12-8-81
#19

CITY OF SACRAMENTO

OFFICE OF THE CITY CLERK
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TELEPHONE (916) 449-5426

LORRAINE MAGANA
CITY CLERK

MEMORANDUM

TO: WALTER J. SLIPE, CITY MANAGER

FROM: LORRAINE MAGANA, CITY CLERK

SUBJECT: REFERRAL OF ITEM NO. 19, COUNCIL AGENDA OF DECEMBER 8, 1981

DATE: DECEMBER 11, 1981

Pursuant to Council action, the following subject matter is referred to you for response and consideration:

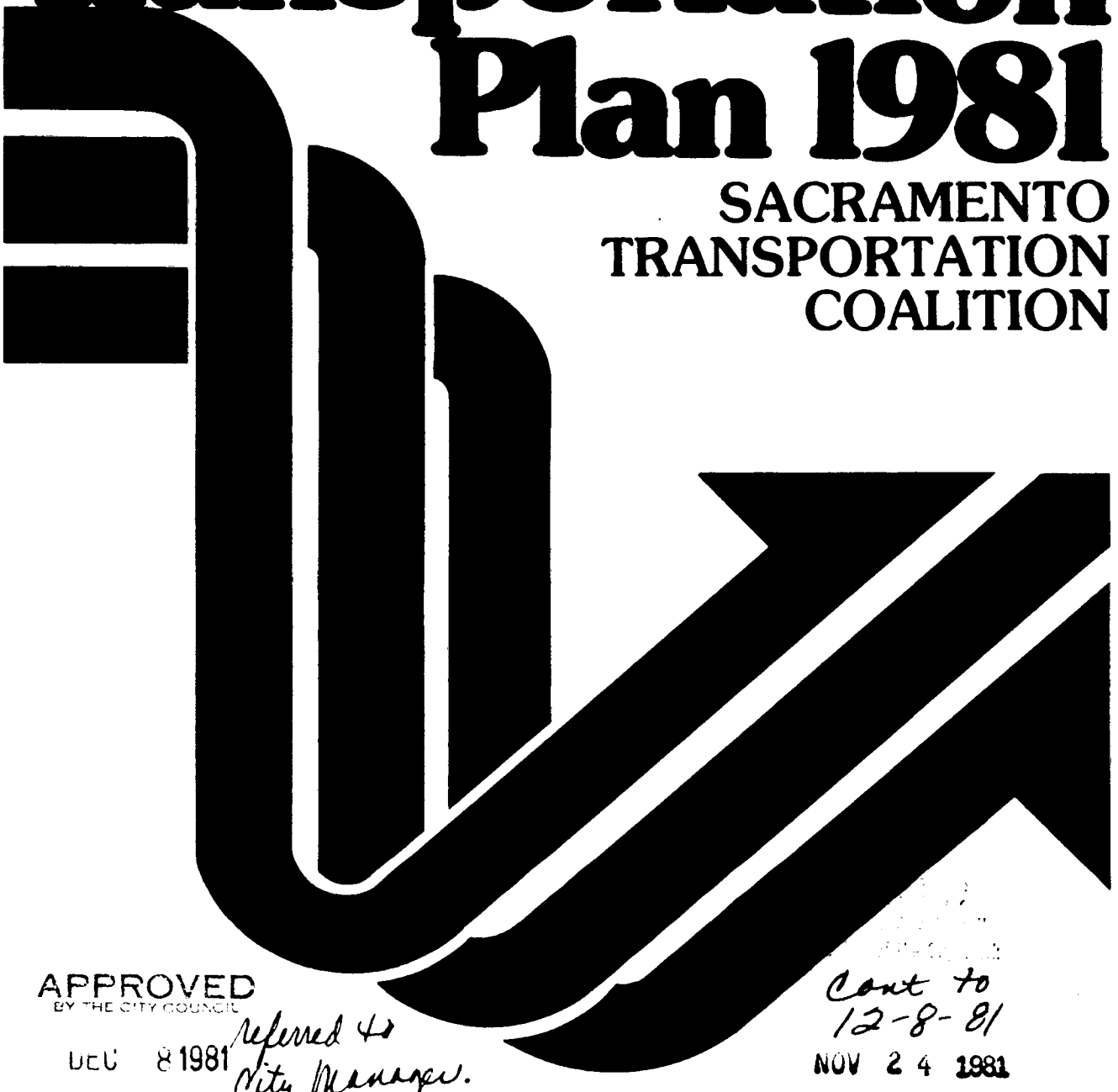
COMMUNITY TRANSPORTATION PLAN 1981
(SACRAMENTO TRANSPORTATION COALITION-
AMERICAN LUNG ASSOCATION)[ROBIE]

MM/LM/mm
cc: Engineering Dept.

#19

Community Transportation Plan 1981

SACRAMENTO TRANSPORTATION COALITION



APPROVED
BY THE CITY COUNCIL
DEC 8 1981
OFFICE OF THE CITY CLERK

Referred to City Manager.

Cont to 12-8-81

NOV 24 1981

AMERICAN LUNG ASSOCIATION
of SACRAMENTO-EMIGRANT TRAILS
The Christmas Seal People ®

909 12th Street, Sacramento, CA 95814 • (916) 444-LUNG

CREDITS

Organizational Support

The American Lung Association of Sacramento-Emigrant Trails

Funding

The California Air Resources Board

Coalition Meeting Facilities

The Sacramento Metropolitan Chamber of Commerce

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Special thanks to Keith Martin, a Regional Transit intern who did much of the Plan editing; Anne Geraghty, who provided liaison with the Air Resources Board; Carol Bass, who underwrote the cost of reproducing the Plan, and the over 40 people who worked with the Chairs in developing the Plan.

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EXECUTIVE SUMMARY

INTRODUCTION

The Community Transportation Plan has been developed by the Sacramento Transportation Coalition with special assistance from the American Lung Association of Sacramento-Emigrant Trails. Funding was made possible through a grant from the California Air Resources Board.

The Transportation Coalition is made up of individuals concerned about Sacramento's present and future transportation system. Most members are either active members of community organizations such as the Lung Association, Modern Transit Society, Chamber of Commerce, League of Women Voters, etc., or work for City, County, Regional, and State agencies involved in transportation system planning, development, and operation.

The focus of the Transportation Coalition is on moving people within the Sacramento Metropolitan Area. The underlying theme of the CTP is the community's need to accomodate a small but increasingly important shift in choice of transportation mode away from single occupancy auto travel and toward transit ride sharing, bicycling, and pedestrianism. The community's ability to meet this shift will play a crucial role in the future economic, social, and environmental health of Sacramento.

BACKGROUND

Transportation surveys show that the automobile meets as high as 97% of our transportation needs in Sacramento today. Its convenience, comfort, and privacy guarantees it will continue to serve as a major mode of transportation in the foreseeable future. Individual automobile use is being reduced, however. National figures of the Hertz Corporation show a 6% drop in 1980 alone. The primary reason is economics. The high cost of extensive automobile use is becoming more than many people are willing or can afford to pay. A second important reason is a drop in convenience.

According to Hertz, it cost Americans an average of $2,631 to own and operate an automobile in 1980. This figure is 12% above 1979 and 112% above 1972, an increase that exceeds overall inflation rates. While yearly inflation rates may vary, increasing automobile fuel, production, storage, and insurance costs point toward a continuation of this trend. Without a commensurate increase in income, people will have to choose between spending a greater share of their income

on driving or driving less. Low and middle income groups will be particularly hard hit by this dilemma.

The increase in costs for building and maintaining the necessary highway infrastructure for operating automobiles is even more dramatic. The State Highway Index of Construction Costs jumped 200% between 1970 and 1980. Locally, County Public Works' information shows a 300% increase in liquid asphalt and aggregate base over the same period. Asphalt concrete has skyrocketed from $6.00 to $25.00 per ton. Meanwhile, available road revenues have only increased 32%. Under these circumstances, highway construction has dropped drastically and some maintenance is being deferred. Amenities such as street lighting and landscaping are ignored. Reduced automobile convenience in the form of more traffic congestion and deteriorating road conditions results. The recently passed two cent gasoline tax increase will provide some relief but is not a long-term solution. Unless highway funding is increased substantially, Sacramento's future appears bleak.

Another factor in reducing automobile convenience is increasing population. Year 2000 growth projections for Sacramento now range between 30% and 60% depending on the success of the much heralded electronics' boom. More people will mean more cars, more congestion, and severe parking problems. Our inability to build and maintain roads will make the situation much worse. Higher population densities will also lead to more expensive land. Higher road construction costs and increased parking fees will follow. Finally, one transportation impact of the electronics' boom that deserves more attention is the fact that most employees will be in the low to middle income range. Assuming high automobile costs, their mobility could be severely limited.

