

Regional Transit

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May 27, 1986

Transportation and Community
Development Committee
SACRAMENTO CITY COUNCIL
915 I Street, Room 207
Sacramento CA 95814


Re: Land Use/Transportation Task Force - Final Report

Dear Committee Members in Session:

Enclosed for your review is a copy of the Land Use/Transportation Task Force's Final Report. It documents the process and conclusions reached by the broad-based community consensus building effort.

Roy E. Brewer and Steve Sanders, spokespersons for the Task Force, as well as Wendy J. Hoyt, Assistant General Manager of Planning, will be at your June 4 meeting to discuss this report. Should you have any questions, please don't hesitate to contact me (321-2989) or Wendy J. Hoyt (732-2253).

Respectfully submitted:




David A. Boggs, General Manager

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Enclosure

Approved for Committee Information:



Solon Wisham, Jr. Assistant City Manager

LAND USE TRANSPORTATION TASK FORCE



**FINAL REPORT
APRIL 1986**

***"A Community Wide
Consensus Building Effort"***

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LAND USE TRANSIT TASK FORCE REPORT

APRIL 1986

ORGANIZATION OF TASK FORCE

The Land Use-Transit Task Force was established last June and just completed its 16th and final meeting on January 24th. The Task Force was formed after completion of a report on land use transit coordination by Judith Lamare and Rusty Selix which described the legal options available for dealing with these problems and what had already been done, both in Sacramento and in other cities.

The purposes of the Task Force as defined by the RT Board at that time were:

- o to determine to what extent the community shared RT's concerns about its lack of adequate revenues to provide service to new development and the lack of a coordinated planning process relating to transit and land development.
- o to evaluate financing mechanisms, land use controls and other solutions to these problems.

Initially, representatives of virtually every identifiable interest group and viewpoint in Sacramento were invited to participate in the Task Force (see Appendix I listing invited organizations).

- o While not all groups participated, the Task Force had consistent active participation within each of the three major categories of interest groups:
 - (1) those who could be expected to advocate increased transit service such as environmental groups, representatives of low income persons, and transit riders;
 - (2) government agencies involved in land use and transit decisions; and

(3) business and developer groups who could be expected to bear a large share of the cost of increased transit, either through taxes or government exactions (see Appendix II listing active participants in Task Force).

- o All of the meetings of the Task Force involved facilitated discussions designed to improve the receptivity of each of the individuals in the Task Force to the viewpoints and problems perceived by others.
- o Wherever there was disagreement, and there was a lot, the Task Force was able to resolve it on major issues, or conclude that it did not affect a major point, when it was not resolved.

EXECUTIVE SUMMARY OF LAND USE TRANSIT TASK FORCE REPORT

GENERAL CONCLUSIONS

- o A broad consensus of all representatives was reached in agreeing that there is a substantial shortage of funds available to meet transit needs - not only in serving new growth areas, but in maintaining current service levels.
- o Most large metropolitan areas have substantial local tax revenues for transit - far in excess of those in Sacramento - but very few areas have required impaction fees or contributions from developers to benefit transit.
- o Regional Transit should prepare a long-range transit plan documenting financial needs, making the information of these needs publicly available. This information should be combined with similar information on roads into an overall countywide transportation plan.
- o In looking at transit's financing problems, the Task Force members further agreed that it was not proper for the Task Force to consider specific funding sources and amounts from these funds without being able to fully analyze all of the other competing uses of those funds. The transportation plan is a necessary step in developing a consensus on financing solutions as

it will determine the needs of both roads and transit.

- o The group also reached a consensus on the need for several improved planning measures, and the need for actions to improve public awareness and attitudes about transit.

THE ROLE OF TRANSIT

- o A basic mission statement for transit is to provide quality, cost effective, peak and non-peak service, responsive to demand, which promotes reductions in single occupant automobile trips and in traffic congestion and promotes increases in transit's share of trips and which assists the community in meeting major environmental, economic and land use goals.
- o Among the very important roles for transit not currently provided are high quality commute service to major employment centers besides downtown, providing a base level of service in all newly developing areas, and to enable more productive and efficient land development where increased transit reduces roadway or parking needs.

FINANCING TRANSIT

- o Substantial new revenues are needed. This information should be made publicly available after research and documentation.
- o One-half cent sales tax would raise \$30-35 million annually. Regional Transit expects a \$3 million annual loss in federal funds. However, just maintaining the current program is expected to require \$11 to \$12 million annually by 1991, above projected revenues.
- o To the extent that funds become available, attention should be focussed on extension of the current service level to new growth areas, and growth of the system to meet the needs identified in the task force's recommended role of transit.

