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**REPORT ON JOINT CITY-COUNTY POLICY
PLANNING COMMISSION**

INTRODUCTION

At the December 10, 1984, Urban Development Task Force meeting of the Board and Council, staff was directed to explore the above concept. This concept was left open-ended as to composition, function, meeting frequency, etc.; however, it was suggested that policy type topics of mutual concern to both jurisdictions could be discussed and recommendations could then be made to the appropriate governing body.

LEGAL AUTHORITY

The City Attorney and County Counsel have reviewed this concept, and find that SB1317, passed by the State Legislature in 1984, "seems to authorize a joint area planning commission for all or a prescribed portion of their cities or counties". The attached County correspondence of December 19, 1984, provides further details.

COMMISSION DUTIES AND FUNCTIONS

Under SB1317, a joint commission could be responsible for most planning decisions, including general plans, specific plans, rezonings, use permits and variances. General plans and zoning amendments would still require legislative body decision. It is less clear about joint commission authority to review subdivision maps.

If the Board and Council wish simply to have a joint commission discuss planning-type issues and then transmit its recommendations to the appropriate jurisdiction's planning commission or governing body, it can also be done.

The Board and Council must prescribe the joint commission's duties and functions as part of its establishment.

COMPOSITION

SB1317 states that a joint planning commission must have five members, the membership specified by the legislative bodies. One type of composition would be two members appointed by each legislative body and a fifth member appointed by mutual consent of both legislative bodies.

STAFFING REQUIREMENTS

The type of duties and functions and the frequency of meetings affect staffing requirements. Major policy issues involving different perspectives, depending upon their complexity and degree of controversy, could involve significant staff time for research, report writing, noticing, meeting attendance, follow-up and action transmittals. If three or four items were to be addressed monthly by a joint commission, two half-time planners and two quarter-time clerical persons would be needed. The City and County would each require a half-time planner, but could alternate or split the clerical person's job.

ADMINISTRATIVE COSTS

The staffing requirements discussed above, needed overhead and materials, and commissioner expenses could range from \$60,000 to \$100,000 annually. Once a clearer definition of commission duties and functions is made, the administrative costs can be better estimated.

ML:lr
Attachment

COUNTY OF SACRAMENTO

Inter-Department Correspondence

December 19, 1984

To: Supervisor Ted Sheedy

From: Barry Steiner
Deputy County Counsel

Subject: Joint City/County Policy Planning Commission

SUMMARY

This memo is in response to your request of December 12 regarding whether the City of Sacramento and the County of Sacramento could appoint a "joint" Planning Commission. This Commission would be responsible for land use decisions and recommendations for either the entire geographic area of the City of Sacramento and the unincorporated portions of the County of Sacramento, or some identified portion of both. It appears that such a joint Commission will be permissible under a new state law effective January 1, 1985.

DISCUSSION

As we discussed on December 12, a new bill passed by the State Legislature seems to authorize a joint planning commission. This bill, Chapter 690 of Statutes of 1984 (Senate Bill 1317), states that

"A legislative body may create one or more Planning Commissions each of which shall report directly to the legislative body. Two or more legislative bodies may create a joint area Planning Commission for all or a prescribed portion of their cities or counties. The legislative body shall specify the membership of the Commission or Commissions." (emphasis added) (Government Code Section 65101 to be effective January 1, 1985).

SB 1317 goes on to state that the Commission must have five members and the legislative body shall prescribe the issues, responsibilities, or geographic jurisdiction assigned to the Commission. Thus, the legislative bodies of the City of Sacramento and the County of Sacramento would be authorized to establish a joint planning commission, and prescribe its duties and functions.

There appear to be several issues that may be of concern in establishing such a joint Commission. First, it is not clear that the joint Commission could approve subdivision maps. SB 1317 amends the definition of "planning agency" in the Planning and Zoning Law (in Title 7 of the Government Code). The phrase "planning agency" is used throughout Division 1 of Title 7 (Division 1 governs most planning decisions, including general plans, specific plans, rezonings, use permits and variances). However, the phrase "planning agency" is not used in the Subdivision Map Act (Division 2 of Title 7). Instead, the Map Act uses the phrase "advisory agency".

More research would have to be done to determine whether the Board of Supervisors could designate the new joint Commission as the "advisory agency" under the Map Act. My initial impression is that nothing in the Map Act prevents such a designation. To be certain, clarifying State legislation should be proposed and adopted.

