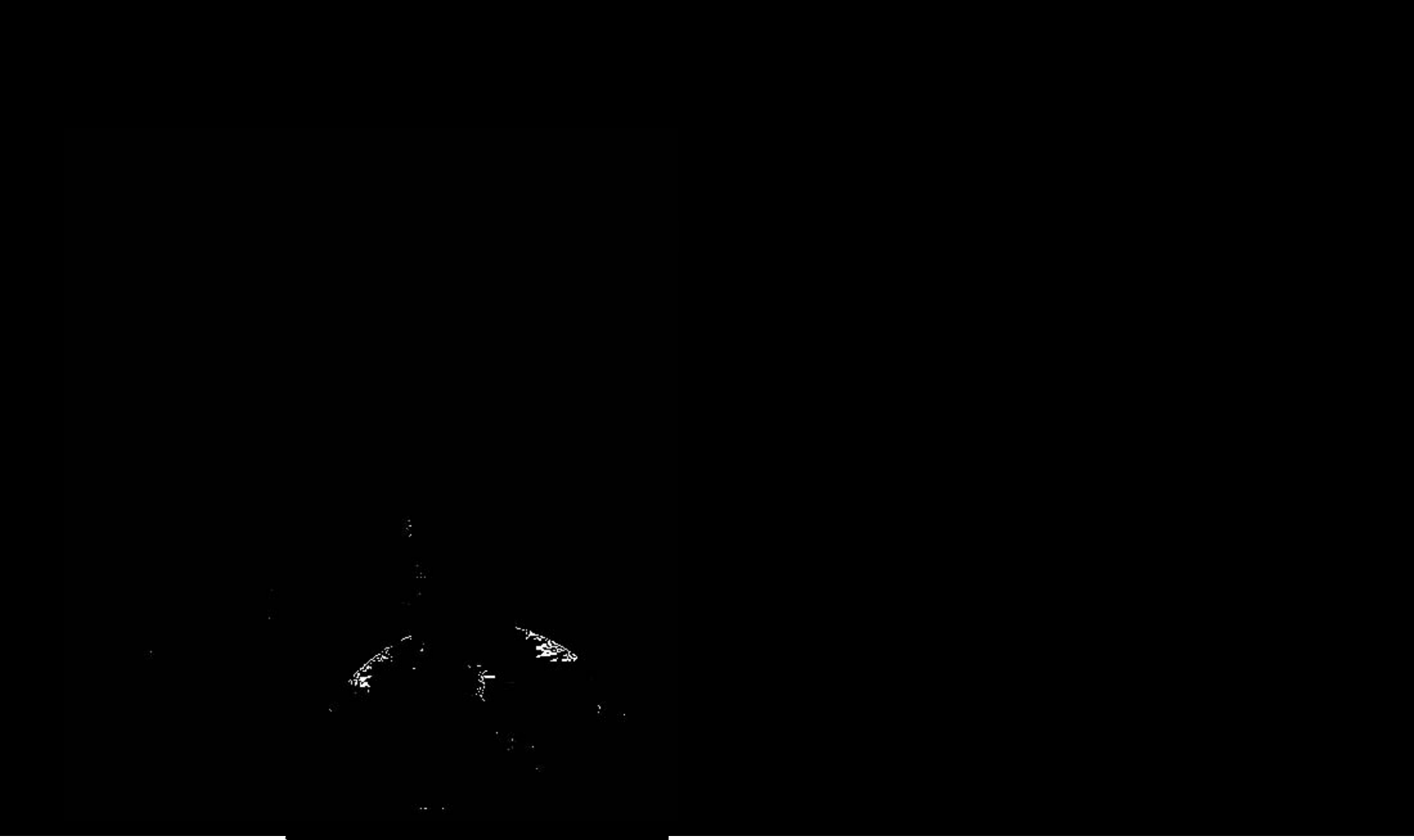

Sacramento Transportation & Air Quality
COLLABORATIVE

**SPONSORING AGENCIES**

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

**FOR ADDITIONAL COPIES OR MORE INFORMATION CONTACT US**

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Sacramento, CA 95814
(916) 323-0080

Website: http://www.sactaqc.org

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**READERS GUIDE TO THE FINAL REPORT**

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

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

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

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

***Sacramento Transportation Quality Collaborative***

***Final Report***

*Volume I: Agreements & Recommendations*

*December 2005*

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

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

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

*We, the Collaborative participants, agree [illegible] the co[illegible] policies herein and strongly advise our public age[illegible] to implem[illegible] these recommendations to address our transport[illegible] and air quality challenges. While we support the overall recomm[illegible]ations, some of us have reservations on several of the specific recom[illegible]dations.*

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

*The Collaborative created an unprecedented forum [illegible]iscussion and dialogue among very diverse interests on transportatio[illegible]uality and land use policies. We are proud of our work and civic enga[illegible]t over the last five years.*

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

David Aladjem
Bud Aungst
Michael Barnbaum
Linda K. Bennett
[illegible]
Carol Borden
Andy Borovansky
Mary Brill
Lea Brooks
Nancy Bui
Franklin Burri[illegible]
Margaret [illegible]
David B[illegible]
Tim C[illegible]
Ber[illegible]tte Chiang
Bo[illegible]awford
J[illegible]uz
[illegible]ey Donn[illegible]
[illegible]loyd
[illegible]e Geraghty
[illegible]rt Grande
J[illegible] Gudebski
E[illegible] Guttierrez
Jud[illegible]ng-Heary
Alan [illegible]h

Robert [illegible]erness
Betti[illegible]well
[illegible]nd Johnson
[illegible]Johnson
Sa[illegible]ohnson
Julia[illegible]e Johnston
Howa[illegible]awrence
Don L[illegible]
Dave M[illegible]n
Dr. Ja[illegible]suoka
[illegible]
Pamel[illegible]ay
Carol[illegible]eyer
Deb[illegible] Muramoto
Ti[illegible]rphy
[illegible]Nauman
[illegible] Ray, Jr.
[illegible]ohn Roach
Dennis Rogers
Walt Seifert
Jan Sharpless
Sheryl (Sheri) Stuckey
Darren Suen
Amor Taylor
Christopher Tooker
Clarence Williams
Earl Withycombe

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***ACCOMPLISHMENTS***

*This* Final Report *represents the capstone of f[illegible]d work:*

- Agreements and Recommend[illegible] *within Volu[illegible] final report are from a bro[illegible] group of leaders in our community.*
- Suggested Transportation [illegible] Practices *within Volume II address Complete Streets, Pedestrian [illegible]ster Planning and Design, Bicyc[illegible]ster Planning and Design, Public Transportation, and Universal Desig[illegible]*

*In addition to the final report, the C[illegible]orative:*

- *Provided the groundwor[illegible] the Sacramento Area Council of Government's Blueprint [illegible] alternatives and refining t[illegible]odels.*
- *Developed a joint stateme[illegible] the ten challenges facing the Sacramento co[illegible] area that are [illegible]ly becoming more than "serio[illegible]*
- *Identified and agreed upon [illegible]en intertwined policy elements o[illegible]tential solution (se[illegible]ure 1, page ix).*
- *Produced a set of "Issues and Int[illegible]papers from each inter[illegible]oup and each pa[illegible]ting public agency documenting the needs and co[illegible] (issues) of the partic[illegible]g constituenci[illegible]gencies along with the underlying reasons (interests) for [illegible]icular issue w[illegible] important[illegible]*
- *Built personal relationships and networks amongst [illegible] leaders who will continue their informed involvement in shaping the region for at least the [illegible]wenty years.*
- *Fostered a culture of informed civic engagement within the [illegible]amento countywide area, based on education, dialogue, deliberation and respect for the concerns, ne[illegible]d perspectives of other citizens*