- o Because of high fixed costs relatively little money would be saved by cutting transit below current service levels.
- o Transit levels assumed as mitigation measures in recent land use decisions go far beyond even the recommended transit service, and are unrealistic without dramatically increasing transit revenues.
- o Also recommended for further exploration are more privatization of transit, and a wide variety of other revenue-raising measures.

DECISION-MAKING AND PLANNING

- o Noting that the road system is also not adequate to meet projected needs, it is necessary to develop processes for all transportation facilities which consider all alternatives in the early stage of the process.
- o The Task Force recommended several important land use policies and strategies to better facilitate transit including:
 - o Concentrating development along transit routes.
 - o Strengthening city and county TSM ordinances to provide consistent application countywide.
- o The Task Force also noted that just in the six months in which it has been in existence, RT has greatly expanded its participation in the city and county land use process, and while this has gone a long way towards improving land use transit coordination, increased expansion of RT planning resources will be needed.

AWARENESS AND ATTITUDES

- o There is an image problem which limits existing and potential ridership, and an image problem which limits support from the community at large, and an image problem in terms of how transit is portrayed in the media and among community leaders.

- o The task force also noted that developers, at the present time, do not perceive improved transit service as a public service which would enhance or benefit their projects.

NEXT STEPS

- o The task force report provides direction for establishing land use transit coordination. There are a number of significant actions that can be implemented immediately. These are noted in the main body of the report.
- o The Task Force's main accomplishments are the increased levels of communication, cooperation, and understanding established between all of the groups that participated, and their appreciation for the importance and magnitude of the problem of financing transit and coordinating it with land use decisions.
- o The most important next step is for the work of this task force to be reviewed and discussed with all key decision-makers in Sacramento-to broaden the consensus and understanding that has emerged within this diverse task force, and even more importantly to establish a community-wide commitment to solve the land use transit problems in Sacramento, and to do so in a consensus oriented manner.

DETAILED REPORT OF THE LAND USE TRANSIT TASK FORCE

OVERVIEW OF REPORT

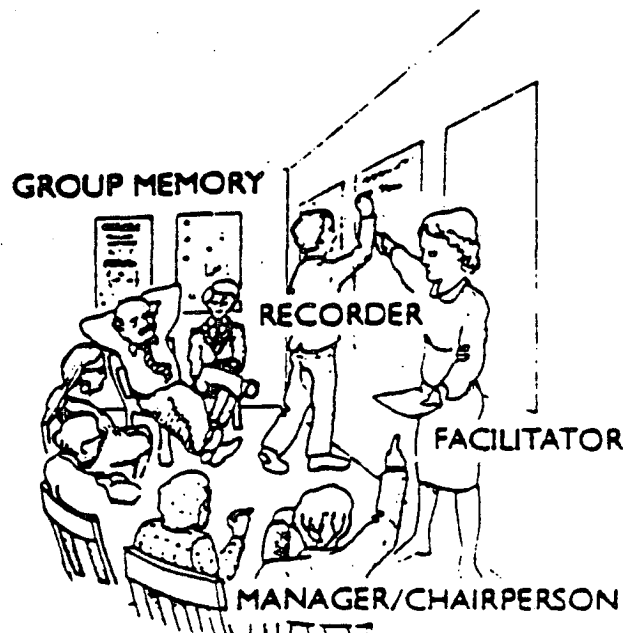
This report summarizes eight months' work by a diverse task force to build a better understanding and broader consensus on the problem of land use transit coordination and financing of transit.

The report begins by describing the process utilized by the Task Force. This process has not been extensively used locally and is described at length to allow readers to better understand how it works.

The report continues by listing the findings of the Task Force and concludes with its recommendations. While many readers will want to focus on the recommendations, the findings provide useful reference information about transit - both present and future - and the assumptions that led to the Task Force's recommendations.

CONSENSUS BUILDING PROCESS UTILIZED

The Task Force generally met for two hours every other Friday morning. All of the meetings consisted of facilitated discussions led by Rusty Selix who served as a neutral facilitator standing in front of a wall of large sheets of paper upon which all of the comments by all of the Task Force members were recorded. Task Force members sat in a semi-circle facing the board and in view of each other (see diagram).



This facilitative process is designed to help diverse groups to reach agreement on the solutions to problems. It is based upon a method outlined in the 1976 book by Michael Doyle and David Straus called "How To Make Meetings Work." The key concept of this process is that if you don't agree on the problems, you won't agree on the solutions. The intent is to get all of the parties who are significantly affected by a particular issue to meet together to jointly analyze the issues and develop a common understanding of the forces affecting a particular problem. From this shared information and from a mutual desire to solve the problem, the potential for developing consensus solutions is maximized.

