RESOLUTION NO. 2026-081

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ELK GROVE ACCEPTING THE BLUE LINE/BUS RAPID TRANSIT IMPLEMENTATION PLAN (CEQA EXEMPT)

WHEREAS, the City of Elk Grove (City) was awarded a grant in the amount of $470,000 from the California Department of Transportation for the preparation of the Blue Line/Bus Rapid Transit Implementation Plan (Plan); and

WHEREAS, the Plan was developed to provide conceptual design and evaluate options for extending light rail into Elk Grove or implementing a bus rapid transit route on the transit alignment set forth in the City's General Plan, improving mobility options; and

WHEREAS, Section 15262 of the State CEQA Guidelines provides an exemption for feasibility or planning studies for possible future actions which the agency, board, or commission has not approved, adopted, or funded.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Elk Grove hereby finds that no further environmental review is required for the Blue Line/Bus Rapid Transit Implementation Plan based upon the following finding:

CEQA

Finding: The Blue Line/Bus Rapid Transit Implementation Plan (the Plan) is exempt from the California Environmental Quality Act pursuant to State CEQA Guidelines Section 15262 (Feasibility and Planning Study).

Evidence: State CEQA Guidelines Section 15262 provides an exemption for feasibility or planning studies for possible future action which have not been approved, adopted, or funded by the public agency. Such feasibility or planning studies do not require preparation of an environmental impact report or negative declaration. Actions that have a legally binding effect on later activities are excluded from this exemption. Acceptance of the proposed Blue Line/Bus Rapid Transit Implementation Plan provides conceptual design for various options for light rail and bus rapid transit. It evaluates a variety of options and outlines next steps to support future implementation. However, acceptance of the Plan does not commit the City to a course of action at this time, does not approve any physical changes to the environment, and does not have a legally binding effect on the City. The implementation of any of the concepts identified in the Plan would include specific follow-up, CEQA analysis, and approval as needed, including further CEQA review before the commitment of funding for any construction. Therefore, this Plan qualifies for the identified exemption and no further environmental review is required.

AND, BE IT FURTHER RESOLVED, that the City Council of the City of Elk Grove hereby accepts the Blue Line/Bus Rapid Transit Implementation Plan, attached hereto as Exhibit A and incorporated herein by this reference.

PASSED AND ADOPTED by the City Council of the City of Elk Grove this 22nd day of April 2026

DARREN SUEN, VICE MAYOR of the
CITY OF ELK GROVE

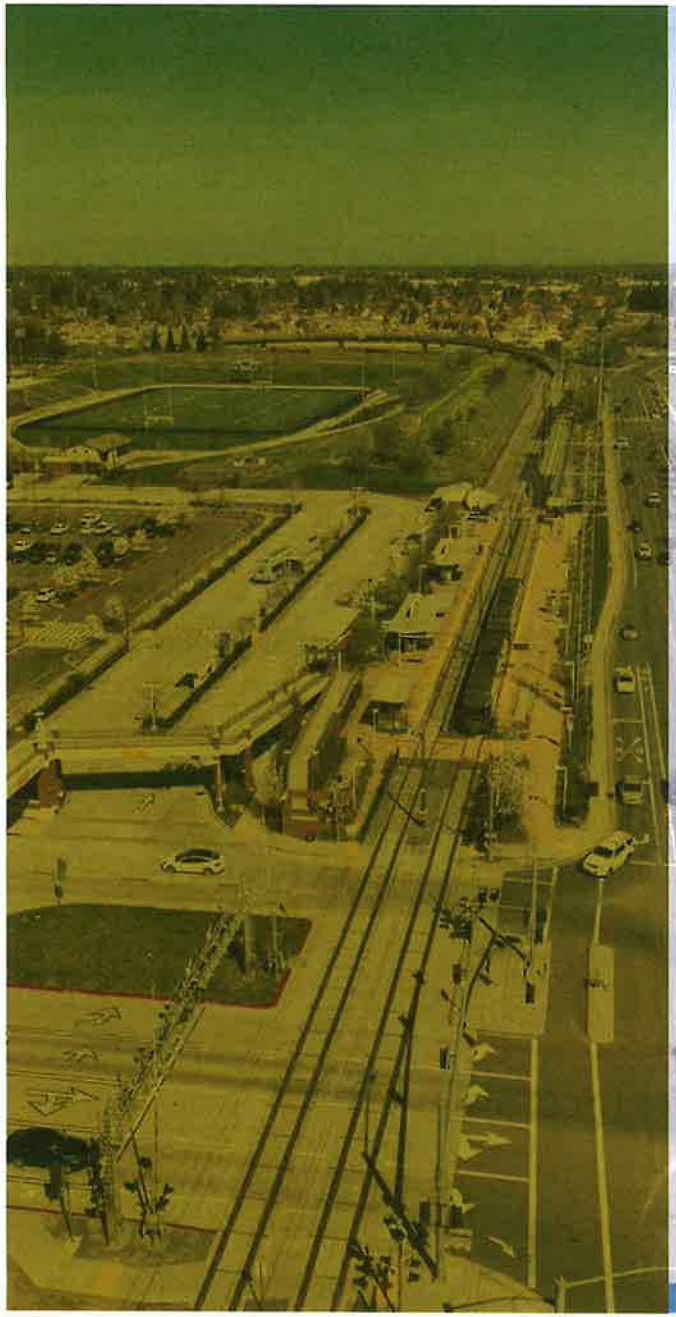
ATTEST:

JASON LINDGREN, CITY CLERK

APPROVED AS TO FORM:

JONATHAN P. HOBBS
CITY ATTORNEY

EXHIBIT A



City of Elk Grove

DRAFT

BLUE LINE/BUS RAPID TRANSIT TO ELK GROVE IMPLEMENTATION PLAN

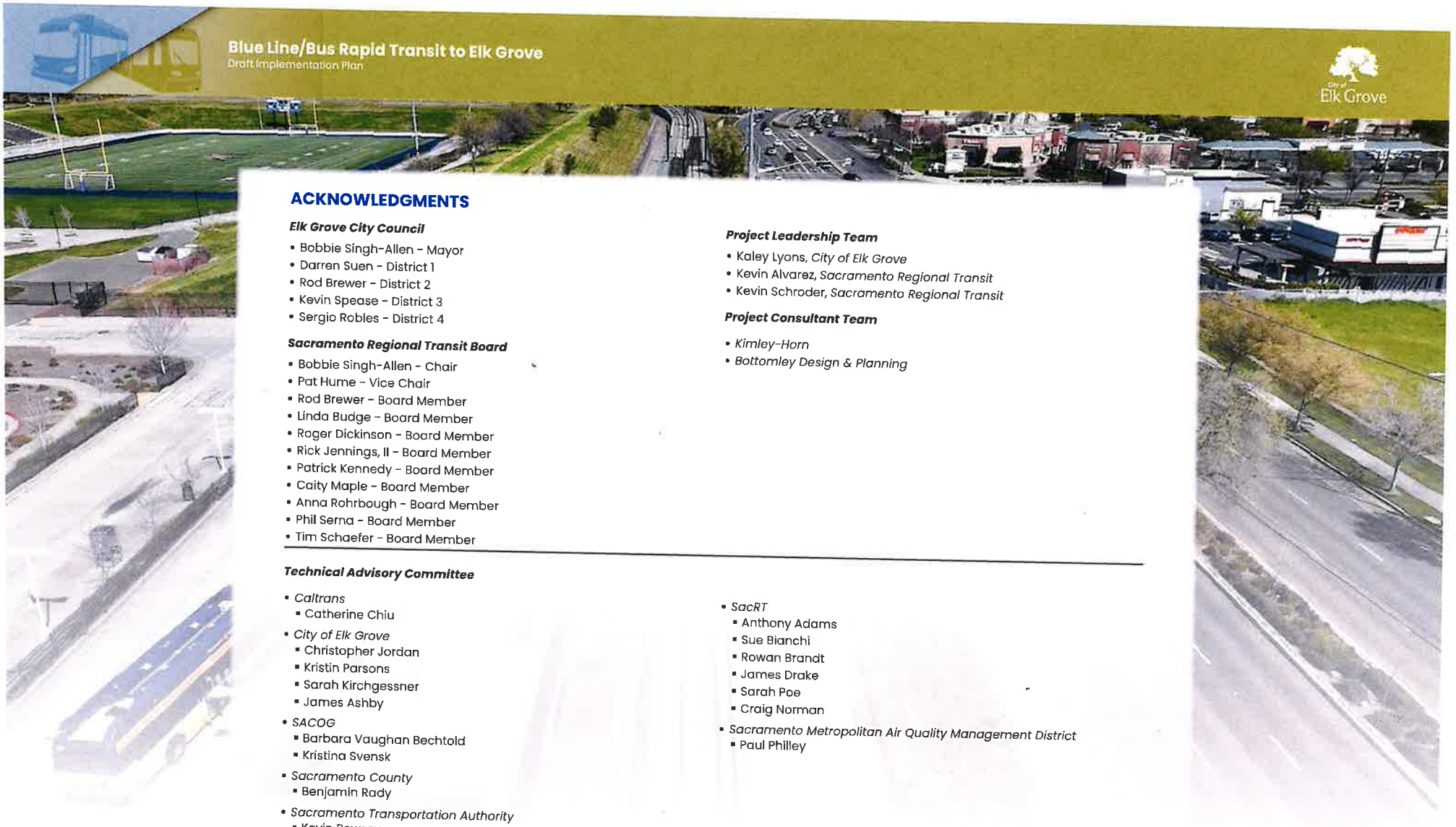
MARCH 2026

Caltrans

SACRAMENTO REGIONAL TRANSIT

Prepared by Kimley»Horn

Project made possible by a Caltrans Sustainable Transportation Planning Grant



ACKNOWLEDGMENTS

Elk Grove City Council

- Bobbie Singh-Allen - Mayor
- Darren Suen - District 1
- Rod Brewer - District 2
- Kevin Spease - District 3
- Sergio Robles - District 4

Sacramento Regional Transit Board

- Bobbie Singh-Allen - Chair
- Pat Hume - Vice Chair
- Rod Brewer - Board Member
- Linda Budge - Board Member
- Roger Dickinson - Board Member
- Rick Jennings, II - Board Member
- Patrick Kennedy - Board Member
- Caity Maple - Board Member
- Anna Rohrbough - Board Member
- Phil Serna - Board Member
- Tim Schaefer - Board Member

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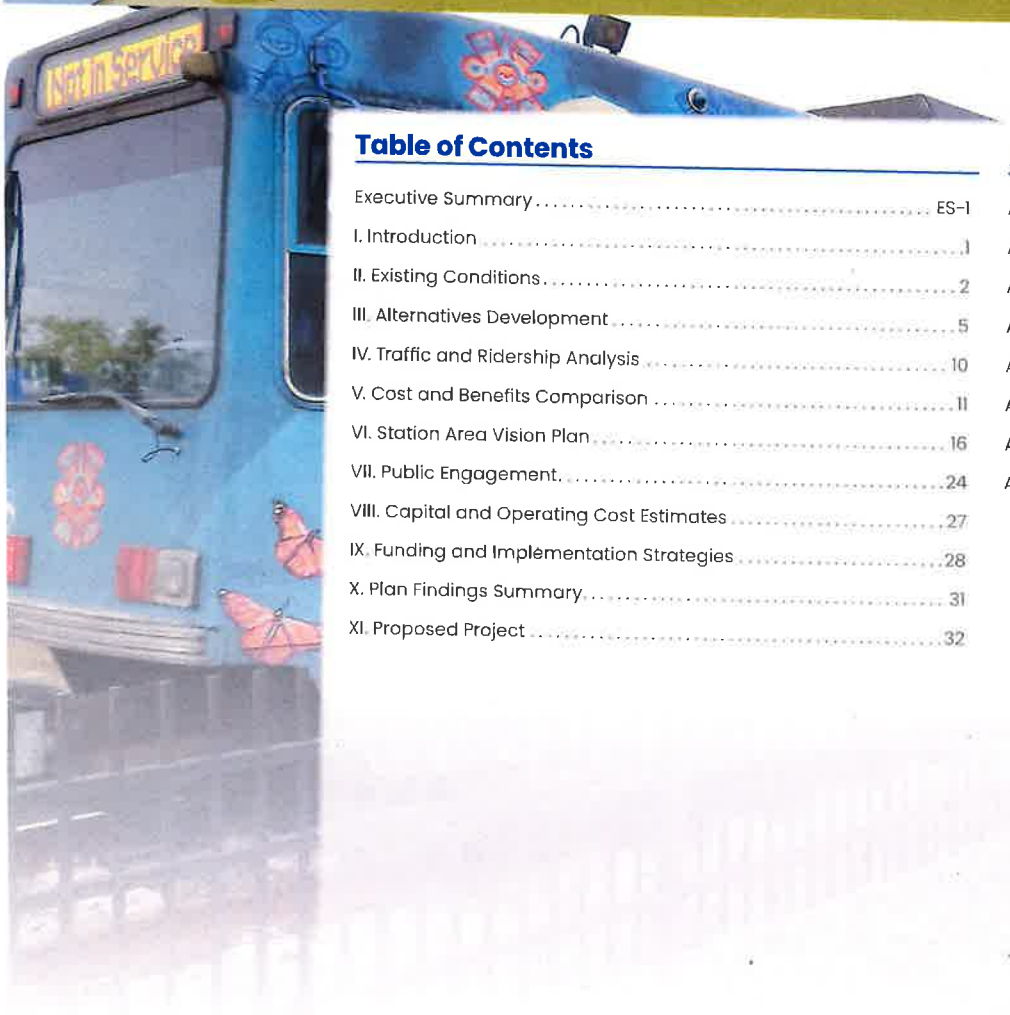
- *Sacramento Metropolitan Air Quality Management District*
  - Paul Philley



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EXECUTIVE SUMMARY

INTRODUCTION

The Blue Line/Bus Rapid Transit to Elk Grove Implementation Plan (Plan) is advancing previous planning to bring high quality rapid transit from the Sacramento Regional Transit (SacRT) Blue Line's existing southern terminus at Cosumnes River College in the City of Sacramento to the City of Elk Grove (City). For more than 20 years, the City has defined a potential alignment for high-capacity transit to the west of State Route 99 (SR-99) and has successfully preserved segments of right-of-way needed for a fixed transit alignment along this corridor. This Plan's goal is to identify feasible Light Rail Transit (LRT) and Bus Rapid Transit (BRT) options within the defined alignment, inform the City and SacRT about the technical and financial feasibility of LRT and BRT options, and define the key steps necessary to move the project forward toward design, funding, and construction.

Project Objectives

- Promote **sustainability** by promoting reliable and efficient mobility for people that reduces greenhouse gas emissions and vehicle miles traveled
- Increase **accessibility** to the regional transportation system for all, including seniors and people with disabilities
- Improve **health** by reducing exposure to pollution and greenhouse gas emissions
- Prioritize the needs of **under-served communities** and encourage meaningful public engagement in the transportation decision-making process
- Reduce **traffic congestion** and vehicle miles traveled
- Reduce transportation costs for households
- Increase **safety** by decreasing vehicles on the road
- Spur **economic development** through transit-oriented development at stations along the corridor

Figure ES-1: Study Alignment Identified in 2009 Fixed Transit Alignment Study

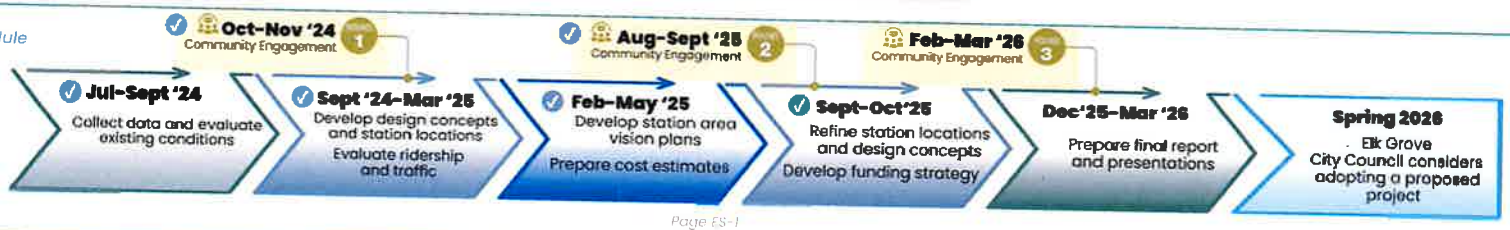
Implementation Plan Objectives and Key Tasks

The implementation plan aimed to define feasible transit and mobility improvements for the corridor and guide next steps toward implementation. The following objectives and tasks were completed:

- Defined and evaluated project alternatives, including analysis of traffic implications and ridership potential
- Assessed existing corridor needs to identify challenges, opportunities, and priorities for improvement
- Engaged key stakeholders and the community through three rounds of robust outreach, gathering feedback to refine alternatives
- Identified potential funding sources and evaluated the project's competitiveness for grants and other support
- Determined project readiness, outlining what is needed to advance a realistic and achievable transit or multimodal project
- Recommended innovative, context-sensitive multimodal improvements that enhance mobility, safety, and community character

PROJECT TIMELINE

Figure ES-2: Project Schedule



TRANSIT OPTIONS BEING CONSIDERED

Bus Rapid Transit (BRT)

Bus Rapid Transit (BRT) is a high-quality, high-capacity, rubber-tired transit system designed to deliver fast, reliable, and efficient service—similar to light rail, but at a lower cost.

BRT systems typically include features such as:

- Dedicated bus lanes to avoid traffic congestion
- Signal priority at intersections to reduce delays
- Frequent service with limited stops
- Enhanced stations with shelters, lighting, real-time arrival info, and level boarding
- Branded vehicles with modern designs for improved rider experience

Figure ES-3: California BRT system examples, highlighting dedicated lanes, enhanced stations, transit signal priority, and other corridor improvements.