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

### *COLLABORATIVE'S CORE VALUES*

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

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

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

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

***Environmental Protection & Sustainability***
*The preservation, enhancement, protection and restoration of natural areas, resources and ecosystems for present and future generations.*

## FOREWORD

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

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

This Final Report is presented in four volumes:

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

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

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

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

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

**Collaborative Process**

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

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

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

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

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

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

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

*The following information served as the background for the Collaborative's work. Each of these assumptions has a significant impact on the nature of the challenges facing the Sacramento region.*

- *The region's population is expected to increase by 49% between 2000 and 2025. During the same period, employment is expected to increase by 60%.*
- *Within the Sacramento countywide area, the population is expected to increase by [illegible] between 2000 and 2025. During the same period, employment is expected to increase by 45%.*

*[illegible] 2025, the overall population is projected to increase [illegible] 2025, the number of people "over age 65" and the number of people "over age 85" will both double by 2025.*

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

Understanding the depth of the complex relationship among the n[illegible]en elements of a potential solution was a daunting task. Subsequent negotiation[illegible]e often difficult, not because of disagreements, but because of the sheer breac[illegible] issues that needed to be considered when attempting to move forward on[illegible] one element.

The Collaborative put much thought into developing these elements. F[illegible] efforts might consider using this framework as an important reference p[illegible] their work.

**Unresolved Issues**

It is fair to say that the Collaborative struggled mightily with its chard[illegible]d difficult issues remain. Although there was overwhelming support for the *A[illegible]ments and Recommendations*, there are many important issues for which the [illegible]aborative's diverse participants could not find common ground.

For many Collaborative members, one or more of the issues of m[illegible]oncern to them were not addressed in the *Agreements and Recommendatio*[illegible]cument. Along with pride in what was produced, Collaborative members ha[illegible]nificant disappointment in what was not produced.

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

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

**Closing Note**

The non-governmental supporters to the *Agreeme*[illegible]*nd Recommendations* carefull[illegible] the language that would appea[illegible]ide their endorsement [illegible]mittal to the public ag[illegible]es that funded their hard, [illegible]recedented work. It [illegible] conclude this F[illegible]ord with the last words of that preamble to their endorsem[illegible]

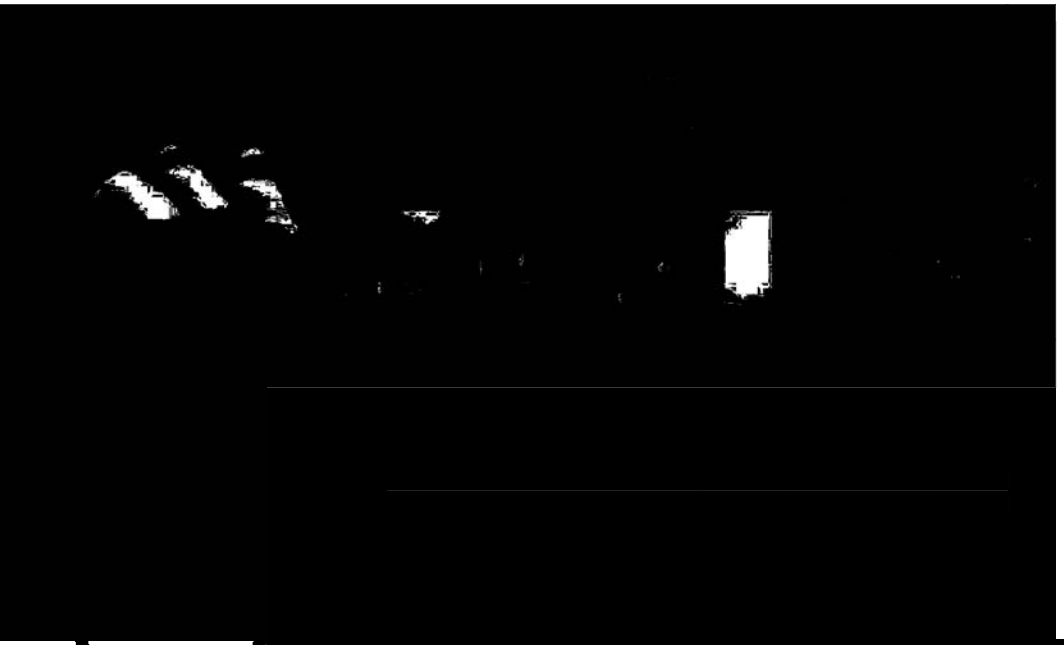
> "If our public agencies mov[illegible] to implement these [illegible]ecommendations, our contri[illegible] and time spent will be [illegible]ble and lead [illegible] in the quality of life of Su[illegible]ents for d[illegible]es to come."

*Cheryl Creson*
Director 2001-2003

*[illegible] Boyer*
D[illegible]r 2004-2005

*S[illegible]erry*
[illegible]tor/Facilitator

# Transportation



## INTRODUCTION

The Sacramento Transportation and Air Quality Collaborative strongly endor[illegible]e SACOG Blueprint 2050 preferred land use scenario as a vision for regional g[illegible]n that promotes compact, mixed-use development and more transportation ch[illegible] as an effective way to increase the use of non-auto modes (including but not lim[illegible] to transit), reduce vehicle miles of travel per capita, reduce the rate of increa[illegible] in congestion, and improve air quality. In implementing the preferred Blueprint scenario as a vision, the Collaborative agrees that SACOG and local agencies s[illegible] use the following guiding principles and may refer to the local implem[illegible]n toolkits to improve our quality of life, and to incorporate our shared valu[illegible]

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

## GUIDING PRINCIPLES

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

| | | |
|---|---|---|
| Automobile | 91.1% | 81.1% |
| Pedestrian & Bicycle | 6.7% | 14.5% |
| Transit | 1.3% | 4.4% |

4. Decisions should emphasize bridging gaps in services and facilities, and should provide connectivity and accessibility for users of all modes of transportation in both a local and regional context.

5. Provide residents of the Sacramento Countywide area with mobility options that are viable over the entire lifespan, from childhood to old age.

6. Outcome-based performance measures should be used by the jurisdictions within Sacramento County to assess progress toward a more effective and balanced transportation system.

7. Improvements should enhance and support the economic development and vitality of the countywide area.

8. Investments in transportation infrastructure should be sited and planned to better serve the transit dependent and those communities divided by existing transportation infrastructure.

## LOCAL IMPLEMENTATION

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

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

- ***Best Practices for Pedestrian Master Planning and Design.*** This do[redacted]nt suggests approaches for envisioning and realizing an effective n[redacted]rk of pedestrian facilities, including a thorough compilation of inno[redacted]e features to maximize pedestrian safety and comfort.

- ***Best Practices for Universal Design.*** Universal Design refers to a mind[redacted] that considers the widest range of potential users when envisionin[redacted] and building improvements, including transportation projects. To a[redacted] designers, this document brings to life the basic principles of un[redacted] design by using specific examples.

- ***Best Practices for Complete Streets.*** Complete Streets aggr[redacted]s best practices for designing projects for any particular mode into a[redacted]e set of practices that considers the needs of all roadway users at o[redacted]ncluding bicyclists, pedestrians, transit riders, and motorists. Su[redacted]tions are made for each classification of street, with additional guida[redacted] for special circumstances, such as where the available right-of-way is [redacted]d.