To fully implement such a program for a problem as broad as the relationship between land use and transit would take far more time than anyone could realistically have been expected to make available, and would have involved research and analysis that simply couldn't have been done within the context of this Task Force and its time frame. Some of this additional work is included in the recommendations and findings of the Task Force.

Accordingly in reviewing the Task Force report, one should not expect it to be the complete answer to all of these problems. Rather, the purpose for using this format in this time frame and with the participation of these various groups, was to build a common understanding of the basic problems. From this common understanding, it is hoped that all of the affected groups who must now deal with these problems, both in terms of immediate solutions and long-range solutions, will be able to do so more effectively and more cooperatively.

The process basically has seven stages for problem-solving.

1. Perception of the problem: In this phase, which consumed the first two meetings of the Task Force, all participants were encouraged to describe how the problem looked from their point of view. This, for the most part, took the form of listing all of the land use transit problems that each individual and the organizations they represented perceived, and an analysis of how land use transit issues have been approached in other regions in the United States and Canada.

2. Defining the problems: Generally, this involved selecting several major problem areas and developing a set of assumptions about transit in 1985 and 2005.

The Task Force concluded that it was necessary to reach a preliminary decision on what realistically should be the role of transit over the next twenty years. That formed a foundation upon which the Task Force proceeded to focus more directly on each of the specific problem areas.

3. Analysis of a problem: identifying why each of the problems exist, and sharing the information that each participant from his or her particular viewpoint. This process was done individually for each of five major problem areas - financing the existing transit system, financing new growth areas, the decision-making process, public awareness and attitude problems, and planning, land use, and design problems.
4. Generate alternative solutions to the identified problems:
This was also done individually for each of the five problem areas, and produced long lists of options for each area.
5. Evaluate all of the alternatives generated and determine which should be recommended for solution: This involved eliminating solutions that were not to be recommended, combining those to be recommended, and, in many cases deferring judgement on particular solutions until more information could be provided.
6. Decision-making: The Task Force reached agreement on a number of specific recommendations in each of the problem areas. Many of the recommendations are simply to further study particular proposals, meaning that additional work is needed before a clear decision could be made. Meetings are not an effective method for developing detailed information. Accordingly, it is appropriate that the Task Force conclude its work recommending that more information is needed on particular issues. The value of a task force recommendation along those lines is that the provision of that information is more directly

focused to a way of solving a problem than it might otherwise be.

Throughout the Task Force's work, consensus was reached on each point before proceeding to additional points. That does not mean there was always complete consensus on every issue that was brought up. In a consensus-building process, it is important for all relevant points of view to be represented, and for any points of disagreement to be expressed. Wherever there was disagreement, and there was a lot, the Task Force was able to resolve it or conclude that it did not affect a major point.

While the Task Force members represent a broad spectrum of viewpoints and considerable expertise on these issues, it is almost certain that readers of this report will have additional viewpoints and information which could well have affected the conclusions reach in the Task Force meetings. Rather than treating such outside information as a criticism of the work of the Task Force, to be consistent in a consensus-building process, that information should be treated as additional assistance to the Task Force members and to Regional Transit in formulating what are the next steps in solving land use transit problems, and to be sure that in any future discussions, this additional information is taken into account.

7. **Implementation:** The final phase of problem solving is to implement decisions. Many of the recommendations can be implemented immediately without controversy. However, the first step in this process is to share this report with the community to build a broader commitment to resolving these problems.

PROBLEMS IDENTIFIED FROM ALL VIEWPOINTS

At the first Task Force meeting, thirty-five different problems, or parts of problems, were presented by Task Force members. This was supplemented by a report by Consultant Judith Lamare at the second Task Force meeting where Task Force members reviewed what other communities comparable to the Sacramento region were doing throughout the United States and Canada.

After these meetings, the Task Force concluded that the first problem to be addressed was to agree on the roles for transit. The other problem areas to be addressed were the financing of transit, awareness and attitude problems, and land use and design problems.

The financing problems were then dealt with in a subcommittee which more specifically defined the problems as providing adequate revenues to continue serving the existing delivery area of transit, the problems for serving new growth areas, and the problem of the local decision-making process as it affected financing of transit.

The public awareness and attitude problems were further defined in the subcommittee to mean the image problems which limit existing and potential ridership, the image problem which limits support from those who would not ride transit under any circumstances, and the image of transit presented in the media and among community leaders.

The land use and design problems never lent themselves to focusing on one specific problem. Rather, the approach through a subcommittee was to identify a large number of planning problems and develop a comprehensive approach to eventually deal with all of them. Among the problems identified were the lack of a comprehensive transportation plan linking transit with other transportation needs and the lack of a mechanism for tying land use decisions to the information that such a transportation plan would provide.

