



REPORT TO COUNCIL City of Sacramento

915 I Street, Sacramento, CA 95814-2604
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STAFF REPORT
January 16, 2007

Honorable Mayor and
Members of the City Council

Title: Update of the 1985 American River Parkway Plan

Location/Council District: Citywide

Recommendation: Adopt a **Resolution:** 1) directing staff to proceed with the preparation of an Environmental Impact Report (EIR) under the California Environmental Quality Act (CEQA); and 2) directing staff to forward comments from the City Council and the City's advisory bodies to the Project Management Team to evaluate their potential effects on the environmental analysis.

Contact: J.P. Tindell, Interim Planning & Development Manager, 808-1955

Presenters: J.P. Tindell, Interim Planning & Development Manager, 808-1955

Department: Parks and Recreation & Planning

Division: Park Planning, Design & Development & Long Range Planning

Organization No: 4727

Description/Analysis:

Issue: The 1985 American River Parkway Plan (Parkway Plan) is currently being updated to incorporate new technical and scientific elements of natural resources management, to make minor land use and programming changes, and to address newly proposed recreation and interpretive interests. Staff recommends directing staff to proceed with the Parkway Plan as a project for CEQA analysis and providing staff with any comments regarding the drafted Parkway Plan. Background information is provided in Attachment 1 (page 4) and location maps are provided in Attachment 2 and 3 (pages 6-7).

Policy Considerations: The preliminary draft of the 2006 Updated Parkway Plan (Attachment 4, page 8) is consistent with the City's Smart Growth Principles

in that it promotes the preservation of a critical environmental area within the urban environment, while allowing the City to concentrate infill development within the urban core. The 2006 Updated Parkway Plan is also consistent with the vision and guiding principles for the General Plan Update by allowing improved public access to the American River Parkway.

The 2006 Updated Parkway Plan is also consistent with the conservation and open space element of the General Plan in that it provides for the conservation and protection of the planned open space areas along the American River, and undevelopable floodplains to the extent possible.

Providing parks and recreation facilities is consistent with the City's strategic plan to enhance livability in Sacramento's neighborhoods by expanding park, recreation, and trail facilities throughout the City.

Committee/Commission Action: The Planning Commission recommended on December 7, 2006, that the City Council move forward with the process of updating the Parkway Plan by initiating the California Environmental Quality Act (CEQA) process; the lead agency for this process is the County of Sacramento. The update was also presented to the Parks and Recreation Commission for review and comment on November 2, 2006. Refer to Attachment 5, page 9, for comments from both commission meetings.

Environmental Considerations: Staff will return to Council for adoption upon completion of the environmental review. Following acceptance by the local jurisdictions, the 2006 Updated Parkway Plan will be subject to review in accordance with the CEQA. Once CEQA review and certification of the Environmental Impact Report has been completed, the 2006 Updated Parkway Plan must be adopted locally, including adoption by the Sacramento City Council, prior to being adopted by the State Legislature.

Rationale for Recommendation: Staff from both the Departments of Planning and Parks and Recreation has worked extensively with the County, other agencies, and a citizen's advisory group on this project. Key issues important to the City of Sacramento have been resolved, and the document is ready for CEQA evaluation (Attachment 6, page 11).

Financial Considerations: Not applicable. The County of Sacramento will be providing the finances for the CEQA review.

Emerging Small Business Development (ESBD): Not applicable.

Respectfully Submitted by: 
CAROL SHEARLY
Director of Planning

Respectfully Submitted by: 
CASSANDRA H. B. JENNINGS
Assistant City Manager

Recommendation Approved:


for RAY KERRIDGE
City Manager

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Attachment 1**Background Information**

The American River Parkway (Parkway) is a river corridor which functions as a floodway and regional park that extends approximately 29 miles from the Folsom Dam to the Sacramento River. The American River Parkway Plan (Parkway Plan) is a land use and policy document that guides the development and management of the Parkway. The Parkway Plan is adopted by local jurisdictions and the State Legislature. The City and County of Sacramento were the local adopting agencies for the 1985 Parkway Plan. Since 1985, the City of Rancho Cordova, whose boundaries include a portion of the Parkway, was incorporated and has become the third local adopting agency.

In 2003, local governing bodies approved a process for the update and formed the Update Citizens Advisory Committee (UCAC) to work with staff on drafting an Updated Parkway Plan. The UCAC was formed of representatives from various recreation and environmental groups and appointments from both cities and the county. The update process is also guided by the Project Management Team (PMT). This team consists of management staff from the participating agencies: the City of Sacramento, the County of Sacramento, the City of Rancho Cordova, the Sacramento Area Flood Control Agency, the Water Forum, and Cal Expo.

The 2006 Updated Parkway Plan (Attachment 4) represents the recommendations of the UCAC and a few additions by the PMT as described in the joint staff report (Attachment 6, page 11), prepared by the County of Sacramento and Cities of Sacramento and Rancho Cordova. The report was prepared for a broad audience including, but not limited to, the Board of Supervisors and the two City Councils. As such, it contains information about issues that do not directly impact the City of Sacramento. The joint staff report provides information on the changes to the 1985 Parkway Plan and the discussion that led to those changes. Of approximately 200 issues discussed, there was resolution on all but two land use issues. However, these unresolved issues involve only the City of Rancho Cordova and the County of Sacramento.

Issues of City Interest

Key issues important for the City of Sacramento have been adequately resolved. The table shown in Attachment 5 (page 9) lists the issues of particular interest to the City of Sacramento and how these issues were addressed. A summary of these issues also follows:

Activating the Parkway

City staff identified activation of the Parkway as a way to address public safety within the Parkway. Discussions on access and uses of the Parkway resulted in the proposal to allow new uses and facilities, expand existing facilities, and provide more access points into the Parkway.

Public Safety

Safety and enforcement staff from several agencies were involved in the development

of policies and implementation measures to help transition portions of the Parkway that have been impacted by illegal camping into a more appropriate use of the Parkway. New emergency access points, fire breaks, and roads were also identified.

The California Indian Heritage Center (CIHC)

The size and programming of the CIHC and its visual and physical impacts on the Parkway and its natural resources were highly debated. The result was a compromise that the CIHC could have components both within the Parkway and in the Richard's Boulevard Redevelopment/River District Area, thus reducing the footprint and impact of a large facility while accommodating the programming requirements of the CIHC.

Visual Intrusion

A challenge for the update was to address "visual intrusion" issues while avoiding policy language might unnecessarily constrain the City's ability to accommodate the growth anticipated by the Sacramento Area Council of Governments (SACOG) Blueprint, and implement the Vision and Guiding Principles for the City's General Plan Update.

The UCAC recognized that the context of the Parkway is distinctly different in the most highly urbanized areas in and near downtown Sacramento. The UCAC approved narrative supporting higher density uses in these areas provided that development immediately adjacent to the Parkway continues to respect Parkway goals by minimizing visual impacts. The drafted Parkway Plan provides guidance and tools for local jurisdictions to consider in regulating development on land adjacent to the Parkway.

Downtown/Natomas/Airport-Regional Transit (DNA-RT) Line Crossing

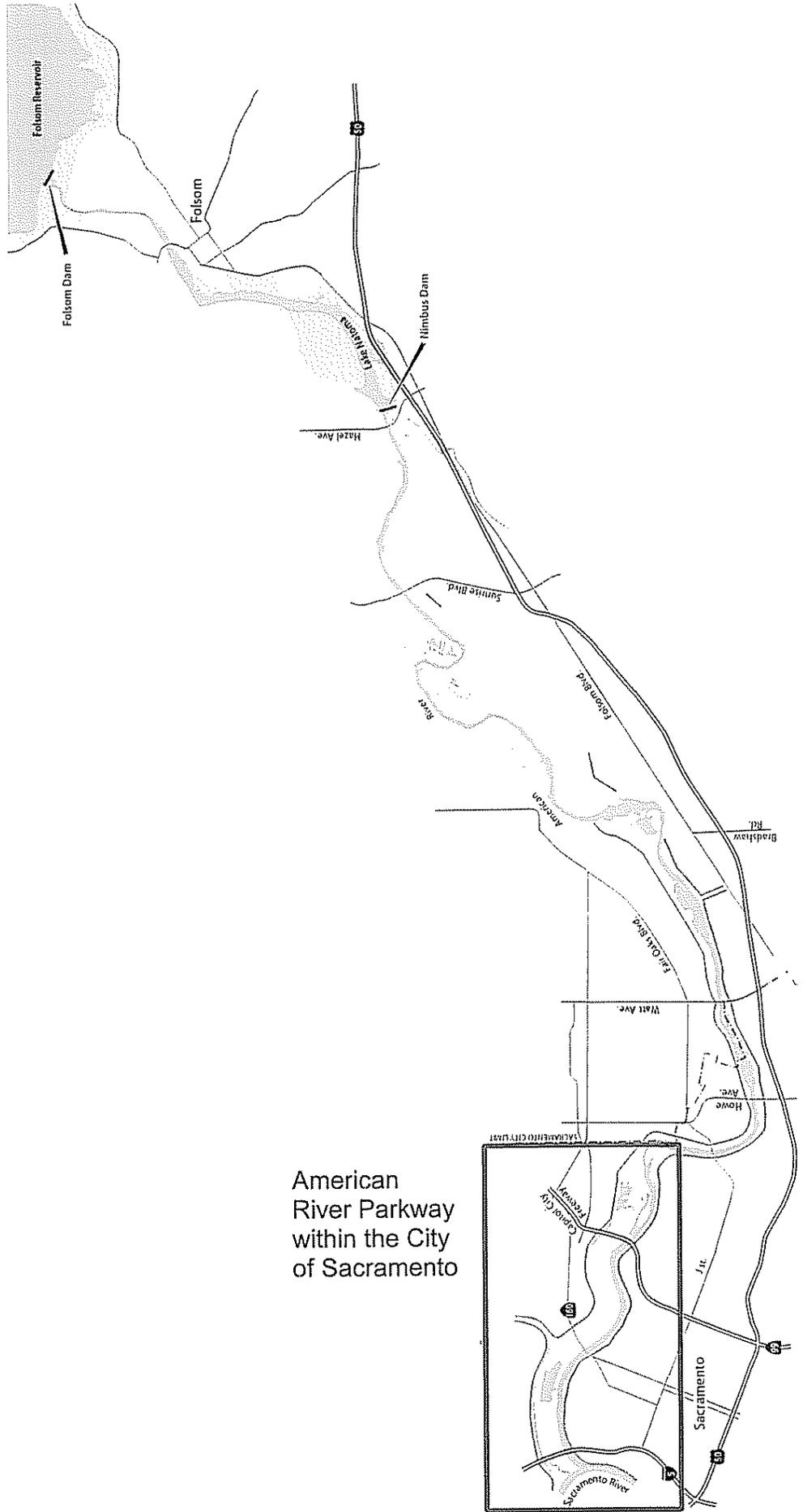
The drafted Parkway Plan recognizes the DNA-RT alignment that was approved by the Regional Transit Board of Directors in December 2003, and contains new policies intended to reduce the impact of the DNA-RT bridge crossing over the Parkway.

Community Outreach

One phase of the 2006 Updated Parkway Plan focused on the area within the City of Sacramento. Three community workshops were held during this planning effort. Additionally, all of the UCAC meetings were publicly noticed and an opportunity for public input was provided. There were a total of 34 UCAC meetings.

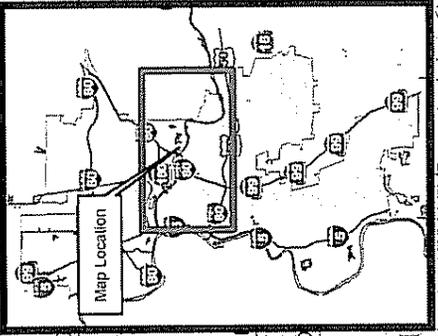
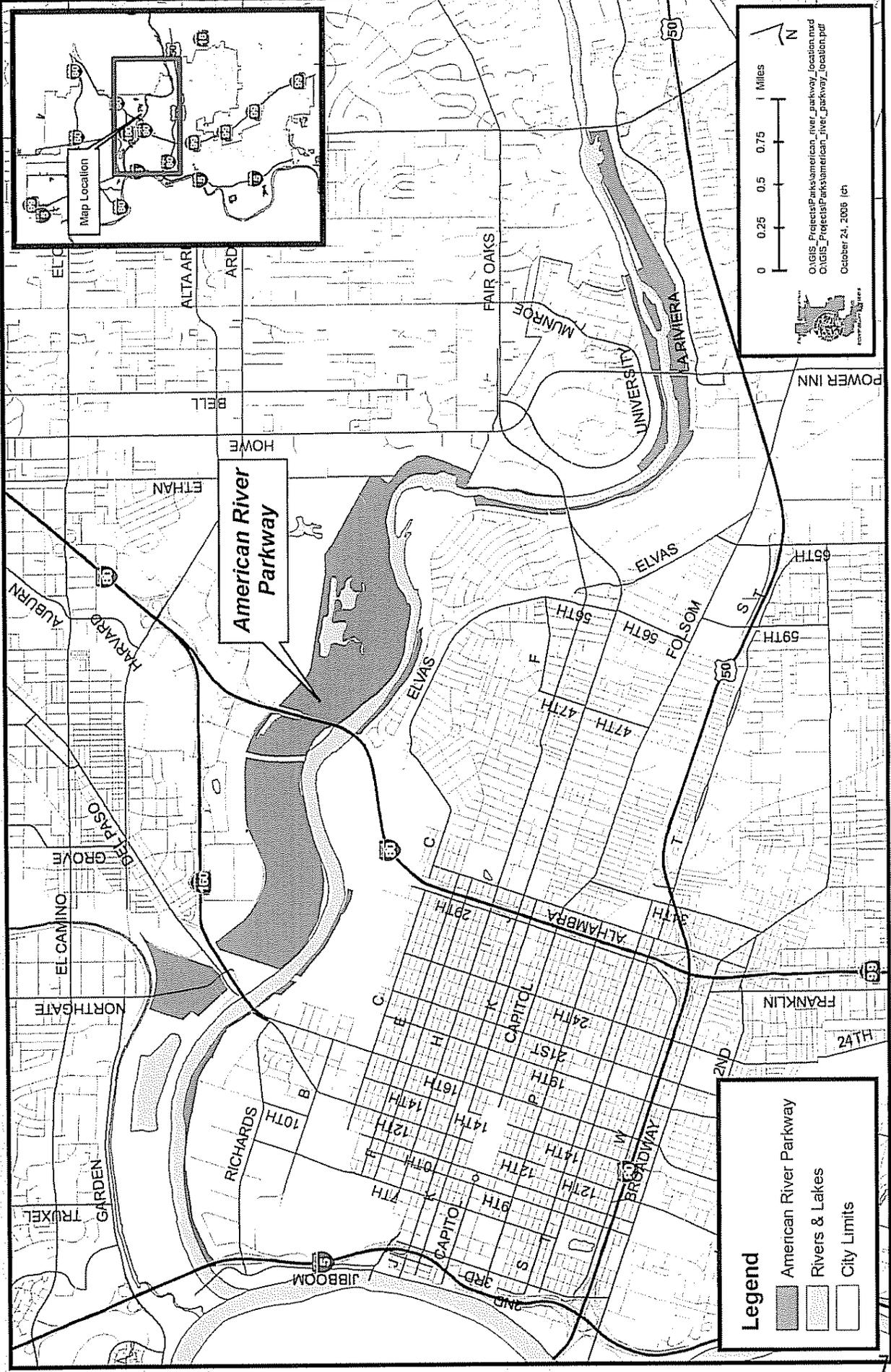
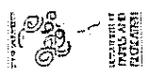
Next Steps

Staff from the County of Sacramento and the Cities of Sacramento and Rancho Cordova is currently presenting the 2006 Updated Parkway Plan to their perspective governing and advisory bodies. The 2006 Updated Parkway Plan will then undergo environmental review pursuant to CEQA. Once the EIR is complete, the document will return to local jurisdictions and finally, the State Legislature for final adoption.



American River Parkway within the City of Sacramento

City of Sacramento Department of Parks and Recreation American River Parkway Location Map



0 0.25 0.5 0.75 1 Miles

North Arrow

O:\GIS_Projects\Parks\american_river_parkway_location.mxd
 O:\GIS_Projects\Parks\american_river_parkway_location.pdf
 October 24, 2006 lch

Legend

- American River Parkway
- Rivers & Lakes
- City Limits

Attachment 4

Preliminary Draft - American River Parkway Plan 2006

This document is available on the City of Sacramento's website at:
http://www.cityofsacramento.org/webtech/streaming_video/live_council_meetings.htm
under *Future and Archived Meetings* and is on file in hard copy in the Office of the City Clerk at 915 I Street, Historic Building, First Floor.

Attachment 5

**Summarized Comments from the Parks and Recreation Commission
and the Planning Commission**

City of Sacramento Parks and Recreation Commission Comments (11/2/06)

Commission Members in Attendance: Sheila DeBlonk, John Deglow, Virginia Guadiana, Leo Lujan, Patrick Lynn, Deirdre Price, George Raya, Dave Tamayo, and Brett Williams.

The Parks and Recreation Commission did not take formal action on this item because it was presented to them as an informational item. Nevertheless, the Commission was very supportive of the update process and draft. General comments included endorsement for the new segments of paved trails and access to unpaved maintenance trails because of their location in a natural environment. The Commission also voiced their belief that the American River Parkway is a significant contributor to the quality of life in the City of Sacramento.

Public Comment: Mary Tappel expressed support for the Plan Update and how the Two Rivers Trail provided important visual access to the Parkway. She also shared her experience that enforcement has been improving in the Parkway.

City of Sacramento Planning Commission Recommendations (meeting 12/7/06)

Commissioners in Attendance: D.E. "Red" Banes, John Boyd, Joe Contreras, Michael Notestine, Jodi Samuels, Barry Wasserman, Darrel Woo, and Joe Yee.

Staff in Attendance: Tom Pace, Michelle Skhal, Helen Selph, Desmond Parrington, and Teresa Haenggi.

Formal Recommendation: The Planning Commission recommended that City Council move forward with the process for updating the 2006 American River Parkway Plan by initiating the CEQA process. The Commission acknowledged that the work that has been done was a monumental task, and recognized that the Parkway is one of the finest natural resources in the region.

The Commissioners made numerous individual recommendations; however, only one of them was supported by all commissioners. This recommendation was that in light of safety issues in the Woodlake area, off-pavement bicycling and other compatible uses should be allowed in the Woodlake area, consistent with the recommendations of the UCAC in the draft Plan.

Individual Recommendations: The following recommendations are those of individual Commissioners, and do not represent the Commission as a whole:

Contreraz – Currently, there isn't good bike/pedestrian access from the neighborhoods on the north side of Garden Highway into the Parkway. Commissioner Contreraz recommended that an existing structure might be widened so that bikes can use that access to get to Discovery Park.

Notestine – Comment: Asked why the bike trail South of Cal Expo has been decommissioned and isn't being maintained as a bike trail.

Baines & Contreraz: Commented on the beautiful scenery from the decommissioned bike trail South of Cal Expo, and recommended that it continue to be maintained and be kept open.

Baines: Recommended that off-leash dog parks be included in the plan. Recommended that some sort of ADA water access be added for seniors.

Public Comment: Frank Cirill, President of Save the American River Association (SARA) – The UCAC was appointed by City Council and the Board of Supervisors. Even though it was composed of 24 people with diverse interests, the UCAC managed to reach consensus on all but two issues. They attended over 33 meetings, 4 field trips, and 3 workshops. They considered public comment and deliberated carefully. The result is a good plan that fulfills the mission and goals of the Parkway. He urged the Commission to support the Plan.

Joel Korbin – President of Sacramento Valley Live Steamers Railroad in Rancho Cordova and resident of Fair Oaks. Understands that area is outside of the Commission's jurisdiction, but urged the Commission to intervene on behalf of the Steamers Railroad Museum, and ask for changes in the Parkway Plan to allow reconfiguration of the Railroad Museum site.

Bob Horowitz – 1240 Dolores Way, member of the UCAC in which he represented off-road bicyclists. Bob echoed the comments of Frank Cirill regarding the hard work of arriving at a consensus. Woodlake is an area that needs more visitors and a lot of help. Not the same Parkway you have in Fair Oaks. He thinks the mountain bikers can start a cycle of good things happening out there. More legitimate users, not illegal campers, will make people feel safer. When things feel safer, there will be more walkers. This Plan is a good start toward solving the problems and hopes the Commission will support the Plan.

Betsy Wyland – 4950 King Dr. Carmichael – Betsy served as an alternate on UCAC, and attended all of the meetings. She agreed with the comments made by Bob Horowitz and Frank Cerrill, especially how difficult it was to reach consensus. In fact, she could not stress enough how hard this process was. She responded to some comments by Commissioner Notestine that some of the policy language in Chapter 7 is "squishy." That's because they fought over every word in those policies. It was a monumental effort.