There are also other costs associated with our present transportation system. Air pollution is definitely one. Sacramento regularly exceeds Federal Ambient Air Quality Health Standards and the automobile is primarily responsible. Reducing auto emission to a level which allows Sacramento to reach 1987 Clean Air Act Health Standards will involve considerable public and private expense. The price of not cleaning the air, however, will mean more respiratory problems, soaring health costs, and smog filled skies.

Sacramento's economic and social health is tied to a high level of mobility. People have to get where they need to go--be it work, school, store, hospital, or park. If there is a substantial reduction in

automobile use, serious repercussions will result. The potential of this happening calls for the prudent development and expansion of alternatives to single occupancy automobile use.

A number of actions are called for. Obviously transit has a key role to play. Improving productivity and expanding the system are both needed. Encouraging people to live close to where they work or live where good transit is available will also help. Alternatives such as ride sharing, bicycling, and walking need to be developed to their full potential. Increased funding for highway maintenance is critical. Some highway expansion may be possible but most demands for increased capacity will have to be met by increasing the productivity of our present system.

PLAN HIGHLIGHTS

°LAND USE AND TRANSPORTATION: While low density urban sprawl development requires extensive automobile use, higher density development enables people to live closer to where they work and supports transit. Special zoning along transit corridors and around time transfer centers should be instituted to create higher densities and take full advantage of transit's potential. Adoption of City/County infill policies presently being considered will also support reduced automobile usage. Major traffic generators such as shopping centers and industrial complexes should be located within the urbanized area and close to transit lines. New development that can be served by transit should provide transit amenities. Any major development without access to transit should develop ride sharing alternatives.

°STREETS AND HIGHWAYS: Funding for new highway projects is extremely limited. Available resources are necessary for maintaining our present system. Under these circumstances, much of the increased capacity demand brought on by an expanding population base will have to be met by improving highway productivity. Moving people as opposed to moving vehicles should become public policy. Priority must be given to modes that support this policy such as transit and various ride sharing alternatives. Other programs that increase capacity such as flexible work hours, traffic engineering, and use of alternate routes should be promoted. Any new highway development that does take place should encourage infill and orderly growth.

°TRANSIT: High automobile costs and Sacramento's increasing population are placing demands on Regional Transit that are difficult to meet. Since limited funds are available for transit expansion, meeting their demands depends on increasing transit productivity. The introduction of Light Rail provides our best opportunity to do this. Full community support must be given to the expeditious introduction of LRT in the 50 and 80 highway corridors. Steps should also be taken to protect the south Meadowview Line for future development. A restructuring of bus routes will also increase transit productivity and provide better service. The multidestination time transfer system presently operating at Florin Center should be expanded throughout the area. Efforts must also be made to better integrate transit with other transportation modes. Finally, the need for major transit expansion must not be lost sight of. Community efforts to obtain increased funding for transit should move forward.

°ALTERNATIVES TO AUTOS AND TRANSIT: Maintaining a high level of future mobility in Sacramento depends upon the aggressive development of alternatives to both the single occupancy automobile and fixed route transit. These alternatives include ride sharing, bicycling, and pedestrianism.

Ride sharing encompasses a wide range of options including vanpooling, carpooling, taxi/jitney services, brokerage, charter services, church and service group vehicles, and private fixed route corners as well as others. Each of these options needs to be fully explored and developed according to its potential. Local government, Regional Transit, and Cal Trans need to determine what their respective roles will be in promoting ride sharing. Ride sharing amenities and strategies must be developed for all major places of employment and residential areas. The use of both the zoning and permit process plus the close cooperation of major employers will be necessary to accomplish the process.

The bicycle has become a major transportation mode for increasing numbers of people. Given the climate and topography of Sacramento, the bicycle has a tremendous untapped potential. Achieving this potential will require placing a much higher priority on bicycle travel than has been done to date. Bikeways must be extended and properly maintained; amenities such as showers and storage facilities need to be placed at major places of employment, and appropriate storage facilities need to be placed in new residential areas,

apartment complexes, at shopping centers, and at intermodal transfer points such as park and ride lots and transit stops. Finally, a continuing education campaign about bicycle use and safety needs to be mounted.

Transportation/land use planning and engineering have basically ignored pedestrianism during the automobile era. The new emphasis on multimodal transportation provides an opportunity to reincorporate the pedestrian into the planning process, People can and will walk to work, shop, school, intermodal transfer points, etc. providing it's convenient. Much of the convenience derives from placing people closer to where they have to go via land use policies. Developing safe, enjoyable walkways between home, work, shopping areas, school, and recreation areas is also essential.

°TRANSIT DEPENDENT: The transit dependent constitute an important portion of our population who do not have access to automobiles. They are comprised of the young, the old, the handicapped, and in some instances the poor. The majority of these people can be served by fixed route transit. Their mobility must be taken into consideration in any transit/land use planning. For example, senior citizens and low income housing should be placed where there is good access to transit. Likewise, any transit expansion or route restructuring must consider the needs of the transit dependent.

A certain element of the transit dependent population, primarily the handicapped and frail elderly, have difficulty utilizing regular fixed route service. A combination providing some accessible fixed route service and specialized paratransit service is necessary to meet their needs. The high cost of providing these services poses a difficult problem when public funds are limited. Recognizing this service as an important social service that needs to be subsidized; finding ways to lower the cost and encourage productivity of the service; locating users where accessible service is available; and having users pay a higher fare will all be necessary if mobility for the handicapped is to be maintained and improved.

°TRANSPORTATION IMPACTS: Besides providing mobility, our transportation system has a number of other important impacts on the community. Energy usage, air quality, and economic development are three.

Limited energy supplies have led to the escalation in fuel costs and occasional gasoline shortages. These

high costs and potential shortages combined with the need to conserve energy are the main forces behind developing alternatives to the single occupancy automobile. Actions outlined elsewhere in the CTP will do much to reduce fuel usage and reduce Sacramento's dependence on the automobile. Driving the speed limit and buying fuel efficient automobiles are two other ways individuals can help reduce fuel consumption. Because of possible energy shortages, all levels of government and major private employers should develop energy contingency plans.

Over 60% of Sacramento's air pollution problem is directly attributable to the automobile. Reducing automobile usage will help clean up the air and bring us into conformance with Federal Air Quality Health Standards. Maintaining strict auto emission standards; continuing to support a vapor recovery program for gas stations; introducing a strong vehicle inspection and maintenance program, and continuing effective stationary source controls are also necessary to avoid a smoggy future.

A strong, balanced transportation system will be an important factor in attracting economic development to Sacramento and in helping to mitigate the problems such development inevitably brings. Land use/transportation planning and implementation efforts need to link employers and employees together. In locating new development emphasis must be placed on curtailing urban sprawl and on taking advantage of transit/ride sharing opportunities for commute purposes. The introduction of LRT should facilitate this process.

°TRANSPORTATION FINANCING: A combination of "runaway" inflation and taxpayer "revolt" is leading our transportation system toward a severe fiscal crisis. Averting the crisis will depend upon increasing the productivity of our present system, doing what is possible to control costs, and finding a substantial and secure source of new transportation funds. Much can be done to improve productivity and several needed actions are outlined in the Community Transportation Plan. The only significant impact we can have locally on controlling costs is in the area of labor. Given the attitude of the present federal administration about transportation funding, any new funding sources will have to be found on the local and/or state level. Increased user fees in the form of higher gas taxes and transit fares will be an essential part of any funding package. Major expansion of transit beyond the proposed light rail system will require passage of the authorized transit sales tax.

Other innovative ways of financing transportation need to be explored and instituted, if practical.

°TRANSPORTATION DECISION MAKING: Maintaining mobility in Sacramento will depend upon close cooperation between various levels of government, between agencies within the government, and between the public and private sector. Sacramento has proven it can pull together in its efforts to develop light rail. The same level of cooperation must now be applied to other elements of the transportation system. If such cooperation can't be achieved on an informal basis, a community transportation commission should be formed to provide the necessary impetus and direction.

°CONCLUSION: The Community Transportation Plan recognizes that Sacramento is facing some very severe problems and constraints in the transportation area. It argues, however, that we can meet the mobility needs of our population while maintaining the quality of life that makes Sacramento such a desirable place in which to live. Success of the plan will depend upon bold planning, close cooperation between all elements of the community, and the willingness to commit necessary resources.