Image Source: SFMTA

Extending the Blue Line light rail (LRT) from Cosumnes River College (CRC) into Elk Grove

- **The Blue Line** is one of three LRT lines operated by Sacramento Regional Transit District (SacRT)
- Operates from **Watt/I-80** in the north through downtown Sacramento to **Cosumnes River College** in the south
- Runs every **15 minutes, seven days a week**
- Current length is ~29 miles

Figure ES-4: Existing SacRT LRT Service Map

Comparison of Different LRT Configurations

Figure ES-5: Comparison of Different LRT Configurations

	Center-Running LRT (Minneapolis)	Side-Running LRT (Folsom)	In-Lane Running (Del Paso Blvd)
			
Street Integration	• Runs in the median between the two directions of auto travel	• Both directions run on one side of the street, next to the auto lanes	• Shares lanes with regular car traffic in outside traffic lanes
Station Placement	• Located in the roadway median • Requires all passengers to cross to the middle of the road to access stations	• Located on one side of the street • Some passengers will have to cross the full street to access station	• Train stops at stations while in the traffic lane
Access and Circulation	• Vehicles and pedestrians cannot cross the tracks except at signalized intersections • Limits locations where left-turns can be made	• May require railroad crossing gates wherever it crosses driveways and streets • May require some driveways to close	• Some left-turns at unsignalized intersections may be eliminated • Train speed limited in these areas (may also require speed limit to be lowered)

ALTERNATIVES CONSIDERED

Five build alternatives were evaluated for the corridor, plus one no-build alternative. Four consist of light rail transit (LRT) configurations—including side-running, center-running, and mixed-traffic options—and one consists of a bus rapid transit (BRT) configuration. Illustrative examples of potential LRT and BRT cross-sections are provided in this section. For each alternative, a summary description and corresponding alignment map are included to depict the proposed configuration.

Note that the alternative concepts may be blended together by segment to create a hybrid alternative.

Alternative 1: Light Rail to District 56, Rapid Bus to Kammerer Road

- Extends light rail service 3.6 miles from Cosumnes River College (CRC) to District 56
- Light rail operates every 15 minutes throughout the day
- Adds three new light rail stations in the City of Elk Grove
- South of District 56, Rapid Bus service, timed to meet each light rail train, operates in mixed traffic from District 56 to Kammerer Road (3.8 miles), with 7 stops along the way
- Alternative 1A, not depicted on this page, extends the center-running alignment past Red Elk Drive to Civic Center Drive, but is otherwise identical to Alternative 1

Alternative 2: Light Rail to Kammerer Road

- Extends high-frequency light rail service 6.4 miles from Cosumnes River College (CRC) to Kammerer Road
- Light rail operates every 15 minutes throughout the day
- Adds seven new light rail stations in the City of Elk Grove

Alternative 1

Figure ES-6: Center Running LRT Prototype

Figure ES-7: Alternative 1 Alignment

Alternative 2

Figure ES-8: Side Running LRT Prototype

Figure ES-9: Alternative 2 Alignment

ALTERNATIVES CONSIDERED

Alternative 3: Bus Rapid Transit to Kammerer Road

- Implements 7.4 miles of high-frequency Bus Rapid Transit (BRT) service from Cosumnes River College (CRC) to near Sky River Casino
- Buses operate every 15 minutes throughout the day
- Adds 12 new BRT stations, with 11 stations located within the City of Elk Grove

Alternative 4: Light Rail to Kammerer Road, Operating Mixed with Traffic

- Extends light rail 6.4 miles from Cosumnes River College (CRC) to Kammerer Road, similar to Alternative 2
- Light rail operates every 15 minutes throughout the day
- Adds seven new light rail stations in the City of Elk Grove
- Runs in mixed traffic lanes shared with autos for 1.8 miles on Big Horn Boulevard between Bruceville Road and Elk Grove Boulevard

Alternative 5: Light Rail to Big Horn & Bruceville

- Extends light rail service 1.6 miles from Cosumnes River College (CRC) to Big Horn & Bruceville intersection
- Light rail operates every 15 minutes throughout the day
- Adds one new light rail station in the City of Elk Grove

Alternative 3

Figure ES-10: Center Running BRT Prototype

Figure ES-11: Alternative 3 Alignment

Alternative 4

Figure ES-12: Mixed Traffic LRT Prototype

Figure ES-13: Alternative 4 Alignment

Alternative 5

Figure ES-14: Center Running LRT Prototype

Figure ES-15: Alternative 5 Alignment

ALTERNATIVES EVALUATION

Traffic and Ridership Analysis

Project alternatives were quantitatively evaluated for traffic operations using a microsimulation modeling platform and ridership potential using the City's travel demand model.

Traffic Operations Key Findings

At most intersections, the LRT or BRT would operate alongside mixed vehicle traffic. The transit vehicle would receive transit signal priority to minimize transit delays. Also in most locations, the roadway would be widened to accommodate dedicated transit lanes and existing roadway capacity would not be impacted. Therefore, there is minimal additional delay at most locations. Exceptions are where the LRT/BRT would turn or transition locations relative to traffic (for example, median-running to side-running).

Ridership Forecast Findings

Ridership modeling performed as part of this Plan found that Alternative 2 would generate the largest increase in transit trips and the largest decrease in vehicle miles traveled (VMT). All project alternatives would significantly increase transit ridership and reduce VMT on this corridor.

Table ES-1: Horizon Year (Year 2040) Ridership Projections

Metric	No Build	Alternative 1	Alternative 2	Alternative 3	Alternative 5
Trips on Project	517[1]	3,370	4,011	1,463	1,102
Total Daily Blue Line Boardings[2]	14,935	17,194	17,813	15,108	15,897
Change in Total Daily Blue Line Boardings	-	+2,259	+2,878	+173	+962
Change in Linked Transit Trips[3]	-	+1,309	+1,877	+774	+428
Change in Annual Model-wide VMT[4]	-	-745,330	-2,166,275	-550,785	-368,650

Notes:
[1]Trips on Project for No-Build represents forecast trips on Route E110
[2]Represents the total daily boardings on the Blue Line, including both existing stations and stations added with the Build alternatives
[3]Represents the change in transit riders with the project. A linked transit trip is a single, one-way journey from a passenger's origin to their destination, regardless of how many vehicles or modes are used.
[4]Represents the modeled change in annual vehicle miles traveled in the Sacramento region from the No-Build to the Build Alternatives
Alternative 4 was not modeled separately. Ridership projections are assumed to be generally similar to Alternative 2 projections.

Multimodal Integration

Each alternative also includes a variety of bike and pedestrian improvements meant to enhance multimodal connections to station areas. An overview of these improvements for each alternative is below:

Alternative 1: Light Rail to District 56, Rapid Bus to Kammerer Road

- Buffered bike lanes on both sides of road along nearly the entire alignment
- Intersection safety improvements
- Sidewalks on both sides of road north of Elk Grove Boulevard rebuilt to meet current standards

Alternative 2: Light Rail to Kammerer Road

- Buffered bike lane on one side of road between Cosumnes River College and Bilby Road
- Separated, multi-use path on one side of road along nearly the entire alignment
- Intersection safety improvements

Alternative 3: Bus Rapid Transit to Kammerer Road

- Buffered bike lanes on both sides of road along nearly the entire alignment
- Separated, multi-use path on one side of road south of District 56
- Intersection safety improvements
- Sidewalks on both sides of road north of Elk Grove Boulevard rebuilt to meet current standards

Alternative 4: Light Rail to Kammerer Road, Operating Mixed with Traffic

- Buffered bike lanes on one side of Bruceville Road between Cosumnes River College and Big Horn Boulevard
- Separated, multi-use path on one side of road along nearly the entire alignment
- Intersection safety improvements

Alternative 5: Light Rail to Big Horn & Bruceville

- Buffered bike lanes on both sides of road along nearly the entire alignment
- Intersection safety improvements
- Sidewalks on both sides of road rebuilt to meet current standards

EVALUATION MATRIX

Evaluation Framework Summary

The four proposed design alternatives were evaluated across seven performance categories to capture a broad range of transportation, environmental, and community outcomes. Each criterion provides a consistent basis for comparing alternatives, using both quantitative and qualitative measures.

The evaluation considers seven key criteria:

- **Traffic Operations:** Effects on vehicle flow, congestion levels, and overall network efficiency
- **Transit Performance:** Transit travel times, reliability, and user experience
- **Active Transportation:** Effect on safety of nonmotorized modes, and opportunity to integrate with walking and biking facilities
- **Infrastructure Impacts:** Changes to existing utilities, right-of-way needs, and construction impacts
- **Cost Impacts:** Estimated capital and operations & maintenance costs
- **Sustainability:** Environmental effects, including greenhouse gas emissions
- **Economic Activity:** Potential to stimulate long-term growth

The following summarizes the evaluation results for the four alternatives. A color ranking is applied to indicate relative performance (see legend below)

Alternatives Comparison Matrix

As shown in the matrix, Alternative 2 has the greatest project benefits, but also the greatest costs and access impacts (along with Alternative 4). Alternative 3 has the lowest cost and fewest impacts, but also has a lower level of benefits.

Figure ES-16: Alternatives Comparison Matrix

	NO BUILD Existing Configuration in Future Conditions	ALTERNATIVE 1 Light Rail to District 56, Rapid Bus to Kammerer Road	ALTERNATIVE 2 Light Rail to Kammerer Road	ALTERNATIVE 3 Bus Rapid Transit to Kammerer Road	ALTERNATIVE 4 Light Rail to Kammerer Road, Partially Operating Mixed with Traffic	ALTERNATIVE 5 Light Rail to Big Horn & Bruceville
						
Traffic (Congestion, Access)						
Transit (Ridership, Desirability)						
Active Transportation						
Infrastructure (Construction, ROW)						
Costs (Capital, Operating)		$$	$$$$	$	$$$	$$
Sustainability						
Economic Activity						

LEGEND

- Substantial positive impact
- Moderate level of positive impact
- Minor level of positive impact
- No-Build
- Minor level of negative impact
- Moderate level of negative impact
- Substantial negative impact

STATION AREA VISION PLAN – PLACE TYPES

Place Types

The Station Area Vision Plan (Vision Plan) builds upon the proposed conceptual alternatives and defines station area place types, envisions station area concepts, assesses multimodal mobility and accessibility, and evaluates development opportunities within selected station areas. This Vision Plan is intended to guide City staff, elected officials, the community, and future developers in understanding the expectations for infrastructure improvements and development opportunities throughout the transit corridor.

The Vision Plan begins with the identification of place type categories and the methodology used to define them. It then proceeds to assess four selected station areas, incorporating the previously mentioned elements, such as multimodal mobility and accessibility and development opportunities.

Using the framework of the six place type categories, the Vision Plan assigned place type category for all eleven proposed stations. Four station areas demonstrating a range of place type categories were selected by the City for further assessment.

These four station areas (shown in **Figure ES-17**, north to south) are:

- **Bruceville and Big Horn Station**
- **Big Horn and Laguna Station**
- **Big Horn and Whitelock Station**
- **LEA North Station**

These four stations --each representing a different place type --reflect various levels of recommended future urban form, mobility needs, and opportunities for enhanced public spaces. By analyzing the stations' existing conditions and future potential, the plan establishes a framework for guiding development within the broader transit corridor.

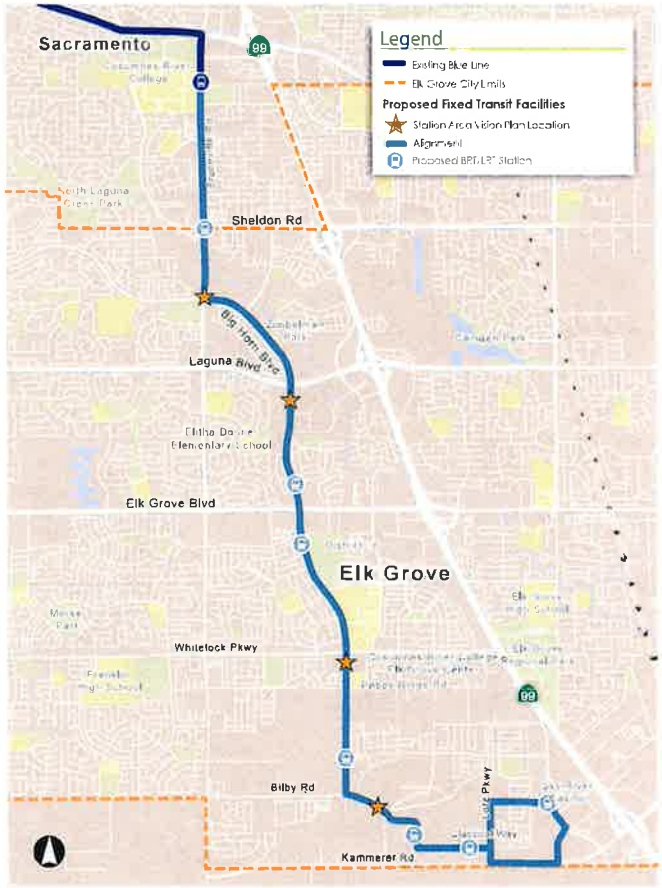
Mobility and accessibility are essential to shaping transit-oriented communities, with pedestrian and bicycle infrastructure playing a central role in station connectivity. Strengthening the active transportation network improves access to transit, allowing users to efficiently connect to their homes, workplaces, and other destinations through multi-modal links. Station area access complements mobility strategies by integrating pedestrian pathways, bike lanes, public transit links, and roadway connections that tie each station to nearby neighborhoods and amenities.

The assessment focuses on development opportunities, using a visioning process to re-imagine how land use and infrastructure can activate these station areas. Guided by their place type designation, these station area visions provide clear strategies for integrating mixed-use development, enhancing public spaces, and fostering economic vitality, ensuring each station's transformation aligns with Elk Grove's long-term transit-oriented growth goals.

All four station areas have great potential for economic activity and transit-oriented development, albeit of differing types and densities. Construction of the transit corridor would be a critical aspect to unlock the full potential of these station areas.

See **Appendix A** for the Station Area Vision Plans. The build-out visions for each station are shown in **Figure ES-18.**

Figure ES-17: Station Area Vision Plan Station Locations



STATION AREA VISION PLAN – STATION AREA RENDERINGS

Figure ES-18: Potential Station Area Buildouts

PUBLIC ENGAGEMENT

The Plan engaged a broad range of stakeholders and community members across three rounds of public engagement, two of which have been completed to date.

Public Engagement Round 1 focused on gathering community input on mobility challenges in the project area, current travel behavior, project needs, and station preferences.

Public Engagement Round 2 involved collecting input on the proposed project alternatives and station vision plans, with in-person engagement at key community locations.

Key Findings:

- The top three elements that respondents identified would encourage their usage of a new transit line are fast and reliable trips, frequent service, and comfortable, safe rides.
- When asked about their preferred alternatives, 70% of respondents preferred one of the build alternatives over the no change option, with Alternative 2 (LRT) being the most popular.
- Based on the survey and other comments received, the vast majority of the community engaged over the course of this Plan believes that a transit corridor would be beneficial and an effective mobility strategy. Concerns were raised around safety and construction impacts that would need to be addressed during future project phases.

Figure ES-19: Key Survey Findings

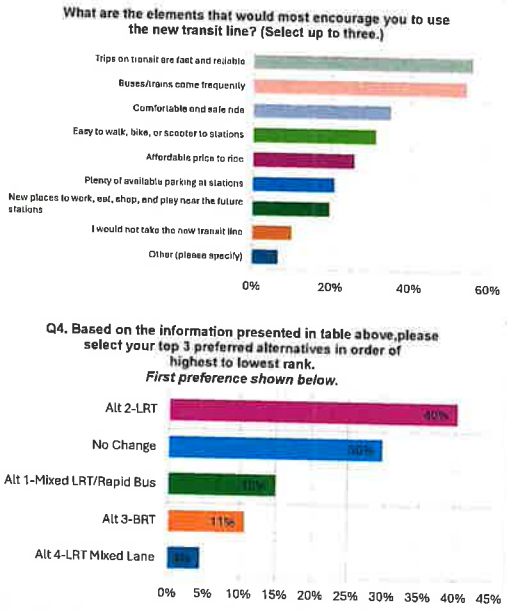
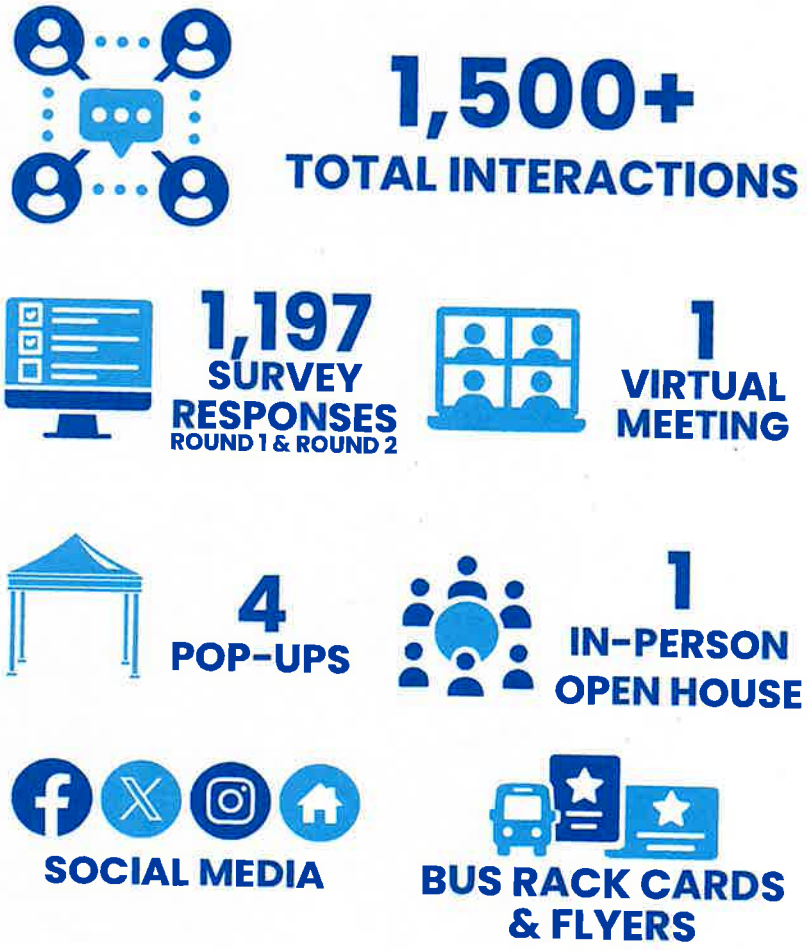


Figure ES-20: Photo from Dancing the Globe Pop-up



FUNDING STRATEGIES

Potential Funding Sources

Funding Sources for Capital Expenditures

The Potential Funding Sources for Capital Expenditures table (**Table ES-2**) identifies a wide range of potential federal, state, regional, and local funding sources to fund the construction of the proposed project. Each source is characterized by its estimated maximum share of project costs, eligibility criteria, and feasibility considerations, informed by guidelines and historical trends.

Funding Sources for Operation of Transit Services

Operating new or expanded transit services typically relies on a blend of funding sources. Potential contributors include federal, state, regional, and local funds, each with specific eligibility requirements based on factors such as service type, area size, and program regulations.

Key sources include federal and state transit programs, local revenue measures (such as sales or property taxes), and farebox or private-sector revenues.