**COUNTY OF SACRAMENTO
CALIFORNIA**

Attachment 6

For the Agenda of:
November 14, 2006
Timed: 6:00 pm

To: Policy Planning Commission, Board of Supervisors

From: Planning and Community Development

Subject: **AMERICAN RIVER PARKWAY PLAN UPDATE**

Contact: Sunny Williams, 916-874-6141, williamssu@saccounty.net.
In Conjunction With: Kathleen Franklin, City of Rancho Cordova Planning Department
Teresa Haenggi, City of Sacramento Parks and Recreation Department

Overview

A draft of the updated American River Parkway Plan has been prepared in a collaborative process involving many agencies and stakeholders. The County of Sacramento and Cities of Sacramento and Rancho Cordova initiated this process in the summer of 2003 and, as identified in the Update Process Design, a 24-member Update Citizens Advisory Committee (Update Committee) developed recommended changes to the 1985 Plan. The Project Management Team, comprised of staff of the seven sponsoring agencies, has considered the Update Committee's recommendations and forwards this jointly prepared report. Consensus exists on the vast majority of changes; however, issues do remain for the Goethe and Rossmoor Bar areas. Upon consideration of the draft Plan at a joint public hearing of the Board of Supervisors and City Councils of Sacramento and Rancho Cordova, Sacramento County will begin environmental review leading to consideration and adoption of an Updated Plan. The Parkway Plan will be brought back to you for final local adoption prior to submittal to the State Legislature.

Recommendations

1. Consider the recommendations of the Update Citizens Advisory Committee and the Project Management Team for the 2006 American River Parkway Plan.
2. Adopt the attached resolution to proceed with the CEQA process using the single project description, with possible alternatives.

Measures/Evaluation

The Updated Parkway Plan includes scientific and technical information and direction that will enable the Parkway Manager to effectively manage and implement the natural resources, wildlife, flood control and recreational uses of the American River Parkway.

Fiscal Impact

The preparation of the draft Plan has totaled over \$454,343. The cost of environmental review is provided for in the County's budget. Responses to the County's requests for contributions to project costs to the Cities of Sacramento and Rancho Cordova are still pending.

BACKGROUND:

The Updated American River Parkway Plan has been prepared through a four year effort by stakeholders, the Update Citizens Advisory Committee (Update Committee) and staff from the Project Management Team which consists of the County of Sacramento, the Cities of Rancho Cordova and Sacramento, California Exposition and State Fair, Cordova Recreation and Park District, Sacramento Area Flood Control Agency (SAFCA), and the Water Forum. A Technical Team of staff from the local, state and federal agencies with regulatory authority on the Parkway met several times during the early stages of the Update Process.

The purpose of this effort was to update the 1985 American River Parkway Plan (Parkway Plan) to incorporate new technical and scientific elements of natural resources management, provide minor land use and programming changes, address newly proposed recreation and interpretive interests, and to clarify certain aspects of the management of the Parkway.

During the summer of 2003, the County Board of Supervisors, Rancho Cordova City Council and Sacramento City Council endorsed and approved the Update Process, the creation and composition of the Update Committee, tasks to be completed by the Update Committee and a process chart depicting the involvement of various agencies, stakeholder groups and the public. The basis for the Update Process was defined to be that of consensus-based decision making, both for the Update Committee and for the Project Management Team.

The Update Committee membership was composed of direct appointments from the County, the Cities of Rancho Cordova and Sacramento, and representatives from recreation, environmental and community groups. Attachment A is a diagram of the Organization of the Update Process as approved and endorsed by the County Board of Supervisors and City Councils of Rancho Cordova and Sacramento.

The Update Process was designed to address key issues identified during interviews with various stakeholder organizations during the Stakeholder Assessment phase. Vital within the Update Process was public involvement and input. The Update Committee had 34 meetings in 2.5 years. All of the Update Committee meetings were open to the public with specific Public Comment

time on the agendas. A number of public tours and workshops were also held, including a bus tour of the Integrated Area Planning and Rancho Cordova City limit sections of the Parkway, to involve the public in the Update Process and to gather their input and comments. See Attachment B for a listing of public outreach tours and workshops.

In 2002, the County of Sacramento chose to update the Parkway Plan. This was followed by action by the Board of Supervisors to go into contract with the Center for Collaborative Policy for facilitation services for the first phase of the Update Process. Since this initial decision, the Board of Supervisors and City Councils of Sacramento and Rancho Cordova, have taken several actions that directed staff through the process. Attachment C provides a list of hearings and the actions taken by the Board of Supervisors and City Councils. This table also provides information as to the dates and actions made regarding the Update Process.

The Rancho Cordova City Council first heard a presentation on the Update Process on July 7, 2003, although they did not initially have a strong presence during the Update Process due to the fact that the City had just incorporated. Since the first City Council meeting, Rancho Cordova staff have become increasingly engaged in the process and have been fully active in the development of recommendations from the Update Committee and PMT. The Rancho Cordova City Council has heard the Parkway Plan item on several occasions.

The American River Parkway Plan is an element of Sacramento County's General Plan, is referenced in the City of Sacramento's open space element of its General Plan, and referenced in the Open Space, Parks, and Trails element of the newly adopted General Plan of Rancho Cordova. The County and City of Sacramento are currently in the process of updating their General Plans and are being coordinated to assure consistency with the American River Parkway Plan Update.

DISCUSSION:

Tasks for the Updated Parkway Plan

The Update of the 1985 American River Parkway Plan (Parkway Plan) was initiated as a revision and not a re-write of the document. The 1985 Parkway Plan has served County Regional Parks and the Sacramento area residents well. The Update Process was undertaken with the goal to incorporate new technical and scientific elements of natural resources management, provide minor land use and programming changes, address newly proposed recreation and interpretive interests, and to clarify certain aspects of the management of the Parkway.

The *Convening Report: Process Recommendations for Updating the American River Parkway Plan*, May 2003, recommended limiting the Update Process to updating policies, chapters and targeted area plans: Discovery Park, Woodlake, and Cal Expo. Five tasks were proposed to be completed by the Update Citizens Advisory Committee (Update Committee).

1. **Involve a representative group of Parkway stakeholders** to work collaboratively to develop advisory recommendations.
2. **Incorporate the coordinated resource management approach and new scientific and technical information from the *River Corridor Management Plan***, consistent with the 1985 Parkway Plan, into policies and chapters relating to natural resources and flood control.
3. **Conduct integrated area planning for the Cal Expo floodplain and areas west of Capital City Freeway.** The Integrated Area Planning phase addressed the Discovery Park, Woodlake, and Cal Expo area plans. Conduct outreach to neighborhood and community organization adjacent to this section of the Parkway. Conduct three community workshops to engage the public and reflect their input in updating these area plans.
4. **Consider refining Parkway-wide policies** to facilitate implementation of the updated area plans and to update other policies that are deemed to be priorities by the Update Committee and in consultation with the Technical Team and Project Management Team.
5. **Explore funding options and make recommendations on how to grow and sustain funding** for Parkway management, operations, capital improvements, land acquisition and restoration.

All policies throughout the document were reviewed and then modified appropriately, to reflect new conditions, scientific knowledge or management changes, or they were restructured to increase readability and ease of finding information. Several policies were replaced or eliminated. Many of these changes were proposed by staff and approved by the Update Committee. The remaining key issues were discussed in detail by the Update Committee who were directed to select and prioritize the policies they felt merited more discussion. This included the addition of new topics and consequently, the approval of new policies. Staff and the Update Committee tried to keep in mind the philosophy “if it’s not broken, don’t fix it”, when considering policy changes.

Several common themes dominated the Update Committee discussions. One theme was the retention throughout the Parkway Plan to protect and enhance the Parkway’s natural resources. Their other common theme was to balance the needs of natural resources preservation, flood control and recreation.

Key updates to the Parkway Plan include the addition of new policies and updating of existing policies on: flood control; bank stabilization and erosion; protection and enhancement of aquatic species, wildlife and their associated habitats; native vegetation; addition of a new recreational use at the Parkway Manager’s discretion; large and small special events; bridge policies; mapping of three new bicycle/pedestrian bridges; and the addition of interpretive center(s).

The Updated Parkway Plan includes over 200 policies. The Update Committee was able to come to consensus and provide specific recommendations on all of these policies. The PMT was able to agree on all but two policy directions, which will be described later in this report. A summary of the major changes in the 2006 Parkway Plan is described in Attachment D.

Time Extension

During the Update Process, a greater than anticipated amount of time was needed to complete the Integrated Area Planning (IAP) phase, task 3 listed above. This IAP phase was one of the key five tasks identified in the Convening Report and offered the opportunity to take a comprehensive approach to a number of projects that were being proposed for the lower 5-mile reach of the Parkway. The IAP process expanded as a result of receipt of a grant from the California Department of Water Resources. In 2003, SAFCA submitted a proposal for grant funding to the California Department of Water Resources for enhanced integrated planning of this area, public outreach and workshops, and the restoration of the Urrutia Pond. After the Update Process and the work of the Update Committee began, SAFCA received this grant funding that was directed towards consultant costs. This increased the amount of funds and time allocated for this particular phase.

Several other important issues required thorough discussion and debate. Most notably were the Downtown-Natomas-Airport Regional Transit (DNA-RT) light rail crossing in Discovery Park, large scale restoration projects by the Army Corps of Engineers, off-paved trail bicycling, off-leash dog recreation, and the proposed California Indian Heritage Center (CIHC).

Other factors contributing to the need for a longer update process were increased involvement and direction by the Project Management Team, length of time and quantity to consider controversial issues, and additional time provided to the newly incorporated City of Rancho Cordova to enable their interests to be heard and provide an opportunity to present proposals for area plan changes to the Update Committee.

Public Input

Public stakeholder input was of high importance during the Update Process. A series of public outreach workshops and tours were designed and provided to the public, specifically for the Integrated Area Planning phase focused on the lower reaches in the City of Sacramento, and in the Goethe Park and Rossmoor Bar areas within the City of Rancho Cordova. Since the scope of work and Convening Report did not identify or prioritize proposals for major changes in any of the area plans within the unincorporated County, specialized workshops and tours were not provided for on the remainder of the area plans.

Attachment B provides a timeline of the workshops and tours given to gain the public's input. An important intent of the workshops was to vet proposed new ideas and concepts to determine the level of public interest. These ideas and concepts were then refined by staff, often numerous times, prior to being presented to the Update Committee. Further description of the intent and purpose of each workshop is provided in the attachment.

In addition, the 34 Update Committee meetings allocated time on the agenda to enable public participation. During the last year of the Update Committee meetings, specific policies and topics were discussed in detail to determine the level of support for inclusion in the Parkway Plan. Prior to a decision on individual policies or groups of related policies, public comment and input was heard and discussed by the Update Committee, *prior* to their decision.

Project Management Team Agreed Upon Modifications

The Update Committee sunsetted after their final meeting on June 19, 2006. After their last meeting, the Project Management Team (PMT) continued to meet, addressing differences between the PMT agencies for the Goethe Park and Rossmoor Bar areas, reviewing the Updated Parkway Plan for internal consistency, and accurately reflecting the recommendations of the Update Committee. The Project Management Team proposes two changes to the Parkway Plan Update recommendations.

- A. *Bridges - Policy guidance on bridge crossings over the American River that do not directly serve the Parkway (Please see the Controversial Issues Memo, Issue #5 for more detail)*

The Update Committee's discussion of bridge crossings over the American River Parkway was complex and controversial, especially when contemplating the possibility of new automobile bridges. At one point, the Update Committee was considering recommending a ban on all new crossings of the river, beyond those approved by the Update Committee during the Update Process. The Project Management Team (PMT) informed the Update Committee that it could not support a prohibition on new bridge crossings in the Parkway Plan and instead suggested that it would be helpful if the Update Committee recommended guidelines for consideration of Parkway interests when new bridges are considered in the future. The Update Committee approved the following bridge-related policies:

- 8.18 If new bridge crossings are constructed, they shall be designed and located in such a manner as to result in the least negative impact to the Parkway environment, aesthetic values, and natural resources. Bridge crossings should be located within Developed Recreation or Limited Recreation areas.

After the sunset of the Update Committee, agency staff received feedback from Regional Transit (RT) regarding concerns they had with the Update Committee's approved language. PMT staff worked with Regional Transit to draft and revise policies which differ from the Update Committee recommendations in one significant way: The Update Committee preferred to "be silent" and neither approve of, nor deny, pending projects such as the DNA-RT light rail proposed crossing of the Parkway. RT and the PMT, on the other hand, agreed that the Parkway Plan should explicitly acknowledge that the proposed crossing is approved of by the Parkway Plan.

The language agreed upon by the PMT and RT is as follows, with **bold** reflecting new policy language:

- 8.18 If new bridge crossings are constructed, they shall be designed and located in such a manner as to **minimize** negative impact to the Parkway environment, aesthetic values, and natural resources. Any additional bridge crossings should be located within Developed Recreation or Limited Recreation areas.

8.18.1 The Downtown-Natomas-Airport (DNA) light rail project alignment, as approved by the Regional Transit Board of Directors in December 2003, is recognized by this Plan.

B. Nature Study in Rossmoor Bar

The PMT were able to agree to one modification for the Rossmoor Bar area. Further discussion of the agency differences that exist in this area are described below. During a thorough review of the Updated Parkway Plan to ensure internal consistency, staff realized that the Update Committee decision at their final June 19, 2006 meeting to prohibit *all dogs*, on or off-leash in Nature Study areas, created an unintended consequence for a land use designation change the Update Committee made at their previous June 5, 2006 meeting. During the June 5, 2006 meeting, the Update Committee had a lengthy discussion over the designation of the mine tailing area in Rossmoor Bar. The Update Committee did not discuss prohibiting dogs on-leash in this area and recognized the value of walking in this area. The Update Committee generally supported the need to protect that area, although their opinions differed as to what level of protection this area should be afforded. Their discussion considered the land uses of Protected Area or Nature Study. Ultimately, the Update Committee supported the request of the PMT to designate this area as Nature Study. Further details of the Update Committee discussions for the Rossmoor Bar area are described on page 28 in the Controversial Issues Memo, Attachment E to the staff report.

Staff did not identify this conflict until after the sunset of the Update Committee. The PMT does not believe the Update Committee intended to ban dogs on-leash in the mine tailing area of Rossmoor Bar. Therefore, the PMT changed this area to Protected Area, consistent with the majority of the surrounding areas. Update Committee members who have attended the Update Process presentations have concurred that this is an appropriate change.

Controversial Issues

Attachment E is a copy of the Controversial Issues Memo, September 2006. This document is intended to communicate the discussions on eight key issues held by the Update Committee. The Update Committee requested that the breadth of issues and concerns that were raised and discussed on these eight key issues be captured and conveyed to the local elected officials, even though they provided distinct recommendations on each of these topics.

Agency Differences

Of the over 200 policies in the Updated Parkway Plan, only two issues were not fully resolved among the PMT agencies. The only explicit differences known at the drafting of this report are between the County of Sacramento, the City of Rancho Cordova and the Cordova Recreation and Park District (CRPD). The differences in recommendations occur in the Goethe Park and Rossmoor Bar area plans and are described below.

Goethe Park

The Update Committee considered the recommendations of the City of Rancho Cordova and CRPD and ultimately included some of their proposals, modified others, and rejected some. In the Goethe Park Area, the Rancho Cordova and CRPD proposal included reassigning land use designations west of Hagan Park. The first component was to change 40-acres west of Hagan Park that has historically been used for agricultural purposes from Developed Recreation to Protected Area. The second component was to change 40 acres of Limited Recreation to Developed Recreation. A portion of this relocated land use would accommodate a multi-focus interpretive center, providing educational opportunities for interpretation of restoration activities in the area, such as the restored stream channel and wetlands as well as the farming operation and native plant nursery. Rancho Cordova and CRPD staff envisioned that only a small portion of this land would eventually be “developed” with the interpretive center, but they requested the designation of the additional acreage of Developed Recreation to allow for detailed future planning when facility needs and site constraints could be adequately considered. This would likely occur when a specific project and site design is proposed.

Update Committee and PMT Recommendations

Update Committee:

The Plan as forwarded shows a conversion of the 40-acres of Developed Recreation in the midst of Goethe Park area to Protected Area. This change was not a substantial component of the discussion before the Update Committee. The Update Committee also approved a Developed Recreation land use designation of approximately seven acres at the current Goethe Ranch site, covering the existing farm building area footprint. This footprint is contiguous to adjacent neighbors on Agnes Circle. During their discussion, the Update Committee asked for information from the Executive Director of Soil Born Farms, on what he thought would be an appropriately sized area to accommodate the existing farm buildings, operations and proposed interpretive center. He responded with a 7-acre Developed Recreation configuration, generally covering the current farm building footprint, which was also heavily supported by a PMT member.

The Update Committee also added an implementation measure to Chapter 11 of the Parkway Plan to conduct a Parkway-wide assessment for the need and appropriate location of interpretive center(s). The discussion around this measure was to evaluate the Goethe Park

site in the context of other possible sites prior to reaching conclusion on an appropriate location for a new interpretive center. Therefore, a specific recommendation for an interpretive center is not mapped in the Goethe Park area. Since interpretive centers are permitted in Developed Recreation areas, the Update Committee referred the decision of a future interpretive center to be permitted per the appropriate land use designation.

PMT:

A sub-group of the PMT consisting of staff from the County of Sacramento, City of Rancho Cordova and the Cordova Recreation and Park District (CRPD) met several times after the last Update Committee meeting in an attempt to reach a PMT consensus agreement on issues within the Rossmoor Bar and Goethe Park area. The Plan as forwarded shows a minor modification to that approved by the Update Committee which was viewed as not being a significant deviation from the Update Committee direction. This change would move the Developed Recreation away from the Agnes Circle neighbors and create a "buffer strip" of Limited Recreation (the surrounding land use designation). The PMT sub-group agreed that the resulting lost acreage would extend to the northwest of the Developed Recreation area. The sub-group agreed that creating a buffer to the residential neighborhood was a good idea; however, differences remained as described below.

County staff position:

County staff supports a reshaping of the Developed Recreation area while retaining the Update Committee recommendation for a 7 acre Developed Recreation area as reflected in the Chapter 10 area plan. Based on information known today, the need for a larger Developed Recreation site that encroaches upon the agricultural areas used by the current lessee, Soil Born Farm, or any future farming operations would not seem warranted. Information was provided by Soil Born that shows a conceptual area for both an interpretive center and farming operations that can be accommodated with the identified footprint. In addition, interpretation of the future restored Clifton's Drain and associated habitat can occur in association with the identified 7-acre area. Finally, the combination of Hagan Park, the Live Steamers Railroad, the ball fields on County owned property outside of the Parkway and the re-designation of this 7-acre Developed Recreation site results in a high concentration of Developed Recreation in one contiguous site along the natural river. The re-designation of additional Developed Recreation should be considered in a broader assessment of the amount and need for highly developed areas as components of the Parkway.

County staff also supports the Update Committee's adding the following implementation measure to Chapter 11 of the Parkway Plan, based upon the idea that the Goethe Park site might or might not ultimately prove to be the most appropriate location for a new interpretive center:

2. Interpretive Program

- h. Conduct an assessment of the need for and appropriate location(s) of interpretive center(s) Parkway-wide.

City of Rancho Cordova/CRPD position:

The City of Rancho Cordova has stated that they do not believe this is the best design of land uses to create a successfully sited interpretive center. On October 2, 2006, the Rancho Cordova City Council approved recommendations for their staff to expand the Developed Recreation to an approximately 23 acre area. Please see Attachment F. The City Council has taken action to support the expansion of the seven (7) acres of the Developed Recreation area to allow for the interpretive center to be located more closely to the restored channel (Clifton's Drain), future wetlands and demonstrative farming operations to enhance opportunities for interpreting those areas. The additional space would allow the interpretive center to be set away from the current farm buildings and not be located in a manner that could provide regular disruptions to the daily farming operations. Therefore, Rancho Cordova Planning staff could not support the reshaping of the 7 acres of Developed Recreation.

The City of Rancho Cordova and CRPD have raised numerous issues concerning the location and size of the Developed Recreation recommended by the Update Committee, including:

1. The feasibility of constructing an interpretive center within the narrowly defined Developed Recreation area is unknown. Given the lack of thorough investigations, the City and CRPD are concerned that physical constraints in the proposed Developed Recreation area could preclude construction of the interpretive center.
2. The combined interpretive center/farming complex closely mirrors the existing farming operation. Some portion of the Developed Recreation as recommended by the Update Committee would likely be used as a native plant nursery or demonstration garden, uses that do not require the Develop Recreation designation. Given the minimal acres of developed recreation, the City and CRPD believe this designation should be carefully applied to allow for uses that are restricted to this designation.
3. As recommended by the Update Committee, the interpretive center location is dictated largely by the existing farming operations. This is contrary to the position of the City and CRPD that the interpretive center is the major focal point of a variety of activities and amenities, but is most focused on natural habitat restoration.
4. The City and CRPD have stated that circulation and operational conflicts between the farming uses and the interpretive center appear likely. The farm and native plant nursery which have been approved for the area will require additional access. Approving additional modest areas of Developed Recreation further removed from the farm would resolve this issue.
5. As proposed by the Update Committee and modified by County staff, the Developed Recreation is located in close proximity to existing residences on Agnes Court. The City and CRPD believe a more substantial buffer should be provided between homes and developed recreation uses.

Rossmoor Bar area

The Rossmoor Bar area begins at the eastern edge of Hagan Park. In the past, the Sacramento Live Steamers Railroad existed in a narrow strip on the eastern edge of Hagan Park. Now, the first parcel within the Parkway boundary is owned by CRPD. The 1985 Parkway Plan permitted the expansion of the train onto this parcel, which is where the railroad tracks and trains are located today.