BASIC ASSUMPTIONS OUTLINED

In order to properly focus future discussion, the Task Force spent some time analyzing the present transit system and what could be assumed relative to the transit system for the year 2005.

The Current Transit System

- o Regional Transit has 211 buses covering 76 routes with service within one-quarter to one-half mile of the population in most of the service area. Most service occurs every 30-60 minutes, but there are some areas during the peak periods that receive service every ten minutes, and some areas that have service only every two hours.

- o Regional Transit's service boundaries do not include many areas of new development, but include some areas of Yolo County and Placer County. There are also a few rural transit systems as well as taxi cabs, state shuttle service, airport limos, and other contract services by social service agencies, school buses, van pooling services, and other facilities.
- o Downtown commute is the best service currently provided, but this occurs over a narrow range of peak service. About twenty-five percent of downtown peak time travel is by transit.
- o Other than this commute service, daytime service to the downtown area is best and also the most heavily patronized. The south area is served better and patronized more than the north area. Secondary schools are satisfactorily served and there is also significant service to major shopping centers and college campuses, but limited night and weekend service.
- o Fares recover approximately 30% of the operating costs of the transit system, which is higher than several other comparable systems in California. Other operating revenues come from the state and federal government.
- o Paratransit is a system requiring advance reservations. Paratransit includes car and van-pooling, jitney service, taxi service, and some specialized services for elderly and handicapped persons. Paratransit receives the same funding as RT from the state and federal government plus \$650,000 in General Fund support from the City and \$66,600 in General Fund support from the County of Sacramento. RT has not received city or county funds since 1982.
- o The present transit system is operating at full capacity in providing the commute period service and could not be expanded within its existing resources.

ASSUMPTIONS AFFECTING THE TRANSIT SYSTEM IN 2005

It is assumed that without any additional resources, we will establish the currently proposed starter light

rail line and be able to replace existing buses. However, the demand for increased service will be greater due to population growth which will bring with it more older people, more lower income people, more people outside the existing service areas, more needs in the poorly served portions of the existing service area, increased traffic congestion creating increased demand for transit service, and significantly increased employment in areas outside downtown.

There will be improved service along the light-rail line, park-and-ride service together with light rail, increased density around light-rail stations, increased use of ramp metering, HOV lanes, carpooling, and other measures to deal with traffic congestion, and continued other services. It is also expected that transit will continue to need to be heavily subsidized, and that transit costs will increase, as will the costs of driving and maintaining the roadways which buses run on. The road system will also have to be expended to accommodate the growth.

The Role of Transit- Task Force Recommendation

A basic mission statement for transit is to provide quality, cost effective, peak and non-peak service, responsive to demand, which promotes reductions in single occupant automobile trips and in traffic congestion and promotes increases in transit's share of trips and which assists the community in meeting major environmental, economic and land use goals.

Analyzing all of the various components of transit service, the Task Force recommends the following role over the next twenty years:

1. Downtown commute service - This reduces traffic and reduces some of the demand for parking. It is an important role which should have a higher frequency and extended period of service than now exists. Extensive downtown commute service can allow for higher density land development.
2. Commute service to other major employment centers - This is very important and includes reverse commutes and cross-town commutes. This service could be provided by private employer shuttle service from light rail or major transit centers, as well as by RT.

3. Schools - Service to colleges is a very high priority, and also allows higher density development and can socialize young people to transit and compliment commute service. Primary and secondary service is a lower priority than college, but depends greatly on the district. It also can compliment commute service, but may need more extended hours.
4. Daytime downtown service - This is a high quality service involving transportation to and from downtown and within downtown and reinforces the use of transit by commuters.
5. General daytime service - This is a high priority, although this is not a unanimous view. It could have extended hours. It is used mainly to connect schools, medical facilities, shopping and employment areas, and includes cross-town service. It generally has lower ridership than commuter service and serves primarily transit dependent individuals.
6. General night service was not considered a high priority, but would include service to entertainment events, medical facilities, large 24-hour employment centers, schools and colleges, shopping centers, life-line service to transit dependent throughout the community, and for special events.
7. Weekend service was considered important for transit dependent individuals, but not so important for the rest of the community. It should include high quality service on some of the key routes, and some service for employees at all hours.
8. Paratransit is also a high priority and is like general daytime service.
9. There are also other special services that will continue to include taxis, and other providers, special event service, airport service, and shuttle service within major complexes.
10. High priority roles which relate directly to land use transit coordination:

- o Providing commute service to major employment centers besides downtown;
- o Providing a base level of service in newly developing areas; and
- o Enabling more productive efficient land use development where increased transit can reduce roadway or parking needs.