Summary

All five project Build alternatives have a substantial capital cost in the hundreds of millions of dollars and would require a sizable percentage increase in operating cost relative to existing transit services in the City. Therefore, it is likely that a range of funding sources would be needed to fund any alternative. While ridership levels are lower than typical transit projects in denser, more urban areas around the country, initial analysis finds that project alternatives may be competitive for federal funds due to a relatively cost-efficient implementation. Any federal source will need to be accompanied by a substantial state or local contribution. It is likely that new local funding sources are necessary as part of the strategy for funding construction, operations, or both.

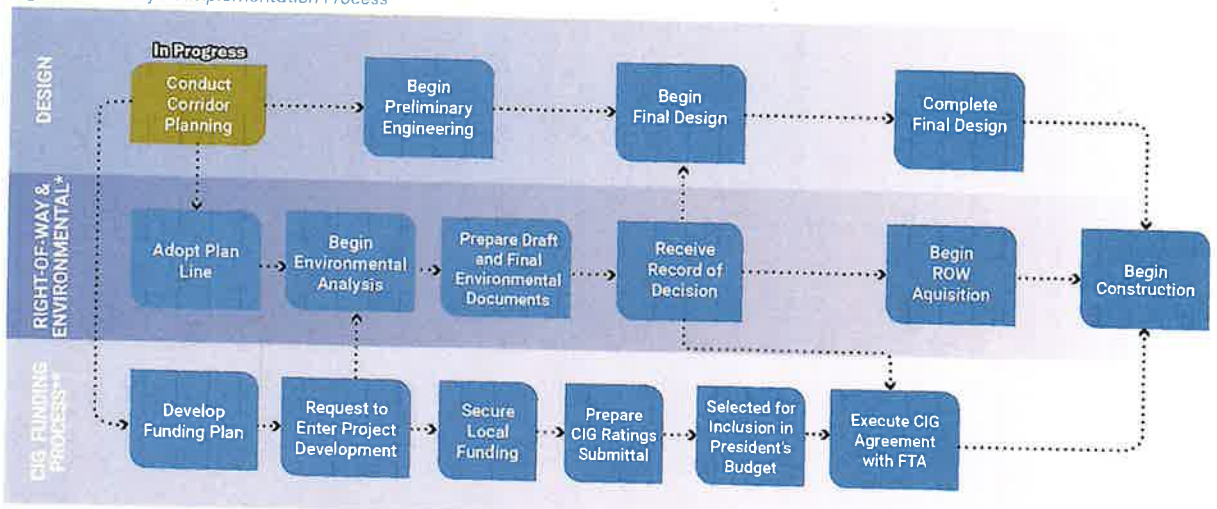
Table ES-2: Potential Funding Sources for Capital Expenditures

Source Category	Funding Source	LRT Target Contribution	BRT Target Contribution	Key Eligibility Criteria
Federal	Federal Transit Administration (FTA) Capital Investment Grant (CIG) Program – New Starts for LRT / Small Starts for BRT	Up to 60% (New Starts)	40–50% (Small Starts)	Must complete multi-phase evaluation/selection process; ridership and cost-effectiveness heavily influence scoring. Requires local match - LRT must exceed $400M in total capital cost for New Starts eligibility - BRT must be <$400M for Small Starts
	U.S. DOT BUILD Grant (formerly RAISE/TIGER)	5–10%	5–20%	Capital projects improving safety, economic competitiveness, equity, climate, and innovation. Requires local match. BRT may be more feasible for BUILD due to faster delivery and lower costs.
State	State of California Transit and Intercity Rail Capital Program (TIRCP)	10–20%	10–30%	Must reduce GHG emissions, support transit integration, increase ridership, zero-emission fleet BRT.
	Senate Bill 1 (SB 1) – Road Repair and Accountability Act - Solutions for Congested Corridors Program (SCCP) - Local Partnership Program (LPP) - Active Transportation Program (ATP) (for related first/last-mile and complete streets elements)	15–25%	Up to 65%	Eligible for transit capital projects under the Local Partnership Program. Requires local matching funds; competitive grant cycles; more accessible for BRT due to flexible eligibility.
	California Air Resources Board (CARB) Grant Programs	2–5%	2–5% (for zero-emission vehicles)	Reduce GHG and benefit DACs, focusing on zero-emission BRT, LRT electrification, and first/last mile access.
	Affordable Housing and Sustainable Communities (AHSC) Program	1–4%	5%	Support projects that combine affordable housing with sustainable transportation and supporting infrastructure to reduce greenhouse gas emissions while improving access to jobs, transit, and daily needs.
Local/Regional	Future Local Sales Tax Measure (Countywide/Regionwide)	~20–50%	~20–50%	Sales tax revenue dedicated to local transportation. Flexible and foundational for leveraging state/federal dollars; strong local support improves competitiveness
	Transportation Development Act (TDA) – Local Transportation Fund (LTF)	~2–4%	Up to 5%	Supports transit operations and capital through LTF allocations. Best used for match requirements or smaller capital elements.
	SACOG Regional Active Transportation Program (ATP)	Minimal (<1–2%)	Up to 2–5%	Supports active transportation projects affiliated with project, not direct transit capital cost expenditures. Could include bike/ped improvements on project corridor, first/last mile improvements, or corridor safety.
	SACOG Regional Program (CMAQ, STBG)	Minimal (<1–2%)	2–5%	Must improve air quality (CMAQ) or address regional mobility goals (STBG).

IMPLEMENTATION STRATEGIES

A potential project implementation timeline (see **Figure ES-21**) identifies the relationship of key activities—design, environmental review, right-of-way acquisition, utility relocations, construction, and testing—with regulatory requirements and funding availability.

Figure ES-21: Project Implementation Process



* Environmental process is approximate and may vary based on timing of federal funds, if any
** New Starts CIG process requires additional project steps

Next Steps

The Plan included initial conceptual design, service planning, and costing for a range of alternatives. Should the project advance, key subsequent phases will include preliminary engineering, environmental analysis, and preparation of a detailed funding plan. Some nearer-term strategies that can be undertaken by the project sponsors are identified below to put the project on a path towards implementation and facilitate efficient completion of future phases.

- **Early Engagement with Federal Transit Administration (FTA):** City of Elk Grove and SacRT to coordinate with the FTA early to guide project readiness and funding milestones for CIG participation.
- **Adopt a Plan Line:** Cities of Elk Grove and Sacramento to identify and protect project right-of-way needs and effects on access and circulation to inform future development approvals.
- **Collaboration with Regional and Local Partners:** Work with SACOG, state agencies, and local partners to include the project in regional and state transportation plans and identify funding for environmental clearance and preliminary design phases.
- **Explore Economic Development Opportunities:** Update City zoning and land use policies to support transit-oriented development (TOD) in station areas. Consider funding strategies to capture increased value and revenues to support project needs.

PLAN FINDINGS SUMMARY

The Plan includes an identification of feasible alternatives, with their corresponding ridership potential, community benefits, costs, and other trade-offs. The community participated in two rounds of engagement to establish transit corridor priorities and determine preferences in terms of the alternatives. The Plan Team identified potential funding sources and viability, as well as established an implementation plan. Through this process, the Plan Team identified the following key considerations that will guide future efforts on this Project:

- The City has effectively preserved right-of-way along almost the entirety of the proposed alignment, greatly avoiding right-of-way and relocation costs and impacts that often burden similar projects. This will greatly simplify project implementation and reduce costs.
- Residents that engaged in the Plan's outreach process broadly believe that a transit improvement will be a benefit to enhancing mobility, create a sustainable and healthy environment, and aligns with their community vision; the majority believe that a light rail extension is the best way to accomplish that. Alternative 2 (full LRT extension) was the most preferred alternative.
- There are a number of development and economic opportunities around prospective transit corridor stations that can be unlocked and best leveraged by an LRT extension.
- Existing land uses and transportation activity most currently supports a transit corridor project between Cosumnes River College and District 56 . While there is strong future potential south of District 56 at buildout, the density today is not consistent with what is typically needed to efficiently operate LRT service. An initial phase that extends past District 56 may not evaluate as well for some grant programs due to the lower existing density.
- All project alternatives are forecast to increase transit utilization and substantially reduce vehicle miles traveled. In buildout conditions, an LRT extension to Kammerer Road will generate the most ridership and benefits.
- A transit corridor project also provides an opportunity to greatly enhance walking and biking facilities along the corridor. Additional walking and biking improvements in station areas are vital to the ultimate success of the project.
- The most challenging and costly segment to construct will be the northern segment along Bruceville Road due to overhead utilities, the Laguna Creek Bridge, access constraints to abutting properties, and a relatively congested roadway. The project gets progressively more efficient and less impactful to construct as it proceeds south. The Bruceville Road & Big Horn Boulevard intersection is not an optimal end-of-line location (as assumed for Alternative 5), even in an interim condition, due to the congested intersection and challenging configuration for multi-modal integration. While not optimal, it is a logical interim terminus with independent utility and could serve as the initial minimum operating segment. The project will likely create broader benefits and be more competitive for funding with an extension along Big Horn Boulevard.
- A fully-dedicated median-running BRT project can be constructed for much less cost than LRT, but also achieves much less ridership due to the forced transfer at Cosumnes River College, and is much less popular with the community. It would require a far smaller local/regional financial contribution than LRT and therefore may be easier to implement in a shorter timeframe. However, it does not project to substantially enhance funding grant competitiveness due to the lower ridership. Lower-impact BRT configurations, such as side-running with a less than fully dedicated guideway, could be further evaluated in the future.
- An in-lane roadway configuration (Alternative 4) has significant safety drawbacks and additional operating cost impacts, while providing only a moderate reduction in cost and property impacts.
- A center-running configuration north of Elk Grove Boulevard (Alternative 1, Alternative 3) has the fewest impacts to adjacent property access.
- Initial findings indicate that project alternatives align with Federal Transit Administration Capital Investment Grant program requirements. A regional/local funding source is likely needed to provide a match to state and federal funds and for ongoing operations.

See **Table ES-3** for a comparison of the relative cost efficiency of the five Build alternatives.

Table ES-3: Alternatives Cost and Productivity Comparison Table

Metric	Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Annual Linked Trips on Project	1,042,000	1,240,000	452,000	1,240,000[5]	341,000
Total Capital Cost[1]	$529 Million	$1,059 Million	$287 Million	$914 Million	$312 Million
Total Annualized Capital Cost[2]	$20.6 Million	$42.6 Million	$4.5 Million	$37.0 Million	$11.7 Million
Annualized Capital Cost Per Linked Trip	$19.77	$34.32	$9.92	$29.83	$34.39
Annual Operating Cost[1]	$12.5 Million	$17.3 Million	$3.5 Million	$20.5 Million	$5.8 Million
Annual Net New Transit Linked Trips	405,000	580,000	239,000	580,000[5]	132,000
Annual Operating Cost, Net of Fare Revenue[3]	$12.1 Million	$16.7 Million	$3.3 Million	$19.9 Million	$5.6 Million
Net Operating Cost Per Linked Trip	$11.61	$13.47	$7.30	$16.05	$16.42

Notes:

[1] Capital and operating costs are in base year (2025) dollars

[2] Capital cost annualization represents the annual cost per year of useful life and is based on FTA Standard Cost Categories templates (rev 26)

[3] Blended average fare assumed at $1 per boarding, as provided by SacRT

[4] Annual VMT Reduction per $1,000 metric reflects the change in annual model-wide VMT divided by the annualized cost (capital and operating)

PROPOSED PROJECT

After evaluating the feasibility of the five alternatives presented in this Plan, the City of Elk Grove recommends moving forward with the Proposed Project detailed below. The Proposed Project takes elements of the various alternatives to create a hybrid project. The recommendation considers potential ridership, mobility improvements, economic and sustainability benefits, and public input, as well as cost, construction impacts, and changes to circulation.

The City's Proposed Project (see **Figure ES-22**):

- Continues light rail from Cosumnes River College (CRC) to Kammerer Road as the ultimate improvement
- Details the light rail alignment:
  - Continuing on the west side of Bruceville Road south of CRC to Calvine Road and then transitioning to center-running on Bruceville Road
  - Turning east onto Big Horn Boulevard and continuing center-running south past Elk Grove Boulevard
  - Shifting to the east side of Big Horn Boulevard at Civic Center Drive as it approaches District 56
  - Continuing on the east side of Big Horn Boulevard south of District 56 to Bilby Road
  - Turning east at Bilby Road and remaining on the north side of the street, ultimately crossing Shed C on a new/expanded bridge structure
  - Integrating into the Livable Employment Area (LEA) Community Plan in a streetcar-style configuration within the street section
- New stations located at:
  - Big Horn & Bruceville
  - Big Horn & Laguna
  - Big Horn & District 56
  - Big Horn & Whitelock
  - Bilby & LEA North
  - LEA Center
  - Classical Way

The project will likely be delivered in phases, with a potential Initial Operating Segment at either Bruceville Road and Big Horn Boulevard (one station extension) or District 56 (three station extension), depending on future funding.

The City will continue to focus on transit-supportive development along the proposed alignment and setting aside the remaining required right-of-way for future implementation.

Figure ES-22: Proposed Project Alignment

I. INTRODUCTION

STUDY OVERVIEW

The Blue Line/Bus Rapid Transit to Elk Grove Implementation Plan (Plan) is advancing previous planning to bring high quality rapid transit from the Sacramento Regional Transit (SacRT) Blue Line's existing southern terminus at Cosumnes River College to the City of Elk Grove. The extension of high-frequency transit into the City is defined as "an important part of the overall transit plan for Elk Grove" in the City of Elk Grove's General Plan (2023). For more than 20 years, the City has defined a potential alignment for high-capacity transit to the west of State Route 99 (SR-99) and has been successful in preserving segments of right-of-way necessary for a fixed transit alignment through Elk Grove. This transit corridor was proposed as a Light Rail Transit (LRT) extension of the existing Blue Line in the City's Fixed Alignment Transit Study (DKS Associates, 2009) study and the subsequent 2016 Conceptual Layout for Potential Alignment (City of Elk Grove, 2016).

Figure 1-1 displays the City's adopted fixed transit alignment. The most recent analysis of the corridor for a nearer-term Bus Rapid Transit (BRT) route was the Bus Rapid Transit Study (Iteris, 2019). The City has continued to experience rapid population and job growth, and major developments have occurred or are proposed. This Plan is to identify feasible LRT and BRT options within the defined alignment and inform the City and SacRT about the technical and financial feasibility of LRT and BRT options, the potential competitiveness for funding, and the key steps necessary to move the project forward toward design, funding, and construction.

Figure 1-1: Study Alignment Identified in 2009 Fixed Transit Alignment Study

REPORT OVERVIEW

This Final Report presents a comprehensive overview of the Blue Line/Bus Rapid Transit to Elk Grove Implementation Plan feasibility study, organized into the following components:

- **Existing conditions:** Describes the study area's demographics, land use, travel patterns, infrastructure, and relevant plans to inform alternative development
- **Alternative Development:** Presents conceptual alignments, station locations, service options, and preliminary cost and feasibility assessments
- **Traffic and Ridership Analysis:** Evaluates traffic, pedestrian and bicycle accessibility, and projected transit ridership for each alternative
- **Cost and Benefits Comparison:** Compares alternatives based on financial, operational, environmental, and community benefits
- **Station Area Vision Plan:** Highlights opportunities for transit-oriented development, improved connections, safety, and accessibility at key stations
- **Outreach:** Describes three rounds of engagement to gather input on transportation needs, review alternatives, and share findings, ensuring public feedback informed the plan
- **Capital and Operating Cost Estimates:** Provides construction, vehicle, and operating cost estimates to support funding and implementation feasibility
- **Implementation and Funding Strategies:** Identifies steps, timelines, and potential funding sources to advance the project while aligning benefits with funding priorities for long-term success

Together, these components provide a basis for decision-making, guiding next steps toward design, funding, and eventual construction of a transit solution that supports the community's long-term mobility and sustainability goals (see **Figure 1-2** for the overall project timeline and when the key deliverables were achieved).

PROJECT TIMELINE

Figure 1-2: Project Timeline

II. EXISTING CONDITIONS

This chapter contains a summary of existing conditions findings. The full Existing Conditions Report can be found in **Appendix B**.

DOCUMENT REVIEW

City of Elk Grove's General Plan, 2023

The City's General Plan, last updated in December 2023, reflects the City's significant growth in recent decades, nearly doubling in population between 2003 to 2018. It also states that the City should continue to foster collaboration and connections with neighboring cities and jurisdictions in the region through enhanced connections to regional transit. The General Plan includes six policies specific to this alignment and enhancing City preparedness to support a high-capacity transit service:

- **Policy MOB-5-1:** Support a pattern of land uses and development projects that are conducive to the provision of a robust transit service. Consider amendments to the land use plan, as appropriate, that increase the density and intensity of development along the City's high-frequency transit alignment and other major transit corridors.
- **Policy MOB-5-2:** Advocate for the City's preferred high-frequency transit alignment for light rail or bus rapid transit from north of the city through the Livable Employment Area and ensure proposed projects are complementary to such an alignment.
- **Policy MOB-5-3:** Consult with the Sacramento Regional Transit District when identifying and designing complete streets improvements near likely light rail alignment corridors in order to prioritize access to and use of transit to sites along that corridor.
- **Policy MOB-5-4:** Support mixed-use and high-density development applications close to existing and planned transit stops.
- **Policy MOB-5-5:** Promote strong corridor connections to and between activity centers that are safe and attractive for all modes.
- **Policy MOB-5-6:** The City shall work to incorporate transit facilities into new private development and City project designs including incorporation of transit infrastructure (e.g. electricity and fiber-optic cable), alignments for transit route extensions, new station locations, bus stops, and transit patron waiting area amenities (e.g. benches and real-time traveler information screens).

Southeast Policy Area Community Plan

The Southeast Policy Area (SEPA) Community Plan, contained within the 2023 General Plan, establishes special planning districts in the southern part of the City, west of SR-99, for 840 acres, including the Livable Employment Area (LEA). This area includes land uses that are generally more supportive of LRT or BRT, with greater emphasis on medium to high-density residential, office space, and commercial centers, connected with a network of complete streets. Land is also designated for a village center mixed use district.

LAND USE ASSESSMENT

The City of Elk Grove's existing land use designations within a half mile buffer of the proposed alignment include commercial, recreational, institutional, and low-density residential areas, as well as limited areas of industrial and medium to high density residential, as shown in **Figure 2-1**.

Figure 2-2 displays land use designations as outlined in the City's 2023 General Plan, indicating how designations are expected to evolve in the next several years. A key difference between existing and planned land use designations is around the southern portion of the alignment within the SEPA and LEA. That area is designated for higher concentrations of medium to high density residential, mixed use, transit, and open space. Within the City of Sacramento, the future land use designations align with the existing land uses, per the City of Sacramento General Plan.