CHAPTER I

INTRODUCTION

A smoothly functioning, efficient and safe transportation network is essential to move people, goods, and services throughout the Sacramento Metropolitan Region. This area includes the City of Sacramento, Sacramento County, the City of Roseville, and East Yolo County. This Community Transportation Plan presents a blueprint of how the transportation network can be structured to meet the goals necessary to maintain a vibrant economy and desirable living environment. These goals include:

PROVIDING THE MOST EFFICIENT MEANS OF LINKING ORIGINS AND DESTINATIONS;

MAKING THE MOST EFFICIENT USE OF ENERGY RESOURCES;

PROMOTING ENVIRONMENTALLY DESIRABLE ECONOMIC DEVELOPMENT; AND

PROVIDING AND PROTECTING CLEAN AIR.

In developing a plan to meet these goals, one is confronted with some sobering projections which include the following:

By 2000 there may be an additional 250,000 residents of Sacramento County alone, a 33% growth in population;

Energy, in all forms, will be much more expensive in the future than today and supply interruptions could occur; gasoline may be $5 or more a gallon;

Up to 85% of certain pollutants emitted into the air are emitted from transportation sources; vehicle miles traveled in the region must be reduced by 40% by 1987 if we are to meet Federal clean air standards; and

Rising costs, decreasing government revenues, and limitation on new sources of funds will make it increasingly difficult to adequately maintain and improve our transportation system.

To avoid the undesirable effects of these projections, the Community Transportation Plan seeks to capitalize on the direct interrelationship between land use and transportation; to provide alternatives to the automobile in order to move more people and goods more efficiently

and without environmental damage; to protect rural land through greater urban densities; to maintain a viable street and highway network; to establish an excellent public transit system; to meet the need to provide adequate transportation to all segments of the Sacramento community, and to develop the financing mechanisms necessary to implement these goals.

CHAPTER II

LAND USE AND TRANSPORATION

DISCUSSION

Land use and transportation are closely related. Use of the automobile and urban sprawl go together. As Sacramento moves toward higher population densities and a more multimodal transportation system, land use and transportation policies need to be updated to reflect and support the new situation.

FINDINGS

1. There is a direct interrelationship between land use growth patterns and the demand for transportation facilities.

2. The existing transportation system is the result of a series of incremental and often unrelated decisions concerning land uses, urban development patterns, and the location of major transportation facilities.

3. The resulting land use pattern is one of low density development which promotes poor air quality, excessive energy and land consumption, and difficulty in providing adequate transit services to the expanded area.

4. The density at which new urban areas are developed directly correlates with the design and extent of the transportation system provided.

5. Future policy decisions concerning land use developments will significantly affect the future role of transit in regional and community development.

POLICIES

1. Higher densities must be allowed and encouraged through incentive zoning within existing and proposed transit corridors through use of combining zones. Densities and land use within these corridors must be targeted to potential transit use including medium to high densities, offices, light industrial, and other acceptable high employment centers.

2. Growth should first be accommodated within existing urban areas through infill incentives. Once these areas are developed, new development should be on the periphery of existing urban service areas before more rural areas are opened up. Such a policy ensures more efficient use of the existing roadway system and transit services, while decreasing the need for construction of major new transportation facilities or the premature extension of transit service areas.

3. The location of major shopping centers and office and industrial complexes should maximize the use of transit and prevent urban sprawl. To facilitate access to the transit system, the developments located in transit corridors should be required to provide transit facilities or in-lieu fees in exchange for higher development densities. In addition, joint use of employee and patron parking facilities by transit users should be a consideration of project approval.

4. If developments with high employment levels are allowed outside of transit service areas, joint employer sponsored vanpooling or shuttle bus services to park and ride centers should be required. In addition, aggressive ride sharing promotional and matching services should be required. Where lower density developments are allowed outside of existing urbanized areas, developments should be required to dedicate land along major arterials or submit in-lieu fees for park and ride development. In addition, transit operational fund subsidies should be required to support transit service expansion to these new development areas.

5. EFFECTIVE IMMEDIATELY, APPLY THE PROPOSED NEW COMBINING ZONES TO CITY AND COUNTY GENERAL PLANS AND AFFECTED COMMUNITY PLANS. Exhibits 1, 2, and 3 outline the proposed policies and zones.

EXHIBIT 1

MODEL: LINEAR TRANSIT/REAL ESTATE DEVELOPMENT COMBINING ZONE POLICIES (LINEAR CZ)

An overlay zone of one-half mile shall be applied to the proposed light rail Folsom Corridor (including R Street); Route 80 Bypass and north, and S.P. right-of-way south from Sacramento to Freeport. The combining zone establishes incentives of density and development rights to take advantage of transit opportunities. Policies to be included in a Linear CZ ordinance include:

DEFINITION OF ZONE

An overlay zone extending one-half mile from any adopted light rail alignment located within the City and County of Sacramento

PURPOSE OF ZONE

To establish minimum development densities in order to support light rail transit services as well as to provide specific incentives to encourage transit-related developer dedications and improvements which facilitate light rail transit development.

PROPOSED ZONE COMPONENTS

1. Minimum Development Densities: In addition to the following minimum development density standards, at least 50% of all new developments along each corridor must be residential. Mixed land use developments are strongly encouraged.

   Residential: 20 units per acre (Typically a minimum two story structure)

   Office/Commercial/Industrial: 25,000 gross square feet per acre (Typically 10,000 gross square feet per acre results in a one story building)

   Public-Institutional: No minimum density requirement but use must be compatible with adjacent land use.

2. Transit Support and Facility Development Incentives:

Density Bonus: A density bonus of up to 50% over the maximum permitted density of the base zone will be allowed in exchange for transit facility improvements as specified by the District.

Parking Space Reductions:

a. Purchase of monthly employee transit passes--up to 50% reduction in parking space requirements.

b. Validation of customer/visitor daily transit passes--up to 25% reduction in parking space requirements.

c. Designated carpool/vanpool park and ride spaces--up to 25% reduction in parking space requirements.

d. Provision of bicycle lockers/parking facilities--up to 15% parking space reduction.

e. Providing flexible work hours for employees--up to 15% parking space reduction.

f. Provision of land dedications and/or transit facility improvements--up to 50% reduction in parking space requirements.

Development Plan Processing Time Reduction: In return for specified transit facility improvements and/or land dedications, subject development plans shall receive first priority over other development plans to speed the processing time.

EXHIBIT 2

MODEL: INTERMODAL/INTERFACE DEVELOPMENT COMBINING ZONE POLICIES (I/I CZ)

An overlay zone to be applied over all major (threshold defined by ordinance) interface transportation areas; e.g., parking interfaces of biking, walking, carpooling and vanpooling park and ride lots, bus transfers, bus and rail stations, etc. The developments within this I/I CZ will enjoy development and density rights commensurate with transit opportunities. Policies to be included in an Intermodal/Interface Development CZ include:

DEFINITION OF ZONE

An overlay zone applied to all transit intermodal interface locations, as specified by Regional Transit, in order to extract and encourage development of transit support and transfer facilities.

PURPOSE OF ZONE

To require all new or expanded developments located within one-quarter mile of a major transit transfer point to provide a minimum level of transit support facilities such as designated park and ride sites, bicycle parking facilities, passenger waiting amenities, transit pass sales booth, or other appropriate facilities. Incentives to provide facilities beyond the minimum levels will also be offered.

PROPOSED ZONE COMPONENTS

1. Minimum Transit Facility Development Requirements:

A set of criteria will be developed in coordination with the Regional Transit District, based on the size and location of the proposed development.

2. Transit Facility Development Incentives (Above Minimum Levels):

Density Bonus: A density bonus of up to 25% over the

maximum permitted density of the base zone will be allowed in exchange for transit facility improvements.

Parking Space Reductions:

a. Purchase of monthly employee transit passes--up to 25% reduction in parking space requirements.

b. Validation of customer/visitor daily transit passes--up to 10% reduction in parking space requirements.

c. Designated carpool/vanpool park and ride spaces--up to 25% reduction in parking space requirements.

d. Provision of bicycle lockers/parking facilities--up to 5% parking space reduction.

e. Provision of land dedications and/or transit facility improvements above minimum levels--up to 25% reduction in parking space requirements.

Development Plan Processing Time Reductions: In return for specified transit facility improvements and/or land dedications, subject development plans shall receive first priority over other development plans to speed the processing time.

EXHIBIT 3

MODEL: TRANSIT SERVICE IMPACTION FEES AND FACILITY IMPROVEMENT REQUIREMENTS FOR NEW DEVELOPMENTS

A model code for transit service impaction fees and facility improvement requirements for new developments is detailed as follows:

SECTION 1: INTENT AND PURPOSE

In the recent past, public transit service and ridership levels have increased significantly. During the period between July through November, transit use in 1980 was 28% higher than for the same period in 1979 and 39% higher than in 1978. This growing use of public transit is expected to continue due to the increasing cost of auto ownership and operation, the potential shortage of petroleum products, the scheduled improvement in transit services and the changing attitudes toward transit usage.