One of the areas of disagreement within the group was the effect that transit would have upon meeting air quality standards. All group members recognized that transit presently represents only about 3% of passenger trips, and none of goods travel. It was agreed that transit would not alone allow Sacramento to meet its ambient air quality standards.

The Task Force noted that EPA has concluded that transit does not significantly contribute to air quality in Sacramento. While some task force members question the conclusions of these studies, all Sacramento studies to date have also shown that transit improvements will not significantly improve air quality. Technical air quality studies on the light-rail starter line concluded no significant positive impact on air quality.

THE PROBLEM OF FINANCING TRANSIT FOR EXISTING SERVICE AREAS

The lack of projected adequate revenues, even to maintain the current transportation system, is based in part on policy decisions at the federal level to reduce federal operating support, and input on the lack of state and local mechanisms that provide for other revenues to grow commensurate with population growth.

A recent Price-Waterhouse study has concluded that the current fare structure provides the maximum revenues for the system.

It is projected that Sacramento and other transit areas will eventually lose all federal funds to subsidize transit operations. This presently represents about \$3 million per year in transit funding. Federal funds for replacement of existing buses appears likely, but

funding for additional buses and expansion of the light-rail system is questionable.

State Transportation Development Act (TDA - 1/4 cents sales tax) funds represent 50% of current operating costs, and while these funds do allow for growth, they may not keep up with increased costs. Recognizing that highways are also underfunded at the state, and that all other state programs also compete with transit, it appears quite difficult to secure additional state funding for light-rail expansion through the State Highway Account (gas tax) or State General Fund. Providing the match for highway funds is considered to be a higher state priority than rail funding. In addition, while employing the largest number of individuals in downtown, the state is not subject to the city's or county's trip reduction programs which provide assistance from other major employers.

Other problems that would affect the funding of transit at the local level:

- o There is no dedicated source of funding.
- o No city or county funds are being spent.
- o People don't see the benefit of transit.

THE PROBLEM OF FINANCING TRANSIT SERVICE TO NEW GROWTH AREAS

Growth is projected in dispersed areas, not directed into transit corridors. New development is not utilizing transit oriented design.

There is no automatic linking of new growth to finances for transit or other forms of transportation. Accordingly, since transit, like education, is not the clear responsibility of a land use decision-making agency, it is believed that these services are less likely to get their marginal costs covered from new development. This is compounded by the problem that unlike the support for transit in many other communities, developers do not see transit as benefitting their projects in Sacramento. It is also more expensive to provide transit outside existing corridors in existing urban areas.

Further, there are no objective standards to determine levels of transit service for the city and county to use in evaluating new development applications.

There is also a lack of incentives for developers to locate near transit, and generally no units of measurement for trade-offs between transit and other transportation facilities such as street capacity and street width.

Another factor is that state and federal agencies are exempt from all taxes, and as their developments occur, they do not have to follow local ordinances.

FINDINGS FOR FINANCE PROBLEMS

Obviously in determining solutions to financing any public service and facilities, one can list all of the various taxes that can be increased at the local, state, and federal level, as well as indicating other potential revenue sources. Transit would have to compete with other funding priorities for virtually all of these funds.

Since the Task Force did not study all of these other needs, in an attempt to determine their relative problems, it seems inappropriate, as a consensus-oriented body, to make a recommendation on how much money transit should receive from any particular revenue source. Rather, the Task Force focussed on identifying what were the financing needs of transit for various levels of service, the possible service levels which were worthy of consideration, and leaves it to future actions to determine how these needs are going to be met.

Since there is much talk about a sales tax increase in Sacramento, the Task Force looked at transit needs in relation to the revenues raised by sales tax. One-half cent of sales tax is projected to raise \$30 to \$35 million annually in Sacramento.

RT expects a loss of federal funds - \$3 million annually. However, maintaining the current program is expected to require funds of \$11 to \$12 million by 1991 above projected revenues.

Projecting into the year 2005, the Task Force considered three specific levels of service - the

existing service, extending the same service level into growth areas, and improving the service to meet the service recommended by the Task Force in the role of transit, which involves putting most of the system on 30 minute intervals between buses with 15 minutes on the light rail line.

These dollar figures assume six percent per year inflation.

In analyzing the three alternatives, the Task Force assumed that transit would have a 35% fare box recovery (the current is about 30%). This analysis also assumes that the percentage of persons using transit will remain constant.

On the following page are preliminary RT staff estimates prepared at the request of the task force to establish relative orders of magnitude.