POPULATION AND EMPLOYMENT CHARACTERISTICS

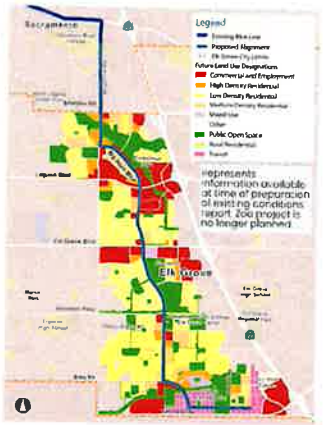
As seen in **Figure 2-3**, population density is generally higher north of Elk Grove Boulevard, but the southern portion of the study area is expected to become much denser as development projects are completed. **Figure 2-4** shows the degree to which each of the 19 census block groups in the study area qualifies as a transit dependent community. As shown, 9 of these block groups were also identified as Environmental Justice areas by the Sacramento Area Council of Governments (SACOG) in 2020.

There are pockets of employment along the alignment north of Poppy Ridge Road. Employment in the southern portion of the corridor is expected to increase over time as land in the Southeast Policy Area is developed.

Figure 2-1: Existing Land Use Designations

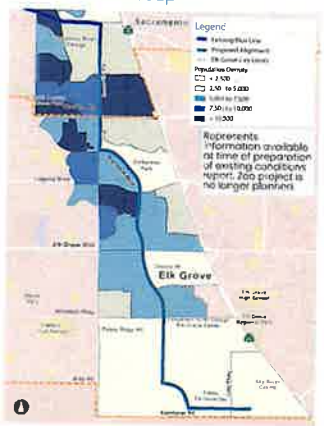
Source: City of Elk Grove, General Plan 2023

Figure 2-2: Future Land Use Designations



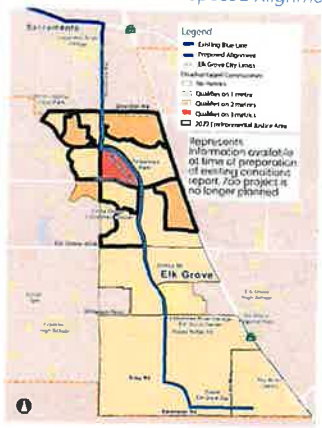
Source: City of Elk Grove, General Plan 2023

Figure 2-3: Population Density by Census Block Group



Source: 2022 American Community Survey (ACS) 5-Year Estimates

Figure 2-4: Transit Dependent Communities near Proposed Alignment



Source: 2022 American Community Survey (ACS) 5-Year Estimates

II. EXISTING CONDITIONS *continued*

TRANSIT CONDITIONS

Existing Transit Conditions and Ridership

SacRT's Blue Line LRT travels north from Cosumnes River College, through Downtown Sacramento, to the Watt/I-80 station in North Highlands. It runs every 15 minutes during the day and every 30 minutes in the early morning and late evening. In July 2024, the Blue Line had an average daily weekday ridership of 9,900 passengers. Multiple SacRT bus lines currently operate along or near the proposed alignment. **Figure 2-5** shows existing SacRT bus routes and stop ridership levels.

Existing SacRT Ridership Characteristics

Data from the 2023 SacRT Rider Origin and Destination Survey indicates the most common destinations for riders boarding at CRC Station, the Blue Line's southern terminus, is 16th Street Station in Downtown Sacramento, followed by Archives Plaza, Arden/Del Paso, and Watt/I-80, the latter of which is the line's northern terminus. For passengers alighting at CRC Station, the most common boarding locations are 16th Street, followed by Watt/I-80, and 7th/8th and Capitol.

TRAVEL PATTERN ASSESSMENT

Key Destinations

Several notable destinations are located along the proposed alignment, including Sutter Medical Plaza, District 56, Cosumnes Oaks High School, Cosumnes River College – Elk Grove Center, Kaiser Permanente, and Laguna Gateway Shopping Center. Several areas along the corridor are also being developed and will provide future key destinations. These additional developments have the potential to increase demand for high-quality transit along the existing corridor.

Origin and Destination Patterns

Aggregated cell phone location data from Fall 2023 was used to understand existing travel patterns into and out of Elk Grove. The top 50 trips that currently flow within the City of Elk Grove are largely located in the vicinity of the proposed alignment, as shown in **Figure 2-6**. Lines with greater thickness and darker color correlate to a higher volume of trips between two census block groups. The census block group on the east side of Big Horn Blvd and north of Laguna Blvd is a top trip destination, likely associated with retail, such as Laguna Gateway. The census block groups immediately to the west of SR-99 also have high trip flows. This is primarily due to the number of homes, schools, businesses and destinations in this area. North to South trip flows between these tracts indicate that there is existing travel demand for north to south movement roughly along the proposed alignment. **Figure 2-7** shows the top 50 origin and destination flows between Elk Grove and external destinations. As shown in the map, there are heavy flows between Elk Grove and southern City of Sacramento, with many destinations lying along the existing Blue Line.

Figure 2-5: Existing Transit Services and Ridership Near Proposed Alignment

Source: SacRT Stop Level Daily Ridership, 2024

Figure 2-6: Top Existing Origin and Destination Flows by Census Tract within Elk Grove

Source: Replica, 2023

Figure 2-7: Top Origin and Destination Flows into and out of Elk Grove

Source: Replica, 2023

City of Elk Grove Travel Model Forecast

The City's Base Year Model (2020) provides existing Average Daily Traffic (ADT) volumes on City roadways, and Future Year Model (2040) provides projections of future travel patterns based on the City's planned growth and development. Across all streets along the proposed transit route, the Base Year Model estimates that there is an average of approximately 14,000 ADT. With the planned development in the southern portion of the proposed alignment, the Future Year Model estimates that number will increase to approximately 33,000 ADT by year 2040. **Table 2-1** shows how the average ADT volumes on three of the key alignment segments will change from 2016 to 2040.

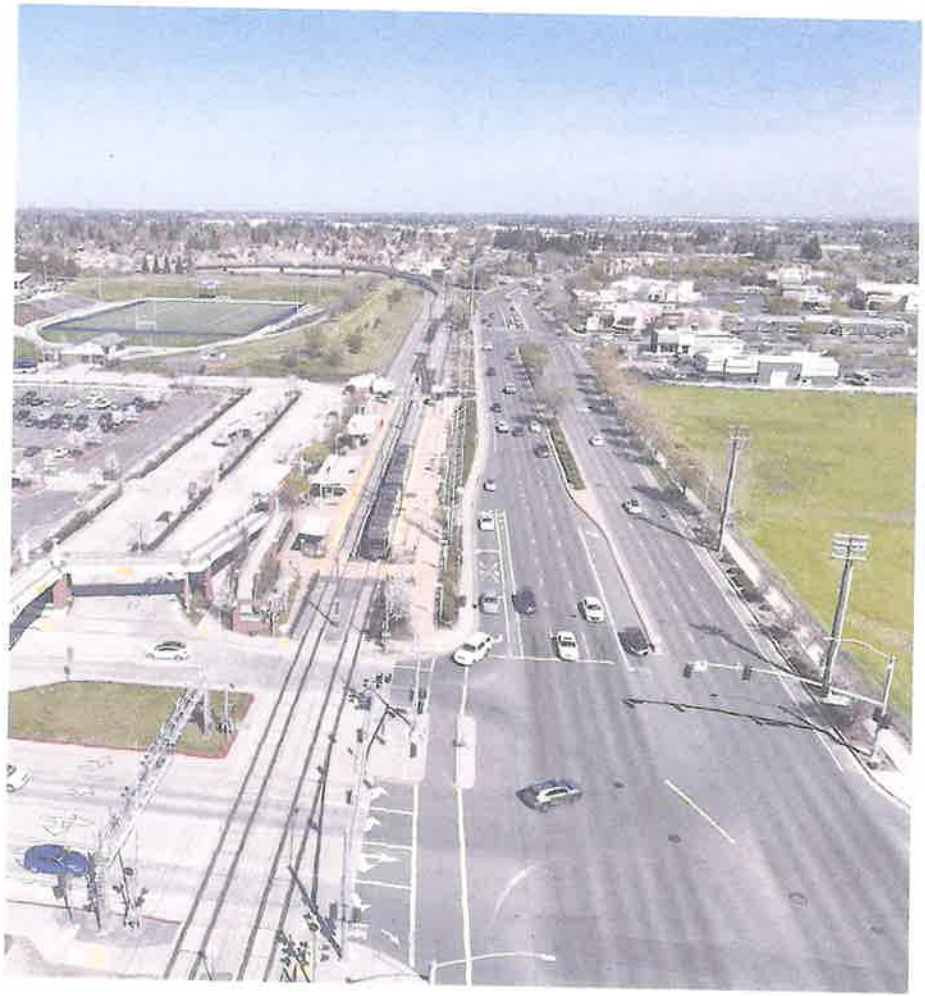
Table 1: 2020 and 2040 Models Comparison of Segment Average ADT

	2020 Model Average ADT	2040 Model Average ADT
Bruceville Rd	25,000	40,000
Big Horn Blvd, North of Elk Grove Blvd	24,000	35,000
Big Horn Blvd, South of Elk Grove Blvd	5,000	30,000

II. EXISTING CONDITIONS *continued*

KEY FINDINGS

- Through several iterations of the City's General Plan, including the most recent 2023 General Plan, the City has adopted policies that support the expansion of high-capacity transit service into Elk Grove
- The alignment has the opportunity to serve transit dependent communities, with close to half of the Census Block Groups adjacent to the alignment being within SACOG's Environmental Justice areas
- There are also concentrated areas of employment in the northern portion of the alignment, and opportunities for more in the southern portion's future development.
- SacRT currently operates the Blue Line light rail with 15-minute frequency from Cosumnes River College to Downtown Sacramento and North Highlands. SacRT also operates bus routes E10 and E110 with 30-to-60-minute frequencies along parts of the proposed alignment. These bus routes operate less frequently on Saturdays, and do not operate at all on Sundays and holidays. Existing bus ridership along the alignment is amongst the highest in the City.
- Existing travel demand and trip flows show that there are many people who are traveling between Elk Grove and the southern portion of the City of Sacramento, which is a target service market of the proposed high-capacity transit service.
- Within Elk Grove there are a number of trips traveling to and from the Laguna Gateway commercial center, as well as north and south along the proposed alignment.
- The City's 2040 Travel Demand Model indicates that there will be a significant increase in travel demand in this corridor, especially south of Elk Grove Boulevard as planned developments are completed.



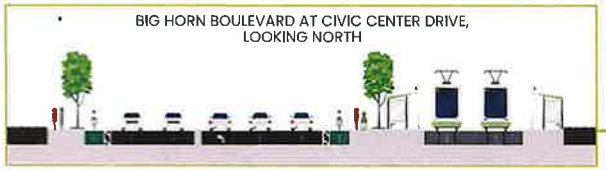
III. ALTERNATIVES DEVELOPMENT

OVERVIEW

Five alternatives were evaluated for the corridor. Four consist of LRT configurations—including side-running, center-running, and mixed-traffic options—and one consists of a BRT configuration. For each alternative, a conceptual design was developed, including identification of potential station locations, evaluation of access and circulation needs, and refinement of alignment and cross-section layouts. The design process also considered traffic operations, multimodal circulation, right-of-way (ROW) impacts, utility conflicts, and other key design factors necessary to assess feasibility. This conceptual design formed the primary basis for the capital cost estimates. Accompanying each alternative are cross-section illustrations, alignment maps, and conceptual design plans, providing a clear depiction of the proposed configuration and its key design considerations. **Appendix C** contains detailed concept alignment plans for each alternative, while **Appendix D** contains the illustrative layouts for each alternative prepared for public outreach.

ALTERNATIVE 1: LIGHT RAIL TO DISTRICT 56, RAPID BUS TO KAMMERER ROAD

- Extends light rail service 3.6 miles from Cosumnes River College (CRC) to District 56
- Light rail operates every 15 minutes throughout the day
- Adds three new light rail stations in the City of Elk Grove
- Light rail alignment (**see Figure 3-1**):
  - Continues on the west side of Bruceville Road south of CRC to Calvine Road
  - Transitions to center-running on Bruceville Road
  - Turns onto Big Horn Boulevard and continues center-running
  - Shifts to the east side of Big Horn Boulevard from Red Elk Drive to District 56
- South of District 56:
  - A new Rapid Bus operates in mixed traffic from District 56 to Kammerer Road (3.8 miles), with 7 stops along the way
  - Rapid Bus is timed to meet each light rail train at District 56, every 15 minutes during the day



- The City of Elk Grove requested development of a design variant to Alternative 1 that shifted the location of the transition from center-running to side-running LRT to Civic Center Drive from Red Elk Drive. That alternative, named Alternative 1A, is also depicted in **Appendix C**. Both Alternatives 1 and 1A would allow for continuation of the LRT south of District 56, as shown in Alternative 2.

Figure 3-1: Alternative 1 Alignment and Typical Cross-section Locations

III. ALTERNATIVES DEVELOPMENT *continued*

ALTERNATIVE 2: LIGHT RAIL TO KAMMERER ROAD

- Extends high-frequency light rail service 6.4 miles from Cosumnes River College (CRC) to Kammerer Road
- Light rail operates every 15 minutes throughout the day
- Adds seven new light rail stations in the City of Elk Grove
- Light rail alignment (see **Figure 3-2**):
  - Continues on the west side of Bruceville Road south of CRC to near Elk Grove Creek
  - Shifts to the east side of Bruceville Road to connect with Big Horn Boulevard
  - Operates on the north/east side of Big Horn Boulevard from Bruceville Road to Bilby Road. Continues along future, not yet constructed streets between Bilby Road and Kammerer Road

Figure 3-2: Alternative 2 Alignment and Typical Cross-section Locations

III. ALTERNATIVES DEVELOPMENT *continued*

ALTERNATIVE 3: BUS RAPID TRANSIT TO KAMMERER ROAD

- Implements 7.4 miles of high-frequency Bus Rapid Transit (BRT) service from Cosumnes River College (CRC) to Kammerer Road
- Buses operate every 15 minutes throughout the day
- Adds 12 new BRT stations, with 11 stations located within the City of Elk Grove
- BRT alignment (see **Figure 3-3**):
  - Center-running in the median of Bruceville Road and Big Horn Boulevard from CRC to Red Elk Drive
  - Dedicated guideway on the east side of Big Horn Boulevard from Red Elk Drive to Bilby Road
  - Operates along future, not yet constructed streets between Bilby Road and Lotz Parkway
  - Turnaround near Sky River Casino

Figure 3-3: Alternative 3 Alignment and Typical Cross-section Locations

III. ALTERNATIVES DEVELOPMENT *continued*

ALTERNATIVE 4: LIGHT RAIL TO KAMMERER ROAD, OPERATING MIXED WITH TRAFFIC

- Extends light rail 6.4 miles from Cosumnes River College (CRC) to Kammerer Road, similar to Alternative 2
- Light rail operates every 15 minutes throughout the day
- Adds seven new light rail stations in the City of Elk Grove
- Light rail alignment (see **Figure 3-4**):
  - Operates on the west side of Bruceville Road from CRC to Big Horn Boulevard
  - Then runs in mixed traffic lanes alongside autos on Big Horn Boulevard between Bruceville Road and Elk Grove Boulevard
  - Shifts to the east side of Big Horn Boulevard at Civic Center Drive
  - Continues past District 56 with the same alignment to Kammerer Road as Alternative 2

Figure 3-4: Alternative 4 Alignment and Typical Cross-section Locations

III. ALTERNATIVES DEVELOPMENT *continued*

ALTERNATIVE 5: LIGHT RAIL TO BIG HORN & BRUCEVILLE

- Extends light rail service 1.6 miles from Cosumnes River College (CRC) to Big Horn & Bruceville intersection
- Light rail operates every 15 minutes throughout the day
- Adds one new light rail station in the City of Elk Grove
- Light rail alignment (**see Figure 3-5**):
  - Continues on the west side of Bruceville Road south of CRC to Calvine Road
  - Transitions to center-running on Bruceville Road to Big Horn & Bruceville Station

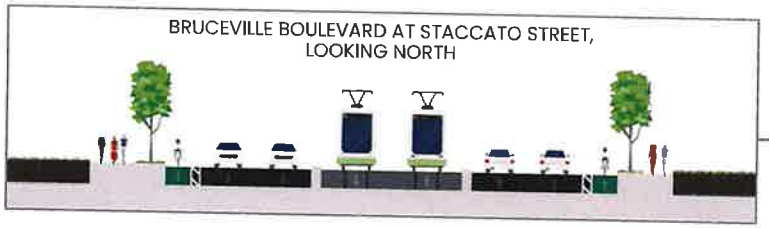
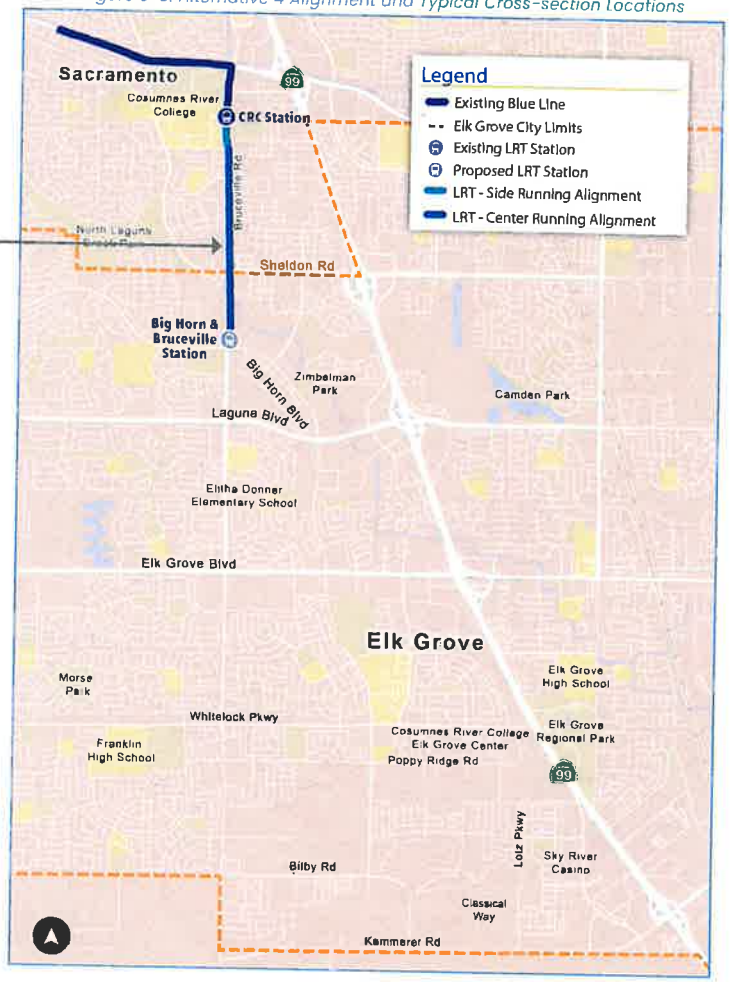


Figure 3-5: Alternative 4 Alignment and Typical Cross-section Locations



IV. TRAFFIC AND RIDERSHIP ANALYSIS

TRAFFIC OPERATIONS ANALYSIS

Traffic operations analysis was conducted for the three LRT alternatives —Alternatives 1, 2, and 4. Alternative 3 was not directly analyzed, but performance for Alternative 3 would be essentially the same as Alternative 1 north of District 56 and similar to Alternative 2 south of District 56. Alternative 5 was not directly analyzed, but performance for Alternative 5 would closely match Alternative 1 for intersections along Bruceville Road.

