



CELEBRATING OUR RIVER

Sacramento Riverfront Master Plan

A Partnership between
the Cities of West Sacramento
and Sacramento

July 2003



SOLOMON ★ E.T.C.

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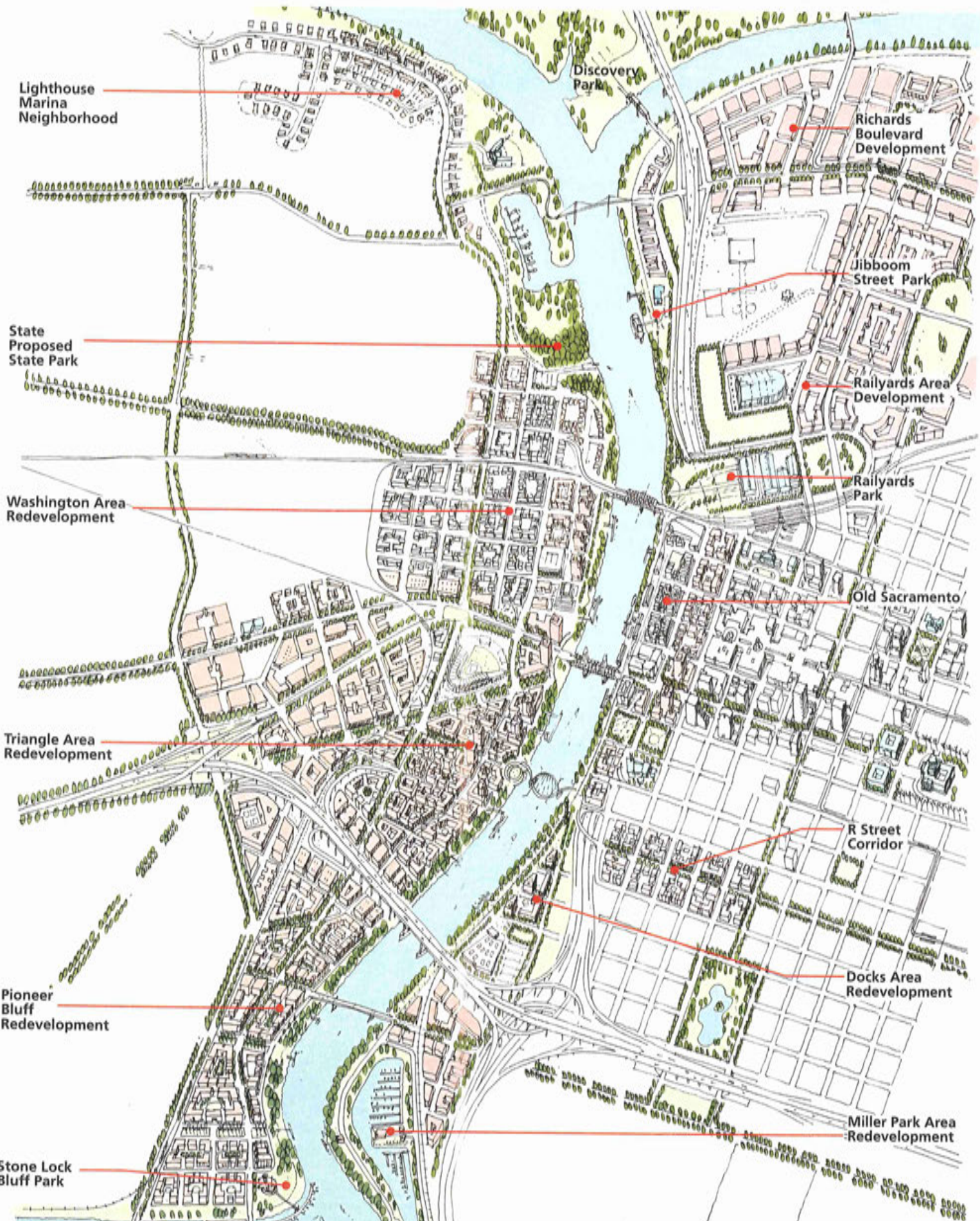
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Aerial View of the Future Riverfront District
This illustration presents the vision prescribed by this Master Plan for public open space improvements and redevelopment along both sides of the Sacramento River.

A **VISION** for the **FUTURE**

RECLAIMING THE RIVERFRONT: CAPTURING THE POTENTIAL OF TIME AND PLACE

The Cities of Sacramento and West Sacramento along with Yolo and Sacramento Counties, are uniquely positioned to take advantage of a number of converging factors to create one of the nation's finest urban waterfronts. The combination of robust regional growth, the unique natural resource represented by the Sacramento River and American River corridors, and the progressive communities sitting on either side of the rivers, portends success. Seizing the opportunity to provide a high-quality and accessible public open space along the riverfront around which dense urban redevelopment can occur is the smart thing to do at a time when unbridled sprawl is threatening to compromise our natural and agricultural resources as well as our quality of life.

The collective redevelopment capacity in the districts abutting the riverfront represents an additional population of approximately 30,000 residents. This is significant compared to the current population of West Sacramento of 35,000 and current residential population of downtown Sacramento of 39,000. Put differently, this future development represents the equivalent of inserting a whole town along the riverfront. During the day, the proposed office and service worker population will add approximately 110,000 persons to the riverfront area, equaling the number of workers located in downtown Sacramento today. These conditions bring into sharp focus the importance of creating a remarkable riverfront that provides a strong and well-functioning public space system for not only this new population, but the existing community as well¹.

This master plan presents a new vision for the future of the Sacramento Riverfront—one that is the result of intensive interaction with the communities of Sacramento and West Sacramento. As the first plan to treat both sides of the river comprehensively, the master plan marks an unprecedented level of collaboration. The communities are clear

¹Population figures for the riverfront redevelopment zones were derived from Appendix C taking total residential development potential of 18,165,840 sf and using an average of 1,200 sf/unit and 2 persons per household. Population figures for West Sacramento were obtained from the West Sacramento Redevelopment Agency and for downtown Sacramento from the Economic Research Associates report; "Regional Retail Market Demand and Attraction to Downtown Sacramento, CA"; March 2000.

and committed to their goals. The sacredness of the river corridor and the importance of connecting it firmly to the community are central ideas that arose from the community planning process.

The vision is rooted in the conviction that creating a high-quality riverfront public space and surrounding it with vibrant urban neighborhoods will make a more sustainable form of urban life where people work and live in close proximity, thus reversing trends of suburbanization and resource waste. This kind of compact and diverse urban district, where cultural and recreational opportunities can be more readily accessed, provides a richer social experience for those who live, work and recreate within it.

In order to achieve this vision, the master plan for the Sacramento Riverfront builds on four central guiding principles identified by the communities: *creating riverfront neighborhoods and districts, establishing a web of connectivity, enhancing the green backbone of the community, and creating places for celebration.*

Creating Riverfront Neighborhoods and Districts

The Sacramento Riverfront is surrounded by a variety of districts and neighborhoods, representing a wide mix of land uses. Some neighborhoods are declining, some are improving, some are established, and some are being planned. One of the most important functions of this master plan is to integrate these varied districts and neighbor-



Docks Area Redevelopment Zone with new non-vehicular bridge in left background

hoods into a larger riverfront district, emphasizing land uses that maximize the value of the river for the adjoining community. Not only should the progression of land uses protect the river corridor and relate better to it, but also these uses should be structured to improve relationships between districts and neighborhoods. A mix of residential, commercial, and office uses must be created that provides compact, vibrant, pedestrian-oriented neighborhoods, where people live, work, dine, shop and play with a strong sense of connection to their neighbors and to the Sacramento River. Being able to live near your work, shop near your home and recreate nearby, along the river, will have a huge impact on peoples' day to day lives, allowing less time for commuting and more time for family and personal activities.

Establishing a Web of Connectivity

Key to integrating these neighborhoods and districts with the riverfront and with each other is the quality of connectivity among them. The master plan seeks to establish and strengthen connectivity through improved public open space, pedestrian and bicycle circulation, transportation systems, and visual corridors. One of the most pressing concerns to emerge from the community process is the division of neighborhoods and districts caused by regional transportation corridors—SR 50 and 275, I-5 and Union Pacific Railroad. If not properly addressed, these divisions will continue to prevent the successful integration of the riverfront neighborhoods and ultimately the success of the broader riverfront district.



PG&E power plant visitor attraction and Jibboom Street park with new water intake structure/overlook

Establishing connectivity involves the removal of barriers, the enhancement of existing networks, and the creation of new connectors. The master plan explores various solutions for doing all three. It includes bold, long- and mid-range moves, such as the undergrounding of key segments of I-5 and the additional of new bridge crossings to reconnect the downtown with Old Sacramento and to connect districts and neighborhoods on either side of the river through a series of uninterrupted streets and walks. And it includes more immediate improvements such as strengthening riverfront paths and non-vehicular bridge crossings and creating pedestrian-scaled streets leading to and along the riverfront. Enhancement of transit networks is a critical aspect of the connectivity strategy and will further link riverfront neighborhoods as well as providing non-vehicular transportation alternatives. Limiting the necessity of vehicle use is strongly linked to the quality of life of community members.

Enhancing the Green Backbone of the Community

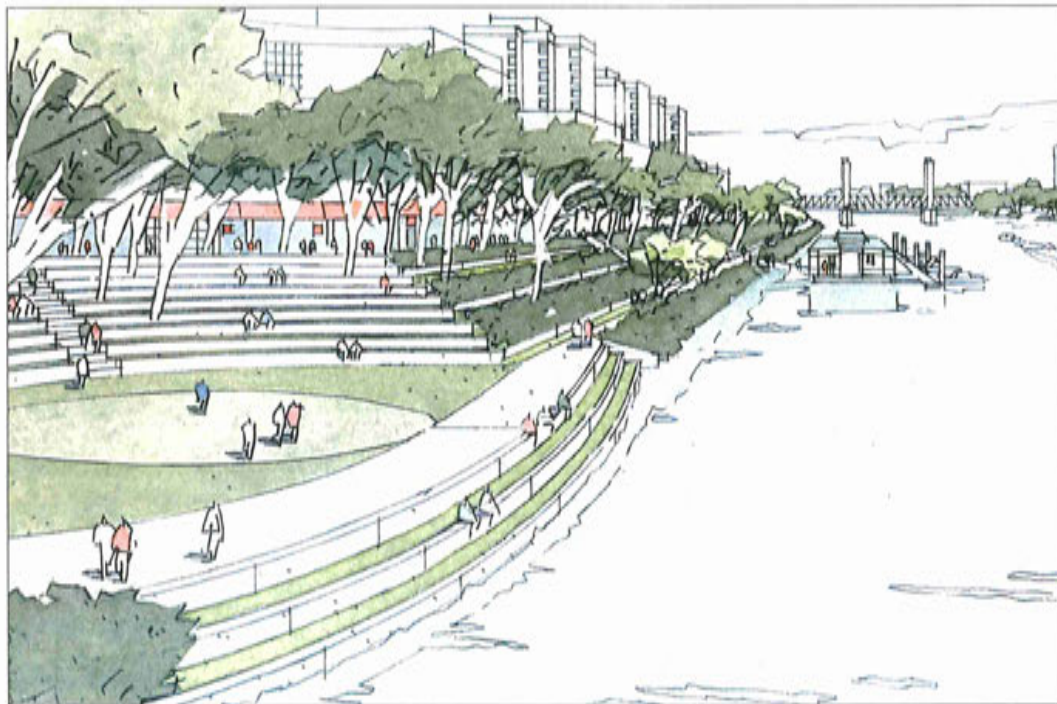
The public open space along the river itself is perhaps the most crucial component of the master plan. If properly realized, a strong public open space or “green backbone” along the river will provide a multitude of exciting recreational opportunities, both passive and active, for the community. These will include shaded walks along the river’s edge for walking, jogging and cycling, seating areas, river overlooks, fishing and boating opportunities, picnic and play areas and places to experience and learn about nature.



Stone Lock Bluff community park with eco-marina and new South River Road bridge on left

Above all, the riverfront open space must be easy to access, safe and enjoyable. The plan identifies a variety of ways to strengthen this important resource, including formalizing the boundaries of the public space and capturing key strips and parcels to be included within the overall riverfront greenbelt. The formation of a contiguous ribbon of public open space connecting Discovery Park at the northern end to Miller Park at the southern end is a high priority. Along this length, there are key parcels proposed for the greenbelt that offer expanded opportunities for public functions, such as a state park at the northern end of the West Sacramento bank and Stone Lock Bluff at the southern end. On the Sacramento bank, the Jibboom Street park site, the Railyards park and two parks at either end of the Docks Area site offer opportunities for expanded public space.

Central to the open space concept is the principle that ecological enhancement of riverine, riparian, and upland forest environments is strongly linked to the overall quality and function of the river corridor. Multiple benefits can be realized through an ecological approach, including enhanced flood protection, stormwater management, habitat enrichment, resource (including water) conservation as well as a much richer experience for the user. This emphasis on expansion and improvement of public open space is a key principle of the master plan. As the communities on either bank of the river grow, this dedicated green space will maintain their quality of life and enhance the long-term value of both private and public realms along the riverfront.



Triangle amphitheater with riverfront mixed-use development

Creating Places for Celebration

As expressed emphatically in one of the early public workshops, the people of Sacramento and West Sacramento like to celebrate! The riverfront must offer places and opportunities for celebration throughout the year, from small informal gatherings to large festivals and parades. While the public space needs to accommodate all kinds and sizes of celebrations, it must be comfortable and inviting in its own right. The entire riverfront should celebrate Sacramento's rich cultural and ecological heritage. Through public art and interpretive features, these themes can be expressed throughout the riverfront and neighboring communities.

A crucial aspect of celebrating culture and ecology will be the addition of cultural destinations on both sides of the river to complement the existing resources, such as the Crocker Museum and Railroad Technology Museum. Expanding cultural destinations will help ensure that the riverfront district remains a strong attraction to community members and visitors alike, further enhancing the success of the district as a whole.

A **SETTING** for **SUCCESS**

THE MASTER PLAN'S PURPOSE

The purpose of this document is to update the *West Sacramento Riverfront Master Plan* and the *Sacramento Riverfront Master Plan* completed in 1994 for the West Sacramento Redevelopment Agency and Sacramento Housing and Redevelopment Agency respectively. An important decision was made at the outset of the current planning process, almost ten years later, to create one master plan document that treats both sides of the river comprehensively. That a single plan was produced, based on a shared vision, is testimony to the collaboration of the two communities and their commitment to improving the riverfront in its entirety, as a shared resource. Their willingness to hammer out differences early in the process—*before* the master plan was complete—sets the stage for a successful implementation.

While the current master plan breaks new ground, it also builds on the solid foundation of the earlier master plans and specific plans, which set forth a strong vision for the riverfront. The following goals and principles embodied in the previous plans are carried forward into the current master plan update:

- Establish the riverfront as an active, vibrant urban district
- Emphasize the river as the focus of riverfront area
- Provide alternate circulation modes with emphasis on non-vehicular
- Provide pedestrian and bicycle linkages along river and into adjacent areas
- Emphasize non-vehicular orientation, amenities and scale
- Provide a balance of visitor-serving and community-serving uses and amenities
- Provide for uses and amenities that respond to Sacramento's history and unique character
- Provide uses and amenities which complement those in the area
- Provide for mixed-use / integrated land uses
- Provide for land uses that are flexible and can respond to market conditions and finance opportunities
- Minimize traffic and parking impacts
- Balance resource conservation with development
- Provide for a safe environment day and night, seven days a week ¹

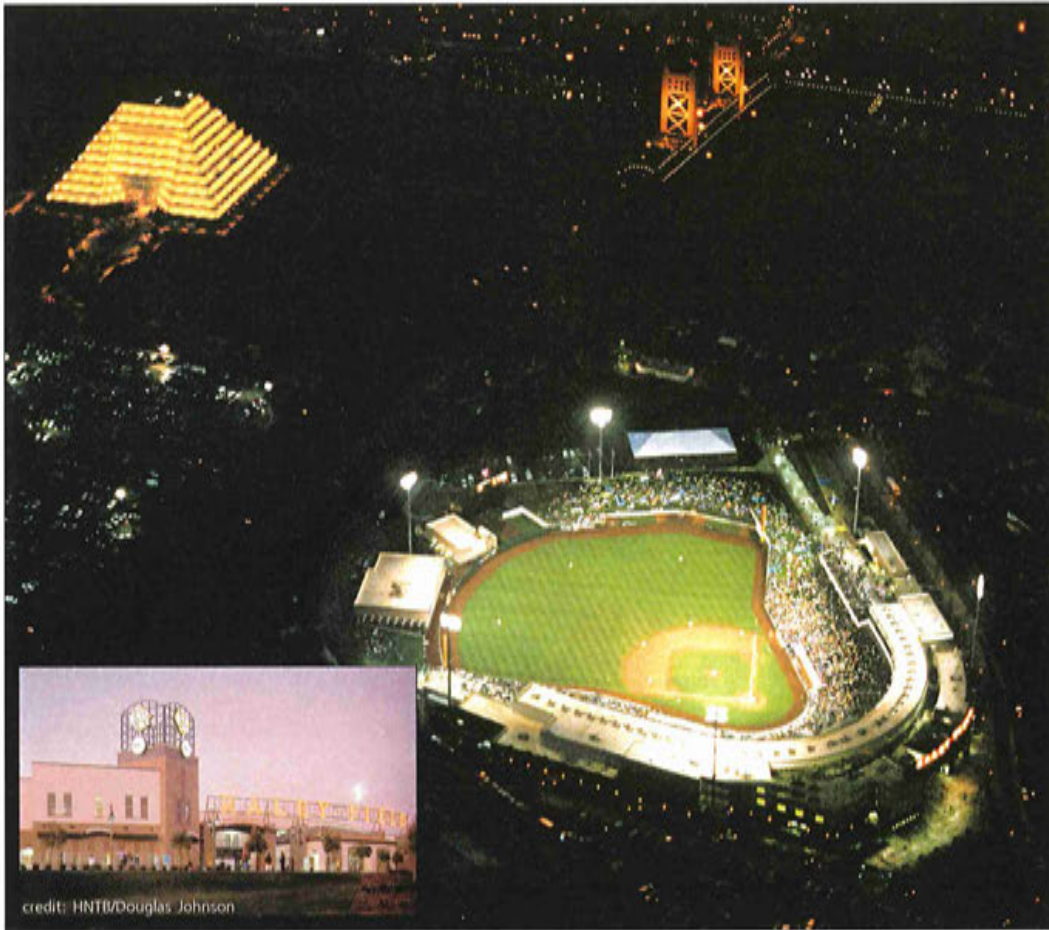
¹ West Sacramento Master Plan and Sacramento Riverfront Master Plan, Sasaki Associates, 1994.

Many conditions have changed, however, over the nearly ten years since the 1994 master plans were completed. On the West Sacramento riverfront, Raley Field was completed providing an important public destination within the Triangle Area and changing the mix of land uses envisioned for that district. The Ziggurat building was developed on the West Sacramento side, offering an important employment center and activity node in this area. The associated River Walk project was implemented north of the Tower Bridge, an exciting first phase of the development of West Sacramento's river edge for public use. Other important initiatives have changed the dynamics of the riverfront zone, including Metro Place, an infill residential development in the Washington Neighborhood near the river, and West Sacramento's new Civic Center complex on West Capitol Avenue, setting a new standard for the redevelopment of the West Capitol Avenue corridor.

On the Sacramento side, the Embassy Suites Hotel was built just south of Tower Bridge and a segment of formal riverfront promenade was constructed in front of the hotel extending south from the bridge. The Crocker Museum has embarked on an expansion project, which is now clearly defined, and an associated study is underway to connect the complex more strongly to the riverfront across I-5. The Railyards planning process has progressed and an inter-modal station has been proposed that will provide a vital connection with the Railyards development. The Railroad Museum has also advanced its expansion plan that will utilize the Central Shops in the Railyards area.

The combination of all of these developments and planned new initiatives promises to create dramatic changes to the riverfront. The updated master plan must anticipate their effect and plan for it accordingly in order to capture the riverfront's full potential.

The master plan is a study plan, not a regulatory plan. It provides an overall vision for the riverfront that can be realistically and sequentially implemented by public and private sector efforts within the financial resources accessible by the two cities and in accordance with market conditions. The plan is intended as a blueprint for possible future actions that may be considered discretely as opportunities and resources arise. It does not have a legally binding effect on future actions, although the cities could move to implement specific administrative actions that would amend existing specific plans or regulations. Such actions would require public and environmental review pursuant to existing laws. Alternatively, the two cities could, together or separately, determine to formally adopt the master plan, requiring comprehensive environmental review of the program contained herein, and action to ensure consistency with existing general or specific plans.



Several projects since the 1994 Master Plan have helped define the character of riverfront development and set the stage for future projects (clockwise from top left): Sacramento Promenade adjacent to the Embassy Suite Hotel (not shown), West Sacramento Riverfront Park, Raley Field and the Ziggurat with Tower Bridge, Old Sacramento Parking Structure, and West Sacramento River Walk.

THE COMMUNITY PROCESS

The process for the development of the master plan update was comprehensive, locally based, and involved three tiers of community interaction.

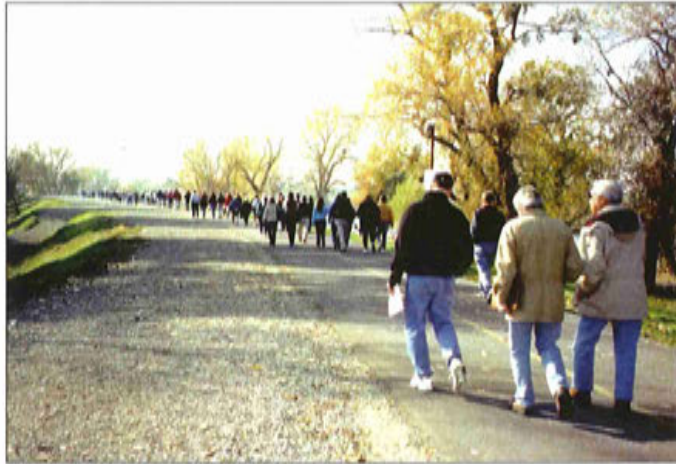
The first was a series of public workshops—including a riverfront bus tour/workshop—that were open to the entire community and publicly advertised. Initially, workshops were held separately for each city, followed by joint workshops combining the two communities. Generally the number of participants ranged from 50 people for individual City workshops to 200 people for joint workshops. This process allowed the master plan team to receive detailed input from each community, and then to take advantage of the synergy between the two sides of the river to develop conceptual ideas. This two-stage process proved to be very effective. First, it allowed a careful understanding of individual community issues, and later when the two groups combined, it generated notable positive energy and momentum for the development of the plan's concepts. Detailed analysis maps and charts were developed during this initial stage to summarize and document existing conditions related to land use, infrastructure, transportation, economic conditions, and ecological factors. These maps are summarized in the Appendix.

The high point of this energetic process was a public workshop conducted as a bus tour with 200 community members on four buses, each with a group leader. As the buses went from point to point along the riverfront, the participants discussed their observations together, and individually marked their impressions and ideas in a color workbook that illustrated preliminary concepts. The result was a comprehensive record



Sacramento's early settlers understood the value and importance of the river to their daily lives.

of the community's input in the collected workbooks (which were recorded, then later returned), as well as a sense from both the community and project team that meaningful dialogue had occurred. The firsthand participation of the mayors and council members from both cities in these workshops, as well as the consistent commitment of community participants, greatly enriched the planning process and ultimately the quality of the plan's ideas.



One of several public workshops was combined with an early morning bus and walking tour of the River proved to be the highlight of the community process.

The community process was enhanced by a previous public workshop conducted by the Waterfront Center prior to the commencement of the master plan effort. The results of that workshop were tremendously useful in setting the stage for current community issues and concerns and served as a jumping off point for the master plan's community process. A summary of the issues from that workshop are also included in the Appendix.

The second tier of the process involved a series of meetings with individual stakeholder groups, first during the data gathering stage and then again during the concept development stage of planning. Included were private landowners and developers and representatives of community groups including Native American group representatives, key cultural resource representatives such as the Crocker Museum and the Railroad Museum, and the Central Valley Chapter of the AIA. The meetings allowed for a detailed discussion of individual stakeholder ideas and concerns, ensuring that these subtleties would be reflected in the master plan.

The third tier involved a series of regular meetings with agency representatives from both cities, which served as a "reality check" as the plan progressed. Each agency was able to temper the concepts with their detailed knowledge of planning, implementation, and funding issues.

The master plan process had an additional interface with the Sacramento River Corridor Floodway Planning Forum process directed by SAFCA (Sacramento Area Flood Control Agency) to explore and better understand the implications of flood management and its effect on proposed riverfront land uses and activities. This

interaction proved to be very beneficial and, as an outcome, SAFCA decided to use the riverfront master plan study area as a special prototype river segment for their River Forum process.

At key junctures in the process, the plan was brought before the Waterfront Advisory Committee (WAC), composed of the two mayors and one council member from each city, for their input. These meetings served as a precursor to the final review of the plan by the joint city councils, and offered an important opportunity to address issues along the way.

The result of this multi-tiered process is a plan that received comprehensive review from a broad spectrum of community, government, and private interests helping to achieve a balance of perspectives. This balance was crucial in order to ensure an achievable plan for what is arguably the region's most important natural resource.

PROJECT SETTING - THE HEART OF A REGION

In many ways—physically, culturally, and politically—Sacramento sits at the heart of the Central Valley and in this central position, serves as a role model for the region. Because of this pivotal position, the development of its urban riverfront is all the more critical. An urban waterfront of vibrant neighborhoods organized around a strong system of parks and greenways can serve as the literal and symbolic center for the region and as a model of social and ecological planning.



Flood management considerations were crucial in formulating the master plan concepts—a scene from 1862 pre-levee Sacramento.

All Rivers Flow into Sacramento: Regional Hydrology

The Sacramento River, as it passes between downtown Sacramento and West Sacramento, has already traveled many miles, fed by several of the major tributaries that run through the Central Valley, including the Yuba, Feather, and American Rivers. The Sacramento River watershed covers approximately 27,000 square miles or approximately 17 percent of California's land surface area. Hydrologically, this places great importance on this segment of the river as both an opportunity and a liability (mainly associated with flood hazard).



The Sacramento River Watershed drains 17 percent of the total land area of California.

The power and drama of the river is a source of awe, and therefore has the potential to serve as a magnet within the Sacramento metropolitan area. The flows of the river offer recreational opportunity as well as the natural human attraction to dynamic water—the centerpiece for successful urban public space in great cities throughout the world. But the water flows also offer reason for caution. If not carefully planned and regulated, the river can represent danger to people and damage to property from flooding.

For this reason, the plan seeks to achieve the proper balance and configuration of both public space and private development. The two cities' challenge is to capture the excite-

Partial restoration of the riparian habitat that existed historically will greatly enhance habitat quality and public space.



ment of the river, yet provide safe and secure public space, facilities, and riverfront development. The flood management aspect of the river was an important factor in the development of the master plan, which must constantly balance considerations for ecology, recreation, and flood protection. The master planning process' interface with SAFCA and the Sacramento River Corridor Floodway Planning Forum sought to address the relationship between regional flood control and river use issues in more detail. Results from that interaction are reflected in the master plan. They are reflected in the design of certain improvements such as docks that shed debris, the omission of other improvements, such as fixed habitable structures in the floodway or the levee prism, and in an overall sensitivity to the need for bank protection, levee stability, land inspection, and improved flood fight access.

A Shifting Ecosystem: Regional Ecology

In addition to having an important hydrological function, the river is a complex ecological system on which the region is vitally dependent.

Before 1850, the Sacramento River meandered through the Central Valley floor. As a result of frequent inundation of the floodplain, river-deposited sediments formed natural levees consisting of the natural substrate of the region as well as sediments that were deposited when the river would “overbank” during high-flow events. During each of these events, sediments would settle out of the water column and slowly, over time, increased the height of the natural levee system.

Riparian vegetation formed extensive, continuous forests along the riverbanks, which on average were 4 to 5 miles wide. The areas within the floodplain of the Sacramento River consisted primarily of what is currently classified as Great Valley riparian forest. As the elevation gradient increased with distance from the river, the cover types transitioned to Valley Oak woodland, Valley Oak savanna, and perennial grassland habitats. Expansive wetlands were common in the sloughs and drainages that were within, or fed into, the floodplain of the Sacramento River.



Sacramento River Watershed Ecological Regions. The project site lies within the lower portions of the Central Valley region, through which most water passes before entering the Sacramento River Delta on its way to San Francisco Bay. (Domangalski et al., 2000).

Historically, these ecological systems or habitats supported numerous species of native mammals, resident and migratory birds, as well as fish species; but with the rapid development that has occurred in the Central Valley over the last century, much of these habitats have been lost. Some of this ecological function can be recovered. It is the challenge of this master plan, therefore, to find opportunities for habitat enhancement—including riparian edge, wetland, and riparian forest—with the goal of bringing back some degree of lost ecological function. As evidenced in many examples across the country, balancing ecological restoration and enhancement with intensive human use can be done quite successfully. Accomplishing this will add not only to the environmental quality of the riverfront, but also to the overall quality of the public open space, the experience of the users, and ultimately the value and success of the district as a whole.

An Expanding Metropolis: Regional Transportation and Growth

The explosive growth of the greater Sacramento region over the past few decades is unprecedented in this country. The combination of desirable climate, proximity to regional recreation destinations, job growth, and availability of housing has made this region one of the fastest growing in the nation. The region's transportation networks, includ-



Agricultural and natural lands are under pressure from the region's explosive growth.

ing the rivers, have historically been instrumental for the shipment of goods and the transportation of people. Rail, waterways, and vehicular networks have all been central to regional growth and success. However, this growth has not come without a price. Air and water pollution, traffic congestion, uncontrolled sprawl and loss of agricultural lands as well as overtaxing and loss of natural resources including habitat, are some of the unfortunate consequences.

The development of the Sacramento Riverfront is all the more important in view of these regional trends. If high-quality public space can be created, it will provide an important focus for local residents, regional communities, and visitors, actually triggering the development of vibrant, higher-density urban neighborhoods. As the centers of both cities increase in density, having public space close to downtown housing will help reduce traffic congestion, particularly if it is accessible by a variety of transportation modes. Offering high-density redevelopment opportunities will ease the pressure for additional sprawl and put housing close to jobs and recreation close to housing. These goals are essential to the master plan. Its successful implementation can set a new standard for Smart Growth within the region.

ELEMENTS of the **PLAN**

OVERVIEW

The master plan outlines a number of strategies to realize the four guiding principles—*creating riverfront neighborhoods and districts, establishing a web of connectivity, enhancing the green backbone of the community, and creating places for celebration*. Once these principles were developed initially with the community, concepts for achieving them were explored and refined in subsequent workshops yielding the final plan. These more detailed elements of the plan are outlined in following pages.

The plan identifies potentials for development or redevelopment in neighborhoods and districts along the riverfront. The redevelopment concepts focus on changes or refinement of land use mix and massing that will enhance community life. Some districts are already addressed in existing specific plans (the master plan does not seek a density change for these); others have studies underway, and still others have not been addressed. For example, the industrial zones in the southern part of the study area on both sides of the river have had little detailed planning attention, yet offer significant potential for riverfront redevelopment. The master plan identifies these as redeveloped residential neighborhoods with retail main streets and riverfront attractions.

Additionally, the plan recommends a series of connectivity enhancements that encompass pedestrian trails and bikeways but also new streets in riverfront neighborhoods and new bridges—both pedestrian and vehicular—crossing the river. For example, the plan proposes a network of “parkway streets” that ties together riverfront neighborhoods and connects them to the river. New pedestrian bridges connect R Street (Sacramento) to Garden Street (West Sacramento) and Richards Boulevard to a new park proposed by the State on the West Sacramento side. A new Broadway to Pioneer Bluff bridge will link proposed new southern neighborhoods. For the riverfront district to reach its full potential, both in terms of public space and redevelopment, these bridges will be critical to provide convenient access to recreational resources and between new neighborhoods. Without them, riverfront open space will not be accessible to adjacent neighborhoods and new neighborhoods will not develop as envisioned if they are constrained by insufficient access. And finally, the master plan proposes more complex, long-term projects such as undergrounding portions of I-5 as it passes through downtown to

significantly enhance connectivity between the downtown and the riverfront and to enhance real estate values for redevelopment.

The plan creates a series of significant parks and attractions along the river to form high-quality public space corridors on both sides. For example a large state park is proposed by the State on the West Sacramento side to the north and a new Stone Lock Bluff park at the southern end. On the Sacramento side, a new Jibboom Street park is proposed at the former PG&E Building site, a new Railyards Municipal Park offering a strong river connection into the Railyards redevelopment, and two new parks on either end of the Docks Area parcel. The plan recommends new attractions such as the expanded Railroad Museum on the Sacramento side and a Native American Culture Museum on the West Sacramento side to enrich the riverfront experience.

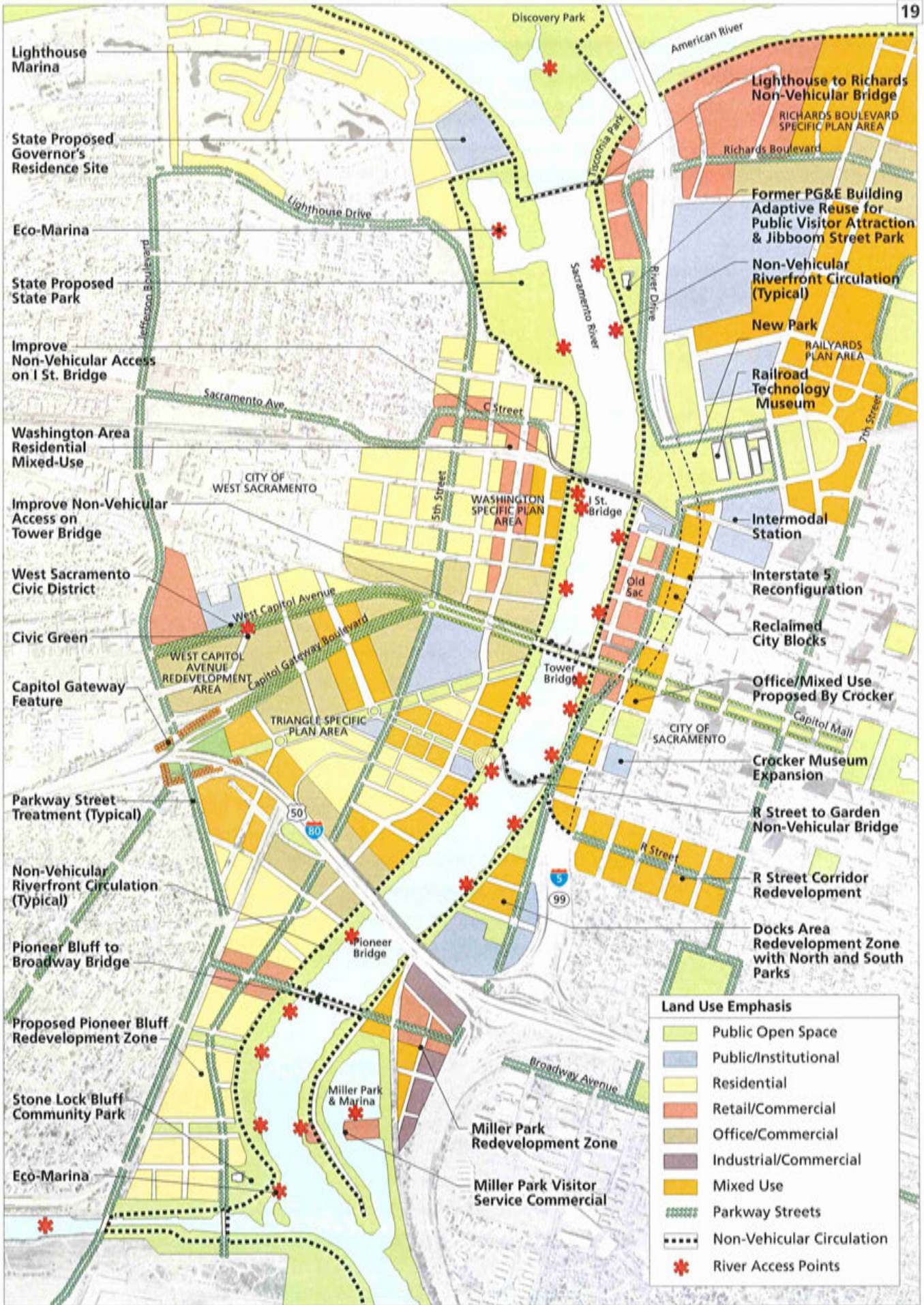
These and other elements are described in more detail in this chapter. First is an overall discussion of the “layers” of the plan—the overlapping systems that compose the master plan. Next are detailed discussions of two key pieces of the plan—the central loop and the four opportunity sites. The central loop comprises the riverfront zone between the I Street Bridge, Tower Bridge, and the proposed R Street to Garden Street bridge. The completion of this loop is the highest priority of this master plan for reasons that will be elaborated in this chapter. The four opportunity sites were identified by the two cities as offering particular potential for development of significant public space and/or redevelopment.

LAYERS OF THE PLAN

The master plan is composed of the following series of layers in order to isolate each important element of the plan to ensure that it is clear, complete, and functional:

- Open Space Network
- Cultural Destinations and Districts
- Pedestrian and Bicycle Connections
- Ecological Systems
- River Activities
- Transportation Networks
- Redevelopment and Land Use
- Infrastructure

The layer plans were used in the community process to continually refine the elements of the plan and proved to be invaluable towards clarifying the process. A description of each layer follows:



Lighthouse Marina

State Proposed Governor's Residence Site

Eco-Marina

State Proposed State Park

Improve Non-Vehicular Access on I St. Bridge

Washington Area Residential Mixed-Use

Improve Non-Vehicular Access on Tower Bridge

West Sacramento Civic District

Civic Green

Capitol Gateway Feature

Parkway Street Treatment (Typical)

Non-Vehicular Riverfront Circulation (Typical)

Pioneer Bluff to Broadway Bridge

Proposed Pioneer Bluff Redevelopment Zone

Stone Lock Bluff Community Park

Eco-Marina

Land Use Emphasis	
	Public Open Space
	Public/Institutional
	Residential
	Retail/Commercial
	Office/Commercial
	Industrial/Commercial
	Mixed Use
	Parkway Streets
	Non-Vehicular Circulation
	River Access Points

Open Space Network

The open space network of the plan has three main components: *the anchors* at the north and south ends, *the riverfront greenbelt*, and *the public space fingers* reaching in to the community.

The Anchors

Anchoring either end of the study area, Discovery and Tiscornia Parks on the north and Miller Park on the south represent extensive public park resources.

The master plan adds key parks to these anchors to strengthen and build upon them. At the north end is a 30-acre state park located on the West Sacramento bank adjacent to the Lighthouse development and surrounding the lagoon. This park is being proposed by the State in conjunction with a Governor's Residence just north of the proposed state park site.

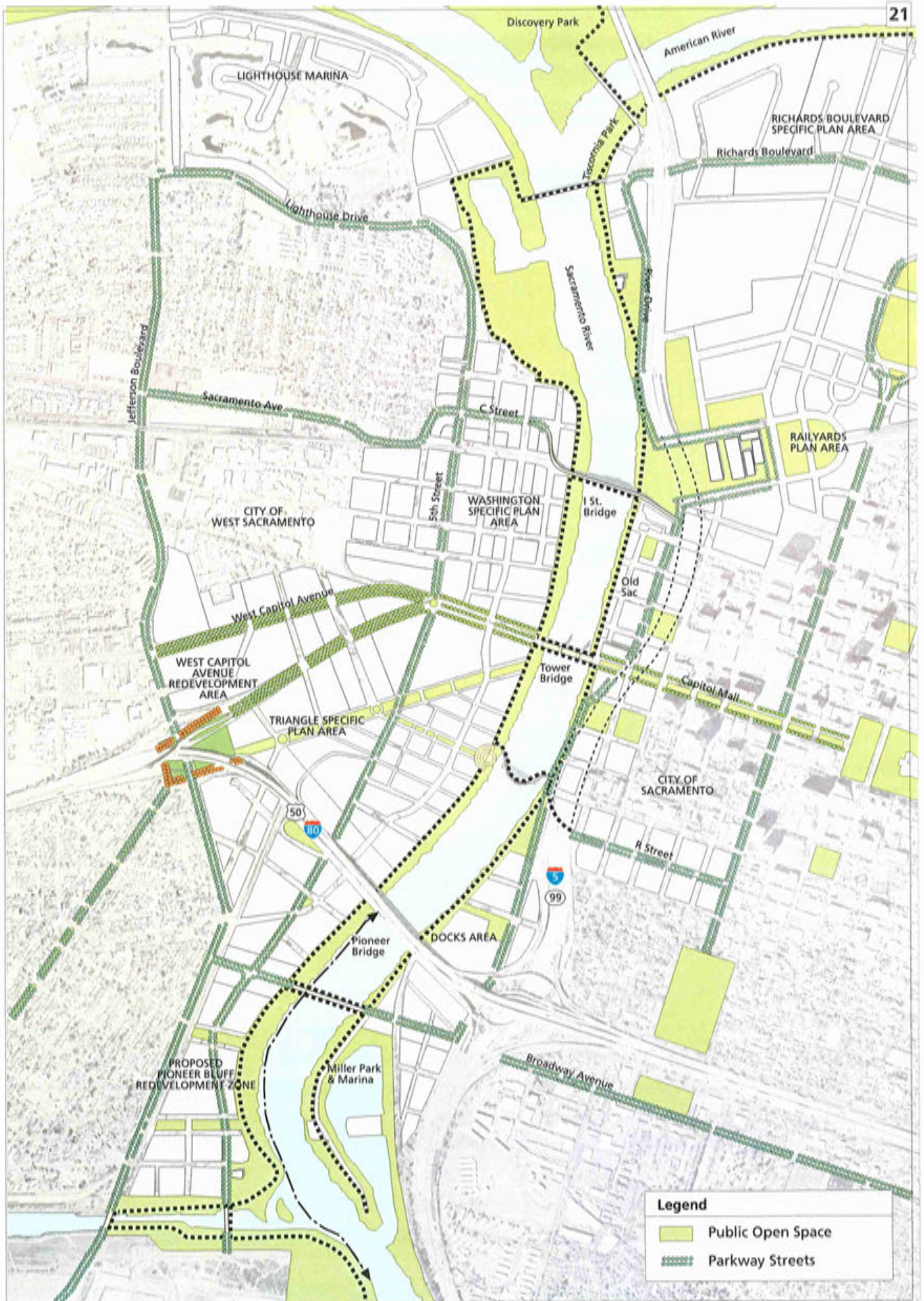
At the southern end is a public park at Stone Lock Bluff on the West Sacramento bank just north of the lock channel. This open space would complement the public parks across the lock channel being proposed in the City's Parks Master Plan for the Southport Area, and form a significant aggregated park zone together with Miller Park, anchoring the southern end of the study area. The two anchor zones at the north and south ends are envisioned as destinations for the communities on either side of the river, offering a wide variety of recreational opportunities. They are also seen as opportunities for significant ecological enhancement as described later in this chapter under Ecological Systems.