Rancho Cordova and CRPD staff initially proposed a Developed Recreation area of approximately 18 acres in the Rossmoor Bar area extending east of the existing Live Steamers Railroad that would accommodate three interconnected uses: a small, highly developed “sensory garden” that would be specifically tailored to the needs of persons with disabilities including people with severely limited mobility, nestled within a less developed arboretum that would showcase and educate the public about native plants and ecosystems, and, interwoven throughout the arboretum, tracks of the Live Steamers Railroad. The Railroad would retain approximately the same distance of tracks as it currently has, but the tracks would be spread out over a larger land area, as opposed to its current highly-condensed configuration. Rancho Cordova and CRPD staff envisioned these three uses layered like an onion, with the more intensive uses hidden within and screened by the arboretum plantings.

Area Land Use Designations and Potential Future Uses: Update Committee and PMT Discussions and Recommendations

Update Committee:

The Update Committee members had extensive discussions about the three existing and proposed uses (arboretum, sensory garden, and railroad expansion/reconfiguration) and whether to designate the 18-acre area proposed by Rancho Cordova and CRPD as Developed Recreation. The Update Committee considered the land use designations for this area and rejected the proposal to add Developed Recreation east of the Steam Train parcel. The discussion around each use is included below.

1. Arboretum

The Update Committee approved of the concept of an arboretum, as long as the plantings conformed to the County’s approved list of Parkway-appropriate species. The Update Committee approved a land use designation of Limited Recreation to accommodate the arboretum, along with specific language in the Rossmoor Bar area plan to permit an arboretum in that area.

2. Sensory garden

Many Update Committee members were generally favorable to the idea of a sensory garden, but remained unconvinced that a highly developed garden was either appropriate for the Parkway, needed by the community, or a Parkway-dependant use. These members were not willing to approve a sensory garden in the Parkway. The Update Committee as a whole decided to “be silent” on the issue of a sensory garden and leave that decision to the elected officials who will approve the updated Parkway Plan.

3. Live Steamers Railroad (Steam Train)

Members struggled regarding the concept of expanding the steam trains into a less dense, more camouflaged configuration as proposed by Rancho Cordova and CRPD. On the one hand, many members think that the steam train is clearly a non-conforming, non-Parkway-dependant use and therefore it would be inappropriate to expand this use on Parkway land. Other members liked the trade-off of moving the stream train away from the river to an east-west orientation rather than the current north-south orientation. Since the Update Committee did not reach a consensus recommendation on the realignment of the steam train, the default action is no change to the 1985 Parkway Plan, and thus no change to the current configuration of the train.

Project Management Team (PMT) recommendations and County and Rancho Cordova/CRPD Differences:

After the sunset of the Update Committee, PMT members continued the discussion around the three uses and associated land use designations, seeking a consensus recommendation that could meet both the interests and needs of Rancho Cordova and CRPD while seeking consistency with the Update Committee's discussion and direction regarding the land use designation and recreational uses of this area. The PMT forwards the following recommendations as discussed below. Further differences within the PMT agencies Also, the remaining differing positions of County staff and Rancho Cordova/CRPD are also covered in this discussion.

1. Arboretum

The PMT concurs with the Update Committee recommendation to approve the concept of an arboretum.

2. Sensory garden

After the sunset of the Update Committee, PMT members continued the sensory garden discussion looking for a consensus recommendation that would be consistent with Update Committee discussion and direction regarding the land use designation and recreational uses of this area. PMT found that a less highly developed sensory garden could be designed consistent with the Limited Recreation designation that Update Committee members approved for this area. The PMT recommends adding the following language to Chapter 10 – Area Plans, Rossmoor Bar area, to specifically permit the development of a sensory garden facility consistent with a Limited Recreation designation on about half an acre of the area proposed for the arboretum:

“The sensory garden would be specifically designed to serve persons with disabilities and would be used for general user education and interpretation of the native plants and ecosystems in the Parkway. The sensory garden would be located on approximately one half-acre in the Limited Recreation area east of Hagan Park and developed consistent with the Limited Recreation land use designation. Plants in the

sensory garden would be selected in accordance with the County’s approved Parkway vegetation plantings list.”

Rancho Cordova and CRPD staff would like to request that, if the elected officials are supportive, they would like to change the land use designation on this one half-acre to Developed Recreation, which would allow for more developed improvements which might be found in a state of the art sensory garden and which would have more impact on the land than is permitted in a Limited Recreation designation. County staff support the Update Committee’s recommendation of Limited Recreation and have added language in support of developing a sensory garden consistent with the Limited Recreation land use designation. County staff oppose the re-designation to Developed Recreation.

3. Live Steamers Railroad (Steam Train)

The Update Committee did consider the land use designations for this area and rejected the City of Rancho Cordova and CRPD proposal to add Developed Recreation east of the Steam Train parcel. Sacramento County staff likewise oppose the expansion of Developed Recreation east of the Steam Train. County staff supports the Update Committee’s recommendation of Limited Recreation east of the Steam Train.

PMT staff members from the County of Sacramento, City of Rancho Cordova and CRPD met several times after the last Update Committee meeting in June, to try to come to consensus on the steam train expansion. A consensus recommendation, however, was not reached. The City of Rancho Cordova and CRPD continue to seek expansion of the steam train within the Parkway and the County continues to oppose the steam train expansion as being inconsistent with the Parkway Plan and opposes the expansion of a non-conforming use on County owned land.

Like some members of the Update Committee, CRPD and Rancho Cordova think the expansion and reconfiguration of the steam train would be beneficial for both the Parkway and for the train users. It would allow CRPD to pull the trains away from the river, weave the train tracks through a natural area in a more camouflaged manner and remove existing fencing that constricts the wildlife corridor provided for by the Parkway. They believe this would lessen visual impact on the Parkway (currently the train tracks are densely packed into a fenced area east of Hagan Park), improve wildlife passage, connect steam train visitors to the Parkway experience, and enhance the unique educational and recreational experience of the steam train.

Sacramento County staff supports the Update Committee’s recommendation of Limited Recreation east of the Steam Train, thereby opposing the expansion of Developed Recreation east of the Steam Train. County staff thinks that consistency with the Parkway Plan is the most compelling reason to oppose the expansion, as well as the fact that the expansion of a non-conforming use would occur on County owned land. County staff concerns include: potentially scaring or harming wildlife; spreading out the impacts of the train (including visual impacts, noise, and impacts to wildlife and habitat) over a

larger area of Parkway land; and the lost opportunities for using that land for something other than Developed Recreation intermixed with the steam train and tracks. County staff does not oppose the reconfiguration and expansion of the Steam Train on existing land within Hagan Park.

Discussion of modifying Parkway boundaries and exchanging properties.

A discussion was held by the PMT sub-group about modifying the boundaries of the Parkway and potentially of ownership of properties to more accurately reflect both existing conditions and future needs. However, no agreement was reached. The following summarizes some of the discussion. Attachment G briefly describes the land ownership history of parcels surrounding Hagan Park. Attachment H is a map of the area described below.

1. CRPD Owned Parcels:

The steam train is located on a parcel within the Parkway east of Hagan Park and owned by CRPD. Another CRPD owned parcel is located within the Parkway west of Hagan Park in the eastern portion of Goethe Park. These parcels are outlined in blue in Attachment H. While the steam train is clearly recognized in the Updated Plan, the use is not listed as a permitted use within the recreational categories in the Parkway Plan policies. There is general agreement between the PMT sub-group staff for the CRPD owned parcels to be removed from the Parkway boundary, with a possible deed restriction to ensure that those parcels remain in public recreational use, facilitating supportive and complementary land uses with the Parkway.

2. The Bike Trail:

In exchange, the Jedediah Smith bicycle trail located at the northern edge of Hagan Park on land owned by CRPD would be brought into the Parkway boundaries with a conservation, operations and maintenance, or similar easement. This incorporation of the northern edge of Hagan Park into the Parkway would fulfill the intent supported by the Update Committee and PMT, to enhance a wildlife corridor in this area. By ensuring the bike trail and associated maintenance buffer is located within the Parkway, a linear Parkway corridor is more fully achieved. Enhancement of a wildlife corridor has been a primary justification for those supporting the realignment of the steam train. However, even with such realignment, the corridor becomes immediately pinched on the western side of the steam train where Hagan Park begins. The minimal width of Parkway land along Hagan Park decreases the effectiveness of a linear wildlife corridor in this area.

County staff inquired about the interest of using fee-title to change the Parkway boundary, but this was considered unacceptable to CRPD staff. The exact location of the current bike trail would need to be surveyed to determine its relationship with Hagan Park and the County-owned land within the Parkway boundaries. By ensuring the bike trail and immediate adjacent land is within the Parkway boundary, a continuous corridor is created and maintained to support and enhance the Parkway.

3. *The SMUD sub-station:*

In addition, the discussion on Parkway boundaries also raised the question of whether or not to remove approximately an acre triangular shaped parcel adjacent to the steam train, outlined in red on Attachment H. This is currently in the Parkway and has a SMUD sub-station located on it. PMT staff agree on the recommendation to remove this parcel from the Parkway boundary.

Boundary Conclusion Statements

It should be noted that an existing Parkway Plan policy addresses the removal of lands from the Parkway boundary. The discussion of Parkway boundary adjustments is not intended to counter this policy but elevate the consistency of uses within the Parkway Plan boundaries. To the extent that the Plan is being updated, staff believes it is appropriate to discuss the suitability and consistency of uses of land within the Parkway. If there are uses that are generally incompatible with the goals and policies of the Parkway Plan, the opportunity exists at this time to amend for those inconsistencies.

The 1985 Parkway Plan policy 1.3, renumbered in the Updated Plan reads:

Land Use: 1.4 – No existing publicly owned Parkway lands shall be disposed of through sale, lease, or de facto uses adverse to the goals and policies of this Plan, in order to assure the long-term protection and integrity of the present boundaries of the Parkway.

Although the PMT sub-group agreed with the boundary readjustment idea in concept, they were unable to create a specific recommendation. The next step would be a survey of the area to determine the exact location of the bike trail. With that information, a detailed discussion could ensue to determine whether or not there is adequate space within Hagan Park to bring the bike trail and adjacent land into the Parkway boundary without unduly limiting the uses permitted within Hagan Park. The primary concern raised by CRPD was the District's desire to use the area immediately adjacent to the bike path to stage its annual 4th of July fireworks show. The District's position was that even a slight expansion of the Parkway boundary could limit CRPD's release of fireworks by reducing the available "safety zone" space required for the use and type of fireworks previously used during 4th of July celebrations.

CONCLUSION:

The American River Parkway Plan Update has been a successful accomplishment of consensus based decision making for both the Update Committee and the PMT. With input from the public and key stakeholders attending and commenting at the Update Committee meetings, the Updated Parkway Plan consists of over 200 policies, updated scientific and technical information, new proposals mapped on the area plans, and updated mapping.

Staff are seeking direction from our respective elected officials, specifically on the Agency Differences topics within the Goethe Park and Rossmoor Bar area plans. If consensus is not reached during the joint electeds hearing, topics of disagreement will need to be resolved later in

the hearing process.

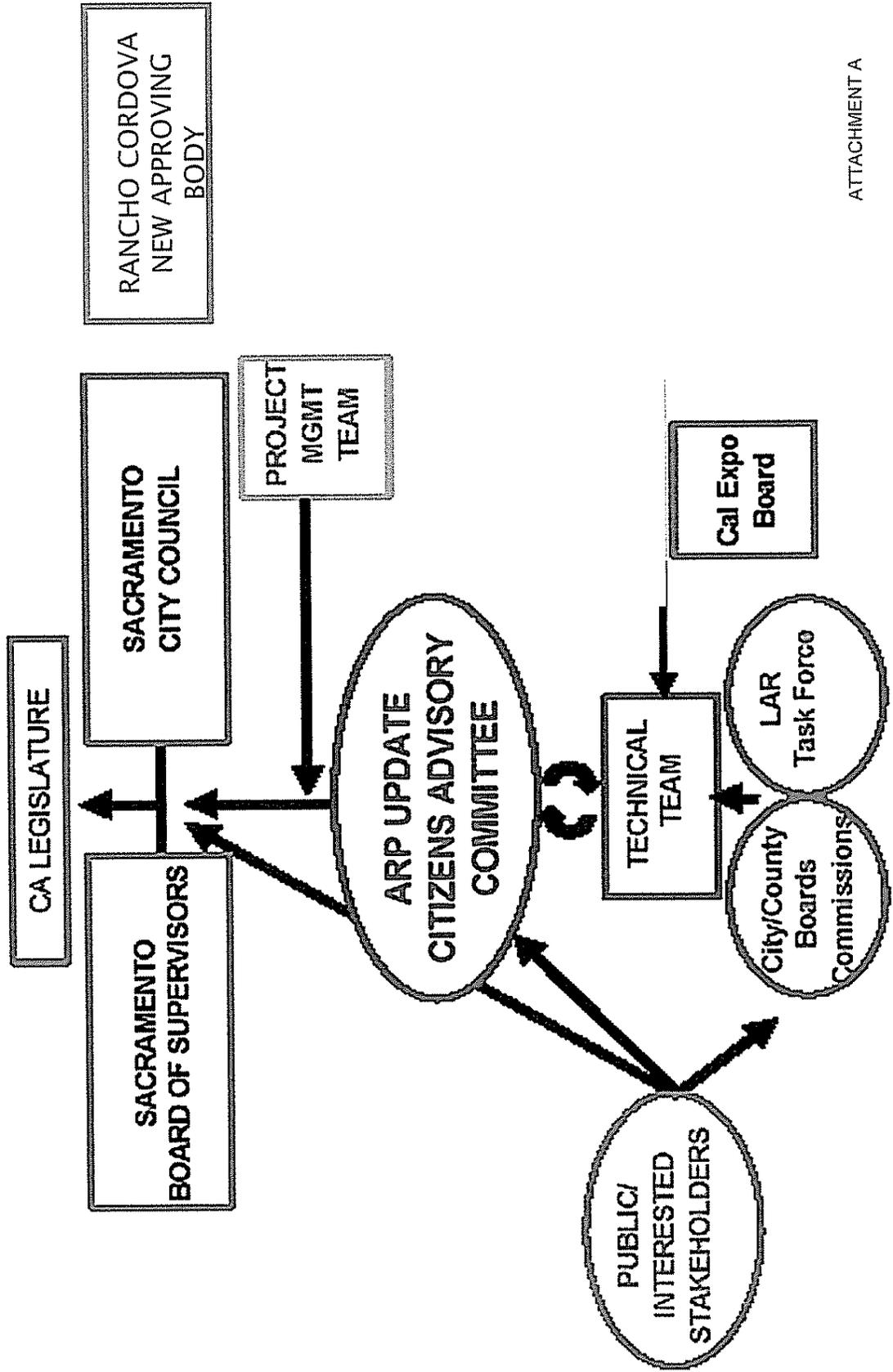
Next Steps:

Once the Parkway Plan and its alternatives are defined, the Updated Parkway Plan will be submitted to the Department of Environmental Review and Assessment to undergo environmental review and the drafting of an Environmental Impact Report. Once completed, the 2006 Parkway Plan will be scheduled for local adoption, and then be submitted to the State Legislature for final adoption. It is anticipated that this would occur in late 2008 or January 2009.

ATTACHMENTS:

- A. Organization of the Update Process
- B. Public Workshops and Tours
- C. Summary of Local Hearing Dates and Actions
- D. Updating The 1985 American River Parkway Plan – Summary of Changes
- E. Controversial Issues Memo
- F. Rancho Cordova City Council October 2, 2006 Actions (2 pages)
- G. Land Ownership History in the Rancho Cordova Area
- H. Boundary Line Adjustment Map

Organization of the Process



Public Workshops and Tours

Public outreach was important to the PMT and the Update Committee. Public workshops and tours provided opportunities to vet and discuss new ideas and concept proposals. Tours brought the public and Update Committee members into the Parkway to see and experience the landscape of which they would be discussing. The input received during the workshops was utilized by staff and consultants to refine the ideas and concepts presented to the Update Committee.

Integrated Area Planning – City of Sacramento

The Integrated Area Planning (IAP) visioning process offered three community meetings. The first meeting started off with a tour of the Parkway within the IAP area and then a workshop immediately afterwards.

- Community Meeting #1, January 29, 2005: The first meeting started off with a tour of the Parkway within the IAP area. After the tour, the participants divided into three breakout groups to discuss the three areas within the IAP area, which also coordinates to the City limits of the City of Sacramento: Discovery/Tiscornia Park., Woodlake, and Cal Expo. The groups were asked to identify the assets, opportunities and issues of each area. All three groups rotated to ensure they had an opportunity to comment on all three sites.
- Community Meeting #2, March 31: Participants were given a list of potential uses and were asked to decide if each use should definitely be included, was worth considering or should be excluded from the Parkway. The proposed uses were categorized in five groups: Natural systems and habitat protection; access, transportation, circulation and parking; trail systems; park and recreation activities and facilities; and interpretive facilities, volunteer and educational programs. This activity helped identify the level of support or potential controversy for proposed uses.
- Community Meeting #3, July 18, 2005: At this meeting there were six information stations that all participants could visit and provide feedback on the draft conceptual plans. These stations included habitat restoration, circulation and trails, Discovery Park, Woodlake, Cal Expo, and the planning framework which includes the Parkway Plan vision and goals, design objectives and guiding principles.

The information from these three meetings, as well as feedback provided at by the community and public hearings and Update Committee meetings were used to develop the Integrated Area Plan.

Rancho Cordova area

The City of Rancho Cordova and CRPD worked with County staff to provide a workshop and tour for the Goethe Park and Rossmoor Bar areas. The following is a timeline and description of public meetings and hearings on these two areas.

February 4, 2006

City of Rancho Cordova and CRPD hosted a workshop and Parkway tour for Update Committee members and interested public. The purpose of the workshop was to introduce the City's conceptual proposals. The Update Committee and members of the public were provided with a field guide describing the conceptual proposals. A lengthy presentation and discussion session provided an opportunity for open dialog between staff and the public concerning the conceptual proposals. A comment card was also available for all attendees to voice their opinions and to comment on this area of the Parkway. All attendees were then taken out onto the Parkway for a tour of the area to better visualize the conceptual proposals that were being suggested.

The information gathered at this public workshop was used to further refine the proposals by the City of Rancho Cordova and CRPD.

February 21, 2006

City planning staff and CRPD staff presented the conceptual proposals to the Rancho Cordova City Council. The Council discussed the proposals and public comment was taken. The Council directed their staff to hold another public workshop to ensure that all citizens of Rancho Cordova had an opportunity to voice their ideas and concerns about the conceptual proposals and the Parkway Plan Update.

April 10, 2006

A second public workshop was held in Rancho Cordova. City planning staff and CRPD presented the Parkway conceptual proposals to the citizens of Rancho Cordova and received feedback and comments. This feedback was used to further refine the conceptual proposals.

May 15, 2006

City planning staff and CRPD presented the final conceptual proposals to the City Council for approval and direction for presentation to the Update Committee. The conceptual proposals had undergone a number of changes from the original proposals based on feedback from the Update Committee and Rancho Cordova citizens. The Council provided final direction to their staff on the recommendations to be taken forward to the Update Committee for their consideration.

SUMMARY OF LOCAL HEARING DATES AND ACTIONS

AMERICAN RIVER PARKWAY PLAN UPDATE PROCESS TIMELINE MEETINGS AND ACTIONS TAKEN BY JURISDICTION		
DATE	JURISDICTIONAL ENTITY	DESCRIPTION OF ACTION
6/18/2002	Board of Supervisors	Contract with the Center for Collaborative Policy for facilitation services for the first phase of the American River Parkway Plan Update process. Phase I included a stakeholder assessment process to interview a diverse range of stakeholders, determining key issues that would be raised during the Update process, determining stakeholder organizations with a specific interest or issue to raise during the Update process, and to design a proposal for updating the American River Parkway Plan. Contract amount totaled \$52,184.
6/11/2003	Board of Supervisors	Approval of the American River Parkway Plan Update Process Design. The five approved recommendations were: <ol style="list-style-type: none"> 1. Approve the American River Parkway Plan Update process design and project scope as defined in the <i>Final Draft Convening Report</i>. 2. Approve the attached resolution to establish the Update Citizens Advisory Committee. 3. Initiate the application process for the individually appointed geographic area representative seats. 4. Continue this item to July 30, 2003 for ratification of the individual appointments. 5. Consider the addition of a representative from the County Parks & Recreation Commission to the Update Citizens Advisory Committee as an Ex-Officio member.
7/7/2003	Rancho Cordova City Council	Note and file the <i>Final Draft Convening Report</i> . Initiate the process for selecting an individual to represent the City of Rancho Cordova on the Update Citizens Advisory Committee and continue the item for ratification of the appointment within the next six weeks.*
7/29/2003	Board of Supervisors	Appointment of individual composition for the Update Committee (Addendum to June 11, 2003 staff report). The County Planning Project Manager contacted the organizations approved for representation on the Update Committee. Each organization self-appointed a representative and contacted the County's Project Manager. The appointments on this date included representatives from the four environmental organizations, seven of the eight recreational organizations, and three community organizations.
8/27/2003	Board of Supervisors	Board of Supervisors appointments for the geographic area representatives on the Update Committee for Districts 1, 2 and 3, and the boating representative.