The operations analysis incorporated the geometric changes in the roadway associated with each alternative analyzed as well as the change to traffic signal operations, including the provision of transit signal priority. The analysis was conducted using the VISSIM micro-simulation platform, and included autos, trucks, buses, pedestrians, cyclists, and LRT vehicles. The model was calibrated to existing conditions, then was used to analyze forecast Year 2040 conditions, both with and without the project alternatives. The City's EGSim model used in the ridership forecast was utilized to forecast future traffic volumes. A total of 10 intersections along Bruceville Road and Big Horn Boulevard were analyzed for both the No-Build and Build alternatives. The full Ridership and Traffic Operations memo can be found in **Appendix E**.

The City of Elk Grove employs a Performance Target system to assess intersection performance. Under this approach, intersections are designed to meet a delay threshold. The City's Intersection Performance Targets are summarized in **Table 4-1**.

Table 4-1: Elk Grove Intersection Performance Targets

Intersection Control	Delay (seconds)
Stop (Side-Street & All-Way)	< 35.1
Signal	< 55.1
Roundabout	< 35.1

Summary of Results

- Slightly more delay (up to 8 seconds per vehicle) at some major intersections with Build alternatives compared to No-Build
  - All intersections except two, the intersections of Bruceville Road and Sheldon Road and Big Horn Boulevard and Bruceville Road, would remain operating at an acceptable level of auto delay
- Alternative 4 has some additional traffic delay relative to Alternative 2 due to LRT in-lane running segments
- Northbound auto queues at the intersection of Bruceville Road and Sheldon Road are anticipated to be significantly higher compared to the no project scenario and exceed the available vehicle storage due to the reduction of a northbound through lane at this intersection under each of the Build alternatives

Forecast LRT travel times can be found in **Table 4-2**.

Table 4-2: Forecast (Year 2040) Average Peak Hour Travel Time

Segment	Alt 1	Alt 2	Alt 3	Alt 4	Alt 5
End-to-End Run Time (minutes)[1]	11.0	17.5	24.2	20.1	4.8[2]
One-way Route Mileage (miles)	3.6	6.4	7.4	6.4	1.6
Average Running Speed (mph)	19	22	18	19	18

[1]End-to-End Run Time represents the average one-direction travel time between CRC and the southern terminus of the alternative. Includes dwell time at stations.
[2]Alternative 5, run time is estimated based on average running speed for LRT segment from Cosumnes River College (CRC) to Big Horn & Bruceville intersection. VISSIM model not developed for Alternatives 3 and 5.

RIDERSHIP FORECAST

Travel demand modeling (using the City's EGSim model platform) was conducted to estimate the ridership and traffic forecasts for Alternatives 1, 2, 3, and 5. Alternative 4 ridership projections are assumed to be generally similar to Alternative 2 projections. Modeling represents City land use buildout applied to regional 2040 projections.

Summary of Results

Ridership projections can be found in **Table 4-3** below

- Alternative 2 (LRT to Kammerer) is forecast to have the highest ridership
- Approximately 20% increase in Blue Line ridership with Alternative 2
- Alternative 2 would have approximately 20% more riders than Alternative 1
- Alternative 3 (BRT to Kammerer) has substantially less ridership than Alternative 2 (LRT to Kammerer)
- Big Horn & Bruceville and Big Horn & District 56 are forecast to be the busiest new stations for all LRT alternatives
- Big Horn & Laguna is forecast to be the busiest new station for Alternative 3 (BRT)
- All alternatives would significantly reduce annual vehicle miles traveled and annual greenhouse gas emissions (by between 222 and 875 metric tons of CO_2e)

Table 4-3: Horizon Year (Year 2040) Ridership Projections

Metric	No Build	Alt 1	Alt 2	Alt 3	Alt 5
Trips on Project	517[1]	3,370	4,011	1,463	1,102
Total Daily Blue Line Boardings[2]	14,935	17,194	17,813	15,108	15,897
Change in Total Daily Blue Line Boardings	-	+2,259	+2,878	+173	+962
Change in Linked Transit Trips[3]	-	+1,309	+1,877	+774	+428
Change in Annual Model-wide VMT [4]	-	-745,330	-2,166,275	-550,785	-368,650

Notes:
[1] Trips on Project for No-Build represents forecast trips on Route E110
[2]Represents the total daily boardings on the Blue Line, including both existing stations and stations added with the Build alternatives
[3]Represents the change in transit riders with the project. A linked transit trip is a single, one-way journey from a passenger's origin to their destination, regardless of how many vehicles or modes are used.
[4]Represents the modeled change in annual vehicle miles traveled in the Sacramento region from the No-Build to the Build Alternatives. Alternative 4 was not modeled separately. Ridership projections are assumed to be generally similar to Alternative 2 projections.

V. COST AND BENEFITS COMPARISON

The five proposed design alternatives were evaluated across seven performance categories to assess the relative effects of each alternative compared to the No-Build on mobility, the environment, and the community. Criteria include both quantitative measures—including ridership, travel times, and construction costs—and qualitative factors, such as impacts on community connectivity, safety, and quality of life.

The evaluation considers seven key criteria:

- **Traffic Operations:** Effects on vehicle flow, congestion levels, and overall network efficiency
- **Transit Performance:** Transit travel times, reliability, and user experience
- **Active Transportation:** Effect on safety of nonmotorized modes, and opportunity to integrate with walking and biking facilities
- **Infrastructure Impacts:** Changes to existing utilities, right-of-way needs, and construction impacts
- **Cost Impacts:** Estimated capital and operations & maintenance costs
- **Sustainability:** Environmental effects, including greenhouse gas emissions
- **Economic Activity:** Potential to stimulate long-term growth

An evaluation matrix summarizes findings across the evaluation criteria and the relative performance of each alternative. Presenting the alternatives side by side highlights differences and areas where trade-offs may exist, such as a solution that improves transit travel times but requires more construction or higher costs.

A color-coded ranking system is applied to show relative performance across each criterion. The matrix uses color intensity to show the level of impact for each criterion (see legend for reference). Stronger or darker colors represent a higher level of effect—positive or negative—compared to the No-Build option, while lighter colors indicate a lower level of effect. **Table 5-1** shows detailed descriptions for each criteria category in the matrix, while **Tables 5-2 to 5-5** in the following pages show the comparison matrix for each criteria category.

Table 5-1: Evaluation Matrix Criteria Descriptions

Criteria	Criteria Description
Traffic	
Corridor Traffic Congestion	Description of effects on traffic delay and queuing on the corridor, based on detailed traffic analysis (quantitative)
Vehicle Miles Traveled Reduction	Estimate of change in Vehicle Miles Traveled with the project, reflecting overall benefits to traffic congestion (quantitative)
Community Auto Access & Circulation	Assess localized changes to vehicular access, including turn restrictions (qualitative)
Transit	
Travel time on transit	Measures the change in transit travel time between Cosumnes River College (CRC) and District 56. Lower travel times reflect better transit performance and increased rider convenience. (quantitative)
Access to High-Frequency Transit	Improvements in access to high frequency transit (qualitative)
Transit Ridership	Forecast use of the transit extension and overall change in transit trips (quantitative)
Cost to Ride	Comparison of cost to travel between Elk Grove and Blue Line Stations with and without the project (quantitative)
Active Transportation	
Bicycle and Pedestrian Circulation and Safety	Changes to bicycle and pedestrian facilities (qualitative)
Infrastructure	
Construction Impacts	Duration of construction activities and effect on circulation and access during construction (qualitative)
ROW Needs	Extent of non-publicly owned property acquisitions (quantitative)
Costs	
Operating Costs	Cost to operate the service (quantitative)
Capital Costs	Cost to construct the project and acquire vehicles (quantitative)
Sustainability	
Air Quality/Greenhouse Gas Reduction	Environmental benefits through reduced vehicle emissions (qualitative)
Economic Activity	
Economic Activity	Potential for project to encourage economic activity and development along corridor (qualitative)

V. COST AND BENEFITS COMPARISON *continued*

Table 5-2: Alternatives Comparison Matrix – Traffic

	No-Build Existing Configuration in Future Conditions	Alternative 1 Light Rail to District 56, Rapid Bus to Kammerer Road	Alternative 2 Light Rail to Kammerer Road	Alternative 3 Bus Rapid Transit to Kammerer Road	Alternative 4 Light Rail to Kammerer Road, Operating Mixed with Traffic	Alternative 5 Light Rail to Big Horn & Bruceville
Corridor Traffic Congestion	Without the project, Bruceville/Sheldon and Big Horn/Bruceville intersections will experience significant increase in delay relative to current conditions and not meet City's performance targets. All other locations on the corridor meet performance targets.	Median-running LRT can proceed when through traffic proceeds. Project increases delay relative to No-Build at each of Bruceville/Sheldon and Big Horn/Bruceville intersections by up to 8 seconds per vehicle. All other locations experience minimal change in average traffic congestion.	Side-running LRT can proceed when through traffic proceeds. Right-turns across the rail corridor are not allowed when trains are present. Traffic delays are similar to No-Build along Bruceville, but adds up to 6 seconds per vehicle at several signals along Big Horn. Adds a new signal on Bruceville north of Big Horn for rail to cross-over.	Essentially the same effect on traffic as Alternative 1 north of District 56 and Alternative 2 south of District 56.	Delays are very similar to Alternative 1 north of District 56 and Alternative 2 south of District 56. Additional delay of a few seconds at Big Horn/ Bruceville and Big Horn/ Civic Center relative to other alternatives associated with the light rail crossing the roadway. The effect of the light rail vehicle in the lanes themselves is minor with only 4 trains per hour per direction.	Delays are essentially the same as Alternative 1 north of Lewis Stein Road. South of Lewis Stein Road, all other locations will experience no impact to average traffic congestion.
Vehicle Miles Traveled Reduction	VMT continues to grow relative to current conditions; does not encourage use of alternative modes.	Reduces VMT by approximately 2,042 miles per day, resulting in a moderate decrease in auto traffic along the corridor.	Reduces VMT by approximately 5,935 miles per day, resulting in the largest decrease in auto traffic along the corridor.	Reduces VMT by approximately 1,509 miles per day, resulting in a moderate decrease in auto traffic on the corridor.	While generally similar to Alternative 2, longer transit trip times result in relatively less incentive to switch to transit.	Reduces VMT by approximately 1,010 miles per day, resulting in a modest decrease in auto traffic along the corridor.
Community Auto Access & Circulation	No changes to local access or circulation.	Movements across the tracks are limited to signalized intersections. 3 new signals would be added, 9 driveways would be modified to right-in/right-out only, 1 would be relocated, and 1 would be closed. Requires out-of-direction travel for some to access side-streets and driveways.	Unsignalized crossings of the tracks would not be allowed. Therefore, 3 signals would be added, 17 driveways would be closed, and 1 would be modified. Requires installation of grade crossing warning devices and associated equipment at signalized intersections.	Movements across the busway are limited to signalized intersections. 3 new signals would be added and 9 driveways would be modified. Requires out-of-direction travel for some to access side-streets and driveways.	Unsignalized crossings of the tracks would not be allowed, except in the in-lane running portion. Therefore, 5 signals would be added, 6 driveways would be closed, 5 would be modified to right-in/right-out only, and 1 would be relocated.	Movements across the tracks are limited to signalized intersections. 1 new signal would be added, 3 driveways would be modified to right-in/ right-out only. Requires out-of-direction travel for some to access side-streets and driveways.

LEGEND

- No-Build
- Substantial positive impact
- Moderate level of positive impact
- Minor level of positive impact
- Minor level of negative impact
- Moderate level of negative impact
- Substantial negative impact

V. COST AND BENEFITS COMPARISON *continued*

Table 5-3: Alternatives Comparison Matrix - Transit

	No-Build Existing Configuration in Future Conditions	Alternative 1 Light Rail to District 56, Rapid Bus to Kammerer Road	Alternative 2 Light Rail to Kammerer Road	Alternative 3 Bus Rapid Transit to Kammerer Road	Alternative 4 Light Rail to Kammerer Road, Operating Mixed with Traffic	Alternative 5 Light Rail to Big Horn & Bruceville
Travel time on transit	Transit travel time remains uncompetitive with autos. Existing bus does not receive any priority and travels with traffic, plus added delay for stopping at bus stops. Travel time from CRC to D56 can be up to 18 minutes.	Fewer stops and dedicated guideway make transit travel much faster. Still requires transfer for connections south of D56. Travel time cut nearly in half to 10 minutes from CRC to D56.	Fewer stops and dedicated guideway make transit travel much faster. Alternative results in the greatest travel time benefits, with a travel time of 9 minutes from CRC to D56. Also provides travel time benefits south of D56 and does not require a transfer.	Alternative is not quite as fast as Alternative 2 due to additional stops. Estimated travel time of 12 minutes from CRC to D56. Also provides travel time benefits south of D56 and does not require a transfer.	Alternative is not quite as fast as Alternative 2 due to operating in mixed traffic. Estimated travel of 11 minutes from CRC to D56. Also provides travel time benefits south of D56 and does not require a transfer.	One stop with dedicated guideway, with a travel of approximately 6 minutes based on travel estimates for other alternative.
Access to High-Frequency Transit	No expansion of high-frequency transit into Elk Grove. Trips in Elk Grove continue to be made via local bus and connections to CRC require driving or taking local bus with no priority treatments. No additional population gains access to high-frequency transit service under this scenario.	Extends high-frequency LRT from CRC to District 56 with 3 new LRT stations. South of District 56, Rapid Bus in mixed traffic that is timed to meet every train. Approximately 7,130 existing residents would be within walking distance and 50,391 existing residents within biking distance of a station.	Extends high-frequency LRT from CRC to Kammerer Road, with 7 new LRT stations. Approximately 8,792 existing residents would be within walking distance and 53,656 existing residents within biking distance of a station.	Implements new high-frequency BRT from CRC to Kammerer Road with 12 new BRT stations. Approximately 13,883 existing residents would be within walking distance and 64,760 existing residents would be within biking distance of a station.	Extends high-frequency LRT from CRC to Kammerer Road, with 7 new LRT stations. Approximately 8,792 existing residents would be within walking distance and 53,656 existing residents within biking distance of station.	Extends high-frequency LRT from CRC to Bruceville and Big Horn with 1 new LRT station. Approximately 2,330 existing residents would be within walking distance and 32,062 existing residents within biking distance of a station.
Transit Ridership	No change in transit ridership	↑↑ Significant ridership growth, but less than other alternatives due to LRT only extending to D56.	↑↑↑ Largest ridership growth of any alternative.	↑↑ Moderate ridership growth, less than Alts 2 and 4 due to required transfer at CRC to connect to Blue Line.	↑↑↑ Less ridership growth than Alternative 2 due to longer LRT travel times.	↑↑ Modest amount of ridership growth, less than other alternatives due to LRT only extending to Bruceville.
Cost to Ride	$$ For non-pass holders, requires purchasing transfer ticket to connect between LRT and bus. Cost to ride from Elk Grove into Sacramento via LRT is $2.75.	$ Allows users from D56 and north to travel from Elk Grove to Sacramento on LRT on one ticket. Cost to ride from Elk Grove into Sacramento is $2.50. Users south of D56 would still need to pay the 25 cent transfer fee.	$ Allows users on entire corridor to travel from Elk Grove to Sacramento on LRT on one ticket. Cost to ride from Elk Grove into Sacramento is $2.50.	$$ For non-pass holders, requires purchasing transfer ticket to connect between LRT and BRT. Cost to ride from Elk Grove into Sacramento via LRT would be $2.75.	$ Identical to Alternative 2 Cost to ride from Elk Grove into Sacramento on LRT would be $2.50.	$ Cost to ride from Elk Grove into Sacramento on LRT would be $2.50. Users south of D56 would still need to pay the 25 cent transfer fee.

LEGEND

- No-Build
- Substantial positive impact
- Moderate level of positive impact
- Minor level of positive impact
- Minor level of negative impact
- Moderate level of negative impact
- Substantial negative impact

V. COST AND BENEFITS COMPARISON *continued*

Table 5-4: Alternatives Comparison Matrix – Active Transportation and Infrastructure

	No-Build Existing Configuration in Future Conditions	Alternative 1 Light Rail to District 56, Rapid Bus to Kammerer Road	Alternative 2 Light Rail to Kammerer Road	Alternative 3 Bus Rapid Transit to Kammerer Road	Alternative 4 Light Rail to Kammerer Road, Operating Mixed with Traffic	Alternative 5 Light Rail to Big Horn & Bruceville
ACTIVE TRANSPORTATION						
Bicycle and Pedestrian Circulation and Safety	No project-specific improvements; maintains existing Class II bike lanes	Project assumed to include buffered bike lanes along entire extent from CRC to D56 and intersection safety upgrades. Rebuilds sidewalk on both sides to meet current standards. Requires longer crossing distance for pedestrians on Big Horn.	Project would include a separated, multi-use path and intersection safety improvements on one side along nearly its entire alignment. Also provides buffered bike lane on opposite side of street from multi-use path. Requires longer crossing distance for pedestrians on Big Horn.	Project assumed to include buffered bike lanes along entire extent from CRC to D56 and intersection safety upgrades. Includes a separated multi-use path south of D56. Rebuilds sidewalk on both sides to meet current standards. Requires longer crossing distance for pedestrians on Big Horn.	Project would include a separated, multi-use path and intersection safety improvements on one side along nearly its entire alignment. Requires longer crossing distance for pedestrians on Big Horn.	Project assumed to include buffered bike lanes along entire extent from CRC to Big Horn & Bruceville and intersection safety upgrades. Rebuilds sidewalk on both sides to meet current standards.
INFRASTRUCTURE						
Construction Impacts	No construction	Requires significant reconstruction of the roadway to build a median guideway. Anticipated to require reconstruction of Bruceville Rd bridge over Laguna Creek. Anticipated 4 year minimum duration of construction impacts.	By staying on one side of the street, some portions of roadway do not require full roadway reconstruction. Requires a new rail-only bridge over Laguna Creek. Anticipated 5 year minimum duration of construction impacts.	Bus guideway is faster to build than rail; however, median placement north of D56 will require reconstruction of most of roadway. Not anticipated to require any new bridge construction at Laguna Creek. Anticipated 3 year minimum duration of construction impacts.	Does not require construction impacts to existing roadway bridge over Laguna Creek. Constructing rail tracks within the roadway will require long periods of lane closures along Big Horn Boulevard in in-lane running segment. By staying on one side of the street south of D56, some portions of roadway do not require full roadway reconstruction. Anticipated 5 year minimum duration of construction impacts.	Requires significant reconstruction of the roadway to build a median guideway. Anticipated to require reconstruction of Bruceville Rd bridge over Laguna Creek. Anticipated 3 year minimum duration of construction impacts.
ROW Needs	No new ROW acquisition; no impact on private property	Impacts 31 private properties. The degree of impact varies by property — nearly all properties would experience only minor frontage, driveway, or access changes.	Impacts 42 private properties. The degree of impact varies by property — most properties may experience only minor frontage, driveway, or primary access changes, while a few could require significant right-of-way or full acquisition.	Impacts 28 private properties. The degree of impact varies by property — nearly all properties would experience only minor frontage, driveway, or access changes.	Impacts 35 private properties. The degree of impact varies by property — most properties may experience only minor frontage, driveway, or primary access changes, while a few could require significant right-of-way or full acquisition.	Impacts 18 private properties. The degree of impact varies by property — nearly all properties would experience only minor frontage, driveway, or access changes.