- ***Best Practices for Public Transportation (Public Transit).*** [redacted] document identifies key factors that influence the success of public [redacted]portation in the areas of land use, complementary transportation fac[redacted] funding, and agency collaboration. Suggested practices are identifie[redacted]ach area. The document includes two considerations that are [redacted]hasized throughout: a greater role for local jurisdictions in envisionin[redacted]nning, and providing public transportation, and an orientation to [redacted]tial customers (e.g., riders).

*All of the above-listed Best Practices toolkits can be found in their entirety in* Volume II (Transportation Best Pra[redacted] *the Collaborative's Final Rep*[redacted]

# Urban Form

## INTRODUCTION

Urban form is all about the shape of our cities and unincorporated area[illegible]t simply in terms of appearance, but more importantly in terms of the de[illegible] characteristics: how they are designed and structured, where development occ[illegible] what type of developments are likely to be built, what types of public and gre[illegible] spaces are available, and how all the areas are connected to one another.

The type of urban form can influence travel outcomes, especially vehic[illegible]es traveled, vehicle trips, and non-auto mode usage.

### Goals

- **Achieve efficient land use patterns through an evolving [illegible]an Form that benefits the transportation system and improv[illegible]r quality through reduced vehicle trips, reduced vehicle miles [illegible]eled, and increased alternate mode usage.**
- **Promote an Urban Form of Development, consist[illegible] with the Collaborative's core values of Safe, Healthy, & Livable [illegible]munities, Economic Vitality, Social Equity, and Environmental P[illegible]tion and Sustainability, through encouraging local governme[illegible]tion in support of the following eight strategies.**

### Urban Form Strategies

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

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

### Urban Form Policies

For each of the eight Urban Form strategies listed abo[illegible]e text below provides policy [illegible]te by the Collaborative participa[illegible]r consideration by local [illegible] particularly when use[illegible] combination, can guide [illegible]re development to be[illegible]ansportation s[illegible] and air quality.

As public policy discussions occur t[illegible]countywide area—particularly [illegible]h regard to implementation—the C[illegible]e recommends that those future [illegible]ons consider the following fo[illegible]

[illegible]licies based upon the specific circ[illegible]vidual jurisdic[illegible]ncluding its location, its existing development patterns and transporta[illegible]ystem, and its ability to adapt to a newly emerging urban form over ti[illegible]

- Cost—concerns that the cost of implem[illegible]g the policy should not fall unfairly on one segment of the commu[illegible]
- Market efficiency—the [illegible]eferable to allow the marketpl[illegible]de the be[illegible]ost efficient[illegible] rather than rely on pre[illegible]cies;
- Timeframe [illegible]ecognition that s[illegible] policies may be more di[illegible] to implem[illegible]n the short-term, [illegible] current conditions; however, [illegible] conditio[illegible]ange over time, t[illegible] policies will be more appropriat[illegible] for the [illegible]ged circumstanc[illegible] may be able to be more rigorously [illegible] imple[illegible]ed.

## STR[illegible] COMPAC[illegible]RBAN FORM

While most tr[illegible]rojections conclude that the automobile will continue to be the predominant [illegible] of travel in the Sacramento region for the foreseeable future, significant redu[illegible]s in projected vehicle miles traveled and vehicle trips can be accomplished by [illegible]ring development at densities/ intensities that are higher o[illegible] average than wha[illegible]nt standards provide.

The Collaborative recommends that local jurisdictions:

A. **Establish target minimum densities for development around transit stations and transit centers / trunk lines:** Place new high density context-sensitive development in close proximity to existing and reasonably assured planned transit routes to help foster a greater share of trips by transit and aid transit operations financially by boosting ridership. A target is a goal to strive toward.

B. **Establish and update targets for overall average density of growth for countywide area:** Encourage local governments countywide to work together to develop and periodically update targets for overall average density of growth for the urbanized area in Sacramento County to increase countywide overall average density.

C. **Develop and periodically update targets for overall average density of growth for sub-areas throughout the countywide area:** Encourage local governments countywide to work together to develop and periodically update targets for overall average density of growth for sub-areas in Sacramento County.

D. **Promote flexibility in the application of parking standards for compact development:** Creative parking solutions recognize opportunities for shared parking and situations where reduced parking ratios are appropriate over time.

E. **[illegible]te the public:** Pursue a public education program regarding the amenities, benefits and opportunities associated with denser developme[illegible]

F. **Target a portion of new jobs and housing to be located near transit:** Where high levels of transit service exist, local jurisdictions should strive for a high proportion of new jobs and housing to be located near transit. Jurisdictions may consider growing employment centers and new higher density neighborhoods as potential locations for new or improved transit serv[illegible]

## STRATEGY 2: INFILL & REURBANIZATION

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

## STRATEGY 3: HOUSING CHOICE & DIVERSITY

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

The Collaborative recommends that local jurisdictions:

A. **Pursue an adequate, geographically balanced and integrated supply of a variety of housing types and sizes to accommodate the full-range of income levels**: Local jurisdictions within the countywide area should collaborate to provide a variety of housing options for all income levels to reduce travel distances between home, work, school, recreation, community services, and transit services.

B. **Establish policies to support building a variety of housing product types:** This includes General Plan and Zoning Ordinance support for mixed use and flexible densities to build more affordable for-sale small lot single family homes, attached condos, and rental products that are currently under-provided in today's market.

C. **Agree that there needs to be a broad range of funding sources to support the building of low income housing.**

- Leverage funding sources to ensure that adequate financing (both public and traditional private financing) is available to construct affordable housing units.
- Seek creative funding strategies such as public-private partnerships.

D. **Design new employment centers to be accessible by transit, biking, and walking:** This approach will enhance access to local job opportunities for low income workers.

## STRATEGY 4: MIXED LAND USE

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

The Collaborative recommends that local jurisdictions:

A. **Place retail services, schools, and entertainment in close [illegible]mity and with direct access to housing.** This will create trav[illegible]enefits, including reducing vehicle trips and vehicle miles travele[illegible] well as creating opportunities for biking and walking.

B. **Designate mixed use activity centers**: Support the [illegible]nation of specific sites and corridors for targeted mixed use activity c[illegible]rs.

C. **Adopt zoning code changes to promote mixed use [illegible]lopment:** Mixed use corridor zoning overlays and form-based codes [illegible] two ways this can be done. A zoning overlay can provide special [illegible]deration for certain uses that may be inconsistent with the require[illegible]s of the underlying zone, and provides flexibility of standards to ac[illegible]odate new forms of development. A form based code is a land de[illegible]ment regulatory tool that places primary emphasis on the physical fo[illegible] the built environment with the end goal of creating a specific type of [illegible] Such a code would typically specify bulk, height and setback requirem[illegible] of structures but would not regulate their use.

D. **Create complete neighborhoods by providing neighborhood-scale facilities within the neighborhood (elementary schools, neighborhood parks, neighborhood retail**.

E. **Provide a wider range of smaller-scale retail opportunities in mixed use developments** to take advantage of the transportation benefits.

## STRATEGY 5: LAND USE BALANCE

Land [illegible] of uses *at the community o[illegible] regional scale*. Land Use [illegible] jobs, housing, retail [illegible]ation, services, and other [illegible]es to reduce vehicle-mile[illegible] and vehicle [illegible] Land use balance refers to areas smaller than a region or co[illegible] larger [illegible] neighborhood or project.

[illegible]bs, housing and retail are located [illegible]e to one another, it increases the [illegible] that *some* people will live [illegible]hop in the same community.

