

# **Sacramento Transportation & Air Quality Collaborative**

## **Final Report**

### *Volume I: Agreements & Recommendations*

*December 2005*



## SPONSORING AGENCIES

City of Citrus Heights  
City of Elk Grove  
City of Folsom  
City of Rancho Cordova  
City of Sacramento  
County of Sacramento  
Sacramento Air Quality Management District (SMAQMD)  
Sacramento Area Council of Governments (SACOG)  
Sacramento Regional Transit District (RTD)  
Sacramento Transportation Authority (STA)  
State of California, Dept. of Transportation (Caltrans)

## FOR ADDITIONAL COPIES OR MORE INFORMATION CONTACT US

Sacramento Transportation Authority  
901 F Street, Suite 210  
Sacramento, CA 95814  
(916) 323-0080

Website: <http://www.sactaqc.org>

E-Mail: [Info@sacta.org](mailto:Info@sacta.org)

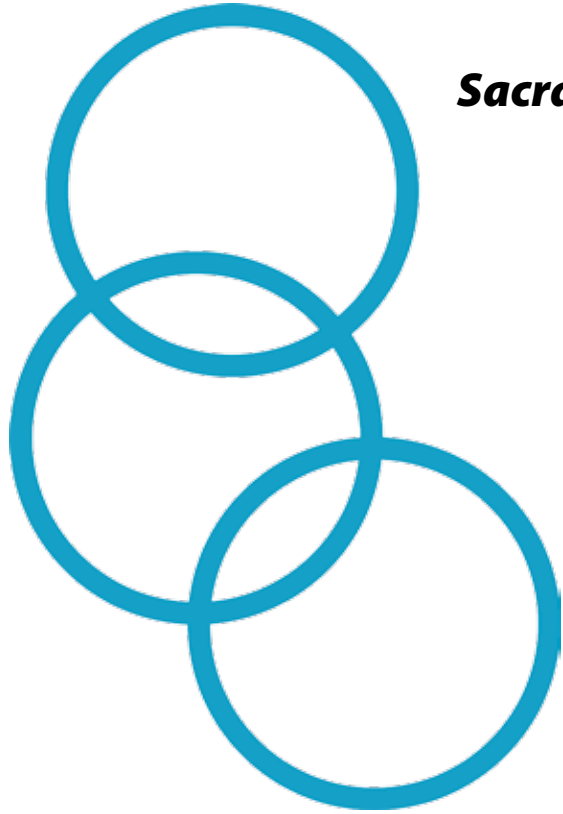
## READERS GUIDE TO THE FINAL REPORT

The Agreements and Recommendations are one volume of the Final Report. The Final Report consists of four volumes:

- Volume I: Agreements and Recommendations
- Volume II: Transportation Best Practices
  - Best Practices for Bicycle Master Planning and Design
  - Best Practices for Pedestrian Master Planning and Design
  - Best Practices for Universal Design
  - Best Practices for Complete Streets
  - Best Practices for Public Transportation
- Volume III: Supplemental Text for Agreements
  - Urban Form
  - Infill and Reurbanization
  - Funding
- Volume IV: Stakeholder Comments and Staff Summary of Unresolved Issues

The reader is advised that the policy matters not addressed in Volumes I through III are likely to be as important to many Collaborative members as those that are addressed.

All of the Collaborative's products, from the early education phase through the Final Report, including those mentioned in this document, can be found on the Collaborative's website: <http://www.sactaqc.org>.



***Sacramento Transportation & Air Quality Collaborative***

***Final Report***

*Volume I: Agreements & Recommendations*

*December 2005*

*As the government agency representatives that participated in the Sacramento Transportation and Air Quality Collaborative, we send forward to our elected boards the Collaborative's Recommendations and Agreements herein as a set of policies for their consideration. These recommendations represent the collective agreements of the Collaborative members.*

*Business, environmental, community and neighborhood leaders spent countless volunteer hours over the last five years educating themselves and engaging in an extensive dialogue on transportation, air quality and land use issues. We honor them for their dedication and commitment to improving the quality of life for present and future generations living and working in the Sacramento countywide area.*

Azadeh Doherty  
Tom Garcia  
Larry Greene  
Fran Halbakken  
Pete Hathaway  
Ken Hough  
Nancy Kays  
Ron Maertz  
Leighann Moffitt  
Diane Nakano  
Michael Penrose  
Steve Peterson  
Mary Poole  
Dr. Beverly Scott  
Robert Sherry  
Dan Shoeman  
Pam Speciale  
Mike Wiley  
Brian Williams  
Karen Wilson

*We, the Collaborative participants, agree with the collective policies herein and strongly advise our public agencies to implement these recommendations to address our transportation and air quality challenges. While we support the overall recommendations, some of us have reservations on several of the specific recommendations.*

*We recognize that much more needs to be done to address how to implement these recommendations as well as how to resolve those issues for which we could not agree. While we believe that the implementation of these policies will be an important step forward, many critical areas remain unaddressed. We encourage a continuing and broad-based public discourse on these challenging, unresolved issues.*

*The Collaborative created an unprecedented forum for discussion and dialogue among very diverse interests on transportation, air quality and land use policies. We are proud of our work and civic engagement over the last five years.*

*If our public agencies move forward to implement these recommendations, our contributions and time spent will be worthwhile and lead to lasting benefits in the quality of life of Sacramento countywide residents for decades to come.*

David Aladjem	Robert Holderness
Bud Aungst	Bettie Howell
Michael Barnbaum	Grantland Johnson
Linda K. Bennett	Larry Johnson
Rick Bettis	Sarah Johnson
Jackie Boor	Julia Lave Johnston
Carol Borden	Howard Lawrence
Andy Borovansky	Don Levy
Mary Brill	Dave Mason
Lea Brooks	Dr. Larry Masuoka
Nancy Bui	Patrick Maxfield
Franklin Burris	Pamela May
Margaret Buss	Carolyn Meyer
David Butler	Deborah Muramoto
Tim Cahill	Tim Murphy
Bernadette Chiang	Julie Nauman
Bob Crawford	Jim Ray, Jr.
Joe Cruz	John Roach
Barney Donnelly	Dennis Rogers
Dennis Dunn	Walt Seifert
John Floyd	Jan Sharpless
Anne Geraghty	Sheryl (Sheri) Stuckey
Robert Grande	Darren Suen
John Gudebski	Amor Taylor
Efren Gutierrez	Christopher Tooker
Judy Fong-Heary	Clarence Williams
Alan Hirsch	Earl Withycombe

## TABLE OF CONTENTS

Accomplishments.....	vi
Foreword.....	vii
Agreements & Recommendations	
Transportation.....	1
Land Use	
Urban Form.....	5
Infill & Reurbanization.....	11
Location of Development & Open Space.....	19
Funding.....	25
Civic Engagement.....	33
List of Collaborative Participants.....	37

## ACCOMPLISHMENTS

*This Final Report represents the capstone of five years of hard work:*

- *Agreements and Recommendations within Volume I of this final report are from a broad and diverse group of leaders in our community.*
- *Suggested Transportation Best Practices within Volume II address Complete Streets, Pedestrian Master Planning and Design, Bicycle Master Planning and Design, Public Transportation, and Universal Design.*

*In addition to the final report, the Collaborative:*

- *Provided the groundwork for the Sacramento Area Council of Government's Blueprint by developing alternatives and refining the models.*
- *Developed a joint statement of the ten challenges facing the Sacramento countywide area that are rapidly becoming more than "serious."*
- *Identified and agreed upon nineteen intertwined policy elements of a potential solution (see Figure 1, page ix).*
- *Produced a set of "Issues and Interests" papers from each interest group and each participating public agency documenting the needs and concerns (issues) of the participating constituencies and agencies along with the underlying reasons (interests) for why a particular issue was so important to them.*
- *Built personal relationships and networks amongst more than 100 diverse citizen leaders who will continue their informed involvement in shaping the region for at least the next twenty years.*
- *Fostered a culture of informed civic engagement within the Sacramento countywide area, based on education, dialogue, deliberation and respect for the concerns, needs and perspectives of other citizens*

*Appropriately, in December 2005, the Collaborative's members were awarded "Regional Citizen of the Year" by the Sacramento Area Council of Governments in their annual "SACOG Solutes!" Regional Awards Program.*

## COLLABORATIVE'S CORE VALUES

*The Collaborative identified four, co-equal core values that provided the fundamental grounding for its discussions and deliberations. These values became the lens through which potential policy agreements were considered and evaluated.*

### **Safe, Healthy & Livable Communities**

*These are communities that provide a high quality of life, making them desirable locations to live, work, play, and visit. A key goal for the Collaborative is to use transportation, air quality, land use, and economic vitality strategies to achieve this quality of life. Some elements of quality of life include: healthy air, increased health, a sense of place with enhanced social interaction, and a sense of personal safety when using the transportation system.*

### **Economic Vitality**

*A robust business climate and employment opportunities that result in a prosperous economy, enabling individuals and communities to enjoy an enhanced standard of living.*

### **Social Equity**

*Transportation, air quality, and related land use and economic vitality decisions that balance the benefits and burdens placed on any geographical area or specific population group, and respect the needs of all persons throughout the county regardless of age, ability, ethnicity, or income.*

### **Environmental Protection & Sustainability**

*The conservation, enhancement, protection and restoration of natural areas, resources and ecosystems for present and future generations.*

## FOREWORD

Initiated and sponsored by eleven public agencies, the Sacramento Transportation and Air Quality Collaborative (Collaborative) was charged to “develop a long range and comprehensive strategy for the Sacramento countywide area to improve transportation and air quality within a regional context, including relevant land use and economic vitality strategies.”

The Collaborative brought together a diverse group of over 100 citizens from all walks of life, representing businesses, the environment, public agencies, community groups, underserved populations and local neighborhood areas. For five years (2001 – 2005) these volunteers and agency staff from the Sacramento countywide area contributed countless hours to deliberation and consensus-building.

This Final Report is presented in four volumes:

- Volume I: Agreements and Recommendations
- Volume II: Transportation Best Practices
- Volume III: Supplemental Text for Agreements
- Volume IV: Stakeholder Comments and Staff Summary of Unresolved Issues

### **A Call for Implementation of Agreements and Recommendations**

The Collaborative's non-government participants, listed on page iv, agree with the collective policies in this document and strongly advise their public agencies to implement these recommendations to address our transportation and air quality challenges. While supportive of the overall enclosed recommendations, some of these participants have reservations on several of the specific recommendations.

These participants believe that if public agencies move forward to implement these recommendations, their contributions will have been worthwhile and lead to lasting benefits for the quality of life in the Sacramento countywide area for decades to come.

The Collaborative participants encourage the use of these agreements in the ongoing work of our public agencies, including: the Metropolitan Transportation Plan; General Plans; local agency ordinances; capital improvement programs; air quality attainment plans; short- and long-range transit plans; and bicycle and pedestrian master plans.

### **Collaborative Process**

The Collaborative participants spent hours in education and thoughtful deliberation over the five-year duration of the effort. They planned and participated in over twenty-five educational modules featuring national and state experts, received written primers on core policy subjects, and developed and tested future land use and transportation scenarios through modeling. All interest groups developed Issues and Interests statements to help their colleagues better understand their needs, concerns and world views as well as the underlying reasons behind those needs. The five interest groups were: Business, Community, Environment, Government, and Local Community Participants. By understanding one another's issues and interests, their efforts provided a solid foundation for informed negotiations.

Starting in 2003, the Collaborative began focused discussions within negotiation teams to begin finding common ground among the Collaborative's diverse interests. As a starting point, the Collaborative staff issued *Preliminary Staff Draft of Agreements-in-Principle* in November, 2004.

In the Spring of 2005, the Collaborative members collectively participated in extensive electronic polling to further explore their areas of agreement and disagreement. And, beginning in June of 2005, the Collaborative members began final negotiations and to coalesce their work into a four volume *Final Report*.

### **Intertwined Nature of the Challenges and Potential Solutions**

Transportation and air quality problems are complex, highly dynamic issues that are not easily addressed and defy simple solutions. During their work, the Collaborative participants held that these issues cannot be confined to, or fully solved by, any one government agency or program.

The Collaborative identified and agreed upon nineteen inter-related policy areas that have a significant impact on the effectiveness of the transportation system and the quality of air. These policy areas are depicted in Figure 1.

