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DEPARTMENT OF
PUBLIC WORKS

ENGINEERING DIVISION

CITY OF SACRAMENTO
CALIFORNIA

October 30, 1990

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Transportation and Community Development Committee
Sacramento, California

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Honorable Members In Session:

916-449-5282

SUBJECT: A Report on the Transportation Corridors Between the South Natomas,
North Sacramento and Downtown Communities

SUMMARY

At the Budget and Finance Committee meeting of May 1, 1990, Councilmember Joe Serna requested staff to report to Transportation and Community Development Committee with an update of the need and status of existing and proposed transportation improvement projects between the South Natomas, North Sacramento and Downtown communities. The attached report provides the requested information. No Committee action is required.

BACKGROUND

The Natomas East Main Drain and the American River separate the South Natomas, North Sacramento and the Downtown communities. Interstate 5 (I-5) and State Route 160 (SR160) [via Northgate Boulevard and Del Paso Boulevard] provide north-south access between the communities. This access is generally adequate (except during peak demand times or periods of high water) to serve existing traffic needs.

East-west access between the South Natomas and North Sacramento communities is primarily provided by San Juan Road/Silver Eagle Road and by El Camino Avenue. These east-west connections presently operate under congested conditions and have inadequate capacity to serve the anticipated future traffic demands between these communities. El Camino Avenue is currently the primary east-west transportation corridor.

Improvements to the existing transportation system have been proposed for Silver Eagle Road (widening), El Camino Avenue (possible bridge replacement above the railroad tracks and/or widening) and Northgate Boulevard (raising above the flood plain, widening and an improved connection to SR160). A new connection is proposed between the South Natomas and North Sacramento communities by connecting Arden Way and Garden Highway across the Natomas

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East Main Drain. The Point West/Cal Expo community is also proposed to be connected to the South Natomas community by extending and connecting Exposition Boulevard to SR160 in conjunction with the Northgate Boulevard improvements.

All of these projects, except the proposed improvements to El Camino Avenue, have been conceptually approved and partially funded by the City Council.

The projects discussed in the report each address a separate transportation need. All the projects are collectively necessary to provide a complete transportation system between the South Natomas, North Sacramento, and Downtown communities. The direction the Public Works Department has received to date from the City Council has established the following priorities:

1. Reconstruction of Silver Eagle Road from the East Main Drain to Norwood Avenue (two lanes plus shoulders) is scheduled for construction in the Summer of 1991.
2. Completion of preliminary engineering and environmental documentation and identification of project funding for the Arden/Garden Connector Project is in progress. A report will be submitted to the City Council in November of 1990 that recommends entering into a Consultant Services Agreement for completion of preliminary engineering and environmental studies.
3. The Exposition Boulevard Extension project is being studied in conjunction with the Business 80/SR160 corridor study. These studies are currently in progress and scheduled for completion in August of 1991. Subsequent to its completion, preliminary engineering and environmental studies will begin on projects established as high priorities.
4. The All Weather Northgate project is being studied in conjunction with the Business 80/SR160 corridor study. These studies are currently in progress and scheduled for completion in August of 1991. Subsequent to its completion, preliminary engineering and environmental studies will begin on projects established as high priorities.

Major improvements to increase capacity on El Camino Avenue were proposed in the 1970's but were deferred in favor of the Arden Garden Connector after public hearings.

The City will continue to work with the County and CalTrans to develop realistic regional transportation priorities. The limiting factor for all of the projects discussed in the attached report is funding. If unlimited funding were available, all the projects discussed in the report could be

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under construction in five to seven years. The Public Works Department is continuing to develop project concepts and is working to secure State, Federal and private funding to deliver projects which will improve the South Natomas, North Sacramento and Downtown transportation system.

FINANCIAL DATA

This report is for information only. There are no recommended changes to the Capital Improvement Program.

POLICY CONSIDERATIONS

This report reviews project status and City Council direction received to date. No policy modifications are recommended.


MBE/WBE EFFORTS

This report is for information only. No goods or services are recommended to be purchased.

RECOMMENDATION

This report is for information only and no action is required.