The Collabo[illegible] that local juris[illegible]ns:

A. **Pursue strategies to attract housing [illegible]elopments if a sub-area has a jobs/housing imbalance in favor o[illegible]ployment** (i.e., not enough housing).

B. **Make land use decisions to encou[illegible]th in sub-areas which have an abundant supply [illegible]** market forces which determine wh[illegible] employ[illegible] centers [illegible]ated are often beyond the [illegible] of local gov[illegible]ents to affect, jo[illegible] sub-areas should [illegible] assure that the[illegible] adequate local-serv[illegible]il developmen[illegible] in their boundaries [illegible]

## STRATEGY [illegible] QUALITY [illegible]E LAYOU[illegible]UILDING DESIGN

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

The Collaborative [illegible]mmends that local jurisdictions:

A. **Prepare d[illegible] guidelines for all major land use types.** Higher den[illegible] and infill de[illegible]ment require special attention to high quality d[illegible] Local governm[illegible] should ensure that development will be a[illegible], utilize quality buil[illegible]terials, and generally be viewed as [illegible]ting to the quality of life fo[illegible]hborhood and surroun[illegible]unity by

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

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

## STRATEGY 7: GREEN & PUBLIC SPACES

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

The Collaborative recommends that local jurisdictions:

A. **Evaluate the adequacy of existing park facilities (acreage and quality) as higher density development occurs.** Increased population within a given area which results from higher density development will increase the demand for park space. Where it is not feasible to obtain additional acreage, quality improvements to the existing facilities can result in improved recreational opportunities for residents.

B. **Place the majority of new housing units within walking distance of green space.** In higher density developments, residents will have less private open space (i.e. back yards). Thus, providing green space in proximity to housing is increasingly important.

C. **Use of micro-parks in infill areas and internal green spaces within multi-family projects.** This approach will help satisfy the recreational needs of project residents and will be an amenity to the project.

D. **Use greenbelt corridors that serve as off-street bicycle & pedestrian circulation.** This approach will provide both recreational and transportation benefits to residents of the area.

## STRATEGY 8: NEIGHBORHOOD & COMMUNITY CIRCULATION

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

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

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

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

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

B. **Assessment Tools**: Support the development of tools that can assess how proposed neighborhood and community circulation systems can support the Urban Form Strategies discussed above and the Blueprint Principles.

C. **Greenbelts**: Plan off-street trails, especially in new communities, as circulation form to accommodate/encourage bicycling and walking.

D. **Create Performance Standards to Minimize Adverse Impacts of Automobile Traffic**: Develop performance standards for the street system in new neighborhoods to minimize speeding and undesirable cut-through traffic on residential streets.

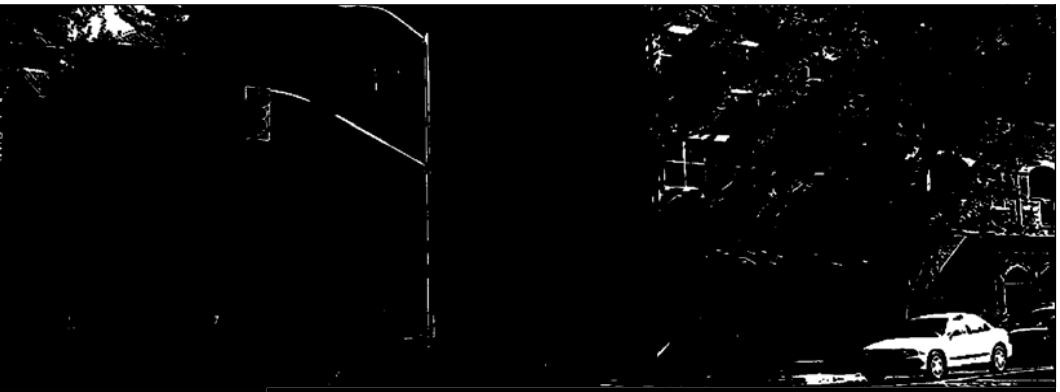
E. **Traffic Calming**: Use traffic calming within new and existing developments to minimize speeding and undesirable cut-through traffic on residential streets. *Best Practices for Complete Streets* (see Volume II) provides some suggestions on traffic calming features that can be built-into street designs, but it is not intended to address the broader topic of traffic calming for which guidance is available from several other documents (there is a footnote citation to a primary source). Traffic calming measures are largely intended to address unforeseen problems that arise after roadways are constructed. While traffic calming can be included in the initial design of streets, the specific treatments are a function of very local circumstances.

F. The design of street networks should provide people and goods with redundant means of reaching destinations within local communities and beyond.

G. **Location of Facilities:** Locate schools and community facilities, such as large-capacity churches and neighborhood-scale parks, with their primary access on arterial streets and thoroughfares. Secondary access should be through residential neighborhoods and should be designed to minimize adverse traffic impacts to the neighborhood.

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

# Infill & Reurbanization



## INTRODUCTION

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

There is no one strategy or "silver bullet" for increasing the amount of quality [illegible] and reurbanization projects within our communities. Some strategies w[illegible]k better in one community than another. Most importantly, success is m[illegible]ore likely when multiple strategies are pursued simultaneously by many ju[illegible]tions. In this way, a context is created for the market itself to lead the way in b[illegible]g more and more infill and reurbanization products. The Collaborative reco[illegible]ends the following strategies and tools identified below to begin the process [illegible]reating a climate supportive of infill and reurbanization development.

### Goals

1. **Accommodate an Increasing Amount of the Countywi[illegible]rea's New Growth through Infill and Reurbanization**, recognizing [illegible] this form of urban development reduces overall Vehicle Miles Travele[illegible]d Vehicle Trips.

2. **Emphasize Residential Infill and Reurbanization** bec[illegible] the countywide area does not have a sufficient supply of land desig[illegible] for residential development, and has an oversupply of lands designa[illegible] certain non-residential uses (e.g., retail and light industrial).

3. **Develop Support for Infill & Reurbanization by Developing Public Transparency and trustworthiness.** Involve the community beginning early in the process and through the final decision making and implementation.

4. **Utilize Infill & Reurbanization to Create Complete Communities** that provide a full complement of residential, jobs, retail, and services in the community.

5. **Revitalize and Improve the Quality of Life in Existing Neighborhoods** through focused public and private investment in infrastructure and civic facilities.

### Definitions

The commonly used term "Infill" actually comprises a [illegible] spectrum of types of develo[illegible]

[illegible] the [illegible]pment, or buildi[illegible] *vacant land in an area surrounded by existing de[illegible]*. Infill can [illegible] from a single dwelling unit on a residential lot to a more i[illegible] multi[illegible]mily complex.

**Reurbanization** is reuse, renovatio[illegible]olition of an *existing building and [illegible] construction on the same [illegible]*. [illegible]nization can range from a single [illegible] deve[illegible]ent (e.g., UP railyards). When the previo[illegible] involved so[illegible]xic materials (e.g., gas stations, dry cleaners, railyards, etc.), the developme[illegible]known as *Brownfield*.