ATTACHMENT C

9/9/2003	Board of Supervisors	An agreement between Sacramento County and the Center for Collaborative Policy (CCP) for facilitation services for Phase II of the Update Committee. This will include providing advice, facilitation and mediation assistance to support the ARPP Update process. CCP will be responsible for: 1) the charter for the Update Committee, 2) facilitation of 14 Update Committee meetings, 3) Update Committee meeting preparation, agendas, meeting summaries, and editing draft update language, 4) facilitation of three community workshops, 5) facilitation of Project Management Team meetings and meeting notes, and 6) mediation of small groups addressing particularly sensitive or controversial issues. Contract amount was \$223,044.
10/14/2003	Sacramento City Council	Approval of the American River Parkway Plan Update process and acceptance of the final Convening Report. Approval of the establishment of the Update Committee.
10/15/2003	Board of Supervisors	Approval of the appointment of Renée Taylor as the geographic area representative for District 4.
10/22/2003	Board of Supervisors	Waiver of the process and direct appointment and approval for Eddie Kho to be the geographic area representative for District 5.
11/4/2003	Sacramento City Council	Based on adoption of the resolution authorizing the formation of the Update Committee– four positions are available for members with interest in the following areas: North Sacramento, Natomas, Richards Boulevard/Downtown and Midtown.
12/3/2003	Board of Supervisors	Update Committee membership change to replace Becky Johnson with Mark Murray as the representative for the Buffalo Chips Running Club.
1/20/2004	Sacramento City Council	Confirm the recommendations made on January 13, 2004 for: Michael Gunby, Constance Miottel, Joseph (Ted) Sheedy and Melinda Williams to the American River Parkway Plan Update Citizens Advisory Committee.
2/14/2006	Board of Supervisors	Authorize the County Planning Director to: 1) amend the consultant agreement between Sacramento County and the Center for Collaborative Policy for facilitation services to update the American River Parkway Plan, and 2) approve membership changes to the Update Citizens Advisory Committee. The contract for facilitation services increased by \$179,115 from \$275,228 to \$454,343. The contract extension supported the increased involvement of the Project Management Team as well as allowing for additional time to engage the City of Rancho Cordova and allow their interests to be addressed by the Update Citizens Advisory Committee.

*This item was presented at the City's first scheduled Council meeting after incorporation on July 1, 2003.

UPDATING THE 1985 AMERICAN RIVER PARKWAY PLAN – Summary of Changes

Principles that guided the Update Process were:

1. Parkway goals remain unchanged,
2. Change to the governance structure was not addressed,
3. This would be a consensus based decision making process for both the Update Citizens Advisory Committee and Project Management Team, and
4. There would be a high level of public involvement and input.

Overarching changes to the design of the Parkway Plan entailed reformatting of chapters to co-locate topics and associated information; and chapter numbers and policy numbers were matched for ease of ascertaining direct relationship of the policy with the topical chapter.

The following is a discussion of the key changes to the 1985 Parkway Plan per chapter with reference to the topics included in the Controversial Issues Memo. Specific concerns and issues raised on the controversial topics are more fully described in Attachment XX: Controversial Issues Memo, September 2006.

Chapter 1 - Introduction

Purpose:

- Describes the Parkway as a “regional jewel” and describes its benefits to the public.
- Provides a brief initial history of the Parkway.
- Establishes the document is a policy and land use document.
- Sets forth Goals and Concept Policies which direct a balanced management approach of the Parkway for flood control, vegetation, wildlife, and recreation.

Changes

- Clarification was added to this chapter to reflect State owned and managed land in the Bushy Lake area floodplain near Cal Expo and Lake Natoma located between Hazel Avenue and Folsom Dam.
- Additional information was added to reflect the 2004 – 2006 Update Process.
- Discussion of whether or not to prioritize the Parkway Goals. The Update Committee recommended not including a prioritization but focused on a balanced management approach.
- Discussion on whether or not to redefine “passive, unstructured” in:
Recreation: 1.2 - The Parkway shall be oriented to passive, unstructured water-enhanced recreation activities which are appropriate in a natural environment, and which are not normally provided by other County recreational facilities.
Decision was not to redefine.

Chapter 2 – Goals and Policies

Purpose

- Offers a summary of all Parkway-wide policies.

Changes

- The numbering of the policies changed so that the policy number matched the topical chapter number.
- The restructuring of the policies locates all of the topically related policies together for a more holistic description of a particular topic. As such, a direct comparison of updated policies can not easily be made as many have been moved to other sections.
- The grouping of the policies changed, particularly as they relate to Chapter 7 – Land Use. The policies were consolidated and regrouped by topic and in related groups. In the 1985 Plan, one can go to several sections to read the varying restrictions and permission per a specific land use designation.

Chapter 3 – Resources of the Parkway

Purpose

Provides a description of the natural resources, including vegetative communities, native plant restoration, aquatic communities and wildlife; human historical resources and interpretive resources, and aesthetic resources.

Changes

- The Updated Parkway Plan expands on the description of the natural resources, incorporating the scientific and technical knowledge of the *2001 Lower American River Corridor Management Plan*. The additional level of detail is intended to provide the basis for understanding the intent of the updated policies and to provide the knowledge necessary for the Parkway Manager to adaptively manage the interconnected resources of the Parkway.
- The human historical section has been expanded to include a description on the lifeways of the California Indian. The interpretive resources and programs are described in more detail and include a description of an Interpretive Center.
- A new section has been added entitled “Aesthetic Resources”. This section lists the elements that are valued aspects and unique intrinsic values that define and create the Parkway experience. Aesthetic resources typically result from a strong natural resources management approach.

Chapter 4 – Water Flows, Water Quality and Flood Control

Purpose:

- To explain the influences of flood control, levee protection and erosion control on the Parkway.

Changes

- The updated chapter provides an enhanced framework for water flows and water quality, discussing the influences of the Folsom Dam and the effects of the management of Folsom

Dam on river flow, such as how volume, temperature and timing of flows affect the aquatic species of the Parkway.

- Flood and erosion control sections are expanded to discuss management of the federal/state flood control system, its regulatory management structure, and programs and measures to meet flood control system goals.
- Policy direction that the flood control system is to be managed to protect the natural resources of the Parkway. Flood control is a priority for the American River system and can be enhanced with proactive vegetation management projects. Flood control projects should ensure minimal adverse impacts to the Parkway, and in fact, should be designed to protect and enhance the natural resources of the Parkway.
- The role of the Wild and Scenic Rivers Act, both federal and state designations, has been moved from Chapter 1 to Chapter 4. Here, the function of the Parkway Plan as the implementing management plan for the Wild and Scenic Rivers Act is described.

Chapter 5 – Recreational Use of the Parkway

Purpose

This chapter regulates the recreational uses of the Parkway.

Changes

- A renaming of the Permitted Recreational Activity Groups was made to more descriptively describe the uses of that group. Instead of “Group Two: Recreational Living” as stated in the 1985 Parkway Plan, the Updated Plan names this group as Recreational Enjoyment.
- The Groups were also slightly modified to group all water recreational activities together instead of being split in two different groups, as they are in the 1985 Plan.
- Overnight camping consists of a group of policies that is now more clearly descriptive of the permitted uses: group types, locations, their purpose, and regulation over their activities.
- A new recreational use, off-paved trail bicycling (i.e. mountain biking), is now permitted on the maintenance and emergency roadways in the Woodlake and CalExpo areas, at the discretion of the Parkway Manager. (This was a highly controversial issue for the Update Committee and the public.)
- Several additions were made to the list of prohibited activities: dogs without leashes and dogs at all times in designated Nature Study areas; construction of platforms, ladders or other apparatuses in trees; residential and community gardens; and abandonment or discard of refuse, including plant materials. (Off-leash dog recreation was a highly controversial issue for the Update Committee and the public.)
- A new section was added to provide direction on the types, size and location of Special Events in the Parkway, clarifying the currently permitted activities in Discovery Park.
- A second new section was added to address the need to retain a balanced management approach that supports permitted recreational activities while continuing to protect and enhance the natural resources and wildlife. This addition was in response to the concern that increased use of the Parkway may compromise its natural resources.

Chapter 6 – Non-Recreational Use of the Parkway

Purpose

Expanding on current policies, the updated policies continue to regulate commercial activities and permit only those that are associated with an already permitted facility or recreational activity. The current language recognizes agricultural uses but does not specifically promote it.

Changes

- The updated language provides additional support for the use of agricultural activities for interpretive and educational purposes, as well as its role as a land use management tool. Continuing to manage the area in agriculture in an interim basis prohibits the growth of invasive species while preparing the area for another use.
- Clarifying that cafes/commercial kitchens may only be permitted in association with a permitted recreational use or facility. (This was a controversial issue for the Update Committee.)

Chapter 7 – Land Use

Purpose

The purpose of this chapter is to define the six land use designations to direct the activity and facility use of the land. The six land use designations and their definitions have not changed.

Changes

- The land use tables have been regrouped and consolidated for easier reference.
- There is now only one parcel in the Parkway that is designated “Recreation Reserve”. This is the Regional Sanitation owned parcel in the Arden Bar area that is currently being leased to the Sacramento County Sheriff’s Department.
- The Sacramento Valley Live Steamers railroad is a specifically recognized use on the Cordova Recreation and Park District owned parcel east of Hagan Park.
- A major change to the updated chapter addresses visual intrusion. The 1985 Plan policies regulate “[s]tructures that are in the Parkway or visible from the Parkway shall be of a design, color, texture and scale that minimizes adverse visual intrusion into the Parkway.” Changes from this Update include the following:
 1. Separately addresses visual intrusion from structures within the Parkway and from structures outside of the Parkway,
 2. Distinguishes downtown Sacramento as an urban core,
 3. Highlights that development on the bluffs shall not degrade bluff stability and shall minimize visual impacts into the Parkway, and
 4. Provides tools to minimize visual impacts for use by local jurisdictions that shall regulate adjacent development visible from the Parkway.

Chapter 8 – Public Access and Trails

Purpose

This chapter addresses how the Parkway and its recreational uses are to be accessed and the management of the trails system.

Changes

- Bridges were a fairly controversial issue for the Update Committee, as is further discussed in Attachment E. In short, the Update Committee provided general direction on vehicular bridges, with emphasis on expanding existing vehicular bridges and providing for bicycle, pedestrian and equestrian access.
- Several general areas were identified as possible locations for new bicycle/pedestrian bridges. New bridges for bikes, pedestrians, and equestrians may be considered, consistent with Parkway-wide policies. If a new bridge is approved, it shall require a map amendment to the locally-adopted area plan(s). As long as the development is consistent with the land use designations, it would not necessitate an amendment approved at the State legislature level.
- The concept of informational and directional signage was expanded to provide an educational and interpretive role as to the natural resources of the Parkway and explanation of the human relationship with those resources.
- Constructing and managing Parkway facilities to be accessible to persons with disabilities is recognized as vital in providing opportunities to experience the Parkway.
- New to this chapter is acknowledgment of the importance of the bicycle trail not only for recreational purposes but also as a primary commuter route for the area.

Chapter 9 – Public Safety

Purpose

- The Parkway Plan language provides support and direction for vehicular, boat and fire emergency access.

Changes

- A policy has been added to provide fire department personnel with updated maps that designate high priority natural resources.
- Language has also been added to address public safety and illegal camping.
- Policies to support public access and use have been expanded. Nighttime lighting is now regulated in order to protect human public safety as well as avoiding negative impacts to the nighttime activities of wildlife.

Chapter 10 – Area Plans

Purpose

- Area plans provide additional information on allowed uses within specific areas of the Parkway.

Changes

- Clarification was made between locally adopted sections of the Plan and State adopted sections.
- Area plan maps and text may be modified, amended and approved at the local adoption level, as long as those changes are consistent with the General Land Use Map designations and Parkway-wide policies.
- Any change to the General Land Use Map and Parkway-wide policies would require approval through the local adoption process, to then be submitted, approved and adopted by the State Legislature.

The area plans in the unincorporated County did not change greatly. Language was updated to reflect existing conditions. The area plans within the City limits of Sacramento and Rancho Cordova, however, did change substantially. A summary of the changes follow:

Areas within the City of Sacramento

This is generally comparable to the Integrated Area Planning phase of the Parkway Plan Update.

Discovery Park.

- Strengthen access from the Sacramento Riverfront and adjacent neighborhoods to Discovery Park. This includes more trails, incorporation of bike/pedestrian lanes and access in all new bridges or in bridge renovations, and support for a bridge from Tiscornia Park to West Sacramento.
- Policies were added to address the use of private in-holdings, should they become publicly acquired and identified appropriate uses. For example, the natural resources along the existing Gardenland Sand and Gravel Mine can be restored and interpretive facilities can be provided, including demonstrations of California Indian lifeways.
- The site of the existing Riverdale Mobile Home Park is identified as an appropriate site for an interpretive/educational center for visitor enjoyment and interpretation of the Parkway. (The proposed California Indian Heritage Center [CIHC] interpretive center was a highly controversial issue for the Update Committee and the public.)
- A bridge crossing that is attached to or in the vicinity of Highway 160 is recommended to connect the interpretive/educational center and surrounding area to the south bank.
- The future DNA-RT line is to include bike/pedestrian facilities that provides access to the Parkway and construction should minimize its impact to Parkway resources.

Woodlake Area

- More emphasis was placed on strengthening connections between the Parkway and the Woodlake and North Sacramento neighborhoods. A Class 1 designed trail along the top of the north levee from Del Paso Boulevard to the Capitol City Freeway and a gateway near the intersection of Highway 160 and Northgate Boulevard are proposed.
- Provides for a wildlife corridor and maintains habitat connectivity between the Woodlake and Discovery Park East areas.
- Permits the use of unsurfaced maintenance and emergency roadways by pedestrians and cross-country runners.
- Bicyclists can use the unsurfaced maintenance and emergency roadways, but only at the discretion of the Parkway Manager. Segments of the system open to off-paved trail

bicycling must have adequate buffers to protect habitat, adequate sight lines, and they must be appropriately signed to avoid bicycle conflicts with other uses. This use is subject to immediate closure to bicyclists in the event the Parkway Manager determines that bicycling on these trails poses an unacceptable maintenance and/or management burden, or begins to degrade natural resources.

Cal Expo

- Connectivity between the Cal Expo Fairgrounds and the surrounding urban neighborhoods was addressed through several proposed amenities such as an outlook and access point near Cal Expo Parking Lot A (near Ethan Way), extending the existing bike/pedestrian trails, and a creating a trailhead at Bushy Lake.
- Policies were developed to better implement the Busy Lake Preservation Act, which states the Cal Expo floodplain is to be maintained in a manner consistent with a State park. This includes policies to enhance Bushy Lake's fish and wildlife values, restore seasonal wetlands and riparian habitat, and establishing interpretive facilities of the Parkway's natural resources.
- As with the Woodlake Area, bicyclists can use the unsurfaced roadways within the Cal Expo Area, but only at the discretion of the Parkway Manager.

Areas within the City of Rancho Cordova

Goethe Park Area Plan

- Reassignment of Land Use Designations – West of Hagan Park there are approximately 40 acres with a land use designation of Developed Recreation. It is recommended by the CRPD and City of Rancho Cordova that this land use designation be changed to Protected Area.
- Reassignment of Land Use Designation – East of the existing outfall channel is 77+/- acres with a land use designation of Limited Recreation. Approximately 7 acres of the Limited Recreation land use to be changed to Developed Recreation.
- Improvement of Bike Trail Access from Chase Drive – The construction of a bicycle/pedestrian trail extending access from Chase Drive to provide a direct and convenient connection to the Parkway bike trail.
- Restoration of Existing Stormwater Outfall Channel – The channel in the Goethe Park Area Plan has very steep, armored side slopes and a deep channel that could pose safety threats to Parkway uses. The proposal is for restoration through grading that would widen the profile, add gentle meanders and bends, and allow for revegetation with native plants.
- Restoration of Protected Area – Restore the Protected Area in Goethe Park Area Plan to create a natural plant community and riparian habitat area that can be used for an outdoor classroom educational area.
- Allow a Demonstration Farm/Native Plant Nursery/ and Interpretive Educational Center – A demonstration garden and native plant nursery are recommended for the Limited Recreation land use site east of the stormwater outfall channel. Complementing the

proposed restoration area, native plant nursery and demonstration garden it is proposed that an Interpretive/Education Center be located in the recommended Developed Recreation land use area. (The amount of Developed Recreation in Goethe Park was a controversial issue for the Update Committee and the public.)

Rossmoor Bar

- Reassignment of Land Use Designation – Approximately 56 acres of land with an existing land use designation of Recreation Reserve will be changed to Limited Recreation. This will allow for the installation of a sensory garden (per a modified recommendation by the PMT) and a native plant arboretum in this area. No significant structures would be constructed as a part of the arboretum.
- The amount of Developed Recreation and associated uses was a controversial issue for the Update Committee and the public.
- Reassignment of Land Use Designation – The balance of the Recreation Reserve in this area will be re-designated as Protected Area.
- The Protected Area Land Use designation will allow for some interpretive signage within the Rossmoor Bar “dredger tailings” area. This signage will help explain the history of mining on the American River and provide information on the local wildlife habitat.

Chapter 11 - Implementation

Purpose

- This chapter describes the roles and responsibilities of the various jurisdictions involved with the development and management of the Parkway.

Changes

- An important topic that was not discussed by the Update Committee for their recommendation was the question of governance. Therefore, the governance structure of the 1985 Parkway Plan did not change, although the jurisdictional roles and responsibilities were updated and expanded to include the “new” City of Rancho Cordova. Currently, the adopting jurisdictions are exploring the possibility of modifying the current governance and finance structure. Not knowing the outcome of these explorations, the updated language now refers to the Parkway Manager, in lieu of specifying the County Department of Regional Parks. The intent is to allow for the possible change in management without necessitating amending the Parkway Plan through the State legislature.
- Key policies were added to support and direct the prioritization for stable and long-term funding for the management of the Parkway. An “Expenditures and Funding” section is greatly expanded in its discussion of various forms of funding and the direct and indirect economic and public health benefits of the Parkway.

**Update Citizen's Advisory Committee (UCAC)
"Controversial Issues Memo"**

**Documentation of Notable Controversial Issues
From the 2006 American River Parkway Plan Update
September 28, 2006**

Executive Summary

This memo details eight issue areas which were notably controversial during the 2006 update of the American River Parkway Plan.

This Executive Summary lists the final recommendations of the Update Citizens' Advisory Committee (UCAC) on each of these topics, and, in the few instances where the Project Management Team (PMT, composed of staff and directors of the sponsoring agencies) had a different recommendation than the UCAC, the PMT recommendation is also given.

The full memo following the Executive Summary additionally explains: 1) the range of concerns regarding each specific issue and the reasoning on all sides, and 2) significant details of the process of how the UCAC and PMT dealt with each topic. This documentation is intended to provide useful background to decision-makers who could potentially be asked to revisit some of these issues.

The eight controversial issues and the associated UCAC and PMT final recommendations are:

1. Whether to prioritize the Parkway goals.

Outcome: The UCAC did NOT prioritize the Parkway goals. Instead, they directed staff to describe a need for balanced management of environmental protection and restoration, recreation, flood management and public safety of the Parkway. Staff incorporated this direction in revised policies 1.1 through 1.5 in the Updated Plan. The PMT concurred with this outcome.

2. Whether to revise language describing "Passive, unstructured, water-enhanced recreation...not normally provided by other County recreational facilities."

Outcome: UCAC members did NOT agree to change this language from the 1985 Parkway Plan. It appears in the updated Parkway Plan as it did in the 1985 Parkway Plan. The PMT concurred with this outcome.

3. Whether to provide for off-leash dog recreation in the Parkway.

Outcome: The UCAC did NOT approve any of the proposals for off-leash dog recreation in the Parkway that they considered. Instead, they added new restrictions on dogs as follows:

The following activities and facilities, which are incompatible with the Parkway, shall be prohibited:

- 5.27.1 h. Dogs without leashes, dog training and field trials. All dogs shall be on a leash not longer than six feet in length. All dogs shall be prohibited at all times in any designated nature study areas.

The PMT concurred with this outcome.

- 4. Whether to approve an interpretive center in Discovery Park, which might be the California Indian Heritage Center (CIHC).

Outcome: The UCAC approved the idea of an interpretive center in Discovery Park, which might or might not end up being the CIHC. The UCAC also approved specific guidance in Chapter 10 related to a new interpretive center as well as several new policies related to Parkway management and land acquisition, as detailed below. The UCAC did NOT reach agreement on guidance regarding the appropriate size of this interpretive center, though many members wanted to place an upper limit on size. The UCAC instead agreed that size should be determined through the existing local public hearing process, including the Board of Supervisors, when considering detailed site plans.

The PMT largely concurred with this outcome.

- 5. Whether to give guidance for future bridge crossings over the American River.

Outcome: The UCAC decided to give guidance on future bridge crossings of the American River, but not specifically endorse or deny currently proposed crossings such as the proposed DNA-RT light rail crossing. The UCAC approved the following bridge-related policies, which were subsequently revised slightly by staff per PMT direction after receiving feedback from Regional Transit (RT).

UCAC approved policies:

- 8.17 If new bridge crossings are constructed, they shall be designed and located in such a manner as to result in the least negative impact to the Parkway environment, aesthetic values, and natural resources. Bridge crossings should be located within Developed Recreation or Limited Recreation areas.
- 8.18 Bridge crossings should incorporate river themes and the Parkway context into its design and use muted, earth toned colors.