### **BASELINE ASSUMPTIONS FOR THE COLLABORATIVE'S DISCUSSIONS**

*The following information served as the backdrop for the Collaborative's work. Each of these assumptions has an overwhelming impact on the nature of the challenges facing the countywide area and the larger region.*

- *The region's population is expected to increase by 49% between 2000 and 2025. During the same period, employment is expected to increase by 60%.*
- *Within the Sacramento countywide area, the population is expected to increase by 39% between 2000 and 2025. During the same period, employment is expected to increase by 45%.*
- *While the region's overall population is projected to increase by 49% by 2025, the number of people "over age 65" and the number of people "over age 85" will both double by 2025.*

Figure 1 – Policy Elements of a Potential Solution – Framed by the 4 Collaborative Values



Understanding the depth of the complex relationship among the nineteen elements of a potential solution was a daunting task. Subsequent negotiations were often difficult, not because of disagreements, but because of the sheer breadth of issues that needed to be considered when attempting to move forward on any one element.

The Collaborative put much thought into developing these elements. Future efforts might consider using this framework as an important reference point for their work.

### Unresolved Issues

It is fair to say that the Collaborative struggled mightily with its charge, and difficult issues remain. Although there was overwhelming support for the *Agreements and Recommendations*, there are many important issues for which the Collaborative's diverse participants could not find common ground.

For many Collaborative members, one or more of the issues of most concern to them were not addressed in the *Agreements and Recommendations* document. Along with pride in what was produced, Collaborative members had significant disappointment in what was not produced.

Because the Collaborative participants believe that future efforts and dialogues can build on the shoulders of their hard work, they have made documenting the unresolved issues a high priority. Volume IV of the *Final Report* is a staff summary of the Unresolved Issues. This volume discusses issues for which there was no agreement as well as issues that did not receive sufficient attention to resolve. Also included in Volume IV are comment letters from Collaborative participants.

The reader is advised that the policy matters not addressed in Volumes I through III are likely to be as important to many Collaborative members as those that are addressed.

### Closing Note

The non-governmental supporters to the *Agreements and Recommendations* carefully negotiated the language that would appear beside their endorsement and that would serve as a transmittal to the public agencies that funded their hard, unprecedented work. It is fitting to conclude this Foreword with the last words of that preamble to their endorsement.

*"If our public agencies move forward to implement these recommendations, our contributions and time spent will be worthwhile and lead to lasting benefits in the quality of life of Sacramento countywide residents for decades to come."*

*Cheryl Creson*  
Director 2001-2003

*Matt Boyer*  
Director, 2004-2005

*Susan Sherry*  
Mediator/Facilitator

# Transportation



*The jurisdictions within Sacramento County should emphasize the development of a multi-modal transportation system in plans and programs.*

## INTRODUCTION

The Sacramento Transportation and Air Quality Collaborative strongly endorses the SACOG Blueprint 2050 preferred land use scenario as a vision for regional growth that promotes compact, mixed-use development and more transportation choices as an effective way to increase the use of non-auto modes (including but not limited to transit), reduce vehicle miles of travel per capita, reduce the rate of increase in congestion, and improve air quality. In implementing the preferred Blueprint scenario as a vision, the Collaborative agrees that SACOG and local agencies should use the following guiding principles and may refer to the local implementation toolkits to improve our quality of life, and to incorporate our shared values of:

- Environmental Protection and Sustainability,
- Social Equity,
- Economic Vitality, and,
- The Preservation of Safe, Healthy, and Livable Communities.

## GUIDING PRINCIPLES

1. The jurisdictions within Sacramento County should emphasize the development of a multi-modal transportation system in plans and programs.
2. Improvements to each mode of travel must move forward in a systematic way to achieve the 2050 Blueprint vision of at least a 10% shift in travel mode away from personal motorized vehicles to walking, cycling, and public transit.
3. The projected 2030 Metropolitan Transportation Plan mode-splits should represent substantial progress towards the 2050 objectives for each of the modes. Moreover, as the Blueprint was not intended to optimize the transportation system, it is desirable to achieve an even greater shift in mode split through the provision of competitive choices. Finally, the modes must “get better together” in that improvements in one mode should proceed in parallel with improvements in other modes.

<b>Comparison of Mode-Split for Sacramento County</b>	<b>Current</b>	<b>Preliminary Projections 2050 Preferred Land Use Scenario</b>
Automobile	91.1%	81.1%
Pedestrian & Bicycle	6.7%	14.5%
Transit	1.3%	4.4%

### Sources:

- 1) Blueprint Preferred Scenario Summary Statistics, Sacramento Area Council of Governments, available on their website at: [http://www.sacregionblueprint.org/sacregionblueprint/the\\_project/stats/sacramentocountytotal.pdf](http://www.sacregionblueprint.org/sacregionblueprint/the_project/stats/sacramentocountytotal.pdf)
- 2) *Pre-Census Travel Behavior Report Analysis of the 2000 SACOG Household Travel Survey*, DKS Associates for the Sacramento Area Council of Governments, July 2001.

4. Decisions should emphasize bridging gaps in services and facilities, and should provide connectivity and accessibility for users of all modes of transportation in both a local and regional context.
5. Provide residents of the Sacramento Countywide area with mobility options that are viable over the entire lifespan, from childhood to old age.
6. Outcome-based performance measures should be used by the jurisdictions within Sacramento County to assess progress toward a more effective and balanced transportation system.
7. Improvements should enhance and support the economic development and vitality of the countywide area.
8. Investments in transportation infrastructure should be sited and planned to better serve the transit dependent and those communities divided by existing transportation infrastructure.

## LOCAL IMPLEMENTATION

Each local jurisdiction and agency operating within Sacramento County may refer to the following toolkits in the planning of new development, in the entitlement process, and in the planning and design of new transportation facilities, including retrofits to the existing built environment. These toolkits are not intended to be mandatory sets of requirements in any application, including in the entitlement of new development, but instead are intended to illustrate practices that other jurisdictions have found useful.

- **Best Practices for Bicycle Master Planning and Design.** At the planning stage this document suggests effective approaches to developing Master Plans with an emphasis on ensuring eligibility for discretionary funds. The document is also a comprehensive catalogue of leading edge considerations for the design of usable bicycle facilities.



*Improvements to each mode of travel must move forward in a systematic way to achieve the 2050 Blueprint vision of at least 10% shift in travel mode away from personal motorized vehicles to walking, cycling, and public transit.*

- **Best Practices for Pedestrian Master Planning and Design.** This document suggests approaches for envisioning and realizing an effective network of pedestrian facilities, including a thorough compilation of innovative features to maximize pedestrian safety and comfort.
- **Best Practices for Universal Design.** Universal Design refers to a mindset that considers the widest range of potential users when envisioning and building improvements, including transportation projects. To assist designers, this document brings to life the basic principles of universal design by using specific examples.
- **Best Practices for Complete Streets.** Complete Streets aggregates best practices for designing projects for any particular mode into a single set of practices that considers the needs of all roadway users at once, including bicyclists, pedestrians, transit riders, and motorists. Suggestions are made for each classification of street, with additional guidance for special circumstances, such as where the available right-of-way is limited.
- **Best Practices for Public Transportation (Public Transit).** This document identifies key factors that influence the success of public transportation in the areas of land use, complementary transportation facilities, funding, and agency collaboration. Suggested practices are identified in each area. The document includes two considerations that are emphasized throughout: a greater role for local jurisdictions in envisioning, planning, and providing public transportation, and an orientation to potential customers (e.g., riders).

*All of the above-listed Best Practices toolkits can be found in their entirety in Volume II (Transportation Best Practices) of the Collaborative's Final Report.*

# Urban Form



Laguna West, Sacramento County. The first “neo-traditional” new town development to be constructed in the western United States.

*Urban form can influence travel outcomes, especially vehicle miles traveled, vehicle trips, and non-auto use.*

## INTRODUCTION

---

Urban form is all about the shape of our cities and unincorporated areas, not simply in terms of appearance, but more importantly in terms of the defining characteristics: how they are designed and structured, where development occurs, what type of developments are likely to be built, what types of public and green spaces are available, and how all the areas are connected to one another.

The type of urban form can influence travel outcomes, especially vehicle miles traveled, vehicle trips, and non-auto mode usage.

### Goals

- **Achieve efficient land use patterns through an evolving Urban Form that benefits the transportation system and improves air quality through reduced vehicle trips, reduced vehicle miles traveled, and increased alternate mode usage.**
- **Promote an Urban Form of Development, consistent with the Collaborative's core values of Safe, Healthy, & Livable Communities, Economic Vitality, Social Equity, and Environmental Protection and Sustainability, through encouraging local government action in support of the following eight strategies.**

### Urban Form Strategies

The following eight strategies are directly supportive of the Goals listed above. These strategies are consistent with and mirror the Blueprint Principles adopted by SACOG. The Collaborative recommends that these strategies be applied to Greenfield development as well as Infill and Reurbanization:

1. Compact Urban Form
2. Infill & Reurbanization
3. Housing Choice & Diversity
4. Mixed Land Use
5. Land Use Balance
6. Quality Site Layout & Building Design
7. Green & Public Spaces
8. Neighborhood & Community Circulation

### Urban Form Policies

For each of the eight Urban Form strategies listed above, the text below provides policy actions agreed to by the Collaborative participants for consideration by local governments. These actions, particularly when used in combination, can guide future development to benefit the transportation system and air quality.

As public policy discussions occur throughout the countywide area—particularly with regard to implementation—the Collaborative recommends that those future discussions consider the following four factors:

- **Flexibility**—the need to implement policies based upon the specific circumstances of an individual jurisdiction including its location, its existing development patterns and transportation system, and its ability to adapt to a newly emerging urban form over time;
- **Cost**—concerns that the cost of implementing the policy should not fall unfairly on one segment of the community;
- **Market efficiency**—the belief that in some circumstances it is preferable to allow the marketplace to decide the best (most efficient) solution, rather than rely on pre-set policies;
- **Timeframe**—the recognition that some policies may be more difficult to implement in the short-term, under current conditions; however, as conditions change over time, these policies will be more appropriate for the changed circumstances, or may be able to be more rigorously implemented.

### STRATEGY 1: COMPACT URBAN FORM

While most travel projections conclude that the automobile will continue to be the predominant form of travel in the Sacramento region for the foreseeable future, significant reductions in projected vehicle miles traveled and vehicle trips can be accomplished by fostering development at densities/ intensities that are higher on average than what current standards provide.

The Collaborative recommends that local jurisdictions:

- A. Establish target minimum densities for development around transit stations and transit centers / trunk lines:** Place new high density context-sensitive development in close proximity to existing and reasonably assured planned transit routes to help foster a greater share of trips by transit and aid transit operations financially by boosting ridership. A target is a goal to strive toward.
- B. Establish and update targets for overall average density of growth for countywide area:** Encourage local governments countywide to work together to develop and periodically update targets for overall average density of growth for the urbanized area in Sacramento County to increase countywide overall average density.
- C. Develop and periodically update targets for overall average density of growth for sub-areas throughout the countywide area:** Encourage local governments countywide to work together to develop and periodically update targets for overall average density of growth for sub-areas in Sacramento County.
- D. Promote flexibility in the application of parking standards for compact development:** Creative parking solutions recognize opportunities for shared parking and situations where reduced parking ratios are appropriate over time.
- E. Educate the public:** Pursue a public education program regarding the amenities, benefits and opportunities associated with denser development.
- F. Target a portion of new jobs and housing to be located near transit:** Where high levels of transit service exist, local jurisdictions should strive for a high proportion of new jobs and housing to be located near transit. Jurisdictions may consider growing employment centers and new higher density neighborhoods as potential locations for new or improved transit service.

## STRATEGY 2: INFILL & REURBANIZATION

The agreements among Collaborative participants on Infill and Reurbanization are extensive, and thus a separate section is devoted to this Urban Form strategy. See page 11 of this document.

## STRATEGY 3: HOUSING CHOICE & DIVERSITY

Population growth trends and the projected demographics changes of the region indicate that Sacramento will need to provide an adequate residential land supply to accommodate a variety of housing types and households of all income levels and sizes. Land will be needed for a variety of single family, multi-family, detached, attached, rental, ownership, and executive, large, and small housing units.