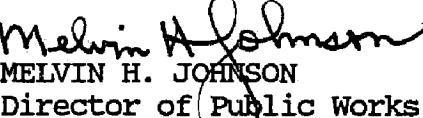
Respectfully submitted,


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October 30, 1990
District Nos. 1, 2

RW:jd:ehh
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**TRANSPORTATION CORRIDORS BETWEEN THE
SOUTH NATOMAS, NORTH SACRAMENTO AND DOWNTOWN
COMMUNITIES**

OCTOBER 30, 1990

PREPARED BY THE DEPARTMENT OF PUBLIC WORKS

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1. INTRODUCTION

1.1 BACKGROUND

The Natomas East Main Drain and the American River separate the South Natomas, North Sacramento and Downtown communities. Until the last decade, South Natomas was largely an area of rural, agricultural land. At that time, the existing transportation corridors provided adequate access to the North Sacramento and Downtown communities. In the 1980's the South Natomas area experienced rapid growth, changing from a rural agricultural area to an urban community. At the same time the North Sacramento community experienced an increase in development, and the Downtown skyline changed with the addition of new high rise buildings. This growth and development significantly increased the traffic demands on the existing transportation system connecting the communities.

Various planning studies have evaluated the existing east-west and north-south transportation corridors between these communities, and have identified projects to relieve congestion and improve access. Funding limitations require that priorities be established for the proposed projects.

This report focuses on the condition of the existing transportation system, provides an outline of the proposed improvements to the system and discusses the status, issues and timing of the proposed improvement projects together with the City Council direction received to date. Attachments 5.1 and 5.2 show the communities and the existing and proposed transportation corridors discussed in this report. Attachment 5.3 shows the preliminary proposed project funding and delivery schedule for the projects discussed in this report.

1.2 EXISTING TRANSPORTATION SYSTEM

Interstate 5 (I-5) and State Route 160 (SR160) [via Northgate Boulevard and Del Paso Boulevard] provide north-south access between the South Natomas, North Sacramento, and Downtown communities. This access is generally adequate, except during peak demand times, to serve existing traffic needs. East-west access between the South Natomas and North Sacramento communities is primarily provided by San Juan Road/Silver Eagle Road and by El Camino Avenue. These east-west connections presently operate under congested conditions and have inadequate capacity to serve the anticipated future traffic demands between these communities.

1.3 PROPOSED IMPROVEMENTS TO TRANSPORTATION SYSTEM

Improvements to the existing transportation system have been proposed for Silver Eagle Road (widening), El Camino Avenue (possible bridge replacement above the railroad tracks and/or widening) and Northgate Boulevard (raising above the floodplain, widening, and an improved connection to SR160).

A new connection is proposed between the South Natomas and North Sacramento communities by connecting Arden Way and Garden Highway across the Natomas East Main Drain. An additional connection along the southern boundary of the North Sacramento community is proposed by extending and connecting Exposition Boulevard to SR160. This will provide an indirect access between the South Natomas and North Sacramento communities in conjunction with the Northgate Boulevard improvements.

All of these projects, except the proposed improvements to El Camino Avenue, have been approved and partially funded by the City Council.

2. TRANSPORTATION CORRIDORS - DESCRIPTION AND STATUS

The following summary describes the current condition and status of the proposed improvements to the transportation system between the South Natomas, North Sacramento, and Downtown communities. Attachments 5.1 and 5.2 indicate the location of each of these communities, the transportation corridors and the associated bridges.

2.1 SAN JUAN ROAD/SILVER EAGLE ROAD

2.1.1 Current Condition

The San Juan Road/Silver Eagle Road transportation corridor consists of a two-lane street and bridge which provides access between the northern portions of the South Natomas and the North Sacramento communities. The average weekday traffic on this road is approximately 9,000 to 10,000 vehicles per day. The bridge and San Juan Road (west of the bridge) were constructed in 1985 and are in good condition. Silver Eagle Road, which extends east from the bridge to Norwood Avenue, is narrow at various locations and is beginning to show signs of deterioration.

2.1.2 Proposed Improvements and Schedule

Construction documents are being prepared to reconstruct and widen Silver Eagle Road between the bridge and Norwood Avenue. The reconstructed street will have a 40-foot paved section with two 12-foot travel lanes and 8-foot shoulders. This \$950,000 construction project is anticipated to begin in the spring of 1991 using Federal Aid Urban (FAU) and City Major Street Construction Tax funds.