The Riverfront Greenbelt

Connecting the two anchor zones from north to south is a continuous ribbon of public space containing paths, trails, promenades, green space, and water access, establishing a minimum width of green along the river's edge and expanding into wider areas where land resources permit. The character of the green space varies along the length of the ribbon but generally is more natural at the north and south ends and more urban in character in the center zone. A transitional zone between the two has a semi-natural character. As discussed in the Ecological Systems section (later in this chapter), the plan maximizes opportunities for riparian habitat enhancement along the entire length of the



Providing continuous public open space along the river will recapture some of the qualities for which the river has been known historically.





Public open space along the Riverfront—like West Sacramento’s Riverfront Park—can provide venues for the community to gather.

ribbon and discourages public nuisances such as unauthorized camping. Sacramento should maintain and enhance the recreational activities that exist in Discovery and Miller Parks.

The Fingers

Just as important to the success of the master plan as the riverfront green space are the public space “fingers” that provide access and connection back into the neighborhoods. Allowing easy access to the riverfront from adjacent districts and neighborhoods ensures a community with strong ties to its riverfront, encourages more usage, and leads to a successful public riverfront. The fingers take many forms.

At the most detailed level, each street terminus has a developed access to the riverfront open space from which paths and walks emanate. Significant formal public boulevards also extend from the riverfront in key places, including Capitol Mall on the Sacramento side, and Garden Street, the Park Blocks and Capitol Gateway Boulevard (old SR 275)

on the West Sacramento side. The master plan locates a gateway feature at the junction of the Park Blocks, Capitol Gateway (SR 275), SR 50, and Jefferson Boulevard that will incorporate large-scale landscape and/or sculptural elements visible from the freeway to enhance the sense of entry. The gateway serves as a symbolic beginning of a formal procession to Capitol Mall as one exits SR 50 and proceeds along Capitol Gateway Boulevard (re-configured SR 275) towards Tower Bridge. This road becomes a city street with at-grade intersections making it more pedestrian-friendly and better connected to the future neighborhoods on either side.

The master plan creates additional major parks along the riverfront offering more spacious areas for recreation and events. On the Sacramento side, these include Jibboom Street Park, Railyards Park and two new parks on either end of the Docks Area parcel. The Railyards Park initiates a green spine that is proposed to further extend into the Railyards area along the 7th Street corridor. This will become the major central public space for the Railyards redevelopment. On the West Sacramento side, the new parks include the Stone Lock Bluff park in the south and a state park proposed in the north. All are planned to have parking facilities and restrooms to accommodate a variety of visitor needs.

Last, the master plan establishes a network of “parkway” streets that connect the riverfront districts with one another and to the river. These are envisioned as pedestrian streets with a distinctive streetscape design that becomes synonymous with the riverfront and might include double rows of trees on each side, widened pedestrian walks, distinctive paving, signage and lighting unique only to these parkways, and an interpretive program showcasing cultural themes. The parkways are Jefferson Boulevard, Lighthouse Drive/5th Street/South River Road, Sacramento Avenue/C Street, West Capitol Avenue, and Capitol Gateway Boulevard for the West Sacramento neighborhoods. Sacramento parkways include River Drive, Richards Boulevard, 7th Street, R Street and Broadway. The Park Blocks on the West Sacramento side and Capitol Mall on the Sacramento side are considered special corridors with more extensive green space features beyond those offered by the parkway streets.

The design of riverfront improvements should promote safety and security in all aspects of the riverfront public space areas. Where activity from city streets is not immediately adjacent to public areas, improvements should include lighting and emergency call boxes for enhanced safety. Where possible, development uses should front on non-vehicular public space zones to increase visibility and “eyes” on the riverfront.

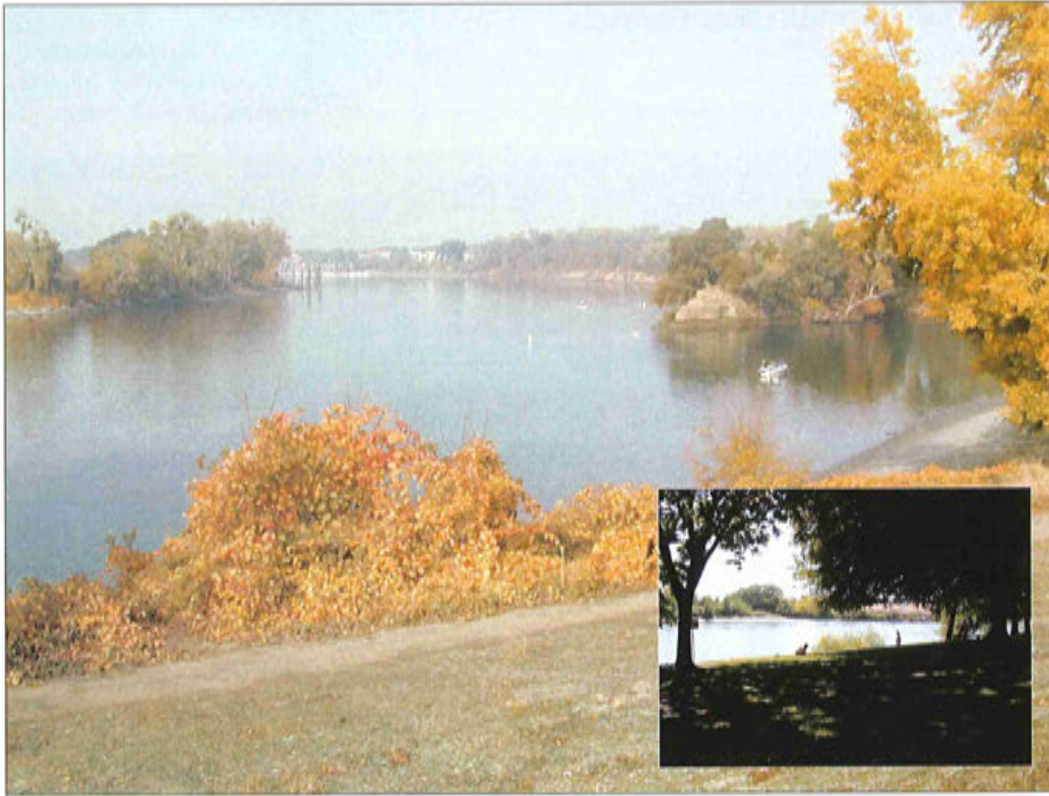


West Sacramento's Riverfront Park sets an impressive standard for future public open space.

Goal: Treat the Sacramento River and the river's edge as a focus of the riverfront area.

Proposed Policies:

- Strengthen anchors at north and south ends of the riverfront
- Provide a strong public open space framework that is continuous along the riverfront and connects into the neighboring districts
- Provide a variety of active and passive recreational opportunities including walking, jogging, cycling, fishing, playing (for all ages), picnicking, boating
- Maintain a mostly natural and semi-formal character in the riverfront open space areas
- Give the riverfront a public, open space emphasis
- Site housing and other adjacent mixed uses to capture maximum orientation to the river and to the riverfront open space, as well as to parkways and streets
- Provide visual and physical connections among neighboring districts that emphasize the river and its public open space
- Where feasible, orient private development toward open space features and the river.



Sacramento's Tiscornia Park at the confluence of the American and Sacramento Rivers (left), and Miller Park (inset) establish northern and southern public open space anchors.

Goal: Provide for a safe environment day and night, seven days a week.

Proposed Policies:

- Provide proximity of adjacent uses to maximize “eyes” on the riverfront as well as on the streets
- Provide open landscape, public access, and appropriate design to minimize hiding places
- Provide safe, well-lit paths and walkways

Goal: Improve the functionality of the flood control system.

Proposed Policies:

- Improve the stability of eroding or unstable stream banks
- Maintain the ability to inspect levees
- Improve access for levee maintenance activities
- Maintain or improve flood conveyance capacity

Cultural Destinations and Districts

The success of the riverfront depends, in part, on the types of destinations and attractions that are located on the river or within the riverfront districts. Some already exist and can be expanded and enhanced. Raley Field, Old Sacramento, the Crocker Art Museum, and the Railroad Museum offer strong attractions to the riverfront district. As the riverfront develops, however, and the adjacent communities grow, additional destinations will help to ensure an active riverfront district with a diversity of social, cultural, entertainment, and recreational activities.

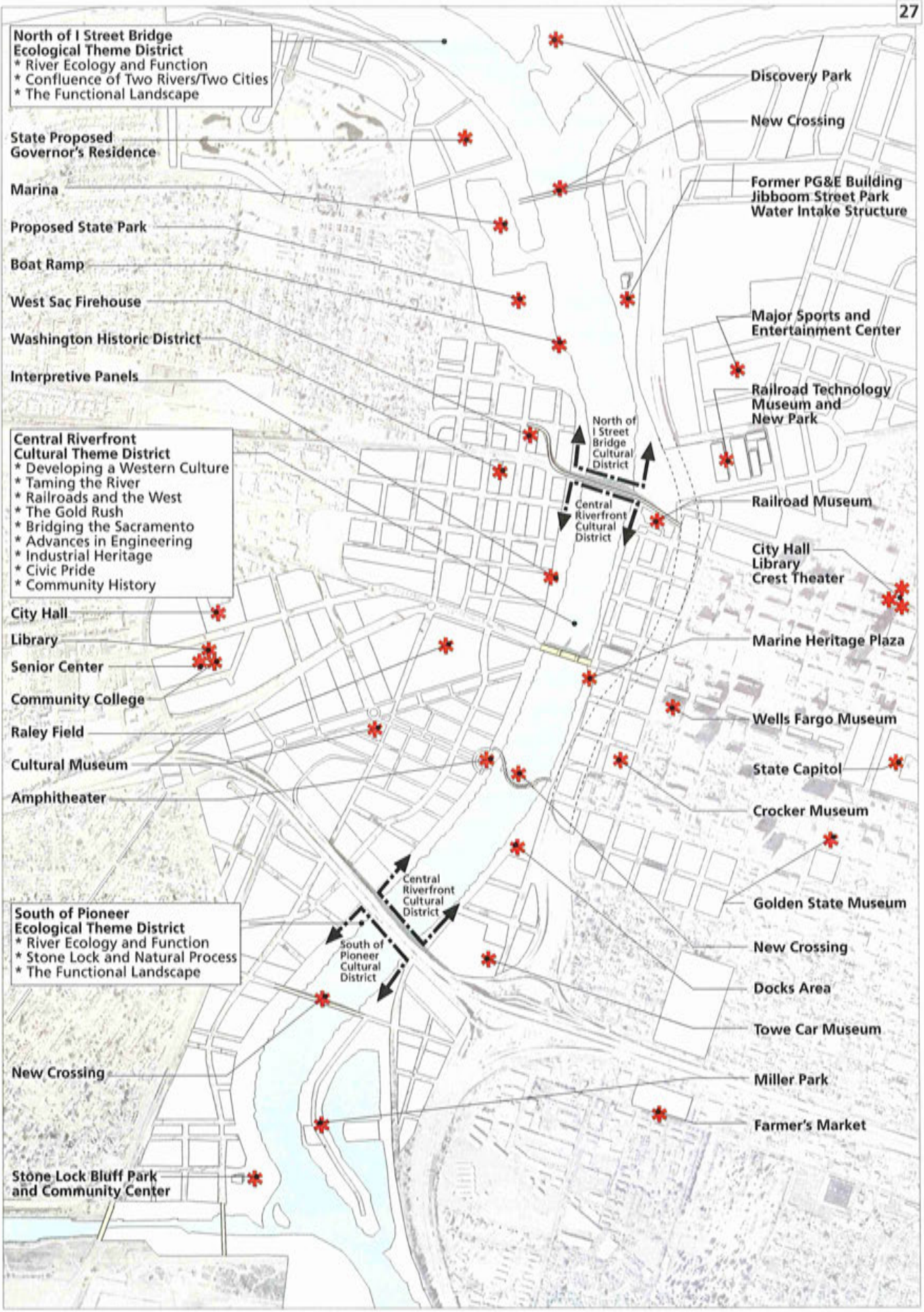
On the West Sacramento side, an amphitheater facility in the Triangle area as well as a potential cultural museum will round out the existing Raley Field and attract more people to the riverfront from the region. A community center and restaurants located at Stone Lock Bluff will also provide an important destination in the southern zone. On the Sacramento side, a new visitor attraction in the former PG&E Building with an associated restaurant or café along with an expanded Railroad Museum in the old Central Shops will provide additional regional attractions. A Railyards Municipal Park joining the existing Railroad Museum to the proposed museum expansion will offer a major public green space as a gateway to the Railyards development. This park is conceived as an extension of the railroad museum experience where artwork, interpretive features, and outdoor exhibits—even interactive exhibits such as small gauge train circuits—can be incorporated into the design of the park.

Places for Celebration

The plan identifies specific venues in a variety of sizes and forms for festivals, events, and celebrations. Included are Discovery Park, the Jibboom Street Park, Railyards Park, Old Sacramento riverfront, Capitol Mall, north Docks Area park, Miller Park, Stone Lock Bluff park, the amphitheater at Garden Street, the River Walk from Garden Street to I Street, Garden Street, the Park Blocks, and the proposed state park.

Opportunities for Education and Interpretation

Educational features, interpretive elements such as graphics and signage, and public art should be used throughout the riverfront to express cultural and ecological themes relevant to the region. The master plan identifies the central portion of the study area as the cultural zone, with themes relating to the history of the river and region, the cultural make-up of the community, and regional arts. The ecological zone comprises the two ends (north and south) of the study area, with themes relating to river ecology, regional ecosystems, or natural heritage. Several possible interpretive elements were explored preliminarily during the community process, including:



North of I Street Bridge Ecological Theme District
 * River Ecology and Function
 * Confluence of Two Rivers/Two Cities
 * The Functional Landscape

State Proposed Governor's Residence

Marina

Proposed State Park

Boat Ramp

West Sac Firehouse

Washington Historic District

Interpretive Panels

Central Riverfront Cultural Theme District
 * Developing a Western Culture
 * Taming the River
 * Railroads and the West
 * The Gold Rush
 * Bridging the Sacramento
 * Advances in Engineering
 * Industrial Heritage
 * Civic Pride
 * Community History

City Hall

Library

Senior Center

Community College

Raley Field

Cultural Museum

Amphitheater

South of Pioneer Ecological Theme District
 * River Ecology and Function
 * Stone Lock and Natural Process
 * The Functional Landscape

New Crossing

Stone Lock Bluff Park and Community Center

Discovery Park

New Crossing

Former PG&E Building
 Jibboom Street Park
 Water Intake Structure

Major Sports and Entertainment Center

Railroad Technology Museum and New Park

Railroad Museum

City Hall
 Library
 Crest Theater

Marine Heritage Plaza

Wells Fargo Museum

State Capitol

Crocker Museum

Golden State Museum

New Crossing

Docks Area

Towe Car Museum

Miller Park

Farmer's Market

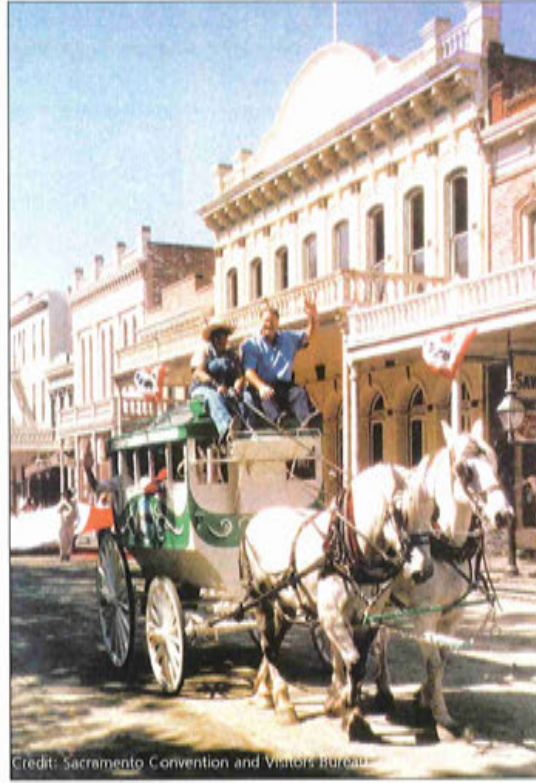
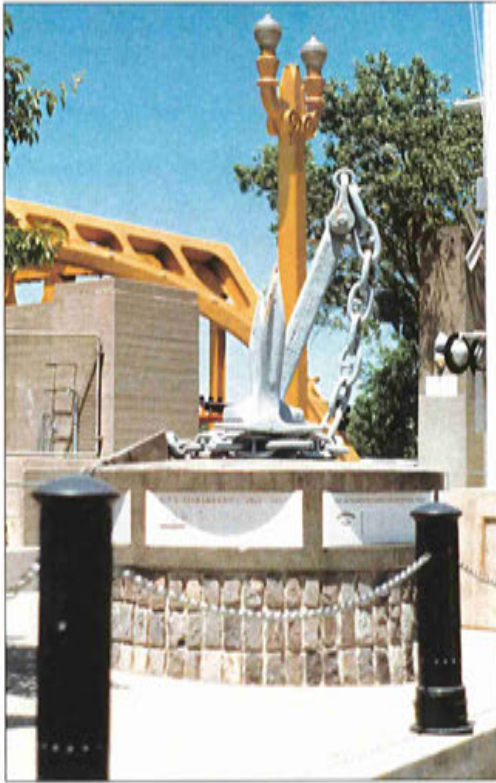
- An extension of the railroad museum into the landscape of the Railyards Park (proposed for the area between the Central Shops and the riverfront) using artful expressions, either interactive or contemplative, of the rich railroad history of the area.
- A Native American medicinal landscape where native peoples could gather traditional medicinal plants as they have for centuries in this area. This landscape could be operated and managed with the assistance of Native American groups who are familiar with traditional practices and could serve as an educational interpretive landscape.
- Various interpretive and artistic expressions of river ecology, located along the river to serve as a constant reminder of the importance of the river's ecological functions.

Memorials

The opportunity to incorporate memorials into the riverfront public space will undoubtedly present itself as the riverfront develops. An important aspect of community cultural pride that can add interest and richness to the riverfront if they are designed sensitively, memorials must be accommodated in a way that ensures their consistency with the public space concept. In general, memorials should express their themes and messages in an understated, artful way similar to the treatment of cultural themes in interpretive and public art elements throughout the riverfront. In addition, memorials should be designed not to impede the flow of circulation along riverfront networks and to maintain views and connectivity to and across the river and to the riverfront green space. When detailed design of the riverfront improvements begins, the design process should include consideration of appropriate locations and standards for memorials.



The river has a rich cultural and ecological heritage that should be celebrated through interpretive and artistic elements (credit: Sacramento Convention and Visitors Bureau).



Credit: Sacramento Convention and Visitors Bureau

The master plan builds on existing cultural resources—such as those at Old Sacramento and the Merchant Marine Memorial on the Sac Promenade—and proposes new facilities throughout the riverfront.

Goal: Provide for uses and amenities that respond to Sacramento’s history and unique character.

Proposed Policies:

- Utilize public art, interpretive, and educational elements to express history, culture and ecology
- Highlight existing historical and cultural elements
- Offer opportunities for memorials that are regulated and consistent with riverfront objectives

Goal: Provide for uses and amenities that complement the existing parks and visitor attractions.

Proposed Policies:

- Provide a variety of flexible spaces and venues to accommodate a full range of festivals, events and gatherings that emphasize celebration and “fun on the riverfront”
- Provide for visitor and community-serving uses and amenities
- Provide cultural amenities such as a river museum, historic museum, river ecology education center, aquarium, railroad museum expansion, Gold Rush Park, music venue(s)

Pedestrian and Bicycle Connections

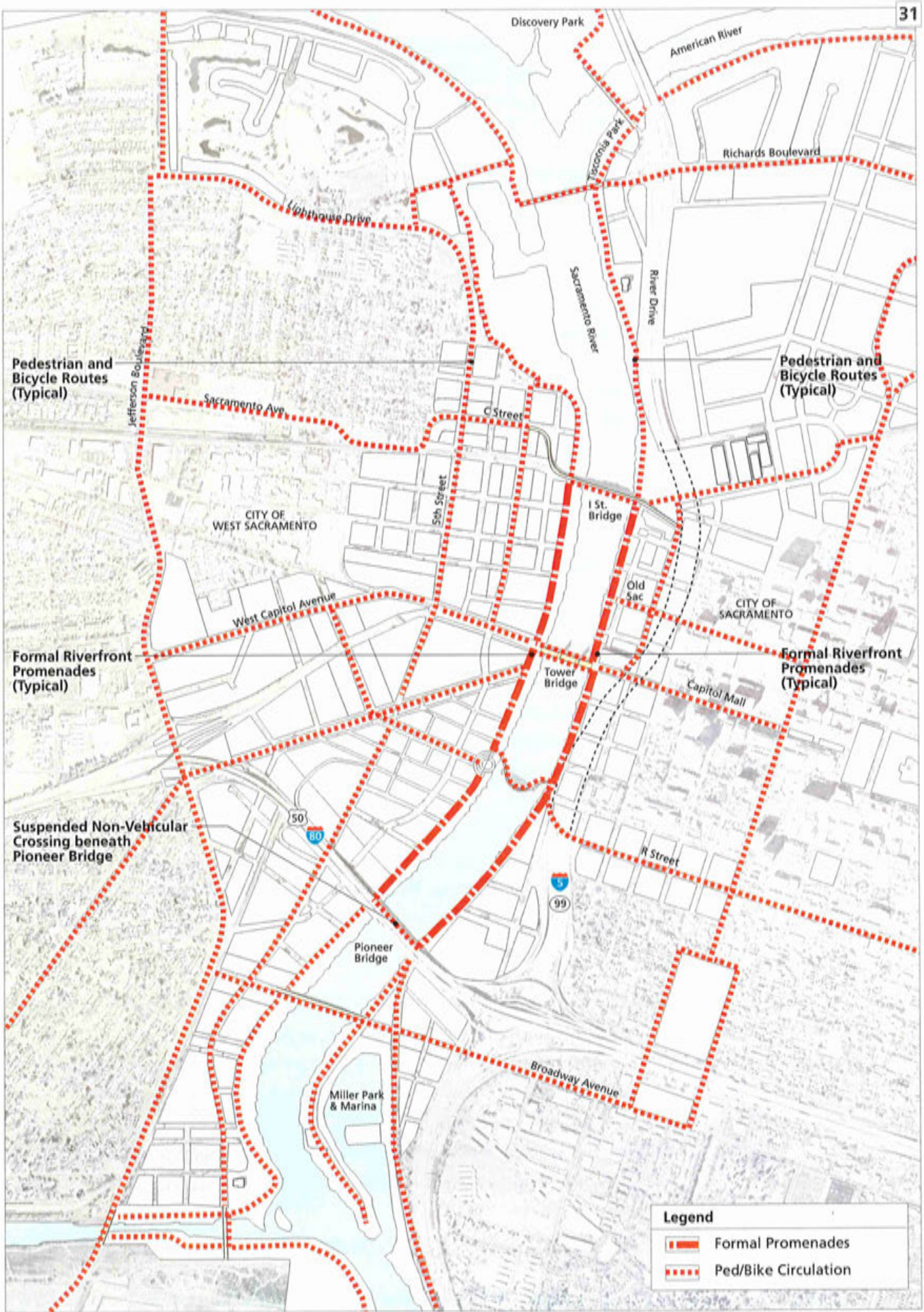
Expansion and improvement of pedestrian and bicycle promenades, walks, trails, and paths are major features of the master plan. The basic objective is to provide continuous pedestrian and bicycle access extending from north to south on both sides of the river, crossing the river, and, where feasible, to tie into regional systems such as the American River Parkway and West Capitol Avenue Bikeway to Davis. The master plan provides a variety of facilities that, when combined, form a continuous network. With this network in place, a wide variety of practical and recreational opportunities will be available to the community ranging from short strolls along favorite segments of riverfront near your neighborhood to convenient non-vehicular access to neighborhood facilities and services to long distance bike rides to other destinations in the region. Providing these opportunities will encourage the use of non-vehicular modes relieving congestion on transportation networks and reducing pollution.

Central Zone

In the central zone (see page 51) between the I Street, Tower, and proposed new R Street to Garden Street bridges, the master plan extends the existing promenades to form a complete central loop—the plan’s highest priority for implementation, as discussed later in this chapter. As the most urbanized area of the riverfront with the greatest pedestrian and bicycle traffic, the central zone is designated as a “safety zone” where slow speeds are advisable and all modes combined. Signage will direct cyclists to ride slowly or dismount to walk their bikes. The master plan does not recommend separate bicycle paths where cyclists feel a sense of unrestricted access for this limited zone; however, it proposes connections to city streets with bicycle lanes to offer alternative routes around the slower-moving safety zone.

Levee Top / Bluff Top Paths (no lower flood shelf)

Beyond the central zone, where there is less congestion, pedestrian and bicycle circulation can be faster moving. The master plan recommends either combined mode pathways or separated pathways (where space permits) in these zones. Combined mode pathways will be of ample width to accommodate pedestrians and bikes and marked to distinguish between modes. The intent is to provide as many separated pathways as possible in these areas.



Spur and Loop Paths (with lower flood shelf)

In areas where a lower flood shelf exists, the shelves can be used to provide additional alternate routes for pedestrians and bicycles. These paths are narrower in general, and where space permits, the designated bicycle route can be extended through these zones. Within the central “safety zone” (between the three bridges) no bicycle-only routes are designated in these shelf areas. Although the spur and loop paths are not shown on the circulation graphics, they should be the subject of more detailed design studies. In general, they can be constructed where topography permits to bring pedestrians and bicyclists closer to the river.

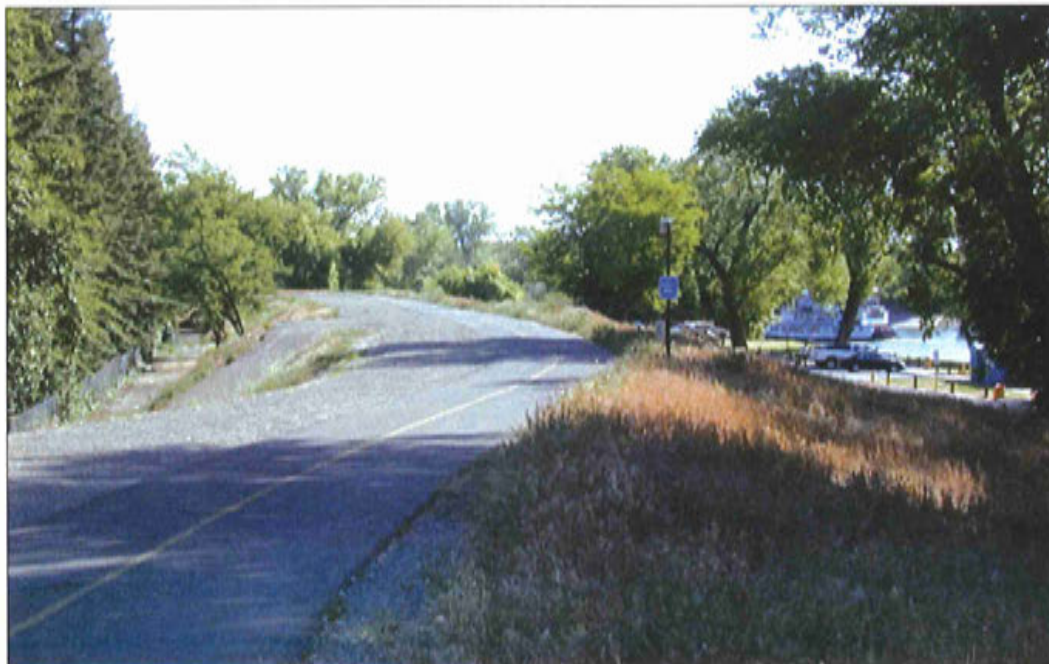
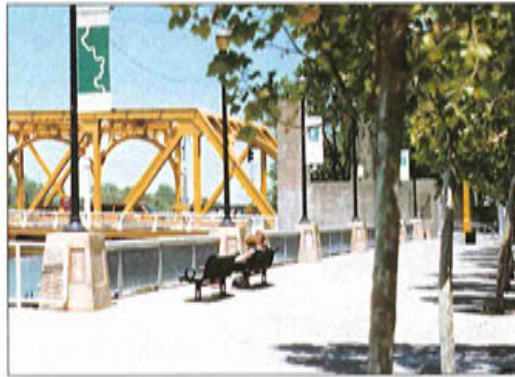
Providing Non-Vehicular Bridge Crossings

The provision of non-vehicular bridge crossings is an important aspect of the master plan. This is done in two ways: first is to improve non-vehicular access on existing bridges as in the case of the Tower and I Street bridges, and second is to provide dedicated new non-vehicular bridges as in the case of the Richards Boulevard Bridge and R Street to Garden Street Bridge. Pedestrian Safety will be a prime consideration in the designing of all of these proposed facilities. These bridges will be located in existing or anticipated activity nodes to ensure a high level of activity and therefore enhanced safety. Emergency call boxes and possibly other security technologies should be provided on non-vehicular bridges. Crime Prevention through Environmental Design (CPTED) techniques should be employed in the design of new non-vehicular bridge facilities.

Goal: Provide for a balance of alternative modes of circulation to and within the riverfront, including West Sacramento and Downtown Sacramento, emphasizing non-automobile circulation.

Proposed Policies:

- Provide opportunities for pedestrian/bicycle loops along and across the river
- Provide multiple connections to the riverfront from adjacent districts
- Provide dual pedestrian/bicycle pathways wherever space permits except in the central “safety zone”
- Provide barrier-free access for riverfront public areas
- Provide continuous, uninterrupted pedestrian and bicycle circulation along the riverfront, connecting to regional networks including the American River Parkway and into Southport
- Design new streets leading to and along the riverfront emphasizing pedestrian and bicycle circulation
- Provide new non-vehicular bridge crossings designed with public safety considerations.



Building upon the existing successes of West Sacramento's Riverfront Park and Promenade (1&2), Sacramento's River Walk (3), and the American River Parkway (4), the Plan recommends a pedestrian and bicycle network that combines urban promenades, levee-top paths and secondary paths that occasionally dip down into floodplain shelves.

Ecological Zones

The master plan provides a significant level of ecological enhancement to the riverfront. This enhancement is important for a number of reasons including natural stormwater management, water quality protection, provision of diverse habitat, flood control enhancement, ecological education opportunities and generally providing a high quality riverfront experience for the community. With the aggregation of larger land parcels at the north and south ends, the opportunity exists to create zones of ecological enhancement, reestablishing some measure of ecological function that historically existed along the river. The public open space in these areas can still be used intensively for active and passive recreation with proper attention given to providing simple barriers to protected zones as has been proven in many successful projects with similar conditions. The ecological enhancement zones could be developed into educational gardens where people learn about functioning ecosystems and natural heritage.

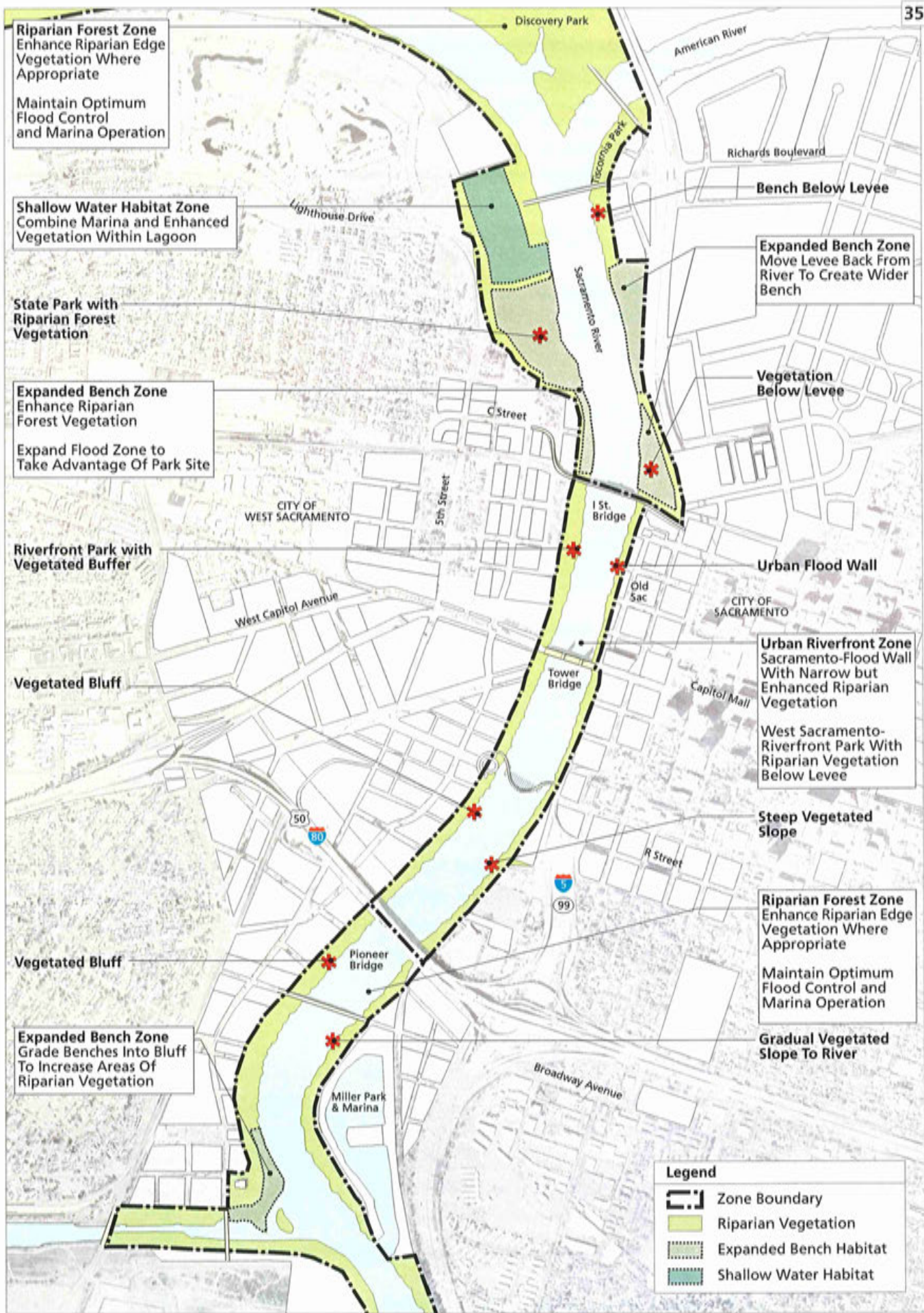
Strategies for ecological enhancement in the larger aggregated land areas include modifying embankment configurations to different levels of shelves for varying flood stages and their corresponding aquatic habitat, and recreating riparian forest zones in upland areas, planting native trees and shrubs within riprapped embankments to extend habitat along the shore, and creating wetland and slough areas where possible.

In between the major zones at the north and south ends, other opportunities exist along the length of the riverfront for ecological enhancement, mostly by re-vegetating the river embankments, bluffs, and flood shelves to improve riparian habitat. Because the central portion of the river is, and will continue to be, more urban in character and use, this riparian enhancement will not be continuous along the entire length. However, it will be important to take advantage of every opportunity in order to create as much ecological continuity as possible. In these more limited areas, riparian understory species should be planted within riprapped embankments to extend habitat along the shore. Where space permits, riparian trees should be planted along the embankments, to create a riparian canopy.

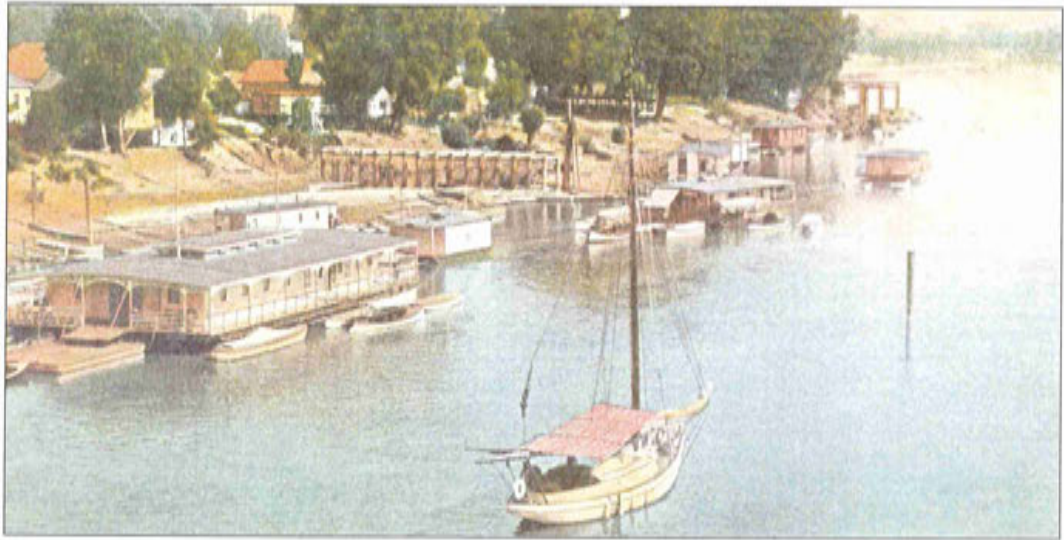
Goal: Balance ecological enhancement and resource conservation with recreational development.