Since state and federal transit capital and operation funding levels have been decreasing over time, Sacramento, along with many other transit districts, will soon reach a point that will require developing new funding sources. The Sacramento Regional Transit District is currently evaluating ways to recover a projected $15 million deficit stemming from merely maintaining existing levels of transit service. With the possible implementation of a major new light rail system, additional funding sources for developing transit improvements and for system operation will be required.

Transit Operating Costs

Presently transit services accommodate 4% of the peak period, home to work trips, and 2% of all types of trips throughout the region. Therefore, as new developments are approved, the number of transit passengers increases by an average of 3% of the total number of person or vehicle trips generated by a particular type of land use. However, transit service impaction fees are not required. Even though the transit passenger pays a use fare, this fee structure covers only about 25% of

Regional Transit's total operating costs. Therefore, it is imperative that new developments be required to mitigate their impact on the transit system.

Transit Capital Costs

The provision of transit related street improvements and passenger waiting area facilities both accommodates and encourages transit ridership. Just as streets, sewer, and other utilities are provided for in new developments, transit related street improvements and passenger waiting amenities should also be required. Presently, Regional Transit informally suggests the voluntary provision of transit facility improvements at new developments on a case by case basis. Through formalizing this process, it is hoped that the locational criteria and improvement requirements can be applied in a more consistent and equitable manner.

SECTION 2: DEFINITIONS

1. "Administrator" is defined as the Sacramento City Council and the Sacramento County Board of Supervisors.

2. "Transit" shall mean either bus or light rail transportation service for the general public, providing a common carrier of passengers generally on a regular schedule and route basis.

3. "District" shall be defined as the Sacramento Regional Transit District.

4. "Proponent" is defined as the individual or group requesting approval of a zoning, rezoning, subdivision, planned unit development, or building permit application.

SECTION 3: DEVELOPMENT STANDARDS

The transit service impaction fee and facility improvement requirements outlined in Section 4 and 5 are applicable to the following minimum development size and transit facility standards:

Development Size Standards

1. Residential Developments:

- 50 dwelling units or more; or
- 10 acres or larger in size.

2. Commercial Developments:

°A commercial building or buildings consisting of 50,000 square feet of gross floor area or more; or
°A commercial land development that consists of five or more acres.

3. Office/Industrial Developments:

°Office and/or industrial developments consisting of one or more buildings to be occupied by firms with 50 or more employees; or
°Where 100 or more parking spaces are required.

4. Public, Semi-Public, and Institutional:

°All developments accommodating 50 or more employees; or
°All developments expected to attract 50 or more visitors; or
°Where 100 or more parking spaces are required.

Transit Facility Improvement Standards

1. Bus Turnout (10 feet wide by 200 to 300 feet long, depending upon arterial classifications):

°Any street where at least 2 buses per hour are expected to be operating along within a five year period.
°The preferable location for a bus turnout is at the far side of an intersection. Precise bus turnout locations are subject to the desires of the District.

2. Passenger Waiting Shelter (A minimum 50 square foot area, typically 5 feet by 10 feet):

°Any bus stop identified by the District where 50 or more passengers per day are expected within a five year period. (40 passengers per day near senior citizen housing).

3. Passenger Waiting Shelter (A minimum 100 square foot area, typically 5 feet by 20 feet):

°Any bus stop identified by the District where 100 or more passengers per day are expected within a five year period.

4. Transit Stations (Dimensions to be defined by the District):

°Any location adjacent to an adopted light rail alignment where the District has determined that a transit station is warranted.

5. Joint or Exclusive Park and Ride Lots (Size or lot to be defined by the District based on location and expected use rates):

- Any location designated as a major transit stop by the District and where 50 or more riders per day are expected within a five year period.

SECTION 4: TRANSIT SERVICE IMPACTION FEE REQUIREMENTS

All new developments which meet the minimum development size standards, detailed in Section 3 above, and are located along streets where at least two buses per hour are expected to be operating within a five year period, are subject to the following procedure for determining transit service impaction fee requirements:

1. Determine the total amount of average weekday vehicle trips expected to be generated by the proposed development based on the total number of units, square footage, or acres associated with the development project and approved traffic generation rates prepared by the Institute of Traffic Engineers, Cal Trans, or private traffic consultants.

2. Determine the existing percent of the total daily trips expected to utilize transit services based on the most recent trip distribution information available for a particular area or the region as a whole.

3. Determine the total number of transit trips expected to be generated by the proposed development annually.

4. Determine the net transit operation costs per passenger for the current fiscal year.

5. Calculate the total transit operation costs to be generated by the total number of transit trips per year expected from the proposed development. This amount represents the transit service impaction fee due as a condition of final map or building permit approval. This fee is to be given directly to the District to spend as they deem appropriate.

COMMENT: Based upon the Sacramento City and County building permit activities in 1980, the above policy would have generated $1.2 million in additional transit revenues. These funds would only be available for capital expenditures.

SECTION 5: TRANSIT FACILITY REQUIREMENTS

All new developments which meet the minimum development size standards set forth in Section 3 of the Code and are:

1. Located along an arterial which is expected within five years to accommodate at least two buses per hour and is located adjacent to a desired bus turnout location, as specified by the District; and/or are

2. Located adjacent to a desired Passenger Waiting Shelter location, as specified by the District and pursuant to the minimum transit passenger standards; and/or are

3. Located adjacent to a desired Transit Station site, as specified by the District; and/or are

4. Located at or near a desired Park and Ride lot location

shall be required to pay either the full or partial development costs of such transit facility improvements based upon District recommendations and approval by the Administrator. Land dedications and exaction may also be required based on the location and type of facility.

Facility Design

Based on building or design specifications developed by the District and approved by the Administrator.

Maintenance Responsibility

The District shall be solely responsible for the maintenance of Passenger Waiting Shelters, Transit Stations, and exclusive Park and Ride Lots. The maintenance costs associated with joint Park and Ride Lots will be distributed accordingly to the percentage of lot dedication for transit patrons. Bus Turnouts shall be maintained by the local municipal agency responsible for street maintenance.

SPECIAL CASE

INTEGRATION OF CAPITOL AREA PLAN AND CENTRAL CITY PLAN
INTO OVERALL TRANSIT-LAND USE PLAN

1977 Capitol Area Plan (CAP) policies regarding transportation:

1. State office space consolidation within a radius convenient to walking distance of the Capitol to improve efficiency through high rise space north of "L" and low rise buildings south of "L".

2. Clustering State office space within a ten minute walking distance from the State Capitol to maximize interagency coordination.

3. Development of a multiple use 24-hour community to address security and social concerns prevalent in a single use neighborhood used only during the normal work day.

4. Maintenance of an integrated program responsive to transportation including RT, vanpool and bicycle facility expansion, a neighborhood tram/office shuttle, park and ride facility development, and pedestrian use incentives.

5. Development of parking facilities to replace lost surface lots and to accommodate employee, visitor, and resident populations.

Recommendations to encourage the integration of community transportation plan with CAP and Central City Plan:

1. Review the relationship between low rise, multiple use blocks and the placement of transportation corridors and bicycle lanes.

2. Support siting of offices which encourages maximum transit use.

3. Reevaluate multiple use blocks for compatibility with transit development; considerations might include lay-overs, bus lanes, light rail stations, etc.

4. Review CAP transportation element for consistency with other transit plans and goals.

5. Reexamine parking element for compatibility with other transportation and land use plans.

6. Examine State of California actions in light of CAP goals and adopted Parking Management Program (which includes State actions for implementation).

7. Work with the Capitol Area Plan Advisory Committee, the Joint Powers Authority (Capitol Area Development Authority), and the Central City Committee to resolve potential conflicts.

CHAPTER III

STREETS AND HIGHWAYS

DISCUSSION

The era of constructing an ever expanding streets and highways system to meet peak traffic demands has ended. The reason is economics. Money for major new highway projects is severely limited. The challenge will be to maintain the present system and use it to its maximum capacity.

FINDINGS

1. The Sacramento Community has an extensive street and highway network which is essentially in place and complete. This vast public resource should not be thought of as a mode (solely for automobile travel) in and of itself. Rather, the opportunity exists for the community to allocate the use of the system to provide for the most efficient, aesthetic, safe, and pollution free movement of people and goods throughout the area.

2. Our extensive reliance on low occupancy vehicles generates a number of direct and indirect costs to the community. Although the user generally pays for the majority of vehicle ownership and operating costs, and much of the highway development and maintenance costs, there are many external costs which are not paid for directly by the user. Some of these are:

   a. Air pollution.

   b. Noise.

   c. Poor aesthetics.

   d. Neighborhood disruption.

   e. Lack of safety for pedestrians and bicyclists.

   f. Excessive right of way requirements.

   g. Inappropriate or undesirable land development and dispersion.

   h. Exorbitant energy use.