PRELIMINARY RT ESTIMATES OF RELATIVE COSTS FOR FUTURE SERVICE LEVELS

To continue existing service without serving new growth areas:

To expand service to growth areas at the same level as is presently provided:

To fund the recommended level of service which involves putting most of the system on 30 minute intervals between buses with 15 minutes on the light-rail line:

Operating costs	\$80 million	\$123 million	\$144 million
Revenue	\$54 million	\$92 million	\$99 million
Operating deficit	\$26 million	\$31 million	\$45 million

Capital costs for replacement of buses & construction of suburban facilities are \$48 million.

To provide this service into growth areas would involve construction of 15 miles of additional light rail, & the acquisition of additional buses. Total capital cost for this level of service is \$285 million.

Capital costs for this level would only involve acquisition of more buses & facilities, & would only be \$17 million more than the existing level of service, or \$302 million.

Serving only the existing area should not be considered a realistic option, particularly since the operating cost deficit is not significantly different by extending service to new growth areas. Fifty percent or more of capital costs would be expected to be borne locally. At the present time, 82% of transit costs are represented by labor costs.

The Task Force also considered reductions in service below the current level, and expansion of service to the levels being recommended in environmental documents for land development approvals currently taking place.

Reducing service below current levels, either by reducing commute service or by reducing lifeline service, would result in very minimal savings in dollars. From both a demand and financing standpoint, the levels of transit service being recommended in Environmental Impact Reports prepared for recent land use decisions are not realistic given current and projected revenues.

RECOMMENDATIONS FOR FINANCE PROBLEMS

1. Consider the minimum for future transit service to be extending the current service levels to new growth with the goal being improved service to the role of transit recommended by the Task Force.
2. RT should prepare a long-range transit plan documenting financial needs, making the information of these needs publicly available. This information should be combined with similar information on roads to prepare into an overall countywide transportation plan.

The transportation plan would include policies responding to the planning and land use problems by orienting new bus service to areas with the best potential for increased ridership and planning initial light rail extension to communities with land use patterns with the greatest potential for high ridership.

The plan would set forth procedures to assure that newly developing areas receive transit service at least equal to the level provided in the existing service area and to coordinate provision of

transit improvements with street and highway facilities.

This transportation plan must be used as a framework to develop long range land use plans and to evaluate specific land use projects. The analysis of transportation alternatives in any plan or project must reflect the real costs of different levels of service including maintenance, capital, and differentiating between user-generated revenues and other revenues.

3. RT should further explore privatization of transit service and contracting out for services, and prepare a report which includes a study of other areas the potential for the private sector to provide its own specialized services, and for the public sector to contract with the private sector.
4. City and county TSM ordinances should be strengthened and consistent performance standards should be established.
5. Explore other local financing devices such as assessment districts and Mello-Roos special tax areas, sharing revenue from development around light-rail stations, higher parking fees, and the establishment of fees in new areas, contributions from the city or county General Fund, and the use of gas tax funds, density bonuses, and reducing parking as a developer incentive.
6. Explore dedications of fees by developers for capital facilities along the following lines: there should be no inequitable share for developers, meaning they should not be expected to bail out whole communities. Developers should pay for the benefit from transit to that development. There could be support for fees consistent with new riders from new development.
7. Explore developer fees for operations of transit as required in San Francisco, and a portion of Los Angeles, based upon a share of the market represented by trips generated by new development.
8. Explore increasing the local gas tax and other local revenues.

9. Consider gas tax funds as a potential future source for light rail construction, given that federal, state, and local gas tax funds are presently committed to specific expenditures, but that circumstances could change.
10. Explore having developers and businesses own buses and light-rail facilities, and have them leased back to Regional Transit for tax purposes.
11. Explore using fines and forfeiture money for bus pass subsidy as is now done by CSUS recognizing that all existing fines and forfeiture funds elsewhere are committed to other purposes.

DECISION-MAKING PROCESS ANALYSIS

Regional Transit, the City Council, and the Board of Supervisors do not coordinate adequately. The land use decision-making bodies are separate from the transit decision-making body. As a result, there is a lack of an effective process-making transit decisions part of the land use decision-making process, and vice versa.

There is also a perception that transit is a minority voice which lacks an organized, credible constituency that is listened to and effective. This is compounded by the previously stated problems that most developers don't see transit as an essential service benefitting their projects, and the perception that many supporters of public transit are viewed as not looking at other alternatives to solve the same problems, forcing decision-makers into either/or positions. In addition, other issues are perceived as more important than transit. Transit is often not perceived by decision-makers as a credible solution to significant problems.

As a reflection of both of these factors, it was noted that planning for transportation needs is not well documented in advance of individual construction projects.

DECISION-MAKING PROCESS RECOMMENDATIONS

1. Many of the decision-making process recommendations are dealt with by the preparation of these comprehensive transportation plan outlined under financing recommendations.