2.1.3 Future Extension

San Juan Road/Silver Eagle Road (after widening) should provide adequate traffic capacity for the current and future demand. Proposals are being evaluated to extend Silver Eagle Road from Norwood Avenue to Rio Linda Boulevard. Silver Eagle Road will probably not extend east of Rio Linda Boulevard because of existing residential development.

2.1.4 Community Concerns

Community concerns currently center upon pedestrian safety along the narrow portions of Silver Eagle Road. The proposed reconstruction and widening project will provide an interim solution to these concerns by allowing pedestrians and bicyclists to use the 8' shoulder on each side of the road. Full street improvements will be constructed as the area develops.

2.2 EL CAMINO AVENUE

2.2.1 Current Condition

El Camino Avenue is currently the primary east-west connector between the South Natomas and North Sacramento communities. It is a two-lane street between Northgate Boulevard and the bridge across the Natomas East Main Drain, narrowing between the bridge and Del Paso Boulevard. This segment connects to a wider two-lane section west of Northgate Boulevard and to a four-lane section at Del Paso Boulevard. The existing bridge was repaired in the summer of 1990. This work involved replacing deteriorated supports and decking. The bridge provides below-standard traffic capacity, sight distance, base flood elevation freeboard (clearance) and crosses the railroad at-grade.

The existing two-lane street and bridge between Northgate Boulevard and Del Paso Boulevard carries an average weekday traffic in excess of 20,000 vehicles per day. The street operates at a very congested level of service during peak travel times.

2.2.2 Proposed Improvements

El Camino Avenue, from the bridge to Del Paso Boulevard, is scheduled to be reconstructed in approximately 1992. This project will replace the pavement section between the existing curb lines. Transportation Sales Tax, Street Maintenance Funds have been identified for this work. This reconstruction is a maintenance project and will not improve traffic capacity.

2.2.3 Possible Future Improvements

Proposals were evaluated in the 1970's and early 1980's to widen El Camino Avenue and/or replace the bridge to an elevation above the railroad tracks, similar to the San Juan Road/Silver Eagle Road Bridge. These proposals received strong public opposition because of the impact on residences and neighborhoods. Project cost estimates range from \$10 million to \$30 million, depending on the number of lanes and the level of improvements proposed. No improvements which increase the traffic capacity of El Camino Avenue are planned at this time.

2.2.4 Community Concerns

Community concerns regarding the existing El Camino Avenue include traffic congestion, noise, air quality, flooding and the at-grade railroad crossing. These issues, together with the right-of-way required, neighborhood impact, the length of the construction period required and access during construction are concerns that must be resolved for any future street widening and/or bridge replacement project.

2.3 ARDEN/GARDEN CONNECTOR PROJECT

2.3.1 Project Description

The Arden/Garden Connector Project would provide a four-lane connection between Arden Way and Garden Highway across the Natomas East Main Drain. The proposed improvements would extend from Northgate Boulevard to Del Paso Boulevard. This project would improve access between the South Natomas and North Sacramento communities and provide an alternate route for traffic currently using El Camino Avenue.

2.3.2 Current Status

The City Council adopted the Environmental Impact Report (EIR) and route alignment for the Arden/Garden Connector in 1986. Federal Highway Administration (FHWA) review of the EIR indicated that a Federal Environmental Impact Statement (EIS) would be required in addition to the EIR in order to qualify for and receive Federal funding to construct the project. The Public Works Department is in the final stages of negotiating a Consultant Services Agreement to provide preliminary engineering and environmental documentation (EIR/EIS) for this project. It is anticipated that this agreement will be presented for City Council approval in November 1990.

2.3.3 Estimated Costs and Fund Sources

Total project costs (including environmental, design, right-of-way acquisition and construction costs) are currently estimated to be \$17 million. This project was originally designated to receive \$6 million in Federal Aid Urban (FAU) Funds. However, this funding source is not available because of recent changes in the Federal Program appropriations timelines and closure of the FAU program.

City funds are available for preparation of the environmental documentation from the Major Street Construction Tax and the South Natomas Community Improvement Fund. Partial funding for design, right-of-way acquisition, and construction is anticipated to be available from the Major Street Construction Tax and the South Natomas Facilities Benefit Fee District. Additional funding will be requested from the Combined Roadway Program (Federal) and the Flexible Congestion Relief Program (State).