3. Congestion of the street and highway system brings with it increased: travel time, noise levels, air pollution, energy consumption, and accidents. The conventional response to relieving congestion by expanding capacity is no longer appropriate. This is because of the:

a. Increasing cost of construction (20 to 30 percent per year).

b. Increasing large infrastructure to maintain at the same time that revenues are declining.

c. Increasing amount of land needed to support it--already over 40 percent of the urban area.

d. Social costs--increased accident rates, increased air pollution, decreased attractiveness of the environment.

Most important is the fact that the increase in supply soon reaches capacity with problems becoming worse than before.

The reason the conventional approach has failed is that the problem it is attacking--congestion--is but a symptom of our failure to attack a more basic problem--poor use of urban transportation resources. In other words, the problem involves not capacity but economics. A mere 10 percent (or less) of total daily highway users create the peak period congestion problem and subsequent demand for increased capacity, yet there exists tremendous surplus capacity both in the off peak and in the form of empty seats in automobiles.

4. Despite its economic importance, the movement of goods and services on our street and highway system has received little attention. The system has been designed primarily to serve personal automobile traffic. Failure to consider the needs and demands for good movement can lead to imposing unnecessary and costly inefficiencies, which in turn may affect the ability of the community to attract and retain business activity.

5. The street and highway system has been a principal determinant in Sacramento's present urban configuration. The artificially cheap cost of suburban access provided by that system has led to inefficient, scattered development of surrounding rural areas. Further expansion has led to increasing vehicle miles of travel while at the same time making adequate transit service coverage more difficult.

POLICIES

1. The community should discard the existing policy of optimizing the movement of automobiles and adopt a policy of maximum "people-throughput" with the lowest external costs.

Priority for use of the street and highway system should be allocated to those modes which do the most to meet the above policy. Thus, special emphasis should be given toward provision of either exclusive, semi-exclusive, or shared roadway space for light rail vehicles, buses, carpools, and vanpools, and non-motorized ("clean and efficient") modes such as bicycles and pedestrians.

2. Highway users should be expected to pay for measures and actions which minimize externalities. Costs should be allocated according to user impact on system. Examples of measures are:

a. Air quality control measures (e.g., motor vehicle inspection and maintenance).

b. Noise reduction measures (e.g., sound walls).

c. Aesthetic improvements (e.g., landscaping, art work).

d. Relieving neighborhood impacts (e.g., street diverters, speed control measurements).

e. Safety improvements (e.g., traffic engineering for pedestrians and bicyclists).

3. Highway capacity increases should be highly scrutinized. Before adding capacity solely to meet excess peak period demands, we must insure that existing facilities are used at their maximum level of efficiency. Special emphasis should be given to the following three alternative means for increasing efficiency:

a. Temporal capacity--accomplished through peak period pricing, staggered/flexible work hours, and shifting non-essential travel to off peak hours.

b. Spatial capacity--provided by insuring full utilization of all alternative highway routes and through traffic engineering.

c. Vehicle capacity--promote ride sharing through time and price savings.

4. The community should recognize the special problems of urban goods movement. To accomplish this we should:

a. Improve street traffic management to increase truck traffic flow through the removal of operating the physical constraints and designation of curb loading zones.

b. Continue segregation of industry into industrial parks for separate/concentrated treatment of needs.

c. Encourage truck operators to engage in "route engineering" to reduce the number of trips and stops; also separate trucks from commuter traffic by shifting hours of operation. (Note: These measures should provide a savings to the truck operators.)

5. Plans for highway expansion should be carefully reviewed to guarantee orderly/desirable growth (land use) patterns. Infill development should be promoted by allocating monies to insure maintenance of the existing urban street system. New highways should be developed for sufficient right of way, access, and operations for all modes.

CHAPTER IV

TRANSIT

DISCUSSION

Rising automobile costs combined with increasing population densities are placing increasing demands on an already strained transit system. Limited funding makes it unlikely that any major transit expansion to meet these demands is likely in the near future. Focus must therefore be placed on increasing productivity. Sacramento's best opportunity for increasing productivity is development of the proposed light rail system.

FINDINGS

1. The existing transit system is nearing capacity on all lines. Commute hour trips are often filled resulting in potential passengers being left behind. Drastic increases in auto travel costs is an incentive for still more people to switch to transit. An additional 250,000 residents of Sacramento County is projected for the year 2000. No major road capacity increases are planned.

2. Expanded transit system capacity is required to fulfill the mandate of the following plans: Capital Area; Central City; Air Quality Maintenance; Regional Transit, and the updated General Plans of the City and County of Sacramento. Failure to implement the transit component of the above plans may lead to a loss of Federal funds for essential programs. Also, expanded capacity would help reduce our dependence upon oil and slow the growth in energy needs. In addition, it would reduce smog, street and road congestion, and downtown parking problems.

3. According to the Regional Transit Short Range Service Plan, just trying to maintain the present all bus transit system at existing service levels will lead to a funding shortfall of $30.5 million by 1986. To create a more productive system and to avoid the projected shortfall (without new operating funds), some routes may be eliminated and the frequency and hours of service reduced on the remaining routes.

4. The capacity and productivity of the transit system can be increased by substituting a light rail transit

(LRT) system, with bus feeders and park and ride lots, for the present bus trunk service in the north and east corridors.

a. LRT has the capacity to carry up to 700 passengers on multi-car trains at speeds of up to 60 mph with only one operator. Any number of cars, up to four, can be operated as required by ridership.

b. LRT uses an exclusive right-of-way to avoid delay but can operate on rail equipped streets.

c. LRT has a higher farebox recovery of expenses over a bus system which reflects a lower operating cost per passenger and greater attractiveness. According to the Urban Mass Transportation Administration (UMTA), the average farebox recovery from representative LRT systems in North America (1979) was 53% compared to the 25% currently being recovered by Regional Transit.

d. LRT uses dependable, readily available, electric powered vehicles that have been proven through years of in-service testing. The electrical demands by LRT is small. A three corridor system would use less than 1% of the Sacramento Municipal Utility District (SMUD) capacity.

e. LRT can be built for one-tenth the cost per mile of a heavy rail system such as the one operated by the Bay Area Rapid Transit District.

f. Night and expanded weekend service can be cost effective because the single LRT trunk line through the downtown area concentrates sufficient patronage.

5. Capital funds are available to establish a LRT system on the proposed 19 mile "U-shaped" corridor from Watt Avenue and Interstate 80 on the north, through the Central Business District (CBD), to Bradshaw Road and Highway 50 on the east. Approximately $110 million (increases with inflation) has been transferred from the projected I-80 bypass freeway and awaits the determination of a transit alternative such as LRT or a high occupancy vehicle (HOV) roadway. Fifteen percent matching funds are available from Proposition 5, SB 620, and SB 1755 (Rodda) monies for a fixed guideway system such as LRT. Similar matching funds are not available for HOV roadways since buses are not guideway vehicles.

6. Given Sacramento County's low density, the most suitable system of routes is a multi-destination, timed

transfer system. This is a network of artery and local access routes interconnected by limited stop express lines at "timed transfer centers", at key activity concentrations. This provides for non-downtown and downtown riders and directs heavy flows to the main corridors for efficient service. Regional Transit's initial time transfer center at Florin Mall and the artery express route #50 from there to downtown have been highly successful. The system has guaranteed the safety and certainty of transferring while reducing the travel time to downtown by 45%.

POLICIES

1. Increased productivity for transit should be a high priority goal to provide more capacity while reducing operating costs per passenger.

2. Present bus truck service in the north and east corridors should be replaced with LRT service and the bus system should be reoriented to a predominantly "feeder" role which provides maximum transit effectiveness at any level of funding.

3. Engineering and construction should proceed immediately for a 19-mile line linking the I-80 and Highway 50 corridors through downtown Sacramento. A south area line should follow within a decade. Immediate steps should be taken to acquire the abandoned Walnut Grove branch of the SPRR in the south area and other rights-of-way needed. The resulting three corridors should form the core LRT network. Early plans should be made for the logical extensions of the network. Where other suitable rights-of-way are not available, exclusive lanes for high capacity rail transit vehicles should be provided by using lanes from existing streets where necessary to provide efficient operation of the system.

4. To maximize the effectiveness of the LRT element, a phased development plan should be pursued which will permit the farthest possible extension of rail at minimum cost. However, passing tracks, stations, and interface should be developed to permit easy upgrading to full double tracked operation. To minimize disruption and potential service delays, CBD facilities should be double tracked at the outset.