The Collaborative recommends that local jurisdictions:

- A. Pursue an adequate, geographically balanced and integrated supply of a variety of housing types and sizes to accommodate the full-range of income levels:** Local jurisdictions within the countywide area should collaborate to provide a variety of housing options for all income levels to reduce travel distances between home, work, school, recreation, community services, and transit services.
- B. Establish policies to support building a variety of housing product types:** This includes General Plan and Zoning Ordinance support for mixed use and flexible densities to build more affordable for-sale small lot single family homes, attached condos, and rental products that are currently under-provided in today's market.
- C. Agree that there needs to be a broad range of funding sources to support the building of low income housing.**
  - Leverage funding sources to ensure that adequate financing (both public and traditional private financing) is available to construct affordable housing units.
  - Seek creative funding strategies such as public-private partnerships.
- D. Design new employment centers to be accessible by transit, biking, and walking:** This approach will enhance access to local job opportunities for low income workers.

## STRATEGY 4: MIXED LAND USE

Mixed use is the placement of different types of land uses (jobs, housing, retail, recreation, services, etc.) in close proximity to one another – either in the same structure or within walking distance. Mixed land uses can occur at the parcel scale and the neighborhood scale.

The Collaborative recommends that local jurisdictions:

- A. Place retail services, schools, and entertainment in close proximity and with direct access to housing.** This will create travel benefits, including reducing vehicle trips and vehicle miles traveled as well as creating opportunities for biking and walking.
- B. Designate mixed use activity centers:** Support the designation of specific sites and corridors for targeted mixed use activity centers.
- C. Adopt zoning code changes to promote mixed use development:** Mixed use corridor zoning overlays and form-based codes are two ways this can be done. A zoning overlay can provide special consideration for certain uses that may be inconsistent with the requirements of the underlying zone, and provides flexibility of standards to accommodate new forms of development. A form based code is a land development regulatory tool that places primary emphasis on the physical form of the built environment with the end goal of creating a specific type of “place”. Such a code would typically specify bulk, height and setback requirements of structures but would not regulate their use.
- D. Create complete neighborhoods by providing neighborhood-scale facilities within the neighborhood (elementary schools, neighborhood parks, neighborhood retail.**
- E. Provide a wider range of smaller-scale retail opportunities in mixed use developments** to take advantage of the transportation benefits.

## STRATEGY 5: LAND USE BALANCE

Land Use Balance is a mix of uses *at the community or sub-regional scale*. Land Use Balance is defined as the mix of jobs, housing, retail, recreation, services, and other uses to reduce vehicle-miles-traveled and vehicle trips. Land use balance refers to areas smaller than a region or county, but larger than a neighborhood or project.

If jobs, housing and retail are located proximate to one another, it increases the likelihood that *some* people will live, work, and shop in the same community.

The Collaborative recommends that local jurisdictions:

- A. Pursue strategies to attract housing developments if a sub-area has a jobs/housing imbalance in favor of employment** (i.e., not enough housing).
- B. Make land use decisions to encourage job growth in sub-areas which have an abundant supply of housing.** However, since the market forces which determine where major employment centers will be located are often beyond the ability of local governments to affect, job-poor sub-areas should at least assure that there is adequate local-serving retail development within their boundaries.

## STRATEGY 6: QUALITY SITE LAYOUT & BUILDING DESIGN

Neighborhoods are more likely to welcome denser products if the building provides high quality design. The details of a land use development are all factors that can influence the attractiveness of living in a compact development, a sense of safety, and the ease of using non-auto modes of transportation such as walking and biking. The effectiveness of denser urban form is improved by giving special attention to site design.

The Collaborative recommends that local jurisdictions:

- A. Prepare design guidelines for all major land use types.** Higher density and infill development require special attention to high quality design. Local governments should ensure that development will be aesthetic, utilize quality building materials, and generally be viewed as contributing to the quality of life for the neighborhood and surrounding community by

adopting design guidelines. These design guidelines need to balance the need for context-sensitive design that is customized to the neighborhood with the predictability needed for neighborhoods, developers and local government.

- B. Link the approval of higher density development with requirements for supportive amenities such as green space, special architectural features, and quality building materials.** Higher density developments will not be successful in the long run if they do not result in places where people desire to live. The inclusion of amenities to enhance the attractiveness of higher density developments should be required for all projects.

## STRATEGY 7: GREEN & PUBLIC SPACES

Public space is an essential component of quality of life. Green spaces and gathering places – accessible to the general public – provide places for people who live in compact developments to enjoy the outdoors. As higher density development occurs, particularly in existing urban areas, it will be important to provide quality green spaces and public spaces for the surrounding residents.

The Collaborative recommends that local jurisdictions:

- A. Evaluate the adequacy of existing park facilities (acreage and quality) as higher density development occurs.** Increased population within a given area which results from higher density development will increase the demand for park space. Where it is not feasible to obtain additional acreage, quality improvements to the existing facilities can result in improved recreational opportunities for residents.
- B. Place the majority of new housing units within walking distance of green space.** In higher density developments, residents will have less private open space (i.e. back yards). Thus, providing green space in proximity to housing is increasingly important.

- C. Use of micro-parks in infill areas and internal green spaces within multi-family projects.** This approach will help satisfy the recreational needs of project residents and will be an amenity to the project.
- D. Use greenbelt corridors that serve as off-street bicycle & pedestrian circulation.** This approach will provide both recreational and transportation benefits to residents of the area.

## STRATEGY 8: NEIGHBORHOOD & COMMUNITY CIRCULATION

The manner in which the neighborhood and community circulation system are designed is an important component of urban form that, if done correctly, can promote transportation efficiencies. The design of the local circulation system significantly affects the degree to which residents and employees in a neighborhood are able to satisfy their travel needs through some form other than the private automobile. The best designs of surface transportation facilities within a community or neighborhood provide for the multi-modal movement of people, goods, and services.

The Collaborative's Transportation Team has developed a series of "best practice" toolkits (see Volume II) that local jurisdictions may refer to in the planning of new development, in the entitlement process, and in the planning and design of new transportation facilities:

- *Best Practices for Bicycle Master Planning and Design,*
- *Best Practices for Pedestrian Master Planning and Design,*
- *Best Practices for Universal Design,*
- *Best Practices for Complete Streets, and*
- *Best Practices for Public Transportation.*

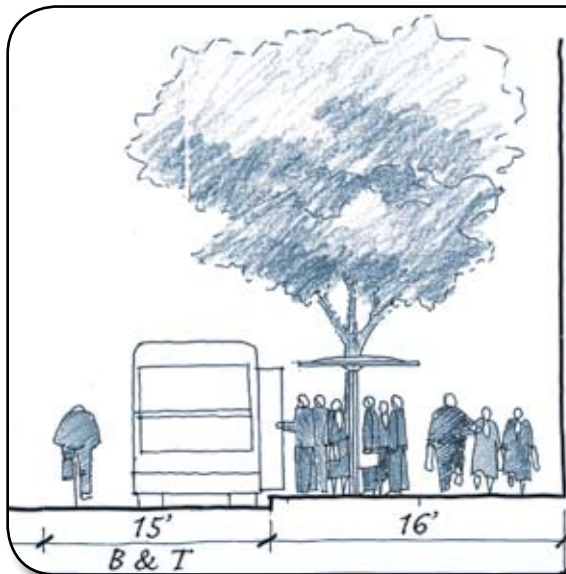
Using these and other sources as possible references, the Collaborative recommends that local jurisdictions:

- A. Walkable and Bikeable Communities:** Develop local policies and guidelines that will result in the design of neighborhood and community circulation systems that are walkable and bikeable.

- B. Assessment Tools:** Support the development of tools that can assess how proposed neighborhood and community circulation systems can support the Urban Form Strategies discussed above and the Blueprint Principles.
- C. Greenbelts:** Plan off-street trails, especially in new communities, as a circulation form to accommodate/encourage bicycling and walking.
- D. Create Performance Standards to Minimize Adverse Impacts of Automobile Traffic:** Develop performance standards for the street system in new neighborhoods to minimize speeding and undesirable cut-through traffic on residential streets.
- E. Traffic Calming:** Use traffic calming within new and existing developments to minimize speeding and undesirable cut-through traffic on residential streets. *Best Practices for Complete Streets* (see Volume II) provides some suggestions on traffic calming features that can be built-into street designs, but it is not intended to address the broader topic of traffic calming for which guidance is available from several other documents (there is a footnote citation to a primary source). Traffic calming measures are largely intended

to address unforeseen problems that arise after roadways are constructed. While traffic calming can be included in the initial design of streets, the specific treatments are a function of very localized circumstances.

- F. Redundant routes:** The design of street networks should provide people and goods with multiple/redundant means of reaching destinations within local communities and the region.
- G. Location of Facilities:** Locate large regional and community facilities, such as large-capacity churches and regional-scale parks, with their primary access on arterial streets and/or thoroughfares. Secondary access should also be provided to adjacent residential neighborhoods and should be designed to avoid adverse traffic impacts to the neighborhood.



*The design of the local circulation system significantly affects the degree to which residents and employees in a neighborhood are able to satisfy their travel needs through some form other than the private automobile.*

*Supportive Text for these Agreements & Recommendations on the topic of Urban Form can be found in Volume III.*

# ***Infill & Reurbanization***



The Fremont building is located at the northeast corner of 16th & P Streets in Sacramento. This building is a recent example of an infill project with mixed-uses (retail and 69 apartments).

*Accommodating growth through infill and reurbanization will require some substantial structural changes in how planning, land use, infrastructure and public services are addressed.*

## INTRODUCTION

---

Accommodating growth through infill and reurbanization will require some substantial structural changes in how planning, land use, infrastructure and public services are addressed. The current system of land use planning and public infrastructure funding is geared to address only modest levels of infill.

There is no one strategy or “silver bullet” for increasing the amount of quality infill and reurbanization projects within our communities. Some strategies will work better in one community than another. Most importantly, success is much more likely when multiple strategies are pursued simultaneously by many jurisdictions. In this way, a context is created for the market itself to lead the way in building more and more infill and reurbanization products. The Collaborative recommends the following strategies and tools identified below to begin the process for creating a climate supportive of infill and reurbanization development.

### Goals

- 1. Accommodate an Increasing Amount of the Countywide Area’s New Growth through Infill and Reurbanization**, recognizing that this form of urban development reduces overall Vehicle Miles Traveled and Vehicle Trips.
- 2. Emphasize Residential Infill and Reurbanization** because the countywide area does not have a sufficient supply of land designated for residential development, and has an oversupply of lands designated for certain non-residential uses (e.g., retail and light industrial).
- 3. Develop Support for Infill & Reurbanization by Developing Public Transparency and trustworthiness.** Involve the community beginning early in the process and through the final decision making and implementation.
- 4. Utilize Infill & Reurbanization to Create Complete Communities** that provide a full complement of residential, jobs, retail, and services in the community.
- 5. Revitalize and Improve the Quality of Life in Existing Neighborhoods** through focused public and private investment in infrastructure and civic facilities.

### Definitions

The commonly used term “Infill” actually comprises a broad spectrum of types of development.

**Infill** is the reuse, redevelopment, or building on *vacant land in an area surrounded by existing development*. Infill can range from a single dwelling unit on a residential lot to a more intensive multiple family complex.

**Reurbanization** is reuse, renovation, or demolition of an *existing building and new construction on the same site*. Reurbanization can range from a single building to a more comprehensive development (e.g., UP railyards). When the previous use of the property involved some toxic materials (e.g., gas stations, dry cleaners, railyards, etc.), the development is known as *Brownfield*.

**Greenfield** (*not a type of infill*) is development on vacant land not surrounded by existing development.

### Importance of Infill and Reurbanization

Infill development is a key strategy consistent with the Collaborative’s purpose (Transportation, Air Quality, and Related Land Use & Economic Vitality). Infill and reurbanization – when designed in accord with the SACOG Blueprint and Urban Form Principles endorsed by the Collaborative can:

- Reduce Vehicle Miles Traveled and Vehicle Trips (compared to comparable development in greenfield areas);
- Accommodate about 10-15% of projected regional growth (Source: SACOG Blueprint), thereby limiting outward expansion;
- Promote bicycling and walking as a more viable option as a means of access;
- Provide mobility options for the non-driving population;
- Reduce the consumption of land resources; help preserve agricultural and open space resources; and
- Remove blighted areas/structures and provide reinvestment in existing neighborhoods.

