



**Item #05-12-17
Action**

SACOG Board of Directors

December 8, 2005

Release of Draft 2006 Metropolitan Transportation Plan (MTP) and Draft Environmental Impact Report (EIR) Addendum

Issue: Adoption of a 2006 Metropolitan Transportation Plan that will replace the MTP 2027 and restore air-quality non-exempt projects in the Sacramento Air Basin; adoption of the accompanying Addendum to the Environmental Impact Report for the MTP 2025.

Recommendation: The Transportation & Air Quality Committee recommends that the Board of Directors release the Draft 2006 MTP and its accompanying EIR Addendum for a 30-day period of public review.

Committee Action/Discussion: The Transportation and Air Quality Committee, without discussion, agreed with the staff recommendation to release this MTP and its EIR Addendum for public review.

In July 2005, SACOG adopted the MTP 2027, an interim plan excluding projects in the Sacramento Air Basin that could contribute to air pollution because there was no State Implementation Plan for Air Quality (SIP) to rely upon for an air quality conformity finding. Now that a new Rate-of-Progress SIP is expected to be adopted by the air districts in early 2006, SACOG will be able to adopt an MTP that again contains these currently-excluded projects.

The Draft 2006 MTP (Attachment A) is for the most part a renewal of the MTP 2025, a plan adopted in 2002. This MTP will be in effect until Summer 2007, when a "next generation" MTP, relying upon a new 8-hour SIP and the 2030 Blueprint land use allocations, will be adopted. It contains the same lists of goals, policies, programs and projects as the MTP 2025, with the exception of projects that have been completed and a very short list of new projects. None of the new projects are significant enough to trigger a new program-level Environmental Impact Report; consequently, this MTP is accompanied by a Draft Addendum to the EIR for the MTP 2025 (Attachment B). This draft neither includes nor excludes the Shingle Springs Interchange in El Dorado County; the Strategic Planning Committee will consider this issue on December 9 and recommend to the Board how to treat that project in the public review draft.

Staff requests that these documents be released to the public for a 30-day period just after the December 15 Board of Directors meeting. A public hearing is scheduled for the January 19 Board meeting. The schedule then calls for the Board to receive written public comments and staff responses, hold a final public hearing, and adopt the plan at its February 16 or March 16 meeting.

Approved by:

Mike McKeever
Executive Director

MM:NK:gg
Attachments

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DRAFT

**2006 METROPOLITAN TRANSPORTATION PLAN FOR THE SACOG
REGION INCLUDING THE COUNTIES OF SACRAMENTO, YOLO,
YUBA, SUTTER, EL DORADO, AND PLACER**

ADDENDUM

TO THE

FINAL ENVIRONMENTAL IMPACT REPORT

FOR THE

METROPOLITAN TRANSPORTATION PLAN FOR 2025

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1. INTRODUCTION AND BACKGROUND

The Sacramento Area Council of Governments (SACOG), as the project applicant and lead agency under the California Environmental Quality Act (CEQA), is proposing a 2006 Metropolitan Transportation Plan (MTP) to replace the MTP 2025. This document serves as an Addendum to the Final Environmental Impact Report (FEIR) for the MTP 2025, which was certified by the SACOG Board in July 2002.

Because of the nature of the MTP and transportation improvements, the EIR was a program-level evaluation of environmental impacts that may result from the implementation of the MTP 2025. The State CEQA Guidelines encourage agencies to use a program EIR in circumstances that involve a series of related projects. A program EIR provides a framework for conducting future environmental analyses for the more specific projects, a process known as “tiering.” In this case, environmental analyses of individual projects included in the MTP would be tiered off of the MTP 2025 EIR, as appropriate, when additional details for the specific transportation improvements are developed.

1.1 THE 2006 MTP AND NEED FOR ENVIRONMENTAL REVIEW

In 2002, SACOG adopted the Metropolitan Transportation Plan for 2025 (MTP 2025), an MTP update that involved three years of public involvement, a new set of goals and guiding principles, and major initiatives including new regional funding programs, connector projects, and expansion of public transit. The MTP 2025 FEIR was completed for the Final Draft MTP 2025 of the Sacramento Area Council of Governments (SACOG). SACOG originated the proposed programs and actions for the MTP and, as such, is the lead agency for the purpose of developing and distributing environmental documentation. As the MTP consists of a group of discretionary actions on the part of SACOG, the MTP is subject to the California Environmental Quality Act of 1970 (CEQA) and the State CEQA Guidelines. In federally designated air quality non-attainment and maintenance areas, the U.S. Department of Transportation, Federal Highway Administration (FHWA), and Federal Transit Administration (FTA) require that the region submit an MTP every three years in order to ensure that proposed transportation improvements do not adversely affect regional air quality attainment goals.