Proposed Policies:

- Retain natural areas, emphasizing native vegetation
- Provide opportunities for new ecological zones
- Create a functioning ecosystem botanical garden
- Enhance riparian habitat along the river edge wherever possible



River Activities



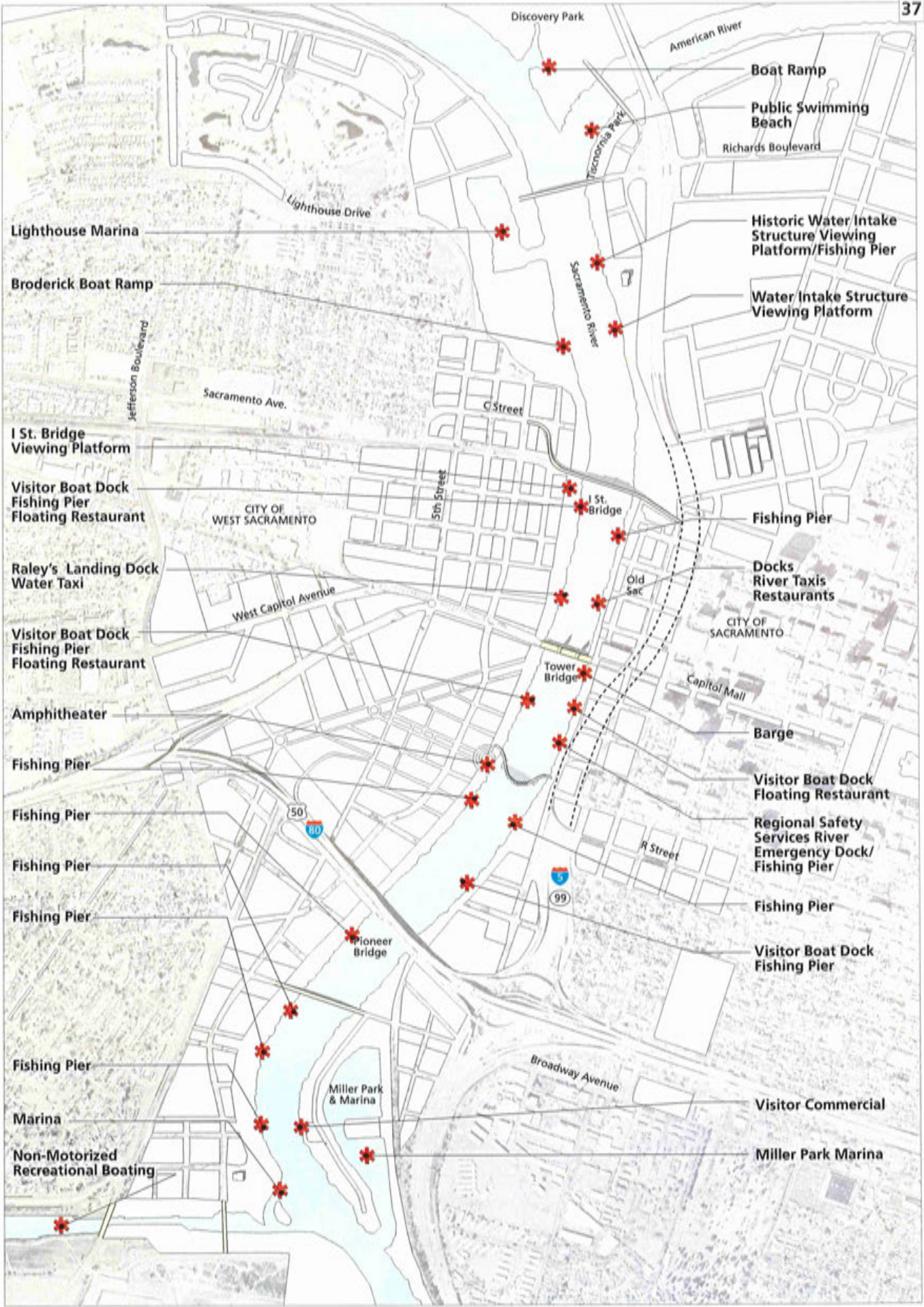
Historically, the river has been a prominent part of Sacramento life. The master plan seeks to re-establish various river activities, bringing life back to the river's edge.

An important aspect of the master plan is to provide additional facilities for river access and river activities. Currently, few facilities exist for fishing, visitor docking, and other on-the-river activities.

The master plan creates two new marinas in the study area: one near the north end in the old borrow lagoon on the West Sacramento side and another at the south end at the junction of the ship channel. These marinas are conceived as “eco-marinas” that balance docking and access facilities with eco-friendly features and water edge habitat enhancements¹. As has been demonstrated in other notable examples around the country, these types of facilities reduce water pollution and habitat impacts and provide more natural settings for boating activities. Marinas should employ “best management practices” for operations and maintenance, stressing environmentally friendly methods pertaining to fuel spill prevention, waste tank emptying, recycling operations, and natural stormwater management.

¹National eco-marina examples studied included Elliot Bay Marina in Seattle, Washington and Herrington Harbour Marinas in Friendship and Tracy's Landing, Maryland. Both Marinas employ the range of features and management techniques mentioned and have been the recipients of numerous stewardship and environmental excellence awards.

Specifically, some of these eco-friendly measures should include configuring the entrance into Lighthouse Marina to allow juvenile salmonids to escape with receding river flows; construction of oil-absorbent booms within the marina and near fuel docks and boat yard drains; enhanced water circulation and flushing; stormwater runoff management; prohibition of 2-cycle outboard motors and jet skis; mandatory inspections of berthed boats; “green” marina management such as special boat cleaning facilities; public education and enforcement measures; and finally, creation of new and enhanced habitat as part of the marina development (This could include a new, low floodplain with native plantings along the channel margins that creates floodplain inundation zones used by juvenile fish in the December–March period).



The master plan also locates additional fishing piers and selected visitor docks along the length of the river within the study area. In general, fishing piers are spaced regularly along the river on both sides so that each neighborhood has convenient access to one. These are fixed piers extending out from the promenade level and cantilevered to the maximum extent so as to avoid excessive pilings in the embankment. Where visitor docks occur, fixed fishing piers are not provided; instead, fishing is accommodated on floating docks on the downstream end. Visitor docks are generally located near key destination points on both sides of the river and provide a designated 35' slip for the River Otter Taxi as well as docking space for emergency service boats. The existing floating barge near Tower Bridge also should be adapted for use as a fishing pier.

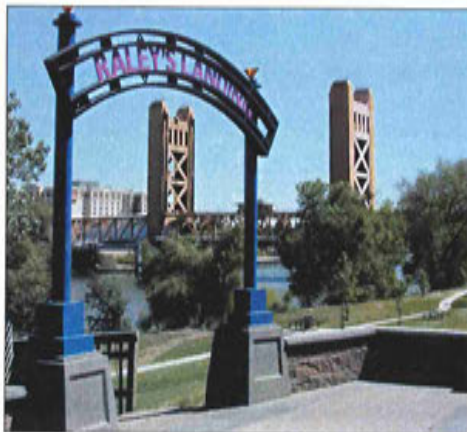
Viewing stations with barrier-free access should be provided at all of the fixed pier locations to allow for public viewing of the river. To capture distant views to the opposite side, public telescopes can be provided at each of these locations.

A permanent, designated joint fire service and police pier is provided to accommodate emergency service access and docking. The location of this dock will be determined in conjunction with fire and police authorities.

Goal: Provide for a variety of river activities all along the riverfront offering fishing, viewing, docking and access facilities for all of the riverfront neighborhoods.

Proposed Policies:

- Provide barrier-free access for riverfront public areas
- Provide enhanced visitor docking and fishing facilities
- Provide two new eco-marina facilities
- Provide river taxi landing opportunities
- Provide emergency services docking at each visitor dock location



Visitor docks, fishing piers, and water taxi stops will be supplemented along the river in the new plan.

Transportation Networks

In the interest of providing efficient transportation networks with a balance of vehicular and non-vehicular modes, the following elements are proposed:

Sacramento River Bridges

Only three bridges cross the Sacramento River within the 3.5-mile-long study area, and one of these, Pioneer Bridge, is vehicle-only and is primarily for regional access. As confirmed within the community process, this is well below the norm for other emerging urban waterfronts around the nation (see urban waterfront bridge comparison maps in Appendix H). Vehicle access across the river and to and from the riverfront is circuitous. With traffic volume crossing the three bridges expected to increase by about 65 percent by 2025, improvements to the roadway system are needed. Pedestrian and bicycle access to I Street Bridge is indirect and difficult to navigate. Improved pedestrian/bicycle crossings of the Sacramento River are clearly needed to support the planned mix of development and recreational uses and to improve the livability and vitality of the riverfront neighborhoods in general.

The plan calls for improving vehicular circulation from the existing bridges to the freeway ramps and major roadways on both sides of the river, plus a new bridge as an extension of Broadway that would combine pedestrian, bicycle, and vehicular access. The plan also calls for improved pedestrian facilities on both the Tower and I Street Bridges (recognizing concerns related to historic structures) plus two new pedestrian bridges: one connecting R Street and Garden Street, and the other connecting Richards Boulevard to the proposed state park and Governor's Residence area on the West Sacramento side. Although several non-vehicular bridge options were discussed during the community process, if the goal of this master plan is to complete the central loop as soon as possible, improving Tower and the I street Bridges for pedestrian access seems to be the most feasible means to achieve that goal.

City of West Sacramento

Implementation of the planned grid system of roadways in the Triangle Plan, preservation of the street grid in the Washington area, and the extension of South River Road across the Locks will greatly improve access to the riverfront. Planned improvements to former State Route 275 will be needed to reduce barriers and improve connections between areas north and south of this facility. Currently the city is designing this roadway's reconfiguration from a state route to a city street with at-grade intersections.

Removal of the railroad spur track adjacent to the river is critical to providing access to the immediate riverfront area south of Tower Bridge and appears feasible in the short-

Pedestrian improvements to Tower (shown) and I Street Bridges that respect the historic design of these structures are key to establishing a central loop on the riverfront.



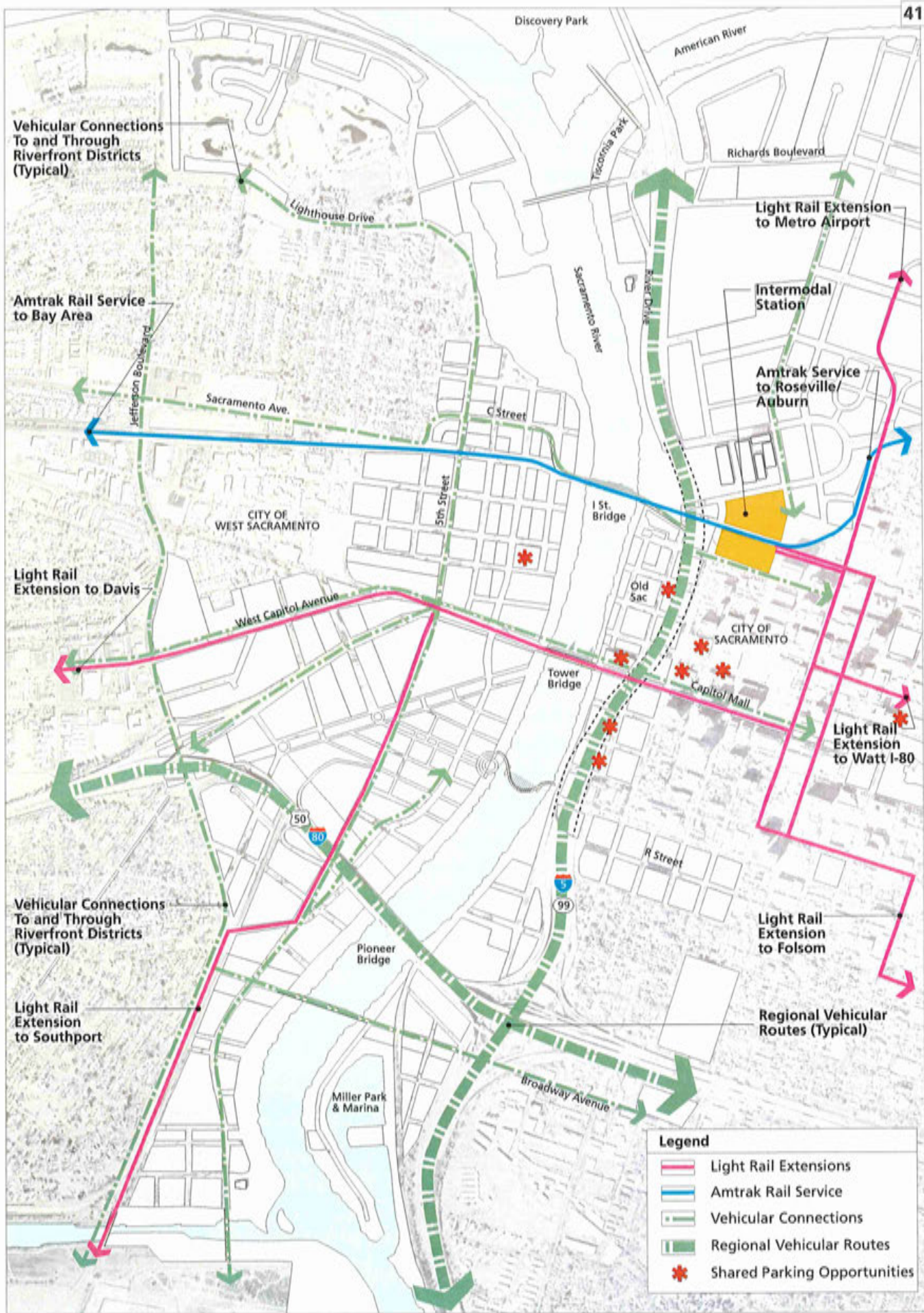
term. Relocation of the Union Pacific mainline track that runs through the Triangle District and along the east side of Jefferson Boulevard will be more difficult, but is critical to connecting the riverfront to the rest of West Sacramento.

City of Sacramento

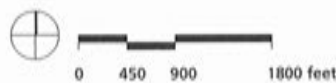
The limited land area and scale of the riverfront, if properly improved, would permit easy access on foot and by bicycle. Existing north-south pedestrian/bikeway access through the Railyards, Old Sacramento, and Docks areas is currently circuitous. The master plan calls for phased implementation of bicycle/pedestrian improvements along the entire riverfront. Improved pedestrian and bicycle connections from Old Town to the new intermodal transportation facility and to areas north of the UP mainline tracks are very important. Accommodating pedestrians, bicycle, vehicle, and rail connections in the area adjacent to the Railroad Museum and the UP mainline is critical and will require detailed study.

The most congested locations in Downtown Sacramento today are on the freeways that encircle it plus the intersections near the freeway ramps. I-5 is currently congested during peak hours and traffic volumes on I-5 through downtown are expected to grow by about 50 percent by 2025. Traffic congestion on I-5 stems not only from the limited number of mainline lanes, but also from heavy weaving movements between freeway ramps. Development of the Railyards will require improved access to and from I-5. However, improving I-5 access, while also improving pedestrian access to the riverfront, will be very challenging.

Short-term incremental improvements could be made in the vicinity of I-5 including crossing depressed portions of I-5 south of Capitol Mall, providing pedestrian and bike



Legend	
	Light Rail Extensions
	Amtrak Rail Service
	Vehicular Connections
	Regional Vehicular Routes
	Shared Parking Opportunities



across I-5 via the old R Street railroad bridge, improving pedestrian and bike access to I Street Bridge, removal/relocation of the Jibboom Street structure access to I Street Bridge, and reconstructing the Richards Boulevard interchange.

Existing parking supply along the riverfront is limited. Shared use of existing parking facilities east of I-5 should be implemented, due to limited riverfront land area. Safe and convenient pedestrian connections to and from parking should be provided.

A Long-Range Vision for I-5

I-5 remains a barrier to the riverfront even with the short-term incremental improvements described above. The mainline and ramp structures on I-5 severely limit the access and development possibilities for the riverfront and for this portion of downtown Sacramento. The current design of I-5 not only limits non-vehicular access from the downtown core to the riverfront, but also limits access possibilities in the Railyards area. Incremental improvements could be made along I-5, but they would not address the anticipated 50 percent traffic growth on I-5 by 2025. The master plan recommends a long-range concept to eliminate the barrier effect of I-5. It involves depressing I-5 from its current depressed segment south of Capitol Mall northward under the UP mainline to near the water treatment plant where it would climb to its current level over Richards Boulevard and the American River.

To maintain I-5 traffic operations, and access to Old Town and the I Street Bridge, construction of the I-5 burial would require a phased approach over an extended period. Several phases would be necessary to construct a “cut-and-cover” depressed segment of roadway along the east side of I-5 from Capitol Mall to north of the UP mainline tracks to accommodate northbound I-5 traffic.

Initially, depressing a section north of I Street would accommodate the I Street northbound on-ramp traffic and allow removal of that ramp. To follow, construction of a second depressed segment could be completed, in phases, along 3rd Street between Capitol Mall and I Street. Temporary covers and structures would be necessary to maintain access to Old Town and the I-5 freeway ramps. New northbound on- and off-ramps for I-5 could be constructed along the new depressed segment. Once the east side depressed section is complete, I-5 northbound traffic could be diverted to it, allowing the removal of the existing viaduct structure for northbound I-5 traffic. In its place, another depressed segment could be constructed in phases to accommodate southbound I-5 traffic. Temporary covers and structures would again be required to maintain access to Old Town and the I-5 freeway ramps. Once the middle depressed section is complete, I-5 southbound traffic could be diverted to it, allowing the removal of the existing viaduct structure for southbound I-5 traffic. In its place, a third de-

pressed segment constructed in phases would provide a wider I-5 than what currently exists. Finally, new southbound on and off-ramps would be constructed.

With the depressed freeway, the downtown street grid can be reconnected over I-5 and whole City blocks can be recaptured for valuable redevelopment opportunities and strong public space connections. Conceptual engineering suggests that the ultimate depressed facility could be wider to accommodate anticipated traffic growth. The I-5 ramps could potentially be reconfigured to eliminate or improve weaving areas and thereby help improve I-5 traffic flow. The depressed I-5 would also allow straightforward visual and physical access options between the riverfront and the Railyards, while the current I-5 structure severely limits access options.

Obviously, depressing I-5 would be an extremely complicated and expensive undertaking, but expensive improvements to I-5 will be needed anyway to accommodate the anticipated traffic increases. The Metropolitan Transportation Plan includes widening of I-5 through the downtown area to accommodate carpool lanes—an expensive and difficult project given the current design.

Given the numerous other large benefits of depressing I-5, it warrants consideration.

Transit

Bus service connections between the various districts along both sides of the riverfront can be implemented over time. Prior to the development of light rail, West Sacramento could seek interim transportation solutions such as bus service on dedicated lanes down West Capitol Avenue and to Southport. But a critical element for improved access to the riverfront would be a light rail extension from Downtown Sacramento across Tower Bridge and westward along West Capitol Avenue. Regional “heavy rail” service, now under study, from Dixon to Auburn on the UP tracks would provide longer-distance transit service, with one stop in both Davis and West Sacramento and connections to other transit services at the Sacramento Intermodal Transportation Facility in the Railyards.



Sacramento's light rail transit networks, both existing and proposed, are key to the success of riverfront neighborhoods (credit: www.sacrt.com).

Also under planning is the Downtown, Natomas, Airport (“DNA”) light rail line, which will connect northward from downtown through the Railyards and Richards Boulevard districts, across the river, and into Natomas, eventually terminating at the airport. The 2004 State Transportation Improvement program seeks to fund an alternatives analysis/

draft environmental impact statement for an extension of light rail from downtown Sacramento to West Sacramento. The primary West Sacramento LRT line that has been considered by RT is a line running across Tower Bridge and along West Capitol Avenue to Enterprise Boulevard. Another potentially important light rail link is the West Sacramento line extending from Tower Bridge south towards Southport. The extent of this line will depend upon the ultimate build-out densities in the Pioneer Bluff redevelopment district (currently industrial zone) and in Southport itself. If for example, high-density residential occurs only in the Pioneer Bluff area and not in Southport, this line could terminate near Stone Lock.

Parking

Parking facilities along the riverfront should be structured and compact wherever possible in order to preserve valuable riverfront land for public open space and mixed use development. Reducing surface parking is critical to maintaining a dense, pedestrian-friendly environment. The master plan recommends the cities approach parking in the riverfront area comprehensively, seeking the proper balance between on- and off-street parking, reducing the overall amount of parking needed, and encouraging shared, structured parking facilities.

Goal: Provide an efficient transportation network with vehicular and non-vehicular modes in balance with one another.

Proposed Policies:

- Provide vehicular circulation facilities to efficiently move vehicles through and around the riverfront districts without negatively impacting pedestrian and bicycle networks
- Address parking in the riverfront area comprehensively, and provide compact and shared parking facilities for riverfront uses (in balance with other modes)
- Promote and take advantage of transit networks to create neighborhoods less dominated by cars
- As development occurs, coordinate routes with bus and shuttle providers (Yolo County Transit District, Regional Transit and State of California) to achieve efficiency and increased ridership.
- Explore the undergrounding of I-5 as a long-range goal as a way of enhancing public connectivity to the riverfront and resolving multiple connectivity and traffic conflicts
- Minimize traffic and parking impacts; discourage through-traffic, and utilize existing parking facilities outside of the riverfront area and under freeways
- Design new streets leading to and along the riverfront with a pedestrian emphasis

Redevelopment and Land Use

The master plan recognizes that the riverfront “super-district” is composed of a number of sub-districts and neighborhoods. Many of these sub-components already have been the subjects of their own master plan studies, some leading to adopted specific plans. The master plan seeks to integrate all of these districts and neighborhoods into a more cohesive riverfront super-district. In some cases this may involve some suggested fine-tuning of previously proposed land uses, public space, or infrastructure. In general, the master plan emphasizes mixed-use redevelopment in key zones fronting the river that is predominantly residential with office and retail uses. The creation of this cohesive super-district will ensure a high quality of life in the riverfront neighborhoods by providing continuity of mixed use development and complete circulation and public space networks.

In some instances, existing planning initiatives call for the phasing out of old industrial uses, such as in the Railyards area. In other cases, new industrial uses are encouraged in appropriate locations where they do not dominate riverfront land resources and help buffer highways from redevelopment areas. At the southern end of the study area, on both sides of the river, the master plan recommends a phasing out of industrial use in favor of establishing new mixed-use neighborhoods with residential emphasis. With these zones connected by a new Broadway to Pioneer Bluff Bridge, a vibrant new riverfront neighborhood taking advantage of Miller Park and Stone Lock Bluff Park is envisioned.

Specific concepts and strategies for each planning sub-district are described as follows, including recommendations for refinements or revisions to existing plans as well as new redevelopment planning initiatives proposed in this master plan:

Richards Boulevard District (existing plan)

The master plan calls for a refinement to the Richards Boulevard Area Plan for the redevelopment of the riverfront edge and, in particular, the highway commercial/hotel zone adjacent to the I-5 interchange. These properties should be redeveloped as denser projects that face towards the river. Additionally, the area as a whole should be more pedestrian in scale and orientation and less vehicle-dominated. The idea of densification and reorientation should be applied to the Sacramento River edge and can also extend as the district turns the corner on to the American River.

Railyards Area (planning study underway)

Recommended refinements to the Railyards are to create a strong central public green space represented by the Railyards Park and the 7th Street Green. These public zones

create a strong central community space and strengthen the district's connection to the river. Mixed-use development emphasizing residential should be clustered around this central green space.

Docks Area (new redevelopment zone – master plan “opportunity site”)

This new redevelopment zone is envisioned as a riverfront neighborhood with mixed-use emphasizing residential. The concept is described in more detail later in the Opportunity Sites section.

Miller Park Redevelopment Area (new redevelopment zone)

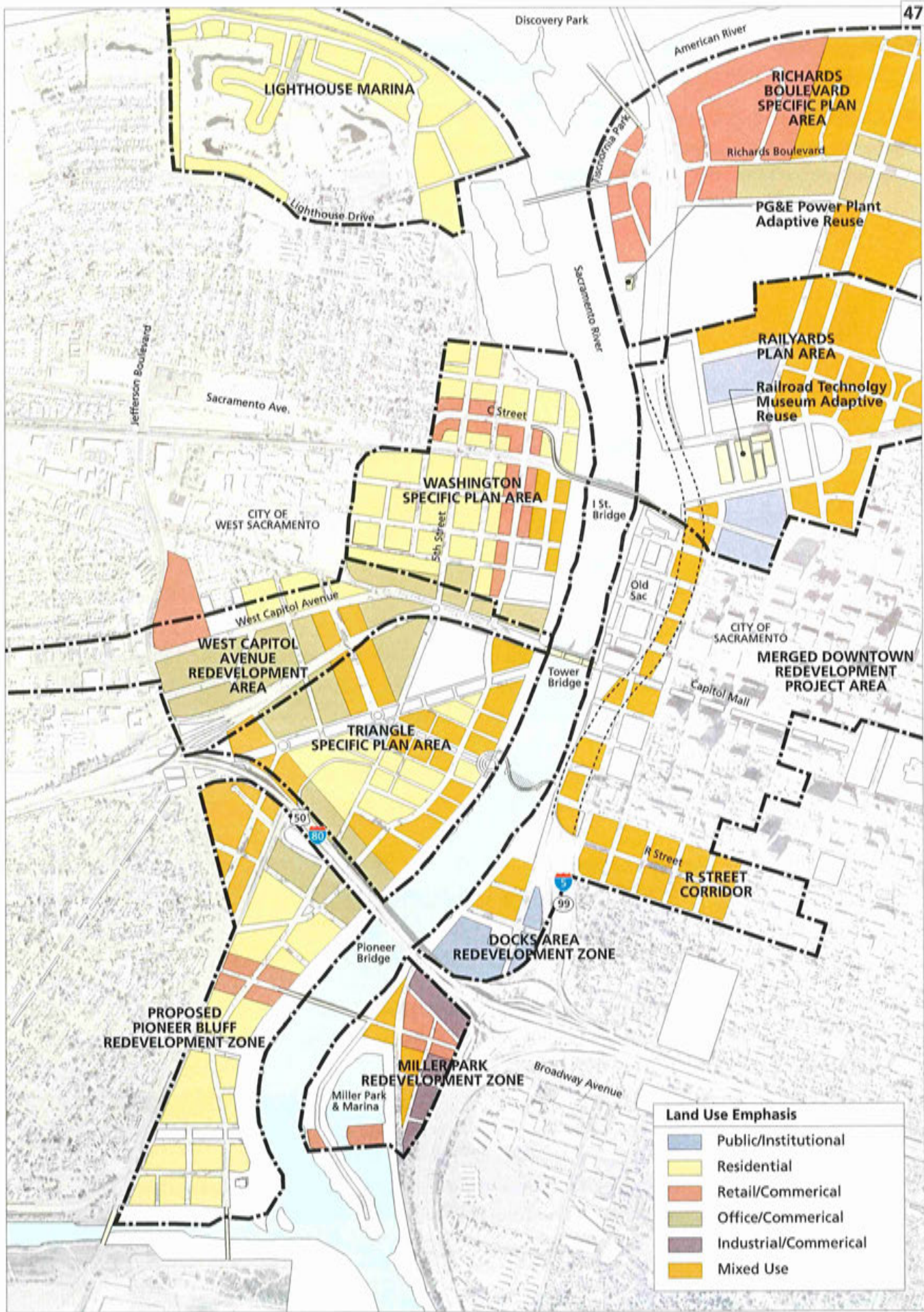
This new redevelopment zone is proposed as a residential neighborhood clustered around Miller Park and the marina. The development has mixed-use with restaurants and cafes oriented towards the park and river. A neighborhood retail street is created along Broadway with offices and residential above the ground floor. Light industrial uses or office are developed along the Highway 50 and I-5 frontage to buffer the residential uses from the freeway.

Pioneer Bluff Redevelopment Zone (new redevelopment zone)

The industrial zone along Pioneer Bluff south of the Pioneer Bridge is redeveloped into a residential mixed-use neighborhood, consistent with the area's General Plan designation. Residential uses are multi-family with higher densities (4-5 stories) close to the river transitioning to lower densities (2-3 stories) to the west along Jefferson Boulevard. The plan creates a neighborhood retail street along Broadway on the new street extension of the Pioneer Bluff to Broadway Bridge. Two linear village greens perpendicular to the river allow strong open space connections to the riverfront. The southern end of this area is anchored by a new district park at Stone Lock Bluff, described in more detail later in the Opportunity Sites section. The plan provides opportunities for waterfront restaurants and cafes to be developed along the Bluff. The preparation of a specific plan to address land use, infrastructure and financing is recommended for this future redevelopment zone.

Triangle Area (existing plan)

Recommended refinements to the Triangle Plan include incorporating a strong connection to the R Street to Garden Street bridge and a strengthening of the public space around the amphitheater. The amphitheater area is described in further detail later in the Opportunity Sites section. The development along the riverfront edge is stepped to provide a pedestrian scale along the promenade. Restaurant, café, and other retail uses are clustered around the amphitheater and where streets terminate at the promenade. The street layout for the Triangle should be revised to conform to the latest plan developed by the City.



Washington Area (existing plan)

Recommended refinements to the Washington Area plan include the extensions of E and F Streets all the way to the River Walk Promenade to facilitate public access and redevelopment potential. Although E Street is publicly owned, F Street is not. Extending F Street to the Riverwalk will require the acquisition of an easement across private property. The development edge along the riverfront is stepped to provide a pedestrian scale along the promenade. Restaurant, cafe and other retail uses are clustered where streets terminate at the promenade.

Lighthouse Marina (existing plan)

The Lighthouse Marina plan should be revised to provide higher-density residential (2-3 story townhomes) close to the river and transitioning to lower densities (single-family) as you move away from the river. Strong green space links should be created between the golf course and riverfront open space to create a contiguous greenbelt network. Where feasible, trail connections should be developed within this greenbelt network.

More detailed redevelopment recommendations in the key “opportunity sites”—the Triangle Amphitheater Area, Stone Lock Bluff, Docks Area, and Jibboom Street Park site—are discussed later in this chapter.

Goal: Establish the riverfront area as an active, vibrant, urban district and public precinct.

Proposed Policies:

- Provide people-oriented land uses, public space, and amenities that attract people and activity
- Provide for mixed-use/integrated land uses
- Provide for land uses that are flexible and can respond to market conditions and/or public/private financing opportunities (avoid single-use “dead-zones”)
- Identify and pursue redevelopment opportunities in adjacent districts where appropriate and supportive of overall goals
- Identify certain key riverfront industrial zones for mid- and long-term future redevelopment
- Support residential development for key riverfront sites
- Prioritize public improvements to support imminent private projects
- Vary development densities, intensities, and mix of uses along the riverfront edge

Infrastructure

City of Sacramento

Water

The city water treatment plant is located adjacent to the Sacramento River. A new water intake is under construction and the design incorporates the ability for visitors to go out onto a platform overlooking the river. The treatment plant has recently expanded its facilities within the bounds of the current property. However, there is interest in further expanding the boundaries and the City has been discussing potential expansion/ land purchase opportunities with the Union Pacific Railroad.

Wastewater/Stormwater

A Regional Treatment Plant located near Freeport treats and discharges all wastewater generated in the region. The wastewater from the City of Sacramento is collected by a city-owned system and piped to the regional treatment plant. The city collection system, which would serve the riverfront area from the Railyards area on the north to approximately U Street on the south, has capacity constraints. Parts of this system consist of a combined sewer and stormwater system. Therefore, intensification of sewer generation or increase in impervious area must be mitigated by stormwater detention.

City of West Sacramento

Water

The city's water source is the Sacramento River. The treatment plant is located along the north side of the city near I-80. Expansion of the treatment plant is underway to meet future demand. Distribution within the area around Raley's Landing project is provided by a 16-inch line in 3rd Street. Construction of Raley Field provided certain distribution improvements in the Triangle Area.

Wastewater

The City of West Sacramento has agreed to become a member of the Sacramento Regional County Sanitation District. West Sacramento will eventually direct its wastewater flows to the regional treatment plant. As part of that agreement, the City of West Sacramento and the Sacramento Regional County Sanitation District are implementing the Lower Northwest Interceptor Project (LNWI). There will be a new interceptor constructed north of the barge canal, but no direct connections will be allowed. For areas north of the barge canal, flows will continue to be directed to the existing treatment plant and then collected to the new interceptor line south of the barge canal. The

LNWI project is scheduled to be operational by 2006. The existing treatment plant at Stone Lock Bluff will be decommissioned shortly thereafter.

Flows along the river are collected by a variety of gravity systems and then directed to multiple sewer pump stations with force mains that direct flows to the existing treatment plant. The baseball stadium constructed a “detention” facility that retains flows from events at the stadium and then discharges at a metered rate during off-peak hours.

Stormwater

The area north of SR 275 (Raley’s Landing specifically) discharges directly to the river. A storm drain pump station was constructed with the Raley’s Landing Assessment District. Flows within the Raley’s Landing area then discharge to the river. Drainage within the Triangle is collected at the perimeters of the Triangle and then is conveyed within the Caltrans and Reclamation District 900 right-of-way to Lake Washington. Storm drainage facilities south of the Triangle area are primarily located within South River Road. Flows are captured within these existing pipelines and discharged to the Sacramento River.

Goal: Provide adequate infrastructure to permit new public facilities and private development on the riverfront.

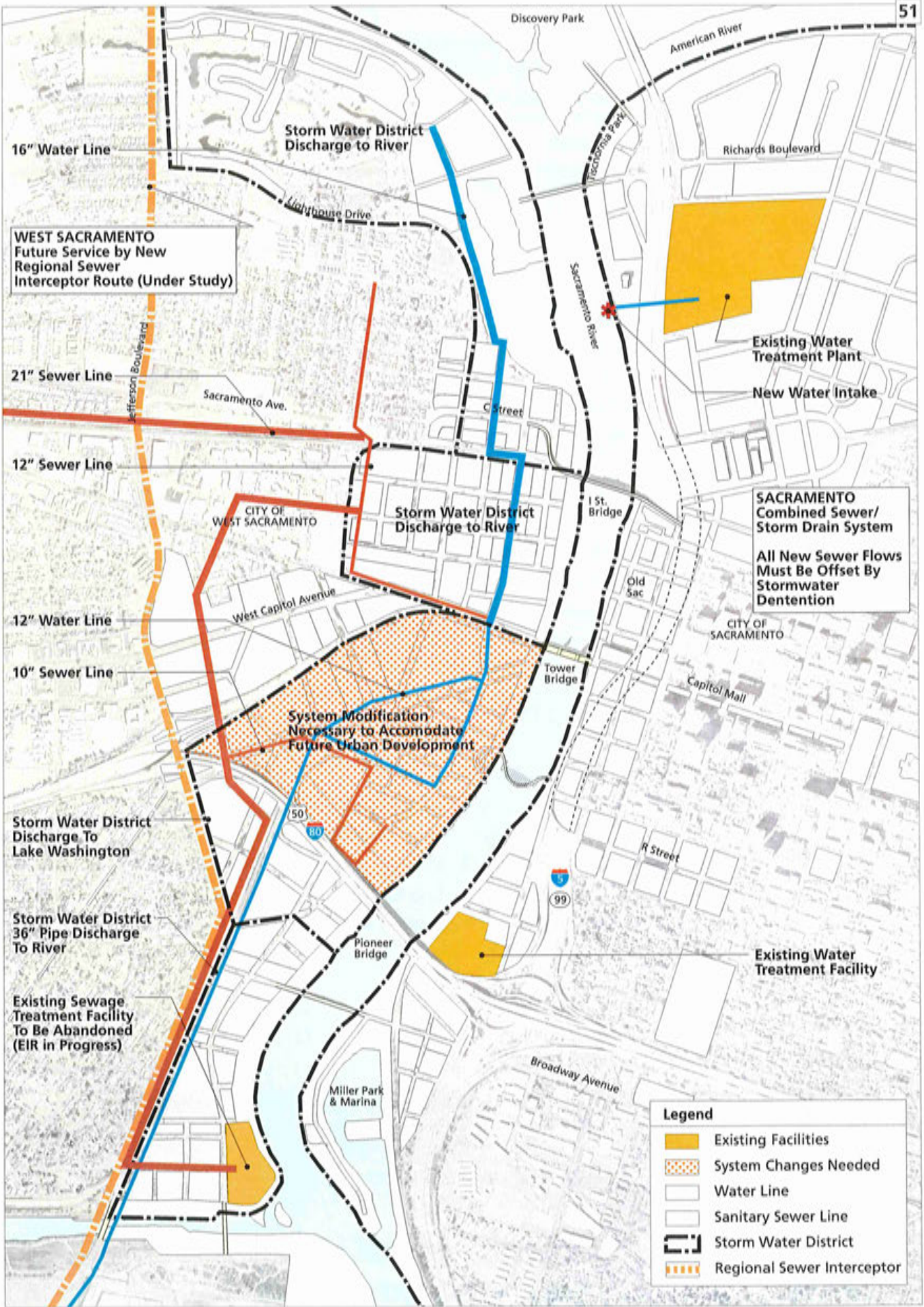
Proposed Policies:

- Provide adequate infrastructure to public facilities such as cultural and entertainment attractions along the riverfront.
- Provide adequate infrastructure to facilitate new redevelopment parcels such as the Triangle area (West Sacramento) and Docks area (Sacramento).

Goal: Find sustainable and creative urban infrastructure solutions that educate, reveal and celebrate processes in artful and engaging ways.

Proposed Policies:

- Where feasible, provide natural stormwater management solutions
- Explore creating other infrastructure elements as public space features



WEST SACRAMENTO
 Future Service by New
 Regional Sewer
 Interceptor Route (Under Study)

Existing Water
 Treatment Plant
 New Water Intake

SACRAMENTO
 Combined Sewer/
 Storm Drain System
 All New Sewer Flows
 Must Be Offset By
 Stormwater
 Detention

System Modification
 Necessary to Accommodate
 Future Urban Development

Storm Water District
 Discharge To
 Lake Washington

Storm Water District
 36" Pipe Discharge
 To River

Existing Sewage
 Treatment Facility
 To Be Abandoned
 (EIR in Progress)

Existing Water
 Treatment Facility

Legend

- Existing Facilities
- System Changes Needed
- Water Line
- Sanitary Sewer Line
- Storm Water District
- Regional Sewer Interceptor

THE CENTRAL LOOP

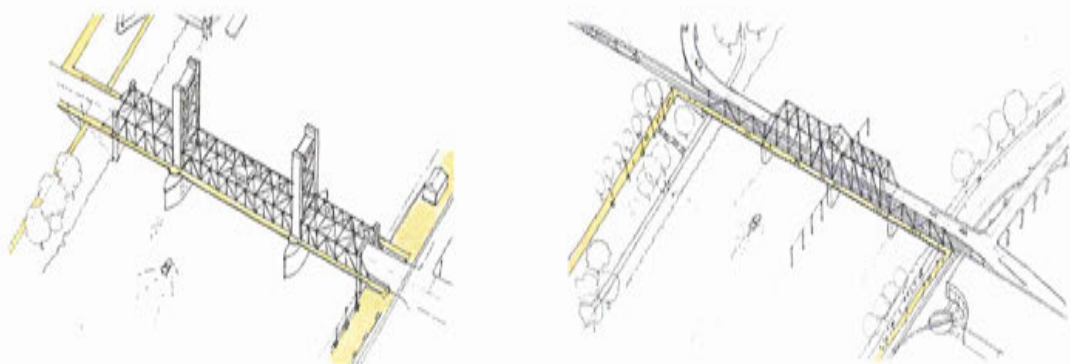
Completing the Promenade

The cities should place the highest priority on finishing portions of the formal River Walk necessary to complete the central loop—the riverfront zone between the three bridges (I Street Bridge, Tower Bridge, and the proposed R Street to Garden Street Bridge). Existing River Walk segments in West Sacramento north of Tower Bridge and in Sacramento south of Tower Bridge should be extended north and south on both sides to connect the three bridges. The north loop between Tower Bridge and I Street Bridge is recommended as the first phase of this central loop. The urgency of this central loop is dictated by its proximity to downtown employment and residential areas, the other recent investments in this zone, increasing demand from visitor activities and the need for a complete recreational loop on the riverfront. The riverfront pathways north and south of the central loop that feed pedestrian and bicycle traffic into the loop are also important and should receive early attention as funding sources permit.

Pedestrianizing Tower and I Street Bridges

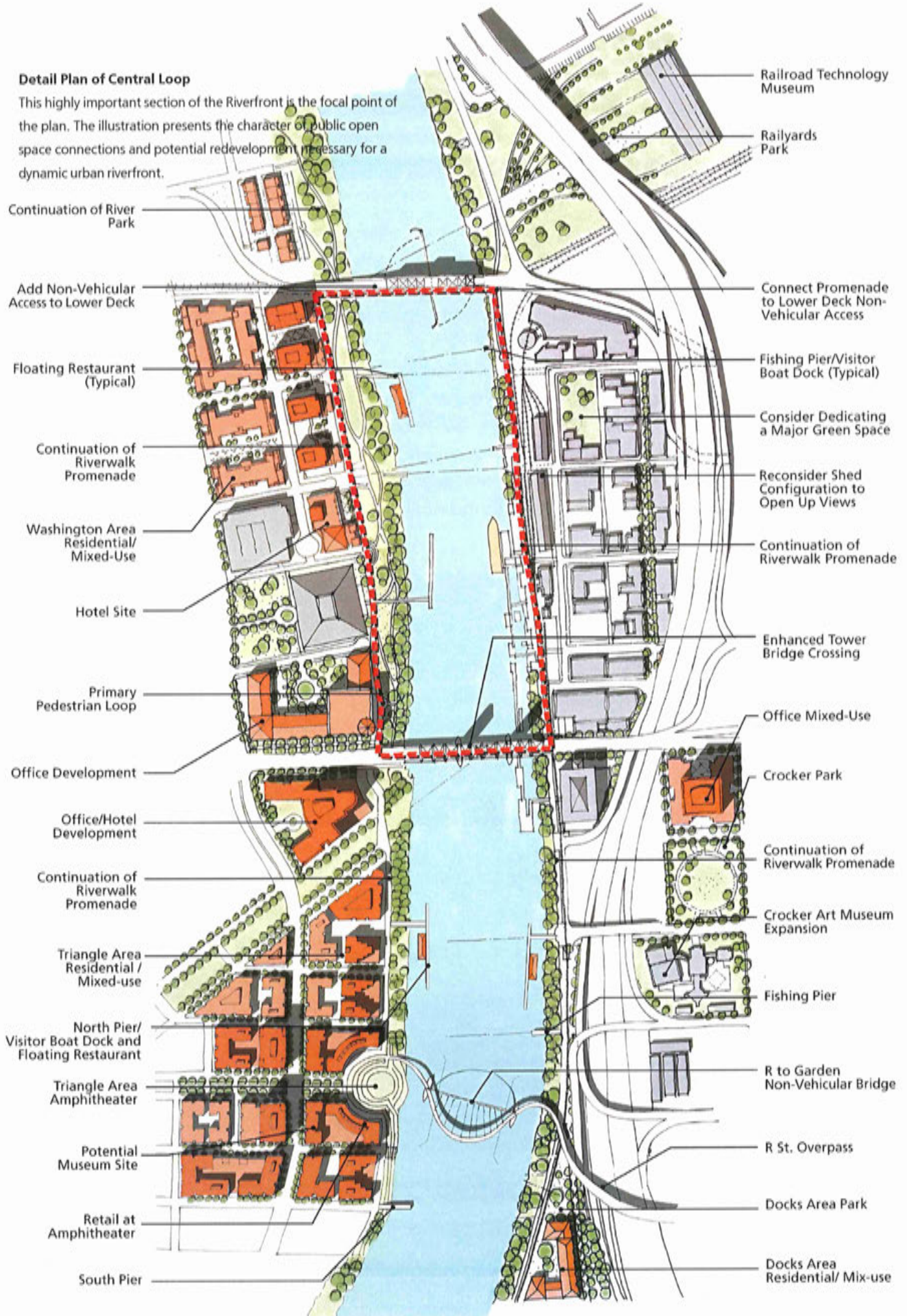
Both the Tower and I Street Bridges should have widened pedestrian facilities in order to make these connectors more effective as pedestrian conveyors across the river. This process is already underway for the Tower Bridge and this master plan supports efforts to add pedestrian sidewalks to each side of the bridge. These walkways can and should be designed in keeping with the historic integrity of the bridge. In order to complete the primary loop in the near term, pedestrian and bicycle circulation improvements should also be made to the I Street Bridge. The master plan envisions a wide pedestrian walk cantilevered on the south side of the lower level of the bridge. The existing structural framework on the side of the bridge would keep pedestrians and bicycles safe and separate from train circulation on this level. The added pedestrian walk allows the narrow, unsafe pedestrian walks on the upper level to be removed and the narrow traffic lanes on that level could possibly be widened for more efficient traffic flow.