## Barriers to Infill and Reurbanization

The key challenges and barriers to infill, for which strategies need to be developed include:

- Land Constraints: including size, shape, fractured ownership patterns, and inadequate space for required parking
- Lack of Community Support
- Regulatory Process & Requirements which can cause delay and uncertainty
- Marketability: especially due to perceptions of poor public safety and poor quality of schools
- Infrastructure: especially upgrades or replacement of aged facilities
- Financing: inadequate funding for planning and implementation of infill and reurbanization projects
- Brownfield/Toxic sites

## STRATEGIES TO SUPPORT INFILL & REURBANIZATION

### STRATEGY 1: VISION & PLANNING DOCUMENTS TO SUPPORT INFILL

The Collaborative recommends that local jurisdictions:

- A. Prepare Visions:** Each jurisdiction should engage existing residents and businesses in developing a vision for infill potential.
- B. Prepare Plans that Implement the Vision:** Each jurisdiction which has significant infill potential should undertake planning efforts to help establish a comprehensive framework for coordinating infill development.
- C. Maintain Vision and Plans** to retain flexibility and reflect the dynamic nature of market realities and community expectations. Plans should be ready to accommodate infill growth when the market conditions are ripe for development.

- D. Create Supportive Plans & Zoning** to achieve infill development goals. Policies and zoning regulations should support infill and include a clear articulation of intent that reinforces the provisions in the comprehensive plan.
- E. Develop Conceptual Level Countywide Design Principles:** Reduce design review uncertainties by establishing clear “Context Sensitive” design guidelines -- often in conjunction with Specific Plans -- that can let developers, neighbors, planners, and design review committees know what features are expected.

### STRATEGY 2: IDENTIFY POTENTIAL INFILL SITES CONSISTENT WITH COMMUNITY VISIONS

Only a small percentage of the regional growth is currently being accommodated within infill areas, but there is plenty of potential capacity (Source: SACOG Blueprint). This section suggests strategies for achieving an aggressive quantity of infill and reurbanization:

The Collaborative recommends that local jurisdictions:

- A. Ensure Land Supply:** Local governments can ensure that land is available for infill development.
- B. Focus Resources on Target Infill Areas:** Designate potential infill / reurbanization areas for focused private/ public/ community resources.
- C. Prioritize Infill Investments using Criteria:** Criteria might include proximity to transit or activity centers, community receptiveness to infill, etc. The local agencies can each develop their own priority infill and corridor revitalization project lists, and funding opportunities will be linked to these priorities.
- D. Respect the Existing Context:** Recognize where the best opportunities exist for infill development that reinforces community objectives for future growth.
- E. Promote Partnerships** between public officials, representatives from neighborhood organizations, non-profits, private developers and financial institutions to work towards a shared vision for specific neighborhoods.

- F. Early Consultation between Project Sponsors and the Community:** Provide notification to neighborhoods about upcoming projects; foster communication between neighborhood and project sponsors / developer at early stages.

### **STRATEGY 3: GAIN COMMUNITY SUPPORT**

The Collaborative recommends that local agencies adopt a Civic Engagement Plan (See the Collaborative's Civic Engagement Agreements & Recommendations on p. 44) to engage the community specific to infill and reurbanization which could include the strategies listed below:

- A. Create Multi-Interest Advisory Groups:** Create a coalition of individuals and organizations with multiple perspectives to solve problems, educate, and testify to decision-makers and neighborhoods regarding infill projects.
- B. Seek Community Input for Inventory Phase:** Utilize the infill inventory process as an opportunity for community input in prioritizing potential infill locations.

- C. More Emphasis on Educating the larger community,** including community/ neighborhood associations on why infill projects provide benefits. (Public education/buy-in would help build support for infill projects and help provide citizen support for infill projects.) Don't limit education and project review to the immediate surrounding parcels.
- D. Utilize Citizen Training Programs** (e.g., Planning Academy) to prepare the broader community for informed civic engagement and participation in public decision making on infill and reurbanization issues.
- E. Create Ombudsman Role:** Utilize a community ombudsman whose role is to outreach and help facilitate communication between government and the community.
- F. Implement Pilot Projects** as a way of demonstrating the potential of a new infill product or as an introduction of infill development to a new location.
- G. Foster the Development of Property & Business Improvement Districts** -- organizations of property owners and businesses -- organized to promote the economic vitality in their area through reurbanization.



*The current regulatory process was not designed for infill projects. Lengthy and often difficult permitting processes can work against infill development.*



*Only a small percentage of the regional growth is currently being accommodated within infill areas, but there is plenty of potential capacity.*

- H. Organize small meetings between developers and key neighborhood leaders** to develop buy-in before holding general public meetings or workshops.
- I. Define Standardized Procedures for Obtaining Public Input:** Local jurisdictions should provide guidance to developers in terms of basic steps for engaging the public.
- J. Encourage Developers to Submit a Public Engagement Plan with their Project Applications** to engage the community at various phases of the project and that provides a mechanism in the plan to follow-through on commitments made to the community. This Civic Engagement Plan would be a tailored and more detailed plan that conforms to the adopted standardized procedures for obtaining public input defined in Strategy 3-I above.
- K. Provide for Community Notification and Comment for Standards-Based Projects.** While streamlining of the process is necessary, neighborhoods want to be kept informed of all projects.

- L. Educate the Development Community** to target the housing needs of smaller “non-traditional” family households (such as empty-nesters, single parent households, or childless couples) that are more likely to be attracted to infill and reurbanization housing products.

#### **STRATEGY 4: REDESIGN THE REGULATORY PROCESS**

The current regulatory process was not designed for infill projects. Lengthy and often difficult permitting processes can work against infill development. The Collaborative recommends that local jurisdictions:

- A. Prepare Tiered Environmental Documents:** Reduce environmental review requirements for individual infill projects by preparing EIRs on Specific Plans for infill areas.
- B. Streamline the Permitting Process:** There are a variety of actions that local jurisdictions can take to improve their development review processes.
  - 1. Adopt Clear Procedures for Review,** to eliminate uncertainty about what both the city and developers should expect.

2. **Coordinate Interagency Reviews** to ensure efficiency and consistency.
  3. **Conduct Agency Staff and Commissioner Training** to be sure everyone is up-to-date on guidelines, requirements, and procedures.
  4. **Shepherd Projects:** Assign specific staff to shepherd each infill project through the approvals process.
  5. **Set a time limit on permit processing,** requiring staffs to process applications within a set period of time.
- C. Achieve Certainty through Standards-Based Development,** provided that local agencies also conduct aggressive outreach on developing the standards, help citizens understand their roles in reviewing development proposals, allow public review & comment, and establish realistic life spans for neighborhood plans on which the right standards were derived. This approach shifts the emphasis toward aggressive civic engagement at the planning stages, with lesser emphasis on public hearings at the project level. The Collaborative recommends that local agencies establish pilot projects to evaluate the results of this shift of emphasis.
- 1) **Develop Standards for Infill & Reurbanization Development:** Most zoning codes are not geared for infill and reurbanization development conditions. These standards need to be developed with the full engagement of the community. Once the standards are adopted, then a project proposal that is consistent with those standards should be approved at the staff-level (ministerial), after consultation with affected communities.
  - 2) **Provide equal treatment for projects consistent with adopted standards:** Once a community planning process has adopted standards, then each land use should utilize the same basic approval process. For example, multi-family projects should not be subjected to a more cumbersome process than the approval process for single family housing projects.
  - 3) **Regularly update the applicable standards and requirements** to stay current with the emergent needs of the community by establishing a realistic lifespan for Neighborhood Plans or Special Planning Areas.
- D. Create Flexible Standards:** Redesign regulatory processes and create more flexible development standards for infill development.
- E. Revise Zoning Codes to Meet the Flexibility Needs of Infill and Reurbanization Projects:**
1. **Designate special planning areas** with flexible zoning to provide greater range of uses, subject to performance standards. Develop new zoning categories and codes for mixed use that are better tailored to meeting the challenges.
  2. **Form-Based Zoning Codes:** Local jurisdictions should consider adopting form-based codes for infill areas. Form based zoning code is a land development regulatory tool that places primary emphasis on the physical form of the built environment with the end goal of producing a specific type of “place”. The form-based code can actually streamline the development review process because it provides clear parameters, based on a Conceptual Master Plan.
- F. Encourage Early Consultation between Project Proponents, Staff, and Affected Community:** Carry out pre-application reviews with developers concerning potential projects.
- G. Pre-Approve Prototypes for Infill Housing:** For jurisdictions with substantial infill activity, develop pre-approved house plans for single-family infill development, which can expedite the approval process and reduce processing costs.
- H. Support Select Reforms of CEQA State Legislation:** Section 15332 of the State CEQA Guidelines needs to be modified to allow the exemption for urbanized areas in unincorporated Sacramento County consistent with the other existing provisions of the section. Section 15332 currently provides a categorical exemption for infill development of projects that are consistent with applicable plans, occurs within city limits on a project site of no more than five acres, has no habitat value, would not result in any significant effects relating to traffic, noise, air quality or water quality, and can be adequately served by all required utilities and public services.

- I. Define CEQA Thresholds of Significance at the Local Level:** Each local agency should adopt thresholds of significance that define “significant impacts” against which projects can be evaluated for their impact on the environment. Specifically, standards for traffic, noise, and air quality should be identified during the General Plan process.
- J. Maintain a Supply of Available Building Sites:** The creation of a supply of available infill and reurbanization building sites can help ensure an adequate supply of land to accommodate housing demand in Sacramento County. This would mean that there are sufficient infill development sites zoned for housing that can be readily available when market conditions are ripe for infill development.
- K. Modify Level of Service (LOS) Standards:** Modified LOS Standards are needed for Infill and Reurbanization because it is not always feasible or advisable to “improve” roads in developed areas. Instead, local jurisdictions can provide trade-offs (accepting a lower LOS, while improving mobility for other modes, or providing community enhancements such as better parks, schools, retail opportunities, etc.). Local governments should examine (and adopt) more appropriate level-of-service standards within designated infill areas.

- L. Each Jurisdiction Should Re-Evaluate Its Parking Standards** for new housing and commercial projects to determine the appropriate parking ratios. In establishing the parking standards, provide flexibility in the ordinance that recognizes the site characteristics and land uses to determine an appropriate parking ratio.

**STRATEGY 5:  
PROVIDE FINANCIAL & OTHER INCENTIVES FOR PRIORITY  
INFILL AND REURBANIZATION SITES**

The developer risk of infill development can be reduced by providing incentives to targeted areas. Individual developers should not have to bear the sole responsibility for fixing the existing infrastructure deficiencies in a community. Public investment in backbone infrastructure is necessary to support infill development. The Collaborative recommends that local jurisdictions:

- A. Provide funding to Support Infill and Reurbanization,** including the development of Infill and Reurbanization Master Plans, rezoning vacant inappropriately zoned properties, infrastructure upgrades & development, brownfield clean-up, and as a means of underwriting the costs of processing applications for variances for infill projects.



*Public investment in backbone infrastructure is necessary to support infill development.*

- B. Focus capital improvements for public infrastructure** on areas targeted for infill and redevelopment.
- C. Create a Housing Incentive Program** to provide infrastructure funding for residential development in transit corridors and near transit stations.
- D. Assist Communities in Establishing Improvement Districts** that can be utilized to finance area-wide infrastructure improvements through self-assessments.
- E. Promote Location Efficient Mortgages** that lower the qualifying incomes for purchase of a home, in recognition of the fact that transportation expenses for the household may be reduced by proximity to transit and places to walk.
- F. Consider Development Impact Fees That Reflect the Actual Cost of Extending a Service to a Given Location** rather than on a less equitable average cost basis. Lower fees could be charged in close-in target infill areas which are less expensive to serve.
- G. Reduce plan check fees** when utilizing a pre-approved house plan, recognizing the lower cost of reviewing these plans.
- H. Waive or reduce infrastructure fees** (i.e., transportation impact fees) when infrastructure is already in place and adequate.
- I. Explore Ways to Expand the SACOG Community Design Program:** These funds can be used to provide infrastructure necessary to attract private investment in development projects.
- J. Leverage Funding:** Look for opportunities to leverage funding for projects that meet the goals of other agencies (such as SACOG) that have funding available for infill in its Community Design programs.