**Greenfield** *(not a type of infill)* is developme[illegible] vacant land not surrounded by existing development.

### Importance of Infill and Reur[illegible]

Infill development is a k[illegible]egy consisten[illegible] the Collaborati[illegible]pose (Transportation, Air Qu[illegible]nd Related Land[illegible] & Economic Vitality). I[illegible]d reurbanization – wh[illegible]signed in accord w[illegible]e SACOG Blueprint and [illegible] Form Principles en[illegible]d by the Collaborat[illegible]n:

- Reduce [illegible]e Miles Traveled a[illegible]icle Trips (compared to comparable develo[illegible]t in greenfield a[illegible]
- Acco[illegible]date about [illegible] projected regional growth (Source: SACOG Blue[illegible] the [illegible]g outward expansion;
- [illegible]cycling and walking as a more viable option as a means of ac[illegible]
- Provi[illegible]obility options for the non-driving population;
- Reduc[illegible] consumption of land resources; help preserve agricultural and open sp[illegible]esources; and
- Remove b[illegible]d areas/structures and provide reinvestment in existi[illegible] neighborho[illegible]

**Barriers to Infill and Reurbanization**

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

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

## STRATEGIES TO SUPPORT INFILL & REURBANIZATION

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

The Collaborative recommends that local jurisdictions:

A. **Prepare Vision:** Each jurisdiction should engage existing residents and businesses in developing a vision for infill potential.

B. **Prepare Plans that Implement the Vision:** Each jurisdiction which has significant infill potential should undertake planning efforts to establish a comprehensive framework for coordinating infill development.

C. **Maintain Vision and Plans** to retain flexibility and reflect the dynamic nature of market forces and community expectations. Plans should be ready to accommodate infill growth when the market conditions are ripe for development.

D. **Create Supportive Plans & Zoning** to achieve infill development goals. Policies and zoning regulations should support infill and include a clear articulation of intent that reinforces the provisions in the comprehensive plan.

E. **Develop Conceptual Level Countywide Design Principles**: Reduce design review uncertainties by establishing clear "Context Sensitive" design guidelines -- often in conjunction with Specific Plans -- that can let developers, neighbors, planners, and design review committees know what features are expected.

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

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

The Collaborative recommends that local jurisdictions:

A. **Ensure Land Supply**: Local governments can ensure that land is available for infill development.

B. **Focus Resources on Target Infill Areas:** Designate potential infill / reurbanization areas for focused private/ public/ community resources.

C. **Prioritize Infill Investments using Criteria**: Criteria might include proximity to transit or activity centers, community receptiveness to infill, etc. The local agencies can each develop their own priority infill and corridor revitalization project lists, and funding opportunities will be linked to these priorities.

D. **Respect the Existing Context**: Recognize where the best opportunities exist for infill development that reinforces community objectives for future growth.

E. **Promote Partnerships** between public officials, representatives from neighborhood organizations, non-profits, private developers and financial institutions to work towards a shared vision for specific neighborhoods.

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

### STRATEGY 3: GAIN COMMUNITY SUPPORT

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

A. **Create Multi-Interest Advisory Groups**: Create a coalition of individuals and organizations with multiple perspectives to solve problems, educate, and testify to decision-makers and neighborhoods regarding infill projects.

B. **Seek Community Input for Inventory Phase:** Utilize the inventory process as an opportunity for community input in prioritizing potential infill locations.

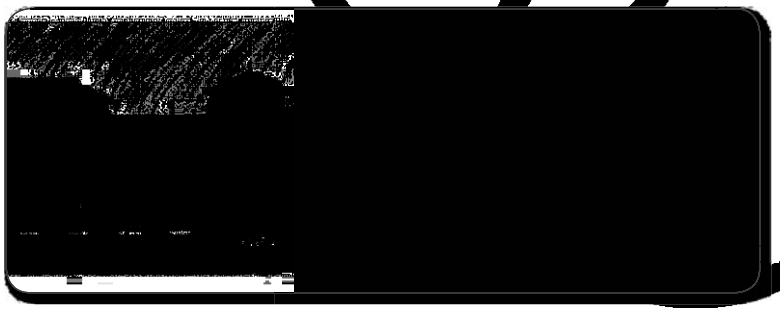
C. **More Emphasis on Educating the larger community**, including community/ neighborhood associations on where infill projects provide benefits. (Public education/buy-in would help build support for infill and would help provide citizen support for infill projects.) Don't limit review to the immediate surrounding parcels.

D. **Utilize Citizen Training Programs** (e.g. Planning Academy) to prepare the broader community for informed engagement and participation in public decision making on infill/ reurbanization issues.

E. **Create Ombudsman Role**: Create community ombudsman whose role is to facilitate communication between government and the community.

F. **Implement Pilot Projects** as a way of demonstrating the potential of a new infill product or as an introduction of infill development to a new location.

G. **Foster the Development of Business Improvement Districts** -- organizations of property owners and business owners to promote the economic vitality of an area through reurbanization.



**H. Organize small meetings between developers and key neighborhood leaders** to develop buy-in before holding general public meetings or workshops.

**I. Define Standardized Procedures for Obtaining Public Input**: Local jurisdictions should provide guidance to developers in terms of basic steps for engaging the public.

**J. Encourage Developers to Submit a Public Engagement Plan with their Project Applications** to engage the community at various phases of the project and that provides a mechanism in the plan to follow-through on commitments made to the community. This Civic Engagement Plan should be a tailored and more detailed plan that conforms to the adopted standardized procedures for obtaining public input defined in Strategy 3-I above.

**K. Provide for Community Notification and Comment for Standards-Based Projects.** While streamlining of the process is necessary, neighbors need to be kept informed of all projects.

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

## STRATEGY 4: REDESIGN THE REGULATORY PROCESS

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

**A. Prepare Tiered Environmental Documents:** Reduce environmental review requirements for individual infill projects by preparing EIRs on Specific Plans for infill areas.

**B. Streamline the Permitting Process:** There are a variety of actions that local jurisdictions can take to improve their development review processes.

1. **Adopt Clear Procedures for Review,** to eliminate uncertainty about what both the city and developers should expect.

2. **Coordinate Interagency Reviews** to ensure efficiency and consistency.

3. **Conduct Agency Staff and Commissioner Training** to be sure everyone is up-to-date on guidelines, requirements, and procedures.

4. **Shepherd Projects:** Assign specific staff to shepherd each infill project through the approvals process.

5. **Set a time limit on permit processing,** requiring staffs to process applications within a set period of time.

**C. Achieve Certainty through Standards-Based Development**: Provided that local agencies also conduct aggressive outreach on developing the standards, help citizens understand their roles in reviewing development proposals, allow public review & comment, and establish reasonable life spans for neighborhood plans on which the right standards were derived. This approach shifts the emphasis toward aggressive civic engagement at the planning stages, with lesser emphasis on public hearings at the project level. The Collaborative recommends that local agencies establish pilot projects to evaluate the results of this shift of emphasis.

1) **Develop Standards for Infill & Reurbanization Development**: Most zoning codes are not geared for infill and reurbanization development conditions. These standards need to be developed with the full engagement of the community. Once the standards are adopted, then a project proposal that is consistent with the standards should be approved at the staff-level (ministerial), after consultation with affected communities.

2) **Provide equal treatment for projects consistent with adopted standards**: Once a community planning process has adopted standards, then each land use should utilize the same basic approval process. For example, multi-family projects should not be subjected to a more cumbersome process than the approval process for single family housing projects.

3) **Regularly update the applicable standards and requirements** to stay current with the emergent needs of the community by establishing a realistic lifespan for Neighborhood Plans or Special Planning Areas.

**D. Create Flexible Standards:** Redesign regulatory processes and create more flexible development standards for infill development.

**E. Revise Zoning Codes to Meet the Flexible Needs of Infill and Projects:**

1. **Designate specific zoning areas** for flexible zoning to provide greater range of uses, and to provide variance standards. Develop new zoning categories and combinations of use that are better tailored to meeting the challenges.