Pedestrian and bicycle improvements to both the Tower (left) and I Street bridges (right) will complete a critical circulation loop, connect the promenades of both cities and encourage redevelopment opportunities along the riverfront.



Detail Plan of Central Loop

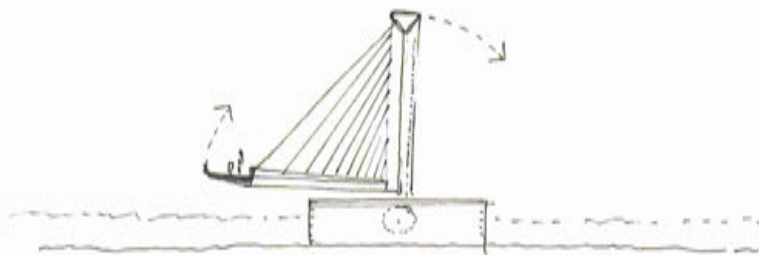
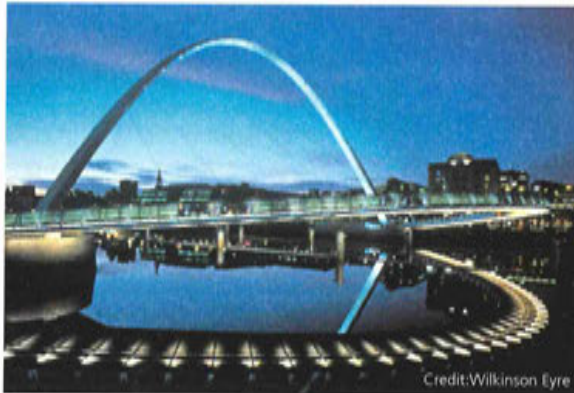
This highly important section of the Riverfront is the focal point of the plan. The illustration presents the character of public open space connections and potential redevelopment necessary for a dynamic urban riverfront.



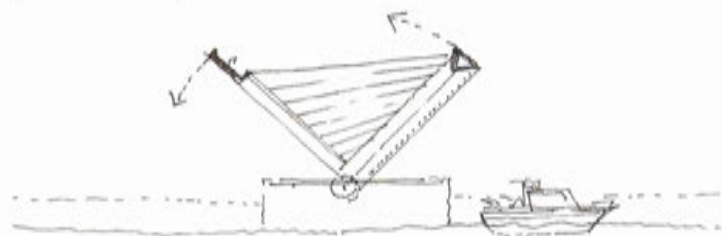
Bridging the River from R Street to Garden Street

The plan recommends a new pedestrian bridge connecting R Street on the Sacramento side—where the old rail bridge crossing I-5 will be converted to pedestrian and bicycle traffic—across the river to Garden Street in the proposed Triangle Area on the West Sacramento side. Both streets are planned as important central neighborhood main streets with mixed uses. Their connection to the riverfront and to each other greatly benefits the livability of these new neighborhoods. The new pedestrian bridge is seen as a signature element for the Sacramento Riverfront that will complement the Tower Bridge and create a new identity for the riverfront. The bridge must be operable in order to allow for the periodic passage of tall boats and ships. The design of the bridge should be the subject of an international design competition with the goal of creating a new signature landmark for the riverfront that respects the importance of Tower Bridge.

Two recently completed bridges in Europe provide strong precedents for how challenges—such as navigable waterways—are addressed. These creative and elegant crossings contribute to waterfront redevelopment projects while respecting existing historical context.

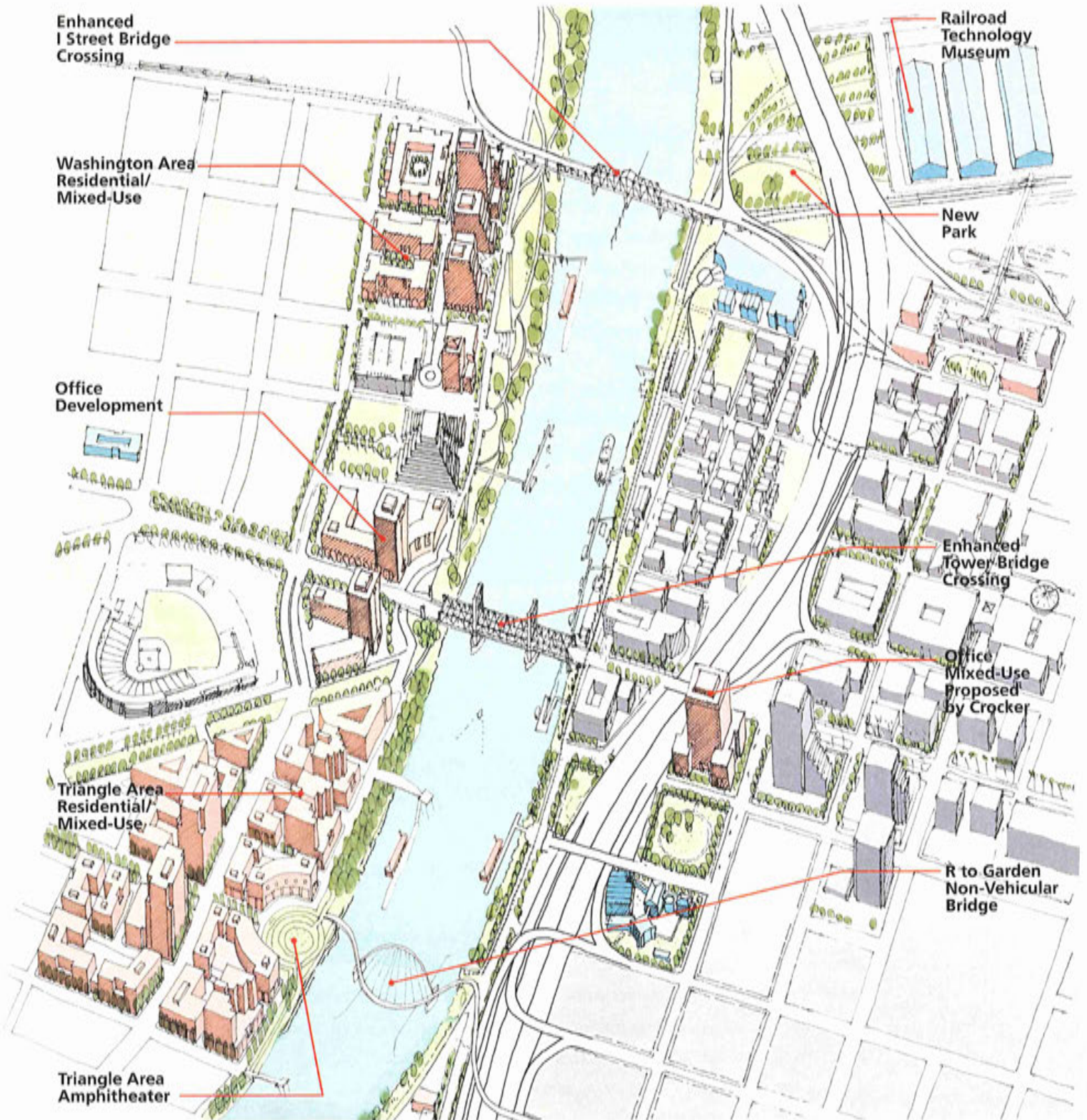


Bridge closed to permit pedestrian crossing



Bridge open to permit watercraft to pass

One solution for bridging the river is through the use of a hinged bridge with a curved footpath (as shown in the top left photo) which rotates to allow watercraft to pass underneath (right).



Aerial View of Central Loop

This highly important section of the Riverfront is the focal point of the Plan. The illustration presents the character of public open space connections and potential redevelopment necessary for a dynamic urban riverfront.

Resolving Circulation Conflicts and Strengthening Public Space in Old Sacramento

At the northern end of Old Sacramento, there are circulation conflicts that need to be resolved in order to make a better functioning riverfront public zone.

Excursion train passage, transfer of museum trains, pedestrian and bicycle circulation all come together at this point.

The master plan recommends reconfiguring this area to 1) allow for level connection to the proposed I Street

Bridge pedestrian walk; 2) maintain pedestrian and bicycle circulation underneath I Street Bridge to allow access to the north under the UP tracks; 3) allow for a new track connection from the Railroad Museum to the new museum expansion zone at the old Central Shops; and 4) allow for pedestrian and bicycle circulation along the river edge.



Resolving circulation conflicts as pedestrian and bike trails in Old Sacramento meet the excursion rail line at the "I" Street Bridge are critical for connecting the promenades on both sides of the River.

Additionally, anticipating the potential loss of additional open space, the master plan proposes strengthening the public space offered within Old Sacramento in two ways. First, riverfront sheds should be reconfigured to open up views to the river. This is an important frontage and currently the sheds housing various shops block views to the river. Secondly, the dedication of a major green space should be considered within Old Sacramento. As this area continues to develop and visitation increases, more public open space will be needed for informal use as well as to accommodate events and festivals.

Making a Strong Public Connection to the Railyards Site

With the redevelopment of the Railyards parcel and the addition of the Railroad Museum expansion at the old Central Shops, a new neighborhood will be born adjacent to the river. Because of the barriers created by I-5 and the railroad, it is all the more important to create a strong public connection to the riverfront. Railyards Municipal Park—envisioned as a broad expanse of public open space starting from and encompassing the old Central Shops and extending all the way to the river—creates such a connection. The park serves as a thematic extension of the Railroad Museum using railroad themes, interpretive elements, and public art to celebrate Sacramento's rich railroad heritage.



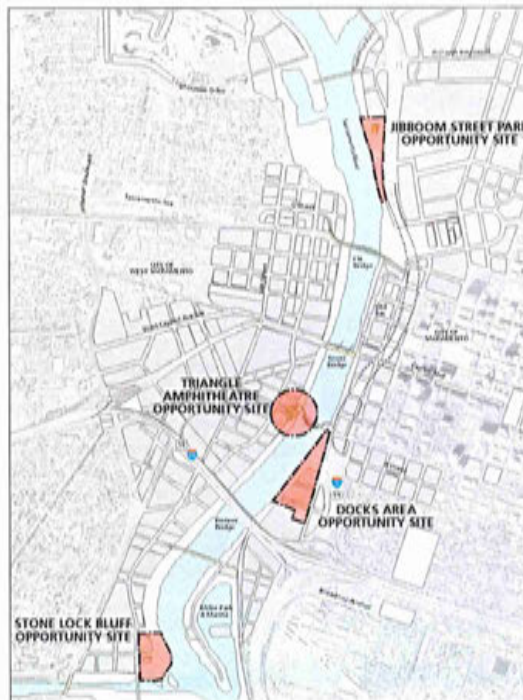
Creating opportunities to bring people closer to the water—like gatherings at West Sacramento's Riverfront Park—will foster a public sense of belonging and ownership as well as activate the river's edge.

Bringing People Closer to the Water

Finally, the master plan creates a number of features along the central loop that bring people closer to the river. These include new fishing piers on both sides of the river, new visitor boat docks at the end of E Street and North Pier on the West Sacramento side, and intermittent pedestrian and bicycle paths that dip down to the flood shelf in selected areas allowing closer contact with the river's edge. These flood shelves can be developed similarly to those at the new West Sacramento Riverwalk, where picnicking, special events and other informal activities can occur on the river edge. The fishing piers, overlooks and visitor boat docks are described in further detail in the river activities section.

FOUR OPPORTUNITY SITES

The two cities identified four sites that offer special opportunities for development of significant public space or for redevelopment of waterfront-oriented housing or commercial uses or a combination of both. The concepts for these four special opportunity sites are described below. Please see Appendix F for more detailed parcel information for each site.



The four opportunity sites—distributed along both sides of the riverfront—will act as strong catalysts for future development.

Stone Lock Bluff



The Stone Lock Bluff park combines eco-friendly marina facilities with a neighborhood park and community center.

The City of West Sacramento is planning to phase out the wastewater treatment facility and Public Works complex located at Stone Lock Bluff, freeing the land for a significant public park at the entrance to the ship channel.

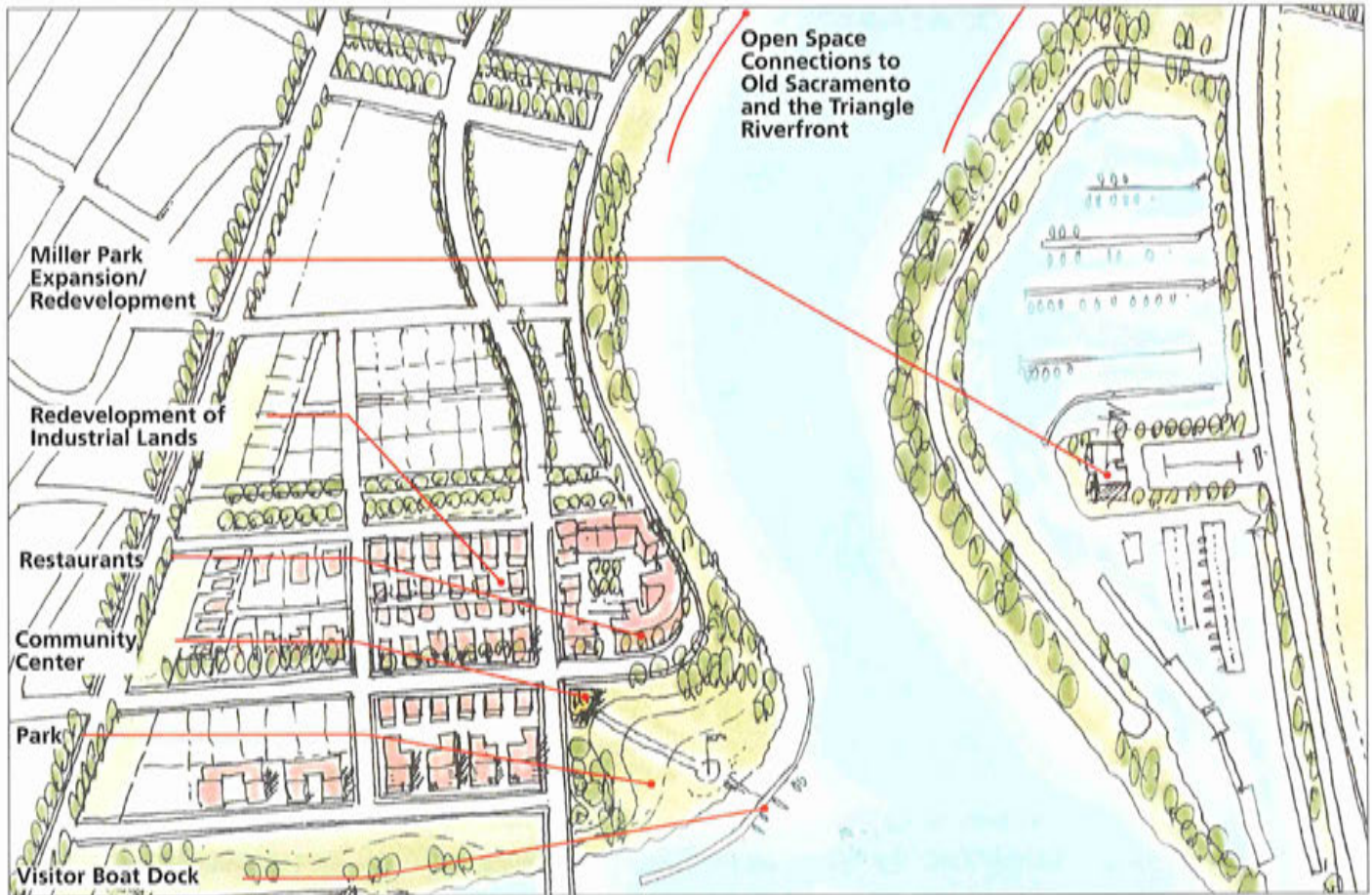
Creating a New Park at the Southern End

This new riverfront park will serve the proposed Pioneer Bluff residential neighborhood. Combined with Miller Park on the Sacramento side and the proposed Central Park on the Southport side of the ship channel, these parks form a major open space complex at the southern end of the riverfront and offer an opportunity for significant ecological enhancement not achievable in the more urban portions of the riverfront.

Gaining access to the river's edge in this location will require West Sacramento to work with the Port of Sacramento and the U.S. Army Corps of Engineers. The Corps has an easement over Port-owned land along the river's edge for navigation and lock operation purposes. Since Stone Lock has been decommissioned, the City should seek access through this land for park purposes. A new bridge located where River Road crosses the ship channel will facilitate access to this new park from the south as well as the north.

Providing a Community Center

The master plan proposes a Stone Lock Bluff community center to serve the surrounding neighborhoods in the Pioneer Bluff Redevelopment Zone. The specific uses in this center would be determined by the City's parks master plan and may include additional activity centers for teens and seniors. The center could provide ecological education for



the community using the riverfront and its restored riparian edge as a living laboratory and could serve as a location for a UC Davis river ecology research facility supporting the eco-marina and interfacing with community ecological education programs.

Stone Lock Bluff area within the Pioneer Bluff Redevelopment District.

Creating a Marina in Balance with Nature

The master plan proposes a marina in the Stone Locks Bluff area to take advantage of the inlet created by the ship channel and provide boat dockage off the river's main channel. Conceived as an eco-marina, it would balance docking structures and activities with ecological features. For example, access to the docks would be limited to a few designated points, and in between, protected riparian habitat zones would be developed. In addition, marina activities such as refueling and waste removal would be required to follow best management practices to avoid spills and potential environmental damage, recycle waste, and utilize other eco-friendly management techniques.

Providing Riverfront Dining Opportunities

One or more riverfront restaurants also are envisioned for the Stone Lock Bluff Area—either floating or perched on the edge of the bluff to maximize views of the river. The restaurants would serve as a destination, drawing people to the southern end of the riverfront and enlivening the neighborhood into the evening hours.

The Docks Area



The Docks Area provides an opportunity for a new riverfront residential neighborhood with expanded public open space features.

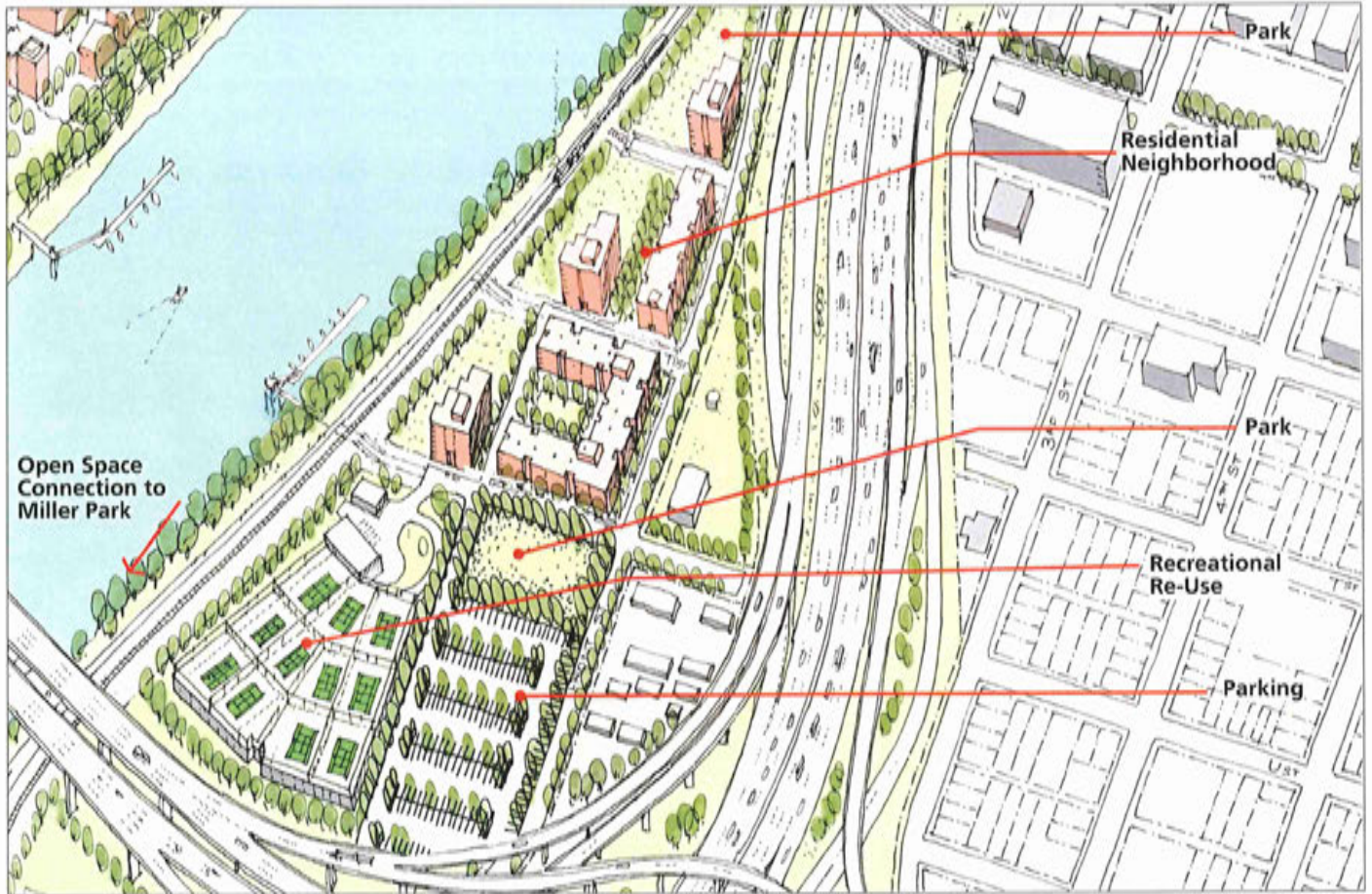
The area on the Sacramento side of the river just south of R Street is known as the Docks Area. It is a large undeveloped parcel of land with strong riverfront orientation.

A New Riverfront Neighborhood

The master plan calls for a combination of public open space and mixed-use in this area creating an active new riverfront neighborhood. The proposed development should be predominantly medium- to high-density (5-8 stories) residential mixed with some retail, cafes and possibly office space; strongly oriented to the riverfront open space and buffered from the highway on the eastern side. Because of the proximity to the R Street to Garden Street bridge and direct visual orientation across the river, this neighborhood feels as much a part of the Triangle as of the Downtown Sacramento neighborhoods. Restaurants and cafes located along the riverfront edge offer a destination for local residents as well as visitors. Structured parking should be used to elevate the new uses up to the levee level in order to enhance physical and visual connections to the river.

Creating Two Parks for a New Neighborhood

At the north and south ends of the new residential development are two new public parks that connect directly into the riverfront park system. At the north end, the park ties directly to the R to Garden bridge landing, creating a major public node at this important crossing point. At the southern end, the park helps to separate and buffer the residential uses from the City's combined wastewater/stormwater reservoir facility and



the Towe Car Museum. A public parking facility may be appropriate at the southern end to provide parking for riverfront recreation, events and festivals. A tall overlook tower located in the north park would allow views of the Sierra Nevada Range.

The Docks Area redevelopment zone.

Connecting the Central Promenade to Miller Park

The riverfront edge along the Docks Area is developed as a less formal continuation of the River Walk north of R Street. Because of the limited width between the railroad tracks and the top of the levee, a combined pedestrian/bicycle path is developed connecting south towards Miller Park. Designated railroad crossing points are provided to access the residential neighborhood from the riverfront trail.

Providing Access to the Water's Edge

Additional public access to the water is offered in this area in the form of a visitor boat dock and fishing pier. A floating restaurant could be developed in association with the dock.

The Jibboom Street Park Site



The Jibboom Street Park, including the former PG&E Building visitor attraction and riverfront public space

To the north of Old Sacramento, the former PG&E property offers an opportunity for a major public attraction and park destination along the riverfront.

Creating a Visitor Attraction at the Former PG&E Building

The building itself is a historic structure with distinctive architectural potential but needs structural reinforcement. The master plan envisions a visitor attraction in this structure, such as a museum or other use in combination with a restaurant that would have a theme consistent with the museum. In order to achieve better waterfront orientation, the lower level of the building should be raised up to be the same elevation as the levee top. A patio can then be developed between the building and the levee that would be well insulated from noise generated by I-5, developed as an attractive public space where outdoor dining and other activities can occur.

A New Riverfront Park / Rediscovering the Riparian Environment

A new public park is proposed for the area between the former PG&E building and the new water intake structure, where the embankment could be modified to offer a wider variety of riparian habitat conditions that are not feasible in the normal narrow condition. These could include the creation of riparian shelves corresponding to various flood stages, vegetated with the appropriate species for the range of water level habitats.

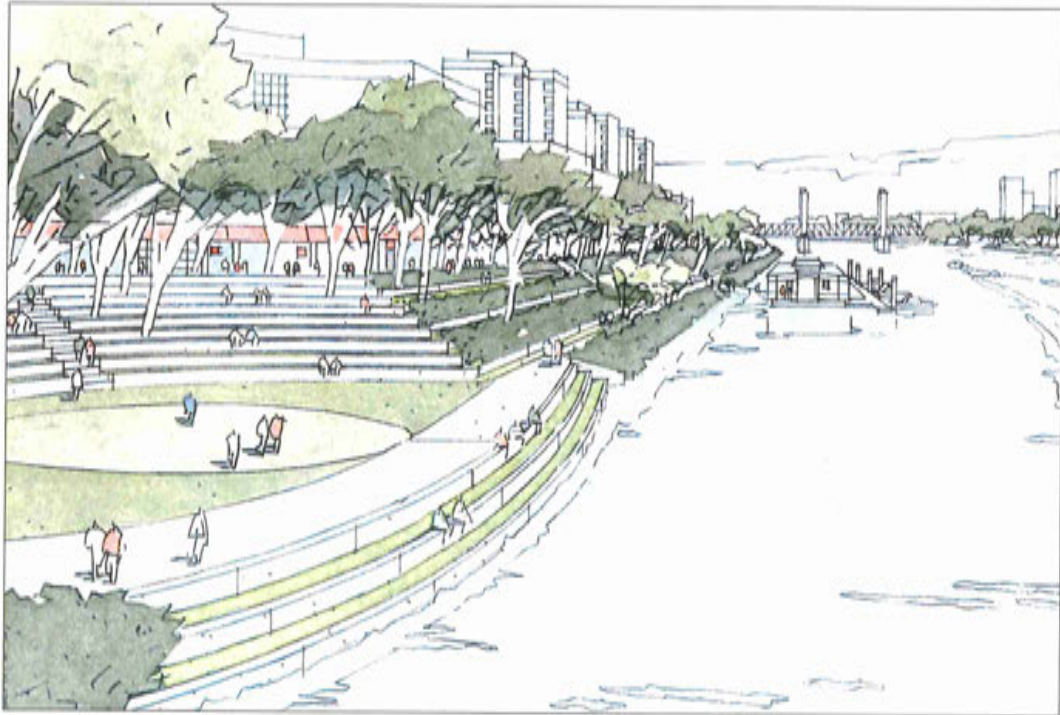


Providing Access to the Water's Edge

Additional public access to the water is offered in this area in the form of public overlook and fishing access on the historic water intake structure.

Jibboom Street public park and the former PG&E Building visitor attraction.

The Triangle Amphitheater Area



The amphitheater represents a high-quality public destination enclosed by urban mixed-use redevelopment.

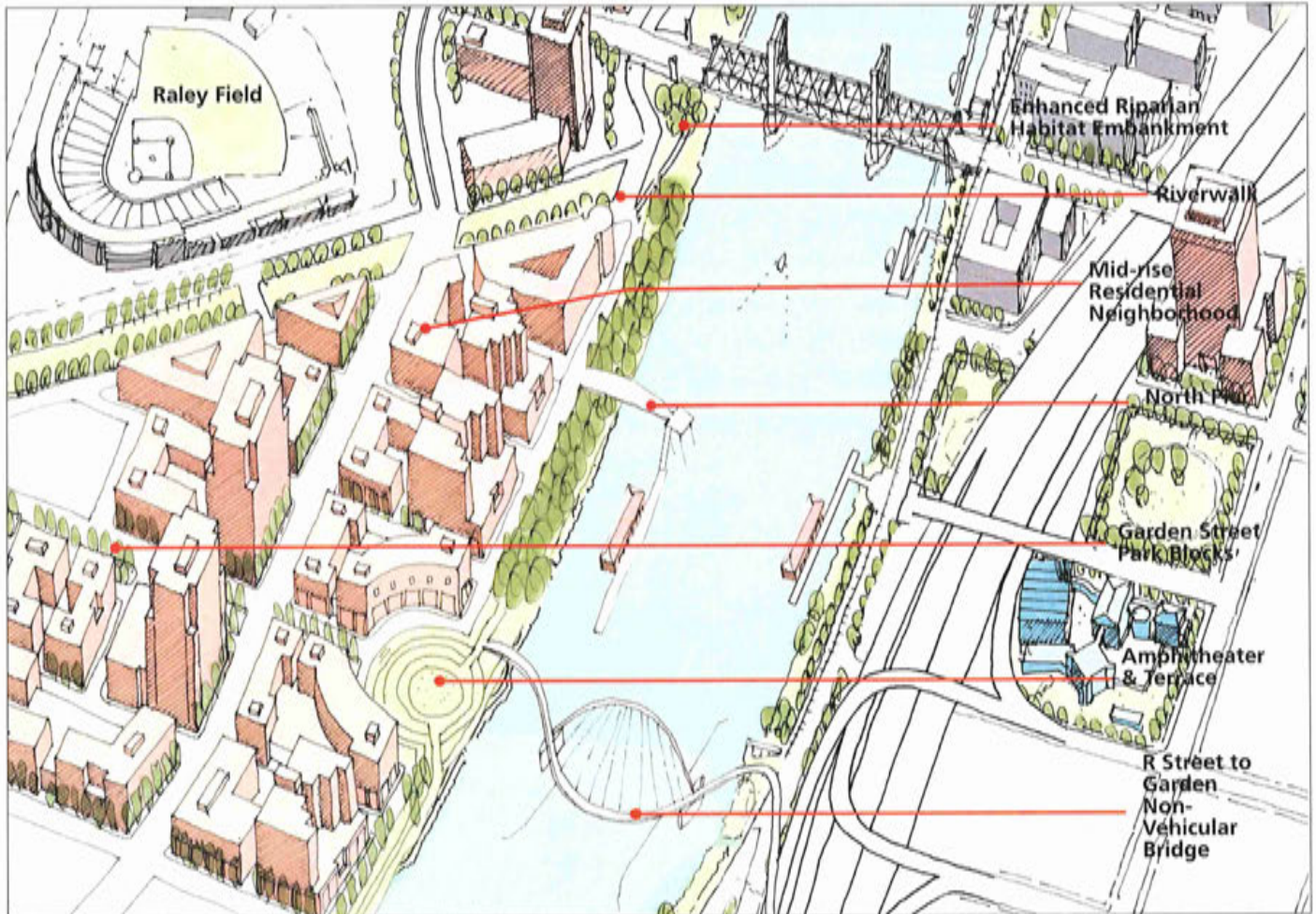
Part of the original Triangle Specific Plan, the amphitheater is the Triangle Area's central waterfront public space, offering a venue for riverfront performances and events, and an inviting waterfront park during times when no events are in progress. The Amphitheater Area represents an opportunity to mix public and private uses fronting on this active public space as well as to have a destination along the riverfront promenade.

Creating a Gathering Place where Garden Street Meets the Water

Located at the end of Garden Street—a major boulevard terminating at the riverfront in the Triangle—the amphitheater provides an important destination for the new neighborhood. It also is a terminus and destination for the R Street to Garden Street bridge that will enable people on the Sacramento side to have easy access to this West Sacramento feature. The buildings adjacent to and fronting on the amphitheater are mixed-use, with retail, café, and restaurant uses on the ground floor where they can spill out onto the plaza surrounding the amphitheater, offering a destination day and night. Extending southward from the amphitheater is a series of terraced steps along the river's edge for informal seating, also proposed in the original Triangle Area Specific Plan.

Extending the Promenade

Extending north and south from the amphitheater, promenades provide opportunities for pedestrians and bicycles to circulate along the river's edge and for commercial uses to extend their activities out onto the promenade with café tables and art displays. These



The amphitheater and surrounding redevelopment within West Sacramento's Triangle.

promenades, a minimum of 30 feet wide, are urban in character and similar to the existing segments of River Walk on the West Sacramento side north of Tower Bridge and the Sacramento side south of Tower Bridge. Because the central portion of the waterfront will have more intensive development of mixed uses, there will be more opportunity for cafes and retail establishments to front on the river edge. The wider, more formal promenade will allow these businesses to spill out on to the promenade with tables and chairs and displays providing more animation and public activity in the central waterfront.

Enhancing the Riparian Edge

On the river embankment, in the northern and southern reaches of the Triangle, the master plan envisions the re-establishment of the river edge as a riparian habitat zone for both terrestrial and aquatic species. This will be accomplished through a riparian habitat planting enhancement program as described earlier in this chapter under Ecological Zones.

Providing Access to the Water's Edge

The master plan proposes two types of dock structures for the amphitheater area—a floating visitor boat dock at North Pier to provide visitor access and a fixed fishing and overlook pier south of the amphitheater. The floating dock would have hinged ramping structures to provide legally conforming access from the promenade to the dock and would allow fishing on the downstream portion of the dock. The floating dock also would accommodate a floating restaurant attached to the inside (shore edge) of the dock structure. Fixed fishing piers would extend from the promenade level out over the embankment to the water's edge, utilizing a cantilever structure to the extent feasible in order to minimize piers in the embankment or in the water. ADA accessible viewing scopes would be provided on these structures.

MAKING it HAPPEN

IMPLEMENTING THE PLAN

In order to achieve the vision set forth in the master plan update, decisive actions are needed. This chapter lays out the required actions clearly so that the path to implementation is a logical, incremental process with each step building upon those before it. Certain initiatives, already underway, must be pushed forward and the momentum from these leveraged to initiate new actions.

The master plan update builds—and depends—on the projects already initiated by the cities. Subsequent new projects proposed by the master plan are grouped into three phases for implementation—short-, mid- and long-term. Projects can be accelerated depending on the type of outside funding available at a given time.

This chapter outlines implementation actions as follows:

- Actions Already Underway - projects currently initiated by the cities.
- New Actions Proposed by the Master Plan
 - Short-term: 0-5 years
 - Mid-term: 6-15 years
 - Long-term: 16+ years

ACTIONS ALREADY UNDER WAY

Joint Projects

Tower Bridge Widening for pedestrian access improvement (under study)

A partnership among the cities of Sacramento and West Sacramento and the State of California will develop a new and wider walkway to provide better pedestrian and bicycle connections between Downtown Sacramento and West Sacramento.¹ This initiative is a priority of the master plan and essential to achieving the goal of connectivity within the riverfront district. Therefore, it is imperative that both cities commit their full resources to completing this project.

West Sacramento

West Capitol Center (planning)

Developers have planned a 500,000-square-foot office/mixed-use complex on two blocks (6 acres) of property currently owned by Raley's Corporation.¹

Washington Firehouse (under study)

Owned by the West Sacramento Redevelopment Agency, this historic firehouse was designed in Streamline Moderne style by California's first state architect, George Sellon. Agency staff are working with a local group that has proposed an adaptive reuse option, including art gallery and museum uses.¹

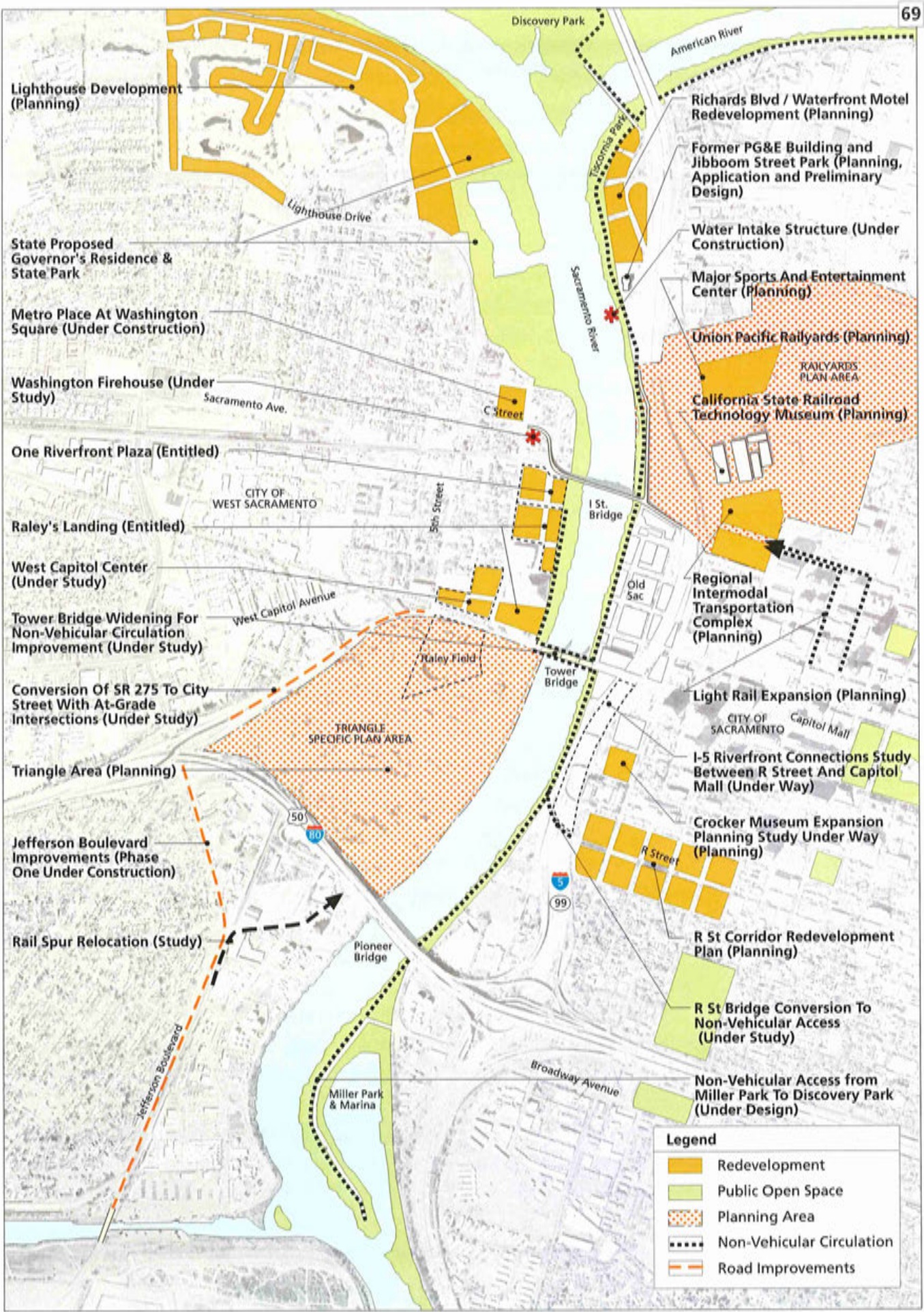
Metro Place at Washington Square (under construction)

This planned 58-unit market rate housing project broke ground in November 2001. It provides urban infill housing with easy access to the riverfront and Downtown Sacramento.¹ Sales for completed units have been brisk, with all selling out during the pre-completion period.

State Park and Governor's Residence (proposed by the State of California)

The West Sacramento Redevelopment Agency owns the 43-acre East Riverfront property¹ and has agreed to deed it to the State. The State of California has proposed a state park and Governor's Residence on the site. Discussions are ongoing at the time of this writing.

¹ *Waterfront Projects*, City of Sacramento & City of West Sacramento, January 2002.