In October 2004, SACOG lost its ability to demonstrate conformity to the 1994 State Implementation Plan (SIP) for the Sacramento Air Basin, causing an “air quality conformity lapse” to occur for that part of the region. The lapse was caused because the 1994 State Implementation Plan (SIP) – a plan based on older modeling and planning assumptions – did not use the latest planning assumptions and the latest emissions model, as required by federal transportation conformity regulations. As a result, no new air quality conformity determinations could be made until a new SIP, including a new motor vehicle emissions budget, was approved by the Environmental Protection Agency. For the Yuba-Sutter Air Basin, there was no air-quality conformity lapse, and MTP 2025 remained in effect until July 2005.

In October 2004, SACOG approved the *Interim Metropolitan Transportation Plan 2004/05* (Interim MTP) that covered only the Sacramento Air Basin. This plan contained only air-quality exempt projects, such as bicycle and pedestrian projects. The Interim MTP was intended to be a plan with a short life, effective only until a new Rate-of-Progress SIP (ROP SIP) and a new MTP that restored the air-quality non-exempt projects originally shown in the MTP 2025 could be developed. As a consequence, the Interim MTP contained only 3 years of projects, reserving the balance of funding through 2027 as uncommitted funds. An Addendum to the EIR for MTP 2025 that addressed the Interim MTP was adopted in October 2004.

In July 2005, SACOG approved another interim plan, called the *Metropolitan Transportation Plan 2027* (MTP 2027) that unified all six counties in one plan. For the Sacramento Air Basin, the MTP 2027 simply incorporated the Interim MTP. Because the Yuba-Sutter Air Basin area had been covered by the MTP

2025, which was expiring in July 2005, the MTP 2027 update was needed so that projects could continue to be implemented. Again, this plan was developed to enable the region to continue to build and operate projects in the period during which a new ROP SIP was being developed, as well as an MTP that would be able to restore the original vision of the MTP 2025. An Addendum to the EIR for MTP 2025 that addressed the MTP 2027 was adopted in July 2005.

The 2006 MTP, which restores the MTP 2025 while extending the horizon year to 2027 and adding a few projects, has been developed by SACOG concurrently with the ROP SIP for the Sacramento Air Basin that has been developed by the local air districts. This SIP is expected to be approved by the U.S. Environmental Protection Agency by March 2006, as is the 2006 MTP that relies upon it for air quality conformity determinations.

1.2 CONCLUSION TO PREPARE AN EIR ADDENDUM

Summary

Staff has reviewed the MTP 2025 FEIR and subsequent addenda to the MTP 2025 FEIR and has determined that the standards set forth in CEQA requiring the preparation of a subsequent or supplemental EIR have not been met, and that only minor changes to the previous EIR are needed [CEQA Guidelines §15162]. Based on this conclusion, an EIR Addendum is appropriate, because only minor technical changes or additions are necessary to make a previously certified EIR adequate [CEQA Guidelines §15164(a)]. An Addendum is adequate to address the impacts of the 2006 MTP.

CEQA Compliance Analysis

The California Environmental Quality Act (CEQA) provides that a subsequent or supplemental environmental impact report (EIR) shall be prepared if certain conditions or circumstances exist. In general, a subsequent or supplemental EIR must be prepared if there are changes in the project, changes in the circumstances, or new information that requires substantial changes to the previous environmental document because of new significant or more severe impacts. None of the findings requiring preparation of a subsequent or supplemental EIR have been identified.

CEQA Guidelines §15162 outlines the conditions under which a subsequent EIR shall be prepared. These conditions also apply to a supplemental EIR, along with the condition that only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation. The guidelines state the following:

(a) When an EIR has been certified or negative declaration adopted for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in light of the whole record, one or more of the following:

1. Substantial changes are proposed in the project that will require major revisions to the previous EIR because of the involvement of new significant environmental effects or a substantial increase in the severity of previously identified effects.

The transportation improvements in the 2006 MTP were originally included and evaluated in the MTP 2025 FEIR. The transportation improvements in the 2006 MTP were either specifically identified in the MTP 2025 or included in that plan's lump-sum categories. Therefore, the 2006 MTP and MTP 2025 constitute the same "project" under CEQA. In fact, the 2006 MTP restores projects from MTP 2025 that were not included in the Interim MTP 2027, which was approved in July 2005. There are some new projects in the 2006 MTP which are also the same type of projects that were included in MTP 2025. The collective transportation improvements in the 2006 MTP have the same environmental effects as the

projects in MTP 2025, because they are the same types of projects, serving the same travel purposes within the same urbanized land area. There are no new significant or more severe impacts which have been identified.