## **STRATEGY 6: CLEAN UP TOXICS/BROWNFIELDS**

“Brownfields” problems—having to do with toxic contamination of previously used sites—are common in older areas with reurbanization potential. The Collaborative recommends that local jurisdictions:

- A. Encourage Property Owners and Developers to Utilize the County’s Business Environmental Resources Commission (BERC)** for technical assistance in preparing brownfield sites for reurbanization.
- B. Offer assistance to BERC staff** to map toxics problems throughout the countywide area. Local agencies should prioritize infill sites for clean-up and re-use.
- C. Provide Low Interest Loans** to developers for site assessment and for toxic cleanup on key infill sites on the priority list.
- D. Conduct Cleanup Activities Directly:** The use of local jurisdiction resources and assistance is especially warranted in cases where groundwater is threatened, a property is severely blighted, or the reuse of the site would enhance “neighborhood completeness”.

*Supportive Text for these Agreements & Recommendations on the topic of Infill & Reurbanization can be found in Volume III.*

# ***Location of Development & Open Space***



Deer Creek Hills, East Sacramento County  
photo courtesy of **Sacramento Valley Conservatory**

*The Collaborative encourages the countywide area to engage in a broad-based and inclusive public discussion of the policy choices involved with decisions on the location of development and open space.*

## INTRODUCTION

The purpose of this section is to document the seven Recommendations supported by the Collaborative regarding the location and phasing of development and the location of open space.

To place the Recommendations in the appropriate context, it is important to note that there was little substantive agreement within the Collaborative on these issues. At the end of this document, the reader can find an overview of why reaching agreement was so challenging. For a fuller explanation of the Collaborative members' differing perspectives regarding the location and phasing of development and the location of permanent open space, the reader is referred to Volume IV: Staff Summary of Unresolved Issues.

The Collaborative encourages the countywide area to engage in a broad-based and inclusive public discussion of the policy choices involved with decisions on the location and phasing of development and the location of open space. The Collaborative's discussion as documented below can provide the framework and springboard for further dialogue in future venues.

The reader is encouraged to view this Recommendations and Agreements section and the section on the "location" issues in the Volume IV: Staff Summary of Unresolved Issues as companion pieces. A reading of both texts will provide the most comprehensive description of the discussions that occurred within the Collaborative on this topic.

### What Is At Issue?

All Sacramento countywide residents are affected by decisions about where we grow, how we grow, and what value we place on open space, agricultural viability and protection of natural resources. These are high-stakes land use decisions and greatly influence the future shape of our multi-modal transportation system.

To begin to address these issues, the Collaborative's hope was to find common ground on the following six questions:

- Where should future development physically occur in the county?

- What areas should be preserved as permanent open space?<sup>1</sup>
- How should future development be phased and should it be contiguous with existing development?
- What urban form should new development take?
- Is the resolution of the above questions best accomplished by regulation, through the market, or a combination of both?
- Who pays, who benefits, and how are the benefits and burdens distributed?

## COLLABORATIVE RECOMMENDATIONS AND AGREEMENTS

Despite the lack of consensus mentioned earlier, the Collaborative did reach agreement on the following seven items and recommends these actions to the area's elected officials:

1. **Baseline Agreement:** The Collaborative agrees that it is beneficial to target land for potential development and permanent open space.

Important questions of where, how and how much land would be developed and preserved as open space are issues for which the Collaborative could not agree. Through its discussions, the Collaborative developed three trial balloons for discussion purposes only that may provide useful information for future discussions on these topics. These trial balloons are described further in Volume IV: Staff Summary of Unresolved Issues , which documents the differing perspectives within the Collaborative.

2. **Linkage Between Land Use Location Issues and the Transportation System:** The Collaborative agrees that decisions regarding the location and phasing of development and location of open space have important

---

<sup>1</sup> *Definition of Open Space: In its July 2004 Progress Report, the Collaborative defined open space as that part of the countryside in its existing or restored state used for agriculture / ranching, ecological, aesthetic, historical or recreational purposes. Open space includes rangelands, woodlands, and urban greenbelt areas and cultivated agricultural lands.*

significance for the design of our future multi-modal transportation system and the attainment of clean air.

Knowing where we will grow, the likely timing of that growth, and where permanent open spaces will be located greatly influences the planning and programming decisions of our public transportation agencies. Public works projects often take ten or more years from conception to construction. If we are to have the necessary infrastructure in place when we need it – for all modes of transportation – transportation projects need to be in synch with the land use vision of the broader countywide community. When land use and transportation decisions complement each other, future development and accompanying new infrastructure can be more efficient and orderly.

- 3. Performance Outcomes:** Discussion and decisions on the location of development and the location of open space need to be based on multiple outcomes (see below) that the community wants to achieve, with the understanding that no one outcome is disregarded over another.

The Collaborative recommends that the outcomes listed below need to be viewed as a “package,” where no one outcome is disregarded over another. The Collaborative recommends that its core values of Social Equity, Economic Vitality, Environmental Protection and Safe, Healthy and Livable Communities be guiding principles for discussion and decisions regarding the location and phasing of development as well as the location of open space.

The Collaborative recommends that the following ten outcomes be integrated into the public discussion on the location and phasing of development and the location of open space (see Recommendation 4 on Inclusive Public Discussion). These following outcomes are not listed in any priority order.

- **Transportation and Air Quality Benefits:** Efficient land use patterns that benefit the air quality and the transportation system by reducing vehicle miles traveled and vehicle trips per capita.
- **Development of an Accessible, Multi-Modal Transportation System:** An overall system that links communities and economic activity centers, providing for the movement of goods, services and residents of all incomes.
- **Continuous Land Supply:** 20-25 year continuous supply of land for housing, jobs and public facilities, with a re-examination at 5-year intervals.

- **Compact Urban Form:** Urban forms of development promoting increased average densities, infill and reurbanization, mixed uses, and transit-oriented development.
- **Preservation of Open Space:** Conservation and permanent preservation of open space and natural resources.
- **Neighborhood and Corridor Revitalization:** Reinvestment, infill, and reurbanization in existing urbanized areas, especially economically distressed area.
- **Housing:** Adequate supply of housing opportunities and choices for all income levels and markets.
- **Orderly Phasing of Development:** Orderly build out of future development to optimize infrastructure efficiencies.
- **Urban Green Spaces, Parks and Open Space:** Programs to increase park and other public spaces as well as establish recreational and other open space corridors within or near urban population centers.
- **Certainty of Development for All Interests:** Meeting the co-equal objectives of economic vitality, environmental protection, social equity and safe, healthy and livable communities.

- 4. Inclusive Public Discussions:** The countywide area needs a broad-based and inclusive public discussion of the policy choices involved with decisions on the location and phasing of development and the location of open space. This broad-based dialogue would be designed for the general public, not limited to organized constituencies. To be successful, the public discussion would need to be accompanied by clear public information and education, and candid dialogue on the multiple outcomes that the community wants to achieve, as detailed in the recommendation immediately above.

Given the difficult challenge of forging agreements on the “location” issues, the Collaborative strongly recommends that the larger Sacramento countywide community needs to be engaged in an informed and candid public discussion of the key outcomes that the community wants to achieve. The Collaborative recommends that these public discussions focus on the ten outcomes identified in Recommendation #3 above. With a general public broad-based and inclusive discussion on these ten inter-related issues, there is a greater likelihood of resolution of these issues.



*All Sacramento countywide residents are affected by decisions about where we grow, how we grow, and what value we place on open space, agricultural viability, and protection of natural resources.*

There was a general sense in the Collaborative that the framing of these issues needs to be expanded beyond the environmental and business interests and perspectives.

In designing this broad-based and inclusive discussion of the general public, the Collaborative urges public agencies to refer to the Collaborative's Civic Engagement Agreements and Recommendations discussed on page 33 in this document.

- 5. Open Space Acquisition:** The Collaborative recommends that an open space program needs to include the actual acquisition of open space lands.

Along with the use of other tools such as local government zoning, the Collaborative recommends that programs be developed to establish open space lands through acquisition, on a fee title or conservation easement basis, for public or conservancy ownership. This kind of ownership of the land is one of the best ways to preserve land on a truly permanent basis for future generations. Efforts should be complementary with requirements of State and Federal agencies.

- 6. Urban Open Space, Recreation, Parks and Other Public Spaces:** Since residential densities will be increasing, the Collaborative recommends that public agencies develop programs to increase park and other public spaces as well as establish open space and recreational corridors within or closer to urban population centers

Urban open space provides places for residents to recreate and appreciate the natural environment without having to travel to the edges of the county. This is particularly important for lower income populations who may not be able to travel longer distances to outlying open spaces. As densities are increased, urban open space, recreation area, parks and other public spaces will become an increasingly valuable asset that will define the identity and character of our communities.

- 7. Broad Funding Base:** The programs and outcomes discussed in the Recommendations above require multiple sources of financial support.

Each of the Six Recommendations above requires financial support for implementation. Support from all quarters of the community is key to broadening the funding base for these programs. The development of this support can begin with the inclusive public discussions and dialogue as

described in Recommendation Four above. As the general public becomes more familiar with these issues and needed outcomes, there is a greater likelihood of the public providing financial support for these efforts.

## WHY THE COLLABORATIVE DID NOT REACH AGREEMENT ON THESE ISSUES

The following material provides a brief overview of why reaching agreement was so challenging. Understanding these issues can provide the context for the continuation of the dialogue and discussion in future venues.

For a fuller explanation of the Collaborative members' different view points regarding the location and phasing of development and the location of permanent open space the reader is referred to Volume IV: Staff Summary of Unresolved Issues. The reader is encouraged to view the Recommendations and Agreements section and the section on the "location" issues in the Volume IV: Staff Summary of Unresolved Issues as companion pieces. A reading of both texts will provide the most comprehensive description of the discussions that occurred in the Collaborative on this topic.

### Context: Hard and Soft Edges

To begin to address the questions posed on the first page of this section, the Collaborative developed the concepts of the "hard" and "soft" edges.

The "hard" edge refers to "location" decisions that would involve firm and clear countywide policies that identify land areas planned for future development and land areas identified as permanent open space. The Collaborative named this concept the "hard edge" as discussions often centered on how to create --- either through regulation or an evolving market --- a permanent urban edge to long-term development. Collaborative participants often described the "hard edge" as similar to the County of Sacramento's Urban Service Boundary, but applying to all countywide areas.<sup>2</sup>

---

<sup>2,3</sup> *Urban Service Boundary (USB) and Urban Policy Area (UPA): The County of Sacramento's USB and UPA are County policies and therefore the incorporated cities are not bound by these policies.*

The "soft edge" refers to policies to develop a system for maintaining a continuous 20-25 year countywide supply of developable land for the provision of housing, jobs and public uses within the Sacramento countywide area. This land supply would include a combination of greenfields, infill sites and areas with reurbanization opportunities. Since areas for potential future development could expand or contract based on such factors as current and future demand for housing, the Collaborative named this concept the "soft edge." Collaborative participants often described the "soft edge" as similar to the County of Sacramento's Urban Policy Area (UPA), but applying to all countywide areas.<sup>3</sup>

Conceptually, the hard and soft edges are part of an integrated and reinforcing system, where the hard edge provides clear and certain direction on where development would or would likely occur over the long term (e.g. 2050), and the soft edge provides for the orderly progression of growth over that same time period eventually toward, but not beyond, the hard edge.

### Understanding the Different Viewpoints

With the exception of the topic of Urban Form,<sup>4</sup> the Collaborative was unable to reach agreement on the answers to the questions relating to the hard and soft edges. (See page 1 of this section for the questions.) Although many participants had differing views on these "location" issues, nowhere were perspectives more different than between the Business Interest Group and the Environmental Interest Group. These perspectives are rooted in each of the group's basic underlying interests and needs, and therefore finding common ground was elusive.

The business and environmental group, in addition to others in the Collaborative, agreed that policy resolution within the Collaborative on such important topics as transportation, air quality, land use and funding needed to be part of a linked and integrated overall agreement on the "location" issues, as partially explained in the following two paragraphs.

---

<sup>4</sup> *Urban Form: For the Collaborative's Agreements and Recommendations on Urban Form please see page 5. Urban Form describes the physical shape of our communities: how they are designed and structured, where development occurs, what types of development are likely to be built, what types of public and green spaces are available, the density of residential areas, the level of mixed use, and other physical attributes.*

For example, the environmental group required more certainty on permanent open space with clear demarcations on land available for future development (hard edge) and more significant emphasis on infill and redevelopment before considering certain regional road projects. The environmentalists wanted support for a hard edge system similar to the County's adopted Urban Service Boundary, only applying countywide.