Actions Underway

Rail Spur Relocation (study / design)

Removing the portion of the railroad spur track that runs through the Triangle Area adjacent to the river is critical to providing access to the immediate riverfront area south of Tower Bridge. The spur track provides rail freight service to the RMC Pacific Materials cement facility located south of Pioneer Bridge. The City is in the early stages of investigating the legal, cost, and engineering implications of alternate solutions, including relocating the spur to serve the cement facility by coming up off the railroad mainline along Jefferson Boulevard and running along the south side of 15th Street, or relocating the cement facility to a different location.

Citywide Parks Master Plan (complete)

The City of West Sacramento Parks Master Plan has just been adopted at the time of this writing. Recommendations contained in the master plan update have been worked out in coordination with the parks master plan consultant and City staff, most notably in the areas of Stone Lock Bluffs and “Central Park,” at the northeast corner of Southport.

Jefferson Boulevard Improvements (under design - phase one under construction).

West Sacramento has been working with Caltrans for a number of years to widen Jefferson Boulevard between Park Boulevard and Marshall Road from two to four lanes and to install a raised median or center turn lane or left turn pockets (depending on the location). Additional improvements include shoulders/bike lanes, curb, gutter and sidewalks, a new storm drain system, new traffic signals and street lights, a new southbound two-lane bridge over the barge canal and conversion of the existing bridge to two northbound lanes.

The project is planned to be implemented in three stages: Phase 1, from Park Boulevard to Stone Boulevard (by Caltrans under previous agreement), including utility undergrounding; Phase 2, from Stone Boulevard to North Linden or Higgins (depending on budget availability); and Phase 3, completing the improvements south to Marshall Road.

Conversion of SR 275 to city street with at-grade intersections (under study)

New legislation modified Section 73 of the Streets & Highways Code, permitting the relinquishment of a portion of State Route 275 from Jefferson Boulevard to just west of the Tower Bridge, effective January 1, 2001. Control of this right-of-way will enable the City to implement the desired modifications to convert the route from a freeway corridor favoring high-speed vehicles to an urban boulevard accommodating a variety of transportation modes and uses, consistent with the City’s land use plans and design standards. The modifications proposed by this project will create three new at-grade

intersections, at Riske Lane (future Garden Street), Fifth Street, and Third Street along the existing SR275 corridor. The modifications will improve vehicle access between the existing and developing neighborhoods north and south of SR275, accommodate the extension of rail transit service into West Sacramento, and provide improved neighborhood connectivity and pedestrian access across the Route 275 corridor. A significant amount of design and environmental work has been done on this project at the time of this writing.

Triangle Area (planning complete)

The undeveloped portions of the Triangle are planned as an extension of the downtown urban core.¹ The approved Triangle Specific Plan envisions a mixed-use, high-density urban development with residential, office, and commercial uses configured as an urban village with strong connections to riverfront public space and a strong emphasis to pedestrian-scale streets and greens.

Raley's Landing (entitled)

The Raley's Landing project contains approximately 15 acres of remaining land entitled for 545,000 square feet of office development, 428 hotel rooms, 218 residential units and 45,000 square feet of retail.¹

One Riverfront Plaza (entitled)

This 7-acre mixed-use project is planned (and entitled) to contain over 500,000 square feet of office, and 300,000 square feet of residential, retail, and restaurant space. The site's proximity to the river and the existence of urban infrastructure makes this project ideal for an early development phase.

Lighthouse Development (planning)

This 730-unit planned residential project is expected to begin development within the next few years. It is adjacent to the completed Lighthouse Golf Course.¹ The site's adjacency to the river and its proximity to downtown employment centers makes it ideal for a residential neighborhood.

Sacramento

Former PG&E Building and Jibboom Street Park (planning, application and preliminary design)

The City of Sacramento has acquired this historic structure and surrounding 2-acre property for development as a park.¹ The structure is envisioned for adaptive reuse as a public facility.

¹ *Waterfront Projects*, City of Sacramento & City of West Sacramento, January 2002.

Actions Underway

Water Intake Structure (under construction)

As part of the development of a new water intake structure, an interpretive pier and landscape plaza along the existing waterfront bike path is under construction¹ and nearly complete at the time of this writing.

California State Railroad Technology Museum (planning)

This \$45 million science and technology museum and historic restoration facility will be housed in the historic Southern Pacific Locomotive Shops. This facility will anchor a new visitor destination district.¹ The facility is envisioned as a complement to the existing Railroad Museum.

Regional Intermodal Transportation Complex (planning)

A priority regional project is the implementation of a regional Intermodal Transportation Facility (ITF) in the UP Railyards Area. This transportation hub would combine stations for intercity and regional “heavy” rail services, the Sacramento Regional Transit District’s light rail and bus services, Greyhound intercity bus services, and other transit providers. The City of Sacramento has initiated a three-phase ITF project. The first phase, master planning & concept development is expected to be complete by the end of 2003. The second and third phases will involve environmental review and project design respectively.

I-5 Riverfront Connections Study between R Street and Capitol Mall (under way)

In 2001, the final report for the Downtown to Riverfront Reconnection Research Study found that a variety of approaches can be pursued to reconnect downtown Sacramento to the riverfront in the area south of Capitol Mall and that the engineering and economics of building above the freeway are sound and feasible. The City is pursuing additional funds and conducting additional study and community outreach on alternative connection schemes. The federal government recently allocated \$3.5 million to advance the project.¹

Crocker Museum Expansion Study (planning)

A 100,000-square-foot expansion of the current museum facility will include larger exhibit space, a cafe and courtyard, auditorium, and offices. The Crocker is a premier art museum and the oldest west of the Mississippi. Having determined the location of the planned expansion now makes it possible to consider development of other nearby museum property.¹

R Street Bridge (conversion to pedestrian / bicycle access) (under study)

The City of Sacramento has recently acquired the R Street Bridge over I-5 that previously provided a railroad connection from R Street to the riverfront. The Front Street

¹ *Waterfront Projects*, City of Sacramento & City of West Sacramento, January 2002.

bike trail project includes conversion of the bridge to a bike/pedestrian link with existing bike lanes on Front Street. A Negative Declaration is complete and conversion of the bridge is environmentally approved. Most of the funding has been obtained and the conversion is anticipated to be completed in 2003-2004.

Bike & Pedestrian Access Miller Park to Discovery Park (under design)

The City of Sacramento is developing plans to extend the bike trail from the southern end of the current River Walk south of Tower Bridge to Miller Park/Marina, consistent with the Sacramento River Bikeway and Site Program.¹

Light Rail Expansion (planning)

Studies are currently underway for expansion of the light rail system for both the DNA line (Downtown-Natomas-Airport) and a Davis line. The DNA line is planned to extend north from Downtown Sacramento, across the American River into the Natomas area and then northward to the airport. Another link is being studied that would extend from downtown, across Tower Bridge, along West Capitol Avenue and, ultimately, connecting to Davis.

Richards Blvd / Waterfront Motel Redevelopment (planning)

A major upgrade of the Richards Boulevard interchange with I-5 is planned. The City of Sacramento plans to help owners convert the existing lodging facilities to uses that take advantage of the waterfront location, including the development of office or mixed uses.¹

Union Pacific Railyards (planning)

This 240-acre site extends eastward from the waterfront and is being planned as a mixed-use district including office, retail, and residential uses.¹

R Street Corridor Redevelopment Plan (planning)

The R Street Corridor Plan consists of a 26-block area along R Street repositioned as a future residential district. The warehousing activities have begun to give way to market interest in both commercial office and residential development.²

Major Sports and Entertainment Center (planning)

A study for developing a major sports and entertainment center in the vicinity of the Railyards is currently underway. The location and specific program of the facility have not yet been determined.

¹ *Waterfront Projects*, City of Sacramento & City of West Sacramento, January 2002.

² *2005 Downtown Sacramento Redevelopment Strategy*, Downtown Strategy Focus Group with assistance by Downtown Development Group, a division of the City of Sacramento's Economic Development Department, February, 2000

WHAT'S NEXT? (0-5 YEARS MASTER PLAN ACTIONS)

The following actions are designated as priority public projects to happen in the next five years to advance the community's vision as defined in this plan. Each project directly addresses one of the four guiding principles of the plan: *creating neighborhoods (N)*, *establishing connectivity (C)*, *green backbone (G)* and *places for celebration (P)*. The projects are coded to indicate which one of the principles they address.

Joint Priority Public Projects

C-1 Add pedestrian access to lower level of I Street Bridge (plan, design, and seek funding)

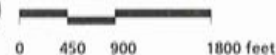
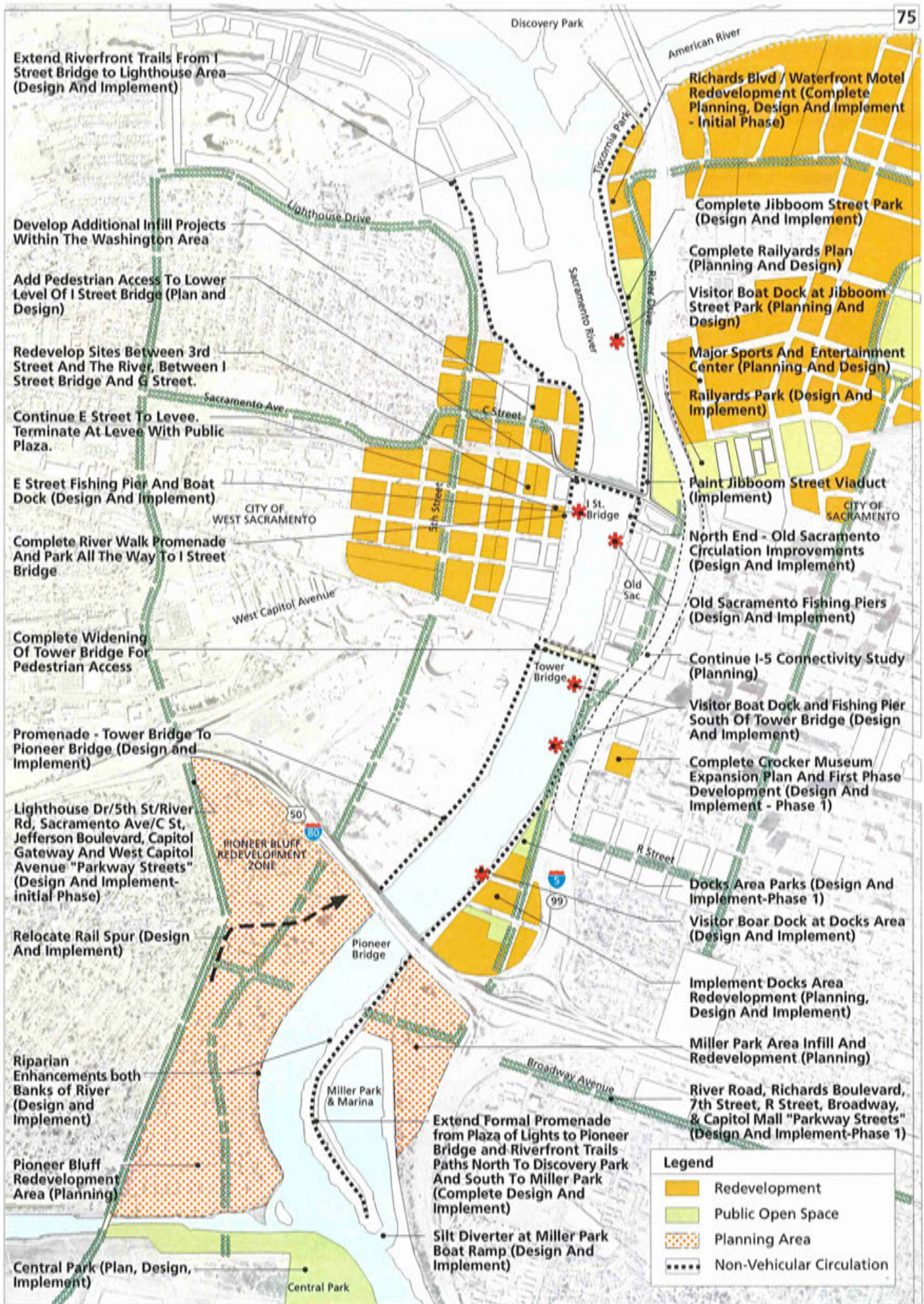
This project will add expanded pedestrian and bike facilities to I Street Bridge. It is another critical link in the central loop and one for which no significant planning efforts have been undertaken. A key challenge of this project is the private ownership of the bridge by the railroad. This is another crucial, high-priority project to be moved forward by both cities. The cities should appoint a separate task force to ensure that the planning, permitting, design and funding of this project is given high priority. The plan anticipates that focussed attention given to these tasks will permit the initiation of construction early in the 6-15 year period.

C-3 Complete widening of Tower Bridge for pedestrian access (implement)

Continue to pursue approvals and funding (as needed) for implementation of this project to add expanded pedestrian and bike facilities to Tower Bridge within the first 5 years. Because of its importance as a key link in the central loop, this is a crucial, high-priority project to be given the full resources necessary by both Cities.

G-3,G-6 Riparian enhancements on east and west banks of River (design and implement)

Enhancements to both the east and west banks will take place the entire length of the riverfront. These enhancements will involve the removal of invasive and aggressive species while reintroducing plants native to the Sacramento River. These actions will improve ecological quality, bank stabilization and landscape aesthetics.



0 to 5 Years

Master Plan Actions

West Sacramento Priority Public Projects

C-5 Extend riverfront trails from “I” Street Bridge to Lighthouse area (design and implement)

To provide full connectivity along the riverfront, extend pedestrian and bicycle paths north from the current river walk to create a continuous connection to the Lighthouse area and State proposed state park.

C-8, P-1 Complete river walk promenade and park all the way to I Street Bridge (design and implement)

To complete the central loop on the West Sacramento side of the river, construct the short extension of the river walk promenade from its current northern terminus and connect it at the top-of-levee level to the proposed improved pedestrian facilities on I Street Bridge. Also complete the riverfront park in this area extending from the river walk promenade to the river’s edge.

C-9 Promenade -Tower Bridge to Garden Street (design and implement)

Complete the design of segment of the river promenade from Tower Bridge south to the Garden Street amphitheater, This will animate a significant frontage of the Triangle riverfront for redevelopment and, along with the R Street to Garden Street bridge, complete West Sacramento’s side of the central loop south of Tower Bridge.

C-10 Promenade - Garden Street to Pioneer Bridge (design and implement)

Complete the design of the segment of the river promenade from the amphitheater south to Pioneer Bridge. This step will help to animate the southern riverfront of the Triangle area for redevelopment and may happen somewhat later than the Tower Bridge to Amphitheater segment depending upon the pace and sequencing of redevelopment in the Triangle. This segment of the riverfront path is envisioned as semi-formal in character, with combined paths for pedestrian and bicycle.

N-2 E Street Fishing Pier and Boat Dock (design)

To facilitate redevelopment in this area and to create high-quality public space, add a public fishing pier and visitor boat dock at the end of E Street.

N-4 Continue E Street to levee. Terminate at levee with public plaza (design and implement)

To facilitate riverfront development in the Washington Area and enhance neighborhood connectivity to the riverfront, continue E Street to the levee. The vertical alignment of

this street should terminate at the top-of-levee level to enhance street and neighborhood orientation to the river.

0 to 5 Years
Master Plan Actions

Sacramento Priority Public Projects

C-11, C-12 Extend riverfront trails north to Discovery Park and south to Miller Park (design and implement)

The master plan calls for both combined and divided paths for pedestrians and bicycles depending on the specific zone of the riverfront. In this phase, all links will be completed north to Discovery Park and south to Miller Park connecting to the existing and proposed promenade segments in the central zone.

C-13 Promenade-Plaza of Lights to “R”Street Plaza (design and implement)

Design and implementation of the riverfront promenade from the existing Plaza of Lights to the proposed “R” Street Plaza, terminus for the “R” to Garden pedestrian bridge (subject to the international design competition noted in the preceding Joint Priority Public Projects discussion). This segment of promenade will conclude the southern extent of the central loop on the river’s eastern bank.

C-14 Promenade-“R”Street Plaza to Pioneer Bridge (design and implement-first phase)

Design and implement first phase of the riverfront promenade from the proposed “R” Street Plaza to the Pioneer Bridge. The first phase will construct a riverfront trail along this segment. The second phase will follow in 6 to 15 years with a formal promenade once the Docks Area Redevelopment Zone begins construction. This segment will connect the Docks Area Redevelopment Zone with a high quality urban promenade that mirrors the formal character of West Sacramento.

C-15 North End - Old Sacramento Circulation Improvements (design and implement)

Resolve circulation conflicts at northern end of Old Sacramento by connecting the promenade to improved I Street pedestrian access (lower level). Currently, pedestrian, bicycle, and train staging access are in conflict within this confined space. A realigned train track is proposed to shuttle trains back and forth between the existing museum and the proposed museum at the old shops. All functions must be designed and conflicts resolved.

0 to 5 Years

Master Plan Actions

P-8 Docks Area parks (design and implement-first phase)

Complete the parks on the north and south ends of the Docks Area. The north park is an extension of the plaza where the R Street to Garden Street bridge begins and the south park serves as a separator between the new development in the Docks Area and the city facilities to the south.

P-9 Railyards Park (design and implement-first phase)

Design and implement the first phase of the Railyards Park, providing a major public space to the waterfront and an important catalyst for redevelopment of the Railyards. As the area's central public space, the park will extend to the interior of this development, connecting it to the riverfront. The complete park will encompass the old Central Shops-future site of the expanded Railroad Museum.

N-6 Silt Diverter at Miller Park Boat Ramp (design and implement)

Design and construct a silt diverter at the existing Miller Park Boat ramp to ensure an adequate navigation channel to the Marina.

P-11 Complete Jibboom Street Park (design and implement)

Design and build the Jibboom Street public park. This park, the visitor attraction in the former PG&E building (see P-12: 6 to 15 years) and the new water intake structure will become an important activity anchor and destination in the northern portion of the riverfront.

N-7 Paint Jibboom Street Viaduct (implement)

Repaint the Jibboom Street Viaduct as an interim measure to improve the appearance of the structure. The structure is planned for removal in the 16 plus years time frame.

N-8 Fishing Pier north of Tower Bridge (design and implement)

Complete the fishing pier proposed for Old Sacramento. This pier would be aligned with E Street across the river to symbolically tie the two sides together. This fishing pier will also serve as an observation platform and will be equipped with wheelchair accessible viewing scopes.

N-9 Fishing Pier south of Tower Bridge (design and implement)

Complete fishing pier between P and Q Streets to provide added public amenity in the area of the riverfront. Also adapt the floating barge south of Tower Bridge to accommodate public access and fishing. The fishing pier will also serve as an observation structure and will be equipped with wheelchair accessible viewing scopes.

N-10 Visitor boat dock south of Tower Bridge (design and implement)

Complete visitor boat dock with fishing pier south of the Tower Bridge and the existing floating barge. This facility will accommodate visiting boats, fishing and will also serve as an observation structure equipped with wheelchair accessible viewing scopes. In addition, a segment of the facility will be restricted as a regional safety services river emergency dock.

0 to 5 Years

Master Plan Actions

N-11 Visitor boat dock adjacent to Docks Area (design and implement)

To facilitate redevelopment and attract users, complete visitor boat dock with fishing pier in the Docks Area Redevelopment Zone. This facility will accommodate visiting boats, fishing and will also serve as an observation structure equipped with wheelchair accessible viewing scopes.

N-12 Visitor boat dock in Jibboom Street Park Site (design and implement)

Complete visitor boat dock with fishing pier adjacent to the Jibboom Street Park site. This facility will accommodate visiting boats to both the park and PG&E building visitor attraction, fishing and will also serve as an observation structure equipped with wheelchair accessible viewing scopes.

Associated Riverfront Projects**West Sacramento****Relocate Rail Spur (design and implement)**

To facilitate future redevelopment (in the 6-15 year time frame) in the Triangle area, relocate RMC Pacific Materials rail spur line in Triangle area to free up riverfront parcels for development.

Lighthouse Dr./5th St./River Rd., Sacramento Ave./C St., Jefferson Boulevard, Capitol Gateway and West Capitol Avenue “Parkway Streets” (design and implement-initial phase)

To promote the integration of riverfront districts and neighborhoods and enhance access to and visibility of the riverfront, design and implement the streetscape improvements to Lighthouse Drive/5th Street/River Road, Sacramento Avenue/C Street, Jefferson Boulevard, Capitol Gateway, and West Capitol Avenue establishing them as “parkway streets.” It is anticipated that more than 5 years will be required to implement all of the parkway streets improvements, and the projects will need to be split into two phases (0-5 and 6-15 years). The City should determine a logical sequence of improvements to coincide with anticipated redevelopment and complementary public space improvements in each of the two phases.

 0 to 5 Years
 Master Plan Actions

As a first step, the City should review and amend if appropriate the landscape development guidelines, PD and Specific Plan requirements, and engineering specifications for the pertinent streets.

Central Park (plan, design)

Plan and design “Central Park”, the public space at the northeast corner of Southport on the south side of the ship channel to initiate the creation of the southern pole of public space on the riverfront. Eventually, when Stone Lock Bluff is implemented, the combination of Central Park, Stone Lock Bluff Park, and Miller Park will create an anchor of public space in this area. Initiate discussions with Port and Corps staff regarding gaining access to the riverfront north and south of Stone Lock.

Redevelop sites between 3rd Street and the river, between I Street Bridge and G Street (plan and implement)

These important blocks in the Washington Area neighborhood are ready for implementation. Infrastructure is in place, and with the extension of the River Walk north to I Street Bridge and the extension of E and F Streets to the levee (both initiatives proposed for phase one), these blocks will be fully connected to the riverfront public space network. Relatively high-density, mixed-use riverfront development is proposed for these blocks. Their development in the near term is critical towards building momentum for the riverfront implementation.

Develop additional infill projects within the Washington Area (e.g., Metro Place) - (plan and implement)

With the success of Metro Place now proven, other blocks in the Washington Area neighborhood can now move forward for similar redevelopment. Several are suitable for redevelopment and close to the river and can follow similar strategies to Metro Place.

Develop Lighthouse Area (design and implement - initial phase)

Long stalled in inaction, the Lighthouse Area is now ripe for development. With housing markets strong and the golf course and river providing desirable amenities, this area can be developed into a high-quality riverfront residential neighborhood. An initial phase of this development should be undertaken in the 0-5 year time frame.

Pioneer Bluff redevelopment area. (planning)

Make the redevelopment of the Pioneer Bluff industrial zone a high priority. Modify planning regulations to begin the transition of the area south of Pioneer Bridge from industrial to its General Plan designation of waterfront mixed-use. Work with landowners and businesses to formulate transition strategies. Consider time tables and incentives to facilitate relocation of industrial uses. Prepare a specific plan for this redevelopment

zone after a number of these steps have been completed, probably towards the end of the 0-5 year time frame.

0 to 5 Years
Master Plan Actions

Sacramento

Complete Crocker Museum Expansion Plan and First Phase Development (design and implement - phase I)

Complete design and implementation of the phase one, 100,000-square-foot expansion of the current museum facility, include larger exhibit space, a cafe, and courtyard, auditorium and offices.

River Road, Richards Boulevard, 7th Street, R Street, and Broadway “Parkway Streets” (design and implement-initial phase)

Design and implement the riverfront district parkway streets in coordination with other ongoing downtown and surrounding district streetscape projects. The parkway street designs will vary according to specific conditions on each corridor and to the progress achieved towards their redesign in other streetscape initiatives. Since it is anticipated that more than 5 years will be required to implement all of the parkway streets improvements, the projects are split into two phases (0-5 and 5-15 years). The City should study a logical sequence of improvements to coincide with anticipated redevelopment and complementary public space improvements in each of the two phases.

Continue I-5 Connectivity Study (planning)

Continue I-5 connectivity studies to other areas as appropriate.

Implement Docks Area redevelopment (planning, design and implementation)

Complete the Docks Area redevelopment. This project includes riverfront mixed use with a residential emphasis and complements a public park at its north and south ends

Complete Railyards Plan (planning and design)

It is anticipated that planning efforts for the Railyards and design efforts for the initial phase of development will be complete within the 0-5 year time frame. Depending on economic factors, development of the initial phase could also begin within this time frame.

Richards Blvd / Waterfront Motel Redevelopment (complete planning, design and implement initial phase)

The City of Sacramento plans to help owners convert the existing lodging facilities to uses that take advantage of the waterfront location, including the development of office or mixed uses.¹ An initial stage of this redevelopment should happen within the 0-5 year time frame.

0 to 5 Years

Master Plan Actions

Major Sports and Entertainment Center (complete planning and design)

Study of the development of a major sports and entertainment center in the vicinity of the Railyards is anticipated to continue within this time frame.

Miller Park Area Infill and Redevelopment (planning)

Review, and if necessary, modify planning regulations to begin the transition of the area around Miller Park from industrial to waterfront mixed-use. Work with landowners and businesses to formulate transition strategies. Consider incentives to facilitate relocation of industrial uses. Prepare specific plan for this redevelopment zone.

Recommended Administrative Actions

In addition to the project-specific actions described above, a series of related administrative actions, studies, and next steps is recommended in order to effectively achieve the vision set forth by the master plan:

- **Declare the Waterfront Advisory Committee’s Role as Riverfront Champion:**
The riverfront needs a champion. The master plan is an ambitious plan that will be implemented over several decades and cost over 92 million dollars for public improvements. It will be subject to shifting public priorities and intense competition for public resources. A champion is required to keep the improvement of the riverfront high on the public agenda and to advocate on its behalf.

The Waterfront Advisory Committee (WAC) was established in January 2001 by interagency agreement to fulfill such a role. The agreement (Appendix A) states:

“The Waterfront Advisory Committee shall provide leadership to the City of West Sacramento and the City of Sacramento on the implementation of the Joint Riverfront Master Plan and the discussion of other critical waterfront issues”.

“The Waterfront Advisory Committee shall have the authority to establish its own annual workplan and meeting schedule, endorse funding efforts when appropriate, provide verbal and/or written support for staff or advocacy group projects and funding applications to sources other than the City of Sacramento and City of West Sacramento, relay relevant information to the full City council as necessary, provide direction to staff on issues and projects, and recommend expenditures related to the functioning of the Waterfront Advisory Committee to each respective City Council as necessary”.

The WAC is empowered to act as the champion for the riverfront master plan, and to guide the City Councils in the allocation of staff and funding resources as required to implement the plan. Following approval of the plan by the two Cities, the WAC should meet to consider the creation of a task force to begin work on the priority projects.

- **Riverfront Task Force:** Create a riverfront implementation task force to be guided by the Waterfront Advisory Committee (WAC) charged with promotion and implementation of riverfront initiatives. This is envisioned as a technical staff-based team made up of city and other local jurisdictions' staff as well as consultants that may be hired by the city for individual projects. State regulatory staff are not envisioned to be part of the task force. The duties of this task force will be to implement the various master plan projects.
- **Funding/Grant Writing Task Force:** Create a funding / grant-writing task force specifically focused on riverfront public improvements projects.
- **Impact Fee Programs:** Amend existing impact fee programs and adopt new impact fee programs to include riverfront improvements.
- **Improvement Fee Districts:** Create improvement fee districts for riverfront development zones as described in the master plan - Appendix A.
- **Update Park Impact Fees:** update Park Impact Fees to ensure that development in remaining redevelopment zones has equitable share of contribution to regional improvements along the riverfront.
- **Riverfront Operations and Management Plan:** Prepare an operations and management plan for riverfront public space. Define operations and maintenance functions and the cost of on-going operations so that agency and maintenance district budgets can be planned accordingly.
- **Riverfront Recreation, Events and Festivals Programming Plan:** Prepare a programming plan that defines the recreation activities and programs for the riverfront public open space. Develop a program of events and festivals for the various public spaces along the riverfront. This program should build on existing festivals and expand according to space available and anticipated new public space.
- **JPA for Public Safety Coordination:** Examine the creation of a JPA function to regulate public safety on the river and riverfront.

 0 to 5 Years
 Master Plan Actions

- **SACOG Community Design Funding Program:** Coordinate the creation of a separate category within SACOG’s Community Design Funding Program specifically for riverfront improvements.
- **Parking Supply and Management Study:** Initiate a parking supply and management study that strives to provide a balance of on- and off-street parking, reducing the overall amount of parking need through transit encouragement, and encouraging shared and structured parking facilities.
- **Renegotiate Joint Use of Parking Under Pioneer Bridge:** The City of Sacramento should renegotiate the joint use of parking facilities recently built under the Pioneer Bridge for weekend and Holiday use.
- **Link Plan to Design of Intermodal Center:** The City of Sacramento should initiate a study to link the Riverfront Master Plan to the new intermodal facility project to ensure mutual benefit and maximum public connectivity.
- **Detailed Study for Jibboom Street Viaduct and I Street Bridge Connection:** The City of Sacramento should initiate a Study for the redesign of the Jibboom Street Viaduct and the future connection to the I Street Bridge that does not form a barrier across the proposed Railyards Park.
- **State Buildings Public Use Enhancement:** Work with the state to ensure that restaurants and other retail establishments in State buildings near the riverfront are open to the public on evenings and weekends.
- **Riverfront Design Guidelines:** Develop riverfront design guidelines detailing master plan initiatives for public space design. These guidelines should include: Detailed plant lists for natural, semi-natural and formal areas, hardscape materials and detailing, signage, lighting and site furnishings as well as detailed guidelines for waterfront memorials.
- **Native American Medicinal Landscape:** Either through guidelines or specific project initiative, site and plan a Native American Medicinal Landscape as described in the master plan.
- **Historic Structure Survey:** The Cities should conduct a survey of all historic structures along the riverfront to better understand their significance and incorporate them accordingly into future improvements as well as ensuring their preservation and protection.

- **Opportunity Sites Design Guidelines:** Prepare design guidelines for the opportunity sites building on master plan initiatives. Design guidelines should address both public space & facilities as well as private development.
- **Opportunity Sites Developer RFQ's:** Issue developer RFQs/RFPs for the development of the four opportunity sites. The potential candidates should be asked to respond to the intent of the master plan and the subsequent design guidelines described above.
- **Opportunity Sites Infrastructure Cost Estimates:** Analyze infrastructure improvements needs to accommodate new development and the associated costs for such infrastructure.
- **Public Art and Interpretive Program Plan:** Develop a public art program for the riverfront as well as the definition of interpretive theme zones.
- **River Conservancy:** Explore the creation of a regional conservancy to provide funding for riverfront projects. Examine other conservancies within California and nationally, and meet with elected officials to discuss possible state enabling legislation.
- **Amend General Plans:** Amend General Plan for both Cities to reflect changes proposed by the master plan related to land use, public space, circulation, etc.
- **Amend Central City Community Plan:** Amend Sacramento's Central City Community Plan to reflect changes proposed by the master plan related to land use and policy changes.
- **Amend Bikeway Master Plans:** Amend the Bikeways Master Plans for both cities to reflect circulation changes proposed by the master plan.
- **Amend Parks Master Plans:** Amend both Cities' Parks Master Plans to reflect Master Plan changes as needed.
- **Amend Sacramento River Parkway Plan:** Amend the Sacramento River Parkway Plan to reflect master plan changes as required.
- **Amend Traffic/Transportation Plans:** Amend the traffic / transportation plans for both cities to reflect changes proposed by the master plan.

MID-TERM PROJECTS (6-15 YEARS MASTER PLAN ACTIONS)

Joint Priority Public Projects

C-1 Add pedestrian access to lower level of I Street Bridge (implement)

This project to add expanded pedestrian and bike facilities to I Street Bridge is another critical link in the central loop and one for which no significant planning efforts have been undertaken. A key challenge of this project is the private ownership of the bridge by the railroad. This is another crucial, high-priority project to be moved forward by both cities. The cities should appoint a separate task force to ensure that the planning, permitting, design and funding of this project is given high priority. The plan anticipates that focused attention given to these tasks will permit the initiation of construction early in the 6-15 year period.

C-2 Paint and light I Street Bridge (plan, design, and implement)

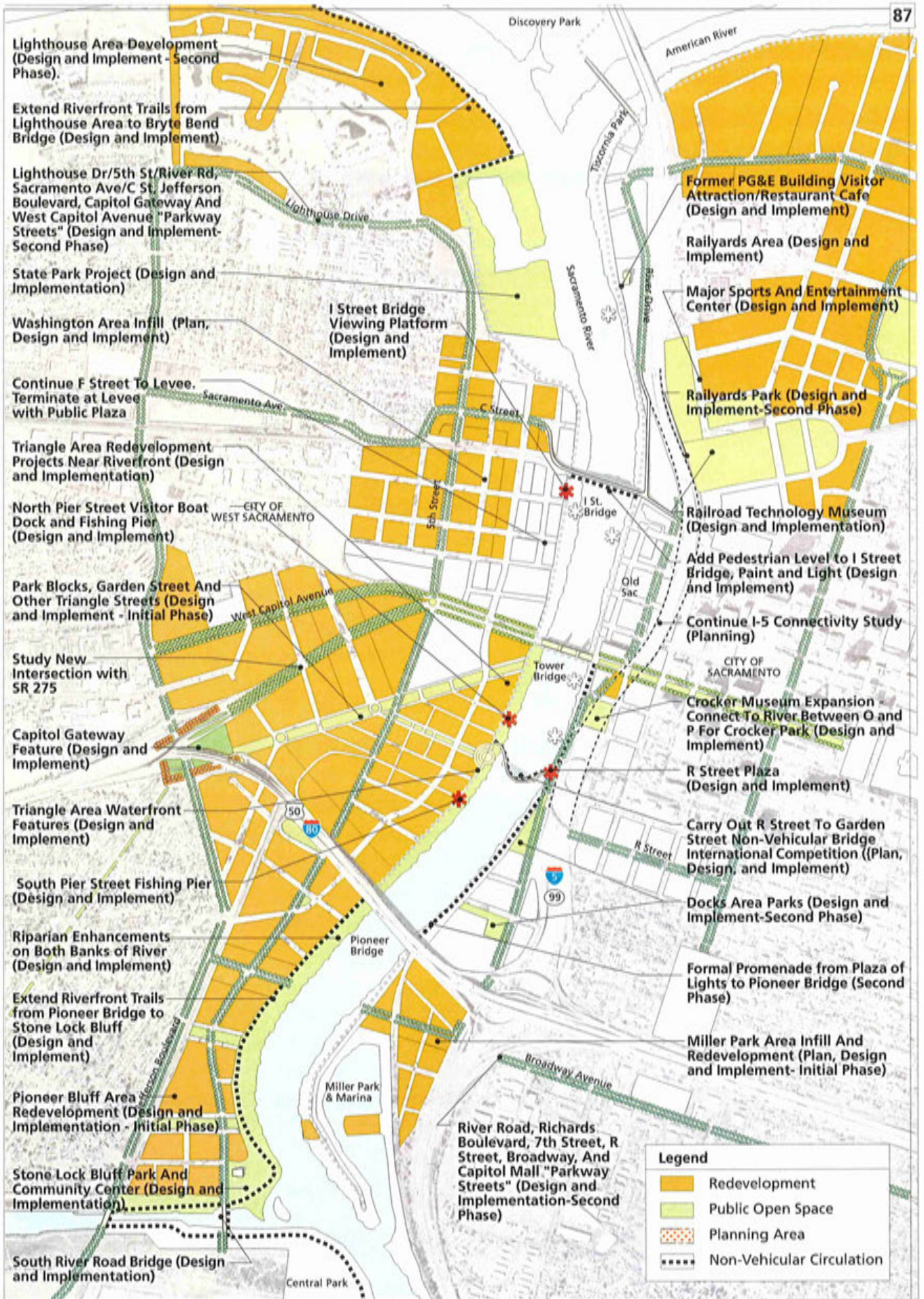
For maintenance purposes as well as aesthetic reasons, I Street Bridge will be repainted and highlighted with dramatically lighting. This bridge is an important link and visual feature in the Central Loop.

C-4 “R” Street to Garden Street Pedestrian Bridge (Design Competition, Implement)

Hold an international design competition for the new pedestrian bridge connecting R Street on the Sacramento side, to Garden Street in the Triangle area on the West Sacramento side. This project is an important piece of the central loop and key to the success of the public space network, as well as to the success of redevelopment initiatives on both sides of the river. The project should be launched by holding an international competition of innovative yet cost effective concepts focussing on the creation of a new identity element for the new century which is respectful of and complementary to the Tower Bridge.

G-1,G-2 G-4, Riparian enhancements on east and west banks of River (design G-5, G-7 and implement)

Enhancements to both the east and west banks will take place the entire length of the riverfront. These enhancements will involve the removal of invasive and aggressive species while reintroducing plants native to the Sacramento River. These actions will improve ecological quality, bank stabilization and landscape aesthetics.



6 to15 Years

Master Plan Actions

West Sacramento Priority Public Projects

C-6 Extend riverfront trails from Lighthouse Area to Bryte Bend Bridge (design and implement)

Extend pedestrian and bicycle paths north from Lighthouse Area to the Bryte Bend Bridge, creating a continuous connection the entire length of the West Sacramento riverfront.

C-7 Extend riverfront trails from Pioneer Bridge to Stone Lock Bluff (plan, design and implement)

Extend pedestrian and bicycle paths south from the proposed riverwalk promenade at Pioneer Bridge (see C-10) to create a continuous connection from the Lighthouse area to Stone Lock Bluff, almost the entire length of the West Sacramento riverfront.

P-2 “I” Street Bridge Viewing Platform (design and implement)

Construct a viewing platform associated with the West Sacramento Riverwalk promenade for viewing of the historic “I” Street Bridge as it swings open to permit watercraft to pass.

P-3 to P-7 Triangle Area waterfront features (design and implement)

Complete the amphitheater and other waterfront features within the Triangle area riverfront including the Triangle pedestrian plaza, Garden Street pedestrian plaza, Triangle public steps, and the Triangle terrace. These central public space features and will serve as major catalysts to redevelopment in the Triangle. In conjunction with the River Walk and the R Street to Garden Street bridge, an important part of the Triangle area public space network will be in place, thus completing the central zone public loop south of Tower Bridge.

N-1 South Pier Street Fishing Pier (design and implement)

Complete the fishing pier at the end of South Pier Street to provide added public amenity in this area and to complement adjacent redevelopment activity. This fishing pier will also serve as an observation structure and will be equipped with wheelchair accessible viewing scopes.

N-2 E Street Fishing Pier and Boat Dock (implement)

To facilitate redevelopment in this area and to create high-quality public space, add a public fishing pier and visitor boat dock at the end of E Street.

N-3 North Triangle Visitor Boat Dock and Fishing Pier (design and implement)

To facilitate and complement redevelopment in the Triangle area, this high-quality public space feature will include a public fishing pier at the end of North Pier Street. The fishing pier will also serve as an observation structure and will be equipped with wheelchair accessible viewing scopes.

Sacramento Priority Public Projects

C-14 Promenade-“R”Street Plaza to Pioneer Bridge (design and implement second phase)

Design and implement second phase of the riverfront promenade from the proposed “R” Street Plaza to the Pioneer Bridge. This segment will connect the Docks Area Redevelopment Zone with a high quality urban promenade that mirrors the West Sacramento network.

P-8 Docks Area parks (design and implement-second phase)

Complete the parks on the north and south ends of the Docks Area. The north park is an extension of the plaza where the R Street to Garden Street bridge begins and the south park serves as a separator between the new development in the Docks Area and the city facilities to the south.

P-9 Railyards Park (implement-second phase)

Implement the Railyards Park, providing a major public space to the waterfront and an important catalyst for redevelopment of the Railyards. As the area’s central public space, the park will extend to the interior of this development, connecting it to the riverfront. The park will encompass the old Central Shops-future site of the expanded Railroad Museum.

P-10 PG&E building visitor attraction / restaurant-cafe (design and implement)

Develop the visitor attraction with restaurant-cafe in the former PG&E building. This development will include raising the ground floor up to the level of the levee for improved orientation to the river. This facility will provide a major anchor and destination to the riverfront and will be an important complement to the Jibboom Street Park.

6 to 15 Years

Master Plan Actions

P-12 “R” Street Plaza (design and implement)

Design and implement the “R” Street Plaza, terminus for the “R” to Garden pedestrian bridge (see C-4 : 6 to 15 Years). This riverfront feature is envisioned as being character to the existing Plaza of Lights.

Associated Riverfront Projects**West Sacramento****Park Blocks, Garden Street, and other Triangle streets (design and implement - initial phase)**

The Triangle Specific Plan calls for a system of new streets in the Triangle Area. The general concept for those streets has not changed; however, some refinements may occur to better conform to ownership patterns and City street standards. An initial phase of streets near the waterfront should be developed in this phase, including the Park Blocks, Garden Street and others. This will provide important infrastructure to facilitate redevelopment in this district.

Lighthouse Dr/5th St/River Rd, Sacramento Ave/C St, Jefferson Boulevard, Capitol Gateway and West Capitol Avenue “Parkway Streets” (design and implement-second phase)

Complete the remainder of the parkway streets that were not constructed in the initial phase. The sequencing of these projects will coincide with anticipated redevelopment and complementary public space improvements during this time frame.

Stone Lock Bluff park and community center (design and implement)

The wastewater treatment plant will be phased out during this time frame freeing up the land for development of the Stone Lock Bluff Park, community center, and restaurants, which will serve as an important public space anchor for the Pioneer Bluff redevelopment area.