- 8.19 If new automobile bridges are considered, expanding existing bridge capacity is preferred to constructing new bridges. If after careful study of all other alternatives, another crossing is required, a map amendment to the locally-adopted area plan shall be required.
- 8.20 If new automobile bridges are to be constructed over the American River or existing automobile bridges enlarged, these facilities should provide a path for bicycles and pedestrians that is separated from vehicle lanes and include viewing platforms where appropriate.

PMT revised policy 8.17 above only with the addition of 8.18.1:

- 8.18 If new bridge crossings are constructed, they shall be designed and located in such a manner as to **minimize** negative impact to the Parkway environment, aesthetic values, and natural resources. **Any** additional bridge crossings should be located within Developed Recreation or Limited Recreation areas.

8.18.1 The Downtown-Natomas-Airport (DNA) light rail project alignment, as approved by the Regional Transit Board of Directors in December 2003, is recognized by this Plan.

- 6. Whether to ban new restaurants / cafes / commercial kitchens in the Parkway.

Outcome: The UCAC did NOT agree to ban new restaurant, cafes, or commercial kitchens in the Parkway. Food and beverage sales are governed by the following policies agreed to by the UCAC:

- 6.1.4 Commercial activities determined to be compatible with the goals of the Parkway shall only be considered for location in Developed Recreation Areas and only as an auxiliary component to permitted recreational or interpretive/educational facilities.
- 6.1.5 Commercial activities in association with special events, including the sale of food and beverage from mobile day-use units, will only be considered in fixed locations in association with a special event permit. Staff shall review each special event permit request on an individual basis to assess potential adverse impacts on the Parkway such as litter and other nuisances.

The PMT concurred with this outcome.

7. Whether to allow off-paved trail cycling in the Parkway.

Outcome: The UCAC approved a trial period for off-paved trail cycling on designated maintenance and emergency roadways at the discretion of the Parkway Manager in the Woodlake and Cal Expo areas. Any such use would be required to be consistent with the conditions outlined in policy 5.17 below, and could be expanded in the future per 5.17.1.

5.17 Off-paved trail bicycle use may be permitted on existing or reconfigured maintenance and emergency roadways in the Woodlake and Cal Expo areas, at the discretion of the Parkway Manager, and as approved on locally adopted area plans, which requires a public approval process. Off-paved trail bicycle use may be permitted under the following conditions:

- a. Acquire additional stable and continued funding to support and monitor the use,
- b. Add natural buffers and design elements to minimize off-trail behavior and protect sensitive habitat areas,
- c. Use only authorized maintenance and emergency roadways where appropriately signed and designated, and
- d. Provide access points near clustered parking areas.

5.17.1 Off-paved trail bicycle use may be further expanded to other areas of the Parkway after a three-year trial period and evaluation, subject to Parkway Manager discretion. Locally adopted area plans shall be updated to reflect permitted areas of use, consistent with conditions 5.17 a-d.

UCAC members additionally considered the appropriateness of specific trails for inclusion in the off-paved trail cycling trial period. This memo documents staff's recommendation, based on staff expertise as well as UCAC discussion, that the Woodlake riverside trail NOT be considered for off-paved trail bicycling. Though the UCAC never polled or voted on this particular trail, this memo acknowledges that there are several UCAC members who disagree with excluding this trail from consideration for the trial period and prefer that this be left to the discretion of the Parkway Manager.

The PMT concurred with these outcomes.

Capturing the results of this discussion on the Parkway Plan maps has been somewhat problematic. Staff are no longer using the wide vs. narrow multi-use trail distinction in the Parkway Plan, because the UCAC directed staff to instead label the trails by permitted use (e.g. equestrian / pedestrian), and because in staff's judgment there is no simple and direct link between trail width and that trail's appropriate use. In this Plan, any maintenance and emergency roadway in the Woodlake and Cal Expo areas may be considered by the Parkway Manager for designation as appropriate for the off-paved trail bicycling trial period. It

should be noted that the Woodlake riverside trail is currently designated on the map as a maintenance and emergency roadway, even though the recommendation going forward is that this should be a pedestrian trail. This trail is not marked in the Plan as pedestrian because doing so could potentially imply requirements under the Americans with Disabilities Act (ADA) guidelines for pedestrian trails, which this trail would not be able to readily meet. It is intended that this memo will clarify for the Parkway Manager that the Woodlake riverside trail was not judged through the Update process to be appropriate for off-paved trail bicycling.

8. Certain proposed uses in the Rancho Cordova area plans.

Summary outcomes:

UCAC and PMT members had significant controversy over the following items related to the Rancho Cordova area plans, much of which has been resolved through consensus-building:

- a) The land use designation for the Rossmoor Bar mine tailings area.

The UCAC voted to designate this area as Nature Study. Based on new information as described below, the PMT recommends changing this designation to Protected Area and believes this change would be supported by UCAC and community members in light of the new information.

- b) The size of an area of newly designated Developed Recreation, for the purpose of accommodating an organic farming operation, native plant nursery, and potential new interpretive center in Goethe Park

The UCAC supported all three proposed uses and approved a Developed Recreation land use designation of approximately 7 acres in Goethe Park at the current Goethe Ranch site. The UCAC also added an implementation measure to Chapter 11 of the Parkway Plan directing staff to conduct a survey of the need for, and appropriate locations for, new Parkway interpretive centers.

PMT staff agreed to a slight change in the shape of the 7 acres approved by the UCAC. This change would pull back the Developed Recreation away from the Agnes Circle neighbors and create a "buffer strip" of Limited Recreation (the surrounding land use designation). Staff believe this slight change is an improved planning and land use designation design based on the concerns of the UCAC and staff for uses adjacent to private homes, and is not a significant deviation from the UCAC direction. The PMT agreed that the lost acreage would extend to the northwest of the Developed Recreation area. However, City of Rancho Cordova staff still did not believe this was a sufficient allocation of designated Developed Recreation and could not support this realignment in its entirety.

- c) The development of an interconnected sensory garden, arboretum, and expansion of the existing Live Steamers Railroad in Rossmoor Bar.

The PMT and UCAC did not approve of these three uses as an interconnected and inseparable package. Instead, they weighed in on the three components separately.

Arboretum: The UCAC approved of the concept of an arboretum, so long as the plantings conformed to the Parkway Manager's approved list of Parkway appropriate species. The UCAC approved a land use designation of Limited Recreation to accommodate the arboretum. The PMT concurred.

Sensory garden: The UCAC decided to "be silent" on the issue of a sensory garden and leave that decision to the elected officials who will approve the updated Parkway Plan. The PMT recommends adding language to the Parkway Plan that specifically permits the development of a sensory garden facility consistent with a Limited Recreation designation on about half an acre of the area proposed for the arboretum.

Rancho Cordova and CRPD staff would like to note that, if the electeds are supportive, they would prefer changing the land use designation on this half acre to Developed Recreation, which would allow for more developed improvements such as might be found in a state of the art sensory garden. However, Rancho Cordova and CRPD staff are not actively pressing for this change.

Steam train: The UCAC had a split decision on the steam train expansion, where half of UCAC members present (6 members) recommended allowing the expansion per Rancho Cordova's proposal, and the other half (6 members) recommended expanding or relocating the train outside of the Parkway. However, because the UCAC did not reach a consensus recommendation, the default action is no change to the 1985 Parkway Plan, and thus no change to the current configuration of the train.

The PMT sub-group staff agree to the concept to remove the steam train parcel and other CRPD owned parcel west of Hagan Park out of the Parkway boundary, in exchange for ensuring that there is some form of easement along the bike trail on the northern edge of Hagan Park that is brought into the Parkway boundary. A specific recommendation, however, was not agreed upon.

When the updated Parkway Plan goes before the elected bodies for approval, Rancho Cordova and CRPD intend to pursue the idea of expanding the steam trains east of their current location onto 18 acres of County-owned land in the Parkway. County staff oppose this expansion because they believe it would be inconsistent with the Parkway Plan, and the County does not support expanding a non-conforming, non-river dependant use in the Parkway.

Introduction

In the course of the 2006 Update of the American River Parkway Plan, the UCAC has almost always been able to reach a comfortable consensus on recommendations. The PMT agencies have served as advisors to the UCAC and have almost always concurred with the UCAC recommendations. However, there have been eight significant issues which the UCAC considered carefully with PMT assistance, but upon which strong and diverse opinions remain. We are using the term “controversial issues” as a short-hand for this concept: that the UCAC’s dialogue on a topic was significantly charged and the UCAC’s final recommendation (or lack thereof) regarding that topic remains controversial with at least some of its members and / or PMT members.

The purpose of this memo is to document these eight controversial issues and provide a summary of the interests and concerns on all sides. This type of documentation is common in consensus-building processes and is provided for in the UCAC Charter.

This memo serves two main audiences: 1) For those UCAC and PMT members who did not fully agree with the final recommendations on a controversial issue, this memo ensures that their perspectives are captured in the context of the full discussion. 2) For those observing the UCAC, and especially for the decision-makers who could be asked to reconsider some of these controversial issues in the future, this memo provides a neutral summary of what occurred during the Update process.

The eight controversial issues detailed below are, in no particular order:

1. Whether to prioritize the Parkway goals.
2. Whether to revise language describing “Passive, unstructured, water-enhanced recreation...not normally provided by other County recreational facilities.”
3. Whether to provide for off-leash dog recreation in the Parkway.
4. Whether to approve an interpretive center in Discovery Park, which might be the California Indian Heritage Center (CIHC).
5. Whether to give guidance for future bridge crossings over the American River.
6. Whether to ban potential new restaurants / cafes / commercial kitchens in the Parkway.
7. Whether to allow off-paved trail bicycling in the Parkway.
8. Certain proposed uses in the Rancho Cordova area plans.

1. Prioritizing Parkway goals:

Summary outcomes

The UCAC did not agree to prioritize the Parkway goals. Instead, they directed staff to describe a need for balanced management of environmental protection and restoration, recreation, flood management and public safety of the Parkway. Staff incorporated this direction in revised policies 1.1 through 1.5 in the updated Plan as follows:

Balanced management: 1.1 - The American River Parkway is a unique regional asset that shall be managed to balance the goals of controlling flooding; preserving and enhancing native vegetation, native fish species, the naturalistic open space and environmental quality within the urban environment; maintaining and improving water flow and quality; providing adequate habitat connectivity and travel corridors to support migratory and resident wildlife; providing recreational opportunities; and ensuring public safety.

Recreation: 1.2 - The Parkway shall be oriented to passive, unstructured water-enhanced recreation activities which are appropriate in a natural environment, and which are not normally provided by other County recreational facilities. To this end, development in the Parkway shall be minimal, and facilities which are primarily visitor attractions should be placed in less sensitive areas within the County Park system. Insofar as possible, development shall not occur in areas of natural ecosystems that are still relatively undisturbed.

Resource protection: 1.3 – Limitation on the use of the Parkway through design and management tools to prevent overuse of the Parkway, and preserve the environmental quality, thereby ensuring the integrity of the Parkway for future users.

Land Use: 1.4 – No existing publicly owned Parkway lands shall be disposed of through sale, lease, or de facto uses adverse to the goals and policies of this Plan, in order to assure the long-term protection and integrity of the present boundaries of the Parkway.

Cooperation: 1.5 – Coordination and cooperation in Parkway planning and management is essential, especially in recognizing the many important roles of jurisdictions and agencies with regulatory responsibilities within the Parkway.

Background on discussions

The 1985 Parkway Plan lists five goals:

- To provide, protect and enhance for public use a continuous open space greenbelt along the American River [...]
- To provide appropriate access and facilities so that present and future generations can enjoy the amenities and resources of the Parkway [...]
- To preserve, protect, interpret and improve the natural, archaeological, historical and recreation resources of the Parkway [...]
- To mitigate adverse effects of activities and facilities adjacent to the Parkway [...]
- To provide public safety and protection within and adjacent to the Parkway [...]

The 1985 Parkway Plan does not explicitly prioritize these goals and offers guidance for a balanced management approach in the Parkway Concept, which is summarized in the 1985 Parkway Plan as follows: “The American River Parkway...shall be managed to balance the goals of a) preserving naturalistic open space and protecting environmental

quality within the urban environment and b) contributing to the provision of recreational opportunity in the Sacramento area.”

During discussion of Chapter 1 of the Parkway Plan, UCAC member Frank Cirill proposed new language on behalf of the Save the American River Association (SARA) that would prioritize the Plan’s goals. Frank’s suggested language was “The Primary Goal is to preserve the Parkway as a perpetual open space greenbelt; Secondary Goal is to permit and encourage human uses of the Parkway which do not conflict with the Primary Goal that protects these natural values. Whenever there is a conflict in determining appropriate uses of the Parkway, the Primary Goal shall prevail.”

UCAC members had a robust discussion regarding creating priorities among Parkway goals. Some supported Frank’s proposal, while others critiqued the language, which they thought could be interpreted to disallow any given human use. Several UCAC members did not want to introduce any language that might be used to limit or deny what they considered to be appropriate recreational uses of the Parkway. Several members commented on other goals that could possibly be considered to be primary, e.g. flood control. Others expressed that while they thought it was a good idea in theory to have a prioritization, they doubted it was possible to do so in a way to give meaningful direction to staff in a management plan. The UCAC did not reach agreement on any prioritization of goals and instead directed staff to describe a need for balanced management of environmental protection and restoration, recreation, flood management and public safety of the Parkway. Staff incorporated this direction in revised policies 1.1 through 1.5 in the Updated Plan.

Although the UCAC directed staff to continue the status quo of balanced management from the 1985 Parkway Plan, the concept of a primary vs. secondary goal has continued to surface periodically at Update Committee meetings in the comments of UCAC members, and it has also been raised by members of the public.

2. Recreation language describing “Passive, unstructured, water-enhanced recreation...not normally provided by other County recreational facilities” in Parkway Concept Policy 1.2

Summary outcomes

The UCAC did not agree to change language in the Parkway Plan which reads, “The Parkway shall be oriented to passive, unstructured, water-enhanced recreation activities which are appropriate in a natural environment, and which are not normally provided by other County recreational facilities.” For various reasons, including a perception that this language does not accurately describe some current approved uses, as well as a concern that this language might be unfairly applied to exclude new uses, some UCAC members still do not support the phrase “passive, unstructured.”

Background on discussions

The 1985 Parkway Plan includes in Parkway Concept policy 1.2, “The Parkway shall be oriented to passive, unstructured, water-enhanced recreation activities which are appropriate in a natural environment, and which are not normally provided by other County recreational facilities.” County Regional Parks staff informed the UCAC that this language is one key element of their determination of whether a proposed activity or facility is appropriate in the American River Parkway.

Concerns

During the discussion of Chapter 1, some UCAC members expressed concern that the terms “passive” and “unstructured” were not accurate descriptions of some current Parkway activities, and therefore were not useful as guidance for future proposed activities. Members gave equestrian use, bicycling, and boating as examples of currently permitted uses which they thought might not qualify as passive or unstructured. Some members suggested striking this language or revising it to more accurately reflect current practice. Some members expressed an interest in ensuring that new recreational activities similar to currently permitted activities were not judged to be inappropriate based on application of the “passive, unstructured” criteria. Other members felt that this language had served the Parkway Manager well in the past and should not be changed. Staff informed the UCAC that the experience of the County Regional Parks Department to date is that the language of the 1985 Parkway Plan has been helpful.

Staff response to UCAC direction

UCAC members were not able to reach agreement on revising this language, but requested that staff review the language and attempt to draft an improved version that better reflects current practice. Subsequent staff research on this issue found that “passive” recreation is a commonly used term in the parks and recreation industry, and that it is typically used to characterize the types of recreation that currently are allowed in the Parkway, such as bicycling and horseback riding. For example, the US Environmental Protection Agency defines passive recreation as follows:

- Passive recreation refers to recreational activities that do not require prepared facilities like sports fields or pavilions. Passive recreational activities place minimal stress on a site’s resources; as a result, they can provide ecosystem service benefits and are highly compatible with natural resource protection. (Note: Examples accompanying this text include bicycling, running/jogging, and horseback riding). Source: U.S. Environmental Protection Agency
- The following broad goal and policy statements were developed to guide passive recreation management for the North Boulder Valley:

- Mangle and preserve land for passive recreation use, its aesthetic or passive recreational value, and its contribution to the quality of life of the community.

Other sources consulted by staff include the City of Boulder Open Space and Mountain Parks Department, the City of San Luis Obispo, and California State Parks. Although there are differences between representative examples of passive activities defined by these jurisdictions, the general theme remains somewhat constant. The relative descriptions of passive recreation remained representative of current practice in the Parkway.

After considering this question and their research results, staff do not have any suggested language that they feel would be better than “passive, unstructured” to describe desirable recreational uses in the Parkway. This outcome preserves the status quo and does not change the language from the 1985 Parkway Plan. UCAC members proposed no further changes.

3. Off-leash dog recreation (OLDR)

Recreating with a dog off-leash is prohibited in all County parks by County ordinance. If off-leash dog recreation (OLDR) were to be permitted in the American River Parkway, a suitable area would need to be identified and an exception made to that area of the Parkway in the County ordinance prohibiting dogs off-leash.

Summary outcomes

The issue of OLDR was explored as a potential recreational component of updating area plans in Discovery Park, Woodlake, and Cal Expo as part of the Integrated Area Planning (IAP) process. After considerable discussion of this issue among the UCAC as described below, the UCAC recommended against modifying the 1985 Parkway Plan to include an OLDR area in the Discovery Park, Cal Expo, or Woodlake areas of the Parkway (the Integrated Area Planning area). The UCAC did not conduct any further investigation or discussion of specific OLDR locations in the Parkway upstream of Cal Expo. At the final UCAC meeting on June 19, 2006, the UCAC approved new Parkway-wide restrictions on dogs in the Parkway as follows, mirroring the existing County ordinance:

5.27 The following activities and facilities, which are incompatible with the Parkway, shall be prohibited:

- 5.27.1 h. Dogs without leashes, dog training and field trials. All dogs shall be on a leash not longer than six feet in length. All dogs shall be prohibited at all times in any designated Nature Study areas.

There remains a division of opinion between those members who find the idea of OLDR in the Parkway clearly inappropriate, and those who think it could, and should, be made to work. OLD advocates continue to feel that they have not had an appropriate public forum to consider OLDR Parkway-wide, since the UCAC only considered 3 of the 18

Parkway area plans (Discovery Park, Woodlake, and Cal Expo) in detail as potential locations for OLD recreation.

Sacramento Dog Owners Group's (SacDOG's) proposal and reasoning

During the Integrated Area Planning process, SacDOG proposed to the UCAC the type of OLDR they would like to see in the Parkway. They favored either: 1) a moderate to large (25+ acres) fenced area with water access, or 2) a defined but unconfined open area with access to trails and water. SacDOG was clear that they are not seeking a 1-2 acre fenced dog park in the Parkway similar to existing City off-leash dog (OLD) parks. They stressed that any OLDR area should be thoughtfully designed, have policies and guidelines closely patterned after other successful OLDR areas, protect sensitive habitat areas, and would be policed by responsible dog owners. Trainings, user guidelines, and peer monitoring would also aid in managing the use and reduce possible conflicts. They offered examples of successful OLDR areas in other jurisdictions, such as East Bay Regional Parks. A long-time staff member from East Bay Regional Parks (EBRP) District informed the UCAC that in his opinion and experience, OLDR worked well as a component of EBRP's highly valued multi-use recreational trail system, and posed little management burden.

At the heart of SacDOG's request is a desire by some Sacramento dog owners to be able to legally hike a distance (preferably in an area with an accessible water feature) in their local area with their dogs off-leash. Benefits anticipated by SacDOG of including OLDR in the Parkway included: 1) Provide a needed type of recreation that currently does not exist in other County Parks facilities (large OLD hiking area with water access); 2) Parkway stewardship by responsible dog owners; 3) Inclusion of OLDRs and their owners in enjoyment of the Parkway, ending the current practice of excluding OLD recreationists, which SacDOG considers discriminatory; 4) Increase utilization of appropriate and potentially under-utilized area of the Parkway; and 5) Revenue increase (e.g. parking fees, potential license fees).

Community input

Dialogue on this issue included input from community workshops where attendees were divided between those who conveyed strong support for off-leash recreation and those who were concerned with potential impacts to wildlife and the safety of other Parkway users. Some community members recounted personal experiences of successful OLDR in other jurisdictions and the benefits to both dogs and humans, such as the health and enjoyment benefits to dog owners of getting out and hiking, and the connection between proper exercise and a dog's good behavior. Others gave firsthand or secondhand accounts of off-leash dog misbehavior such as running in front of bicycles, harming wildlife, and scaring humans. Some attendees expressed fear that not all dog owners would be responsible, and some doubted that dog training could overcome natural dog instincts to hunt and chase. At the second IAP community workshop, attendees were asked to rate the idea of allowing some form of OLD use in the IAP area on a scale of 1-5 where 1= don't

include, 3 = worth considering, and 5 =definitely include. The five public discussion groups rated the issue 3, 5, 4, 1 and 5 respectively, for an average ranking of 3.6.