The business group required more certainty on road projects as well as more certainty on the ability to obtain the timely approval of projects consistent with adopted local land use policies to consider moving forward on the location of open space and development issues. For example, the business group views such road projects as the connector between Elk Grove - Rancho Cordova - Folsom and widening certain existing arterial corridors between Highway 50 and 80 as key to their interests.

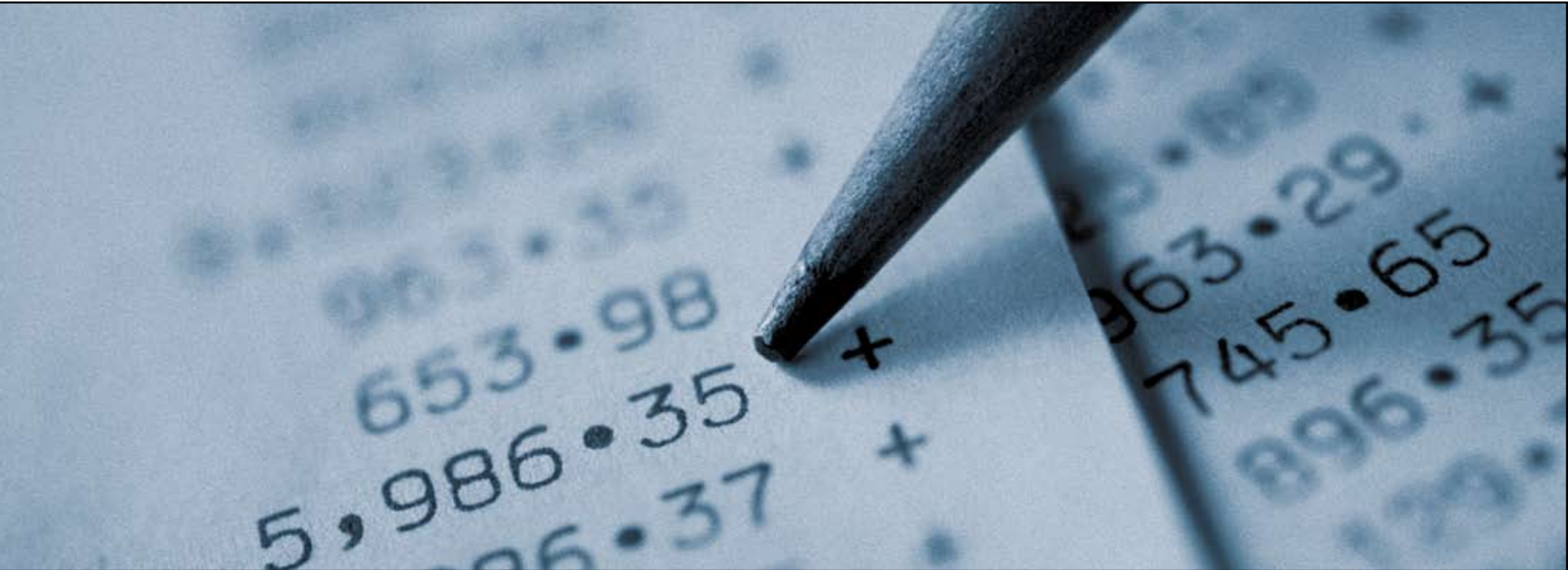
Without traction on the land use issues involving the location of development and the location of permanent open space, resolution on such topics as transportation, air quality and funding became challenging.

And, since the Collaborative required agreement among all five interest groups to recommend policies to the elected governing boards, the strongly differing perspectives between the Business and Environmental Groups on these "location" issues led the Collaborative to question how it could productively move forward. The inability to find common ground on the "location" issues tied the Collaborative in a knot.

It is important to note that the Community Interest Group and the Local Community Participants strongly expressed that they would have wanted more involvement in and influence upon the discussions between the representatives of business and environmental participants on the "location" issues. Initially, the discussions on the hard and soft edges were primarily between the environmental and business representatives, thinking that if these two groups could tentatively support some general agreements-in-principle on the location issues, we would then have a more solid starting place to design a broader and more specific agreement inclusive of all the interests. In hindsight, integrating a broader group of stakeholders earlier in the process might have been the best way to approach these long-standing tensions between the environmental and business communities.



*Urban open space provides places for residents to recreate and appreciate the natural environment without having to travel to the edges of the county.*



*In order to adequately address the long-term transportation and air quality needs of the Sacramento countywide area, additional revenues are needed. Given the size of the revenue needs, the funds will have to come from multiple sources.*

## INTRODUCTION

In order to adequately address the long-term transportation and air quality needs of the Sacramento countywide area, additional revenues are needed.

- With respect to the transportation system, funding deficits are projected for construction, maintenance, and operation of every mode of transportation;
- With respect to air quality, significant new funding is required to achieve the new 8-hour ozone standard by 2018<sup>1</sup>; and,
- Revenues are needed to implement the Land Use Agreements and Recommendations of this document, which are consistent with and supportive of SACOG's Blueprint Growth Principles.

Given the size of the revenue needs, the funds will have to come from multiple sources.

The focus of this funding agreement is twelve separate funding mechanisms/ programs (tools) that form a "toolbox" to fund long-term transportation, air quality, and related programs in the Sacramento countywide area and the region.

- A key factor in defining the scope of the funding strategy is that the investment required for the transportation system could vary greatly depending on the kind and location of growth, as demonstrated by SACOG Blueprint studies.
- Inclusion of a specific tool within this toolkit does not necessarily represent unequivocal support amongst all participants in the Collaborative for that tool; however, all participants recognized that a combination of new funding streams will be necessary to close the gaps between available revenues and priority needs.
- Not every funding source is appropriate in every application. Some funding tools might be used multiple times in the years and decades to come, and others might not ever be needed or supported.
- Funding increases should be implemented in small phases and in the context of mechanisms that provide accountability in terms of implementation.

- These twelve mechanisms could be implemented on geographic scales ranging from a single neighborhood or commercial district to a multi-county area that would include the Sacramento countywide area.
- The tools in this toolbox are not an exhaustive list of all possible funding sources.
- Some of these sources are more likely to be practical in the near-term while others are more likely to be applied in the long-term.

### List of Funding Tools

Public agencies and other interested parties should strongly consider the following tools when pursuing new revenues for priority programs and projects

Use Fuel Sales Tax Revenues for Transportation Purposes (Proposition 42)

Obtain a Greater Share of Federal & State Funding

Increase the DMV Air Quality Surcharge

Increase the Gas Tax for Local Transportation Improvements

Provide an Expanded Menu of Parcel-Based Assessment Programs

Implement an Additional Sales Tax Increment

Implement a Vehicle Miles Traveled (VMT) Surcharge

Implement New Vehicle Weight Fees

Implement Tolling on New Facilities

Implement Parking Districts

Implement a Real Estate Title Transfer Fee

Implement a DMV Transportation Surcharge

<sup>1</sup> The exact level of need is not known at this time. See page 32.

Funding mechanisms have intended and unintended impacts other than simply providing sufficient revenues for priority programs. Funding mechanisms have impacts on individuals. Some more than others are typically considered “regressive” and have greater impacts on lower-income users of the transportation system. Also, many funding mechanisms tend to influence the decisions of individuals by providing financial incentives and disincentives.

In reaching this agreement these considerations were acknowledged, but the purpose of this toolkit is to provide a series of funding mechanisms that should be considered by public agencies and other interested parties when pursuing new revenues for priority programs and projects.

## FUNDING GOALS

The following goals are designed to produce an optimum funding strategy--funding that is adequate, equitable and sustainable -- for the Sacramento countywide area.

- a. Recognition that the present level of transportation funding is insufficient to meet current needs.
- b. Increased efficiencies and accountability in all transportation and air quality programs.
- c. Generation of significant revenues – either from existing funding sources or new funding mechanisms – to fund priority programs, including air quality improvement and other non-transportation related elements.
- d. Generation of revenues from future transportation funding programs based as much as possible on system use – including roads - and promoting fairness in terms of who pays (e.g., the application of user fees that directly relate to the cost of providing service). In recognition of the disproportionate impact of costs to low-income residents, lifeline transit services, with acceptable productivity standards, are an exception to this funding goal.
- e. Recognition that transportation investments should lead to improvements both in the transportation system as well as the local communities where they occur. Improvements to local communities could include items such as economic development, mobility and/or air quality improvements.



*The focus of this funding agreement is twelve separate funding mechanisms/programs (tools) that form a “toolbox” to fund long-term transportation, air quality, and related programs in the Sacramento countywide area and the region.*

- f. Where transportation pricing (e.g., tolling, vehicle miles traveled surcharge, parking charges, etc.) is applied in the future, consideration for using portions of the revenues for construction (e.g., including debt service), maintenance, operations, future expansion of the facility being priced, and mitigation measures identified during the CEQA process.
- g. Preservation and maintenance costs of the transportation system spread across existing and new system users; new development assuming costs of system expansion relative to its impact on the need for new facilities and services.

- Establish a sunset clause that acknowledges that revenues will decline over time as air quality attainment is reached.
- Collect through DMV fees for Sacramento County, and dedicate to air quality measure uses.
- Consider surcharge that varies, by type of vehicle, based on level of emissions.

## SUMMARY OF FUNDING TOOLKIT GOALS & RECOMMENDATIONS

### Use Fuel Sales Tax Revenues for Transportation Purposes (Proposition 42)

#### **Program Goal: Support increased restrictions on the ability to use funds derived from the use sales tax on gas for other than transportation purposes.**

- Support a “smaller loophole” provision for the State Legislature and the Governor.

### Obtain a Greater Share of Federal & State Funding

#### **Program Goal: Pursue measures allowing the region to obtain a greater share of Federal and State funding to be used for high priority transportation, air quality, or land use projects.**

- Develop a regional program that identifies priority projects for Federal discretionary funds while maintaining flexibility for local jurisdictions to continue their individual efforts to fund local projects.
- Develop regional support for a request to Federal legislators to increase the minimum guarantee of return on transportation funds to individual states to 95 percent.

### Increase the DMV Air Quality Surcharge

#### **Program Goal: Support an increase in the \$6 DMV air quality surcharge for Sacramento County to fund needed air quality measures as identified in the State Implementation Plan (SIP).**

### Increase the Gas Tax for Local Transportation Improvements

#### **Program Goal #1: Support local incremental increases in the State gas tax.**

- Implement measures at either the countywide or multi-county level, allowing local control of expenditures, and support necessary State legislation.
- Implement increases in small 3 or 4-cent increments.
- Identify the programs and/or projects that will be funded by the increase via an expenditure plan.

#### **Program Goal #2: Support mechanisms to adjust Federal and State gas tax levels to keep up with increasing program needs.**

- Explore indexing and other alternatives that allow for the Federal and Statewide gas taxes to keep up with needs.

### Provide an Expanded Menu of Parcel-Based Assessment Programs

#### **Program Goal: Pursue expanded use of parcel-based assessments.**

- Develop a menu-based system for businesses and residences to consider for a range of transportation programs/services including increased road maintenance, transit shuttles, pedestrian and bicycle facilities, etc.

### Implement an Additional Sales Tax Increment

**Program Goal: Pursue an increase in the local sales tax to be used for eligible projects and programs as identified in the expenditure plan.**

- Develop a Sacramento countywide measure that would be part of a multi-county program.
- Develop a measure that would increase Sacramento County's sales tax by no more than ¼ cent.

### Implement a Vehicle Miles Traveled (VMT) Surcharge

**Program Goal: Support implementation of a VMT surcharge on a statewide basis to be used for any eligible transportation, air quality or land use project or program identified in the expenditure plan.**

- Collect through a DMV vehicle registration surcharge, at the pump, or by some other means.
- If the surcharge is applied through DMV registrations, consider a low fee (1 cent per mile annually, about \$100 for the first 10,000 miles traveled) that increases in a stepped fashion as mileage increases.
- Consider linking to an emissions surcharge.

### Implement New Vehicle Weight Fees

**Program Goal: Pursue new weight-based fees for vehicles.**

- Develop a new fee for non-commercial vehicles initially.
- Develop an increase in the commercial weight fees at a later time.
- Use the revenues for road maintenance.