South River Road bridge (design and implement)

Complete the South River Road bridge across the lock channel to connect the Pioneer Bluff area and Southport with pedestrian, bicycle and vehicular access.

Central Park (implement)

Implement “Central Park” public space at northeast corner of Southport on south side of ship channel to initiate the augmentation of the southern pole of public space on the riverfront. Eventually, when Stone Lock Bluff is implemented, the combination of

Central Park, Stone Lock Bluff Park, and Miller Park will create a significant aggregation of public space in this area.

6 to 15 Years
Master Plan Actions

Capitol Gateway feature (design and implement)

Complete the gateway park feature at the junction of SR 275, Hwy 50 and Jefferson Boulevard. This will serve as an important announcement of the final approach to Capitol Mall as well as an anchor to the open space network in this district.

State Park project (design and implement)

If the state park project in West Sacramento's northern waterfront gains approval, implement it in this phase. It will serve as an important public space anchor in the northern part of the study area and will be critical towards creating an enhanced ecological zone.

Triangle area redevelopment projects near riverfront (design and implement)

Initiate redevelopment projects within the area from Tower Bridge to Garden Street—from the riverfront to 5th Street. The development of this zone will spark a successful riverfront neighborhood. The public space improvements described above will attract private investment to this area.

Washington Area infill (e.g. Metro Place). (planning, design and implement)

To capture momentum from the early success of Metro Place and to help create a more vital riverfront neighborhood, encourage additional similar projects.

Lighthouse area development (design and implement - second phase).

Complete the balance of this development creating a full neighborhood on the northern riverfront.

Pioneer Bluff area redevelopment (design and implement - initial phase)

Redevelop an initial phase of the Pioneer Bluff district focusing on the riverfront and River Road.

Sacramento

River Road, Richards Boulevard, 7th Street, R Street, Broadway, and Capitol Mall "Parkway Streets" (design and implement —second phase)

Continue the design and implementation of the parkway streets network, completing them within this phase.

Crocker Museum Expansion - Connect to river between O and P for Crocker Park (design and implement)

It is anticipated that the Crocker Museum expansion will be completed in this phase including the decking over of I-5 to create a continuous park to the river.

Railroad Technology Museum (design and implement)

The new railroad technology museum proposed for the Central Shops buildings is anticipated to be completed within this phase. This project along with the Railyards Park will serve as a strong anchor for the Railyards district.

Continue I-5 Connectivity Study (planning)

Continue I-5 connectivity studies to other areas as appropriate. Initiate feasibility studies for more extensive under-grounding of downtown segment of freeway.

Miller Park Area Infill and Redevelopment (planning, design, and implement-initial phase)

Redevelop and infill a portion of the area around Miller Park with mixed-use development, phasing out the industrial uses. Extent and sequencing of this development will depend on market conditions.

Major Sports and Entertainment Center (design and implement)

The development of a major sports and entertainment center in the vicinity of the Railyards is anticipated within this time frame.

Railyards Area (design and implement)

A significant portion of the development of the Railyards area is anticipated within this time frame. The pace and sequencing of this development will depend largely on market conditions.

LONG-TERM PROJECTS (16 + YEARS MASTER PLAN ACTIONS)

I-5 Downtown Connectivity / Decking / Undergrounding (plan, design and implement)

A long-term “vision” project calls for eliminating the barrier effect that I-5 has to riverfront access by depressing I-5 from its current depressed segment south of Capitol Mall northward under the UP mainline to just south of the water treatment plant where it would climb to its current level over Richards Boulevard and the American River. This long-term proposal would be tied to the future need to improve I-5 through Downtown Sacramento to accommodate an anticipated 50 percent growth in traffic volume by 2025. The Metropolitan Transportation Plan (MTP) includes widening of I-5 through the downtown area to accommodate carpool lanes by 2020. Given the long-term nature of this MTP project, Caltrans would not begin the study of I-5 improvements through downtown for some time. It is recommended that when such studies are undertaken, the concept of depressing I-5 be included. Until that time, it will be critical that a new development immediately adjacent to I-5 in the Railyards area not preclude the ability to implement such a project. Likewise, the reconstruction of the Richards Boulevard/I-5 interchange, planned by 2008, should also not preclude the ability to eventually depress I-5 through the Railyards area.

Study Realignment of Jibboom Street Through Railyards Area (plan, design and implement)

Alongside the barrier of I-5 is found a similar obstruction: the Jibboom Street Viaduct. This structure visually and psychologically separates the Railyards area from the River. Although the proposed Railyards Park will pass underneath the Viaduct in earlier implementation stages, completely opening up the Park to the River’s edge would further connect Old Sacramento to the Railroad Technology Museum. Although the resolution of this rerouting will be the subject of a detailed study, one possibility is that traffic on Jibboom Street could be diverted through the now underway Railyards Redevelopment Area, around the Railyards Park and reconnect to the I Street Bridge and existing Sacramento streets.

Light Rail Extension towards Southport (plan, design and implement)

Depending on the progress of development in the Southport area and the progress of redevelopment in the Pioneer Bluff area, conduct a study of a light rail extension to the south. If densities warrant, this will be a significant enhancement to transit networks.

16 Plus YearsMaster Plan Actions

Pioneer Bluff redevelopment (plan, design and implement - second phase)

Redevelop the remainder of the Pioneer Bluff district creating a complete new riverfront neighborhood.

Miller Park Area Infill and Redevelopment (plan, design and implement-second phase)

Redevelop and infill the remaining portion of the area around Miller Park with mixed-use development phasing out the industrial uses. The pace of completion of this development will depend on market conditions.

Broadway / Pioneer Bluff bridge (plan, design, and implement)

Complete a multi-use (vehicular, pedestrian, and bicycle) bridge as an extension of Broadway, crossing the river and connecting to Pioneer Bluff. This bridge will greatly enhance the connectivity between the neighborhoods on either side of the river.

Richards Boulevard non-vehicular bridge (plan, design, implement)

Construct a new Richards Boulevard bridge for pedestrian and bicycle use connecting from the Richards Boulevard hotel/commercial area across the river to the proposed marina and state park on the West Sacramento side, completing an important component of the circulation and public space networks for the northern area.

Non-vehicular bridge suspended from Pioneer Bridge (plan, design, implement)

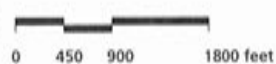
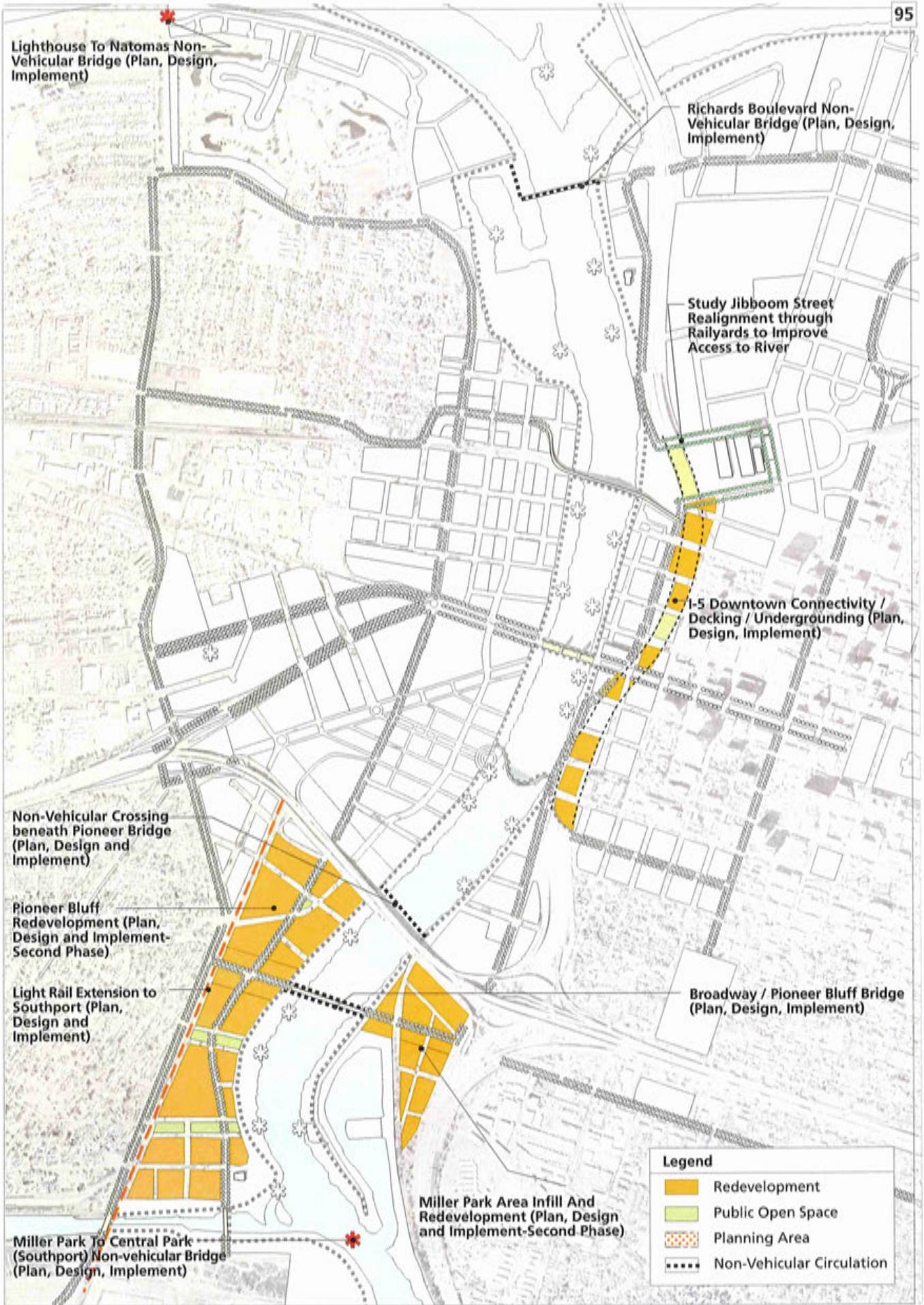
Construct a new non-vehicular bridge suspended from the existing Pioneer Bridge to provide pedestrian and bicycle connectivity in the southern riverfront.

Lighthouse to Natomas non-vehicular bridge (plan, design, implement)

An additional bridge may be desirable in the northern area connecting from the Lighthouse district across the river to the north towards Natomas. At this time, it is envisioned as a non-vehicular bridge.

Miller Park to Central Park (Southport) non-vehicular bridge (plan, design, implement)

An additional bridge may be desirable in the southern area connecting from Miller Park across the river to Central Park at the northeast corner of the Southport area. At this time, it is envisioned as a non-vehicular bridge.



FUNDING the PLAN

As detailed in the Implementation chapter, full implementation of the master plan update will require construction of numerous public capital improvement projects that will enhance the riverfront for residents, businesses, and visitors. The purpose of this chapter is to summarize the priority public projects, their costs and anticipated timing, and the funding sources targeted to pay for the improvements. This chapter does not go into detail on how to pay for maintenance and operating costs associated with new riverfront improvements and/or programming, although it does acknowledge the need for new maintenance and operation funding and introduces some ideas that should be more fully explored.

PRIORITY PUBLIC PROJECTS

Table 1A summarizes the riverfront priority public projects that are recommended for construction in the 0 to 15-year time frame. The table breaks the improvements into several categories, including Joint Projects for which the two cities will collaborate to secure funding and manage construction, and West Sacramento and Sacramento projects, for which the respective cities will take primary responsibility.

The estimated cost for each improvement is listed in the second column of the table¹. Next, the third column identifies the riverfront master plan update theme that each project addresses and also includes a distinct number. For example, project C-1 is the first project that addresses the master plan theme of “Connectivity.” The last two columns of the table distribute estimated total cost for each project according to the anticipated project timing. For some projects, initial work would be performed within the 0-5 year time frame and completion is anticipated for the 6-15 year time frame. It should be noted that all of the projects listed on Table 1A are considered “high” priority for implementation; however, as indicated in the funding schedule, practical constraints may limit the ability to implement certain projects until the 6-15 year time period. For example, although the pedestrian improvements to the “I” Street Bridge are of key importance to the master plan update, it is recognized that at most, planning, design, and permitting for this project can be completed within 0-5 years, and the actual construction would not occur until the 6-15 year time frame.

¹ Please see Appendix E for detailed cost assumptions.

Priority Public Projects (0 to 15 years)
Sacramento Riverfront Master Plan

Table 1A: Priority Public Project Costs

07/10/03

Joint Projects	Total Cost	Riverfront Themes*	Cost by Project Timing	
			0-5 Years	6-15 Years
Central Loop Bridge Improvements				
"I" Street Bridge - Improve pedestrian/bike access and connections	\$12,200,000	C-1	\$3,700,000	\$8,500,000
"I" Street Bridge - Painting and lighting, and deferred maintenance	\$10,000,000	C-2		\$10,000,000
Tower Bridge - Improve pedestrian/bike access and connections	\$8,700,000	C-3	\$8,700,000	
"R" Street to Garden Street Pedestrian Bridge Design Competition	\$1,000,000	C-4		\$1,000,000
Riparian Enhancements - W. Sacramento side				
Riverfront Park Edge - "E" St. to "I" St. Bridge	\$120,000	G-1		\$120,000
"I" Street Bridge to Lighthouse	\$2,670,000	G-2		\$2,670,000
Tower Bridge to Garden Street	\$900,000	G-3	\$900,000	
Garden Street to Pioneer Bridge	\$1,150,000	G-4		\$1,150,000
Pioneer Bridge to Stone Lock Bluff Park/South River Road Bridge	\$3,920,000	G-5		\$3,920,000
Riparian Enhancements - Sacramento side				
"I" Street Bridge to R Street Plaza	\$1,540,000	G-6	\$600,000	\$940,000
"R" Street Plaza to Miller Park	\$1,540,000	G-7		\$1,540,000
Subtotal-Shared	\$43,740,000		\$13,900,000	\$29,840,000
West Sacramento				
Riverfront Circulation				
<i>Riverfront Trails</i>				
"I" Street Bridge to Lighthouse	\$705,000	C-5	\$705,000	
Lighthouse to Bryte Bend Bridge	\$705,000	C-6		\$705,000
Pioneer Bridge to Stone Lock Bluff Park/South River Road Bridge	\$960,000	C-7		\$960,000
<i>Formal Promenades</i>				
E Street to "I" Street Bridge	\$250,000	C-8	\$250,000	
Tower Bridge to Garden Street	\$950,000	C-9	\$950,000	
Garden Street to Pioneer Bridge	\$1,320,000	C-10	\$1,320,000	
Open Space/Landscape Enhancements				
Riverfront Park Completion - "E" St. to "I" St.	\$510,000	P-1	\$510,000	
"I" St. Bridge Viewing Platform	\$140,000	P-2		\$140,000
Waterfront Features				
Triangle Amphitheater	\$1,360,000	P-3		\$1,360,000
Pedestrian Plaza - Triangle	\$90,000	P-4		\$90,000
Pedestrian Plaza - Garden Street	\$310,000	P-5		\$310,000
Triangle Public Steps	\$1,010,000	P-6		\$1,010,000
Triangle Terrace	\$4,640,000	P-7		\$4,640,000
Piers/Docks				
Pier - South Triangle	\$460,000	N-1		\$460,000
Pier/Visitor Boat Dock - "E" Street (**)	\$1,100,000	N-2	\$550,000	\$550,000
Pier/Visitor Boat Dock - North Triangle	\$1,100,000	N-3		\$1,100,000
Street Extensions				
"E" Street to Levee (**)	\$960,000	N-4	\$480,000	\$480,000
"F" Street to Levee	\$960,000	N-5		\$960,000
Subtotal-West Sacramento	\$17,530,000		\$4,765,000	\$12,765,000

Notes:

**Assumes 50 percent grant participation by State Department of Boating and Waterways and/or Fish and Game. 0-5 year column shows commitment of local "identified funds" and 6-15 year column assumes funding from state grants sources. The City of West Sacramento would likely only fund planning and design of the Pier/Visitor Boat Dock at "E" Street in the 0-5 year time frame if outside grant funds are not obtained.

Shaded cells indicates 0-5 year projects that could be funded relying only on local "identified funds" shown in Table 1B. Securing Proposition 50 funding as indicated on Table 1B would allow construction of all projects designated for the 0-5 year time frame.

Priority Public Projects (0 to 15 years)
 Sacramento Riverfront Master Plan
Table 1A: Priority Public Project Costs, continued

7/10/03

Sacramento	Total Cost	Riverfront Themes*	Cost by Project Timing	
			0-5 Years	6-15 Years
Riverfront Circulation				
<i>Riverfront Trails</i>				
"I" Street Bridge to Discovery Park	\$940,000	C-11	\$940,000	
Pioneer Bridge to Miller Park	\$470,000	C-12	\$470,000	
<i>Formal Promenades</i>				
Plaza of Lights to "R" Street Plaza	\$3,200,000	C-13	\$3,200,000	
"R" Street Plaza to Pioneer Bridge	\$1,300,000	C-14	\$550,000	\$750,000
Old Sac Promenade to "I" Street Bridge Reconfiguration	\$960,000	C-15	\$960,000	
Open Space/Landscape Enhancements				
Docks Area Parks - North and South	\$3,080,000	P-8	\$1,000,000	\$2,080,000
Railyards Park	\$7,700,000	P-9	\$1,540,000	\$6,160,000
Silt Diverter @ Miller Park Boat Ramp	\$1,020,000	N-6	\$1,020,000	
Jibboom Street Park				
Building Retrofit and Riverside Terrace	\$3,840,000	P-10		\$3,840,000
Jibboom St. Park	\$1,850,000	P-11	\$1,850,000	
Paint Jibboom St. Viaduct Railing and Structure	\$2,500,000	N-7	\$2,500,000	
Waterfront Features				
R Street Plaza	\$1,060,000	P-12		\$1,060,000
Piers/Docks				
Fishing Pier - North of Tower Bridge	\$920,000	N-8	\$920,000	
Fishing Pier - South of Tower Bridge	\$460,000	N-9	\$460,000	
Visitor Boat Dock - South of Tower Bridge	\$1,100,000	N-10	\$1,100,000	
Visitor Boat Dock - Docks Area	\$1,100,000	N-11	\$1,100,000	
Visitor Boat Dock- Jibboom Street Park Site	\$1,100,000	N-12	\$1,100,000	
Subtotal-Sacramento	\$32,600,000		\$18,710,000	\$13,890,000
GRAND TOTAL, RIVERFRONT	\$93,870,000		\$37,375,000	\$56,495,000

Notes:

Shaded cells indicates 0-5 year projects that could be funded relying only on local "identified funds" shown in Table 1B. Securing Proposition 50 funding as indicated on Table 1B would allow construction of all projects designated for the 0-5 year time frame.

See Appendix D for detailed cost estimates and references.

***Key to Riverfront Themes**

- C = Establishing a Web of Connectivity
- G = Enhancing the Green Backbone of the Community
- P = Creating Places for Celebration
- N = Creating Riverfront Neighborhoods and Districts

Sources: WRT, LLC.; City of Sacramento; City of West Sacramento; BAE.

As shown in Table 1A, Joint Projects total about \$44 million in costs. Of this, projects costing about \$14 million are scheduled for the 0-5 year time frame, and improvements worth about \$30 million are scheduled for the 6-15 year time frame. Individually, Table 1A targets about \$15 million in improvements for West Sacramento and about \$21 million for Sacramento in the 0-5 year time frame. In the 6-15 year time period, the table identifies about \$3 million in improvements for West Sacramento and \$10 million for Sacramento.

Projects Targeted for Use of Local “Secured” Funds

A number of the projects listed in Table 1A have been targeted for use of local secured funds, as indicated in the column labeled “Funding Secured.” Secured funds are monies that either West Sacramento or Sacramento have in their control at this time and can commit to riverfront improvements in the next 0-5 years. The plan targets the use of approximately \$23 million² in secured funds to help pay for projects with costs totaling approximately \$28 million during the 0-5 year time period. In the absence of any other outside funding assistance (e.g., contributions from other agencies, grants, etc.), the shortfall would likely need to be covered by deferring actual construction of some improvements until the 6-15 year time period, but undertaking planning and design for those improvements in the 0-5 year time period. The Joint Financing Strategy, below, discusses methods that the two cities can use to collaborate and leverage their secured funds to obtain additional funding to pay for the remaining project costs.

JOINT FINANCING STRATEGY

This section briefly discusses options for the Cities of West Sacramento and Sacramento and other agencies with riverfront jurisdiction to collaborate on financing riverfront improvements. As discussed above, after accounting for current secured funds that can be committed to riverfront improvements, there is still a funding gap of approximately \$69 million for the priority listed in Table 1A. In addition, there are other important riverfront improvements that will likely require more than 15 years for implementation that will require additional funds. This joint financing strategy calls for coordination as a means to facilitate the individual and collaborative actions of different agencies that will be necessary to generate the funding to required for master plan implementation.

Short Term Strategy

In the short term, the most important aspect of a joint riverfront improvement financing strategy is for the cities of Sacramento and West Sacramento to proceed based on the shared vision articulated in the master plan and the road map for implementation

that the plan provides. During implementation, it will be critical that the two cities coordinate their efforts to secure and expend funds necessary to implement the plan. Following is a discussion of several key short-term financing activities.

Commit “Secured” Local Funding for 0-5 Year Period

In the short term, there is a great deal of interest in implementing various riverfront improvements. Fortunately, as mentioned above, there are limited sources of local “secured” funds that can be committed to finance riverfront improvements within the next five years. As shown in Table 1B, between them, the Cities of West Sacramento and Sacramento are capable of committing limited funding that has already been secured to priority public projects on the riverfront during the next five years. This master plan update proposes that the two cities commit these funds to riverfront implementation projects, as the first piece of the funding package for master plan implementation. This is recommended based on the recognition that installing certain key public improvements in the short term will likely serve as a catalyst for private development along both sides of the river. In addition, by constructing key projects early on, the cities will show the public that their efforts to participate in the master plan update process are paying off by producing some visible “wins” toward master plan implementation. Therefore, it is desirable for the two cities to make some early investments in riverfront improvements with the idea that, if necessary, some of these expenditures could eventually be reimbursed once new development in adjacent areas begins generating fee revenues.

One option to manage short term financing needs that has not been incorporated into Table 1B is asking developers to make up-front investments in public improvements beyond their basic obligations, to be reimbursed by future development or by issuing credits against obligations associated with future development. This mechanism may be useful to advance construction of public improvements concurrent with specific private development projects with which they are associated.

Appendix B contains a more complete description of various local “secured” funds that can be committed to riverfront improvements.

Identify and Pursue Joint Funding Opportunities

Collaboration between the two cities has been an important theme of the master planning process. The public has strongly endorsed the concept that the two cities must pool resources and cooperate to improve the riverfront. In order to build the momentum for that cooperation, the two cities must immediately work together, and with other agencies, to identify and then fund joint projects that will benefit both sides of the river.

² West Sacramento’s commitment of Tax Increment funds over the 0-5 year period is contingent upon continued availability of annual tax increment flows to the West Sacramento Redevelopment Agency during the next five years. Should state budget cuts impact local redevelopment finance, riverfront funding commitments may have to be reduced.

Priority Public Projects (0 to 15 years)
Sacramento Riverfront Master Plan

Table 1B: Funding for Priority Public Projects

	Total	Project Timing		Responsible Agencies
		0-5 Years	6-15 Years	
GRAND TOTAL, RIVERFRONT PROJECT COSTS, TABLE 1A	\$ 93,870,000	\$ 37,375,000	\$ 56,495,000	
FUNDING SOURCES (See descriptions of funding sources in Appendix A)				
Identified Funds		0-5 Years	6-16 years	
Transportation Grants - Tower Bridge Funding		\$7,000,000		City of Sacramento/City of W. Sacramento
Capital Improvements Program (Measure J/K Funds)		\$1,500,000		City of West Sacramento
Tax Increment - West Sacramento		\$3,860,000		City of West Sacramento
Tax Increment - Sacramento		\$4,000,000		City of Sacramento
Proposition 40 Per Capita - Sacramento		\$2,400,000		City of Sacramento
Proposition 40 Per Capita - W. Sacramento		\$225,000		City of West Sacramento
Proposition 40 River Opportunity Fund		\$3,000,000		City of Sacramento
Proposition 13 / Utilities Fund		\$750,000		City of Sacramento
Proposition 12 Per Capita		\$100,000		City of Sacramento
Subtotal		\$22,835,000	\$0	
Prop. 50 Needs to Fund Balance 0-5 Year Projects		\$14,540,000	\$0	(Total 0-5 Year Costs from Table 1-A, Minus Identified Funds)
Proposition 50 Funding Estimate		\$ 20,000,000		City of Sacramento/City of W. Sacramento/SAFCA/Sacramento County
Balance of Prop. 50 Funding Available to Accelerate 6-15 Year Projects		\$ 5,460,000		
Total 5-16 Year Project Costs			\$56,495,000	(Total 6-15 Year Costs from Table 1-A)
Total Outstanding Funding Needs After Allocating Full Prop. 50 Funding Estimate			\$51,035,000	(To be funded from potential sources listed below)
Potential Local Sources				
Developer Contributions		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Modifications to Existing Fee Programs		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Sacramento County Measure A Reauthorization		\$ t.b.d.	\$ t.b.d.	City of Sacramento
New Impact Fee Programs		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
New Assessment Districts		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Subtotal		\$ t.b.d.	\$ t.b.d.	
Potential Grant Funding Sources				
Sacramento Area Council of Governments Community Design Funding Program		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Department of Boating and Waterways (Docks)		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Department of Fish and Game (Piers)		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
State and Federal Transportation Grants		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Army Corps of Engineers (possible contributions for Miller Park Silt Diverter)		\$ t.b.d.	\$ t.b.d.	City of Sacramento/City of W. Sacramento
Subtotal		\$ t.b.d.	\$ t.b.d.	

Sources: City of Sacramento; City of West Sacramento; BAE.

The Cities of West Sacramento and Sacramento, through their cooperation on the Tower Bridge pedestrian enhancements project, have demonstrated that they are comfortable with the concept of sharing responsibility for connections between the two cities. The two cities should continue to follow this model as they prepare to move forward to seek funding for priority public projects that cannot be funded entirely with local “secured” funds. In fact, the two cities and the Sacramento Area Flood Control Agency (SAFCA) have already initiated this process, by collaborating on a joint proposal to obtain funding allocations of funding from State Proposition 50. The cooperating agencies are preparing to request allocation of Proposition 50 funding for a package of riverfront improvements that includes the priority public projects in Table 1A and also includes some projects along the lower American River. Should the cooperating agencies be successful in their funding allocation request, the additional Proposition 50 funding would potentially allow the two cities to provide funding for most of the \$27 million gap between cost of priority public projects proposed for the 0-5 year period and the local secured funds that can be committed at this time to riverfront improvements. Still, approximately \$7 million in additional revenues would need to be secured from other funding sources. The lower part of Table 1B lists a number of potential funding sources to close this gap, including other potential grant funding sources and other potential locally-controlled funds. Appendix B contains descriptions of such potential funding sources.

Although discussed specifically in regard to Proposition 50 funding, this model for coordination makes sense for other funding sources as well. The two cities and SAFCA, along with other regional agencies, must evaluate funding opportunities on an ongoing basis and make strategic decisions regarding which funding sources to pursue, and the best method of applying for those funds. In some cases, it will be advantageous for the individual agencies to apply for grants, and in other cases, for the agencies to make joint applications.

Given the regional significance of the Sacramento riverfront, the cities should explore expanding partnerships with their respective counties to provide joint funding for riverfront amenities, such as boating facilities, parks, and greenways. For example, under the funding formulas established for per capita grant portion of Proposition 40, the cities and counties combined would have access to over \$5 million in funding that could potentially be directed to improvements benefiting residents of both counties. Without the participation of the counties, the available funds would be much less.

Long-Term Strategy

Fully Develop Local Capital Funding Mechanisms

In establishing an overall funding program for riverfront improvement, it will be necessary for the two cities to establish new sources of locally controlled funds that can be dedicated toward riverfront improvements. To do so, the cities will need to firmly link riverfront development with master plan improvements, by updating existing fee programs and adopting new fee programs. In addition to local fee programs, it is recommended that the two jurisdictions also consider mechanisms such as the establishment of assessment districts, incorporating riverfront circulation improvements into the project list for Sacramento County's Measure A (transportation sales tax over-ride) reauthorization, and obtaining developer contributions in conjunction with new development projects.

Clearly, the private sector must be called upon to help fund riverfront improvements. At the same time, the Cities should consider the timing and location of planned private developments to correspond with specific public improvements so a critical mass of public and private investments to create the desired catalyst effect and add economic value to the riverfront location. Riverfront improvements will help make subsequent development projects more economically attractive and more feasible for the private sector to shoulder a share of the public improvement costs.

Having sources of locally controlled money will provide a known core of funding for key improvements that can be anticipated during the implementation period, as the riverfront area develops. These locally controlled funds can serve as the local match or "leverage" to obtain outside grant funds that can assist with implementation. Appendix B contains a listing and descriptions of various local funding mechanisms that could potentially be developed to benefit the riverfront.

Expand Cooperative Relationships

Over the longer term, the two cities and other agencies with riverfront jurisdiction should consider options that would formalize their cooperative relationship, to obtain capital funding as well as to secure revenues to maintain riverfront improvements and to provide increased programming along the riverfront. One option is the formation of a "conservancy" that would be a new entity having jurisdiction over an area that includes the riverfront and empowered to manage regional resources, such as the Sacramento River corridor. Another option is the formation of a joint powers authority (JPA) among cooperating entities. Specific organizational and legal structures would need to be examined in relation to the scope of activities to be undertaken. In either case, the concept of shared jurisdiction over the riverfront recognizes that the two sides of the

river are not independent. There are physical ties between the two banks, such as bridges, that must be planned, developed, and maintained cooperatively. Water quality and animal habitat issues on one side of the river will affect the other side. Interdependence is inevitable; thus, cooperation is required.

Examples of river corridor conservancies in California include the San Joaquin River Conservancy, which operates on both sides of the San Joaquin River along the San Joaquin River Parkway, from Friant Dam to Highway 99, and the San Diego River Conservancy, which manages public lands along the river's 52-mile length. Both are agencies of the State of California, created by state legislation, and are governed by boards representing their regions. Legislation forming these conservancies included allocations of grant funding. For example, the legislation approved in September 2002 to form the San Diego River Conservancy earmarked \$12 million of capital funds from Proposition 13 and Proposition 40 to help fund restoration projects along the river corridor.

Another regional conservancy within the state is the California-Tahoe Conservancy, which was also formed by state legislation and is also a state agency. The California-Tahoe Conservancy only has jurisdiction on the California side of the lake; however, an interesting feature of this conservancy is the fact that it has an ongoing funding source in the form of proceeds from a special state "vanity" license plate that motor vehicle owners can purchase. Each year, the owners pay a surcharge along with their base registration fees that supports the conservancy.

In contrast to the publicly-chartered conservancies just mentioned, there are numerous examples of conservancies that essentially operate as non-profit corporations overseeing their own privately-held landholdings. One example of such an organization is the Peninsula Open Space Trust on the San Francisco Peninsula. Organizations such as these typically are supported by private charitable contributions and by obtaining grants of public funds for specific land acquisition and preservation projects. The Central Park Conservancy, in New York City, is an example of a hybrid organization that involves a private, non-profit organization that has been granted responsibility to maintain and enhance public lands. This organization was founded in 1980 and now manages Central Park under contract with the City. According to the organization's web site, it provides over 85 percent of the park's \$20 million annual operating budget and has raised almost \$300 million to invest in the park since its founding. During this time, the Conservancy reports that it has restored over 75 percent of the park's 842 acres. In addition to charitable contributions and contributions from public agencies, the Central Park Conservancy also generates income from park concessions.

A key advantage to consider in conjunction with formalizing multi-agency cooperation to accomplish riverfront objectives, is the potential to develop dedicated funding sources for both capital and operation and maintenance purposes. This acknowledges the benefit of having an identified, stable source of funding that can be anticipated during the long-term master plan implementation process. It also acknowledges that the development of the desired public improvements will create new maintenance responsibilities and the need for ongoing funding to provide programming that will animate the riverfront areas and help to draw visitors.

In order to avoid draining resources away from other needs, it would be desirable to secure new revenue sources to support increased maintenance and programming activities along the riverfront. One possibility is to seek authorization for a regional sales tax measure that would be distributed to individual jurisdictions for specified purposes. Another option is a special marine gas tax that could be collected within the conservancy area and then dedicated to enhancements within the area. Additionally, riverfront venues, such as amphitheaters, can create the potential to generate revenues from concessions. Another option includes sponsorship revenues from corporate underwriters.

Develop Regional Constituency for Riverfront Improvements

While it is critical to fully develop locally controlled funding sources to generate revenue for riverfront improvements, in order to spread the burden equitably and to position these improvements for successful pursuit of state and federal grants, they need to be presented to the rest of the surrounding region as benefiting the larger area as well. Ways of demonstrating these benefits include highlighting the function of the riverfront as a signature feature of the region, calling out the riverfront's critical function within the regional ecosystem, and identifying its function in the regional transportation system, including the need to provide enhanced linkages between Yolo and Sacramento Counties. The creation of a conservancy or other multi-jurisdictional entity that acknowledges these regional ties by including a diverse governing board representing the broader region would likely help gain buy-in from key regional representatives.

Coordinate Resources to Lobby on Federal and State Levels for Funds

The Cities of Sacramento and West Sacramento both employ lobbyists to help represent their interests in the state and federal political realms. Given a heavy emphasis in this master plan update on state and federal grants as potential long-term funding sources for various riverfront improvements, it will be critical for the cities to combine their lobbying resources effectively to help position them to obtain grant funds. Appendix C contains a listing and description of various State and federal grant programs that could be targeted to leverage locally controlled funds for riverfront improvements.

APPENDICES

GLOSSARY

Connectivity: n: A condition of being joined together through a network of streets, walks, paths and greenways. In this case, as relates to the joining of neighborhoods and districts to each other and to the riverfront.

Cut and cover: v: A method of constructing a submerged linear transportation corridor in which a "trench" is excavated or "cut", the transportation tunnel is built in the trench and, when complete, the facility is covered over again.

District: n: A zone of the city that is defined by specific characteristics such as boundaries, adjacency to other elements or a particular combination of land uses.

Ecological: adj: Characterized by the interdependence of living organisms in an environment; (biology) of or relating to the science of ecology

Eco-marina: n: A marina facility that is developed and operated in keeping with ecologically sensitive methods and features including the control of water pollution, management of stormwater, disposal and recycling of waste materials, and the enhancement of adjacent habitat.

Ecosystem: n: An ecological community together with its environment, functioning as a unit. A natural system or ecological environment particular to a certain region, micro-region, hydrological environment (such as river, wetland, tidal zone, etc.), microclimate, altitude, soil environment or latitude that has a specific combination flora, fauna and other biotic processes.

Grassland: n: A type of ecosystem consisting mainly of native grasses, in this case that which occurred historically in the Sacramento River corridor and this portion of the Central Valley.

Infill: n, adj: The type of urban redevelopment involving generally smaller developments that fit into voids in the urban fabric created by vacant lots or derelict buildings.

Levee: n: An engineered earthen berm built for the purpose of containing a body of water (in this case the river) in the various flood stages or tidal levels.

Mode: n: A means of movement or transportation, often used in the context of "multi-modal" or "multiple modes" referring to the accommodation of a combination of means of travel or movement.

Neighborhood: A zone of a city, typically residential in character and land use, that is defined by specific characteristics such as boundaries, adjacency to other elements or a particular combination of land uses. Generally a neighborhood is considered to be smaller than a district but sometimes the terms are used interchangeably.

Parkway: n: A street with enhanced landscape and pedestrian facilities that distinguishes itself from other city streets. Generally it would have wider areas devoted to planting and pedestrian facilities yet still accommodate vehicular traffic.

Precinct: n: In this instance, used in the context of "public precinct" meaning a public district where residences, shops, offices and parks are readily accessible by pedestrians.

Promenade: n: A wide and generally formal walkway, in this instance along the riverfront, that accommodates pedestrians and bicycles and may also have space for the placement of cafe tables in certain segments.

Public Space: n: The combination of neighborhood streets, parks, plazas, walks and paths that is accessible to the public, especially by pedestrian and bicycle means.

Riparian: adj: Pertaining to the river, especially as it relates to vegetation or ecosystems that are unique to the river environment.

Riverfront: n: The zone along the edge of the river. adj: The condition in which an element, such as a neighborhood, district or a particular public space element, is directly or generally adjacent to the river.

Savanna: n: A particular type of grassland ecosystem containing native grasses and usually associated with clusters or single specimens of native oak trees, in this case that which occurred historically in the Sacramento River corridor and this portion of the Central Valley.

Super-district: n: The combination of several smaller districts or zones that make up a cohesive overall zone that is defined by specific characteristic such as boundaries, adjacency to other elements (in this case, the Sacramento River) or a particular combination of land uses.

Woodland: n: A forest ecosystem, in this case that which occurred historically in the Sacramento River corridor and this portion of the Central Valley.

**APPENDIX A: INTERAGENCY AGREEMENT BETWEEN WEST
SACRAMENTO AND SACRAMENTO (NEXT 5 PAGES)**

CITY OF SACRAMENTO
CITY OF WEST SACRAMENTO
INTERAGENCY AGREEMENT FOR THE
WATERFRONT ADVISORY COMMITTEE

THIS AGREEMENT is made and entered into this 9th day of January 2001 between the CITY OF SACRAMENTO, a municipal corporation, hereinafter referred to as "CITY OF SACRAMENTO" and the CITY OF WEST SACRAMENTO, a municipal corporation, hereinafter referred to as "CITY OF WEST SACRAMENTO".

WHEREAS, each party to this Agreement possesses the authority to set priorities for Sacramento Riverfront-related projects and programs; and

WHEREAS, each party to this Agreement participated in the development and implementation of the Joint Riverfront Master Plan; and

WHEREAS, the parties to this Agreement desire to discuss joint waterfront issues and projects; and

WHEREAS, the parties agree that individuals and organizations concerned about the waterfront should have a regular venue to discuss related issues and seek support for their efforts; and

WHEREAS, there are opportunities for joint funding applications of mutually beneficial waterfront projects; and

WHEREAS, the CITY OF SACRAMENTO and the CITY OF WEST SACRAMENTO want to continue developing a partnership, based on common goals and policies and to take the lead in developing and enhancing the shared asset of the Sacramento River; and

WHEREAS, there is a need to focus efforts of the CITY OF SACRAMENTO and the CITY OF WEST SACRAMENTO to implement the Joint Riverfront Master Plan and to update the plan in the near future.

NOW, THEREFORE, in a consideration of the mutual promises contained herein, the CITY OF SACRAMENTO and the CITY OF WEST SACRAMENTO hereby agree as follows:

Section I Waterfront Advisory Committee

(a) The CITY OF SACRAMENTO and the CITY OF WEST SACRAMENTO Waterfront Advisory Committee, hereinafter referred to as "Waterfront Advisory Committee" is hereby established. Subject to required approvals by the Sacramento City Council and the West Sacramento City Council, the Waterfront Advisory Committee shall provide leadership to the CITY OF WEST SACRAMENTO and the CITY OF SACRAMENTO on the implementation of the Joint Riverfront Master Plan and discussion of other critical waterfront issues. This Committee will not be a Joint Powers Authority.

(b) The Waterfront Advisory Committee shall consist of four (4) members. Two members shall be members of the Sacramento City Council and two shall be members of the West Sacramento City Council. The members shall be appointed annually by, and shall serve at the pleasure of, the Sacramento Mayor and the West Sacramento Mayor, respectively.

(c) Each Mayor may also appoint one or more alternate members, who shall be empowered to cast votes in the absence of the regular member.

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(d) The Waterfront Advisory Committee shall take action only with a quorum of the membership in attendance (51%) and only by the unanimous vote of all Waterfront Advisory Committee members in attendance.

(e) The Waterfront Advisory Committee meetings will be subject to the Brown Act policies and procedures.

(f) The jurisdiction of the Waterfront Advisory Committee will be limited primarily to the 3.5 miles of riverfront identified in the Joint Riverfront Master Plans. While some waterfront issues to be discussed by the Committee may fall outside this strict physical jurisdiction it is the intent of the Waterfront Advisory Committee to focus on the 3.5 mile study area of the Master Plans.

Section II Objectives and Tasks of the Waterfront Advisory Committee

The objectives of the Waterfront Advisory Committee is to address, on a regular basis, waterfront related projects, policies, and coordination efforts. The Waterfront Advisory Committee will also seek the input of non-profit leaders, business leaders, and residents in order that the Sacramento waterfront is a safe and interesting place to live, work and play. Also, the Waterfront Advisory Committee will endeavor to support staffs' efforts to implement specific projects per existing and future plans as prioritized by the Waterfront Advisory Committee and/or each City Council. Specific tasks of the Waterfront Advisory Committee will be:

1. Establish an annual workplan and schedule for Committee meetings based on:
 - (1) a review and discussion of each city's work plan for waterfront-related development and capital improvement projects; and
 - (2) discussion of waterfront-related public policy issues of mutual interest to the cities; and
 - (3) issues raised by local non-profit, business organizations and citizens for consideration.
2. Meet regularly enough to share information, discuss, and come to consensus on critical mutual issues identified on the annual workplan. (Staff anticipate 4 meetings a year)
3. Individual members will be responsible for relaying or arranging for the relay of critical information to their full City Councils, when appropriate.
4. Provide direction and feedback to staff on waterfront policies and projects prior to or in addition to separate City Council meetings.
5. Act as a forum for efforts to develop a more functional working relationship with federal and state organizations concerned with riverfront development, as necessary.
6. Review and consider endorsement or other support for new opportunities for funding and implementation of joint projects whether presented by staff or by local non-profit organizations, business organizations and citizens.