Project Management Team input

Additionally, the Project Management Team (PMT) presented an analysis memo with its thinking on OLD to the UCAC. They acknowledged the need for an off-leash dog area to serve the needs of residents in the Sacramento region; however they judged the Integrated Area Planning (IAP) area to be an inappropriate location. The primary concerns of the PMT were: 1) impact to expensive, sensitive restoration projects planned for Woodlake and Cal Expo, as well as potential harassment or harm to wildlife, and 2) concerns about the feasibility of creating a confined area within the floodway in the levee-confined portion of the Parkway, as any barrier that would restrict dogs could also impede flood flows. The PMT also considered voice control unreliable for stopping aggressive behavior, which they felt could lead to safety risks and conflicts with other Parkway users. They also noted that off-leash dog recreation could deter Parkway users who are not inclined to share space with dogs that are off-leash, and this would be inconsistent with overall goal to activate additional recreational use in the IAP area. Parkway management also expressed concern with the cost and logistics of establishing and managing an OLD area.

UCAC direction and process of resolution

At the June 27, 2005 UCAC meeting, the Committee gave clear direction (2/3 or 12 of 18 members present) that they did not want to allow off-leash dog use in the IAP area, for a number of reasons including doubts about voice control, concerns about Parkway user comfort and safety, concerns about habitat and wildlife, and the difficulties of putting fencing in the floodway. No poll was taken on the question of off-leash dogs outside the IAP area, and the UCAC chose not to prioritize OLDR as an issue for discussion in areas outside of the IAP. The majority of UCAC members agreed with the statement that there is a need for a facility and support finding a suitable location outside the Parkway. Several UCAC members expressed their hope that the County would move quickly to support the needs for off-leash recreation outside of the Parkway.

Approximately one year later at the final UCAC meeting on June 19, 2006, the UCAC considered and approved language that requires all dogs in the Parkway to be on a six-foot leash, and bans all dogs from Nature Study areas. This language mirrors an existing County ordinance as described above. SacDOG expressed that they felt it was inappropriate to write this language into the Parkway Plan since the Plan is updated so infrequently and requires State Legislature adoption of any modification to Parkway-wide policies. Proponents of writing this language into the Plan felt that off-leash dog recreation in the Parkway had repeatedly failed to win broad community support and that writing a leash requirement into the Plan would save all parties from having to deal with this conflict in the future. The initial vote on June 19 on this language failed to obtain the

needed 3/5 supermajority of all UCAC members. After a brief discussion, two additional committee members agreed to support the measure since others felt so strongly about it, and the measure passed by vote.

Procedural concerns

SacDOG expressed their opinion that it was inappropriate for the UCAC to reopen this topic and approve the six-foot leash language at the final UCAC meeting, which SacDOG's representative was unable to attend for health reasons. (She was replaced by her alternate who, per the UCAC Charter, was not able to vote). SacDOG pointed out that the UCAC had been asked after the conclusion of the IAP phase (mid-2005) if UCAC members wanted to further discuss off-leash dog recreation. At that time, UCAC members did not prioritize this topic for further consideration, so the group received no further data or expert testimony on the subject, and did not explore whether other areas within the Parkway upstream of the IAP area could accommodate OLDR. The topic of OLDR arose again just prior to the final UCAC meeting in June 2006 when a UCAC member proposed that a Parkway-wide ban on off-leash dogs be considered.

The facilitators of the UCAC agree that all appropriate procedures were followed in making this proposal for the final UCAC meeting; it was made clear to UCAC members repeatedly throughout the last year of the process that OLDR was one of the issues that were considered closed and "off the table," but could be reopened at the final meeting if 3/5 of members present agreed to reopen discussions. That is precisely what happened. However, the facilitators also agree that the UCAC did not have as much time and information (particularly information about areas of the Parkway upstream of Cal Expo) as would have been desirable for this type of discussion.

4. Discovery Park interpretive center

Summary outcomes

The idea of recommending a new interpretive center in Discovery Park East was explored during the Integrated Area Planning (IAP) process. The UCAC received several presentations in 2005 on the potential to build the California Indian Heritage Center (CIHC) within the Parkway, and also discussed the idea of an interpretive center more generally. The UCAC was generally supportive of doing more to interpret Indian history, heritage, and lifeways in the Parkway, and UCAC members approved the idea of an interpretive center in Discovery Park, which might or might not end up being the CIHC.

After much discussion as described below, on August 15, 2005, the UCAC took a poll on whether to include a "generic" interpretive center (which might or might not be the CIHC) in the updated area plan for Discovery Park. During the poll, no UCAC members present opposed the idea of designating an interpretive center in Discovery Park. Members were particularly attracted to the potential for such a center to benefit

underserved populations in the urban core, e.g. school children who would not be visiting the Parkway's other interpretive center, the Effie Yeaw Nature Center.

Most of the concerns about a potential center were eased by including new language in the Parkway Plan as detailed below. However, one aspect of a potential new interpretive center remains controversial: size. The UCAC did not agree to include an associated policy defining an appropriate size for an interpretive building. This silence on the issue of appropriate size of an interpretive center was deeply troubling to several UCAC members.

Concerns and how these were addressed

The major concerns raised by UCAC members regarding the CIHC specifically included:

1. Who would own and manage the property?

Several UCAC members expressed that they did not want "piecemeal jurisdiction" of the Parkway or independent management of non-County-owned lands. These members feared that if State Parks owned and / or managed an interpretive center in Discovery Park, it could result in interruption of the flow or feel of the Parkway and potential confusion or conflicts in the future. On the other hand, many UCAC members were attracted to the idea that State Parks could help to purchase the Urrutia and Riverdale parcels, which are currently private property within the Parkway. These members saw the California Indian Heritage Center as providing an opportunity to restore and integrate these lands into the Parkway.

State Parks assured the UCAC that they had no intention of putting up fencing, charging fees, or otherwise obstructing general Parkway users from the grounds of an interpretive center or the Urrutia pond area where they would like to have some of their interpretive activities. UCAC approved policy language on the Urrutia site reads as follows:

- 10.5 Acquire the Gardenland Sand and Gravel Mine (Urrutia) site.
- 10.6 Following acquisition, reclaim and restore the Gardenland Sand and Gravel Mine (Urrutia) site to enhance its fish and wildlife habitat value, accommodate historical and cultural interpretive activities, with related minor interpretive facilities in Limited and Developed Recreation areas, including demonstrations of California Indian lifeways, and support picnicking, hiking and wildlife viewing.
 - 10.6.1 Create a trailhead with an unsurfaced parking area, restrooms, and directional signage at the western end of the site. Trails may be realigned to reduce user conflict at the access road.

- 10.6.2 Create an unsurfaced parking area at the eastern end of the site, accessible from Northgate Boulevard.
- 10.6.3 Permit non-motorized boating in the pond for interpretive purposes only and in a manner that is consistent with the protection of restored habitats and wildlife use. Non-motorized boats shall only be allowed by permit at the discretion of the Parkway Manager.
- 10.6.4 Fishing in the pond shall only be allowed by permit for interpretive purposes at the discretion of the Parkway Manager.

Additionally, the concerns of some UCAC were addressed through the following approved policies on management and acquisitions:

- 11.8 The various agencies with jurisdictions in the Parkway shall coordinate planning and its implementation for the Parkway.
- 11.9 To ensure consistent day-to-day operations and management, the American River Parkway shall continue to be managed by a single Parkway management entity.
- 11.10 Lands within the Parkway that are not managed by the Parkway Manager shall be managed and operated in a manner consistent with parcel zoning and the policies of this Plan.
- 11.11 Where other public land owners exist within the Parkway, the Parkway Manager shall attempt to negotiate and maintain agreements to manage these lands in a manner consistent with the goals and policies of this Plan.
- 11.12 Newly acquired Parkway lands shall be managed in a manner consistent with this Parkway Plan.

2. Where would the interpretive center be located?

Many UCAC members were leery of the impact upon high-quality ecological resources that could be caused by a significant structure with associated parking and access routes. These members emphasized taking habitat quality into account and minimizing impacts when making siting decisions.

Proponents of the CIHC emphasized that a building could be located within the footprint of the existing Riverdale mobile home park, which is already a developed area. A building in this area could also be located in the “hydraulic shadow” of existing bridge pilings, which would provide added protection from high-velocity flood waters.

Some UCAC members were attracted to the idea of using the existing Riverdale site, while others had doubts about putting a large structure so close to the river, which they believed was not in keeping with a natural-feeling

river corridor. Other UCAC members felt that it would be inappropriate to specify that an interpretive center could ONLY be built at Riverdale because this would complicate negotiations to purchase the property.

The final policy language approved by the UCAC reads as follows:

- 3.19 Interpretive centers within the floodway should be constructed in a manner so as not to impede flood conveyance.
- 10.8 Following acquisition of the Riverdale Mobile Home Park site, establish an interpretive/educational center for visitor enjoyment and interpretation of the Parkway. If the Riverdale Mobile Home Park site is determined to be infeasible, establish an interpretive/educational center at an alternative site within the Woodlake or Discovery Park areas.
 - 10.8.1 The center should be accessible to all visitors, whether they are traveling on foot, bicycle, private vehicle, or public transit service.
 - 10.8.2 To protect Parkway resources, as much parking as possible should be located outside of the Parkway.
 - 10.8.3 Parking within the Parkway shall be available for all Parkway users.
 - 10.8.4 Connect the interpretive/educational center to the Gardenland Sand and Gravel Mine site and to the left bank side (south side) of the American River through construction of a bike/pedestrian trail and bridge crossing attached to or in the vicinity of Highway 160.

3. Impact on Parkway aesthetics (size and design of an interpretive center).

Most UCAC members were not receptive to State Parks' initial estimate that approximately 60,000 square feet of floorspace would be needed for the CIHC. Through discussions, State Parks and the UCAC both became willing to entertain the idea of a "split facility." The split facility concept would locate a smaller building inside the Parkway which would house Parkway-dependant functions such as interpretation. This building would have good access and a visual connection to another building outside the Parkway in the City of Sacramento, in which the less Parkway-dependent features of the CIHC could be housed, such as offices and archives.

Several UCAC members were still concerned with the size and design of a CIHC building inside the Parkway. Some UCAC members argued that having distinctive and beautiful architecture could be a benefit to the Parkway. Others argued that the interpretive center should blend in with its surroundings. After discussions, the UCAC agreed to the following policy language:

- 3.18 The development of interpretive centers and structures in the Parkway shall be compatible with the naturalistic and aesthetic qualities of the area.
- 7.22 Structures that are in the Parkway shall be of a design, color, texture and scale that minimizes adverse visual impacts within the Parkway.
 - 7.22.1 Structures shall be located so that neither they, nor activities associated with them, cause damage to native plants or wildlife, without appropriate mitigation.
 - 7.22.2 Structures shall be constructed of naturalistic materials which blend with the natural environment.
 - 7.22.3 Colors shall be earth tones, or shall blend with the colors of surrounding vegetation.
 - 7.22.4 Structures may emulate authentic historic design, but shall be unobtrusive.
 - 7.22.5 To the extent possible, structures shall be screened from view by native landscaping or other naturally occurring features.
 - 7.22.6 Commercial advertising generally shall not be permitted within the Parkway. Signage associated with approved commercial activities shall be limited by the provisions governing visual intrusion but should be sufficient to provide visitors essential information regarding location and services.
 - 7.22.7 Structures shall be of fire resistant construction and designed and located in a manner such that adequate emergency services and facilities can be provided.

Regarding size, on August 15, 2005, staff received direction from the UCAC that the Riverdale Resort and Mobile Home Park, currently a private in-holding in the Parkway, would be an appropriate site for the new interpretive center, should this parcel be acquired into the Parkway. The UCAC approved the following language as an interim agreement: "We will entertain a design for an interpretive center that would be within the current Riverdale footprint of 4 acres and within total building square footage that is taken up by the current mobile home park. We will revisit this issue before the committee sunsets."

On January 24, 2006 the UCAC reviewed a draft policy in the Discovery Park area plan that would have limited the total floor space of an interpretive center building to no more than 32,000 square feet of floor space. This draft policy was proposed by staff based on a Project Management Team suggestion to specify a number based on the existing square footage of all allowable mobile homes at the Riverdale Resort and Mobile Home Park. The PMT members

who offered this suggestion viewed it as a useful clarification consistent with the UCAC's earlier direction.

UCAC members had a spirited dialogue on the draft policy to set an upper limit of 32,000 square feet of floor space on a new interpretive center in Discovery Park. Some members were concerned that this number was too large. They feared a building of this size would be aesthetically inappropriate in the Parkway, especially since it would need to be elevated above the height of the levee to avoid flooding. They also feared that such a large center, along with the necessary parking and volume of visitor traffic, would create unacceptable impacts to environmental values. Some of these members preferred a size limit closer to the size of the Effie Yeaw Nature Center, which is approximately 10,000 square feet.

Other members preferred not to specify any size limit. They feared that imposing a size limit could potentially "kill a deal" to bring an interpretive center to Discovery Park, and they also did not want to set limits on the creative imagination of planners and architects trying to design a facility that would meet many needs, including those of the Parkway. Some of these members preferred to craft policy language describing the type of facility they would like to see, then leave it to the subsequent public planning process and the Board of Supervisors to determine whether any proposed building was appropriate for the Parkway, consistent with all of the Parkway Plan policies. Alternative suggestions were floated, including a proposal to require that all interpretive activity associated with the interpretive center, including parking and trails, be no more than 4 acres of footprint.

Polling confirmed that the UCAC had no agreement on the issue of specifying a maximum size for a new interpretive center in Discovery Park; however, a slim majority of those present preferred to eliminate any size limitation from the draft policies. It should be noted that a key factor in ensuring the comfort of UCAC members with having no size recommendation specified in the Parkway Plan was the idea that an appropriate size would be determined when a detailed site plan was vetted through the local public hearing process, which would include the Board of Supervisors.

In conclusion, staff affirmed that the UCAC had no recommendation on a size limitation for the interpretive center in Discovery Park. Therefore, no size limitations for such a center are defined in the updated Parkway Plan.

5. Policy guidance on bridge crossings over the American River that do not directly serve the Parkway

Summary outcomes

The UCAC's discussion of bridge crossings over the American River Parkway was complex and controversial, especially when contemplating the possibility of new

automobile bridges. At one point, the UCAC was considering recommending a ban on all new crossings of the river, beyond those approved by the UCAC during the Update. The Project Management Team (PMT) informed the UCAC that it could not support a prohibition on new bridge crossings in the Parkway Plan and instead suggested that it would be helpful if the UCAC recommended guidelines for consideration of Parkway interests when new bridges are considered in the future. The UCAC approved the following bridge-related policies:

- 8.18 If new bridge crossings are constructed, they shall be designed and located in such a manner as to result in the least negative impact to the Parkway environment, aesthetic values, and natural resources. Bridge crossings should be located within Developed Recreation or Limited Recreation areas.
- 8.19 Bridge crossings should incorporate river themes and the Parkway context into its design and use muted, earth toned colors.
- 8.20 If new automobile bridges are considered, expanding existing bridge capacity is preferred to constructing new bridges. If after careful study of all other alternatives, another crossing is required, a map amendment to the locally-adopted area plan shall be required.
- 8.21 If new automobile bridges are to be constructed over the American River or existing automobile bridges enlarged, these facilities should provide a path for bicycles and pedestrians that is separated from vehicle lanes and include viewing platforms where appropriate.

After the sunset of the UCAC, agency staff received feedback from Regional Transit (RT) regarding concerns they had with the UCAC-approved language. PMT staff worked with Regional Transit to draft and revise policies which differ from the UCAC recommendations in one significant way: The UCAC preferred to “be silent” and neither approve of, nor deny, pending projects such as the DNA-RT light rail proposed crossing of the Parkway. RT and the PMT, on the other hand, agreed that the Parkway Plan should explicitly acknowledge that the proposed crossing is approved of by the Parkway Plan.

The language agreed upon by the PMT and RT is as follows, with **bold** reflecting new policy language:

- 8.18 If new bridge crossings are constructed, they shall be designed and located in such a manner as to **minimize** negative impact to the Parkway environment, aesthetic values, and natural resources. **Any** additional bridge crossings should be located within Developed Recreation or Limited Recreation areas.

8.18.1 The Downtown-Natomas-Airport (DNA) light rail project alignment, as approved by the Regional Transit Board of Directors in December 2003, is recognized by this Plan.

Background on discussions

At the April 17, 2006 UCAC meeting, UCAC member Al Freitas recommended that the Parkway Plan should not have policies related to bridges that cross over the river but do not directly serve the Parkway. In his view, the Parkway Plan should not be the venue to establish County transportation policy. Therefore it should only have policies for bridges that provide direct access to recreation activities in the Parkway. By “being silent” about other bridges, Al felt the Parkway Plan would not be endorsing or opposing them, and the Parkway Plan would be divorced from transportation planning.

Planning staff recommended against this approach, and instead supported the PMT suggestion that the Parkway Plan should give guidance for future bridge crossings. After much discussion, polling determined that ten UCAC members preferred to include policy guidance on future bridge crossings, regardless of whether these serve the Parkway directly; three UCAC members preferred that the Plan “be silent” on such crossings; and one member abstained. The UCAC approved the above policies 8.18 – 8.21 that may apply to future bridge crossings that have no direct connection to the Parkway:

The PMT subsequently received feedback from Regional Transit (RT) that they could not live with the UCAC-approved language. The language worked out between the PMT and RT is recorded above.

6. Restaurants / cafes / commercial kitchens in the Parkway

Summary outcomes

The UCAC debated the idea of a Parkway-wide ban on new restaurants, cafes, or commercial kitchens in the Parkway. In the end, they did not agree to such a ban. It is clear that no UCAC member would support bringing a commercial franchise restaurant into the Parkway and stakeholders do not support bringing in a restaurant that would draw patrons simply for the purpose of enjoying the restaurant (not the Parkway). Where members differ is a question of scale. Members who are primarily concerned with maintaining the naturalistic feel of the Parkway would not like to see any new café or restaurant, even in association with an approved recreational or educational / interpretive use, although they would be open to some type of food and beverage sale to support permitted facilities and uses. Members who look more favorably upon built recreational and educational amenities in the Parkway take less issue with the idea of a café or restaurant, provided that it is an auxiliary component to an approved use (such as an interpretive center) and the design of any such facility is approved by the Board of Supervisors through a public process.

Background on discussions

On February 28, 2006, the UCAC considered a policy to allow food and beverage sales within the Parkway from mobile day-use units in fixed locations in association with a special event, or as an auxiliary component to permitted recreational or interpretive / educational facilities. No members objected to having a policy to allow the type of food

and beverage sales that have traditionally occurred on the Parkway in association with special events. However, some members had concerns about allowing food and beverage sales “as an auxiliary component to permitted facilities.” In particular, some members wanted a policy to specifically ban new restaurants or cafes, keeping the club house in Ancil Hoffman Park as a recognized exception which was not proposed for removal.

The UCAC debated the idea of banning new restaurants or cafes from the Parkway. Some members argued that new sit-down restaurants or cafes were a clearly inappropriate commercial use of the Parkway. Staff clarified that the policy would only allow the sale of food and beverages as a secondary component to a permitted facility or event in order to support that use; it would not allow new restaurants or cafes that were stand-alone attractions. Committee members discussed whether it would be useful to make a distinction between the sale of pre-packaged foods and foods prepared on-site as in a commercial kitchen; however, they were unable to agree upon any such language. Points raised during the discussion of pre-packaged vs. freshly prepared foods included the fact that packaged foods generate trash, some people did not want to prevent the sale of fresh, healthy foods, and barbecues traditionally occur in association with special events.

Some members commented that they would like to preserve the possibility that there could be a café or other food sales associated with an interpretive center such as the Effie Yeaw Nature Center or a new interpretive center in Discovery Park, and suggested that any such decision should be left to the Board of Supervisors.

An initial poll determined that nine UCAC members supported banning new restaurants, cafes, and commercial kitchens, while 4 did not. One UCAC member who had abstained during the poll requested during the meeting break to be added to those supporting a ban, and one of the members who had polled as “do not support a ban” changed to abstaining due to a potential conflict of interest. The final poll numbers were: 10 supported a ban on restaurants, cafes, and commercial kitchens, 3 did not, and 1 abstained. According to the UCAC Charter, 10 members is not enough support to approve a recommendation by vote or consensus; therefore no such policy banning new restaurants or cafes has been recommended by the UCAC or included in the final draft of the updated Parkway Plan.

7. Off-paved trail bicycling

Summary outcomes

The UCAC approved a trial period for off-paved-trail cycling on designated maintenance and emergency roadways at the discretion of the Parkway manager in the Woodlake and Cal Expo areas. Any such use would be required to be consistent with the conditions outlined in policy 5.17 below, and could be expanded in the future per 5.17.1.

- 5.17 Off-paved trail bicycle use may be permitted on existing or reconfigured maintenance and emergency roadways in the Woodlake and Cal Expo areas, at the discretion of the Parkway Manager, and as approved on

locally adopted area plans, which requires a public approval process. Off-paved trail bicycle use may be permitted under the following conditions:

- a. Acquire additional stable and continued funding to support and monitor the use,
- b. Add natural buffers and design elements to minimize off-trail behavior and protect sensitive habitat areas,
- c. Use only authorized maintenance and emergency roadways where appropriately signed and designated, and
- d. Provide access points near clustered parking areas.