LEGEND

- No-Build
- Substantial positive impact
- Moderate level of positive impact
- Minor level of positive impact
- Minor level of negative impact
- Moderate level of negative impact
- Substantial negative impact

V. COST AND BENEFITS COMPARISON *continued*

Table 5-5: Alternatives Comparison Matrix - Costs, Sustainability, and Economic Activity

	No-Build Existing Configuration in Future Conditions	Alternative 1 Light Rail to District 56, Rapid Bus to Kammerer Road	Alternative 2 Light Rail to Kammerer Road	Alternative 3 Bus Rapid Transit to Kammerer Road	Alternative 4 Light Rail to Kammerer Road, Operating Mixed with Traffic	Alternative 5 Light Rail to Big Horn & Bruceville
COSTS						
Operating Costs	No Cost	$$ The annual operating cost represents an increase of approximately 80% in the cost to operate transit in Elk Grove.	$$$ The annual operating cost for this alternative represents a more than doubling of the cost to operate transit in Elk Grove.	$ The annual operating cost for this alternative represents a relatively modest increase of approximately 30% in the cost to operate transit in Elk Grove. BRT is much cheaper to operate than LRT.	$$$$ The annual operating cost for this alternative represents a substantially more than doubling of the cost to operate transit in Elk Grove. More than 10% higher operating cost than Alternative 2 due to slower LRT speeds.	$$ The annual operating cost for this alternative represents a relatively moderate increase of approximately 60% in the cost to operate transit in Elk Grove.
Capital Costs	No Cost	$$ Slightly lower cost than Alternative 2 per mile, but a much shorter LRT extension makes it cost roughly half of Alternative 2.	$$$$ This is the most capital-intensive option, with a marginally higher cost than Alternative 1 per mile.	$ This option has the lowest capital cost due to the much lower cost of BRT than LRT, even with the much longer length than Alternative 1.	$$$ Operating in-lane provides approximately 10% cost savings relative to Alternative 2, but still much higher than Alternative 1 due to longer length.	$$ This option costs 30% more per mile than Alternative 1 due to greater complexity on Bruceville Road than Big Horn Boulevard, but a much shorter LRT extension makes it cost less than Alternative 1 in total.
SUSTAINABILITY						
Air Quality/Greenhouse Gas Reduction	No transportation system enhancements or mode shift strategies would be implemented related to this project. No reduction in auto trip miles, improvement in air quality or reduction in greenhouse gas (GHG) emissions is anticipated.	Projected reduction in vehicle miles traveled (VMT) region wide resulting in a reduction of approximately 301 metric tons of CO^2e per year in greenhouse gas emissions and air pollutants.	Projected reduction in vehicle miles traveled (VMT) region wide resulting in a reduction of approximately 875 metric tons of CO^2e per year in greenhouse gas emissions and air pollutants — a significant decrease in emissions.	Projected reduction in vehicle miles traveled (VMT) region wide resulting in a reduction of approximately 222 metric tons of CO^2e per year in greenhouse gas emissions and air pollutants — a modest decrease in emissions.	No ridership model was conducted for this alternative. However, vehicle miles traveled (VMT) reduction benefits are expected to be similar to Alternative 2, with greenhouse gas (GHG) emissions reductions assumed to be comparable or slightly lower due to longer projected trip times.	Projected reduction in vehicle miles traveled (VMT) region wide resulting in a modest reduction of approximately 222 metric tons of CO^2e per year in greenhouse gas emissions and air pollutants.
ECONOMIC ACTIVITY						
Economic Activity	No major transit investment is made. Development patterns continue similar to current trends without transportation catalyst. Traffic congestion and parking requirements may limit development potential. Without improved service or new stations, there's little potential to spur additional economic activity or support higher-density activity.	Likely to encourage redevelopment near the three Elk Grove Stations.	With 7 stations and the fastest travel time, strongest potential for attracting development activity throughout the corridor.	Provides a new high frequency transit option and 11 stations in Elk Grove to improve mobility and encourage development, but historically BRT serves as less of a catalyst than LRT for development activity.	Similar to Alternative 2.	Likely to encourage redevelopment near the new LRT station at Bruceville and Big Horn

LEGEND

- No-Build
- Substantial positive impact
- Moderate level of positive impact
- Minor level of positive impact
- Minor level of negative impact
- Moderate level of negative impact
- Substantial negative impact

VI. STATION AREA VISION PLAN

OVERVIEW

The Station Area Vision Plan (Vision Plan) defines station area place types, envisions station area concepts, assesses multimodal mobility and accessibility, and evaluates development opportunities within selected station areas. This Vision Plan is intended to guide City staff, elected officials, the community, and future developers in understanding the expectations for infrastructure improvements and development opportunities throughout the transit corridor.

The Vision Plan begins with the identification of place type categories and the methodology used to define them. It then proceeds to assess four selected station areas, incorporating the previously mentioned elements. The following pages contain brief summaries of the Station Vision Plan, including both descriptions of the place types and the station area-specific visions. The full Vision Plan can be found in **Appendix A**.

Station Bikesheds and Walksheds

Bike and walksheds around stations were identified for each alternative. **Figure 6-1** and **Figure 6-2** show examples of a walkshed and bikeshed map for Alternative 2. Similar maps were developed for Alternatives 1 and 3, and can be found in **Appendix F.**

PLACE TYPES

The Elk Grove General Plan, last updated in 2023 , established 24 land use designations within six broad categories including commercial and employment, transect-based, mixed use, public/quasi-public and open space, residential and other land use designations.

In developing high-capacity transit and Transit-Oriented Communities (TOC), Elk Grove has an opportunity to establish transit-supportive environments, while also enhancing each station area's sense of place. The place types below provide a future-focused framework for urban design based on existing context and opportunities for TOC placemaking.

Within each place type, commonalities exist in terms of infrastructure, urban form and function, and development strategies to generate the highest economic impacts. By focusing on these commonalities, policy recommendations can maximize each place type's development potential and, ultimately, ridership.

The Station Area Vision Plan applies a structured methodology to guide these infrastructure improvements and development strategies within Elk Grove's transit corridor. The Place Type Assessment establishes an actionable framework to provide guidance on key station areas, selected based on their existing land use, growth opportunities, and role within the transit corridor.

The six places type categories are:

1. Education Center
2. Neighborhood Destination
3. Suburban Retail Retrofit
4. Office Park / Employment Hub
5. Emerging Community
6. Regional Activity Center

Figure 6-3 shows the place type categories organized by intensity and the corresponding assignment of potential stations to each place type. Note that all stations do not exist in all alternatives.

Figure 6-1: Alternative 2 Walkshed

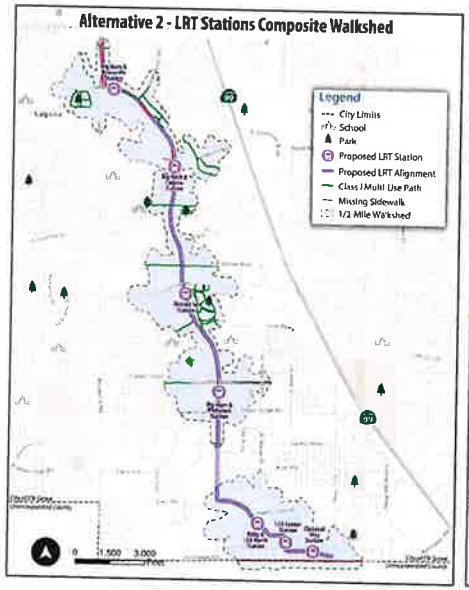


Figure 6-2: Alternative 2 Bikeshed

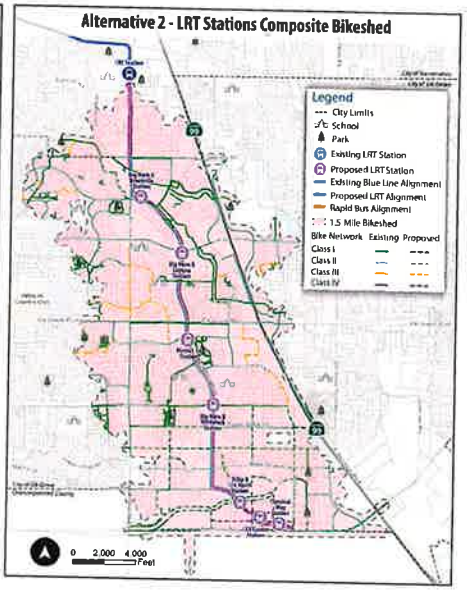
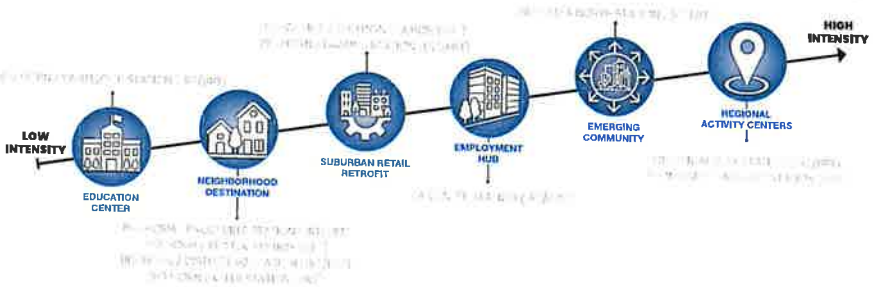


Figure 6-3: Place Type Categories



VI. STATION AREA VISION PLAN *continued*

EDUCATION CENTER

Relevant Stations

- Big Horn/Whitelock Station (LRT/BRT)

Urban Form

- 1-4+ stories
- Large building setbacks
- Centralized buildings/campuses

Mobility

- Multi-Use Pathways and wide sidewalks
- Bicycle facilities within streets
- Pedestrian and Bicycle connections to existing residential areas
- Points of Connection (1/4 mile): Medium

Open Space

- Small active spaces (plazas, pocket parks)
- Large active uses (ball fields, sports courts)
- Connections to broader informal open spaces

STATION AREA FEATURES

SHARED USE PATH

BIKE CONNECTIONS

EDUCATIONAL INSTITUTIONS

RESIDENTIAL

ACTIVE OPEN SPACE

NEIGHBORHOOD DESTINATION

Relevant Stations

- Big Horn/Bruceville Station (LRT/BRT)
- Big Horn/Red Elk Station (BRT)
- Big Horn/District 56 Station (LRT/BRT)
- Big Horn/Kyler Station (BRT)

Urban Form

- 1-4+ stories
- Minimal building setbacks
- Street-oriented retail and office
- Activated first floor residential

Mobility

- Residential-scale sidewalks along interior street connections
- Wide shared use paths along arterial corridors
- Connections to existing and planned multi-use trails
- Points of Connection (1/4 mile): Medium

Open Space

- Small active uses (playgrounds, dog parks)
- Linear design with pedestrian/ bicycle connections to broader informal open spaces

STATION AREA FEATURES

SHARED USE PATH

RESIDENTIAL

RETAIL

BIKE CONNECTIONS

ACTIVE OPEN SPACE

VI. STATION AREA VISION PLAN *continued*

SUBURBAN RETAIL RETROFIT

Relevant Stations

- Bruceville/Sheldon Station (BRT)
- Big Horn/Laguna Station (LRT/BRT)

Urban Form

- 1-4+ stories
- Reduced building setbacks
- Street-oriented retail, office, and residential

Mobility

- Main Street-oriented pedestrian connectivity
- Exterior vehicular connections
- Pedestrian and Bicycle connections to adjacent residential areas
- Points of Connection (1/4 mile): Medium

Open Space

- Small active spaces (plazas, pocket parks, patio spaces)
- Linear design with pedestrian/bicycle connections
- Connections to broader informal open spaces

STATION AREA FEATURES

SHARED USE PATH

EMPLOYMENT OPPORTUNITIES

SCALE

RETAIL

BIKE CONNECTIONS

EMPLOYMENT HUB

Relevant Stations

- LEA Center Station(LRT/BRT)

Urban Form

- 2-4+ stories
- Reduced building setbacks
- Street-oriented office
- Activated first floor retail/mixed-use

Mobility

- Main Street-oriented pedestrian connectivity
- Exterior vehicular connections
- Pedestrian and Bicycle connections to adjacent residential areas
- Points of Connection (1/4 mile): High

Open Space

- Small centralized active spaces (plazas, pocket parks, patios)
- Connections to broader informal open spaces

STATION AREA FEATURES

SHARED USE PATH

EMPLOYMENT OPPORTUNITIES

SCALE

PEDESTRIAN CONNECTIONS

ACTIVE OPEN SPACE

VI. STATION AREA VISION PLAN *continued*

EMERGING COMMUNITY

Relevant Stations

- Bilby/LEA North Station (LRT/BRT)

Urban Form

- 2-7 stories
- Reduced building setbacks
- Street-oriented residential

Mobility

- Multi-Use Pathways and wide sidewalks
- Enhanced bicycle facilities
- Connections to existing multi-use trails
- Points of Connection (1/4 mile): High

Open Space

- Small active uses (playgrounds, dog parks)
- Linear design with pedestrian/bicycle connections
- Connections to broader informal open spaces

STATION AREA FEATURES


PEDESTRIAN CONNECTIONS


BIKE CONNECTIONS


ACTIVE OPEN SPACE


SCALE


RETAIL

REGIONAL ACTIVITY CENTER

Relevant Stations

- Classical Way Station (LRT/BRT)
- Promenade Parkway Station (BRT)

Urban Form

- 2-4+ stories
- Reduced building setbacks
- Street-oriented office, retail, and residential

Mobility

- Multi-Use Pathways and wide sidewalks
- Bicycle facilities within streets
- Connections to existing multi-use trails
- Points of Connection (1/4 mile): High

Open Space

- Small active uses (plazas, event lawns)
- Oriented towards retail and residential
- Linear design with pedestrian/bicycle connections (greenways, trails)

STATION AREA FEATURES


SHARED USE PATH


EMPLOYMENT OPPORTUNITIES


SCALE


RETAIL


ENTERTAINMENT

VI. STATION AREA VISION PLAN *continued*

BIG HORN AND BRUCEVILLE STATION

Overview

The Big Horn & Bruceville station area features residential uses, with some vacant parcels presenting opportunities for infill development. The area is rich in recreational assets including the Laguna Community Park, Elk Grove Skate Park, and the Barbara Morse Wackford Community & Aquatic Complex. Natural features such as Elk Grove Creek, Laguna Creek, and the Laguna Bypass Channel are surrounded by conservation-designated land.

Figure 6-4 depicts one potential build-out of vacant and redevelopment parcels in the immediate vicinity of the proposed station. As a Neighborhood Destination, future development can reinforce existing community-focused characteristics while integrating additional housing and commercial amenities. Planned projects include an affordable housing development at the northeast corner of the Big Horn & Bruceville intersection, residential townhomes along Big Horn Boulevard, at the east side of Lewis Stein, and mini storage with a small, attached office space at Big Horn on the west side of Lewis Stein. A 294-unit affordable apartment complex under construction at Laguna Boulevard and Bruceville Road further supports this place type's emphasis on diverse housing options. Improved connectivity through a trail crossing at Elk Grove Creek could strengthen access to surrounding amenities and bike and pedestrian connections.

Development Opportunities

1. Increase urban density with residential infill to incentivize foot traffic and support transit ridership
2. Develop townhomes with frontage along the transit corridor to enhance accessibility
3. Strengthen connections to Laguna Community Park to improve safety, walkability, and access to key community amenities
4. Redevelop underutilized box retail spaces and parking for infill or mixed-use development
5. Establish a new bike/ pedestrian crossing over Elk Grove Creek to improve mobility

Figure 6-4: Big Horn and Bruceville Potential Station Buildout

Urban Form

- Height: 3 to 6 story maximum
- Density: 63 units per acre
- Multi-unit residential: 1,668 units
- Townhouse residential: 227 units
- Mixed-Use/First Floor Commercial: 25,000 square feet

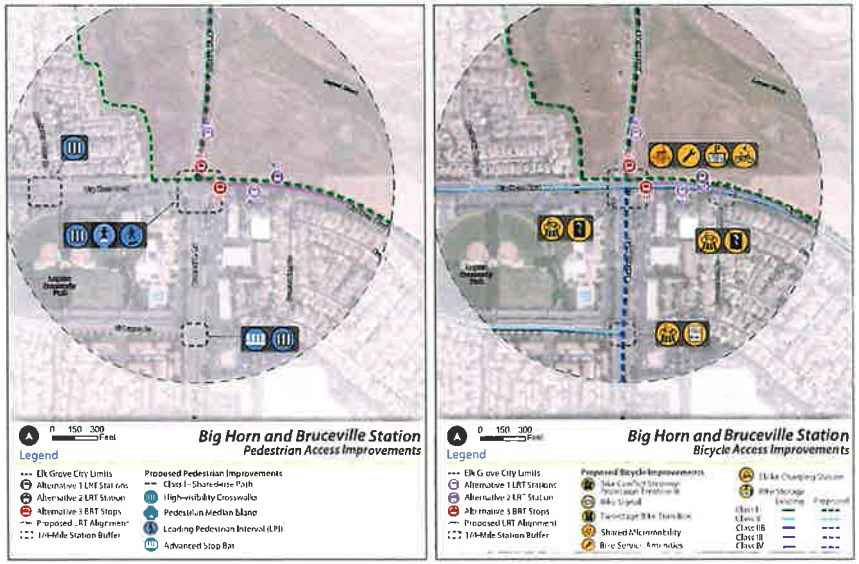
Mobility Improvements

- Enhance walkability
- Improve connectivity to the nearby community park
- Provide shared mobility hub elements
- Shared parking opportunity

Pedestrian and Bicycle Improvement Opportunities

The Station Area Vision Plan also identifies pedestrian and bicycle improvements within the 10-minute pedshed and bikeshed. These improvements, illustrated in **Figure 6-5**, focus on enhancing safety, accessibility, and connectivity throughout the station area and surrounding key destinations—such as the nearby community park—while promoting active transportation connections to transit.