Section III Cost Sharing

It is the intention of the parties, CITY OF WEST SACRAMENTO/WEST SACRAMENTO REDEVELOPMENT AGENCY and CITY OF SACRAMENTO, to share equally any costs to provide meeting space, administrative, clerical, and technical support resources for the Waterfront Advisory Committee. Staff assume at this time that existing staff workloads can be adjusted to accommodate the coordination of the Waterfront Advisory Committee and that no

new positions are necessary. It is further the intention of the parties that expenditures relating to planning and implementation of the Waterfront Advisory Committee made by either party prior to the effective date of this Agreement shall not be included in the costs which will be shared equally by the parties. Any expenditures to be shared by the parties shall be approved by the Waterfront Advisory Committee. Each party's obligation to reimburse the other shall be enforceable only upon appropriation of adequate funds by the party's governing board.

The City of Sacramento and the City of West Sacramento shall be equally responsible for the cost of activities and expenditures approved by the Waterfront Advisory Committee. On an annual basis, after the execution of this Agreement the parties shall account for their expenditures hereunder at a Joint Meeting of the City Councils.

Section IV Staffing Arrangements

A member of each city's or redevelopment agency's staff will be designated as staff to the Waterfront Advisory Committee. These staff members shall be responsible for maintaining the annual workplan, providing project status reports, researching policy issues and arranging for meetings on a regular basis to be established by the Waterfront Advisory Committee. Since particular staff are already designated to focus on waterfront development it is anticipated that these responsibilities will become part of their regular responsibilities and no new staff positions will be required.

Section V Authority of the Committee The Waterfront Advisory Committee shall have the authority to establish its own annual workplan and meeting schedule, endorse funding efforts when appropriate, provide verbal and/or written support for staff or advocacy group projects and funding applications to sources other than the City of Sacramento and City of West Sacramento, relay relevant information to the full City Council as necessary, provide direction to staff on issues and projects, and recommend expenditure related to the functioning of the Waterfront Advisory Committee to each respective City Council as necessary.

Section VI Contracting Procedures

All contracting shall follow procedures used by CITY OF WEST SACRAMENTO and CITY OF SACRAMENTO, as applicable. When required, contracts shall be submitted to the respective City Councils for approval and execution or through other established processes. If the Committee requires specific services, not anticipated herein, a joint professional services or other agreement approved by each City Council or other designated authority shall be executed and funded jointly by the cities. All contracts shall be approved as to form by the CITY OF SACRAMENTO Attorney and CITY OF WEST SACRAMENTO Attorney, or use standard formats approved by CITY OF SACRAMENTO Attorney and CITY OF WEST SACRAMENTO Attorney, as applicable. Costs incurred under contracts shall be allocated to CITY OF WEST SACRAMENTO and CITY OF SACRAMENTO on an equal basis, unless otherwise agreed to in writing, as set forth in Section III.

Section VII Allocation of Grants and Revenues

Grants and revenues that may become available to the Waterfront Advisory Committee projects shall be shared equally by the parties unless otherwise agreed to in writing.

Section VIII Mutual Indemnification

CITY OF SACRAMENTO shall indemnify, defend and hold harmless, the CITY OF WEST SACRAMENTO, its officers, agents, and employees, and each of them, from any claims, suits or damages for personal injury, death, destruction of property or any other loss of any kind (including, but not limited to, any fees and/or costs reasonably incurred by CITY OF WEST SACRAMENTO staff attorneys or outside attorneys and any fees and expenses incurred in enforcing this provision) arising out of or resulting from the activities of CITY OF SACRAMENTO, its officers, agents, and employees, pursuant to this Agreement.

CITY OF SACRAMENTO shall indemnify, defend and hold harmless, the WEST SACRAMENTO REDEVELOPMENT AGENCY, its officers, agents, and employees, and each of them, from any claims, suits or damages for personal injury, death, destruction of property or any other loss of any kind (including, but not limited to, any fees and/or costs reasonably incurred by WEST SACRAMENTO REDEVELOPMENT AGENCY staff attorneys or outside attorneys and any fees and expenses incurred in enforcing this provision) arising out of or resulting from the activities of CITY OF SACRAMENTO, its officers, agents, and employees, pursuant to this Agreement.

CITY OF WEST SACRAMENTO shall indemnify, defend and hold harmless, the CITY OF SACRAMENTO, its officers, agents, and employees, and each of them, from any claims, suits or damages for personal injury, death, destruction of property or any other loss of any kind (including, but not limited to, any fees and/or costs reasonably incurred by CITY OF SACRAMENTO staff attorneys or outside attorneys and any fees and expenses incurred in enforcing this provision) arising out of or resulting from the activities of CITY OF WEST SACRAMENTO, its officers, agents, and employees, pursuant to this Agreement.

Section IX Termination

This Agreement shall remain in effect until terminated as set forth herein. Either party may terminate this Agreement by providing written notice of termination to the other party. Such termination shall be effective at the end of the next full month following delivery of the notice of termination.

Section X Notices

Any notices or other communication to be given to parties pursuant to this Agreement shall be given by delivering same in writing to the parties at the addresses set forth below.

CITY OF SACRAMENTO

City Manager
915 I Street, Room 101
Sacramento CA 95814-2684

CITY OF WEST SACRAMENTO

City Manager
P O BOX 966
West Sacramento CA 95691

Section XI Amendments

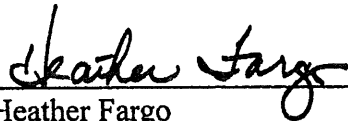
Amendments or modifications to this Agreement shall be writing and executed by both parties.

Section XII Entire Agreement

This Agreement, and any attachments hereto constitute the entire agreement and understanding between the CITY OF WEST SACRAMENTO and CITY OF SACRAMENTO, concerning the subject matter contained herein.

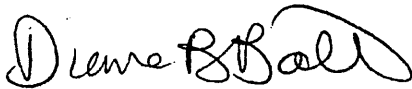
IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be duly executed as of the day and year first above stated.

CITY OF SACRAMENTO
A Municipal Corporation



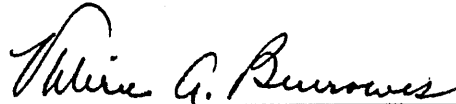
Heather Fargo
Mayor, City of Sacramento

APPROVED AS TO FORM:



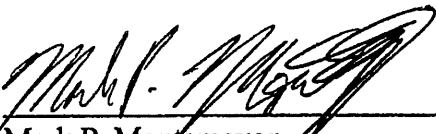
Diane B. Balter
Deputy City Attorney, City of Sacramento

ATTEST:



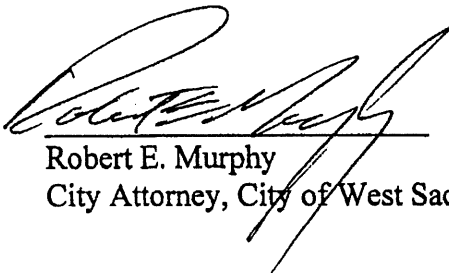
Valerie Burrowes
City Clerk, City of Sacramento

CITY OF WEST SACRAMENTO
A Municipal Corporation



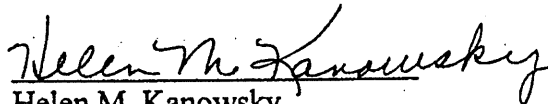
Mark P. Montemayor
Mayor, City of West Sacramento

APPROVED AS TO FORM:



Robert E. Murphy
City Attorney, City of West Sacramento

ATTEST:



Helen M. Kanowsky
City Clerk, City of West Sacramento

CITY MANAGER
AGREEMENT NO. 2001-084

APPENDIX B: DESCRIPTION OF RIVERFRONT FUNDING SOURCES

This Appendix contains a listing and description of a wide range of funding sources that could potentially help to finance riverfront public improvements. The different types of funds are grouped according to how much control the two cities have in regard to committing them to riverfront projects. First, is a listing of funds that are already committed to riverfront projects. Next is a description of funds that are under control of one of the two cities and currently “available” for possible allocation to riverfront projects. Ultimately, availability of these funds will be determined by the city councils, as they balance the funding needs throughout their communities. Following is a section describing long-term locally controlled funds, which, over the long-term, could provide substantial amounts of funding for riverfront improvements provided that the controlling local agencies are willing to assign funding to riverfront improvements that are consistent with the purpose of the funds. Finally, the last section of this appendix discusses various state and federal grant funds that the two cities could pursue. Because these programs are typically competitive and oversubscribed and because the funding decisions are not controlled locally, the final section includes a brief suggestion on the strategy to obtain funding from each state or federal grant source.

AVAILABLE FUNDS

West Sacramento

The City of West Sacramento has two primary sources of funds available at present to seed the implementation of the master plan update. These include uncommitted redevelopment tax increment and funding that will be accruing from the Measure J/K sales tax override.

Redevelopment Tax Increment

The City of West Sacramento’s Redevelopment Project Area covers a large portion of the City of West Sacramento, including land along the riverfront. This means that new development in the area will generate new tax increment funds for the Redevelopment Agency that it can spend on riverfront improvements. According to City staff, the Agency currently has approximately \$1.8 million in annual tax increment revenue that is not committed and that could be used to invest in riverfront improvements, among others. For planning purposes, City staff have indicated that approximately 20 percent of the available tax increment would be dedicated to Triangle area riverfront improvements and about 20 percent would be dedicated to non-Triangle riverfront improvements. The balance of the tax increment funds will be spent on projects in other parts of the project area that are not located along the riverfront.

It should be noted that the governor has proposed diverting tax increment revenues from redevelopment agencies in order to mitigate the current state budget crisis. Various scenarios were considered that could have essentially eliminated any potential for California redevelopment agencies to realize any future tax increment revenues; however, these proposals have not yet been incorporated into the state budget proposal for the next fiscal year. At the same time, since the state's fiscal position is still questionable, it is possible that the state will revisit these proposals in the coming months. As a result, the availability and amount of additional tax increment revenues in the future is currently uncertain.

Measure J/K Sales Tax

In November of 2002 the voters of the City of West Sacramento approved a local 1/2 cent sales tax increase that will generate new funds for a variety of public purposes. Accompanying the sales tax vote, the electorate also approved an advisory measure that outlined the intent for expenditures of the funds. City staff have subsequently prepared recommendations for the allocation of Measure J/K funds, including recommendations to allocate funds for riverfront-related projects, such as approximately \$653,000 to partially fund the design and construction of a floating dock and fishing pier at E Street. In addition, staff recommend allocating \$219,000 in funding for the design of the River Walk extension from the "I" Street Bridge to the Broderick Boat Ramp, and \$600,000 for the design of the River Walk extension from the Tower Bridge to the Pioneer Bridge.

Sacramento

Like West Sacramento, the City of Sacramento has a limited amount of funding available from its redevelopment tax increment that can be considered for use in providing initial funding for the implementation of the master plan update.

Redevelopment Tax Increment

The City of Sacramento's Merged Downtown Redevelopment Area and Richards Boulevard Redevelopment Area extend along the length of the Sacramento side of the riverfront master plan area. Given this, the City has flexibility to spend a portion of its available tax increment funds on riverfront public improvements; however, these areas also extend east away from the riverfront, covering large parts of the Central Business District and the Richards/Railyards area meaning that riverfront projects will have to compete with non-riverfront projects for available funding. City Economic Development staff have indicated that they have fully committed their current tax increment funds through recent bonding activity and that, of the bond proceeds, approximately \$4.0 million remain uncommitted, but informally designated for riverfront activity. The City faces a decision as to what portion of these uncommitted funds should be spent on public improvements and what portion should be used to provide financial assistance for development projects.

As is the case with the City of West Sacramento, the state budget crisis has called into question the future availability of tax increment funds. Although continued development in the Merged Downtown Redevelopment Area and the Richards Boulevard Redevelopment Area will generate substantial new tax increment revenues if the current redevelopment property tax allocation formulas are maintained, estimates of future tax increment under a status quo arrangement are not available.

LOCALLY CONTROLLED LONG-TERM FUNDS

Potential Joint Funding Sources

Riverfront Improvement Fee

An option for consideration by the City of Sacramento and the City of West Sacramento is the adoption of a Riverfront Improvement Fee. Such a fee could be established to cover an area extending along the riverfront and along both sides of the Sacramento River in proximity to the riverfront; however, the exact boundaries of such a fee area would need to be studied in further detail. The advantage of such a fee is that it would represent a dedicated funding source for riverfront improvements. Further, if the City of Sacramento and the City of West Sacramento established such a fee jointly, perhaps in conjunction with a joint powers authority, this could enable more flexible use of funds within the area extending along both sides of the river.

Appendix C contains a summary of the quantity of potential new development that could occur within the immediate riverfront area, on both sides of the river. As shown, the various sub-areas within the riverfront area will eventually accommodate 46 million square feet of new development. This figure can be used as a general indicator of the potential quantity of development fee funding that this area could generate over time.¹ Each different land use would likely be assigned a different relative cost burden in calculating actual impact fees, based on the type of improvements included in the program, and the amount of demand created by different land uses.

An actual fee program would need to take into consideration the benefit from the new improvements received by new development versus the benefits that accrue to existing development. Nevertheless, it is still useful to consider the potential level of revenues that might be collected to assist in paying for riverfront improvements. At an impact fee level

¹ Note: This figure includes approximately 15 million square feet of office space in the Richards Blvd. area, which is currently included in the Richards Boulevard Area Plan dated 1994; however, current development proposals that are pending in the area would likely reduce this figure significantly. Thus, estimates presented in this section should be interpreted as providing an estimate of fee potential based on current plans, which are likely to change as new plans develop.

averaging \$1.00 per residential and commercial square foot and applied only to the riverfront areas, such a program would be capable of generating approximately \$46 million in fee revenues. To put this in perspective, it is almost one half of the total cost estimate prepared for the 0-15 year priority public improvements. What this suggests is that, given the large amount of new development that will be constructed along the riverfront, a relatively modest impact fee levy would generate a substantial amount of capital funding. This would need to be balanced against a recognition that even a modest riverfront improvement fee would be combined with the other existing fee burdens, which can adversely effect the feasibility of private development that is subject to the levies.

It should be recognized that the receipt of funds from such a fee program would be dependent on development proceeding in the area, meaning that this would not become a viable funding source until development is already under way. Even if such a fee were to be established, there will still be a need for interim financing mechanisms to assist catalyst development within the area. This funding source could be established as a mechanism to repay interim investments made from other funding sources, such as redevelopment tax increment, as well as to pay for a portion of the medium- or long-term capital improvement projects.

Given the large amount of development that would potentially be subject to a riverfront improvement fee, the cities should not dismiss this funding option quickly. The cities should consider first what level of funding can be collected to pay for riverfront improvements through existing fee programs. They should also consider what happens in regard to Redevelopment Agency funding in the coming year. If the cities lose tax increment revenues, it may become more attractive to consider a new fee program as a means to restore a level of locally controlled funding that can serve as a leveraging source in order to be able to pursue state or federal grant money.

The cities should also explore developer and property owner receptivity to a potential riverfront improvement fee. Based on considerations such as these, the cities will be able to determine whether this financing option merits further study. If so, then the next level of analysis would involve evaluating the nexus between riverfront improvement demand from new development and the amount of infrastructure that is needed and how much of the cost could be captured in a fee program. If the analysis indicates that such a fee program would be worthwhile, then the cities should proceed with a full-scale fee study report.

Joint Assessment District

Instead of, or in addition to, a one-time impact fee levied on new development, the cities could also consider establishing an assessment district to finance capital improvements and/or operating and maintenance costs for riverfront improvements. There are a number of different mechanisms that the cities could consider, including lighting and landscaping assessment districts, other types of public improvement assessment districts, a Mello-Roos

special tax district, and business improvement districts. A common trait of these types of districts is that they all levy an annual charge on properties within the district to raise funds to benefit the area. The different mechanisms involve varying property-owner/voter approval requirements, and the eligible uses of the funds vary. The two cities would need to review these different options and decide which mechanism(s) would be most appropriate given the specific financing needs. The cities will also need to explore how the two cities could jointly administer the proceeds of such a district; otherwise, each city could potentially establish its own independent district and then use its own funds in accordance with the joint riverfront master plan.

West Sacramento

The City of West Sacramento programs its funding for capital expenditures through a five-year Capital Improvement Program (CIP) and a two-year capital improvement budget. The CIP includes the Tower Bridge pedestrian walkways project, and improvements to the Broderick Boat Ramp in the current year. It does not include other projects included in the master plan update. Revenues from the following funding sources could be designated in future CIP updates to fund riverfront improvements.

Citywide/Raley's Landing Traffic Impact Fees

The City of West Sacramento has implemented a traffic impact fee program to raise funds for local traffic improvements. Fee levels vary depending on the sub-area location within the city and type of development. New development in the riverfront area as well as elsewhere in the City of West Sacramento will generate new impact fee funds. A portion of these funds can be used to help fund riverfront area transportation improvements that will provide community-wide benefits. It may be necessary for the City of West Sacramento to update its fee program to incorporate specific assumptions about the costs for riverfront traffic improvements, to the extent that the master plan may anticipate improvements other than those currently contemplated in the traffic fee program.

Citywide Park Impact Fee

The City of West Sacramento has implemented a park impact fee program to raise funds for local park improvements. New residential and commercial development will generate funds for this program. A portion of these funds can be used to help fund riverfront area park improvements. Given the destination nature of the riverfront area, it will be appropriate for the City of West Sacramento to dedicate a portion of citywide impact fees collected from development within the riverfront area as well as elsewhere in the city for riverfront park improvements. It will be appropriate for the City to review any park master planning documents for consistency with the master plan, making any adjustments as necessary.

Redevelopment Tax Increment

The West Sacramento Redevelopment Agency is poised to generate a substantial amount of tax increment in the next 30 years. As mentioned previously, the Redevelopment Agency currently has about \$1.8 million in uncommitted annual net tax increment revenues. With continuing development within the Redevelopment Area, the agency's overall tax increment will grow. Appendix B contains a worksheet to project the increase in uncommitted tax increment that the Agency could expect through 2030, based on a conservative assumption of a one percent annual tax increment increase throughout the project area. In addition, the worksheet contains estimates of the portion of the tax increment that could potentially be allocated to support riverfront improvements, assuming that 20 percent of the net available increment is used on Triangle-related riverfront improvements and 20 percent is used on non-triangle riverfront improvements. As shown in the appendix, the Agency could expect to have approximately \$3.9 million in tax increment revenues available to spend on riverfront improvements during the next 5 years, and a total of about \$34 million available over the next 30 years.

It should be noted that at present, the City of West Sacramento Redevelopment Agency has only about \$20 million remaining in its authority to issue tax increment bonds. In order to continue issuing bonds beyond this amount, the Redevelopment Agency will need to amend its Redevelopment Plan.

Triangle Area Specific Plan Development Fees

The City of West Sacramento is actively working on establishing a Triangle Area Financing Plan that will determine the methods of financing approximately \$69 million of capital improvements within the area, according to the April 2001 Modified Triangle Specific Plan Infrastructure Estimate prepared by HDR Engineering. Of this, approximately \$21 million has been identified as riverfront improvements. It is likely that a component of the financing plan will be a development impact fee that is designed to spread the costs of improvements (such as riverfront improvements) that will benefit the larger area to development in the larger area.

Washington Specific Plan Development Fees

The City of West Sacramento is not currently working on the preparation of a financing plan for the Washington Specific Plan area, although this is called for in the Specific Plan. Like the Triangle Area, this Specific Plan area requires a large amount of public improvements and, ultimately, it will be necessary to establish a funding mechanism such as a development fee that will equitably allocate the cost of the improvements among properties within the specific plan area. Given its river frontage and the benefits that will accrue to properties within the specific plan area from planned riverfront amenities, the City should consider a future Washington Specific Plan development fee designed to help raise funds for riverfront improvements, among others.

Private Development

Certain public improvements can be targeted for private funding. Roadway extensions that would serve private development are a good example of a public improvement with a direct linkage to the adjacent private development. In cases where extension of public roadway is necessary to make it possible to develop adjacent private property, this is typically a cost that private property owners and developers expect to bear. Frontage enhancements, roadway improvements, and other public improvements that create benefits for the private property owners and add value to their property are also often funded by private development. Typically, private development constructs and finances these when their entitlements are conditioned upon provision of these types of public improvements pursuant to established public improvement standards.

Sacramento

The City of Sacramento plans its capital expenditures from various funding sources through its Capital Improvement Program (CIP). The current CIP document covers the 2001-2002 through 2005-2006 fiscal years. Although it doesn't appear that any of the proposed riverfront improvements included in this master plan update are already included in this document, the CIP is updated regularly and there will be opportunities before 2005-2006 for the City to review the capital improvements list and re-assess priorities, so that such improvements could potentially be included in an update of the CIP prior to 2005-2006. Following are discussions of various potential riverfront improvement funding sources.

Redevelopment Tax Increment

At this time, due to uncertainty regarding the effect of state budget actions on the funding for local redevelopment agencies, it is not possible to project future redevelopment tax increment revenues with a degree of certainty. Should the current redevelopment agency funding structure remain intact, then it can be expected that Sacramento's Richards Boulevard and Merged Downtown Redevelopment Project Areas will generate substantial new tax increment revenues in the future.

Measure A Funding

In 1988, Sacramento County approved a countywide sales tax measure that adds a one-half percent levy to taxable sales within the county. This revenue is intended to pay for local transportation and air quality improvements. Revenues are allocated to Sacramento City and County according to a specific formula. According to the City of Sacramento Capital Improvement Program (CIP), the city is projected to have approximately \$11 million in Measure A funds available in fiscal year 2002-2003 for capital improvement projects.

In order for the sales tax to remain a viable funding source over the long-term, Sacramento County voters will need to re-authorize it, since it is scheduled to sunset in March 2009.

Planning for Measure A re-authorization is currently underway, with tentative plans to place the re-authorization measure before the voters in November 2004. Given this schedule, the City of Sacramento has an opportunity to nominate certain riverfront improvements to be included in the expenditure plan that would be presented to the voters. Currently, there is a citizen's advisory committee and a technical advisory committee (agency staff) working on the expenditure plans, funding splits, and funding needs. The project list likely would be finalized by March or April of 2004; thus, it is important that the City begin working to nominate riverfront projects as soon as possible.

Major Street Construction Tax (MSCT)

The City of Sacramento levies an excise tax on the construction of new residential and commercial structures. The levy is .008 times the value of the new construction. This tax is used to fund the construction, reconstruction, replacement, widening, modification, and alteration of existing and proposed streets within the city. According to the current CIP, 2002-2003 MSCT expenditures are budgeted at \$7.1 million for 2002-2003; however the budgeted amount varies significantly from year to year in the CIP. New development in the riverfront area as well as in other parts of the city will generate new MSCT revenues, a portion of which will be allocable to street improvements in the riverfront area.

Quimby Land Dedication/In-Lieu Requirements

The City of Sacramento has established Quimby Act park dedication requirements for new residential development. In cases where a land dedication is not practical, in-lieu payments are an option. Through this mechanism, riverfront area development and development elsewhere in the City of Sacramento will generate parkland dedications or new revenues to purchase parkland, particularly from development in the Richards/Railyards area.

Park Development Impact Fee

New residential and commercial development in Sacramento is responsible to pay a park development impact fee. These fees generate funds to be used to construct park improvements. Through this mechanism, new development, both within the riverfront area and elsewhere in the city, will generate new funds that could potentially be used to fund park improvements within the riverfront area.

Richards/Railyards Development Fees

The City of Sacramento adopted the Railyards/Richards Boulevard Area Infrastructure Financing Plan in 1997. This document includes a plan for financing the required public improvements for the development of the Richards Boulevard/UP Railyards site. One component of the financing plan was a development fee, which was anticipated to generate approximately \$122 million in fee funding by build-out of the area, for transportation improvements (in addition to collecting the Major Streets Construction Tax), and parks and other public facilities.

Upon review of the 1997 plan, the only riverfront-related improvement listed in the plan was the Riverfront Park, at a cost of \$5.5 million (as opposed to \$7.7 million estimated as part of this master plan update); however, the funding source for this park was undetermined at that time. According to City Economic Development staff, the City will be updating the 1997 Financing Plan in conjunction with the current development planning activity for the Railyards part of the area. This will provide the opportunity to update the capital improvement list to reflect new improvements that have been identified as part of this master plan, and to update costs for previously identified improvements.

Private Development

Construction and financing of public improvements in conjunction with private development will work the same in Sacramento as described above for West Sacramento; however, because of the limited development opportunities immediately within the riverfront, the City of Sacramento may have more limited opportunities to secure public improvements through in-kind construction of public improvements tied to private development.

STATE AND FEDERAL GRANT PROGRAMS

There are a number of state and federal grant programs that the cities of Sacramento and West Sacramento could target to assist with funding for riverfront improvements. Brief descriptions of a number of programs are provided below, followed by a list of potentially eligible riverfront improvements and a recommended strategy to obtain funding, since these are mostly competitive programs.

Proposition 50

Proposition 50, the Water Security, Clean Drinking Water, Coastal and Beach Protection Act of 2002, approved a state general obligation bond of approximately \$3.4 billion to fund a variety of projects. These include water quality improvement projects (\$370 million, including \$100 for river parkways that provide water quality improvements); Calfed Bay-Delta Program (\$825 million, including delta levee restoration, ecosystem restoration, and watershed protection); and Integrated Regional Water Management (\$640 million).

- **Possible Riverfront Applications:** Riverfront promenades, riparian enhancements.
- **Funding Strategy:** Establish regional cooperation among agencies with jurisdiction along the Sacramento River corridor to define a corridor plan. Individual agencies make funding applications for specific projects that implement the overall plan. On a case by case basis, pursue joint applications when this is more competitive.

Proposition 40

Also known as the California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Protection Act of 2002, Proposition 40 authorized \$2.6 billion in state bonds, administered by the State Department of Parks and Recreation. Projects to receive funding include local assistance programs for the acquisition and development of neighborhood, community, and regional parks and recreation areas (\$832.5 million); acquisition, development, restoration of water resources (\$375 million, including \$75 million for the acquisition and development of river parkways and protecting urban streams); land, air, and water conservation programs, including acquisition (\$1.275 billion); and acquisition, restoration, preservation and interpretation of California's historical and cultural resources including sites and places that preserve and demonstrate culturally significant aspects of California's history (\$268 million).

- **Possible Riverfront Applications:** Parks, riverfront promenades, riparian enhancements, riverfront historical/interpretive features, PG&E building historic/interpretive features.
- **Funding Strategy:** About 15 percent of the bond funds will be allocated on a formulaic basis. Sacramento, West Sacramento, Yolo County, and Sacramento County can each receive allocations from different parts of the program. Preliminary calculations indicate that these entities combined might be eligible for as much as \$5.2 million through the per capita program. Competitive grants also appear to be available. Joint applications from agencies with overlapping jurisdiction are encouraged for faster processing. Applications need to be consistent with park and recreation elements of general plans.

Propositions 204, 12, 13

This series of resource-related bond measures was passed between 1990 and 2001, providing \$5.1 billion in funding for park and habitat conservation purposes and water-related purposes. The Legislative Analyst's office estimates that approximately \$721 million of these funds will be available for appropriation after the 2002-2003 fiscal year.

- **Possible Riverfront Applications:** Parks, riparian enhancements.
- **Funding Strategy:** Identify available funds and target through individual applications or joint applications as appropriate.

State Highway Bridge Rehabilitation and Replacement Program.

The State Department of Transportation administers federal funds for the rehabilitation or replacement bridges that are unsafe because of structural deficiencies, physical deterioration, or functional obsolescence. Statewide, funding for this program is approximately \$160 million per year. This program also includes funds for bridge painting. The I Street Bridge has been found eligible for rehabilitation as well as for painting; however neither City is pursuing funds through this program at this time. The program requires a 20 percent local match; thus it is assumed that Sacramento and West Sacramento would each contribute 10 percent of the cost of projects funded through the HBRRP.

- **Possible Riverfront Applications:** I Street Bridge pedestrian enhancements and other upgrades, I Street Bridge painting.
- **Funding Strategy:** The City of Sacramento needs to finalize its plans for roadway enhancements in the area and define what types of changes to the I Street Bridge would be consistent. Then, both cities should collaborate to pursue funding through this program, in conjunction with seeking funding through the federal TEA-21/T3 funding processes. The HBRRP funds are granted through a ten-year programming plan, so funding from this source should not be expected in the near term.

Recreational Trails Program

The Recreational Trails Program (RTP) provides funds for recreational trails and trails-related projects. The RTP is administered, at the federal level, by the Federal Highway Administration (FHWA) and administered at the state level, by the California Department of Parks and Recreation (DPR). The department's Office of Grants and Local Services administer non-motorized RTP projects. The Department's Off-Highway Motor Vehicle Recreation Division administers motorized projects. California's allocation for the last grant cycle was approximately \$3.2 million. About \$2.2 million was made available for non-motorized trails projects and \$1 million for motorized trails projects. Cities, counties, districts, state agencies, and nonprofit organizations with management responsibilities over public lands are eligible to apply. The RTP is a matching program that provides up to 80 percent of the project costs.

- **Possible Riverfront Applications:** Riverfront promenades.
- **Funding Strategy:** Individual applications for relatively small amounts of money to fill funding gaps.

Other State Transportation Funds

During times of economic prosperity, the state budget allocates funds for transportation projects, such as in the late 1990s when the State created the Transportation Congestion Relief Program, earmarking funds for a variety of local and regional transportation programs. Although such programs are not likely in the near term, given the drastic state budget cutbacks, such programs may be reinstated in the future if the fiscal outlook improves.

- **Possible Riverfront Applications:** Roadway improvements, new river crossings, pedestrian and bike facilities.
- **Funding Strategy:** Sacramento and West Sacramento maintain close communication with their state legislative representatives in order to be aware of any opportunities to secure earmarks for such funding or to anticipate and be prepared to make applications for competitive funds. A successful strategy will require consensus among the parties that riverfront improvements are a high priority for funding.

Department of Fish and Game

The California Department of Fish and Game sponsors a grant program for fishing piers through the Wildlife Conservation Board. The maximum grant amount is \$250,000 and can be used to fund the pier structure only. Grant funds must be matched 1:1 by the applicant, and the grant requires that the majority of pier railing space be allocated to fishing.

- **Possible Riverfront Applications:** Fishing piers.
- **Funding Strategy:** The cities and counties should consider making joint grant applications. Available local funds should be earmarked, if possible, to ensure the availability of required matching funds.

Department of Boating and Waterways

The California Department of Boating and Waterways makes low-interest loans and grants for public docks, marinas, and boat launches. Approximately \$50 million annually is split evenly between grants and loans, statewide. Funding from this source was recently used to fund boat ramp improvements at the Broderick Boat Ramp, in West Sacramento.

- **Possible Riverfront Applications:** Boat docks, marinas.
- **Funding Strategy:** It will be necessary to first identify an operator for the boat dock facilities. The proposed operator, with the support of the two cities and counties should then make an application for funding.

Land and Water Conservation Fund

This is a program of the California Department of Parks and Recreation administering federal funds from the National Park Service and is authorized through 2015. According to the 2003 notice of funding availability (NOFA), the Land and Water Conservation Fund (LWCF) provides matching grants for acquisition and development of facilities that provide for or support outdoor recreation. For 2003, the State of California's allocation was about \$12 million, with about \$3 million allocated to local jurisdictions in Northern California. The procedural guide for this program indicates that the types of projects most often funded by local agencies are acquisition or development of neighborhood, community, and regional parks that include top priority recreation projects or acquisitions of wetlands. Combination acquisition and development projects are not eligible.

- **Possible Riverfront Applications:** ark or riparian land acquisition or development.
- **Funding Strategy:** The funds are disbursed through an annual NOFA/application process. Given the relatively small amount of funding available, the cities should either select small projects to target for this funding, or identify a small piece of a larger project to target for this funding.

TEA-21/T3 Funding

The federal government awards substantial amounts of money for local transportation projects through various components of the six-year program known as TEA-21. The Sacramento Area Council of Governments coordinates local funding requests through this program. The program is up for re-authorization in 2004, and will be called T3, designating it as the third six-year authorization for federal transportation funding. Through the cooperation of the City of West Sacramento and Sacramento, over \$5 million in TEA-21 funding has been secured for the construction of pedestrian improvements to the Tower Bridge.

- **Possible Riverfront Application:** I Street Bridge pedestrian enhancements; other road, bike, and pedestrian improvements that enhance regional connectivity and promote congestion relief and air quality enhancements, such as riverfront promenades or new river crossings.
- **Funding Strategy:** Successful funding applications through this process will require collaboration and the support of the region's political leadership, from the local to the federal level; thus, focusing funding requests on projects with regional benefits will be critical. In addition, it will be necessary to develop consensus that riverfront improvements are a regional transportation priority.

APPENDIX C: ESTIMATES OF POTENTIAL CITY OF WEST SACRAMENTO TAX INCREMENT

Year	Net Agency Tax Increment (a)	Net Available Tax Increment (b)	Potential TI Allocation (c)		Total Potential for Waterfront Improvements
			Triangle Waterfront Improvements	Non-Triangle Waterfront Improvements	
2003	\$6,363,065	\$ 1,800,000	\$ 360,000	\$ 360,000	\$ 720,000
2004	\$6,426,696	\$ 1,863,631	\$ 372,726	\$ 372,726	\$ 745,452
2005	\$6,490,963	\$ 1,927,898	\$ 385,580	\$ 385,580	\$ 771,159
2006	\$6,555,872	\$ 1,992,807	\$ 398,561	\$ 398,561	\$ 797,123
2007	\$6,621,431	\$ 2,058,366	\$ 411,673	\$ 411,673	\$ 823,346
Sub-total 0-5 yrs.		\$ 9,642,701	\$ 1,928,540	\$ 1,928,540	\$ 3,857,081
2008	\$6,687,645	\$ 2,124,580	\$ 424,916	\$ 424,916	\$ 849,832
2009	\$6,754,522	\$ 2,191,457	\$ 438,291	\$ 438,291	\$ 876,583
2010	\$6,822,067	\$ 2,259,002	\$ 451,800	\$ 451,800	\$ 903,601
2011	\$6,890,288	\$ 2,327,223	\$ 465,445	\$ 465,445	\$ 930,889
2012	\$6,959,190	\$ 2,396,125	\$ 479,225	\$ 479,225	\$ 958,450
Sub-total 6-10 yrs.		\$ 11,298,387	\$ 2,259,677	\$ 2,259,677	\$ 4,519,355
2013	\$7,028,782	\$ 2,465,717	\$ 493,143	\$ 493,143	\$ 986,287
2014	\$7,099,070	\$ 2,536,005	\$ 507,201	\$ 507,201	\$ 1,014,402
2015	\$7,170,061	\$ 2,606,996	\$ 521,399	\$ 521,399	\$ 1,042,798
2016	\$7,241,762	\$ 2,678,697	\$ 535,739	\$ 535,739	\$ 1,071,479
2017	\$7,314,179	\$ 2,751,114	\$ 550,223	\$ 550,223	\$ 1,100,446
Sub-total 11-15 yrs.		\$ 13,038,529	\$ 2,607,706	\$ 2,607,706	\$ 5,215,412
2018	\$7,387,321	\$ 2,824,256	\$ 564,851	\$ 564,851	\$ 1,129,702
2019	\$7,461,194	\$ 2,898,129	\$ 579,626	\$ 579,626	\$ 1,159,252
2020	\$7,535,806	\$ 2,972,741	\$ 594,548	\$ 594,548	\$ 1,189,096
2021	\$7,611,164	\$ 3,048,099	\$ 609,620	\$ 609,620	\$ 1,219,240
2022	\$7,687,276	\$ 3,124,211	\$ 624,842	\$ 624,842	\$ 1,249,684
2023	\$7,764,149	\$ 3,201,084	\$ 640,217	\$ 640,217	\$ 1,280,433
2024	\$7,841,790	\$ 3,278,725	\$ 655,745	\$ 655,745	\$ 1,311,490
2025	\$7,920,208	\$ 3,357,143	\$ 671,429	\$ 671,429	\$ 1,342,857
2026	\$7,999,410	\$ 3,436,345	\$ 687,269	\$ 687,269	\$ 1,374,538
2027	\$8,079,404	\$ 3,516,339	\$ 703,268	\$ 703,268	\$ 1,406,536
2028	\$8,160,198	\$ 3,597,133	\$ 719,427	\$ 719,427	\$ 1,438,853
2029	\$8,241,800	\$ 3,678,735	\$ 735,747	\$ 735,747	\$ 1,471,494
2030	\$8,324,218	\$ 3,761,153	\$ 752,231	\$ 752,231	\$ 1,504,461
2031	\$8,407,460	\$ 3,844,395	\$ 768,879	\$ 768,879	\$ 1,537,758
2032	\$8,491,535	\$ 3,928,470	\$ 785,694	\$ 785,694	\$ 1,571,388
Sub-total 16-30 yrs.		\$ 50,466,958	\$ 10,093,392	\$ 10,093,392	\$ 20,186,783
30-Year Total		\$ 84,446,576	\$ 16,889,315	\$ 16,889,315	\$ 33,778,630

Notes:

- (a) Projection based figures contained in prospectus for RDA 1998 Tax Allocation Bonds. Assumes one percent annual tax increment growth.
- (b) Net available tax increment based on 2003 staff estimate of \$1.8 million in uncommitted annual funds. Future years' net available tax increment is calculated by adding increase in net available agency increment to prior year's uncommitted funds figure.
- (c) Potential TI allocation is based on staff estimate of 20% of future uncommitted TI revenues to be allocated to Triangle Specific Plan waterfront improvements and 20% of future uncommitted TI revenues to be allocated to non-Triangle waterfront improvements.

Sources: City of West Sacramento Development Agency, BAE.

APPENDIX D: SUMMARY OF WATERFRONT DEVELOPMENT POTENTIAL

	Land Use Category (sq.ft.)					Total
	Residential	Retail/ Commercial	Mixed Use	Office	Industrial/ Manuf.	
Sacramento						
Richards Boulevard Specific Plan (a) (b)	7,216,000	1,912,000		15,650,000		24,778,000
Richards Boulevard Hotel Redevelopment		401,700				401,700
Freeway Redevelopment Blocks			911,800			911,800
Docks Area	279,000					279,000
Miller Park	239,000	68,000			610,000	917,000
West Sacramento						
Lighthouse Marina Redevelopment	459,340					459,340
Lighthouse Development (c)	1,144,500	296,000		200,000		1,640,500
Washington Specific Plan (d) (e)	1,821,400	529,400		2,100,000		4,450,800
Triangle Specific Plan (a)	3,921,500			4,845,000		8,766,500
South River Redevelopment	3,085,100	70,000		455,600		3,610,700
Total	18,165,840	3,277,100	911,800	23,250,600	610,000	46,215,340

Notes:

(a) Estimates of units to be built, contained in Specific Plans, is converted into building square feet assuming 1,100 square feet of building space per unit, including common area and circulation space.

(b) Includes estimate of 1,140 new hotel rooms, averaging 800 square feet per room, including common area, circulation, lobby, etc.

(c) Assumes 763 units, averaging 1,500 square feet per unit.

(d) Assumes 1,300 new units, averaging 1,400 square feet per unit.

(e) Includes estimate of 428 new hotel rooms, averaging 800 square feet per room.

Sources: WRT, LLC.; Update Analysis Summary Report, Triangle Area, West Sacramento, Keyser Marston Associates, Inc.; Railyards/Richards Boulevard Area Infrastructure Financing Plan; City of West Sacramento; City of Sacramento; BAE.

**APPENDIX E: PRIORITY PUBLIC PROJECTS COST ESTIMATE
(0-15 YEARS)- FOLLOWING 7 PAGES**

Priority Public Projects (0 to 15 years)
 Sacramento Riverfront Master Plan
Cost Estimates-Summary
 10/07/03 Rounded to the nearest \$10,000

All cost estimates are preliminary and shall not be used for programming purposes. Scoping document defining the scope of each improvement and with detailed cost estimates are required.