2. Substantial changes occur with respect to the circumstances under which the project is undertaken that will require major revisions of a previous EIR because of the involvement of new significant environmental effects or a substantial increase in the severity of previously identified effects.

The project does not require major revisions of the MTP 2025 FEIR based on any new or previously considered environmental effects resulting from substantial changes in the circumstances under which the project is undertaken. The only changes in circumstances for this project are a new Rate-of-Progress SIP (ROP SIP).

The 2006 MTP proposes to use existing control strategies and approved control measure commitments to achieve emission reductions necessary for compliance with the Clean Air Act requirements for reasonable further progress. In addition, this Plan will establish updated emission budgets for transportation and general conformity purposes. The scope of transportation improvements in the new 2006 MTP has the same environmental effect as the earlier MTP 2025 and, consequently, no new significant or more severe impacts are identified.

3. New information of substantial importance, which was not known or could not have been known without the exercise of reasonable diligence at the time the previous EIR was certified as complete shows any of the following:
 - a) The previous project will have one or more significant effects not discussed in the EIR.
 - b) Significant effects previously examined will 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 them.
 - d) Mitigation measures or alternatives that are considerably different from those analyzed in the previous document would substantially reduce one or more significant effects, but the project proponents decline to adopt them.

As a restoration of the transportation improvements analyzed in the MTP 2025, the 2006 MTP improvements would not generate any significant effects not discussed in the EIR, nor does it cause an increase in the severity of previously identified significant effects. No new feasible alternatives or mitigation measures that would substantially reduce a significant impact have been identified or are necessary for this project. All of the mitigation measures approved for the MTP 2025 FEIR that are relevant to reducing significant environmental impacts would apply and new mitigation measures or alternatives are not necessary.

1.3 Intended Uses of the MTP 2025 FEIR and Addendum

An EIR is an informational document used in the planning and decision-making process. The purpose of the EIR is not to recommend either approval or denial of a project; its purpose is to disclose objective

information, so that informed decisions can be made regarding the potential environmental impacts of the proposed project.

Due to the general nature of the 2006 MTP, this Addendum evaluates the proposed project at a programmatic level. The additional information provided herein is suitable for submission as an Addendum to the FEIR, in accordance with State CEQA Guidelines §15164 and will become part of the project's administrative record.

Neither the MTP 2025 FEIR nor this Addendum document relieves the sponsors of the projects listed in the 2006 MTP from the responsibility of complying with the requirements of CEQA. Individual projects are required to prepare a more precise, project-level analysis to fulfill CEQA requirements. The lead agency responsible for reviewing these projects shall determine the level of CEQA review needed. The level of analysis needed and the scope of that analysis will depend on the specifics of the particular project. These projects may, however, use the information in the MTP 2025 FEIR or this Addendum as a basis of their assessment of these regional or cumulative impacts.

2.0 ENVIRONMENTAL ANALYSIS

Two levels of environmental review have been completed for the Addendum. The first review is a comparison of anticipated level of impact between the proposed 2006 MTP and MTP 2025. The second analysis was made to determine if specific projects adopted by the SACOG Board since the certification of the MTP 2025 FEIR have significant environmental impacts.

2.1 Impact Comparison Analysis

The intent of this analysis is to compare the environmental impacts and mitigation measures presented in the certified MTP 2025 EIR (2002) with the impacts expected from the 2006 MTP. The analysis is programmatic, which is appropriate for the level of detail of the project, and is presented in an environmental checklist format. The focus is to determine if there are significant differences in the type and/or extent of environmental impacts between the two MTP documents.

For the proposed 2006 MTP, each environmental impact category was analyzed to determine if there is *potentially* a different level of or more severe impact in the 2006 MTP than the MTP 2025 FEIR. Staff concludes that no new significant or more severe impacts are anticipated. Wherever significant environmental adverse impacts were identified in the MTP 2025 FEIR, mitigation measures are recommended to minimize impacts. The mitigation measures approved previously for the MTP 2025 EIR by the SACOG Board remain valid for the 2006 MTP. Consequently, Resolution No. 33-2002 approved by the SACOG Board in July 2002 remains valid for the 2006 MTP.