2.3.4 Project Schedule

The Arden/Garden Connector project schedule (Attachment 5.4) provides for completion of the environmental documentation in 24 to 30 months, completion of the construction documents and acquisition of the right-of-way and permits in the subsequent 18 to 24 months, and construction of the project in the following 18 to 24 months. This schedule provides for completion of the project in five to seven years.

2.3.5 Community Concerns

Community concerns include project need/priority, traffic, noise, flooding, right-of-way requirements, and neighborhood disruption. The North Sacramento Business Community feels that this project is essential to the economic revitalization and development of the North Sacramento Business District.

2.4 NORTHGATE BOULEVARD

2.4.1 Current Condition

Northgate Boulevard, south of Jefferson Avenue, crosses the American River levee and the Natomas East Main Drain, then enters the American River Parkway at ground elevation. Northgate Boulevard connects to State Route 160 (SR160) only in a southerly direction (to Downtown) and to Del Paso Boulevard in a northeasterly direction (to North Sacramento). The connection with SR160 does not provide access for traffic going towards, or coming from the Point West and Business 80 area.

This segment of Northgate Boulevard is a two-lane roadway in good condition. It currently carries an average weekday traffic of 19,000 to 20,000 vehicles per day. However, during times of high water (almost annually) the American River and Natomas East Main Drain flood the American River Parkway, closing this portion of Northgate Boulevard.

2.4.2 Proposed Improvements

The All Weather Northgate Project proposes to elevate Northgate Boulevard above the flood water surface elevation (base flood elevation) and provide a full access interchange at SR160. The intersection at Del Paso Boulevard will be reconstructed from its existing ground elevation in the American River Parkway to meet the elevated Northgate Boulevard.

This project (in conjunction with the Exposition Boulevard extension to SR160 project) was evaluated as an alternative in the Arden/Garden Connector Project Feasibility Study and Environmental Impact Report. The analysis found that the All Weather Northgate project was a viable and necessary project independent of the Arden/Garden Connector Project. It also determined that the All Weather Northgate Boulevard/Exposition Boulevard Extension projects (in combination) did not fulfill the travel demand needs between the South Natomas and North Sacramento communities.

2.4.3 Project Status and Cost Estimate

The All Weather Northgate Project is currently under study for priority and need as part of the Joint City/County, CalTrans study of the Business 80/SR160 corridor. The project priority will be established by this study. The total project costs are currently estimated to be \$15 million.

2.4.4 Technical Design Issues

The following technical issues require resolution early in the development of the All Weather Northgate project:

- 1) Placement of the proposed roadway under the existing SR160 bridge must be accomplished while maintaining both adequate clearance below the SR160 bridge and above the base flood elevation.
- 2) The existing All Weather Northgate project concept provides for an at-grade intersection with Del Paso Boulevard, ramping Del Paso Boulevard up to the elevated roadway. Elevating Del Paso Boulevard for its entire length in the American River Parkway is also being considered as an addition to the All Weather Northgate project.

An "All Weather Del Paso" project feasibility study, environmental documentation and design would have to address crossing the levee, crossing the existing railroad tracks (at-grade or elevated above), impacts to the surrounding land uses, modification of the existing Del Paso Boulevard and light rail system, reconfiguration of the existing Del Paso Boulevard/SR160 access ramp, and entry and impact to the American River Parkway. Cost estimates for this project addition range from \$6 million to \$15 million, depending on the level of improvements proposed.

2.4.5 Fund Sources

Partial funding for the All Weather Northgate project is programmed from the Transportation Sales Tax and the South Natomas Facilities Benefit Fee District. Additional funding will be requested from the Combined Roadway Program (Federal), the Flexible Congestion Relief Program (State), and the Major Street Construction Tax.

2.4.6 Project Schedule

The All Weather Northgate Project schedule is dependant upon completion of the Business 80/SR160 corridor study. This study is anticipated to be completed in 12 to 18 months. The study will establish the feasibility, priority and timing of this project. It will then take approximately four to six years to prepare the environmental analysis, the construction documents, and to complete project construction.

2.4.7 Community Concerns

Community concerns include project need/priority, traffic, floodway, the construction period, access during construction, and the affect on the American River Parkway.