Figure 6-5: Big Horn and Bruceville Pedestrian and Bicycle Access Improvements



VI. STATION AREA VISION PLAN *continued*

BIG HORN AND LAGUNA STATION

Overview

The Big Horn & Laguna station area features a range of development types, densities, and opportunities. The northeast portion of the Big Horn & Laguna station area is currently occupied by a conglomerate of retail pad sites, in-line retail, and big-box retail with a large portion dedicated to surface parking lots, creating a car-dominated development. An expansion of the Sutter campus has been approved just south of Laguna Boulevard, along with a proposed four-story office building at the southeast corner of Big Horn Boulevard and Longleaf Drive. The largest development opportunity is within the southeast portion of the Big Horn & Laguna station area with large vacant parcels and a proposed roadway connection from Big Horn Boulevard to Longleaf Drive.

Figure 6-6 depicts one potential build-out of vacant and redevelopment parcels in the immediate vicinity of the proposed station. This station area offers opportunities for transforming underutilized and auto-oriented spaces into a more cohesive, walkable mixed-use environment. Large parking lots can be redeveloped to integrate street-oriented retail, office, and residential spaces. Improving pedestrian infrastructure will enhance access to employment hubs while encouraging placemaking. Targeted infill projects could help shift the station from auto-dependence toward a more connected, economically active corridor.

Development Opportunities

1. Redevelopment of the existing retail mall site to reduce parking fields and enhance pedestrian oriented retail spaces.
2. Develop medical campus/employment center between Big Horn Boulevard and Longleaf Dr
3. Redevelop underutilized existing movie theater site into future planned development
4. Integrate micro-mobility (multi-use paths, paseos, plazas, etc.) to future development opportunities to strengthen connection to Elk Grove/ Laguna Creek and adjacent communities
5. Redevelopment of frontage buildings along Longleaf Dr and Monetta Dr

Figure 6-6: Big Horn and Laguna Potential Station Buildout

Urban Form

- Height: 3 to 6 story maximum
- Density: 2.0 FAR max
- Commercial Office: 1,600,000 square feet
- First Floor Commercial: 20,000 square feet

Mobility Improvements

- Enhance walkability around the proposed LRT/BRT station and surrounding neighborhoods
- Improving connectivity to community assets (retail, creek trail, etc.)
- Provide shared mobility hub elements

Pedestrian and Bicycle Improvement Opportunities

The Station Area Vision Plan also identifies pedestrian and bicycle improvements within the 10-minute pedshed and bikeshed. These improvements, illustrated in **Figure 6-7**, focus on enhancing safety, accessibility, and connectivity throughout the station area and surrounding key destinations, including the nearby Elk Grove Creek Trail, major retail destinations, and the large residential neighborhood to the southwest.

Figure 6-7: Big Horn and Laguna Pedestrian and Bicycle Access Improvements

VI. STATION AREA VISION PLAN *continued*

BIG HORN AND WHITELOCK STATION

Overview

The Big Horn and Whitelock station area features several educational campuses, including Cosumnes Oaks High School, Pinkerton Middle School, and the Cosumnes River College Elk Grove Campus. Other surrounding land uses primarily consist of low-density residential, contributing to a lack of street activation. An under-construction 276-unit apartment complex at the southwest corner of Whitelock Parkway and Big Horn Road introduces higher density residential to the area. **Figure 6-8** depicts one potential build-out of vacant and redevelopment parcels in the immediate vicinity of the proposed station.

Priorities for this station area include pedestrian-friendly infrastructure, ensuring safe and direct connections between residences, schools, and transit access points. Improvements such as upgraded sidewalks, crosswalks, and enhanced bike connections will support the mobility needs of students, faculty, staff, and residents. A shared-use path along Big Horn Boulevard can further strengthen connectivity while reinforcing the station area's student-oriented environment. The Franklin Creek Trail also provides an opportunity to connect the station area to the Oasis Recreation Center and Elk Grove Regional Park.

Development Opportunities

1. Enhance residential access to transit stations through improved pedestrian infrastructure, upgraded crosswalks, and safer connections for future residential developments
2. Redevelopment of the SE corner of Big Horn Boulevard and Whitelock Pkwy into mixed-use to provide additional housing/commercial opportunities for the CRC satellite campus
3. Implement comprehensive signage, wayfinding, and kiosks to improve wayfinding around the station area
4. Develop shared micro-mobility options tailored to serve the first-mile/last-mile needs of the education-affiliated populations
5. Strengthen bike and pedestrian connectivity to the Franklin Creek Trailhead at Big Horn Boulevard through strategic wayfinding, streetscape improvements, and infrastructure enhancements

Figure 6-8: Big Horn and Whitelock Potential Station Buildout

Urban Form

- Height: 3 to 6 story maximum
- Density: 1.0 FAR max
- Multi-unit residential: 244 units
- Educational/Office Facilities: 185,000 square feet
- First Floor Commercial: 15,000 square feet

Mobility Improvements

- Enhance walkability
- Improving connectivity between residential communities, schools, and future development areas
- Provide shared mobility hub elements
- Shared parking opportunity

Pedestrian and Bicycle Improvement Opportunities

The Station Area Vision Plan also identifies pedestrian and bicycle improvements within the 10-minute pedshed and bikeshed. This intersection is poised for significant development, so the improvements, shown in **Figure 6-9**, focus on improving connectivity from the nearby neighborhoods to schools, Franklin Creek Trail, and the future LRT/BRT station.

Figure 6-9: Big Horn and Whitelock Pedestrian and Bicycle Access Improvements

VI. STATION AREA VISION PLAN *continued*

BILBY AND LEA NORTH STATION

Overview

The Bilby and LEA North station area features a range of high-density residential and mixed-use development opportunities along Bilby Road. Just west of the site at the southwest corner of Bilby Road and Big Horn Boulevard is Fortune Early College High School. To the south and east of the station is the Livable Employment Area, a major growth area for the City planned for higher density development. Other surrounding land uses primarily consist of single-family detached residential. This area has potential to integrate future development and linear open spaces to the channel creating a multi-use trail connection to adjacent residential areas.

Figure 6-10 depicts one potential build-out of vacant parcels in the immediate vicinity of the proposed station. As an Emerging Community, future development can appropriately transition land uses from the existing residential areas to the station while enhancing pedestrian connections across Bilby Road and Big Horn Boulevard. Future plans for affordable housing north of Bilby Road supports this place type's emphasis on diverse housing options.

Development Opportunities

1. Provide residential access to transit station through a future pedestrian-oriented transportation network with frequent safe and comfortable crossings, and wide, separated sidewalks
2. Integrate small active open spaces into future planned mixed-use developments
3. Develop a walkable street grid strengthening pedestrian connections to adjacent residential neighborhoods
4. Develop shared micro-mobility options tailored to serve the first-mile/last-mile needs of the academic community.

Figure 6-10: Bilby and LEA North Potential Station Buildout

Urban Form

- Height: 3-6 story maximum
- Density: 2.0 FAR max
- Multi-Unit Residential: 720 units
- Townhouse: 102 units
- Mixed-Use: 60,000 square feet
- Commercial Office: 160,000 square feet

Mobility Improvements

- Enhance walkability
- Improving connectivity between residential communities, schools, and future development areas
- Provide shared mobility hub elements
- Shared parking opportunity

Pedestrian and Bicycle Improvement Opportunities

The Station Area Vision Plan also identifies pedestrian and bicycle improvements within the 10-minute pedshed and bikeshed. This area is poised for significant development, so the improvements, shown in **Figure 6-11**, focus on enhancing safety, accessibility, and connectivity throughout the station area. As the roadway network in this area is not yet built out, minimal retrofit of existing facilities is needed. It is recommended for the future network to include a well-connected and comfortable network of pedestrian and bicycle facilities.

Figure 6-11: Bilby and LEA North Pedestrian and Bicycle Access Improvements

VII. PUBLIC ENGAGEMENT

PUBLIC ENGAGEMENT OVERVIEW

A key tenet of the Plan was to engage the community to gather input on mobility needs that can be addressed by the project, priorities for a new transit connection, and feedback on the alternatives developed. This was accomplished through a range of engagement tactics implemented over the course of two engagement rounds in 2024 and 2025. The third round of outreach is occurring during the review of this Draft Plan, prior to City Council consideration. The full Outreach Summary can be found in **Appendix G**.

The focus of the first two rounds are outlined below:

- **Public Engagement Round 1** – Gather community input on mobility challenges in the project area, current travel behavior, project need, and station preferences.
- **Public Engagement Round 2** – Collect input on the proposed project alternatives and station vision plans, with in-person engagement at key community locations and events during the recommendations review phase.

PUBLIC ENGAGEMENT ROUND 1

Public Engagement Round 1 took place November to December 2024 and consisted of two main components: an online survey and an in-person pop-up event. The online survey was launched November 5, 2024 and closed December 22, 2024. To create awareness of the survey, the City promoted the survey through its website and social media platforms, including Facebook, Nextdoor, Instagram, and X. SacRT also supported this effort by featuring the survey on its agency website and in the Next Stop News, their monthly newsletter. Additionally, bus cards advertising the survey were distributed across all Elk Grove bus routes for several weeks in December.

Public Engagement Round 1 Activities

Pop-Up Event

Location: Elk Grove Food Truck Mania Event
Date: November 6, 2024

The City facilitated this pop-up event with the intent to inform the community of the Study and encourage them to take the online survey. The City spoke with the community and distributed palm cards which provided a link to the online survey.

Online Survey

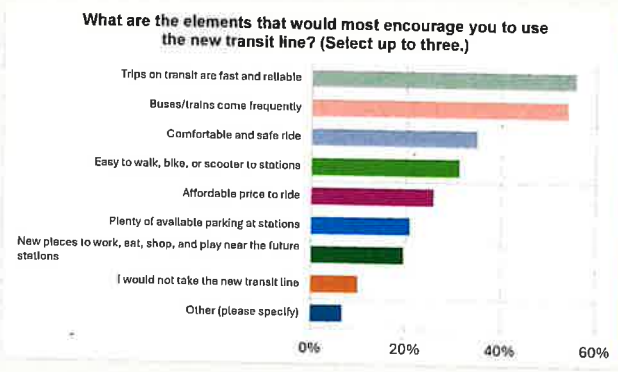
Dates Open: November 5, 2024 – December 22, 2024

The online survey was conducted on SurveyMonkey. Through a combination of in-person events and online promotion, the project received a total of 266 survey responses.

Survey Results Highlights

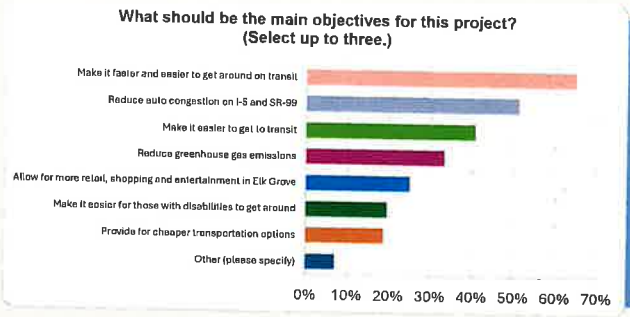
Survey respondents were presented with 14 questions about their relationship with the project corridor, project priorities, station preferences, and demographic questions. Below are two graphics summarizing key survey results:

Figure 7-1: Summary of Survey Responses – Key Project Elements



The top three elements that respondents identified that would encourage their usage of new transit line are fast and reliable trips, frequent buses and trains, and comfortable and safe rides (**Figure 7-1**).

Figure 7-2: Summary of Survey Responses – Project Objectives



When asked what the top three project objectives should be, respondents chose making transit easier and faster to use, reducing auto congestion on I-5 and SR-99, and making transit easier to access (**Figure 7-2**).

VII. PUBLIC ENGAGEMENT *continued*

PUBLIC ENGAGEMENT ROUND 2

Public Engagement Round 2 occurred in August and September 2025 and focused on gathering community input and feedback on the proposed design alternatives and station vision plans. This round of featured extensive in-person events and activities, including face-to-face engagement at key community locations (see **Figure 7-3** and **Figure 7-4** for photos of select outreach events). Public Engagement Round 2 included sharing the Build alternatives and the results of the alternatives evaluation. The purpose of this effort was to solicit public feedback on the alternatives, including preferences among the No-Build and Build alternatives. Materials presented included the four proposed conceptual alternatives, a cost-benefit comparison matrix, and station area visions.

Promotional materials for Outreach Round 2 included social media posts (Facebook, Instagram, X, Next Door), SacRT newsletter article, bus rack cards on all buses in Elk Grove, palm cards, and digital content to display on the Soofa information kiosk. The Project and opportunities for public involvement were prominently featured across local print and television media.

Public Engagement Round 2 Events

In-Person Community Open House
Date: Tuesday, September 2, 2025
Time: 6:00 PM – 7:30 PM
Location: District 56 Community Center – 8230 Civic Center Dr, Elk Grove, CA 95757

Virtual Community Meeting
Date: Thursday, September 11, 2025
Time: 6:00 PM – 7:00 PM
Location: Zoom

Pop-up Event #1 – Dancing the Globe 2025
Location: District56 – 8230 Civic Center Dr, Elk Grove, CA 95757
Date: Saturday, September 13, 2025
Event Hours: 10:00 AM – 3:00 PM

Pop-Up Event #2 – Feast Around the Globe in One Night
Location: District56 (Aquatics Parking Lot) – 9701 Big Horn Blvd, Elk Grove, CA 95757
Date: Thursday, September 18, 2025
Event Hours: 4:00 PM to 8:00 PM

Pop-Up Event #3 – Feast Around the Globe in One Night
Location: Cosumnes River College (CRC) Station – 8370 Bruceville Rd, Sacramento, CA
Date: Thursday, September 25, 2025
Event Hours: 3:00 PM to 6:30 PM

Online Survey
Dates Open: August 20, 2025 – September 25, 2025

Figure 7-3: In-Person Community Open House Presentation at District 56 Community Center

Figure 7-4. Feast Around the Globe Pop-up Event Photos

VII. PUBLIC ENGAGEMENT *continued*

Survey Highlights

The online survey for Public Engagement Round 2 was launched on August 20, 2025, and remained open for approximately five weeks, closing on September 25, 2025. The survey received a total of 931 responses. The survey had 3 sections: Tell Us About Yourself, Proposed Alternatives, and Station Vision Plan. Respondents also had the chance to provide open ended responses.

Tell Us About Yourself Questions

To better understand the connection between survey respondents and the project corridor, three questions were included to gauge their relationship to the area. When asked about their connection to the study corridor, over 60% of respondents indicated that they live near or along the corridor. The remaining respondents noted that they either visit businesses, parks, or other destinations in the area or regularly commute along or through the corridor. In terms of residency, the majority of respondents reported living in the Laguna Creek, Civic Center, or Franklin areas of Elk Grove.

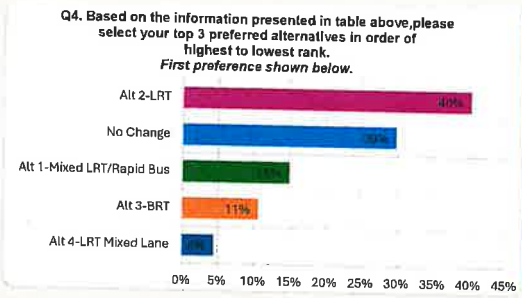
Proposed Alternative Questions

In this section, respondents were presented with detailed information about each of the four proposed project alternatives accompanied by the comparison matrix. The survey respondents were asked to rank the proposed alternatives from highest to lowest priority and to share any comments or suggested changes to their preferred option.

Station Area Vision Plan Questions

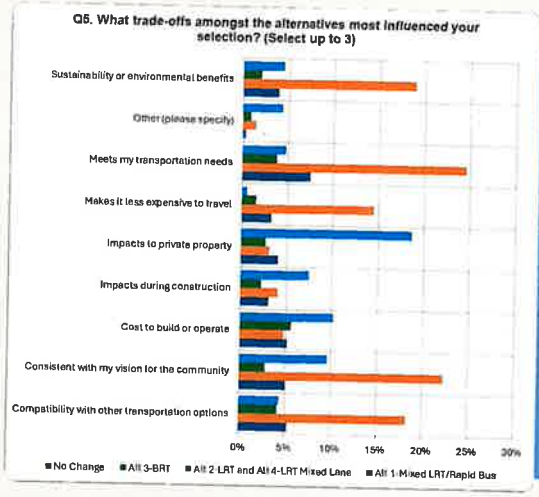
Participants were presented the option to provide feedback on any of three station area visions: Bruceville & Big Horn, Big Horn & Laguna, and Big Horn & Whitelock (the Bilby & LEA North station area vision was completed after this round of outreach). At all three stations, protected bike lanes were the most popular station access improvement amongst respondents. In addition, the majority of respondents supported additional development at each of the three station areas, with parks/open space, retail, and community services (e.g. clinics, libraries) being the most desired development type.

Figure 7-5: Round 2 Survey - Alternatives Preference



When asked about their preferred alternative, 70% of respondents preferred one of the build alternatives over the no change option. **(Figure 7-5)**

Figure 7-6: Round 2 Survey - Factors for Stated Preference



Respondents were also asked about what factors influenced their stated preference. People who supported a Build alternative most frequently selected it because it met transportation needs and was consistent with their vision for the community. People who supported the No Change alternative most frequently selected it because of impacts to private property. **(Figure 7-6)**

VIII. CAPITAL AND OPERATING COST ESTIMATES

CAPITAL COSTS

A capital cost estimate was developed for each Build alternative. Estimates are commensurate with the current level of highly conceptual design and will be refined in future project phases. Estimates include soft costs (design, administration, permitting), construction costs, vehicle purchase costs, and a cost contingency. Note that all estimates are in current year dollars and will escalate over time. **Table 8-1** shows capital cost estimates for each alternative.