Appendix 1 offers the analysis from the following environmental categories in the MTP 2025 FEIR:

- Population, Housing, and Employment
- Land Use
- Mobility and Access
- Air Quality
- Noise
- Water Resources
- Biological Resources
- Cultural and Historic Resources
- Aesthetic and Views

- Utilities and Services
- Energy Consumption and Dependence
- Hazardous Materials Transport
- Social and Economic Effects

Appendix 1: Impact Comparison Analysis

Issues:	Comparison between Adopted MTP for 2025 and Proposed 2006 MTP		
	New Potentially Significant Impact	New Potentially Significant Impact Unless Mitigated	No New Significant or More Severe Impacts
1. Population, Housing & Employment			
Impact 1.1: The MTP for 2025 could affect the overall population, housing and employment growth and dispersion in the region from the predicted regional assumptions.			X
Impact 1.2: The MTP for 2025 could potentially displace or relocate residences and businesses through acquisition of land and buildings necessary for highway, arterial, and transit improvement.			X
Impact 1.3: The MTP for 2025 has the potential to disrupt or divide a community by separating community facilities, restricting community access and eliminating community amenities.			X
2. Land Use			
Impact 2.1: The proposed MTP for 2025 would include strategies aimed at addressing future growth patterns. The Community Design component of the MTP for 2025 encourages growth patterns that promote alternatives to the automobile. Implementation of these proposed strategies could result in changes to land uses.			X
Impact 2.2: Sensitive receptors located in the urban and rural areas of the SACOG region include residences, educational facilities, medical facilities, and places of worship. Construction and implementation of the proposed highway, arterial and transit projects identified in the proposed MTP for 2025 could impact sensitive receptors located in the vicinities of these projects.			X
Impact 2.3: Construction and implementation of the projects included in the MTP for 2025 would result in the loss of open space and community recreation areas.			X
Impact 2.4: Implementation of the proposed MTP could potentially result in the disturbance or loss of significant agricultural resources throughout the six-county SACOG region.			X
Impact 2.5: The MTP for 2025 has the potential to conflict with applicable adopted local land use plans and policies.			X
3. Mobility and Access			
Impact 3.1: 3.1: Congestion decreases and transit use increases significantly under the MTP for 2025 compared to the No Project Option. In addition, employment choices are increased for both automobile and transit users.			X

	Comparison between Adopted MTP for 2025 and Proposed 2006 MTP		
Issues:	New Potentially Significant Impact	New Potentially Significant Impact Unless Mitigated	No New Significant or More Severe Impacts
Impact 3.2: The proposed MTP for 2025 includes a series of goals to help improve the transportation system. Implementation of these goals will improve transportation system performance. In addition, the MTP for 2025 includes numerous individual transportation projects all aimed at implementing the MTP for 2025 goals..			X
4. Air Quality			
Impact 4.1: Construction activities would increase short-term air emissions.			X
Impact 4.2: Traffic Conditions at some individual locations may lead to occasional localized carbon monoxide concentrations.			X
Impact 4.3: Emissions impacts for the MTP for 2025 are not considered to be significant.			X
5. Noise			
Impact 5.1: Grading and construction activities associated with the proposed highway arterial, and transit projects identified in the MTP for 2025 would intermittently and temporarily generate noise levels above ambient background levels. Noise levels in the immediate vicinity of the construction sites would increase substantially sometimes for extended durations.			X
Impact 5.2: Noise-sensitive land uses could be exposed to noise in excess of normally acceptable noise levels or substantial increases in noise as a result of the operation of expanded or new transportation facilities (i.e., increased traffic resulting from new highways, addition of highway lanes, roadways, ramps, and new use of new transit facilities as well as increased use of existing transit facilities, etc.).			X
6. Water Resources			
Impact 6.1: The proposed project could increase flooding hazards. The installation of impervious surfaces increases storm water runoff volumes and peak flow rates. This increased runoff can create flooding hazards in local receiving waters and drainage systems. In addition, placing new structures within an existing floodplain can impede flood waters, altering the flood elevations upstream and downstream.			X
Impact 6.2: Local surface water quality would be affected by increased urban runoff and construction runoff. Increasing impervious surface area increases urban runoff, which transports greater quantities of contaminants to receiving waters. Construction activities can increase pollutant loads in storm water. In addition, road cut erosion can increase long-term siltation in local receiving waters.			X
Impact 6.3: Increased impervious surfaces can reduce groundwater infiltration.			X