5. The Regional Transit route structure should be restructured as a multi-destination timed-transfer system as soon as possible using the existing resources to avoid construction costs and the need for additional buses.

6. Sites for park and ride lots for future LRT stations should be reserved as soon as possible. Park and ride lots being considered now by Regional Transit should coordinate with future rail.

7. Park and ride lots should include low cost bike lockers, roofed bike-locking sheds, and pedestrian walkways as well as auto passenger drop offs.

8. Since the overall transit service which can be provided with current financing is much less than required, regardless of the modal mix, every effort should be made to secure additional funding.

9. A goal of 50% for farebox recovery of operating expenses for transit should be set for the joint LRT/bus system.

10. Plans for a multi-modal transfer center should be expedited and should include convenient interface between intercity transportation, LRT vehicles, buses, taxicabs, pedestrians, and bicyclists.

CHAPTER V

ALTERNATIVES TO AUTOS AND TRANSIT

DISCUSSION

Sacramento is presently not prepared to deal with even a minor shift away from single occupancy automobile usage. As noted in Chapter IV, transit is presently operating at close to full capacity during peak periods. Beyond light rail, there is little hope of expanding that capacity in the near future. Therefore, alternatives to both regular transit service and single occupancy automobile use must be promoted. Creative land use planning that places people in closer proximity to where they work, shop, etc., will help. The three alternatives this chapter discusses are ride sharing, bicycling, and pedestrianism.

RIDE SHARING

FINDINGS

1. The rising costs of owning and operating an automobile may reduce the mobility of a substantial segment of the population.

2. Transit, at least in the near future, will not be able to adequately serve these mobility needs.

3. Various ride sharing strategies have the potential for bridging the gap between individual automobile use and fixed route transit service.

POLICIES

1. The local government decision making process should be used to attain maximum utilization of ride sharing alternatives. Strategies include the education of public official/local government staff; the development of creative transportation funding; the deregulation of carriers, and the development of policy and resolutions in support of ride sharing.

2. The Comprehensive Transportation Advisory Board (CTAB) should develop attainable Transportation System Management (TSM) goals (e.g., vehicle occupancy rates).

3. Ride sharing amenities should be integrated into land use planning and development. Strategies include the development of land use planning incentives (See Chapter II) to minimize commuting; the inclusion of ride sharing elements in community land use and transportation general plan; and the development of public ride sharing facilities in the major corridors such as Highway 50 and Interstate 80 and 5.

4. As part of the permit process, ride sharing amenities and services should be required at employment centers with 50 or more total employees. Methods of promoting ride sharing include: cooperative transportation coordination services for matching potential ride sharers, preferred parking incentives, work hour management strategies such as flex-time, use of high occupant employer vehicles for car- and vanpooling, and on-site fuel/service facilities for pooling vehicles.

5. Ride sharing facilities and services should be required at major residential centers of 50 or more units (See Chapter III) A ride sharing element should be included as part of the planning and permit process for new construction. Methods of promoting ride sharing include: park and ride lots, shopping shuttle service, employment center shuttles, and trip planning assistance. These and other strategies can be found through self tax support such as resident fees. Property owners associations, developers, and "Welcome Wagon" type services can serve as promotional or service agents for ride sharing and other alternative transportation programs.

6. All available transportation service providers should be developed and used. These include transportation brokers, public transit, taxi/jitney services, charter services, fixed route carriers, school buses, church and civic group vehicles, private high occupant vehicles (sedans and vans), volunteer drivers and services, and vehicle dealters and leasing firms.

7. Non-traditional clientele should be targeted for promotional programs to encourage ride sharing and the use of other alternative transportation opportunities. These include school education programs, community action groups, service club endorsements and promotion, media services, advertising, and roadway signing of facilities and services.

BICYCLING

FINDINGS

1. The bicycle has become a major transportation mode for increasing numbers of people. This is evident by a 30% increase in bicyclists counted by the City of Sacramento at specific locations over a two-year period.

2. Many bicycle routes in the Sacramento area do not provide for high speed (12-20 mph), continuous, and unobstructed bicycle travel needed by bicycle commuters.

3. Recent studies conducted by the U.S. Department of Transportation have shown that many more people would commute by bicycle if shower facilities and secure bicycle parking facilities were available.

4. In many locations, bicycle facilities are littered with broken glass and design standards need reviewing.

5. Many people are unaware of existing bicycle routes that could be used for commuting from home to work.

POLICIES

1. Bikeways should be developed to facilitate commuting to and from major trip generators. The bikeways should have convenient access, allow for high speed travel, and direct routes to common destinations.

2. Major employment centers (50 or more total employees) should be required, as part of the permit process, to supply showers, lockers, and secure parking areas for bicyclists.

3. Bikeways should be swept weekly to remove hazardous litter.

4. A community bikeways map, designating the class of the bikeway, should be published and distributed to potential users.

FINDINGS ON BICYCLE FUNDING

1. Bicycle facility projects must compete for available transportation funds along with all other projects.

2. Implementation of bicycle facility projects is generally given the lowest priority by local agencies.

3. Many of the transportation fund sources which allow for construction of bicycle projects are not being utilized.

POLICIES

1. Bicycle facility projects that are commuter in nature should be given high priority for programming and implementation by all agencies.

2. Extensive efforts should be made to go after any or all funds available for the construction of bicycle facilities.

FINDINGS ON BICYCLE LAW ENFORCEMENT

1. The California Vehicle Code adequately defines the rights and responsibilities of the bicyclist but motorists, and many bicyclists, generally are unaware of these rights and responsibilities. In addition, the construction of substandard projects often lead to Vehicle Code violations.

2. Law enforcement agencies generally do not place a high priority on the enforcement of the laws pertaining to bicycle travel on roadways and motor vehicle travel within bicycle lanes.

POLICIES

1. Increased and stricter enforcement of the Vehicle Code should be sought, vigorously citing both motorists and bicyclists alike for violations.

2. All existing bikeways should be upgraded to conform to the minimum planning and design criteria for bikeways established pursuant to Sections 2373-2376 of the Streets and Highways Code.

3. A media campaign should be developed to raise the awareness of both bicyclists and motorists concerning the Motor Vehicle Code regulations pertaining to bicycles.

PEDESTRIANISM

FINDINGS

1. The Sacramento Region has both the ideal climate and topography for walking. Walking to work and to shop is practical for distances up to one mile.

2. Access by foot is important to all forms of transportation. People walk between transportation modes--home to bus/bus stop to work or shops. A survey taken by the State Department of General Services indicates that a 3-4 block walk from the bus stop to the office is the maximum acceptable distance for commuters.

3. Prohibiting pedestrians from using bridges and overcrosssings forces the walker to take longer routes which reduces the attractiveness of walking.

4. The safety of the pedestrian is essential to encourage walking as an alternative means of transportation, as well as in choosing other alternatives which require some walking. Store and other commercial establishments attract pedestrians and provide a sense of safety (and potential refuge) if they remain in the evening hours. Conversely, streets with establishments that close promptly at 5:00 p.m. are not as safe nor as attractive for pedestrians after the sun sets. Pedestrians have a greater sense of safety in the presence of other pedestrians.

5. Neighborhoods which increase the number of pedestrians also increase the safety of the neighborhood. Walkways designed to provide access to major destinations can thus add to the safety of the neighborhood.

6. Walkers are encouraged by tight, interesting urban development. Sidewalks with shaded, planted parking strips, separating the walker from auto traffic, are

inviting to walk in. Long, undistinguished vistas or unshaded sidewalks do not encourage walkers. Also, sidewalks in suburban commercial areas which are located on the perimeter of large parking lots discourage pedestrians.

7. The common sidewalk width in the Sacramento region of four feet is not wide enough for two people to walk abreast comfortably or for use by wheelchairs. In addition, many areas of the region do not have sidewalks at all.

POLICIES

1. New subdivisions and planned unit developments should include safe pedestrian walkways (and bikeways) that provide direct links between streets and major destinations such as bus stops, schools, parks, and shopping centers. The local planning departments and Regional Transit should review pedestrian access and potential transit service of proposed projects as part of the environmental review process.

2. The local planning departments should develop criteria that address both neighborhood safety and pedestrian access for new developments.

3. Street design standards should include the following:

   a. Landscaped areas of at least six feet in width, to include shade trees where visual clearances allow, adjacent to sidewalks between the sidewalk and the street.

   b. A minimum sidewalk width of five feet.

   c. Continuous walkways in all people-intensive developments.

   d. Require all curbs to be vertical, except where driveways and access cuts are required.

   e. Require adequate night lighting (non-glare).

   f. Provide safe islands in the center of major arterials for walkers unable to walk completely across the street in one signal cycle.

g. Design street light systems so that "walk" lights come on automatically.

h. Increase "walk" time to enable pedestrians to get across major streets safely.