Table 8-1: Project Capital Expenditures

Alternative	Total Project Capital Cost
Alternative 1 - Light Rail to District 56, Rapid Bus to Kammerer Road	$529,000,000
Alternative 2 - Light Rail to Kammerer Road	$1,059,000,000
Alternative 3 - Bus Rapid Transit to Kammerer Road	$287,000,000
Alternative 4 - Light Rail to Kammerer Road, Operating Mixed with Traffic	$914,000,000
Alternative 5 - Light Rail to Big Horn & Bruceville	$312,000,000

Note: Costs are in base year (2025) dollars

OPERATING COSTS

The net operating and maintenance costs of Build alternatives were developed based on input parameters and service assumptions provided by SacRT. The estimates include all anticipated operating and maintenance costs based on current per revenue hour costs provided by SacRT. Therefore, they reflect current year dollars and will escalate over time. Service characteristics are assumed to mirror the frequencies and span of current Blue Line. The existing SacRT-operated bus network in the corridor is assumed to be modified to integrate with the proposed project and avoid duplication of service. Summary of total net operating and maintenance cost is shown in **Table 8-2.**

Table 8-2: Net Change in Operating and Maintenance Costs with the Project

Alternative	Annual Operating Cost	Anticipated Additional Fare Revenue	Net Annual Operating Cost
Alternative 1	$12,500,000	$400,000	$12,100,000
Alternative 2	$17,300,000	$600,000	$16,700,000
Alternative 3	$3,500,000	$200,000	$3,300,000
Alternative 4	$20,500,000	$600,000	$19,900,000
Alternative 5	$5,800,000	$100,000	$5,600,000

Notes:
Costs are in base year (2025) dollars.
Numbers may not add exactly due to rounding.

Further detail on both capital and operating and maintenance costs is included in the Implementation and Funding Memo, attached as **Appendix H**.

IX. FUNDING AND IMPLEMENTATION STRATEGIES

Further detail on funding considerations and strategies is included in the Implementation and Funding Memo, attached as **Appendix H.**

FUNDING SOURCES

Funding Sources for Capital Expenditures

The Capital Funding Source Matrix (**Table 9-1**) identifies a wide range of potential federal, state, regional, and local funding sources to fund the construction of the proposed project. Each source is characterized by its estimated maximum share of project costs, eligibility criteria, and feasibility considerations, informed by guidelines and historical trends.

Funding Sources for Operation of Transit Services

Operating new or expanded transit services typically relies on a blend of funding sources. Potential contributors include federal, state, regional, and local funds, each with specific eligibility requirements based on factors such as service type, area size, and program regulations. Key sources include federal and state transit programs, local revenue measures (such as sales or property taxes), and farebox or private-sector revenues.

Summary

All five project Build alternatives have a substantial capital cost in the hundreds of millions of dollars and would require a sizable percentage increase in operating cost relative to existing transit services in the City. Therefore, it is likely that a range of funding sources will be needed to fund any alternative. While ridership levels are lower than transit project in denser, more urban areas around the country, initial analysis finds that project alternatives may be competitive for federal funds due to a relatively cost-efficient implementation. Any federal source will need to be accompanied by a substantial state or local contribution. It is likely that new local funding sources are necessary as part of the strategy for funding construction, operations, or both.

Table 9-1: Potential Funding Sources for Capital Expenditures

Source Category	Funding Source	LRT Target Contribution	BRT Target Contribution	Key Eligibility Criteria
Federal	Federal Transit Administration (FTA) Capital Investment Grant (CIG) Program – New Starts for LRT / Small Starts for BRT	Up to 60% (New Starts)	40–50% (Small Starts)	Must complete multi-phase evaluation/selection process; ridership and cost-effectiveness heavily influence scoring. Requires local match - LRT must exceed $400M in total capital cost for New Starts eligibility - BRT must be <$400M for Small Starts
	U.S. DOT BUILD Grant (formerly RAISE/TIGER)	5–10%	5–20%	Capital projects improving safety, economic competitiveness, equity, climate, and innovation. Requires local match. BRT may be more feasible for BUILD due to faster delivery and lower costs.
State	State of California Transit and Intercity Rail Capital Program (TIRCP)	10–20%	10–30%	Must reduce GHG emissions, support transit integration, increase ridership, zero-emission fleet BRT.
	Senate Bill 1 (SB 1) – Road Repair and Accountability Act – Solutions for Congested Corridors Program (SCCP) – Local Partnership Program (LPP) – Active Transportation Program (ATP) (for related first/last-mile and complete streets elements)	15–25%	Up to 65%	Eligible for transit capital projects under the Local Partnership Program. Requires local matching funds; competitive grant cycles; more accessible for BRT due to flexible eligibility.
	California Air Resources Board (CARB) Grant Programs	2–6%	2–5% (for zero-emission vehicles)	Reduce GHG and benefit DACs, focusing on zero-emission BRT, LRT electrification, and first/last mile access.
	Affordable Housing and Sustainable Communities (AHSC) Program	1–4%	5%	Support projects that combine affordable housing with sustainable transportation and supporting infrastructure to reduce greenhouse gas emissions while improving access to jobs, transit, and daily needs.
Local/Regional	Future Local Sales Tax Measure (Countywide/Regionwide)	~20–50%	~20–50%	Sales tax revenue dedicated to local transportation. Flexible and foundational for leveraging state/federal dollars; strong local support improves competitiveness.
	Transportation Development Act (TDA) – Local Transportation Fund (LTF)	~2–4%	Up to 5%	Supports transit operations and capital through LTF allocations. Best used for match requirements or smaller capital elements.
	SACOG Regional Active Transportation Program (ATP)	Minimal (<1–2%)	Up to 2–5%	Supports active transportation projects affiliated with project, not direct transit capital cost expenditures. Could include bike/ped improvements on project corridor, first/last mile improvements, or corridor safety.
	SACOG Regional Program (CMAQ, STBG)	Minimal (<1–2%)	2–5%	Must improve air quality (CMAQ) or address regional mobility goals (STBG).

IX. FUNDING AND IMPLEMENTATION STRATEGIES *continued*

CIG PATHWAY OVERVIEW

The Federal Transit Administration (FTA) Capital Investment Grant (CIG) program provides discretionary funding for major transit capital projects through competitive evaluation. Alternatives 3 and 5 would qualify for the Small Starts category within the CIG program with a capital cost below $400 million and inclusion of fixed guideway infrastructure. Alternatives 1, 2, and 4 would qualify for the New Starts category with a higher capital cost.While eligibility is confirmed conceptually, achieving competitiveness within the CIG program will require careful attention to factors such as local financial commitment, transit-supportive land use policies, and federal funding share.

As part of the early funding strategy and project development efforts, several technical and planning observations have been identified that will directly influence the project's competitiveness for federal and state funding programs:

- **Refinements to Project Definition Pre- STOPS-Modeling:** Consider refining several elements of the project definition to strengthen its competitiveness in the CIG process. These may include stop locations, service frequencies, network integration, and park-and-ride (PNR) facilities.
- **FTA STOPS Model Requirements:** To advance in the CIG process, each alternative will require a robust ridership forecast using FTA's Simplified Trips-on-Project Software (STOPS) model. Early coordination with FTA and SACOG will be essential to align modeling assumptions with regional forecasts.
- **Year-of-Expenditure Capital Cost Estimation:** While initial capital costs have been estimated in base year dollars for conceptual comparison, future cost estimates must be converted to specific year-of-expenditure (YOE) dollars to comply with CIG requirements and to reflect anticipated construction escalation.
- **Economic Development and Ridership Potential:** An initial assessment indicates that LRT alternatives exhibit stronger potential than BRT to generate high ridership and to foster long-term economic revitalization at key station nodes, which may result in a higher level of funding competitiveness.

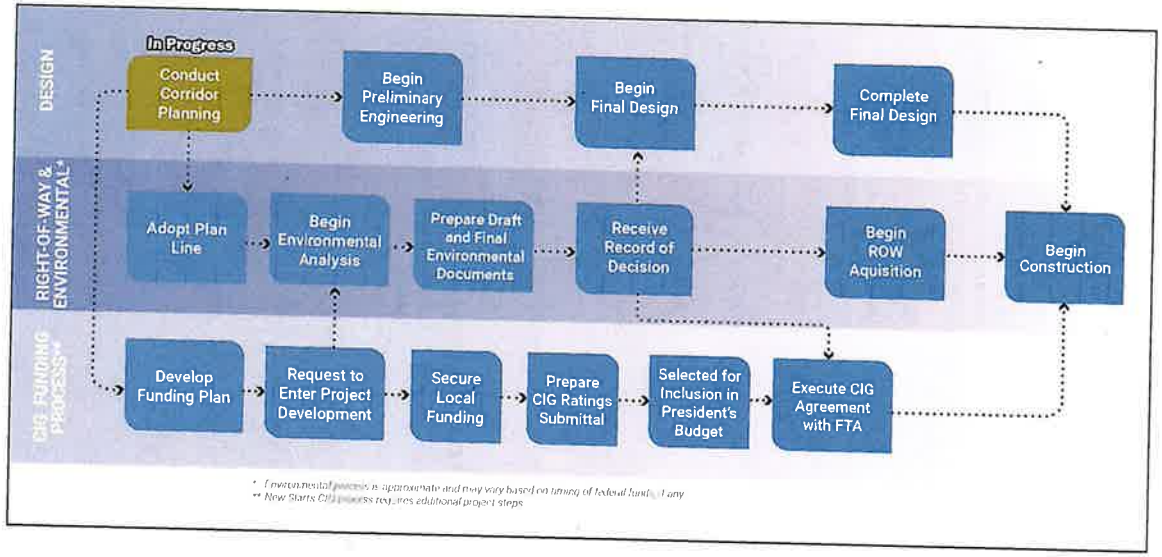
IX. FUNDING AND IMPLEMENTATION STRATEGIES *continued*

IMPLEMENTATION PROCESS

A phased implementation timeline was developed to identify critical path activities and dependencies across the five alternatives, confirming alignment with regulatory review processes, funding availability, and construction sequencing requirements. A high level summary of key project phases and estimated duration is shown in **Figure 9-1**.

The schedule also acknowledges key interdependencies among project phases. For instance, Final Design activities are dependent on the completion of the Environmental Review Process and the issuance of a Record of Decision (ROD), while Right-of-Way (ROW) acquisition may advance concurrently with Final Design to sustain project momentum and schedule efficiency.

Figure 9-1: Key Project Implementation Phases



NEXT STEPS

The Plan included initial conceptual design, service planning, and costing for a range of alternatives. Should the project advance, key subsequent phases will include preliminary engineering, environmental analysis, and preparation of a detailed funding plan. Some nearer-term strategies that can be undertaken by the project sponsors are identified below to put the project on a path towards implementation and facilitate efficient completion of future phases.

Early Engagement with FTA: Initiate proactive coordination with the Federal Transit Administration prior to and during the Project Development phase is a prerequisite for participation in the Capital Investment Grant (CIG) program.

Formalizing Cost Estimates and Funding Assumptions: Develop more precise and detailed capital and operating cost estimates.

Collaboration with Regional and Local Partners: Close coordination with SACOG, relevant state agencies, and local jurisdictions will be necessary to identify and secure matching funds, align project schedules, and leverage complementary funding programs.

Maximize Economic Development Opportunities: Update ordinances and codes to leverage best practices in encouraging transit-oriented development (TOD) and affordable housing in proximity to the proposed project corridor. Consider innovative alternative financing mechanisms to reduce reliance on traditional public funding sources, and support sustainable, transit-supportive growth.

X. PLAN FINDINGS SUMMARY

The Plan includes an identification of feasible alternatives, with their corresponding ridership potential, community benefits, costs, and other trade-offs. The community participated in two rounds of engagement to establish transit corridor priorities and determine preferences in terms of the alternatives. The Plan Team identified potential funding sources and viability, as well as established an implementation plan. Through this process, the Plan Team identified the following key considerations that will guide future efforts on this Project:

- The City has effectively preserved right-of-way along almost the entirety of the proposed alignment, greatly avoiding right-of-way and relocation costs and impacts that often burden similar projects. This will greatly simplify project implementation and reduce costs.
- Residents that engaged in the Plan's outreach process broadly believe that a transit improvement will be a benefit to enhancing mobility, create a sustainable and healthy environment, and aligns with their community vision; the majority believe that a light rail extension is the best way to accomplish that. Alternative 2 (full LRT extension) was the most preferred alternative.
- There are a number of development and economic opportunities around prospective transit corridor stations that can be unlocked and best leveraged by an LRT extension.
- Existing land uses and transportation activity most currently supports a transit corridor project between Cosumnes River College and District 56 . While there is strong future potential south of District 56 at buildout, the density today is not consistent with what is typically needed to efficiently operate LRT service. An initial phase that extends past District 56 may not evaluate as well for some grant programs due to the lower existing density.
- All project alternatives are forecast to increase transit utilization and substantially reduce vehicle miles traveled. In buildout conditions, an LRT extension to Kammerer Road will generate the most ridership and benefits.
- A transit corridor project also provides an opportunity to greatly enhance walking and biking facilities along the corridor. Additional walking and biking improvements in station areas are vital to the ultimate success of the project.
- The most challenging and costly segment to construct will be the northern segment along Bruceville Road due to overhead utilities, the Laguna Creek Bridge, access constraints to abutting properties, and a relatively congested roadway. The project gets progressively more efficient and less impactful to construct as it proceeds south. The Bruceville Road & Big Horn Boulevard intersection is not an optimal end-of-line location (as assumed for Alternative 5), even in an interim condition, due to the congested intersection and challenging configuration for multi-modal integration. While not optimal, it is a logical interim terminus with independent utility and could serve as the initial minimum operating segment. The project will likely create broader benefits and be more competitive for funding with an extension along Big Horn Boulevard.
- A fully-dedicated median-running BRT project can be constructed for much less cost than LRT, but also achieves much less ridership due to the forced transfer at Cosumnes River College, and is much less popular with the community. It would require a far smaller local/regional financial contribution than LRT and therefore may be easier to implement in a shorter timeframe. However, it does not project to substantially enhance funding grant competitiveness due to the lower ridership. Lower-impact BRT configurations, such as side-running with a less than fully dedicated guideway, could be further evaluated in the future.
- An in-lane roadway configuration (Alternative 4) has significant safety drawbacks and additional operating cost impacts, while providing only a moderate reduction in cost and property impacts.
- A center-running configuration north of Elk Grove Boulevard (Alternative 1, Alternative 3) has the fewest impacts to adjacent property access.
- Initial findings indicate that project alternatives align with Federal Transit Administration Capital Investment Grant program requirements. A regional/local funding source is likely needed to provide a match to state and federal funds and for ongoing operations.

See **Table 10-1** for a comparison of the relative cost efficiency of the five Build alternatives.

Table 10-1: Alternatives Cost and Productivity Comparison Table

Metric	Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Annual Linked Trips on Project	1,042,000	1,240,000	452,000	1,240,000[5]	341,000
Total Capital Cost[1]	$529 Million	$1,059 Million	$287 Million	$914 Million	$312 Million
Total Annualized Capital Cost[2]	$20.6 Million	$42.6 Million	$4.5 Million	$37.0 Million	$11.7 Million
Annualized Capital Cost Per Linked Trip	$19.77	$34.32	$9.92	$29.83	$34.39
Annual Operating Cost[1]	$12.5 Million	$17.3 Million	$3.5 Million	$20.5 Million	$5.8 Million
Annual Net New Transit Linked Trips	405,000	580,000	239,000	580,000[5]	132,000
Annual Operating Cost, Net of Fare Revenue[3]	$12.1 Million	$16.7 Million	$3.3 Million	$19.9 Million	$5.6 Million
Net Operating Cost Per Linked Trip	$11.61	$13.47	$7.30	$16.05	$16.42

Notes:

[1] Capital and operating costs are in base year (2025) dollars

[2] Capital cost annualization represents the annual cost per year of useful life and is based on FTA Standard Cost Categories templates (rev 26)

[3] Blended average fare assumed at $1 per boarding, as provided by SacRT

[4] Annual VMT Reduction per $1,000 metric reflects the change in annual model-wide VMT divided by the annualized cost (capital and operating)

XI. PROPOSED PROJECT

After evaluating the feasibility of the five alternatives presented in this Plan, the City of Elk Grove recommends moving forward with the Proposed Project detailed below. The Proposed Project takes elements of the various alternatives to create a hybrid project. The recommendation considers potential ridership, mobility improvements, economic and sustainability benefits, and public input, as well as cost, construction impacts, and changes to circulation.

The City's Proposed Project (see **Figure 11-1**):

- Continues light rail from Cosumnes River College (CRC) to Kammerer Road as the ultimate improvement
- Details the light rail alignment:
  - Continuing on the west side of Bruceville Road south of CRC to Calvine Road and then transitioning to center-running on Bruceville Road
  - Turning east onto Big Horn Boulevard and continuing center-running south past Elk Grove Boulevard
  - Shifting to the east side of Big Horn Boulevard at Civic Center Drive as it approaches District 56
  - Continuing on the east side of Big Horn Boulevard south of District 56 to Bilby Road
  - Turning east at Bilby Road and remaining on the north side of the street, ultimately crossing Shed C on a new/expanded bridge structure
  - Integrating into the Livable Employment Area (LEA) Community Plan in a streetcar-style configuration within the street section
- New stations located at:
  - Big Horn & Bruceville
  - Big Horn & Laguna
  - Big Horn & District 56
  - Big Horn & Whitelock
  - Bilby & LEA North
  - LEA Center
  - Classical Way

The project will likely be delivered in phases, with a potential Initial Operating Segment at either Bruceville Road and Big Horn Boulevard (one station extension) or District 56 (three station extension), depending on future funding.

The City will continue to focus on transit-supportive development along the proposed alignment and setting aside the remaining required right-of-way for future implementation.

Figure 11-1: Proposed Project Alignment

Appendices are available at elkgrove.gov/transitplan.

CERTIFICATION
ELK GROVE CITY COUNCIL RESOLUTION NO. 2026-081

STATE OF CALIFORNIA)
COUNTY OF SACRAMENTO) ss
CITY OF ELK GROVE)

I, Jason Lindgren, City Clerk of the City of Elk Grove, California, do hereby certify that the foregoing resolution was duly introduced, approved, and adopted by the City Council of the City of Elk Grove at a regular meeting of said Council held on April 22, 2026 by the following vote:

AYES: COUNCILMEMBERS: Suen, Brewer, Robles, Spease

NOES: COUNCILMEMBERS: None

ABSTAIN: COUNCILMEMBERS: None

ABSENT: COUNCILMEMBERS: Singh-Allen

Jason Lindgren, City Clerk
City of Elk Grove, California