5.17.1 Off-paved trail bicycle use may be further expanded to other areas of the Parkway after a three-year trial period and evaluation, subject to Parkway Manager discretion. Locally adopted area plans shall be updated to reflect permitted areas of use, consistent with conditions 5.17 a-d.

UCAC members additionally considered the appropriateness of specific trails for inclusion in the off-paved trail bicycling trial period. This memo documents staff's recommendation, based on staff expertise as well as UCAC discussion, that the Woodlake riverside trail NOT be considered for off-paved trail bicycling. Though the UCAC never polled or voted on this particular trail, this memo acknowledges that there are several UCAC members who disagree with excluding this trail from consideration for the trial period and prefer that this be left to the discretion of the Parkway Manager.

Background on discussions

General policy on off-paved trail bicycling:

Off-paved trail bicycling was a particularly controversial issue for the UCAC. During the IAP process, the SAMBA representative proposed allowing limited off-paved trail bicycling on designated existing trails with improved signage. He argued that legalizing this use of the Parkway would allow cyclists who are respectful of the resources to act as stewards and to help educate and police those who might be going off the trails and damaging habitat. He presented information about other park systems where cycling is part of a multi-use trail system, as well as ideas for how to design trails to minimize potential negative impacts such as erosion or compaction, user conflicts, and bicyclists departing from the trails. He stressed that agreed-upon user guidelines and education could also help to minimize user conflicts. He supported a monitoring system to assess impacts so that if there were behavioral or resource issues these could be identified and corrected, or, in a worst-case scenario, trails could be closed again to bicyclists. He also pointed out that there could be benefits to bringing more legitimate Parkway users as "eyes and ears" into some of the areas in Woodlake and Cal Expo that are not currently used much except by illegal campers (i.e. homeless) and where some permitted Parkway users currently might not feel safe.

Many UCAC members had concerns about off-paved trail bicycling and expressed doubts about whether it should be allowed at all in the Parkway. Some members were

concerned about impacts to resources such as trail erosion and disruption of wildlife habitat. Some were concerned about potential conflicts with other trail users such as equestrians and hikers, especially on narrow trails. Others had doubts about the ability of off-paved trail bicyclists to self-police behavior problems, such as bicyclists going off-trail or riding on non-designated trails. These members did not want to place additional management burdens on the Parkway Manager and the rangers to police off-paved-trail bicycling.

Public comment on this issue included passionate testimony from people on both sides of the issue - those concerned about impacts of this use and those who thought it would be appropriate and beneficial.

On December 6, 2005, the UCAC approved by a vote of 16 to 4 that off-paved trail bicycling should be permitted on designated maintenance and emergency roadways at the discretion of the Parkway Manager for a trial period in the Woodlake and Cal Expo areas. Any such use would be required to be consistent with certain conditions as outlined in policy 5.17 in the final draft of the Updated Parkway Plan and could be expanded per policy 5.17.1 (see Executive Summary above for full text of these policies).

Appropriateness of specific trails, particularly the Woodlake riverside trail:

The UCAC also discussed which trails might be appropriate for off-paved trail bicycling in the Woodlake and Cal Expo areas during the Integrated Area Planning (IAP) process. At that time, consultants to the committee recommended designating trails as wide or narrow multi-use trails. Several committee members expressed concern that narrow trails would be inappropriate for cycling due to potential user conflicts, limited lines of sight, and potential for erosion or other habitat degradation. Other members countered that narrow or "single-track" trails with appropriate user guidelines and signage were successfully used as multi-use trails in other parks and that the County would have the ability to monitor and close any trail if there were a problem.

In particular, some members wanted to leave open the possibility that the riverside trail in Woodlake, initially shown on the map as a narrow trail, could be considered by the Parkway Manager for inclusion in the off-paved trail bicycling trial period. This trail, they pointed out, is very attractive and would be appreciated by bicyclists. Other UCAC members wanted to designate this trail as pedestrian only, due to its habitat value and proximity to the river. This trail varies in width along its length and is not clearly wide or narrow. Consultants from MIG, Inc. who assisted with the IAP process proposed narrowing this trail in the places where it is wider and making it a pedestrian-only trail.

Although the UCAC never polled on this issue, staff initially recommended that this trail not be open for consideration by the Parkway Manager for off-paved trail bicycling, and staff have received no clear recommendation from the UCAC to change this determination. Therefore, this memo documents staff's recommendation, based on staff expertise as well as UCAC discussion, that the Woodlake riverside trail NOT be

considered for off-paved trail bicycling. This memo acknowledges that there are several UCAC members who disagree with this recommendation and prefer that the decision on whether or not to open this trail to bicycling be left to the discretion of the Parkway Manager.

Capturing the results of this discussion on the Parkway Plan maps has been somewhat problematic. Staff are no longer using MIG, Inc.'s suggestion for a wide vs. narrow multi-use trail distinction in the Parkway Plan, because the UCAC directed staff to instead label the trails by permitted use (e.g. equestrian / pedestrian), and because in staff's judgment there is no simple and direct link between trail width and that trail's appropriate use. In this Plan, any maintenance and emergency roadway in the Woodlake and Cal Expo areas may be considered by the Parkway Manager for designation as appropriate for the off-paved trail bicycling trial period. It should be noted that the Woodlake riverside trail is currently designated on the map as a maintenance and emergency roadway, even though the recommendation going forward is that this should be a pedestrian trail. This trail is not marked in the Plan as pedestrian because doing so could potentially imply requirements under the Americans with Disabilities Act (ADA) guidelines for pedestrian trails, which this trail would not be able to readily meet. It is intended that this memo will clarify for the Parkway Manager that the Woodlake riverside trail was not judged through the Update process to be appropriate for off-paved trail bicycling.

8. Certain proposed uses in the Rancho Cordova area plans.

Summary outcomes:

UCAC and PMT members had significant controversy over the following items, much of which has been resolved through consensus-building:

- a) The land use designation for the Rossmoor Bar mine tailings area.

The UCAC voted to designate this area as Nature Study. Based on new information as described below, the PMT recommends changing this designation to Protected Area and believes this change would be supported by UCAC and community members in light of the new information.

- b) The size of an area of newly designated Developed Recreation, for the purpose of accommodating an organic farming operation, native plant nursery, and potential new interpretive center in Goethe Park.

The UCAC supported all three proposed uses and approved a Developed Recreation land use designation of approximately 7 acres in Goethe Park at the current Goethe Ranch site. The UCAC also added an implementation measure to Chapter 11 of the Parkway Plan directing staff to conduct a survey of the need for, and appropriate locations of, new Parkway interpretive centers.

PMT staff agreed to replace a strip of Developed Recreation adjacent to the homes on Agnes Circle with Limited Recreation, but did not agree on the reshaping of the 7 acres without increasing the total acreage of the Developed Recreation area.

- c) The development of an interconnected sensory garden, arboretum, and expansion of the existing Live Steamers Railroad in Rossmoor Bar.

The PMT and UCAC did not approve of these three uses as an interconnected and inseparable package. Instead, they weighed in on the three components separately.

Arboretum: The UCAC approved of the concept of an arboretum, so long as the plantings conformed to the County's approved list of Parkway-appropriate species. The UCAC approved a land use designation of Limited Recreation to accommodate the arboretum. The PMT concurred.

Sensory garden: The UCAC decided to "be silent" on the issue of a sensory garden and leave that decision to the elected officials who will approve the updated Parkway Plan. The PMT recommends adding language to the Parkway Plan that specifically permits the development of a sensory garden facility consistent with a Limited Recreation designation on about half an acre of the area proposed for the arboretum.

Rancho Cordova and CRPD staff would like to note that, if the electeds are supportive, they would prefer changing the land use designation on this half acre to Developed Recreation, which would allow for more developed improvements such as might be found in a state of the art sensory garden. However, Rancho Cordova and CRPD staff are not actively pressing for this change.

Steam train: The UCAC had a split decision on the steam train expansion, where half of UCAC members present (6 members) recommended allowing the expansion per Rancho Cordova's proposal, and the other half (6 members) recommended expanding or relocating the train outside of the Parkway. However, because the UCAC did not reach a consensus recommendation, the default action is no change to the 1985 Parkway Plan, and thus no change to the current configuration of the train.

PMT staff agree to the concept to remove the steam train parcel and other CRPD owned parcel west of Hagan Park out of the Parkway boundary, in exchange for ensuring that there is some form of easement along the bike trail on the northern edge of Hagan Park that is brought into the Parkway boundary. A specific recommendation, however, was not agreed upon.

When the updated Parkway Plan goes before the elected bodies for approval, Rancho Cordova and CRPD intend to pursue the idea of expanding the steam

trains east of their current location onto 18 acres of County-owned land in the Parkway. County staff oppose this expansion because they believe it would be inconsistent with the Parkway Plan, and the County does not support expanding a non-conforming, non-river dependant use in the Parkway.

Background on discussions:

City of Rancho Cordova staff and Cordova Recreation and Parks District (CRPD) staff proposed several new uses and land uses designation changes for the areas of the Parkway Plan that fall within the City of Rancho Cordova city limits, particularly Goethe Park and Rossmoor Bar. They worked closely with the PMT agencies and staff to try to propose new uses that would be beneficial for the Parkway and Parkway users and which would be consistent with the spirit and policies of the 1985 Parkway Plan. Rancho Cordova sponsored a February 4, 2006 tour and public workshop for UCAC members and interested stakeholders as well as a public workshop for Rancho Cordova residents on April 10, 2006, before bringing their final proposals to the UCAC during the May and June meetings. Through this vetting process, several initial ideas were withdrawn.

Of the proposals ultimately brought before the UCAC, those that involved more active recreational uses often did not receive support from a majority of UCAC members. Many UCAC members supported minimizing the land area designated as Developed Recreation and maximizing projects that would protect, preserve, restore, and interpret habitat. These UCAC members tended to have the mindset that Parkway land is “precious real estate for wildlife and habitat” and that its highest and best use does not include additional Developed Recreation. Other UCAC members objected to this mindset and argued that Developed Recreation areas and facilities can be valuable amenities for both local and regional residents and can draw users and stewards to the Parkway. These UCAC members supported many of Rancho Cordova’s Developed Recreation proposals. Some UCAC members objected to considering the Rancho Cordova area plans at all, since only the IAP area plans (Discovery Park, Woodlake, and Cal Expo) were to be examined in detail as part of the UCAC’s original charge and Charter. These members tended to have a “no change” position, which resulted in not supporting new proposals. This mindset is consistent with a vocal contingent of Rancho Cordova residents who attended public meetings on these proposals and prefer no change to their local areas of the Parkway.

The following proposals for the Rancho Cordova area plans were notably controversial with the UCAC, some PMT members, and in public comments. They are listed in no particular order and detailed below.

- a) The land use designation for the Rossmoor Bar mine tailings area.
- b) The size of an area of newly designated Developed Recreation, for the purpose of accommodating an organic farming operation, native plant nursery, and potential new interpretive center in Goethe Park .
- c) The development of an interconnected sensory garden, arboretum, and expansion of the existing Live Steamers Railroad in Rossmoor Bar.

- a) The land use designation for the Rossmoor Bar mine tailings area.

Rancho Cordova initially proposed restoring the mine tailings area to improve habitat value, which would have involved some degree of removing or resculpting the existing mine tailings. After extensive public comment, Rancho Cordova staff scaled back the proposal to leave the tailings intact while still providing for trails and signage to interpret the historic and natural values of the area.

UCAC recommendations

The UCAC approved of the interpretive trails concept, but had some difference of opinion regarding the appropriate land use designation for this use. The 1985 Parkway Plan designates this area as Recreation Reserve. An initial UCAC straw poll indicated that 8 members preferred to designate this area as Nature Study (a strongly protective designation), 3 preferred to designate it as Protected Area in order to allow more uses than in a Nature Study area while still protecting habitat, and 2 preferred to leave the land as Recreation Reserve, based on the idea that more study was needed and that the Recreation Reserve designation would provide more future flexibility. No members abstained from the poll. After much discussion, relying largely on staff recommendation, the UCAC approved by vote to designate the area as Nature Study.

PMT modified recommendations, based on new information

After the sunset of the UCAC, the PMT held further internal discussions about this land use designation and now recommends changing the land use designation for the Rossmoor Bar tailings area from Nature Study (UCAC designation) to Protected Area. The reasoning is as follows: After the Nature Study designation was made, at their final meeting the UCAC approved a new Parkway-wide policy that bans all dogs, even leashed, from Nature Study areas. Because of the sequencing of these decisions, this factor was not considered by the UCAC or staff when considering an appropriate designation for the mine tailings area, which is currently enjoyed by dog owners with their pets on leash. Staff do not believe that this area contains resources that are so sensitive that banning dogs on leash is necessary, and the PMT believes UCAC members would agree that a Nature Study designation is not appropriate for this area in light of the new policy banning dogs in Nature Study areas. Furthermore, those UCAC members who initially disagreed with the UCAC decision thought Nature Study was too strict of a designation and preferred Protected Area over Nature Study.

- b) The size of an area of newly designated Developed Recreation, for the purpose of accommodating an organic farming operation, native plant nursery, and potential new interpretive center in Goethe Park.

Rancho Cordova and CRPD initially proposed designating 40 acres of Developed Recreation in Goethe Park to accommodate three uses: a farming operation

utilizing and demonstrating organic farming methods, a native plant nursery to supply plants for local and Parkway restoration needs, and an interpretive center that would interpret restoration activities in the area such as the restored stream channel and wetlands as well as the farming operation and nursery. Rancho Cordova and CRPD staff envisioned that only a small portion of this land would eventually be “developed” with buildings, but they requested a larger swath of the Developed Recreation land use designation in order to have flexibility in siting an interpretive center and associated improvements such as parking, should an interpretive center eventually be built.

UCAC recommendation:

UCAC members generally supported all three of these proposed uses but a supermajority of members wanted to minimize the amount of land designated as Developed Recreation. Rancho Cordova subsequently proposed a redesigned, hourglass-shaped bubble of Developed Recreation that was significantly less acreage than their initial proposal, but this was also rejected by the UCAC. Based largely upon testimony and a draft land use diagram from Shawn Harrison of Soil Born Farm who has expressed interest in operating an organic/demonstration farm at the site, and with support from the County Regional Parks Director, Ron Suter, the UCAC agreed that approximately 7 acres would suffice to allow for all three of the proposed uses (demonstration farm, native plant nursery, and interpretive center). The UCAC approved a Developed Recreation land use designation of approximately 7 acres in Goethe Park at the current Goethe Ranch site, covering the existing farm building area footprint and backing the Developed Recreation area to the adjacent neighbors on Agnes Circle. The UCAC also added the following implementation measure to Chapter 11 of the Parkway Plan, based upon the idea that the Goethe Park site might or might not ultimately prove to be the most appropriate location for a new interpretive center:

2. Interpretive Program

- h. Conduct an assessment of the need for and appropriate location(s) of interpretive center(s) Parkway-wide.

PMT discussion:

A sub-group of the PMT consisting of staff from the County of Sacramento, City of Rancho Cordova and the Cordova Recreation and Park District (CRPD), met several times after the last UCAC meeting, to develop an agreement that the City of Rancho Cordova and CRPD could agree to. PMT staff did agree on one change to the 7 acres approved by the UCAC. This change would pull back the Developed Recreation away from the Agnes Circle neighbors and create a "buffer strip" of Limited Recreation (the surrounding land use designation). Staff believe this slight change is an improved planning and land use designation design based on the concerns of the UCAC and staff for uses adjacent to private homes, and is not a significant deviation from the UCAC direction. The PMT sub-group agreed

that the lost acreage would extend to the northwest of the Developed Recreation area.

The City of Rancho Cordova does not believe that this is the best design of land uses to create a successful interpretive center. They would like to expand the Developed Recreation area northwest of the current configuration to allow for the interpretive center to be located more closely to areas that it would be interpreting - the restored channel, future wetlands and demonstrative farming operations. The additional space would allow the interpretive center to be set slightly away from the current farm buildings and not be located in a manner that could provide regular disruptions to the daily farming operations. As such, Rancho Cordova Planning staff could not support the reshaping of the 7 acres of Developed Recreation and believe that an additional 1-3 acres of Developed Recreation would be necessary to ensure a successful design and layout of the interpretive center.

- c) The development of an interconnected sensory garden, arboretum, and expansion of the existing Live Steamers Railroad in Rossmoor Bar.

Rancho Cordova and CRPD staff initially proposed a Developed Recreation area of about 18 acres in the Rossmoor Bar area extending east of the existing Live Steamers Railroad that would accommodate three interconnected uses: a small, highly developed “sensory garden” that would be specifically tailored to the needs of persons with disabilities including people with severely limited mobility, nestled within a less developed arboretum that would showcase and educate the public about native plants and ecosystems, and, interwoven throughout the arboretum, tracks of the Live Steamers Railroad. The Railroad would retain approximately the same distance of tracks as it currently has, but the tracks would be spread out over a larger land area, as opposed to its current highly-condensed configuration. Rancho Cordova and CRPD staff envisioned these three uses layered like an onion, with the more intensive uses hidden within and screened by the arboretum plantings.

UCAC members had extensive discussions about these uses, and also whether to designate this area as Developed Recreation. Several UCAC members were reluctant to designate such a large area as Developed Recreation, partly because this is the most permissive land use designation and these members did not want to open the door to further developed uses that might be envisioned at a later date. UCAC discussions clearly indicated that members were not willing to approve these uses and the accompanying land use designation as a package deal. Facilitator Laura Kaplan then tested the components of the package individually.

Arboretum

The UCAC approved of the concept of an arboretum, so long as the plantings conformed to the County’s approved list of Parkway-appropriate species. The

UCAC approved a land use designation of Limited Recreation to accommodate the arboretum, along with the following language in the Rossmoor Bar area plan:

- 10.38 An arboretum may be developed east of Hagan Park in the western reaches of the Rossmoor Bar area plan in the Limited Recreation area.
 - 10.38.1 Plantings in the arboretum shall be consistent with Parkway Plan policies and approved by the Parkway manager in consultation with subject matter experts.
 - 10.38.2 Simple shade structures constructed from natural looking materials may be developed in the arboretum. No additional structures are allowed.

Sensory garden

UCAC outcome (no recommendation):

Many UCAC members were generally favorable to the idea of a sensory garden, but many remained unconvinced that a highly developed garden was either appropriate for the Parkway, needed by the community, or a Parkway-dependant use. These members recommended further researching the need and potential locations for a sensory garden, but were not willing to approve a sensory garden in the Parkway. The UCAC as a whole decided to “be silent” on the issue of a sensory garden and leave that decision to the elected officials who will approve the updated Parkway Plan.

PMT recommendation, consistent with UCAC direction on land use:

After the sunset of the UCAC, PMT members continued the sensory garden discussion looking for a consensus recommendation that would be consistent with UCAC discussion and direction regarding the land use designation and recreational uses of this area. PMT found that a less highly developed sensory garden could be designed consistent with the Limited Recreation designation that UCAC members approved for this area. The PMT recommends adding the following language to Chapter 10 – Area Plans, Rossmoor Bar area, to specifically permit the development of a sensory garden facility consistent with a Limited Recreation designation on about half an acre of the area proposed for the arboretum:

“The sensory garden would be specifically designed to serve persons with disabilities and would be used for general user education and interpretation of the native plants and ecosystems in the Parkway. The sensory garden would be located on approximately half-an-acre in the Limited Recreation area east of Hagan Park and developed consistent with the Limited Recreation land use designation. Plants in the sensory garden would be selected in accordance with the County’s approved Parkway vegetation plantings list.”

The sensory garden would be designed for the population of persons with disabilities and would also be used for general user education and interpretation of Parkway resources. Plants in the sensory garden would be selected in accordance with the policy that was developed for plants in the arboretum, i.e. plants on the County's approved list for the Parkway or added to this list through the County's deliberative process for revising that list.

Rancho Cordova and CRPD staff would like to note that, if the electeds are supportive, they would prefer changing the land use designation on this half acre to Developed Recreation, which would allow for more developed improvements which might be found in a state of the art sensory garden and which would have more impact on the land than is permitted in a Limited Recreation designation. However, the UCAC considered and rejected this land use designation change, and Rancho Cordova and CRPD staff are not actively pressing for this change.

Live Steamers Railroad (Steam Train)

UCAC split position

UCAC members struggled regarding the concept of expanding the steam trains into a less dense, more camouflaged configuration as proposed by Rancho Cordova and CRPD. On the one hand, many members felt that the steam train is clearly a non-conforming, non-Parkway-dependant use and therefore it would be inappropriate to expand this use on Parkway land. On the other hand, many members felt that the expanded configuration would be more aesthetically pleasing than the current configuration and would have the added benefits of pulling the trains farther away from the river and the bike trail and removing existing fencing that currently serves as a barrier to wildlife movement. The UCAC poll on this issue clearly revealed that no UCAC members preferred the current configuration: half of members present (6 members) recommended allowing the expansion per Rancho Cordova's proposal, and the other half (6 members) recommended expanding or relocating the train outside of the Parkway. However, because the UCAC did not reach a consensus recommendation, the default action is no change to the 1985 Parkway Plan, and thus no change to the current configuration of the train.

PMT split position:

Like some members of the UCAC, CRPD and Rancho Cordova believe the expansion would be beneficial for both the Parkway and for the train users. It would allow CRPD to pull the trains away from the river, weave the train tracks through a natural area in a more camouflaged manner and remove existing fencing that constricts the wildlife corridor provided for by the Parkway. They believe this would lessen visual impact on the Parkway (currently the train tracks are densely packed into a fenced area east of Hagan Park), improve wildlife

passage, connect steam train visitors to the Parkway experience, and enhance the unique educational and recreational experience of the steam train.