The second problem is how would the joint Commission implement the policies adopted by two different legislative bodies? SB 1317 does not change the requirement that general plans and zoning amendments be decided by the legislative body. (Current Government Code Section 65357, amended Government Code Section 65356 as added by AB 2038, and current Government Code Section 65857.)

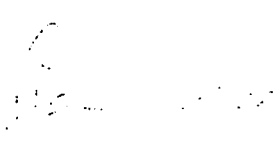
Therefore, it is conceivable that substantially different standards would be adopted for each geographic area. It is conceivable that the Commissioners would have a difficult time implementing the different plans. Joint responsibility, however, might result in better and more effective joint planning because the Commission would be forced to reconcile the planning policies of each jurisdiction. This is generally a policy issue, but would become a legal issue if the Commission failed to implement the requirement that zoning and subdivision maps be consistent with the locality's general plan (Government Code Sections 65860, 66473.5, 66474).

Supervisor Ted Shaedy

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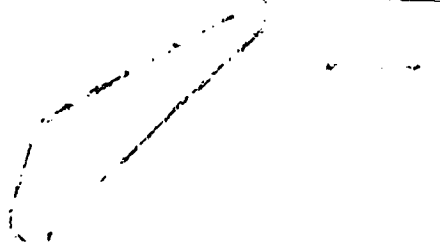
December 19, 1984

There obviously are other issues to discuss, including relevant County Code provisions. Please let me know if you would like me to research these issues further.


BARRY STEINER
Deputy County Counsel

BS:bjh

cc: Members, Board of Supervisors
Sue Ziegler
~~Tom Sparks~~





COUNTY OF SACRAMENTO

DEPARTMENT OF PUBLIC WORKS

COUNTY ADMINISTRATION BUILDING • ROOM 304 • 827 SEVENTH STREET
SACRAMENTO, CALIFORNIA 95814 TELEPHONE: (916) 440-6581

March 11, 1985

To: City Council and Board of Supervisors
Members of the Joint City-County Urban Development Task Force

From: D. W. McKenzie, Director, County Department of Public Works
Mel Johnson, Director, City Department of Public Works

Subject: REPORT BACK ON THE "WHERE NEXT" WORKSHOP OF THE JOINT
CITY-COUNTY URBAN DEVELOPMENT TASK FORCE

The Joint City-County Urban Development Task Force was formed for the purpose of providing a forum for discussion of future urban development issues of mutual interest between the City and County of Sacramento. A series of Workshops have been held to further identify these issues and to hear public and agency testimony from interested individuals and groups. This process culminated in a "Where Next" Workshop VI which was held on December 4, 1984. The purpose of that workshop was to have the Task Force select issues of high priority and to identify areas which can truly benefit from joint City-County efforts.

The two transportation related issues identified as having the greatest concern were the urgent need for developing a Regional Transportation Study and the need to identify and develop strategies to resolve the existing funding crisis for the construction, maintenance, and upgrading of regional and local roads.

REGIONAL TRANSPORTATION STUDY

As discussed in our previous staff report for Workshop II, many transportation studies have recently been performed or are currently underway. The Laguna Public Facilities Plan, the East Area Transportation Study, the North Highlands-Antelope Public Facilities Plan, the North Natomas Community Plan Amendment Study, the South Natomas Community Plan Amendments, the Delta Shores (Huntington Park) Proposal, and the Northeast County Traffic Circulation Analysis are some of the major studies which are currently underway or have been undertaken recently within the City and County of Sacramento. In addition, the City of Folsom is conducting a Density and Traffic Circulation Analysis, and the City of Roseville is conducting the Foothills Boulevard Extension Study. All of these studies, although very valuable, tend to concentrate on traffic impacts on a small community basis. A comprehensive Regional Transportation Study would be very useful as a planning tool and, as the title suggests, would assess the "regional" traffic impacts of future development and infill growth in relation to overall travel patterns and characteristics.

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SACOG has included the development and funding of a comprehensive Regional Transportation Plan (RTP) in its current work program. It is our understanding that development of this RTP would be accomplished in two phases. First a draft RTP would be developed for the year 2005. The plan would be facilities oriented and would be based on population and employment projections in different sections of the region. This draft plan is expected to be completed by June, 1985, and will describe the road, highway, and transit improvements needed by the year 2005 sorted by short term, medium term, and long term projects. Enhancement of the transit system within the region will become increasingly important. SACOG will coordinate this issue with affected government agencies, Regional Transit, and interested citizens. Phase two of the project would incorporate appropriate comments received from the circulation of the draft RTP and would perform detailed computer simulations of the future alternative roadway network. It is anticipated that the results of the computer analysis and comments received during the review of the draft plan will be used to produce a final plan and EIR by June, 1986.