2. In the process of planning for transportation corridors, and for any specific highway or transit projects, ensure that all alternatives are considered in the early stages of the process, before an environmental impact report. The alternatives must include HOV lanes, where these will result in reduced single occupant auto trips, lanes which could be converted to future light rail lines, and, for highway projects, non-highway alternatives. This should also include cost analysis of each alternative.
3. Ensure that all right-of-way is dedicated or reserved at the time of development decisions, and that privately financed improvements and funding priorities related to operations are considered.
4. Improve citizen participation for Regional Transit by increasing outreach to neighborhood groups, advisory councils, and committees of private-sector organizations.
5. Have Regional Transit representatives on local technical boards.
6. Have Regional Transit board members and upper management improve their lobbying with city and county decision-makers.
7. Improve Regional Transit contact with the development community.
8. Have more aggressive Regional Transit involvement earlier in the land use process.
9. Explore establishment of a countywide transportation commission such as those created in other areas which could be composed of elected officials and/or appointed members, and which could have a substantial role in allocating transportation funds and/or transportation planning, and some involvement in land use decisions.

LAND USE AND PLANNING

Much of the planning problem is the absence of specific land use policies along transportation corridors (light rail and major bus routes).

There is a lack of planning for present and future transit needs, and transit planning does not get included as part of highway planning.

There is no plan which describes the costs of the transit system here as compared to other transit systems or between transit and roads or light rail and new freeways. Accordingly there is no way to compare the efficiency of the transit system to other transportation alternatives here and to other transit systems elsewhere.

There are no transit standards within community plans, general plans, and zoning ordinances.

The Task Force also noted that growth is occurring without transit service, and that inadequate densities to serve transit are planned for.

Infill development and use of zoning incentives have not been occurring as readily as perhaps they could be occurring.

Some new developments are not designed to accommodate transit facilities.

RECOMMENDATIONS

1. Concentrate development of major trip generators (office, residential, and commercial) in areas already served by transit by:
 - o Providing incentives to increase the density of development;
 - o Developing comprehensive land use and development plans at light-rail stations along the light rail right-of-way and at major transfer centers;
 - o Including initiating joint development projects at selected locations along light rail; and
 - o Developing other strategies coordinated with existing city and county programs to increase infill development projects along transit corridors.

2. Plan transit improvements in the downtown area to reinforce the existing investment and service in this area by:
 - o Orienting downtown development to transit;
 - o Improving linkages between downtown activity centers to minimize auto dependency; and
 - o Planning improvements in light-rail facilities to achieve optimum performance.
3. Include transit as an integral element of the infrastructure on a par with streets and highways in all community plans and in major development studies.
4. Develop and publicize transit criteria, standards and conditions for the city and county to use in evaluating and approving development proposals, and establishing conditions of approval.
5. Recognizing that Regional Transit has already substantially increased its staff involvement in planning, land use and development activities, and that this has already significantly solved a major portion of the coordination problem, Regional Transit should continue to provide more resources and further increase its involvement in the land use decision-making process.
6. Strengthen city and county TSM ordinances to more effectively reduce trips and improve mobility.
7. Improve transit service to existing activity centers other than downtown, such as shopping centers.
8. Local government employers should adopt state policies to locate offices within one-quarter mile of transit routes.
9. Establish park-and-ride facilities as a joint use on private parking lots.

PUBLIC AWARENESS AND ATTITUDES

In spite of being one of the most efficient transit systems in the state, the transit system in Sacramento

has an image of not being efficient. It is also perceived as unreliable, uncomfortable, unsafe, inconvenient, and not cost effective. It is recognized that some of these perceptions may be unrealistic, but they are shared by a significant percentage of the community.

People believe that transit is ridden mostly by low income people, and that even though this is not true for commuters, it is still a perception. The costs, including the fare, the time and convenience are perceived as being high in relation to the benefits of transit. People do not recognize transit's effect in alleviating traffic congestion.

Transit is perceived by many as not benefitting the community as a whole and not having significant private sector benefits.

It is perceived that there has not been an educational process in the community or extensive public relations, or school education to show transit benefits, or a program to combat and compete with the image created by auto industry ads.

This all leads to an image problem which limits existing and potential ridership, and image problem which limits support from the community at large, and an image problem in terms of how transit is portrayed in the media and among community leaders.

RECOMMENDATIONS

The Task Force is not the appropriate forum for analyzing the things that could be done to improve transit's awareness and attitude problems. The task force recommends that transit's marketing and public image campaign be substantially expanded including hiring a professional advertising and public relations firm.

WHERE DO WE GO FROM HERE

The task force report provides direction for establishing land use transit coordination and moving toward this goal in a consensus oriented manner that involves all affected interests.