2.4.8 CalTrans Approval

CalTrans approval of the connection to SR160 will be required. A consideration in obtaining CalTrans approval of the project will be the increase in traffic on a short section of a State Route (SR160 from Northgate Boulevard to Del Paso Boulevard and the proposed Exposition Boulevard extension).

2.5 EXPOSITION BOULEVARD EXTENSION TO SR160

2.5.1 Project Description

The Exposition Boulevard Extension proposes to extend and connect Exposition Boulevard with SR160. This project would improve access between the Point West community/Arden Fair area and the southern boundary of the North Sacramento community. The Exposition Boulevard Extension, in conjunction with the All Weather Northgate, would provide east-west access between the South Natomas and Point West community/Arden Fair Area. This project was evaluated as an alternative in the Arden/Garden Connector Project Feasibility Study and Environmental Impact Report. The analysis determined that the Exposition Boulevard Extension Project was a viable and necessary project independent of the Arden/Garden Connector Project.

2.5.2 Current Status and Cost Estimate

The Exposition Boulevard Extension Project is currently under study for priority and need as part of the Joint City/County, CalTrans study of the Business 80/SR160 corridor. The project priority will be established by this study. The total project costs are currently estimated to be \$13 million.

2.5.3 Fund Sources

Partial funding for the Exposition Boulevard Extension project is available from the Transportation Sales Tax. Additional funding will be requested from benefitting developers contributions, the Combined Roadway Program (Federal), the Flexible Congestion Relief Program (State), and the Major Street Construction Tax.

2.5.4 Project Schedule

The Exposition Boulevard Extension schedule is dependant upon completion of the Business 80/SR160 corridor study. This study is anticipated to be completed in 12 to 18 months. The study will establish the priority and timing of this project. A major portion of the funding for this project is anticipated to come

from developer contributions. Receipt of this funding will affect the project timing. It will require approximately two to four years to prepare the environmental analysis and construction documents once that process is started.

2.5.5 Community Concerns

Community concerns include project need/priority, traffic, noise, impact to open space, and development adjacent to the proposed extension.

2.5.6 CalTrans Approval

CalTrans approval of the connection to SR160 will be required. A consideration in obtaining CalTrans approval of this project will be the increase in traffic on a short section of a State Route (SR160 from Northgate Boulevard to Exposition Boulevard). However, this project will also benefit SR160 by drawing traffic away from the Business 80/SR160 split and the Arden Way Interchange.

3. SUMMARY

3.1 EAST-WEST CIRCULATION

Additional east-west circulation capacity is necessary between South Natomas and the North Sacramento /Point West areas. A brief summary of currently identified projects is provided below.

<u>Project</u>	<u>Comments</u>
San Juan Road/Silver Eagle Road between Northgate Boulevard and Norwood Avenue	Limited value to traffic circulation due to current termination at Norwood Avenue. Future extension beyond Rio Linda Boulevard is unlikely.
Arden/Garden Connector between Northgate Boulevard and Del Paso Boulevard	Project will provide required traffic circulation between South Natomas and North Sacramento. Proceed with environmental analysis to determine the preferred street alignment. Project funding to be determined.
El Camino Avenue between Northgate Boulevard and Del Paso Boulevard	No capacity improvements proposed at this time due to environmental and community concerns.

All Weather Northgate/Exposition Boulevard
Extension to SR160

Provide necessary circulation between South
Natomas and Point West areas. Does not
improve circulation between South Natomas and
North Sacramento.

The "All Weather" Del Paso addition to this
project, if feasible, would provide improved access
between South Natomas and North Sacramento.

3.2 NORTH-SOUTH CIRCULATION

Existing access between South Natomas and Downtown is generally adequate except for peak demand times. The proposed All Weather Northgate project will provide continuing access along Northgate Boulevard during periods of high water. The 1988 Sacramento General Plan Update identified the need for additional north-south capacity to be provided between the South Natomas and Downtown communities.