2. **Form Based Zoning Codes:** Local jurisdictions should consider form based codes for infill areas. Form based zoning code is a land development regulatory tool that places primary emphasis on the physical form of the built environment with the end goal of producing a specific type of "place". A form-based code can actually streamline the development review process because it provides clear parameters, based on a Conceptual Plan.

**F. Encourage Early Consultation** [illegible] **Staff, and Affected Communities** [illegible] but pre-application reviews with developers concerning potential projects.

**G. Pre-Approved Prototypes for Infill Housing:** For jurisdictions with substantial infill activity, develop pre-approved house plans for single family infill development, which will expedite the approval process and reduce processing costs.

**H. Support Select Reform of CEQA State Legislation:** Section 15332 of the State CEQA Guidelines needs to be modified to allow the exemption [illegible] unincorporated Sacramento County consistent [illegible] existing provisions of the section. Section 15332 currently provides a categorical exemption for infill development of projects that are consistent with applicable plans, occurs within city limits on a project site of no more than five acres, has no habitat value, would not result in any significant effects relating to traffic, noise, air quality or water quality, and can be adequately served by all required utilities and public services.

I. **Define CEQA Thresholds of Significance at the Local Level**: Each local agency should adopt thresholds of significance that define "significant impacts" against which projects can be evaluated for their impact on the environment. Specifically, standards for traffic, noise, and air quality should be identified during the General Plan process.

J. **Maintain a Supply of Available Building Sites**: The creation of a supply of available infill and reurbanization building sites can help ensure an adequate supply of land to accommodate housing demand in Sacramento County. This would mean that there are sufficient infill development sites zoned for housing that can be readily available when market conditions are ripe for infill development.

K. **Modify Level of Service (LOS) Standards:** Modified LOS Standards are needed for Infill and Reurbanization because it is not always feasible or advisable to "improve" roads in developed areas. Instead, local jurisdictions can provide trade-offs (accepting a lower LOS, while improving mobility for other modes, or providing community enhancements such as better parks, schools, retail opportunities, etc.). Local governments should examine (and adopt) more appropriate level-of-service standards within designated infill areas.

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

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

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

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

B. **Focus capital improvements for public infrastructure** on areas t[illegible]ed for infill and redevelopment.

C. **Create a Housing Incentive Program** to provide infrastructure fu[illegible] for residential development in transit corridors and near transit statio[illegible]

D. **Assist Communities in Establishing Improvement Districts** that can [illegible] utilized to finance area-wide infrastructure improvements through s[illegible] assessments**.**

E. **Promote Location Efficient Mortgages** that lower the qualifyin[illegible]mes for purchase of a home, in recognition of the fact that tra[illegible]tation expenses for the household may be reduced by proximity t[illegible]sit and places to walk.

F. **Consider Development Impact Fees That Reflect the A[illegible]l Cost of Extending a Service to a Given Location** rather than on [illegible] equitable average cost basis. Lower fees could be charged in clos[illegible]arget infill areas which are less expensive to serve.

G. **Reduce plan check fees** when utilizing a pre-approve[illegible]use plan, recognizing the lower cost of reviewing these plans.

H. **Waive or reduce infrastructure fees** (i.e., transportation [illegible]t fees) when infrastructure is already in place and adequate.

I. **Explore Ways to Expand the SACOG Community Design P[illegible]:** These funds can be used to provide infrastructure necessary to a[illegible] private investment in development projects.

J. **Leverage Funding:** Look for opportunities to leverage funding for projects that meet the goals of other agencies (such as SACOG) that have funding available for infill in its Community Design programs.

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

"Bro[illegible] having to do with toxic cont[illegible]ation of previously used [illegible] with reurbanizatio[illegible]ential. The Collaborative [illegible]commends that local juris[illegible]

A. **Encourage Property Owne[illegible]opers to Utilize the County's Business Environmental Re[illegible] Commission** (BERC) for technical [illegible]stance in preparing [illegible] for reurbanization.

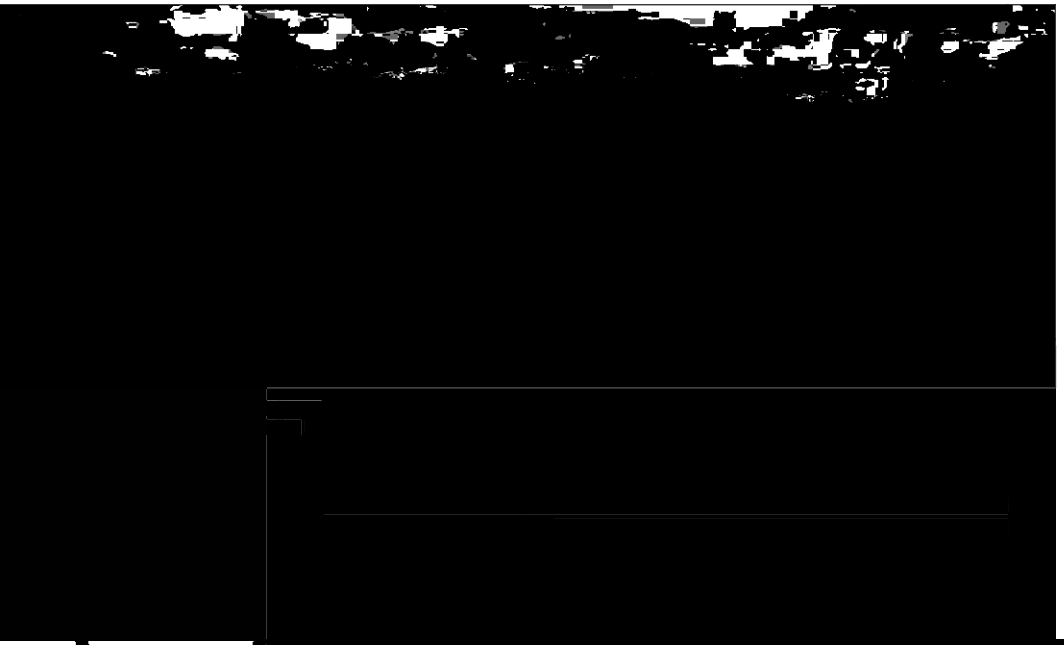
B. **Offe[illegible] BERC staff** to m[illegible]xics problems throughout the countywide area. Local agencies shou[illegible]ioritize infill sites for clean-up and re-use.

C. **Provide Low Interest Loans** to develo[illegible] for site assessment and for toxic cleanup on key infill sites on the [illegible]

D. **Conduct Cleanup Activi[illegible]** [illegible] resources and assistance is [illegible] warranted [illegible] cases where [illegible]ater is threatened, a p[illegible]s severely bligh[illegible] or the reuse of the [illegible]uld enhance "neig[illegible]ood completenes[illegible]

*Supportive Text for these Agreements & Recommendations on the topic of Infill & Reurbanization can be [illegible]*

# Location of Development & Open Space



## INTRODUCTION

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

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

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

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

### What Is At Issue?

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

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

- Where should future development physically occur in the county?
- What areas should be preserved as permanent open space?[1]
- How should future development be phased and should it be contiguous with existing development?
- What urban [illegible] new development [illegible]
- Is the resolution of the above questions [illegible] accomplished by regulation, through the market, or a combination of both?
- Who pays, who benefits, and how are the benefits and burdens distributed?