	Construction Costs	Additional Costs*	TOTAL	Riverfront Themes	Cost by Project Timing	
					0-5 Years	6-15 Years
		Mobilization, Contingencies, & Fees		N=Neighborhoods C=Connectivity G=Green Backbone P=Places for Celebration		
Shared Projects						
Central Loop Bridge Improvements						
"I" Street Bridge-Improve pedestrian/bike access and connections	12,200,000		12,200,000	C-1	3,700,000	8,500,000
"I" Street Bridge-Painting and maintenance	8,000,000	2,000,000	10,000,000	C-2		10,000,000
Tower Bridge-Improve pedestrian/bike access and connections	8,700,000		8,700,000	C-3	8,700,000	
"R" Street to Garden Street Pedestrian Bridge Design Competition	1,000,000		1,000,000	C-4		1,000,000
Riparian Enhancements-West Sacramento						
<i>Bench Condition (assuming 50' avg. width)</i>						
Riverfront Park Edge - "E" Street to "I" Street Bridge	70,000	50,000	120,000	G-1		120,000
"I" Street Bridge to Sycamore Drain	1,560,000	1,110,000	2,670,000	G-2		2,670,000
<i>Bluff Condition (assuming 100' avg. width)</i>						
Tower Bridge to Garden Street	530,000	370,000	900,000	G-3	900,000	
Garden Street to Pioneer Bridge	680,000	480,000	1,150,000	G-4		1,150,000
Pioneer Bridge to Stone Lock Bluff Park/South River Road Bridge	2,300,000	1,630,000	3,920,000	G-5		3,920,000
Riparian Enhancements-Sacramento						
<i>Flood Wall/Levee Condition (assuming 50' avg. width)</i>						
"I" Street Bridge to Discovery Park	900,000	640,000	1,540,000	G-6	600,000	940,000
R Street Plaza to Miller Park	900,000	640,000	1,540,000	G-7		1,540,000
Subtotal-Shared	36,840,000	6,920,000	43,740,000		13,900,000	29,840,000
West Sacramento						
Riverfront Circulation						
<i>Riverfront Trails(North and South of Central Riverfront)</i>						
"I" Street Bridge to Lighthouse Marina	410,000	290,000	705,000	C-5	705,000	
Lighthouse Marina to Bryte Bend Bridge	410,000	290,000	705,000	C-6		705,000
Pioneer Bridge to Stone Lock Bluff Park/South River Road Bridge	560,000	400,000	960,000	C-7		960,000
<i>Formal Promenades(Central Riverfront)</i>						
E Street to "I" Street Bridge	130,000	120,000	250,000	C-8	250,000	
Tower Bridge to Garden Street	500,000	460,000	950,000	C-9	950,000	
Garden Street to Pioneer Bridge	690,000	630,000	1,320,000	C-10	1,320,000	
Open Space/Landscape Enhancements						
Riverfront Park Completion	300,000	210,000	510,000	P-1	510,000	
"I" Street Bridge Viewing Platform	80,000	60,000	140,000	P-2		140,000
Waterfront Features						
Triangle Amphitheater	710,000	650,000	1,360,000	P-3		1,360,000
Pedestrian Plaza-Triangle	50,000	40,000	90,000	P-4		90,000
Pedestrian Plaza-Garden Street	160,000	150,000	310,000	P-5		310,000
Triangle Public Steps	530,000	480,000	1,010,000	P-6		1,010,000
Terrace	2,420,000	2,220,000	4,640,000	P-7		4,640,000
Piers/Docks						
Fishing Pier-South Triangle	240,000	220,000	460,000	N-1		460,000
Visitor Boat Dock-"E" Street	580,000	530,000	1,100,000	N-2	550,000	550,000
Visitor Boat Dock-North Triangle	580,000	530,000	1,100,000	N-3		1,100,000
Street and Rail Modifications						
Extend E Street to Levee	500,000	460,000	960,000	N-4	480,000	480,000
Extend F Street to Levee	500,000	460,000	960,000	N-5		960,000
Subtotal-West Sacramento	9,330,000	8,200,000	17,530,000		4,765,000	12,765,000

	<u>Construction Costs</u>	<u>Additional Costs*</u>	<u>TOTAL</u>	<u>Riverfront Themes</u>	<u>Cost by Project Timing</u>	
		Mobilization, Contingencies, & Fees		N=Neighborhoods C=Connectivity G=Green Backbone P=Places for Celebration	0-5 Years	6-15 Years
Sacramento						
Waterfront Circulation						
<i>Riverfront Trails</i>						
I Street Bridge to Discovery Park	550,000	390,000	940,000	C-11	940,000	
Pioneer Bridge to Miller Park	280,000	200,000	470,000	C-12	470,000	
<i>Formal Promenades</i>						
Plaza of Lights to R Street Plaza	3,200,000	0	3,200,000	C-13	3,200,000	
R Street Plaza to Pioneer Bridge	1,300,000	0	1,300,000	C-14	550,000	750,000
Old Sac Promenade to I Street Bridge Reconfiguration	500,000	460,000	960,000	C-15	960,000	
Open Space/Landscape Enhancements						
Docks Area Parks-North and South	1,800,000	1,280,000	3,080,000	P-8	1,000,000	2,080,000
Railyards Park	4,500,000	3,200,000	7,700,000	P-9	1,540,000	6,160,000
Silt Diverter @ Miller Park Boat Ramp	530,000	490,000	1,020,000	N-6	1,020,000	
Jibboom Street Park Site						
PG&E Building Retrofit and Riverside Terrace	2,000,000	1,840,000	3,840,000	P-10		3,840,000
Jibboom Street Park	1,850,000		1,850,000	P-11	1,850,000	
Paint Jibboom St. Viaduct Railing and Structure	2,500,000		2,500,000	N-7	2,500,000	
Waterfront Features						
R Street Plaza	550,000	510,000	1,060,000	P-12		1,060,000
Piers/Docks						
Fishing Pier-North of Tower Bridge	480,000	440,000	920,000	N-8	920,000	
Fishing Pier-South of Tower Bridge	240,000	220,000	460,000	N-9	460,000	
Visitor Boat Dock-South of Tower Bridge	580,000	530,000	1,100,000	N-10	1,100,000	
Visitor Boat Dock-Docks Area	580,000	530,000	1,100,000	N-11	1,100,000	
Visitor Boat Dock-Jibboom Street Park Site	580,000	530,000	1,100,000	N-12	1,100,000	
Subtotal-Sacramento	22,000,000	10,600,000	32,600,000		18,710,000	13,890,000
GRAND TOTAL			93,870,000		37,375,000	56,495,000

Notes

* Several of the items in this cost estimate are under initial study while others are more advanced in their development. Therefore, early stage projects are shown as inclusive of all fees, while additional cost such as mobilization, contingencies and design fees are included with those items further along in their planning and design process.

Priority Public Projects (0 to 15 years)
 Sacramento Riverfront Master Plan
Cost Estimates-Sacramento
 10/07/03

All cost estimates are preliminary and shall not be used for programming purposes. Scoping document defining the scope of each improvement and with detailed cost estimates are required

Construction Costs										Additional Costs*				Cost by Project Timing		
Quantity	Unit	Unit cost	Subtotal	Mobilization	Minor Items	Subtotal	Contingency	Design/Engineering Fees	TOTAL	0-5 Years	6-15 Years					
Riverfront Circulation																
Riverfront Trails(North and South of Central Riverfront,																
5,000	lf	110	550,000	55,000	55,000	660,000	165,000	115,500	940,500	940,500	940,500					
2,500	lf	110	275,000	27,500	27,500	330,000	82,500	57,750	470,250	470,250	470,250					
Pioneer Bridge to Miller Park																
Formal Promenades(Central Riverfront)																
1	ls	3,200,000	3,200,000	0	0	3,200,000	0	0	3,200,000	3,200,000	3,200,000					
4,452	lf	292	1,299,984	0	0	1,299,984	0	0	1,299,984	550,000	550,000		749,984			
1	ls	500,000	500,000	50,000	50,000	600,000	150,000	210,000	960,000	960,000	960,000					
Old Sac Promenade to I Street Bridge Reconfiguration*																
Open Space/Landscape Enhancements																
9	ac	200,000	1,800,000	180,000	180,000	2,160,000	540,000	378,000	3,078,000	1,000,000	2,078,000					
22.5	ac	200,000	4,500,000	450,000	450,000	5,400,000	1,350,000	945,000	7,695,000	1,540,000	6,155,000					
1	ls	530,000	530,000	53,000	53,000	636,000	159,000	222,600	1,017,600	1,017,600	1,017,600					
Silt Diverter @ Miller Park Boat Ramp																
Jibboom Street Park Site																
1	ls	2,000,000	2,000,000	200,000	200,000	2,400,000	600,000	840,000	3,840,000	1,850,000	3,840,000					
1	ls	1,850,000	1,850,000	0	0	1,850,000	0	0	1,850,000	1,850,000	1,850,000					
1	ls	2,500,000	2,500,000	0	0	2,500,000	0	0	2,500,000	2,500,000	2,500,000					
Paint Jibboom St. Viaduct Railing and Structure																
Waterfront Features																
1	ls	550,000	550,000	55,000	55,000	660,000	165,000	231,000	1,056,000	1,056,000	1,056,000					
R Street Plaza																
Piers/Docks																
2	ls	240,000	480,000	48,000	48,000	576,000	144,000	201,600	921,600	921,600	921,600					
1	ls	240,000	240,000	24,000	24,000	288,000	72,000	100,800	460,800	460,800	460,800					
1	ls	575,000	575,000	57,500	57,500	690,000	172,500	241,500	1,104,000	1,104,000	1,104,000					
1	ls	575,000	575,000	57,500	57,500	690,000	172,500	241,500	1,104,000	1,104,000	1,104,000					
1	ls	575,000	575,000	57,500	57,500	690,000	172,500	241,500	1,104,000	1,104,000	1,104,000					
1	ls	575,000	575,000	57,500	57,500	690,000	172,500	241,500	1,104,000	1,104,000	1,104,000					
Visitor Boat Dock-PGE																
Visitor Boat Dock-PGE																
Total			21,999,984	1,315,000	1,315,000	24,623,984	3,945,000	4,026,750	37,601,734	18,772,750	13,878,984					

Notes
 * Several of the items in this cost estimate are under initial study while others are more advanced in their development. Therefore, early stage projects are shown as inclusive of all fees, while additional items such as mobilization, contingencies and design fees are included with those items further along in their planning and design process.

Priority Public Projects (0 to 15 years)
 Sacramento Riverfront Master Plan
Budget Estimates-Joint

All cost estimates are preliminary and shall not be used for programming purposes. Scoping document defining the scope of each improvement and with detailed cost estimates are required

		Construction Costs			Additional Costs*				Project by Category		
Quantity	Unit	Unit cost	Subtotal	Mobilization	Minor Items	Subtotal	Contingency	Design/ Engineering Fees	TOTAL	0-5 Years	6-15 Years
1	ls	12,200,000	12,200,000						12,200,000		8,500,000
1	ls	8,000,000	8,000,000			8,000,000	2,000,000		10,000,000	3,700,000	10,000,000
1	ls	8,700,000	8,700,000			8,700,000			8,700,000	8,700,000	
1	ls	1,000,000	1,000,000			1,000,000			1,000,000		1,000,000

Central Loop Bridge Improvements

- *1- Street Bridge-improve pedestrian/bike access and connections
- *1- Street Bridge-Painting and Maintenance
- Tower Bridge-improve pedestrian/bike access and connections*
- *R- Street to Garden Street Pedestrian Bridge Design Competition

Priority Public Projects (0 to 15 years)
 Sacramento Riverfront Master Plan Update
Cost Estimates-Reference Sheet

*All cost estimates are preliminary and shall not be used for programming purposes. Scoping document defining the scope of each improvement and with detailed cost estimates are required

					Notes/Assumptions/References
Central Loop Bridge Improvements					
	Q	U	UP	P	
"I" Street Bridge-Improve pedestrian/bike access and connections	1	LS	\$12,200,000	\$12,200,000	Sacramento Public Works. Based on Tower Bridge project plus a potential 1.4X increase for similar improvements. HDR (2001). Draft Feasibility Report: Painting and Lighting the I-Street Bridge. Sacramento and West Sacramento Public Works. Personal communication
"I" Street Bridge-Painting and maintenance	1	LS	\$8,000,000	\$8,000,000	
Tower Bridge-Improve pedestrian/bike access and connections	1	LS	\$8,700,000	\$8,700,000	
Riverfront Circulation					
Riverfront Trail-North and South of Central Riverfront					
<i>per 100' long section</i>					
	Q	U	UP	P	
Benches	1	EA	\$1,000	\$1,000	HDR Engineering (2001). Memorandum: Modified Triangle Specific Plan Infrastructure Estimate". <i>Update Analysis Summary Report. Triangle Area West Sacramento.</i>
Conduit	0	LF	\$15	\$0	
Asphaltic Concrete Paving	2000	SF	\$5	\$9,000	
Lighting	0	EA	\$3,000	\$0	
Trash Receptacles	1	EA	\$1,000	\$1,000	
	Total (per 100' long section)			\$11,000	Linear foot cost modified from HDR (2001) by WRT to assume similar quality elements as with the formal promenade. Cost used for both West Sacramento and Sacramento riverfront trails for the referenced source is more detailed and recent.
	Total (per LF)			\$110	
Formal Promenade-Central Riverfront					
<i>per 68' long section</i>					
	Q	U	UP	P	
Anchor Chain	52	LF	\$25	\$1,300	HDR Engineering (2001). Memorandum: Modified Triangle Specific Plan Infrastructure Estimate". <i>Update Analysis Summary Report. Triangle Area West Sacramento.</i>
Anchor Chain Bollards	4	EA	\$700	\$2,800	
Benches	1	EA	\$1,000	\$1,000	
Concrete Pilasters	2	EA	\$1,400	\$2,800	
Conduit	68	LF	\$15	\$1,020	
Integral Concrete Paving	426	SF	\$11	\$4,686	Cost used for West Sacramento and portions of Sacramento for the referenced source is more detailed and recent. Further assumes that not all sections of the Sacramento promenade will require cantilevered structure nor flood wall
Interlocking Concrete Pavers	900	SF	\$3	\$2,700	
Lighting	1	EA	\$3,000	\$3,000	
Trash Receptacles	0.5	EA	\$1,000	\$500	
	Total (per 68' long section)			\$19,806	
	Total (per LF)			\$292	
Other Riverfront Circulation Items					
	Q	U	UP	P	
~ Promenade from Capitol to O Street	960	lf	1,236	1,186,944	Sac Economic Development. Promenade Estimates. Unit cost is used for sections of the proposed Sacramento promenade with similar conditions to the existing promenade that require flood wall or cantilevered deck.
Open Space/Landscape Enhancements					
	Q	U	UP	P	
Public park open space construction	1	ac	\$200,000	\$200,000	City of West Sacramento/JJR Smith Group. Per acre cost for park space. City of West Sacramento. Measure K Submittal City of Sacramento. Parks and Recreation City of Sacramento. Visitor and Convention Services
"I" Street Bridge Viewing Platform	1	ls	\$80,600	\$80,600	
Jibboom Street Park	1	ls	\$1,850,000	\$1,850,000	
Silt Diverter @ Miller Park Boat Ramp	1	ls	\$530,000	\$530,000	
Riparian Enhancements					
	Q	U	UP	P	
Bench Condition (assuming 50' avg. width)	1	lf	\$150	\$150	HDR Engineering (2001). Memorandum: Modified Triangle Specific Plan Infrastructure Estimate". <i>Update Analysis Summary Report. Triangle Area West Sacramento.</i>
Bluff Condition (assuming 100' avg. width)	1	lf	\$450	\$450	
Flood Wall/Levee Condition (assuming 50' avg. width)	1	lf	\$150	\$150	
	Linear foot cost modified from HDR (2001) by WRT to assume improvements along entire length of riverfront. Cost used for both West Sacramento and Sacramento riparian enhancements for the referenced source is more recent and detailed.				
Waterfront Features					
	Q	U	UP	P	
Triangle Amphitheater	25,300	sf	\$28	\$708,400	HDR Engineering (2001). Memorandum: Modified Triangle Specific Plan Infrastructure Estimate". <i>Update Analysis Summary Report. Triangle Area West Sacramento.</i>
Pedestrian Plaza-Triangle	9,000	sf	\$5	\$45,000	
Pedestrian Plaza-Garden Street	32,000	sf	\$5	\$160,000	
Triangle Public Steps	15,000	sf	\$35	\$525,000	
Terrace	60,400	sf	\$40	\$2,416,000	
R Street Plaza	1	ls	550,000	550,000	Sac Economic Development. Based on estimates for the now completed Plaza of Lights, assuming similar design and engineering issues.

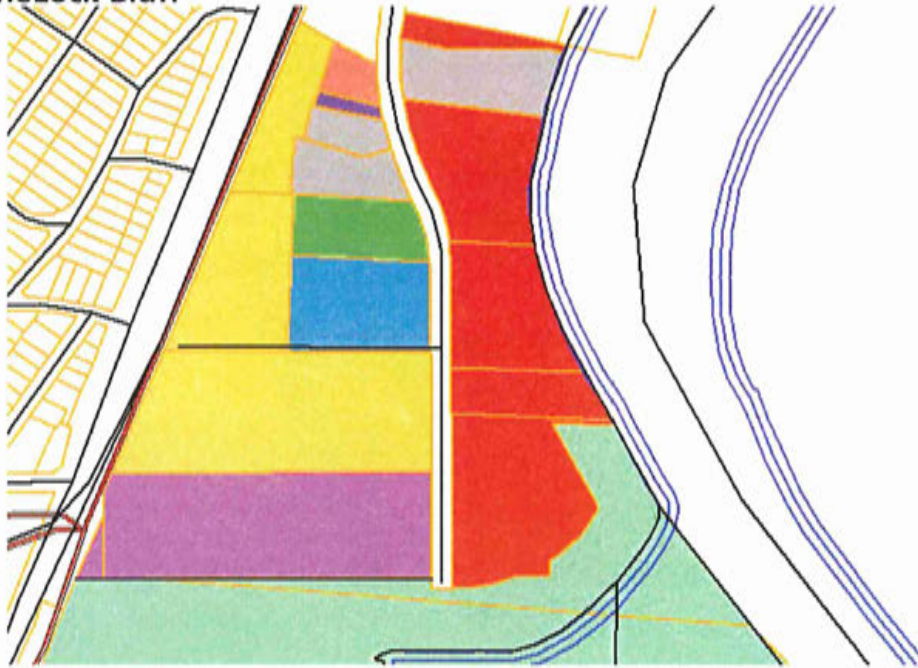
Piers/Docks					Notes/Assumptions/References
	Q	U	UP	P	
Fishing Pier	1	Is	\$240,000	\$240,000	City of West Sacramento. Measure K Submittal Cost used for West Sacramento and Sacramento for the referenced source is more detailed and recent. Further assumes that all visitor boat docks have associated fishing piers.
Visitor Boat Dock	1	Is	\$575,000	\$575,000	
Fire and Emergency Services Dock	1	Is	\$700,000	\$700,000	City of Sacramento. Parks and Recreation. Personal Communication.

Street and Rail Modifications					Notes/Assumptions/References
	Q	U	UP	P	
Extend E and F Streets to Levee	2	each	\$500,000	\$1,000,000	Nolte Engineering. Personal communication. Based on comparisons for similar projects. This estimate is general and for discussion purposes only.
Relocate Rail Spur in West Sacramento	1	Is	\$4,000,000	\$4,000,000	West Sacramento. Personal communication. This estimate is general and for discussion purposes only.

Additional Costs/Design Fees			Notes/Assumptions/References	
	Full	Partial		
Mobilization	10%		HDR Engineering (2001). "Memorandum: Modified Triangle Specific Plan Infrastructure Estimate". <i>Update Analysis Summary Report. Triangle Area West Sacramento.</i> A distinction for additional cost and fees is made between projects that require a substantial amount of engineering, for instance promenades with flood walls or amphitheaters, and those that require partial design engineering, such as riverfront trails that follow either existing paths or are situated on top of levees. Several of the items in this cost estimate are under initial study while others are more advanced in their development. Therefore, early stage projects are shown as inclusive of all fees, while additional cost such as mobilization, contingencies and design fees are included with those items further along in their planning and design process.	
Minor Items	10%			
Contingencies	25%			
Preliminary Engineering	20%	10%		
Construction Engineering	15%	7.5%		
	35.0%	17.5%		

APPENDIX F: OPPORTUNITY SITES-PARCELS AND OWNERSHIP

StoneLock Bluff



0.2 0 0.2 Miles

- Streets
- Railroads
- Rivers
- Parcels
- Port of Sacramento
- Clark Pacific
- Clark Enterprises
- Tecon Pacific
- Clark Trucking
- City of West Sacramento
- Frank & Joanne Ramos
- Mike & Nina Chen
- Guy & Jane Gibson



City of West Sacramento

Southport Bluff Owners	Total	Parcel 1	Parcel 2	Parcel 3	Parcel 4	Parcel 5
Port of Sacramento	89.64	5.8	23.91	40.69	17.2	2.04
Clark Pacific	2.19	2.19				
Clark Enterprises	3.53	3.53				
Tecon Pacific	15.53	9.61	2.03	3.89		
Clark Trucking	10.19	10.19				
City of West Sacramento	15.28	15.28				
Frank & Joanne Ramos	4.42	4.42				
Mike & Nina Chen	0.09	0.09				
Guy & Jane Gibson	0.75	0.75				

Triangle Riverfront

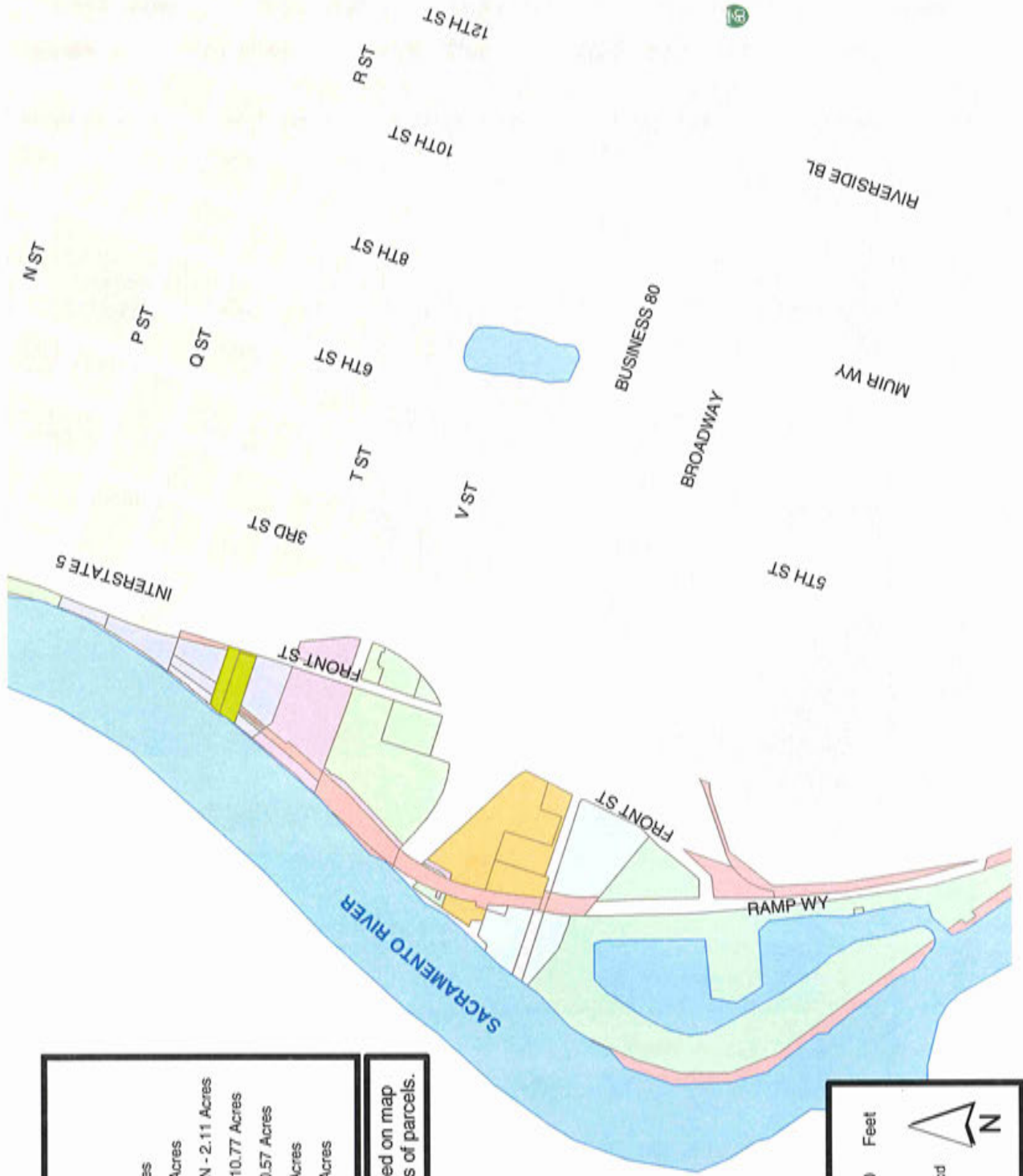


- Railroads
- Rivers
- Parcels
- Frank C Ramos ETAL
- Clark Pacific
- Dean Unger Trust ETAL
- Weyerhaeuser
- Morton Friedman L/M Trust
- Mclaughlin Draying Co.
- River City Land Holdings Co. LLC
- Teconpacific.shp
- Robert M Wilson Trust
- Harold & Jean Gomes Trust



Triangle Owners	Total	Parcel 1	Parcel 2	Parcel 3	Parcel 4	Parcel 5	Parcel 6	Parcel 7	Parcel 8	Parcel 9	Parcel 10	Parcel 11
Morton Friedman L/M Trust	40.22	0.34	1.788	3.15	2.7	0.232	3.39	0.99	15.32	11.03	0.64	0.64
Tecon Pacific	4.34	4.34										
Clark Pacific	2.998	2.998										
Dean F. Unger Trust ETAL	8.65	2.15	6.5									
Frank C. Ramos ETAL	4.35	4.35										
Wilson Trust	3.29	3.29										
River City Land Holdings Co. LLC	17	0.65	0.3	10.75	1.18	0.42	3.7					

Sacramento River Waterfront Property Ownership



Legend

- Lakes & Rivers
- CHEVRON U S A INC - 11.83 Acres
- CITY OF SACRAMENTO - 77.10 Acres
- DEPT OF PARKS & RECREATION - 2.11 Acres
- PACIFIC GAS & ELECTRIC CO - 10.77 Acres
- REDEVELOPMENT AGENCY - 10.57 Acres
- STATE OF CALIFORNIA - 42.10 Acres
- TOSCO CORPORATION - 10.30 Acres

Acres provided are estimates based on map data and not from legal descriptions of parcels.

0 500 1,000 2,000 Feet



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July 14, 2003

Sacramento River Waterfront Property Ownership



Legend

- Lakes & Rivers
- AL & ERNA SARTI - 1.69 Acres
- BP WEST COAST PRODUCTS LLC - .51 Acres
- CITY OF SACRAMENTO - 30.45 Acres
- CJ REMAINDER LLC - .96 Acres
- COUNTY OF SACRAMENTO - 1.61 Acres
- DIVINE INVESTMENTS INC - .84 Acres
- EQUILON ENTERPRISES LLC - .67 Acres
- FRANCES & TR CASCO - .92 Acres
- GLASJAR PROPERTY LLC - .78 Acres
- LAQUINTA DEVELOPMENT PARTNERS - 3.90 Acres
- MANHAR V PATEL - 1.17 Acres
- PACIFIC GAS & ELECTRIC CO - .08 Acres
- SOUTHERN PACIFIC TRANSPORTATIO - 131.44 Acres
- STATE OF CALIFORNIA - 8.12 Acres
- UKASH & ANNA AHMED - .40 Acres

Acreages provided are estimates based on map data and not from legal descriptions of parcels.

Feet



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July 14, 2003

APPENDIX G: ANALYSIS-HISTORICAL DEVELOPMENT OF THE SACRAMENTO RIVER NEIGHBORHOODS

An historical analysis was one of many tools used during the community workshop process to tell the story of how the riverfront neighborhoods have developed over the first 150 years of settlement.



c. 1865

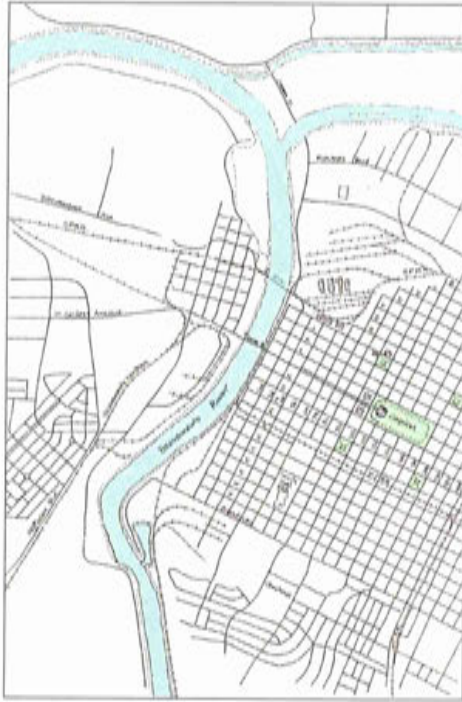
The original grid pattern of blocks and streets for both Sacramento and West Sacramento originated at the river's edge in close proximity to the rail line.



c. 1900

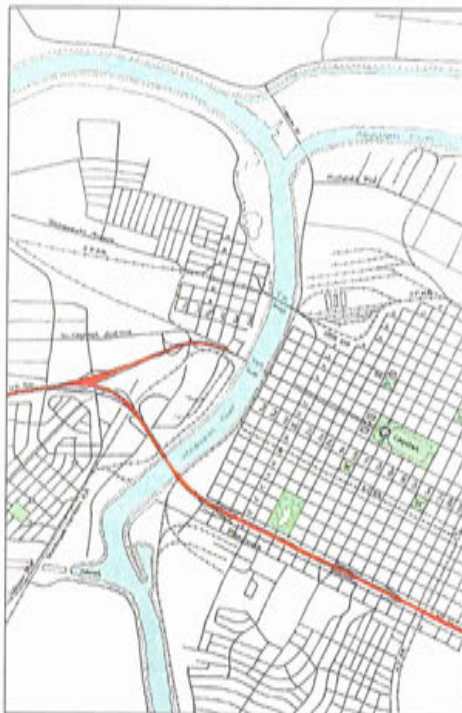
As the Sacramento Railyards developed, the initial pattern of blocks and streets began to erode north of downtown. This effectively separated the lands at the northern extent of the riverfront from the rest of Sacramento.

On the western banks, rail-based industry took advantage of the relatively undeveloped town to place numerous rail lines that continue to segment the City to this day.



c. 1935

With the advent of the automobile, new patterns of blocks and streets emerged. Both Sacramento and West Sacramento developed large areas with larger blocks and curvilinear streets. Sacramento began to lose its connection to the river to the south while West Sacramento was further fragmented by several rail lines, conflicting street patterns, and industrial activity that flourished by the river's edge.



c. 1970

Large scale transportation infrastructure — the urban savior of the day — effectively cut off from the River all of Sacramento except for the few blocks of Historic Old Sacramento and fragmented West Sacramento even further.

As the neighborhoods developed in close proximity to the river, they lost focus, connection and vitality. Block and street patterns in both cities developed inward with no well-defined edge except for a freeway or rail line.

Today, as land uses evolve adjacent to the river, the Cities must grasp this opportunity to recapture their riverfront and realize its full potential as one of the finest in the country.

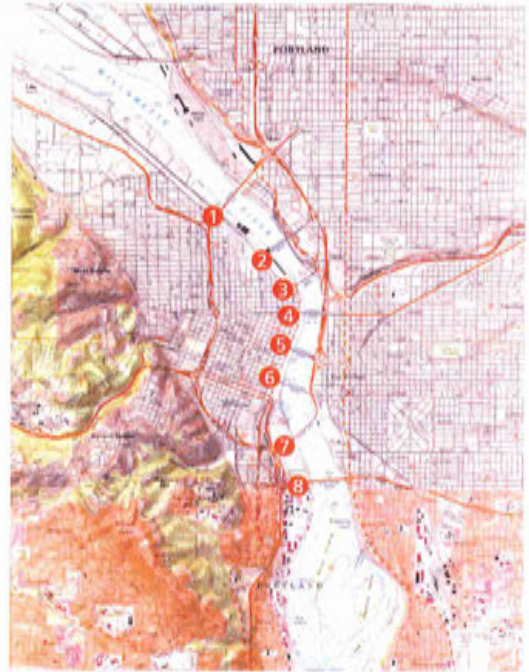
APPENDIX H: ANALYSIS-BRIDGE COMPARISONS OF SIMILAR U.S. CITIES

When developing a plan for a successful Sacramento riverfront that balances public open space with urban development, it is often instructive to compare this study site with other American precedents. Several waterfronts are well-known for their comfortable urban scale in close proximity to the rivers edge in concert with green spaces for recreation and celebration.

The purpose of this analysis is to demonstrate the significance of making connections across the river. Each of the precedents selected are of similar size and context to the Sacramento River cities, with neighborhoods on both sides of their respective rivers. Our argument is that greater movement east and west—as well as north and south—will create opportunities for a stronger Riverfront district.



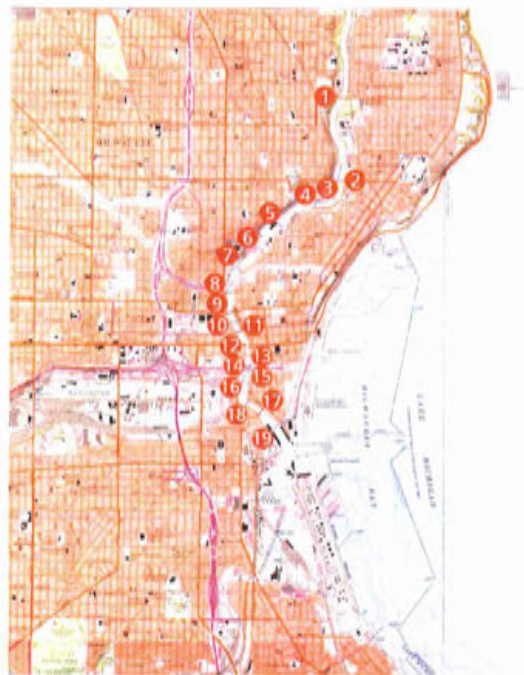
Sacramento to West Sacramento
Three bridges connect the two cities.



Portland, OR
Eight bridges within the central riverfront.

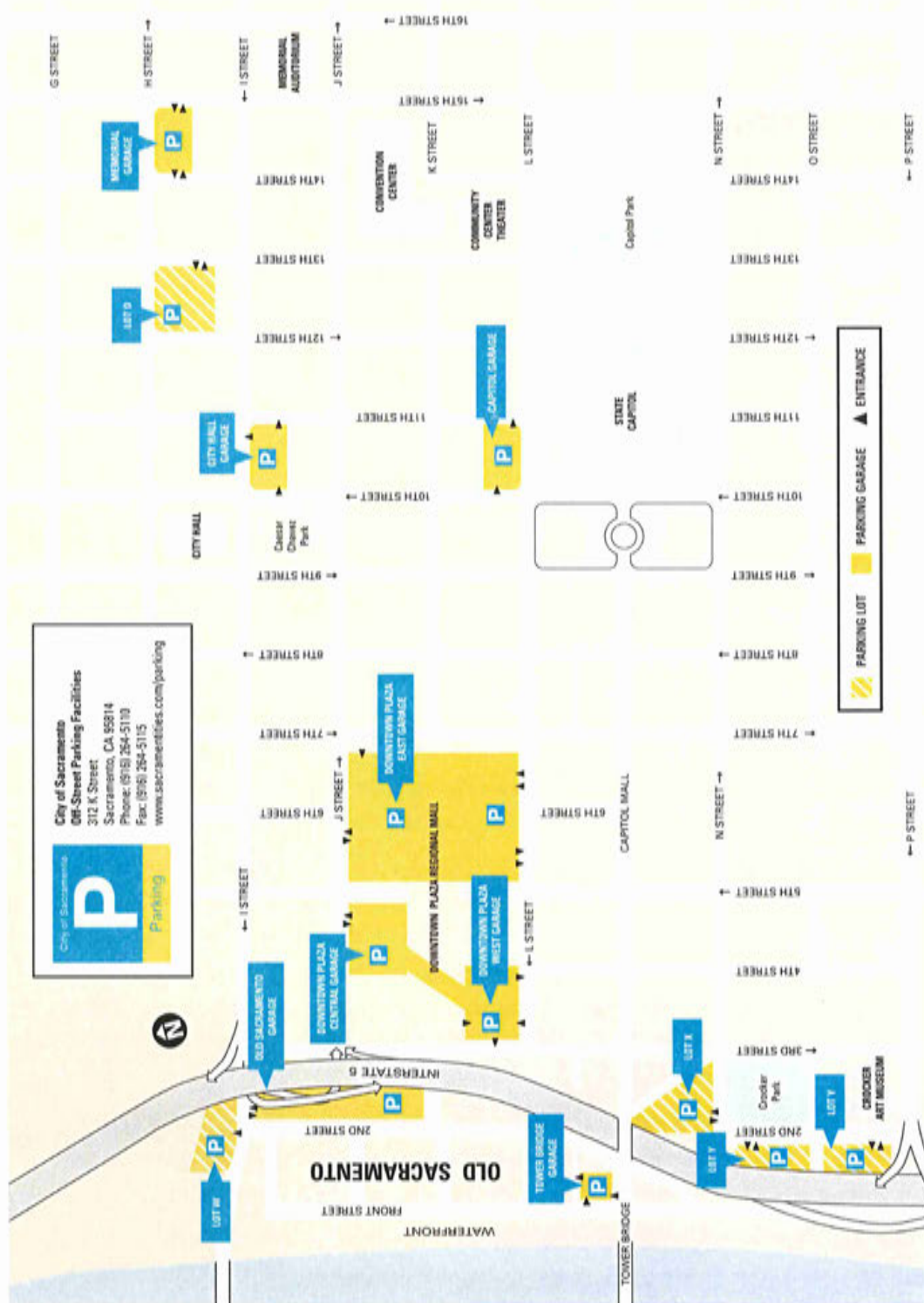


Pittsburgh, PA
The City of Three Rivers has 14 crossings



Milwaukee, WI
19 bridges over one of three rivers

APPENDIX I: OFF-STREET PARKING FACILITIES-CITY OF SACRAMENTO (credit: City of Sacramento)



APPENDIX J: FISH & AQUATIC HABITAT ISSUES RELATED TO NEW MARINAS

RE: Sacramento River Corridor Plan

Steve Chainey, Jones & Stokes, 3/28/03

NOTE: This summary of issues and possible environmentally beneficial approaches is based in part on a discussion with Warren Shaul, a J&S senior fisheries biologist in the Sacramento office.

Fishery biologists, aquatic ecologists, and river resource regulatory agencies (USFWS, NOAA-Fisheries, RWQCB, CDFG, etc.) generally have these common concerns about potential adverse effects of new marina developments:

1. Marinas, especially boats, represent a significant new source of water contaminants that are difficult to measure or control. Specific sources include: oil, fuel, and solvents in bilge water that is pumped out automatically by marine bilge pumps; discarded bait and discharge of detergent-laden water from boat sinks and drains; fuel and oil contained in engine wet exhaust (especially 2-cycle engines); fuel and oil spills at fueling docks; illegal waste discharge from boats with MSD's (marine toilets); boatyard and boat maintenance spills of oil, paint, solvents, and detergents.
2. Construction impacts that remove or degrade riparian and aquatic habitat, particularly in shallow-water zones and low vegetated, floodplain on channel margins.
3. An increase in, or the local introduction of, concentrated recreational use that directly or indirectly degrades habitat conditions, such as trampling of shoreline vegetation, campfires, and higher levels of boating activity that causes boat wake erosion of shoreline habitat. Wake-induced bank erosion often leads to additional rock placement on low banks at the expense of habitat quality.
4. Floating docks and piers in the near-shore zone of the river provide improved habitat for adult predatory fish. Greater predator abundance or efficiency can depress populations of out-migrating juvenile fish, including listed species (e.g., salmonids, Delta smelt).

Conditions, management measures, or features of new marinas located along the urban Sacramento River corridor that may have partially mitigating or beneficial effects on aquatic habitat include:

1. The abandoned, partially excavated "Lighthouse Marina" lagoon may pose a significant fish entrapment site affecting juvenile salmonids during out-migration when higher river stages recede below the bank. Connecting the lagoon directly to the river enables fish to escape to the river as flows recede.
2. Construction of permanent, serviced, oil-absorbant booms within the marina and near fuel docks and boatyard drains.
3. Prohibition of the operation of 2-cycle outboard engines and jet skis within the marina enclosure.
4. Mandatory annual boat inspections of berthed boats, specifically the bilge water, deck drains, and MSD's.
5. Other prescribed marina management measures and public education and enforcement that effectively reduce levels of potential water contaminants.
6. Create new habitat as part of the marina development. Avoid removal of shoreline trees or excavation of near-shore, shallow water habitat. Excavate a new, low floodplain with native plantings along the channel margin that creates floodplain inundation zones used by juvenile fish in the months of December through March.

K: ACKNOWLEDGMENTS

Special thanks to the many citizens and organizations who helped shape this plan through their participation in planning workshops and their correspondence. The time is now to celebrate our river!

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Other Participating Groups

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 Downtown Sacramento Partnership
 Friends of the Sacramento River Greenway
 Land Park Neighborhood Association
 Sacramento Metro Chamber
 Sacramento Area Flood Control Agency
 West Sacramento Historical Society

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