4. RECOMMENDATIONS AND FUTURE DIRECTION

Each of the projects discussed in this report address a separate transportation need. All the projects are collectively necessary to provide a complete transportation system between the South Natomas/North Sacramento/Downtown communities. The Public Works Department is currently working on all of these projects. The direction received to date from the City Council has established the following priorities:

1. Reconstruction of Silver Eagle Road from the East Main Drain to Norwood Avenue in the Summer of 1991.
2. Completion of preliminary engineering and environmental documentation, and identifying and securing project funding for the Arden/Garden Connector Project.
3. The Exposition Boulevard Extension project is being evaluated independent of, but in conjunction with, the Business 80/SR160 corridor study. These studies are currently in progress and scheduled for completion in August of 1991. Subsequent to completion of the studies, preliminary engineering and environmental documentation will begin on projects established as high priorities.
4. The All Weather Northgate project is being evaluated independent of, but in conjunction with, the Business 80/SR160 corridor study. These studies are currently in progress and scheduled for completion in August of 1991. Subsequent to completion of the studies, preliminary engineering and environmental documentation will begin on projects established as high priorities.

The City will continue to work with the County and CalTrans to develop realistic regional transportation priorities. The limiting factor for all of the projects discussed in this report is funding. If unlimited funding were available, all the projects discussed in the report could be under construction in five to seven years. The Public Works Department is continuing to develop project concepts and working to secure State, Federal, and private funding to deliver projects which will improve the South Natomas/North Sacramento/Downtown transportation system in an efficient and timely manner.