## COLLABORATIVE RECOMMENDATIONS AND AGREEMENTS

Despite the lack of consensus mentioned above, the Collaborative did reach agreement on the following seven recommendations to the area's elected officials:

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

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

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

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

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

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

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

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

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

- **Transportation and Air Quality Benefits:** Efficient land use patterns that benefit the air quality and the transportation system by reducing vehicle miles traveled and vehicle trips per capita.
- **Development of an Accessible, Multi-Modal Transportation System:** An overall system that links communities and economic activity centers, providing for the movement of goods, services and recreational outcomes.
- **Continuous Land Supply:** 20-25 year continuous supply of land for housing, jobs and public facilities, with a re-examination at 5-year intervals.
- **Compact Urban Form:** Urban forms of development promoting increased average densities, infill and reurbanization, mixed uses, and transit-oriented development.
- **Preservation of Open Space:** Conservation and permanent preservation of open space and natural resources.
- **Neighborhood and Corridor Revitalization:** Reinvestment, infill, and reurbanization in existing urbanized areas, especially economically distressed area.
- **Housing:** Adequate supply of housing opportunities and choices for all income levels and markets.
- **Orderly Phasing of Development:** Orderly build out of future development to optimize infrastructure efficiencies.
- **Urban Green Spaces, Parks and Open Space:** Programs to increase park and other public spaces as well as establish recreational and other open space corridors within or near urban population centers.
- **Certainty of Development for All Interests:** Meeting the co-equal objectives of economic vitality, environmental protection, social equity and safe, healthy and livable communities.

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

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



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

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

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

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

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

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

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

Each of the Recommendations above requires financial support. Successful implementation requires support from all quarters of the community and broadening the funding base for these programs. The development of this support can begin with inclusive public discussion and dialogue as

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

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

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

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

### Context: Hard and Soft Edges

To assist in addressing the questions posed on the first page of this section, the Collaborative developed the concepts of the "hard" and "soft" edges.

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

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

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

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

### Understanding the Different Viewpoints

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

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

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

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

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

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

And, since the Collaborative required agreement among all five interest groups to recommend policies to the elected governing boards, the strongly differing perspectives between the Business and Environmental Groups on these "location" issues left the Collaborative to question how it could [illegible] productively move forward. [illegible] ground on the "location" issues tied the Collaborative [illegible] knot.

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

# Funding

## INTRODUCTION

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

- With respect to the transportation system, funding deficits are projec[illegible] for construction, maintenance, and operation of every mode [illegible] transportation;
- With respect to air quality, significant new funding is required to [illegible]ve the new 8-hour ozone standard by 2018[1]; and,
- Revenues are needed to implement the Land Use Agre[illegible]ts and Recommendations of this document, which are consiste[illegible]ith and supportive of SACOG's Blueprint Growth Principles.

Given the size of the revenue needs, the funds will have to come [illegible]n multiple sources.

The focus of this funding agreement is twelve separate funding [illegible]chanisms/ programs (tools) that form a "toolbox" to fund long-term transportat[illegible]ir quality, and related programs in the Sacramento countywide area and the re[illegible]

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

[1] *The exact level of need is not known at this time. See page 32.*

- These twelve mechanisms could be implemen[illegible]on geographic scales ranging from a single neighborhood or com[illegible]al district to a multi-county area that would include the Sacrament[illegible]ntywide area.
- [illegible]olbox are not an exhausti[illegible]t of all possible funding [illegible]ources.
- Some of these sources a[illegible] likely to [illegible]ctical in the near-term while others are more likely to be [illegible]d i[illegible]ng-term.

[redacted]

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

[redacted]

Increase the DMV Air Quality Surcharge

[redacted]

Provide an Expanded Menu of Parcel-Based Assessment Programs

[redacted]

Implement a Vehicle Miles Traveled (VMT) Surcharge

[redacted]

Implement Tolling on New Facilities

[redacted]

Implement a Real Estate Title Transfer Fee

[redacted]

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

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

**FUNDING GOALS**

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

**a.** Recognition that the present level of transportation funding is insufficient to meet current needs.

**b.** Increased efficiencies and accountability in all transportation and air quality programs.

**c.** Generation of significant revenues – either from existing funding sources or new funding mechanisms – to fund priority programs, including air quality improvement and other non-transportation related elements.

**d.** Generation of revenues from future transportation funding programs based as much as possible on system use – including roads - and promoting fairness in terms of who pays (e.g., the application of user fees that directly relate to the cost of providing service). In recognition of the disproportionate impact of costs to low-income residents, lifeline transit services, with acceptable productivity standards, are an exception to this funding goal.

**e.** Recognition that transportation investments should lead to improvements both in the transportation system as well as the local communities where they occur. Improvements to local communities could include items such as economic development, mobility and/or air quality improvements.

**f.** Where transportation pricing (e.g., tolling, vehicle miles traveled sur[illegible]ge, parking charges, etc.) is applied in the future, consideration fo[illegible]g portions of the revenues for construction (e.g., including debt se[illegible]), maintenance, operations, future expansion of the facility being price[illegible] mitigation measures identified during the CEQA process.

**g.** Preservation and maintenance costs of the transportation system sprea[illegible] across existing and new system users; new development assuming co[illegible] of system expansion relative to its impact on the need for new fa[illegible] and services.

**SUMMARY OF FUNDING TOOLKIT GOALS & RECOMMENDATIONS**

Use Fuel Sales Tax Revenues for Transportation Purposes (Proposition [illegible])

**Program Goal: Support increased restrictions on the ability [illegible] use funds derived from the use sales tax on gas for other than transporta[illegible] purposes.**

- Support a "smaller loophole" provision for the State Legis[illegible] and the Governor.

Obtain a Greater Share of Federal & State Funding

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

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

Increase the DMV Air Quality Surcharge

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

- Establish a sunset clause that acknowledges t[illegible] evenues will decline over time as air quality attainment is reached.
- Collect through DMV fees for Sacramento C[illegible]y, and dedicate to air [illegible]s.
- Consider surcha[illegible]aries, by type [illegible]hicle, based on level of emissions.

[illegible]e the Gas Tax for Local Transpo[illegible]rovements

**Program [illegible]crementa[illegible]eases in the State gas tax.**

- Implement measures at either the c[illegible]wide or multi-county level, allowing local control of expenditure[illegible]d support necessary State legislation.
- Implement increases in small 3 or 4 c[illegible]
- Identify the programs an[illegible] the increase via an expenditure p[illegible]

**Program Goal #2: S[illegible]t mechanisms to [illegible]st Federal and State g[illegible] levels to keep up w[illegible]creasing program[illegible]s.**

- Explore [illegible]xing and other alt[illegible]ves that allow for the Federal and Statew[illegible]as taxes to keep [illegible] needs.

[illegible]cel-Based Assessment Programs

**Program Go[illegible]ursue expanded use of parcel-based assessments.**

- Deve[illegible] menu-based system for businesses and residences to consider for a [illegible] of transportation programs/services including increased road mainte[illegible]e, transit shuttles, pedestrian and bicycle facilities, etc.

Implement an Additional Sales Tax Increment

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

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

Implement a Vehicle Miles Traveled (VMT) Surcharge

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

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

Implement New Vehicle Weight Fees

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

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

Implement Tolling on New Facilities

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

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

Implement Parking Districts[2]

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

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

Implement a Real Estate Title Transfer Fee[3]

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

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

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[2] *The term district refers to a geographic area that might have specific parking policies, not a legally created "special district."*

[3] *Real Estate Title Transfer Fees were considered a low priority in comparison to the other 11 funding sources.*

Implement a DMV Transportation Surcharge

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

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

**CONTEXT**

Transportation revenues have historically lagged the growth in population, congestion, vehicle miles traveled and personal income in California. The relative purchasing power (i.e., the value when adjusted for inflation) of state gas tax revenues has actually declined since 1970. Only since the advent of local transportation sales taxes have statewide transportation revenues in California been above the 1970 purchasing level (i.e., about 20% above the 1970 level). From 1970 to 1996, real spending on roads and highways in the U.S. increased by approximately 38 percent. By comparison, the number of vehicle miles traveled in California has increased by 170% in relative terms since 1970. In 2001, 45 of the 50 states in the U.S. had higher gas tax revenues per capita than California ($92.90 per capita annually).