4. Areas of high concentrations of people should be evaluated to identify ways to increase pedestrian usage.

5. New commercial establishments, in suburban areas, should be required to front directly on the sidewalk with parking in the rear.

6. Existing commercial establishments should be encouraged to develop and enhance pedestrian pathways in such ways as planting trees and creating pedestrian crosswalks through parking areas.

7. A mixture of commercial/office, office/residential, and commercial/residential should be encouraged to generate pedestrian activity.

8. Pedestrian development design awards should be presented to deserving developers who best facilitate the walker in their designs.

CHAPTER VI

TRANSIT DEPENDENT

DISCUSSION

Anybody who cannot drive an automobile may be classified as transit dependent to one degree or another. This population includes the young, elderly, handicapped, and, in some instances, the poor. The vast majority of these people can utilize and are best served by the fixed route transit system. Any improvements in the Transit System is likely to improve their mobility. A relatively small percentage of the elderly and handicapped cannot, however, use the existing system. Modifications of the system to improve accessibility and the provision of special transit services such as those offered by Paratransit, Inc. are necessary to meet their mobility needs.

FINDINGS

1. Demands and Constraints

   a. Economic pressures are extending the definition of transit dependent beyond the groups traditionally considered in this category: the elderly, the young, the poor, and the handicapped.

   b. Budgetary constraints require that all transit service, including service to transit dependents, emphasize increased farebox recovery and operational efficiency.

   c. Heavy emphasis on increased farebox recovery may result in fares which exclude the group most dependent on the transit system--the poor--from adequate transit services.

2. Markets and User Involvement

   a. The traditional transit dependent groups together comprise a population dispersed throughout the service area, with a multiplicity of transit needs at least as or more complex than those of riders who choose to use transit.

   b. Transit systems emphasizing traditional transit dependent groups as their primary market have tended

to provide what is generally considered unsatisfactory service; systems attempting to capture "by choice" riders have tended to be more responsive to user needs, often utilizing contemporary marketing techniques.

c. Transit service currently provided to racial and ethnic minority communities in Sacramento does not necessarily correspond to the established travel patterns of these communities.

d. Transit service to young people may be considered an investment in future ridership; those who learn to use transit effectively as children will continue to use it as adults.

e. With the exception of a committee representing elderly and handicapped users, there is at present no systematic procedure by which the Regional Transit Board and management are informed of the concerns of particular user groups or communities, or of user concerns beyond the level of individual complaints.

3. Service to Elderly and Handicapped

a. California transit systems utilizing public funds operate in a context of federal and state laws and regulations regarding mobility for handicapped persons. While subject to some varying interpretation, these legal restrictions cannot be ignored by local system operators or policy makers.

b. A controversy exists regarding the issue of "full accessibility" usually defined as wheelchair-accessible buses on fixed-route transit service. Various parties give widely varying estimates of the cost and ultimate utilization of such service. Successful tests have included a high degree of cooperation and coordination between potential user groups, local and state governments, and the transit operator.

c. Some level of specialized transit service for the elderly and handicapped--usually involving "door-to-door" and related services--will always be required for those who are unable to use regular transit service. But these services are inherently more costly than fixed-route service, and it is clear that they can never expand to meet the demand which their existence will inevitably generate. Specialized service will necessarily be severely restricted either in terms of eligibility or simply in the percentage of service requests that can be met.

d. There is at present some duplication of effort between Regional Transit and Paratransit, Inc. in the administration of specialized transit service. Paratransit, Inc. has developed expertise specific to the provision of specialized transit service at the same time that Regional Transit capacity to provide fixed-route service to regular users is increasingly strained.

e. For many handicapped persons, a variety of street barriers make many routine trips a source of extreme frustration.

f. There is some evidence of dissatisfaction with the present allocation of specialized service for elderly and handicapped individuals vs. contracting groups.

4. Other Services

a. A large part of Sacramento County has virtually no access to taxi service; what service does exist is priced well beyond most resident's ability to pay.

POLICIES

1. Marketing

a. Service to transit dependents should be supported by a vigorous marketing policy, to determine the existing or potential services most needed and most likely to be utilized.

b. Regional Transit should attempt to respond to the needs of particular transit dependent groups in a creative way, seeking demonstration funds and grants to test particular service improvements (for instance: The selective introduction of extended evening service on route(s) which tap a market of young people and which serve shopping and entertainment facilities or other activity centers directed toward this same market.).

c. Regional Transit should institute a Citizens Advisory Group structured to provide heavy emphasis on neighborhood representation. Members of this group should be expected to contact community councils or other neighborhood groups, the business community, and individuals

concerned with transit in order to bring a range of concerns to the attention of the Regional Transit Board and management.

2. Fares

a. "Increased farebox recovery" should emphasize more productive service, not merely increased fares.

b. Local citizens and policy makers should investigate the feasibility of implementing direct transit subsidies for low-income transit dependent residents in order to mitigate the impact of fare increases on them.

3. Service to Elderly and Handicapped

a. Administrative duplication in the provisions of paratransit service to the elderly and handicapped should be eliminated by coordinating all specialized service under one agency.

b. A well planned test of the utility of wheelchair-equipped buses in the Regional Transit District should be instituted; this should be supported by an effective marketing program designed in cooperation with potential users of the service.

c. Pedestrian corridors commonly used by the handicapped population should be identified and barriers to mobility within them removed.

d. The process by which paratransit service is provided to contracting groups should be restudied.

5. Other Services

a. Sacramento County should explore the costs and benefits of a partially subsidized taxi service to be coordinated with existing or potential transit routes.

CHAPTER VII

TRANSPORTATION IMPACTS

DISCUSSION

The type of transportation system a community uses has a substantial impact on most residents. Where people live and work, the amount of public and private money spent on transportation, the attractiveness of the community to outside businesses, and even the quality of the air are affected. This chapter considers three major areas of impact; energy use, air quality, land economic development.

ENERGY

FINDINGS

1. Based on the 1979 Sacramento Area Transportation Study (SATS), 80-85% of all commute trips in the Sacramento Metropolitan Region are made in automobiles, most of which only contain one person. At this level of occupancy, the automobile is a relatively inefficient form of transportation.

2. Over half of the transportation fuel consumed in California is in the form of gasoline for cars and trucks.

3. Our heavy dependence on the automobile has been based upon the availability of cheap, abundant oil. Rapid depletion of this resource combined with international economic and political forces has spurred sharp increases in the price of fuel and led to occasional shortages.

4. We can expect continuing increases in the price of fuel and recurring oil shortages in the future.

POLICIES

Short-Term

1. Individuals should do their parts to save energy by observing the speed limit and keeping their cars tuned and tires inflated.

2. Major employers (more than 100 employees) should develop transportation/fuel saving plans to get their employees to work during a shortage.

3. Government should regulate the distribution of fuel during shortages to assure that the process is orderly and that the fuel is distributed to those who need it most.

4. Regional Transit should have its own energy shortage contingency plan detailing how all the essential District functions will be carried out in the event of a gasoline and/or diesel shortage.

5. Sacramento Area Council of Governments should disseminate information on the shortage to cities and counties and the public and should coordinate the implementation of local government conservation measures.

Long-Term

1. Alternatives to single occupancy automobile use should be developed as described elsewhere in this plan.

2. Regional Transit should take the steps necessary to insure that an adequate supply of fuel, for a reasonable length of time, be available should a fuel shortage develop at any time.

AIR QUALITY

FINDINGS

1. According to the Sacramento County Air Pollution Control District, the Sacramento Metropolitan Region violates the primary National Ambient Air Quality Standard for ozone, carbon monoxide, and lead. It also violates the secondary standard for total suspended particulates. The region has been declared a "non-attainment" area for these pollutants by the Environmental Protection Agency (EPA) and is committed to a stringent air quality maintenance plan to reduce the pollutants to acceptable levels.

2. Sacramento County and State of California studies have determined that, in the region, 85% of the carbon

monoxide, 75% of the nitrogen dioxide, 65% of the sulfur dioxide, and 65% of the organic gases are generated by automobiles. Also, it is the nitrogen dioxide and organic gases that react in the presence of sunlight (ultra violet) to produce ozone (the measurement for smog).

3. Air quality monitoring for ozone (smog) showed an increasing trend from 1975 through 1979 and then a slight reduction in 1980. The increase through 1979 is attributed to the increased number of automobiles and poor automobile maintenance, as both automobile and non-vehicular air pollution control improved during that period.

4. Air quality monitoring also shows that the northeast area of the Sacramento Region has the poorest air quality. This is because the northeast area is normally downwind of Sacramento's concentrated automobile usage.