### Implement Tolling on New Facilities

**Program Goal: Support limited application of tolling and High Occupancy Toll (HOT) lanes, initially as pilot projects.**

- Support adoption of a "Pricing First" policy in the region for new facilities.
- Provide alternative modes in the corridor so there is an option to the toll.
- Use funds to pay for facility construction/operation as well as the provision of alternative modes in the corridor.
- Facilities to consider for pricing include State highways, new routes, river crossings, and major arterials.

### Implement Parking Districts<sup>2</sup>

**Program Goal: Support limited application of parking districts, initially as pilot projects.**

- Identify commercial districts that would provide enhanced transit and pedestrian facilities. Support reduced parking standards and implementation of parking charges initially for on-street parking and in public parking facilities.
- Use revenues to pay for parking facilities, pedestrian or bicycle facilities, street lighting, and enhanced transit service.

### Implement a Real Estate Title Transfer Fee<sup>3</sup>

**Program Goal: Pursue a real estate title transfer fee for transportation purposes including enhanced road maintenance.**

- Develop a multi-county measure.
- Use the revenues for road maintenance.

---

<sup>2</sup> The term district refers to a geographic area that might have specific parking policies, not a legally created "special district."

<sup>3</sup> Real Estate Title Transfer Fees were considered a low priority in comparison to the other 11 funding sources.

## Implement a DMV Transportation Surcharge

### **Program Goal: Support implementation of a DMV surcharge for transportation purposes.**

- Support state legislation that would allow the Sacramento Transportation Authority to implement a per vehicle surcharge.

### **CONTEXT**

Transportation revenues have historically lagged the growth in population, congestion, vehicle miles traveled and personal income in California. The relative purchasing power (i.e., the value when adjusted for inflation) of state gas tax revenues has actually declined since 1970. Only since the advent of local transportation sales taxes have statewide transportation revenues in California been above the 1970 purchasing level (i.e., about 20% above the 1970 level). From 1972 to 1996, real spending on roads and highways in the U.S. increased by approximately 28 percent. By comparison, the number of vehicle miles traveled in California has increased by 170% in relative terms since 1970. In 2001, 45 of the 50 states in the U.S. had higher gas tax revenues per capita than California (\$92.90 per capita annually).

- a. Many transportation funding programs have restrictions over their use, despite attempts to make these programs more flexible. For instance, the State Constitution prohibits the use of funds generated from the state gas tax for transit operations and maintenance.
- b. A large share of transportation funding now goes to operate and maintain the existing transportation system (i.e. road maintenance, transit operations and maintenance). SACOG's long-range plan calls for approximately half of the region's \$14.4 billion in transportation spending planned through the year 2025 to be used for the operation and maintenance of the existing system.

As a result of the decline in spending, significant maintenance backlogs or deficiencies for roadway, transit, pedestrian, bicycle, and ADA facilities have developed. Examples of the scale of the backlogs are provided below. These illustrations only begin to hint at the true backlogs, as they do not cover all transportation systems or all jurisdictions.

- a. There is a significant backlog in road maintenance that grows every year, as available funds do not meet the needs, according to local jurisdictions in the Sacramento countywide area. Based on Pavement Management Systems maintained by the local agencies, there is a current maintenance backlog of approximately \$300 million and an annual funding shortfall approaching \$100 million: over \$2 billion through the life of the MTP.
- b. There is a significant backlog in transit system preservation (i.e., replacement of the bus and light rail vehicle fleet, reconstruction of the light rail track, and rehabilitation of maintenance facilities) that grows every year as available funds fail to meet existing needs. Regional Transit estimates a funding shortfall of approximately \$115 million through 2015.
- c. Significant new funding is required to achieve the new 8-hour ozone standard by 2018.<sup>4</sup>
- d. The County of Sacramento's Draft Pedestrian Master Plan alone identifies nearly \$400 million in pedestrian infrastructure needs, and that is only for the unincorporated area.

Again, these figures are intended to illustrate examples of the problem.

---

<sup>4</sup> *The exact level of need is not known at this time. See page 32.*

## SUMMARY

The funding mechanisms with the highest revenue potential include:

- The use of all fuel sales tax revenues for transportation purposes (implementation of Prop. 42),
- An increase in the gas tax for local transportation improvements,
- An increase in the sales tax,
- Tolling on new facilities, and
- An increase in the DMV air quality surcharge.

The remaining funding mechanisms are expected to generate low to moderate levels of new revenues. A summary of each of the twelve funding programs is provided in the following table.

For mechanisms where it is proposed that new funds could be used for “transportation” projects, the intent is that the funds could be applied to a broad range of motorized and non-motorized programs (i.e., including eligible capital costs as well as operating and maintenance costs).

Summary of Funding Toolbox	
FUNDING MECHANISM	RANGE OF REVENUE GENERATED
<b>Support for On-Going Efforts and Initiatives</b>	
Use Fuel Sales Tax Revenues for Transportation Purposes (Proposition 42)	Greater than \$50 million annually
Obtain a Greater Share of Federal & State Funding	\$5-10 million annually
<b>Expansion of Existing Programs</b>	
Increase the DMV Air Quality Surcharge	\$20-50 million annually
Increase the Gas Tax for Local Transportation Improvements	Greater than \$50 million annually
Provided an Expanded Menu of Parcel-Based Assessment Programs	\$5-10 million annually
Implement an Additional Sales Tax Increment	Greater than \$50 million annually
<b>New Initiatives</b>	
Implement a Vehicle Miles Traveled (VMT) Surcharge	\$1-10 million annually
Implement a new Vehicle Weight Fee	\$1-10 million annually
Implement Tolling on New Facilities	Greater than \$50 million annually
Implement Parking Districts	\$1-10 million annually
Implement a Real Estate Title Transfer Fee	\$1-10 million annually
Implement a DMV Transportation Surcharge	\$5-10 million annually

Supportive Text for these Agreements & Recommendations on the topic of Funding can be found in Volume III.

## FUNDING NEEDS FOR AIR QUALITY PROGRAMS

### Attaining the 8-Hour Ozone Standard

Technology in and of itself will not allow this region to reach attainment of the health-based 8-hour air quality standard by the designated attainment date. In addition to technological advances, attaining, and maintaining, air quality standards will require four areas of emphasis:

- Incentive-based voluntary programs that require significant subsidy;
- Regulatory programs;
- Provision of more transportation choices; and,
- Public awareness including providing information to support informed choices.

This 4-pronged approach applies not only to achieving the 8-hour ozone standard, but other future standards that might be developed for ozone or other pollutants.

The Collaborative agrees that significant new funding is required to achieve the new 8-hour ozone standard by 2018. The exact level of need is not known at this time<sup>5</sup>. This funding deficit is based upon agreement that the following key elements represent the necessary strategy for achieving the 8-hour standard:

- The focus must be on strategies which reduce overall vehicle emissions;
- The plan for attainment must rely heavily on voluntary, incentive-based measures;
- The amount of funding required to reach attainment of air quality standards may vary depending on the kind and location of growth;

---

<sup>5</sup> *The Sacramento Air Quality Management District currently administers a voluntary, incentive-based program to reduce NOx emissions. Based on the cost-per-ton of NOx emission reductions under the current voluntary, incentive-based programs, and assuming today's conditions would continue, the Air District estimates that it would cost between \$100 million and \$300 million to reduce NOx emissions by 16 daily tons and between \$400 million and \$600 million to reduce NOx emissions by 24 daily tons. The Collaborative did not analyze or fully discuss these numbers.*

- Funding for air quality improvements should continue to be allocated to implementing the most cost-effective measures;
- Periodic review of progress towards attainment, and review of rules, strategies, and programs, with mid-course adjustments being made if necessary, to ensure that attainment is achieved as quickly and as cost effectively as possible.

### Public Awareness Measures

Public awareness of the current air quality challenges, and impacts to public health, must be maintained at a high level. Choices for individual action represent a necessary, cost-effective complement to other air quality improvement strategies. The following public awareness and information programs are relatively inexpensive, and cost effective, when compared to the costs of providing incentives, and the public and private costs of regulation.

- The Spare the Air Program is an effective public communication tool that should be funded and enhanced. An important component of the Spare the Air Program is encouraging employers to provide employees with incentives to use public transit services and/or "work at home" on Spare the Air days.
- Expanding the availability of real time traffic information, and improving tools to access it, is strongly supported.

# ***Civic Engagement as the Way of Doing Business***

*Transportation, Air Quality and Related Land Use Public Decision-Making*



Deliberation among the Collaborative's Local Community Participants.

*Civic Engagement is a process by which public concerns, needs, and values become integral to governmental decision-making.*

## INTRODUCTION

*Civic engagement can inspire cultural change by viewing people as the source of sustainable, enhanced quality of life, not as a resource for it, and by constantly acknowledging their contributions.*

Communities prosper when people are involved and work together to create a high quality of life that they want to sustain and continually improve. Civic Engagement is a process by which public concerns, needs, and values become integral to governmental decision-making. Civic Engagement allows for ongoing communication, dialogue and mutual problem solving among and between the citizenry, constituencies and government, with the overall goal of better, publicly supported decisions. As a result, a sense of ownership in the decision can develop among a large and diverse group of people that will aid in the smooth implementation of the policy or action.

For a civic engagement culture to grow and prosper, policy makers and the public must acknowledge their mutual responsibilities and commitment to developing and implementing community decisions.

**GOAL: Improve the outcomes of transportation, air quality and related land use planning processes and decision-making through broad and inclusive civic engagement.**

## OBJECTIVES

- Make civic engagement fundamental to public decision-making.
- Use civic engagement processes to integrate the values of social equity, economic vitality, environmental protection and livable communities into public policy and project decision-making.
- Provide ongoing education and information to the public to support broader understanding of and participation in community policy development, as well as to provide opportunities for shaping the outcome of specific projects.
- Foster responsibility among all affected parties, including both private and public entities, to contribute to and honor the civic engagement process.

## CIVIC ENGAGEMENT RECOMMENDATIONS FOR POLICY MAKERS

To achieve the above goals and objectives, the Collaborative therefore recommends that policy makers implement the following five actions:

### 1. DESIGN & COMMUNICATE TO THE PUBLIC A CIVIC ENGAGEMENT PLAN THAT:

- Considers the interests and needs of all potential stakeholders
- Includes all affected parties in the plan design process
- Describes all participants' roles in decision-making
- Provides clear process and outcome objectives
- Identifies a schedule with specific decision points
- Communicates promptly the results and mitigations

Public agencies should consider the following questions when designing a civic engagement process:

**What do we want the input for?** The public should have a clear understanding of the reasons they are being asked to participate and how their participation will contribute to decision-making.

**Who do we need to involve?** Which residents, individuals, civic groups, and constituencies should be included and why? Those who could be impacted (directly or indirectly) by the decision (including those residing in neighboring jurisdictions) are all considered stakeholders.

**How will outreach be accomplished?** Different forms of communication serve different functions, and thought should be given to what specific means will be used to promote civic engagement. How will notification occur, including location and timing of meetings? Care should be taken not to limit notification to those known to be interested parties. Specific outreach should be directed to engage groups that may be underserved or may have cultural and/or language reasons for their reluctance to participate.

**When will steps in the process occur?** What is the project schedule? When must decisions be made? When and how does civic engagement occur? How will results be communicated back to the public?

**When should a civic engagement process be initiated?** When we answer yes to any of the following questions: Will the decision have a significant impact on the community? Will some segment(s) of the population be affected more than others? Are there particular burdens and benefits to one group of people over another? Is the subject already controversial? Is public support necessary for implementation?

**2. ENCOURAGE THE PUBLIC TO RECOGNIZE AND EMBRACE THEIR RESPONSIBILITY TO BE ALERT, INFORMED AND WILLING TO PARTICIPATE BY PROVIDING EDUCATION, INFORMATION AND OPPORTUNITIES FOR PUBLIC DIALOGUE THAT SUPPORT EFFECTIVE AND MEANINGFUL PARTICIPATION**

A civic engagement process seeks out the opinions and values of all potentially impacted stakeholders. An effective civic engagement process must include, from its very inception, a thorough public education and information program. People need information and education in order to participate in the public dialogue and provide *meaningful* input. A civic engagement effort goes beyond education and public information.