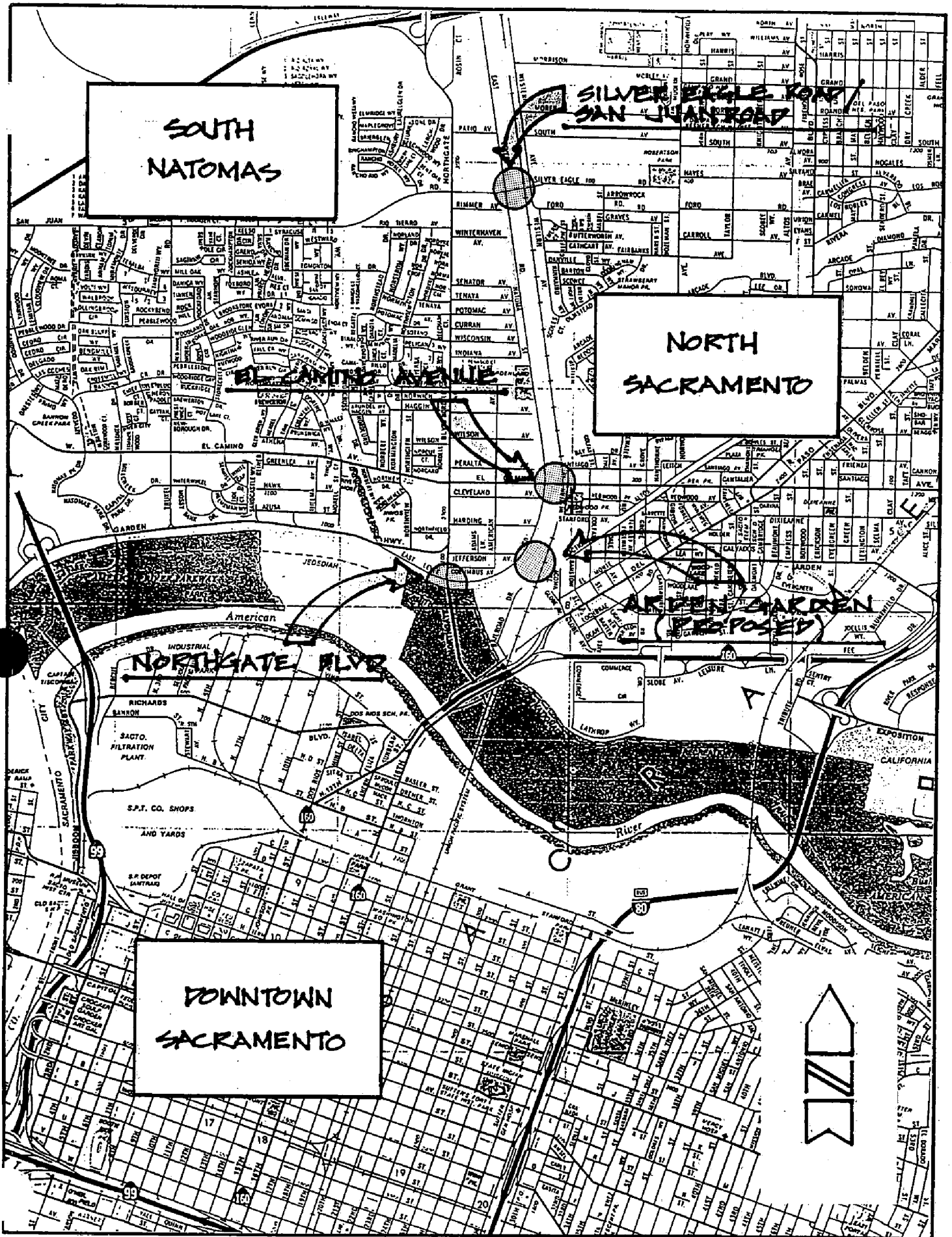
5. ATTACHMENTS

5.1 South Natomas/North Sacramento/Downtown Communities and Connecting Bridges

5.2 Transportation Systems between South Natomas/North Sacramento/Downtown/Point West

5.3 South Natomas/North Sacramento/Downtown Preliminary Funding and Delivery Schedule

5.4 Arden/Garden Connector Project Schedule (Draft)



**SOUTH
NATOMAS**

**NORTH
SACRAMENTO**

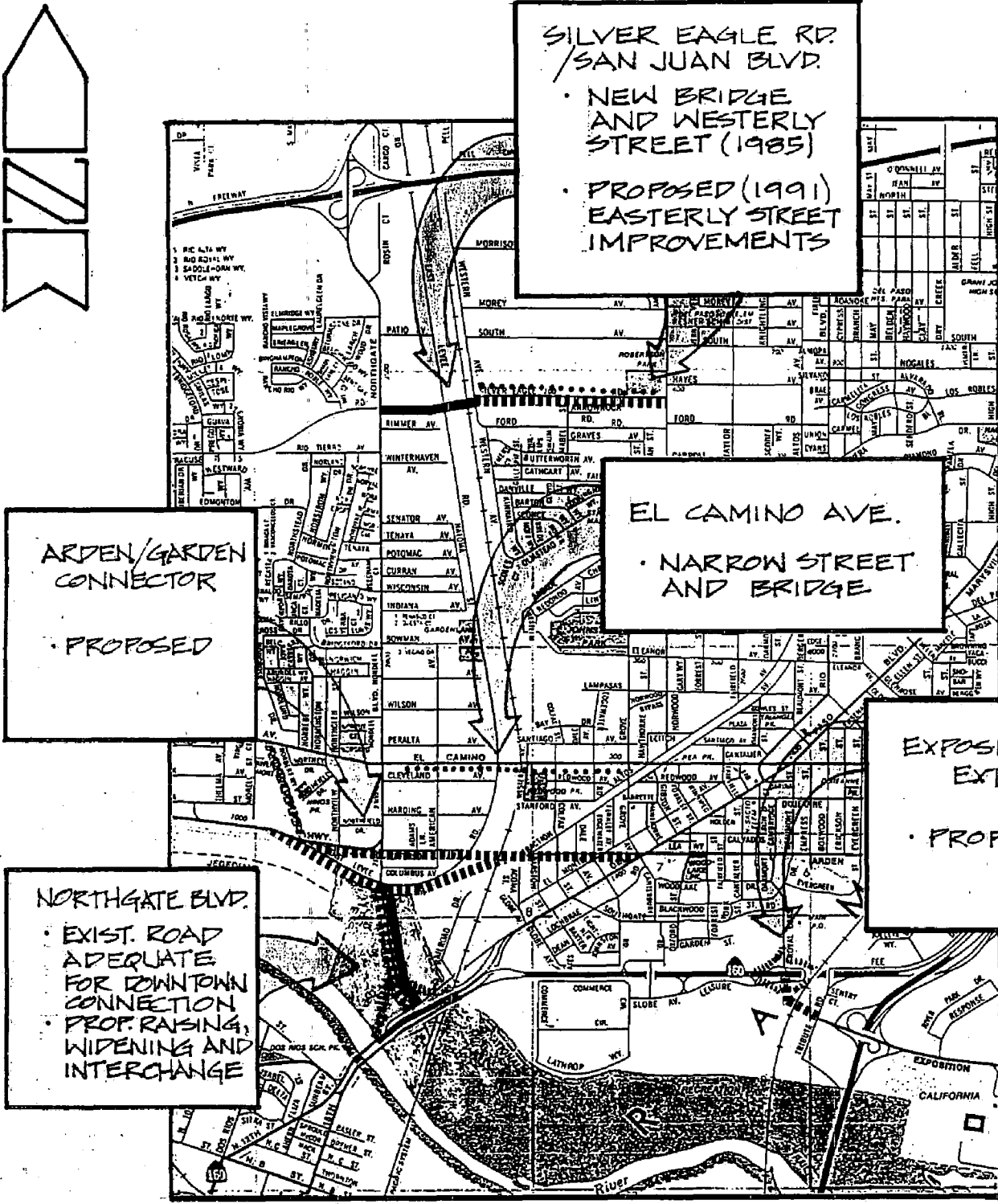
**DOWNTOWN
SACRAMENTO**

NORTHGATE FLYER

**ARDEN GARDEN
(PROPOSED)**

**SILVER EAGLE ROAD /
SAN JUAN ROAD**

**SOUTH NATOMAS · NORTH SACRAMENTO · DOWNTOWN
COMMUNITIES & CONNECTING BRIDGES**



SILVER EAGLE RD.
/SAN JUAN BLVD.

- NEW BRIDGE AND WESTERLY STREET (1985)
- PROPOSED (1991) EASTERLY STREET IMPROVEMENTS

ARDEN/GARDEN CONNECTOR

- PROPOSED

EL CAMINO AVE.

- NARROW STREET AND BRIDGE

EXPOSITION BLVD.
