstruct	\$615.9	\$104.7		\$193.9	(5)	\$317.3
Sierra College Boulevard	Sacramento County to Old Auburn Road (east side only)	Widen to 6-lanes, Class II Bike Lanes	\$472.4					\$472.4
	at Cavitt-Stallman Road	Partial Signal	\$400.0					\$400.0
	at Eureka Road	Extend Southbound Left turn lane	\$150.0					\$150.0
	Old Auburn Road to Roseville Parkway ³	Sidewalk, Curb & Gutter	\$217.7					\$217.7
	Eureka Road to Cavitt-Stallman Road ³	Sidewalk, Curb & Gutter	\$1,117.3			\$1,117.3	(7)	\$0.0
Val Verde Road	Wells Avenue to Dick Cook Road ⁴	Widen Pavement	\$261.2			\$155.5	(5)	\$105.8

2016 UPDATED CIP

Granite Bay Benefit District			All Costs in Thousands \$						
Street/Intersection	Segment	Description of Improvements	Est. Total Cost	Funding Source					
				Frontage Imp. Funding	Local/Misc. Programs		State	County Traffic Impact Fee	
					Existing Deficiencies	Other			
Wells Avenue	Laird Road to Val Verde Road	Widen Pavement	\$87.0						\$87.0
	Town of Loomis to Laird Road	Widen Pavement	\$87.0						\$87.0
Minor Safety and Operational Improvements	Fee District	Minor Improvements required due to increased traffic	\$250.0						\$250.0
Granite Bay Fee District Totals:			\$41,236.0	\$1,033.7	\$0.0	\$25,250.8		\$0.0	\$14,951.5

(1) \$8,000,000 funding from SPRTA; \$7,700,000 funding from TMF collected through March 2009

(2) Broken down into single lane lengths as varying sections of roadway lanes/widths currently exist

(3) SPRTA fee program to fund additional lanes; County/Development to fund sidewalks, curb & gutter, and landscaping costs

(4) Rocklin Road Extension functional equivalent

(5) Other funding not identified

(6) City of Roseville funding

(7) Congestion Mitigation and Air Quality (CMAQ)

Current Fee	\$6,094	2426 DUEs
Proposed Fee	\$6,341	2358 DUEs
2.88% fee increase	\$6,270	

EDITS AND ADDITIONS TO GRANITE BAY CIP

Granite Bay Benefit District			All Costs in Thousands \$						
Street/Intersection	Segment	Description of Improvements	Est. Total Cost	Funding Source					County Traffic Impact Fee
				Frontage Imp. Funding	Local/Misc. Programs		State		
					Existing Deficiencies	Other			
Auburn Folsom Road	Sacramento County to 500' north of Douglas Boulevard ⁽¹⁾ Douglas to Joe Rodgers Rd	Widen to 4-lanes w/ Class II Bike Lanes, Intersection Improvements	\$24,980.8 \$20,500.0			\$18,200.0	(1)		\$6,780.8 \$2,300.0
	Douglas Boulevard to Joe Rodgers Road	Class II Bike Lanes	\$1,263.1			\$1,263.1	(7)		\$0.0
	at Douglas Boulevard	Intersection Improvements	\$500.0						\$500.0
	at Cavitt-Stallman Road	New Signal (3-way approach) / Realignment at Laird Road	\$350.0						\$350.0
	Joe Rodgers Road to Dick Cook Road	Traffic Flow Improvements (e.g. left turn pockets)	\$500.0						\$500.0
Barton Road	Sacramento County to Town of Loomis	Widen pavement, Class II Bike Lanes	\$1,472.9						\$1,472.9
	at Douglas Boulevard	Additional turn lanes on Barton- Intersection Improvements (EB right turn, SB separated left turn, signal upgrades)	\$118.1 \$500.0						\$118.1 \$500.0
	at East Roseville Parkway	New Signal (3-way approach)	\$209.2 \$350.0						\$209.2 \$350.0
	at Cavitt-Stallman Road	Intersection Improvements (Signal or Roundabout)	\$500.0						\$500.0
Berg Street	Olive Ranch Road to Douglas Boulevard	Widen pavement	\$200.9	\$46.2		\$154.7			\$154.7 \$0.0
Cavitt-Stallman Road	Cavitt-Stallman Road South to Barton Road	Widen pavement, Class II Bike Lanes	\$958.0	\$143.6					\$814.4
	Barton Road to Auburn Folsom Road	Widen pavement, Class II Bike Lanes	\$569.1	\$108.2					\$460.9
	at Laird Road	Realign intersection, Right-of-Way	\$234.4 \$1,057.4	\$25.2					\$209.2 \$1,032.2
Dick Cook Road	Val Verdi Road to Auburn Folsom Road	Widen Pavement (per GBCP)	\$284.6	\$71.1					\$213.5
Douglas Boulevard	Cavitt-Stallman Road South to Sierra College Boulevard	Widen to 6-lanes, Class II Bike Lanes (frontage imp. are complete)	\$393.7						\$393.7
	at Sierra College Boulevard (max. conventional intersection - 6 lanes)	Additional turn lanes on Douglas Boulevard (dual lefts all approaches)	\$2,206.4			\$1,900.0	(6)		\$306.4