The Task Force has requested that affected agencies present a work program with staff and resource requirements necessary to implement this project. City and County Public Works Department staffs have coordinated with SACOG to identify these requirements. Both City and County staffs feel that existing personnel within the City Traffic Engineering Section and County Highways and Bridges Division respectively can absorb the workload necessary to complete phase one of the RTP, subsequent review of the draft plan and possible coordination with consultants. It is anticipated that approximately one-quarter of a responsible staff person will be required each from the City and County for a period of approximately one year. The majority of the work expected of City and County Department of Public Works personnel would involve detailed input in examining the transportation problems associated with the 2005 population and employment projections. This will include preliminary selection of the appropriate road projects, estimating costs, and prioritizing projects. The City expects to utilize existing staff that is currently working on the North Natomas General Plan Amendment Study, and the County expects to utilize existing staff that is preparing to undertake the County Highways and Bridges Division Ten Year Capital Improvement and Road Finance studies. If existing staff is assigned to this project it is expected that the completion of the County studies will be delayed in order to accommodate the coordination effort with SACOG for the Draft RTP. Fortunately, the RTP and the Ten Year Capital Improvement and Road Finance studies will overlap in the area of identifying and prioritizing road improvements needed in the next ten to twenty years. No significant effect on the North Natomas General Plan Amendment Study is anticipated by the City in order to facilitate the coordination effort.

It is the feeling of both City and County Public Works staffs that a significant consultant effort will be required to adequately complete the RTP after the draft plan has been completed. Identifying the appropriateness, feasibility, and cost of the regional roadway network that will be required in the year 2005 is a task that would overload the resources of existing City and County staffs. Preliminary discussions between the City and County indicate that perhaps as much as \$200,000.00 will be required by the City Public Works Department, and \$400,000.00 will be required by the County Public Works Department in order to contract for the required consultant effort.

ROAD FINANCING:

The second major transportation related issue identified by the Task Force was the need to identify and develop road financing strategies to supplement the existing and expected funding shortfall for the construction and maintenance of the needed future roadway network.

The Board of Supervisors, on January 10, 1985, accepted and approved a report from the County Public Works Department outlining the details of implementing an increase in the local fuel/gas tax and the local sales tax (see attachment 1). Based upon the approved recommendations of that report, the County Public Works Department is currently working on a recommendation to the Board of Supervisors which would place a one-half cent local sales tax increase measure on the next General Election ballot scheduled for June, 1986. This recommendation is scheduled to be presented to the Board of Supervisors in March, 1985. It is anticipated that this increase would raise approximately \$33 million for road financing purposes with \$10.5 million going to the City of Sacramento, \$16 million going to the County of Sacramento, and \$6.5 million (20%) going to the Sacramento Regional Transit District if the recommendations are approved.

TRANSIT:

The Public Works Departments of the City and County of Sacramento recognize the important role that transit development needs to have in the future transportation network in the year 2005 and beyond. The County Planning Department is coordinating this area of the report with SACOG, Regional Transit, and the City of Sacramento. Further details regarding this issue are available in the Planning Department's portion of the report. However, as indicated above, Regional Transit could receive approximately \$6.5 million annually if the local sales tax increase is approved.

CONCLUSION:


The City and County Departments of Public Works jointly recommend that SACOG act as the lead agency in the development of the comprehensive Regional Transportation Study with cooperation from City and County staffs. SACOG has indicated that other affected agencies within the region have been contacted and have agreed to cooperate. These agencies include Caltrans, Regional Transit, El Dorado County, Placer County, the City of Roseville, and the City of Folsom. The City and County Departments of Public Works will return to the City Council and Board of Supervisors, respectively, if and when funds are required for a consultant effort or if additional in-house staffing needs become apparent.

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It is also recommended that the City Council and the Board of Supervisors continue to support existing and future legislation which will attempt to solve the current road financing crisis.


PLG:llw

Recommended for Approval:



D. W. McKenzie, Director
County Department of Public Works

Recommended for Approval:



Mel Johnson, Director
City Department of Public Works