County staff believe that consistency with the Parkway Plan is the most compelling reason to oppose the expansion. Additional County concerns include potentially scaring or harming wildlife; spreading out the impacts of the train (including visual impacts, noise, and impacts to wildlife and habitat) over a larger area of Parkway land; and the lost opportunities for using that land for something other than Developed Recreation intermixed with the steam train and tracks.

PMT staff members from the County of Sacramento, City of Rancho Cordova and CRPD met several times after the last UCAC in June, to try to come to consensus on the steam train expansion. There was agreement on a general approach to address the CRPD owned parcel where the steam train is located, although a consensus recommendation was not reached. The general agreement addressed the CRPD owned parcel only. Rancho Cordova may continue to seek expansion of the steam train within the Parkway and the County continues to oppose the steam train expansion as being inconsistent with the Parkway Plan.

The steam train is located on a parcel owned by CRPD. Another CRPD owned parcel is located west of Hagan Park in the eastern portion of Goethe Park. Albeit the steam train is clearly recognized in the Updated Plan, the use is not listed as a permitted use within the recreational categories in the Parkway Plan policies. There is general agreement for the CRPD owned parcels to be removed from the Parkway boundary, with a possible deed restriction to ensure that those parcels remain in public recreational use, facilitating supportive and complementary land uses with the Parkway. In exchange, the Jedediah Smith bicycle trail located at the northern edge of Hagan Park would be brought into the Parkway boundaries with a conservation, operations and maintenance, or similar easement. County staff inquired about the interest of using fee-title to change the Parkway boundary, but this was considered unacceptable to CRPD staff. The exact location of the current bike trail would need to be surveyed to determine its relationship with Hagan Park and the County-owned land within the Parkway boundaries. By ensuring the bike trail and immediate adjacent land is within the Parkway boundary, a continuous corridor is created and maintained to support and enhance the Parkway.

In addition, the discussion on Parkway boundaries also raised the question of whether or not to remove approximately an acre triangular shaped parcel adjacent to the steam train. This is currently in the Parkway and has a SMUD sub-station located on it.

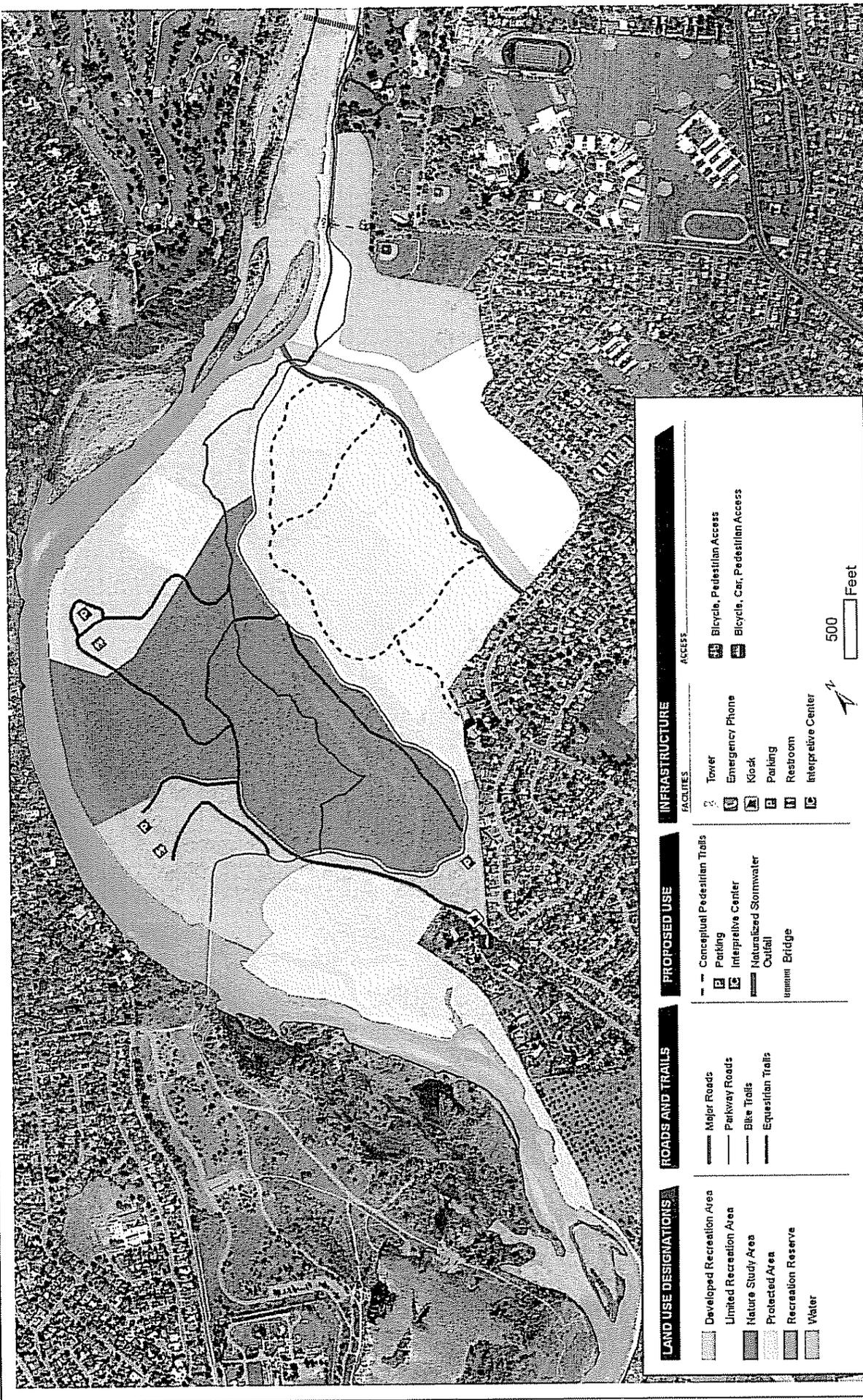
It should be noted that the 1985 Plan policy 1.3, renumbered in the Updated Plan reads:

Land Use: 1.4 – No existing publicly owned Parkway lands shall be disposed of through sale, lease, or de facto uses adverse to the goals and policies of this Plan,

in order to assure the long-term protection and integrity of the present boundaries of the Parkway.

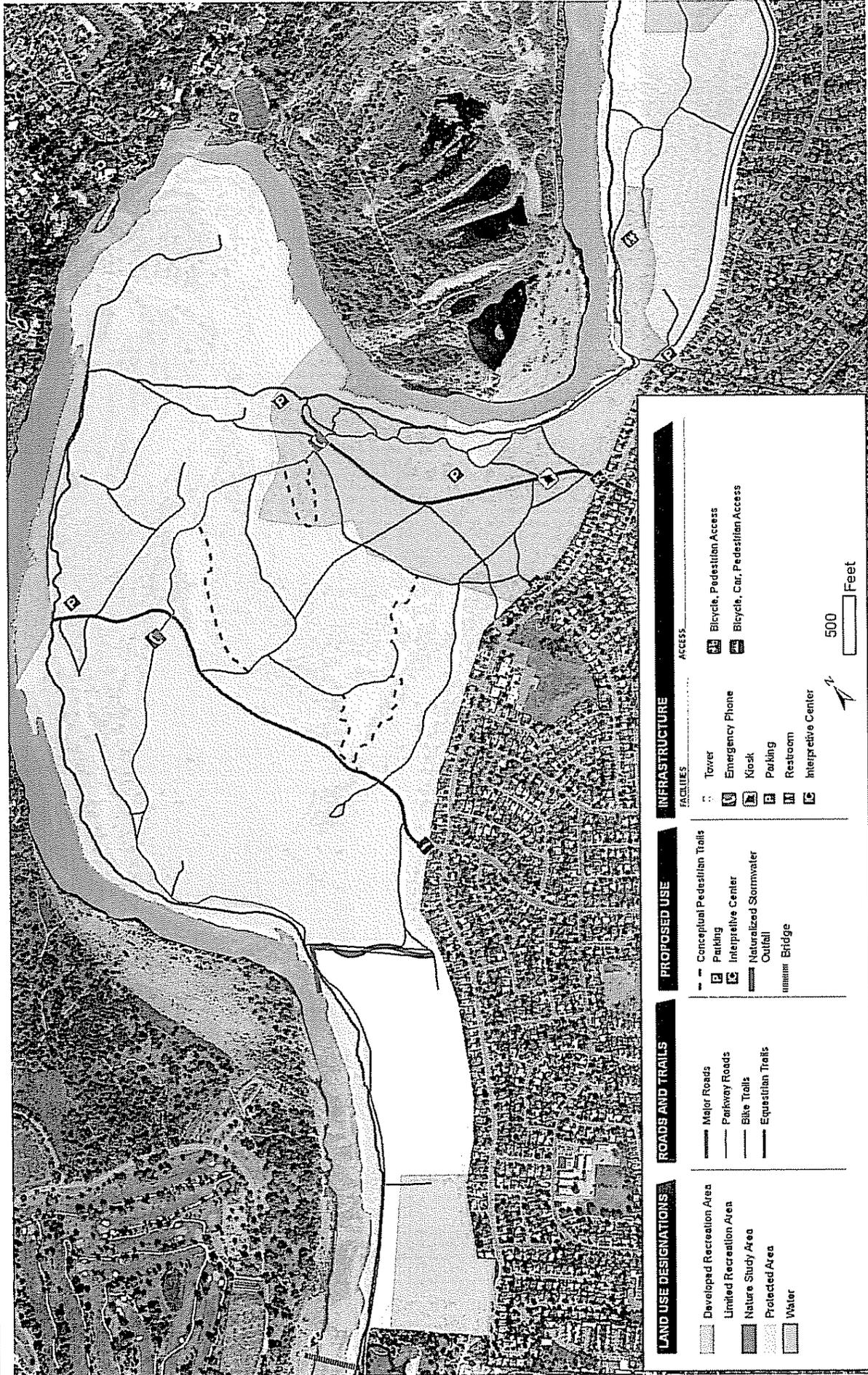
The discussion of Parkway boundary readjustment is not intended to counter this policy but elevate the consistency of uses within the Parkway Plan boundaries.

Although the PMT sub-group agreed with the boundary readjustment idea in concept, they were unable to create a specific recommendation. The next step would be a survey of the area to determine the exact location of the bike trail. With that information, a detailed discussion could ensue to determine whether or not there is adequate space within Hagan Park to bring the bike trail and adjacent land into the Parkway boundary without unduly limiting the uses permitted within Hagan Park. The primary concern raised at the last PMT sub-group meeting on September 22, 2006, was the ability for CRPD to continue to release fireworks from this area in celebration of the 4th of July. Even a slight expansion of the Parkway boundary could limit CRPD's release of fireworks by reducing the available "safety zone" space required for the use and type of fireworks previously used during 4th of July celebrations.



LAND USE DESIGNATIONS	ROADS AND TRAILS	PROPOSED USE	INFRASTRUCTURE	ACCESS
<ul style="list-style-type: none"> Developed Recreation Area Limited Recreation Area Nature Study Area Protected Area Recreation Reserve Water 	<ul style="list-style-type: none"> Major Roads Parkway Roads Bike Trails Equestrian Trails 	<ul style="list-style-type: none"> Conceptual Pedestrian Trails Parking Interpretive Center Naturalized Stormwater Outfall Amenity Bridge 	<ul style="list-style-type: none"> Tower Emergency Phone Kiosk Parking Restroom Interpretive Center 	<ul style="list-style-type: none"> Bicycle, Pedestrian Access Bicycle, Car, Pedestrian Access

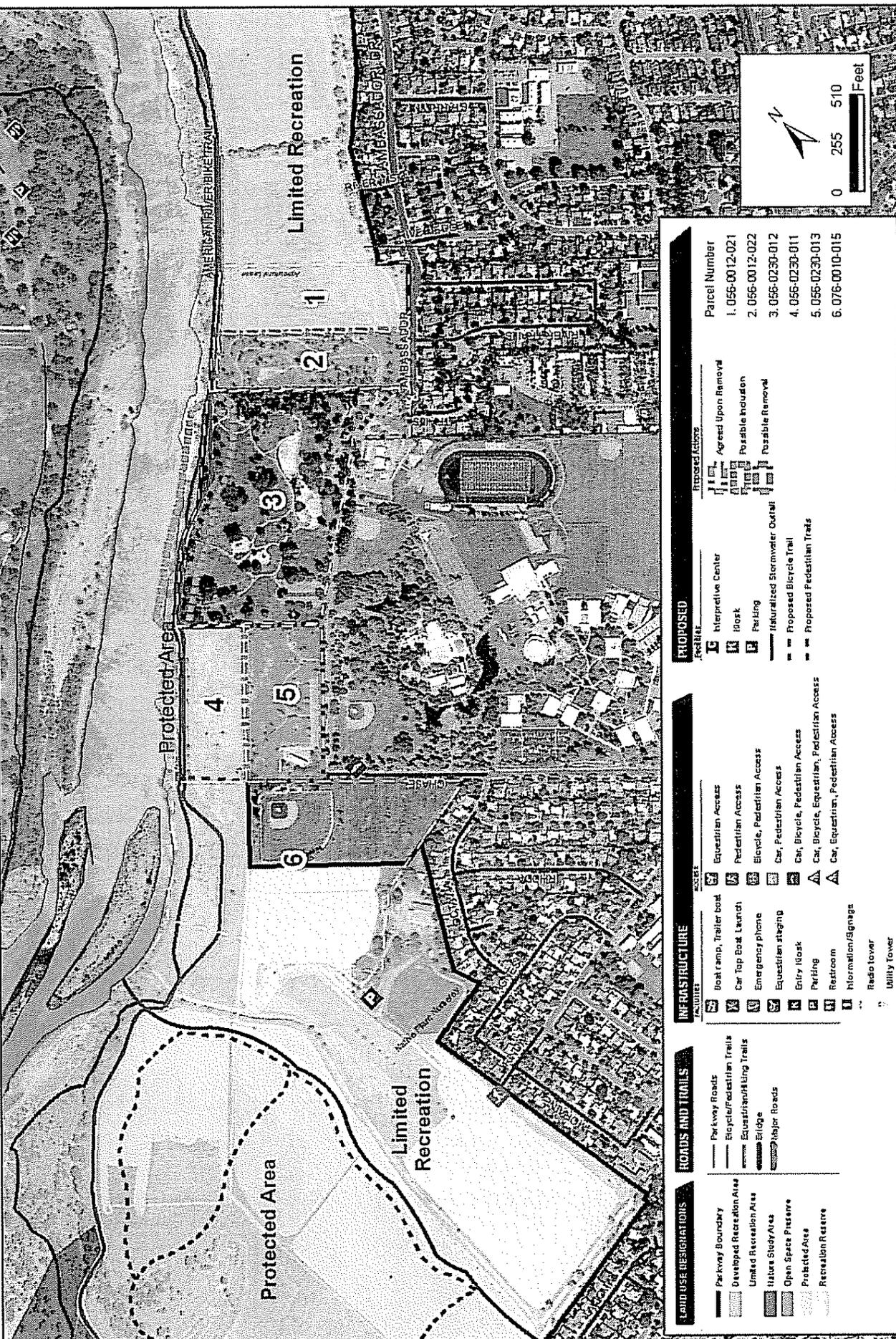
500 Feet



LAND OWNERSHIP HISTORY IN THE RANCHO CORDOVA AREA

Attachment H shows the following parcels. This information is intended to be background information for discussion of the Goethe Park and Rossmoor Bar areas surrounding Hagan Park.

- A. Parcel #076-0010-015 is owned by Sacramento County, a portion of which is leased to the Cordova Recreation and Park District on a 25 year lease that began August 1, 2002 and terminates July 31, 2027. The County originally acquired this parcel in 1976.
- B. Regional Sanitation deeded two parcels to the Cordova Recreation and Park District and County Parks in 1988 (056-0230-013 to CRPD and 056-0230-011 to County Parks). These parcels are between the existing Regional Sanitation District pump station and the river.
- C. Parcel # 056-0012-022 was deeded from the County Parks to CRPD per the 1985 Parkway Plan to be used for the Live Steam Train. It was deeded to Cordova in 1988 and is 6.77 acres. The parcel to the east of this parcel (056-0012-021) shows a strip of land that includes the bicycle trail that appears to originally have been a portion of the 6.77 acres parcel. There is also noted in the deed for parcel #056-0012-022 that an easement is retained for the bicycle trail over this parcel.
- D. Parcel #056-0230-012 (main section of Hagan Park picnic area) includes an easement for a sewer dating back to 1955.



LAND USE DESIGNATIONS	ROADS AND TRAILS	INFRASTRUCTURE	PROPOSED	PROPOSED ACTIONS
<ul style="list-style-type: none"> Parkway Boundary Developed Recreation Area Limited Recreation Area Future Study Area Open Space Preserve Protected Area Recreation Reserve 	<ul style="list-style-type: none"> Parkway Roads Bicycle/Pedestrian Trails Equitation/Hung Trails Bridge Major Roads 	<ul style="list-style-type: none"> Boat ramp, Trailer boat Car Top Boat Launch Emergency phone Equitation staging Entry kiosk Parking Restroom Information/Signage Radio tower Utility Tower 	<ul style="list-style-type: none"> Interpretive Center Kiosk Pathing Historical Stormwater Outlet Proposed Bicycle Trail Proposed Pedestrian Trails 	<ul style="list-style-type: none"> Agreed Upon Removal Possible Inclusion Possible Removal
<ul style="list-style-type: none"> Parcel Number 1. 055-0012-021 2. 055-0012-022 3. 055-0230-012 4. 055-0230-011 5. 055-0230-013 6. 076-0010-015 				

American River Parkway Plan

November 7, 2006

ATTACHMENT H

RESOLUTION NO. _____

**RESOLUTION OF THE BOARD OF SUPERVISORS
OF THE COUNTY OF SACRAMENTO TO REVIEW AND IDENTIFY A DRAFT
2006 AMERICAN RIVER PARKWAY PLAN FOR ENVIRONMENTAL REVIEW**

WHEREAS, the Update Citizens Advisory Committee worked for two and one-half years to provide consensus-based recommendations for the 2006 American River Parkway Plan,

WHEREAS, the 2006 American River Parkway Plan includes updated scientific and technical information on management of the terrestrial and aquatic habitats, flood control, public safety, educational/interpretive elements, and recreational use, including support of a new recreational use of off-paved trail cycling in the Woodlake and Cal Expo areas, and

WHEREAS, the Project Management Team recommends two additional modifications to the 2006 American River Parkway Plan.

NOW, THEREFORE, the Board of Supervisors, County of Sacramento, resolves that the 2006 American River Parkway Plan and any alternatives shall be submitted to the Department of Environmental Review and Assessment for environmental review.

BE IT FURTHER RESOLVED that upon completion of environmental review, the 2006 American River Parkway Plan and environmental document will be presented to the County Board of Supervisors for approval.

On a motion by Supervisor _____, Seconded by Supervisor _____, the foregoing resolution was passed and adopted by the Board of Supervisors of the County of Sacramento, State of California, at a regular meeting thereof this _____ day of _____, 2006, by the following vote, to wit:

AYES: Supervisors:

NOES: Supervisors:

ABSENT: Supervisors:

ABSTAIN: Supervisors:

Chair, Board Of Supervisors

(SEAL)

ATTEST: _____
Clerk, Board of Supervisors

Attachment 7

PowerPoint Presentation

This document is available on the City of Sacramento's website at:
http://www.cityofsacramento.org/webtech/streaming_video/live_council_meetings.htm
under *Future and Archived Meetings* and will be attached as Supplemental Material at a later date.

RESOLUTION NO. 2007-
Adopted by the Sacramento City Council

January 16, 2007

UPDATING THE 1985 AMERICAN RIVER PARKWAY PLAN

BACKGROUND

- A. The American River Parkway is a river corridor which functions as a floodway and regional park that extends approximately 29 miles from the Folsom Dam to the Sacramento River. The American River Parkway Plan is a land use and policy document that guides the development and management of the American River Parkway.
- B. The American River Parkway Plan is adopted by local jurisdictions and the State Legislature.
- C. The City and County of Sacramento were the local adopting agencies for the 1985 American River Parkway Plan. Since 1985, the City of Rancho Cordova, whose boundaries include a portion of the American River Parkway, was incorporated and has become the third local adopting agency.
- D. On November 4, 2003, the City Council approved the American River Parkway Plan Update process, accepted the Final Convening Report, established the Update Citizens' Advisory Committee, and approved the purpose of the Committee and duties of its members.
- E. In June 2005, staff provided the City Council with a status report on the process.
- F. Staff is returning to the City Council for acceptance of the 2006 American River Parkway Plan Update as recommended by the Committees and the advisory bodies as the "project" for California Environmental Quality Act review.
- G. Staff will return to the City Council for an additional update prior to final adoption of the American River Parkway Plan.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

- Section 1. The City Council directs staff to proceed with the preparation of an Environmental Impact Report (EIR) under the California Environmental Quality Act (CEQA).

Section 2. The City Council directs staff to forward comments from the City Council and the City's advisory bodies to the Project Management Team to evaluate their potential effects on the environmental analysis.