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					Existing Deficiencies	Other		
East Roseville Parkway	at Wellington Way	New Signal (3-way approach)	\$209.2					\$209.2
			\$350.0					\$350.0
Eureka Road	Sierra College Boulevard to Wellington Way	Widen to 4-lanes ² w/ Class II Bike Lanes	\$984.3	\$393.7		\$590.5		\$590.5
	at Barton Road	Roundabout or New Signal (4-way approach)	\$209.2					\$209.2
	at Wellington Way	New Signal (3-way approach)	\$209.2					\$209.2
	Wellington Way to Auburn Folsom Road	Widen pavement, Class II Bike Lanes	\$880.4					\$880.4
	at Greyhawk Drive	Intersection Improvements (SB left turn lane, EB receiving lane)	\$200.0					\$200.0
Laird Road	Cavitt-Stallman Road to Town of Loomis	Widen pavement, Curve Improvement, Class II Bike Lanes	\$816.9	\$65.3				\$751.6
Laird Road to Val Verde Connector	Connector between Laird Road and Val Verde Road ⁴	Construct 2-lane roadway with Shoulders	\$944.8			\$839.1	(5)	\$105.7
Old Auburn Road	Sierra College Boulevard to City of Roseville	Complete North side of Roadway	\$944.8	\$75.6		\$836.7	(5)	\$32.5
Olive Ranch Road	Cavitt-Stallman Road to Barton Road	Widen Pavement / Reconstruct	\$615.9	\$104.7		\$193.9	(5)	\$317.3
Sierra College Boulevard	Sacramento County to Old Auburn Road (east side only)	Widen to 6-lanes, Class II Bike Lanes	\$472.4					\$472.4
	at Cavitt-Stallman Road	Partial Signal	\$400.0					\$400.0
	at Eureka Road	Extend Southbound Left Turn Lane	\$150.0					\$150.0
	Old Auburn Road to Roseville Parkway ³	Sidewalk, Curb & Gutter	\$217.7					\$217.7
	Eureka Road to Cavitt-Stallman Road ³	Sidewalk, Curb & Gutter	\$1,117.3			\$846.1	(7)	\$271.2
					\$1,117.3		\$0.0	
Val Verde Road	Wells Avenue to Dick Cook Road ⁴	Widen Pavement	\$261.2			\$155.5	(5)	\$105.7

EDITS AND ADDITIONS TO GRANITE BAY CIP

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				Frontage Imp. Funding	Local/Misc. Programs		State	
					Existing Deficiencies	Other		
Wells Avenue	Laird Road to Val Verde Road	Widen Pavement	\$87.0					\$87.0
	Town of Loomis to Laird Road	Widen Pavement	\$87.0					\$87.0
Minor Safety and Operational Improvements	Fee District	Minor Improvements required due to increased traffic	\$105.8					\$105.8
			\$250.0					\$250.0
Granite Bay Fee District Totals:			\$39,791.2 \$41,236.0	\$1,033.7	\$0.0	\$22,971.3 \$25,250.8	\$0.0	\$15,786.2 \$14,951.5

- (1) \$8,000,000 funding from SPRTA; \$7,700,000 funding from TMF collected through March 2009
- (2) Broken down into single lane lengths as varying sections of roadway lanes/widths currently exist
- (3) SPRTA fee program to fund additional lanes; County/Development to fund sidewalks, curb & gutter, and landscaping costs
- (4) Rocklin Road Extension functional equivalent
- (5) Other funding not identified
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