EXTENSION

- PROPOSED

NORTHGATE BLVD.

- EXIST. ROAD ADEQUATE FOR DOWNTOWN CONNECTION
- PROP. RAISING, WIDENING AND INTERCHANGE

TRANSPORTATION SYSTEM BETWEEN
SOUTH NATOMAS · NORTH SACRAMENTO
DOWNTOWN · POINT WEST



EXISTING, GOOD CONDITION
EXISTING, NEED IMPROVEMENT
PROPOSED

TRANSPORTATION CORRIDORS BETWEEN THE SOUTH NATOMAS, NORTH SACRAMENTO AND DOWNTOWN COMMUNITIES

1990 1995 2000 2005

LEGEND

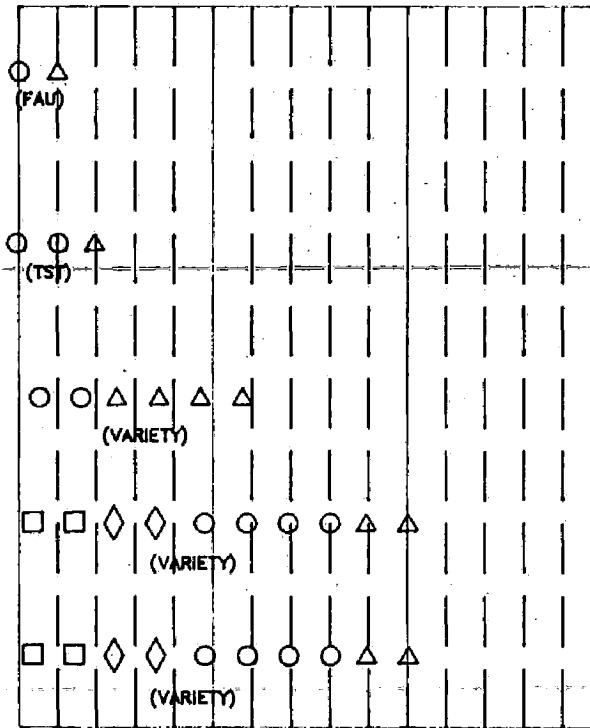
○ ○ ○ ○ ○ ○
DESIGN (ENV., ROW ACQ. & PS&E)

△ △ △ △ △ △
CONSTRUCTION

□ □ □ □ □ □
PRIORITY STUDY ON
BUS. 80/SR 160

◇ ◇ ◇ ◇ ◇ ◇
HOLD TIME, PENDING RESULTS
OF STUDY AND FUNDING
AVAILABILITY.
(THIS TIME IS ASSUMED)

SILVER EAGLE ROAD
IMPROVEMENTS



**PRELIMINARY
FUNDING AND DELIVERY SCHEDULE**

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ATTACHMENT 5.3

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