The public has both an opportunity and a responsibility to engage. The “public” can include groups and individuals, the private sector, current and future residents, schools, churches, business districts, etc.

**Examples of Supporting Practices**

**Provide citizen education:** Civic engagement is an ongoing communication, dialogue and problem-solving process among and between involved parties and public agencies. To meet the challenges of future growth in our region requires an informed citizenry. Citizens need education on how the issues of air quality, land use and economic vitality are interrelated to the countywide transportation system that we all share. People also need education and information about how the policy direction may affect or impact them.

**Provide technical assistance:** Provide technical assistance to help communities understand and evaluate options and the impacts of proposed transportation, air quality and land use policies, plans and projects.

**Explain complementary decisions** being made in other public arenas and venues.

**3. SEEK OUT AND FACILITATE THE PARTICIPATION OF THE WIDEST AUDIENCE OF THOSE POTENTIALLY AFFECTED, WITH SPECIAL ATTENTION TO UNDERSERVED POPULATIONS**

**Examples of Supporting Practices**

**Utilize innovative approaches for public notification and engagement:** Utilize new technologies and multiple means of notifying the public regarding agenda items, comment deadlines, project RFQs and upcoming public forums and hearings, beyond the typical newspaper notices. Improved, user-friendly methods of inclusive notification and outreach, public education and civic engagement will increase the level of civic participation and encourage broader participation in the decision making process, with a greater likelihood that the needs of the community will be identified and met. Utilize innovative approaches, methods and technologies that are geared towards the target audience. Re-evaluate effectiveness of the civic engagement tools on a regular basis.

**Solicit public input through multiple venues and approaches:** Offer creative methods to supplement public forums and hearings. Take advantage of a variety of communication, visualization, mapping and decision support tools. Determine how to engage those who are currently uninvolved yet have a direct stake in the decision at hand.

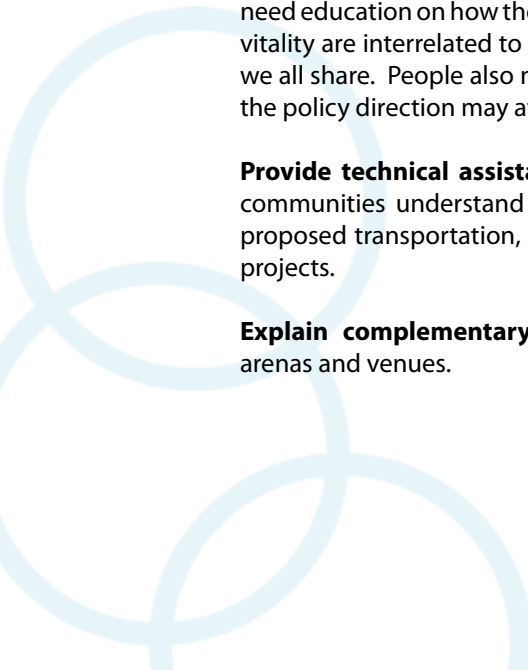
**Build in reasonable timeframes** for interested parties to react and participate.

**Provide user friendly, linguistically and culturally appropriate, and physically and programmatically accessible information, locations and facilities, methods and approaches to involve our area’s underserved populations.** Additional support should include childcare, flexible meeting times, and availability of transportation to and from sites.

**4. INVOLVE THE PUBLIC IN THE PROCESS FROM EARLIEST CONCEPTUAL STAGE THROUGH IMPLEMENTATION**

**Examples of Supporting Practices**

**Seek out and engage community and neighborhood interests** affected by transportation, land use and air quality planning decisions. The public should be engaged from the earliest stages, including



identifying the purpose and need for a civic engagement plan and public education program, through developing a range of potential solutions and the implementation phases of specific policies or actions.

**Explain the context for the decision-making process.** Ensure participants understand their current and possible future roles in the civic engagement process. They should also be aware of decisions previously made and encouraged to honor those processes. For example, adoption of a master plan (e.g. MTP, General Plan) contains policies to guide subsequent decisions.

**5. PROVIDE PARTICIPANTS WITH FOLLOW-UP INFORMATION ON HOW THEIR ENGAGEMENT AFFECTED THE DECISION, INCLUDING FOLLOW THROUGH ON ACCOUNTABILITY FOR PROMISED OUTCOMES**

**Examples of Supporting Practices**

**Establish a process for providing feedback** to the public regarding how the outcome was influenced by their input and requests.

**Provide transparency in decision-making:** If decisions are made contrary to goals, visions or priorities previously expressed, or if one of multiple conflicting factors is given more weight than another, the reasons should be articulated explicitly, analogous to a CEQA statement of overriding considerations. This may be particularly important where issues of social equity or mode choice are involved.

**Provide post-approval information:** After the civic engagement process has concluded, the community will have a continued interest in tracking policy implementation and project construction. Mechanisms should be developed to facilitate that follow-up (e.g. clearly identify and disseminate decisions, agreements, conditions, mitigation measures, notices of completion and other project details on a website as well as through other publicly available and accessible venues). Civic engagement stands or falls on how effectively the results and mitigations are communicated to the community.

Civic engagement will inspire cultural change to the extent that the community views the process as open, timely and thorough, and the follow through and feedback as comprehensive and complete.

Civic Engagement Resources
International Association for Public Participation: <a href="http://www.iap2.org">www.iap2.org</a>
SACOG Community Input Plan: <a href="http://www.sacog.org/involved/communityinputplan.pdf">http://www.sacog.org/involved/communityinputplan.pdf</a> (This plan is used as a guide to develop individual plans for SACOG projects.)
Federal Highway Administration Public Involvement Techniques for Transportation Decision-Making: <a href="http://www.fhwa.dot.gov/reports/pittd/cover.htm">http://www.fhwa.dot.gov/reports/pittd/cover.htm</a>
EPA Public Involvement: <a href="http://www.epa.gov/correctiveaction/pubinvol.htm">http://www.epa.gov/correctiveaction/pubinvol.htm</a>
National Park Service Community Toolbox: <a href="http://www.nps.gov/phso/rtcatoolbox/">http://www.nps.gov/phso/rtcatoolbox/</a>
Atlanta Regional Commission Quality Growth Toolkit, Effective Public Involvement in the Community Planning Process: <a href="http://www.atlantaregional.com/communitybuilding/public_involvement.pps">http://www.atlantaregional.com/communitybuilding/public_involvement.pps</a>
Institute for Participatory Management & Planning: <a href="http://www.consentbuilding.com/">http://www.consentbuilding.com/</a>

## **PARTICIPANT STAKEHOLDERS – PAST & PRESENT 2001 through 2005**

The following list represents those citizens from a diversity of communities within the Sacramento countywide area who gave generously of their time, energy, and talents over the course of the life of the Collaborative. This list is distinct from those who have endorsed the contents of the Agreements & Recommendations (Volume I) – see pages iii-iv for the list of endorsers.

### **Business Interest Group**

#### *Building Industry Association*

Bruce Houdesheldt  
Jim Ray, Jr.  
Dennis Rogers

#### *Metro Chamber*

David Aladjem  
David Butler  
Darin Gale  
Dave Mason

#### *Citrus Heights Chamber*

Robert Grande

#### *Elk Grove Chamber*

John Stoppelmann

#### *Rancho Cordova Chamber*

Tim Murphy

#### *Carmichael Chamber*

John Roach

#### *North Sacramento Chamber*

Franklin Burris

#### *Asian Chamber*

Deborah Muramoto

#### *Black Chamber*

Clarence Williams

#### *Downtown Partnership*

Ken Wemmer

#### *Sacramento Alliance for Jobs*

Joseph Cruz

#### *Sacramento Area Realtors*

Linda K. Bennett

#### *Transportation Mgmt Assn.*

Rhonda Abell

### **Community Interest Group**

#### *African-American Community:*

Carol Borden  
Grantland Johnson

#### *Asian Pacific-Islanders:*

Bernadette Chiang  
Judy Fong-Heary

#### *Disability Community:*

Michael Barnbaum  
Charlotte Carroll (In Memoriam)

Warren Cushman

Lisa Seley

Barbara Stanton

Amor Taylor

#### *Latino Community*

Efren Gutierrez

Michael Orosco

#### *League of Women Voters*

Rick Bettis

Terry Maxwell

Muriel Strand

Laura Svendsgaard

#### *Paratransit*

Linda Deavens

Bill Durant

#### *Sacramento Housing Alliance*

Rachel Iskow

Lisa Noling

Greg Sparks

Sarah Steinheimer

#### *Sac. Transportation Equity Network*

Alan Hirsch

Kenneth Watkins

#### *Youth*

Edye Kuyper  
Howard Lawrence  
Amanda Manning  
Peter Tateishi

#### *Seniors*

Barney Donnelly  
Bettie Howell

#### *No Way L.A.*

John Gudebski  
Ann Kohl

### **Environmental Interest Group**

#### *American Lung Association*

Jan Sharpless  
Earl Withycombe

#### *Environmental Council of Sacramento.*

David Mogavero

#### *Sacramento Area Bicycle Advocates*

Lea Brooks  
Walt Seifert

#### *Sacramento Open Space*

Carolyn A. Baker  
Christopher Tooker

#### *Sierra Club*

Jim Baetge  
Vicki Lee

#### *WalkSacramento*

Anne Geraghty  
Peter Jacobsen  
Julia Lave Johnston

### **Government Interest Group**

#### *Caltrans*

Kome Ajise  
Katie Eastham  
Wayne Lewis

#### *City of Citrus Heights*

Brad Baxter  
Diane Nakano  
Mary Poole  
David Wheaton

#### *City of Elk Grove*

Christine Crawford  
Michael Kashiwagi  
Bob Lee  
Diane Nguyen

#### *City of Folsom*

Tom Garcia

#### *City of Rancho Cordova*

Paul Junker  
Pam Speciale

#### *City of Sacramento*

Azadeh Doherty  
Fran Halbakken  
Stephen Peterson

Gary Stonehouse

#### *County of Sacramento*

Tom Hutchings  
Leighann Moffitt

Michael Penrose

Robert Sherry

Dan Shoeman

Tom Zlotkowski

#### *Regional Transit*

Azadeh Doherty  
Dr. Beverly Scott

Doug Wentworth

Mike Wiley

#### *Sacramento Metropolitan Air Quality*

#### *Management District*

Larry Greene

Jim Jester

Ron Maertz

Art Smith

Karen Wilson

#### *Sacramento Transportation Authority*

Brian Williams

#### *Sacramento Area Council of*

#### *Governments (SACOG)*

Pete Hathaway

Ken Hough

Nancy Kays

**Local Community Participants**

*City of Citrus Heights*

Andy Borovansky  
David Briggs  
Dawn Cryer  
Jane Daly

*City of Elk Grove*

Garry Gerick (In Memoriam)  
Darren Suen

*City of Folsom*

Robert Holderness  
Patrick Maxfield

*City of Rancho Cordova*

Nancy Bui  
Dennis Dunn  
Evie Tucker

*City of Sacramento*

Rick Bettis  
Margaret Buss  
John Floyd  
Angela Torrens  
Bud Aungst  
Larry Johnson  
Shirley Johnson  
Trina Whitney  
Elaine Williams  
Don Levy  
Carolyn Meyer  
Tim Sandoval

*Sacramento County*

Pamela May  
Don Payette (In Memorium)  
Curtis Banks  
Jackie Boor  
Mary Brill  
Ruth Ann Rose  
Tim Cahill  
Julie Nauman  
Dr. Larry Masuoka  
Dr. Frank Hollingshead  
Bob Crawford

Gary Cortopassi  
Sarah Johnson  
Sheryl (Sherri) Stuckey

**Other Interest Groups**

*County Taxpayers League*

Carl Burton

*Sacramento County Farm Bureau & Amador, El Dorado, Sacramento*

*Cattlemen's Association*

Stan Van Vleck

**Staff & Consultants**

Cheryl Creson, Director 2001-2003

Matt Boyer, Director 2004-2005

Scot Mende, Deputy Director

Katie Eastham, Project Staff

Bonnie Feldman, Executive Secretary 2001-2003

Shelly Cristiani, Executive Secretary 2003-2004

Susan Sherry, Center for Collaborative Policy, Sacramento State

Sue Woods, Center for Collaborative Policy, Sacramento State

Steve Brown, Fehr & Peers

Bob Grandy, Fehr & Peers

John Long, DKS Associates

Tom Hutchings, Consultant