**a.** Many transportation funding programs have restrictions over their use, despite attempts to make these programs more flexible. For instance, the State Constitution prohibits the use of funds generated from the state gas tax for transit operations and maintenance.

**b.** A large share of transportation funding now goes to operate and maintain the existing transportation system (i.e. road maintenance, transit operations and maintenance). SACOG's long-range plan calls for approximately half of the region's $14.4 billion in transportation spending planned through the year 2025 to be used for the operation and maintenance of the existing system.

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

**a.** There is a significant backlog in road maintenance that grows every year, as available funds do not match the need. According to local jurisdictions in the Sacramento countywide Pavement Management Systems maintained by the local jurisdictions, there is a current maintenance backlog of approximately [illegible] and an annual funding shortfall of over $2 billion through the life of the MTP.

**b.** There is a significant backlog in transit system preservation (i.e., replacement of the bus and light rail vehicle fleet, reconstruction of the light rail track, and rehabilitation of maintenance facilities) that grows every year as available funds fail to meet existing needs. Regional Transit estimates a funding shortfall of approximately $115 [illegible] through 2015.

**c.** Significant new funding [illegible] hour ozone standard by 2018.[4]

**d.** The County of Sacramento's Draft Pedestrian Master Plan alone identifies nearly $400 [illegible] in pedestrian infrastructure needs, and that is only the unincorporated area.

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

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[illegible] *known at this time.* *See page 32.*

**SUMMARY**

The funding mechanisms with the highest revenue potential include:

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

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

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

| FUNDING MECHANISM |
|---|
| ***Support for On-Going Efforts and Initiatives*** |
| Use Fuel Sales Tax Revenues for Transportation Purposes (Proposition 42) |
| Obtain a Greater Share of Federal & State Funding |
| ***Expansion of Existing Programs*** |
| Increase the DMV Air Quality Surcharge |
| Increase the Gas Tax for Local Transportation Improvements |
| Provided an Expanded Menu of Parcel-Based Assessment Programs |
| Implement an Additional Sales Tax Increment |
| ***New Initiatives*** |
| Implement a Vehicle Miles Traveled (VMT) Surcharge |
| Implement a new Vehicle Weight Fee |
| Implement Tolling on New Facilities |
| Implement Parking Districts |
| Implement a Real Estate Title Transfer Fee |
| Implement a DMV Transportation Surcharge |

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

# *Civic Engagement as the Way of Doing Business*

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

## INTRODUCTION

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

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

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

**GOAL: Improve the outcomes of transportation, air quality and [illegible]ted land use planning processes and decision-making through broad a[illegible]nclusive civic engagement.**

## OBJECTIVES

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

## CIVIC ENGAGEMENT RECOMMENDATIONS FOR POLICY MAKERS

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

1. **DESIGN & COMMUNICATE TO THE PUBLIC A C[illegible] ENGAGEMENT PLAN THAT:**
   - Considers the interests and needs of all po[illegible]al stakeholders
   - [illegible]ted parties in the plan d[illegible] process
   - Describes all p[illegible]s' roles in deci[illegible]making
   - Provides clear proces[illegible]tcom[illegible]ctives
   - Identifies a schedule with [illegible]ision points
   - Communicates prompt[illegible] and mitigations

Pe[illegible] consider the [illegible]ing questions when designing a civic engagement process:

**What do we want the input for?** [illegible] public should have a clear understanding of the reasons they a[illegible]ing asked to participate and how their participation will contrib[illegible] decision-making.

**Who do we need [illegible]?** [illegible] residen[illegible]uals, civic groups, and co[illegible]cies should [illegible]cluded and why, [illegible] who could be i[illegible]d (directly or in[illegible]ly) by the decision [illegible]g those [illegible] in neighboring [illegible]sdictions) are all cons[illegible] stakeh[illegible].

**Ho[illegible]ll outreach be [illegible]mplished?** Different forms o[illegible] co[illegible]nication serve di[illegible]unctions, and thought should be given t[illegible]at specific me[illegible] be used to promote civic engagement. [illegible] will notif[illegible]ur, including location and timing of meetings? [illegible]h not to limit notification to those known to be [illegible] parties. Specific outreach should be directed to engage [illegible]ps that may be underserved or may have cultural and/or language [illegible]ns for their reluctance to participate.

**W[illegible] will steps in the process occur?** What is the project schedule? W[illegible]ust decisions be made? When and how does civic engagement occ[illegible]ow will results be communicated back to the public?

**When [illegible]d a civic engagement process be initiated?** When [illegible] answer y[illegible]ny of the following questions: Will the decisio[illegible] a significan[illegible]t on the community? Will some segme[illegible] the population be [illegible]ore than others? Are there pa[illegible]rdens and benefits to one [illegible]ect already controversial? Is public su[illegible]entation?

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

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

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

**Examples of Supporting Practices**

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

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

**Explore complementary decisions** being made in other public forums and venues.

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

**Examples of Supporting Practices**

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

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

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

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

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

**Examples of Supporting Practices**

**Seek out and engage community and neighborhood interests** affected by transportation, land use and air quality planning decisions. The public should be engaged from the earliest stages, including identifying the purpose and need for a civic engagement program and public education program, through developing a range of potential solutions and the implementation phases of specific policies or actions.

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

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

**Examples of Supporting Practices**

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

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

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

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

International Association for Public Participation:
www.iap2.org

Federal Highway Administration
Public Involvement Techniques for Transportation Decision-Making:
http://www.fhwa.dot.gov/reports/pittd/cover.htm

National Park Service Community Toolbox:
http://www.nps.gov/phso/rtcatoolbox/

Institute for Participatory Management & Planning:
http://www.consentbuilding.com/

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

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

**Business Interest Group**
*Building Industry Association*
Bruce Houdesheldt
Jim Ray, Jr.
Dennis Rogers
*Metro Chamber*
David Aladjem
David Butler
Darin Gale
Dave Mason
*Citrus Heights Chamber*
Robert Grande
*Elk Grove Chamber*
John Stoppelmann
*Rancho Cordova Chamber*
[illegible]
*Carmichael Chamber*
John Roach
*North Sacramento Chamber*
Franklin Burris
*Asian Chamber*
Deborah Muramoto
*Black Chamber*
[illegible] Williams
*Downtown Partnership*
Ken Wemmer
*Sacramento Alliance for Jobs*
Joseph Cruz
*Sacramento Area Realtors*
Linda K. Ben[illegible]
*Transportation Mgmt. Assn.*
Rhonda Abell

**Community Interest Group**
*African-American Community:*
Carol Borden
Grantland Johnson
*Asian Pacific-Islanders:*
Bernadette Chiang
Judy Fong-Heary
*Disability Community:*
Michael Barnbaum
Charlotte Carroll (In Memoriam)
Warren Cushman
Lisa Seley
Barbara Stanton
Amor Taylor
*Latino Community*
Efren Guttierrez
Michael Orosco
*League of Women Voters*
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