There are a number of significant actions that can be implemented immediately based upon the Task Force's work. However, its main accomplishments are the increased levels of communication, cooperation, and understanding established between all of the groups that participated, and their appreciation for the magnitude of the problem of financing transit and coordinating it with land use decisions.

The task force report outlines a number of actions to be taken by the city, the county, and Regional Transit. However, the most important next step is for the work of this task force to be reviewed and discussed with all key decision-makers in Sacramento-to broaden the consensus and understanding that has emerged within this diverse task force, and even more importantly to establish a community-wide commitment to solve the land use transit problems in Sacramento.

APPENDIX I

INVITED INTEREST GROUPS

All groups were sent an invitation to participate in the Task Force. As it met, the groups were also sent numerous updates of the Task Force's work, and a draft of the final report inviting comments.

Air Pollution Control District	North Sacramento Chamber of Commerce
Paratransit, Inc.	California State University-Sacramento
City Public Works Department	U.S. Environmental Protection Agency
City Planning Department	County Public Works Department
Metropolitan Chamber of Commerce	Pacific Bell
Modern Transit Society	Sacramento Housing & Redevelopment Agency
County Joint Chamber of Commerce	Rancho Cordova Planning Council
Sacramento Downtown Association	Country Club Plaza
Midtown Business Association	Hefner, Stark & Marois Law Firm
Sacramento City School District	AKT Development Corporation
Camino West Management	Bank of Alex Brown
Carmichael Planning Advisory Council	County Taxpayers League
Environmental Council of Sacramento	Labor Council
City Planning Commission	Caltrans
ainers & Hayes Consultant	Urban Interdependencies
Sacramento Board of Realtors	McCuen & Steele Enterprises
League of Women Voters	County Planning Department
Gray Panthers	Urban League
State Office of Facility Planning	Orangevale Municipal Advisory Council
Sacramento Transportation Coalition	KCS Development Company
Building Industry Association	Sacramento Concilio
Sacramento Building Trades	Sacramento Women's Network
Elk Grove Policy Council	Sacramento Black Women's Network
Lung Association	Calif. Hispanic Chamber of Commerce
SACOG	NAACP
Downtown Plaza Association	LaRaza Lawyers Association
Asian Community Center	California State Employees Associati
Sacramento Central Labor Council	PacTel
Gray Panthers of Sacramento	North Highlands Chamber of Commerce
Hispanic Chamber of Commerce of Sacto.	Sacramento Legal Clinic
Sacramento Union	Carmichael Chamber of Commerce
Sacramento Bee	Labor and Business Alliance
Building and Construction Trades Council	
United Way of Sacramento	
American River College	

APPENDIX II

RT LAND USE TRANSIT TASK FORCE
REGULAR PARTICIPANTS

<u>NAME</u>	<u>ORGANIZATION</u>
Sheryl Patterson	ECOS
Mike Hoffacker	SACOG
Les Frink	City Public Works
Tom Sparks	County Planning
Collette Johnson-Schulke	Realtors (SBOR)
Wendy Hoyt, Mark Lonergan, & Hinda Chandler	Regional Transit
J. D. Culver	Paratransit
Kevin Gordon, Robert Holmes	Building Industry Association (BIA)
Ron Richardson	CSUS
Katharine Thompson	Modern Transit Society
Steve Sanders	California Dept. of General Services
Bonnie Holmes	Lung Association
Dick Rogers	Caltrans
Gary Glissmeyer	APCD
Patrick Groff	County Public Works
Gary Stonehouse	City Planning
Lucille Van Ommering, Wendy Edson	EPA
Roy Brewer	Chamber of Commerce
Jim Notely	Orangevale Area Council
Howard Evanson	Sacramento Downtown Association

ADDITIONAL FREQUENT PARTICIPANTS AT THE END OF THE PROCESS INCLUDED:

Richard Sears	KSC Development Company
Randy Randall	County Taxpayers League
David Walker	North Sacramento Chamber of Commerce
John Haycox	City Schools

Many others attended one to five meetings, but missed the final three meetings.

APPENDIX III

SUMMARY OF LOCAL TAX STATUS

California Urban Counties:

Those with local sales tax

Alameda (also has dedicated
property tax)
Contra Costa
Los Angeles
Monterey
San Francisco (also has
dedicated property tax)
San Mateo
Santa Clara
Santa Cruz

Those without local sales tax

Fresno
Riverside
Sacramento
San Bernardino
San Diego

Local Taxes Dedicated to Transit in Other Metro Areas considered similar to Sacramento:

Broward County (Ft. Lauderdale, Florida) - County General Fund +
gas tax

Calgary - no local funding

Denver - 6% local sales tax for transit

Memphis - City General Fund

Phoenix - Local transit funds from state lottery.

Portland - Employer payroll tax for transit