	Comparison between Adopted MTP for 2025 and Proposed 2006 MTP		
Issues:	New Potentially Significant Impact	New Potentially Significant Impact Unless Mitigated	No New Significant or More Severe Impacts
Impact 6.4: Installation of transportation infrastructure could encounter groundwater. Individual projects may require dewatering during construction and for the life of the project.			X
7. Biological Resources			
Impact 7.1: The MTP for 2025 could increase siltation of water resources from exposures of erodible soils during construction activities.			X
Impact 7.2: The MTP for 2025 projects could include removal or damage of natural vegetation or other habitat components from trampling or off-road machinery.			X
Impact 7.3: The MTP for 2025 projects would create noise, smoke, lights or other construction disturbances to biological resources.			X
Impact 7.4: Highway, bridge, or other facility construction in previously undisturbed land proposed by the MTP for 2025 may displace natural vegetation, and thus wildlife habitat.			X
Impact 7.5: The MTP for 2025 includes projects that might displace riparian or wetland habitat.			X
Impact 7.6: The MTP for 2025 includes new transportation corridors that may form barriers to animal migration or foraging routes.			X
Impact 7.7: The MTP for 2025 includes new transportation facilities that increase near-road human disturbances such as litter, trampling, and road noise in previously relatively inaccessible and undisturbed natural areas.			X
Impact 7.8: The MTP for 2025 includes new transportation facilities that may increase contamination of adjacent water resources through rainfall runoff from highway surfaces and adjacent disturbed or developed lands.			X
8. Cultural and Historic Resources			
Impact 8.1: Development of highway, arterial, bridge and transit projects may impact historic resources.			X
Impact 8.2: Construction activities involving excavation and earthmoving may encounter archaeological resources.			X
Impact 8.3: Construction activities involving excavation and earthmoving may encounter paleontological materials.			X
Impact 8.4: Construction activities involving excavation and earthmoving may encounter human remains.			X
9. Aesthetics and Views			

	Comparison between Adopted MTP for 2025 and Proposed 2006 MTP		
Issues:	New Potentially Significant Impact	New Potentially Significant Impact Unless Mitigated	No New Significant or More Severe Impacts
Impact 9.1: Construction and implementation of individual MTP for 2025 projects could potentially impede or block views of scenic resources as seen from the transportation facility or from the surrounding area.			X
Impact 9.2: Construction and implementation of the projects included in the MTP for 2025 could alter the appearance of scenic resources along or near designated scenic highways and/or vista points.			X
Impact 9.3: Construction and implementation of the projects included in the MTP for 2025 could create significant contrasts with the overall visual character of the existing landscape setting.			X
10. Utilities and Services			
Impact 10.1: Construction and implementation of the projects included in the MTP for 2025 could affect the level of police, fire, and medical services in the SACOG Region.			X
Impact 10.2: Construction and implementation of the projects included in the MTP for 2025 could affect the demand for solid waste, wastewater, and potable water services in the SACOG region.			X
Impact 10.3: Roadways surrounding the construction sites could accumulate soil during construction of the projects through the transportation of construction materials to and from the sites.			X
Impact 10.4: Construction of projects included in the MTP for 2025 may uncover and potentially sever underground utility lines (sewer, gas, electricity, telephone and water).			X
11. Energy Consumption and Dependence			
Impact 11.1: The implementation of the MTP for 2025 will impact electricity demand by creating additional transportation routes and facilities in the SACOG region which will require electricity service.			X
Impact 11.2: The implementation of the MTP for 2025 will impact natural gas demand by creating additional transportation routes and facilities in the SACOG region which may require natural gas service.			X
Impact 11.3: The implementation of the MTP for 2025 could impact petroleum and diesel demand by changing travel patterns, characteristics, and behaviors in the SACOG region which will reduce the amount of petroleum or diesel for operation compared to the No Project Option. This considered a beneficial impact.			X
Impact 11.4: Construction under the MTP for 2025 may uncover and potentially sever underground utility lines (electric and natural gas).			X
12. Hazardous Materials Transport			

Addendum to the MTP for 2025 FEIR

Appendix 1

	Comparison between Adopted MTP for 2025 and Proposed 2006 MTP		
Issues:	New Potentially Significant Impact	New Potentially Significant Impact Unless Mitigated	No New Significant or More Severe Impacts
Impact 12.1: Construction and maintenance activities associated with the implementation of the MTP for 2025 could potentially result in solvent and architectural coating use that may be considered hazardous if not used, stored, or disposed of properly.			X
Impact 12.2: Implementation of the MTP for 2025 could potentially result in increased safety risks due to the transport of hazardous materials.			X
13. Social and Economic Effects			
Impact 13.1: Construction of some of the projects contained in the MTP for 2025 will be located in areas of minority and low-income populations.			X
Impact 13.2: The operation of some of the projects contained in the MTP for 2025 will occur in areas of low-income and minority populations.			X