5. Meteorologically, the Sacramento Metropolitan Region has the potential of becoming another Los Angeles Basin in terms of smog.

POLICIES

1. An effective automobile inspection and maintenance program should be introduced in the Sacramento area.

2. Alternatives to single occupancy automobile use should be developed as described elsewhere in this plan.

ECONOMIC DEVELOPMENT

FINDINGS

1. In Sacramento, access to employment has been primarily by the automobile.

2. While the automobile has provided a high degree of mobility, it has also contributed to degradation, energy usage, housing costs, and loss of tax base due to the high percentage of land dedicated to streets and highways.

3. Increasing automobile costs may limit future accessibility between residence and workplace.

4. Two critical factors of economic development include access to both transportation and population centers.

5. The availability and location of transportation can therefore encourage or discourage the location of employers.

6. The lack of housing and transportation facilities tends to restrain the growth of the urban economy in a region.

POLICIES

1. Economic development should attempt to preserve air quality and conserve energy use while providing employment opportunities.

2. Major employers should locate near existing and proposed transit corridors.

3. New housing should locate near existing and proposed transit corridors.

4. A more intensive use of existing urban parcels should be encouraged. The conversion of central area parcels to higher uses should be given first priority.

5. New transportation facilities should attempt to connect existing (major) employers with housing areas.

6. Cities and Counties should take the necessary steps to prevent the economic development of the Sacramento region from being restricted by the lack of housing or transportation facilities.

7. Local planning processes should include development incentives to implement the above such as density bonuses, variances, tax postponement, and priority processing. In depth descriptions of these and other incentives are found in ChapterII of this document.

CHAPTER VIII

TRANSPORTATION FINANCING

DISCUSSION

Financing for all elements of the transportation system is limited. Money is not available for new highway development and may even be insufficient for maintaining the present system. In transit, RT is facing a substantial deficit which will be made worse by Federal plans to cut transit operating subsidies. There are three clear messages. One, everything possible must be done to control increasing costs. Two, the productivity of the existing system will have to be increased. Three, we will need to develop a secure and substantial source of local funds.

FINDINGS

1. Sacramento County annual transportation expenditures:

Private Automobile	$1,500,000,000
Roads	42,000,000
Transit (1980-81 Regional Transit Budget)	30,000,000

NOTE: Figures for comparison purposes only and cannot be totaled because the figures are from different years.

2. Source of streets and roads operation and maintenance (O&M) funds:

Federal	10%
State	46%
Local	44%

3. Sources of public transit O&M funds based on the 1980-81 Regional Transit Budget:

Federal	25%
State	43%
Fares	25%

Local	4% (City and County General Fund)
Contract Jurisdiction Support	3%
	100%

4. Local O&M funds for both roads and transit are the smallest single shares but, because of matching funds requirements, are essential to maximize the use of existing state and federal funds. Based on the stated intentions of the Reagan administration, the local share proportion will probably be required to increase because of cuts in federal expenditures.

5. The United States consumed 514 gallons of fuel per person in 1977; only two other western nations exceed 200 gallons per person.

6. The primary source of road funds is the 4¢ per gallon federal tax and the 7¢ per gallon state and local tax on each gallon of fuel sold (in effect since 1963). Today's buying power of these taxes are equivalent to 3¢ per gallon and conservation practices have further eroded this revenue source.

7. California's gallonage and sales tax on gasoline is approximately 18¢ to 29¢ per gallon (on a range of prices from $1.15 to $3.00 per gallon) whereas France is $1.95, Great Britain is 97¢, Japan is 83¢, and the Philippines is 73¢.

POLICIES

1. Increase local revenues for both transit and road maintenance.

2. Fully utilize existing sources of local revenues before new sources are sought. Re-evaluate local priorities to determine if more existing revenues should be utilized for transit. Existing sources include local general funds, tax increments, contract jurisdictions, and fares.

3. Give priority to revenue sources which are user or beneficiary related. Examples of the former are fares, local gas taxes, parking tax, drivers' licenses, and vehicle registration fees. Examples of the latter are assessments through special benefit district, joint development, and tax increments, and direct subsidies from new development areas.

4. Although not consistent with the above policy, it is prudent to consider an additional sales tax of up to ½ cent as a potential supplemental source of revenue to finance service improvement for public transit.

5. Increase local general fund subsidies for elderly and handicapped transit passes.

6. Support a modest payroll contribution by large employers (including state and local government) because their employees depend on the transportation systems and the cost of peak hour travel to meet these needs add disproportionately to the cost of the transit system.

7. Support an increase in gasoline taxes to provide relief for funding street and road maintenance and capital transit development subject to the following conditions:

   a. Return half the revenues generated to local government.

   b. Return a share of diesel fuel revenues to local government.

   c. Remove the 25% limitation on use of state highway account funds for fixed guideways.

CHAPTER IX

TRANSPORTATION DECISION MAKING

DISCUSSION

There is a crucial need to integrate land use and transportation planning in Sacramento and to maintain close coordination between the various levels of government involved in this planning. If this integration and coordination cannot be accomplished utilizing existing structures, then a Transportation Commission should be created to meet the need.

FINDINGS

1. A close relationship exists both between various transportation modes and between the various modes and community land use patterns. Any shift in the utilization of a particular mode affects all other modes. Any significant shift in land use patterns or densities affects transportation mode use. Likewise, major streets, highways, and transit capital development projects affect land use patterns and population densities.

2. Sacramento is entering an era of significant change in both transportation mode use and land utilization.

3. The rising cost of owning and operating automobiles is encouraging users to seek other modes. This trend is likely to continue and increase. Any major shift away from the automobile will seriously tax the carrying capacity of other modes.

4. Increasing economic development opportunities suggest an increasing population. Depending on where new developments are located, there may be a shift in where people choose to live.

5. Population growth combined with increasing housing costs, public fiscal restraints, and public policy point toward increasing population densities.

6. Dealing effectively with changing mode use and land utilization will require knowledgeable political leadership and close coordination between various political jurisdictions. It will also require close coordination between various agencies responsible

for transportation planning, development, and operation, and agencies responsible for land use planning.

POLICIES

APPROACH #1: Present efforts to foster coordination and integration need to be continued and strengthened.

1. Regional planning efforts must be focused on resolving urban transportation and land use issues.

2. Sacramento City and County representatives to the Sacramento Area Council of Governments (SACOG) should determine what our community needs and wants from the regional planning agency are and provide the necessary direction to obtain it. This can be accomplished by:

a. Taking full advantage of the new Joint Powers Agreement (JPA) for increased city and county representation.

b. Utilizing the sub-regional approach provided for in the JPA for land use, air quality, and transportation planning.

c. Establishing a formal or informal means of coordinating City, County, and urban interests regarding SACOG.

d. Providing more specific direction to the Comprehensive Transportation Advisory Board (CTAB) and the Technical Coordination Committee (TCC) appointees.

e. Improving the coordination of State developments with local plans in the Central Business District (CBD).

3. Public agencies should develop and apply a multi-modal perspective. Moving people and goods as opposed to moving vehicles should be the objective. A means of integrating bicycling, ride sharing, and walking into all transportation and land use efforts should be developed. Staff should be assigned within the appropriate existing agencies to assure that these modes receive adequate consideration.

4. The integration of land use and transportation planning and development must be a top priority

of all involved agencies. The impact on land use of all streets, highways, and transit development projects must be carefully evaluated in light of community goals. It must be recognized that, if an immediate decision is made to build LRT in Sacramento, this decision must be supported by follow-up land use decisions. Likewise, the impact of land use decisions on the transportation system must be considered. Lead responsibility for this oversight and integration should be placed with the newly formed Sacramento Transit Development Board.

APPROACH #2: If the necessary coordination and integration cannot be accomplished utilizing the existing structure, a transportation commission for the City and County of Sacramento should be formed. A decision to form a transportation commission should be made by the beginning of 1982. The transportation commission should include the following elements:

1. Be made up of representatives from Sacramento City, County, and Regional Transit. (Other incorporated areas in the County may be included.)

2. Have an independent staff with expertise in transit development, streets, and highway development, land use planning, and transportation financing.

3. Be funded through Federal and State transportation planning monies presently obligated for expenditure in our area.

4. Be responsible for transportation development in Sacramento County and the programming and allocation of all Federal, State, and local transportation funds.

5. Be responsible for short-range transportation planning.

The possibility of having the commission do long-range--over five years--transportation planning should be explored. (Most individual County Commissions only do short-range planning.) Expansion of the commission to cover the greater metropolitan area at some future date should be considered. Finally, the commission should take the lead in developing local sources of transportation funding.