

# COUNTY OF SACRAMENTO

## *Inter-Departmental Correspondence*

For the Agenda of: June 11, 2003

To: BOARD OF SUPERVISORS

From: PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT and  
REGIONAL PARKS, RECREATION AND OPEN SPACE DEPARTMENT

Subject: **AMERICAN RIVER PARKWAY PLAN UPDATE: PROCESS DESIGN**

Contact: Sunny Williams, Planner, 916-874-6141 and Gary Kukkola, Deputy Director Parks,  
916-875-6283.

### **RECOMMENDATION:**

1. Approve the American River Parkway Plan Update process design and project scope as defined in the *Final Draft Convening Report* (Attachment B);
2. Approve the Attached Resolution to establish the Update Citizens Advisory Committee;
3. Initiate the application process for the individually appointed geographic area representative seats;
4. Continue this item to July 30<sup>th</sup>, 2003 for ratification of the individual appointments; and
5. Consider the addition of a representative from the County Parks & Recreation Commission to the Update Citizens Advisory Committee.

### **BACKGROUND:**

The *Final Draft Convening Report* describes a process design for the update of the 1985 American River Parkway Plan, and the composition of the Update Citizens Advisory Committee, the Technical Team, and the Project Management Team. The *Convening Report* was prepared by Sharon Huntsman, facilitator with the Center for Collaborative Policy and is a result of individual and focus group interviews with over 75 stakeholders, who identified issues they would like to see addressed and who provided advice on how to organize the process. The *Final Draft Convening Report* reflects comments received on the *Draft Report*. The Project Management Team worked collaboratively to reach consensus on the *Final Draft*.

The American River Parkway Plan (Parkway Plan) is a regulatory document that provides policy direction for resource conservation, recreation use and development, adjacent land uses and administration. The Parkway Plan is adopted by the Board of Supervisors as an element of Sacramento County's General Plan, by City Council as an element of Sacramento City's General Plan, and by the California State Legislature, pursuant to the Urban American River Parkway Preservation Act, Public Resources Code §5840. The Board of Supervisors approved beginning

the Parkway Plan Update process on December 11, 2001 during the *River Corridor Management Plan* presentation.

Per the 1985 Parkway Plan, the Parkway Plan “shall be reviewed approximately every five years, or earlier if it is determined to be necessary to reflect changing conditions” (Parkway Plan 1-3). The update of the 1985 Parkway Plan provides an opportunity to incorporate a breadth of biological, environmental, and recreational advancements and knowledge that have occurred during the past 18 years.

## **PROCESS:**

### **Update Citizens Advisory Committee**

In developing the proposed Update Citizens Advisory Committee (UCAC), the co-sponsoring agencies balanced the need for a manageably sized working group with the provision of appropriate representation of the Parkway’s recreational, environmental, business and community interests (See Attachment A-1). The task of the UCAC will be to provide recommendations for an updated Parkway Plan to the Board of Supervisors and City Council. The UCAC will have direct input and feedback from the Project Management Team (PM Team), the Technical Team (Tech Team), the LARTF, existing County/City boards, commissions, and committees with interest along the American River Parkway, and the public (as described below). In making its recommendations the UCAC will consider:

- Scientific and technical information about the Parkway’s resources;
- Concerns and interests of the Tech Team and PM Team;
- Relevant laws, policies and regulations governing the Parkway; and
- Community values and needs.

A graphic representation of this process is on page 5.

While it is necessary to select a representative group to do the intensive work of the UCAC, it is also important to note the opportunities for participation by other members of the public during community workshops, the Lower American River Task Force (LARTF) meetings, at UCAC meetings, and at workshops and hearings of the Board of Supervisors and City Council. Staff will advertise and provide notices for meetings by email, direct mail and through the project web site.

### **Technical Team**

The Technical Team (Tech Team) is comprised of staff from the 19 local, state and federal agencies with Parkway regulatory or management responsibilities along the Parkway and groups who will provide input on project specific coordination opportunities. The Tech Team will provide technical, scientific and policy issue input to the UCAC and may assist County Planning in the final revision of the Plan. With 19 agencies with jurisdiction along the Parkway, it is vital

to have their initial input to discussions within the UCAC, as well as continued input and guidance.

### **Boards and Commissions**

The County of Sacramento has a number of existing boards, commissions and committees with interest along the Parkway. This existing structure will be incorporated into the feedback loop to the UCAC. Their specific focus, experience, and knowledge of Parkway history, policies, proposed projects and contentious issues will provide a valuable link of information to the process.

The County Parks & Recreation Commission received a presentation on the *Final Draft Convening Report* on May 22, 2003. The County Department of Regional Parks, Recreation and Open Space recommended in a staff report to the Parks & Recreation Commission that the Commission have a representative seat on the UCAC. County Parks, together with the Parks and Recreation Commission, are the managing entities for the Parkway and provide guidance to the Board of Supervisors on Parkway matters. Commissioner McCormick was absent, the final action was 4-0 in support of the County Parks recommendation.

County Planning is supportive and looks forward to the involvement of the County Parks and Recreation Commission to the Update process. County Planning is concerned, however, about the current size of the UCAC and opening the process to additional UCAC appointments. While recognizing County Parks and the Parks and Recreation Commissions roles and responsibilities to manage the Parkway, the addition of one appointment may result in supplementary requests for appointments to the UCAC, further adding to the size of the UCAC, which is already a larger group than desired for planning process efficiency.

### **Lower American River Task Force**

The Lower American River Task Force (LARTF) is an existing, non-appointed organization consisting of local and neighborhood organizations and local/state/federal agencies. The LARTF is a collaborative group that has worked to improve existing flood-control facilities while protecting and enhancing the lower American River's environmental and recreation resources since 1994. The LARTF will serve as an efficient venue to garner broad stakeholder input and will serve as a sounding board in the drafting of proposed recommendations for the UCAC.

### **Public Input**

The Parkway is a regional resource of significant interest to many organizations and individuals. As described above, there are four ways for the public to provide input to this process: 1) by participating in community workshops to provide input on integrated area planning; 2) by participating in the LARTF, whose membership is open to individuals and organizations with an interest in the lower American River; 3) by providing comments at UCAC meetings, which will allow ample time for public input; or 4) by testifying at the Board of Supervisors and/or City Council meeting during periodic briefings. To ensure that those who want to be involved are aware of these opportunities, County Planning is maintaining an "Interested Stakeholders Mailing List" and will provide those on the mailing list with all meeting notices and project documents via the County Planning web site, by e-mail or by mail upon request.

## **Project Management Team**

The Project Management Team (PM Team) is comprised of the five local agencies co-sponsoring the Update: The Sacramento County Department of Planning and Community Development (County Planning), the Sacramento County Department of Regional Parks, Recreation and Open Space (County Parks); The City of Sacramento, Department of Parks and Recreation (City Parks) and Department of Planning and Building (City Planning); the California Exposition and State Fair (Cal Expo); the Sacramento Area Flood Control Agency (SAFCA); and the Sacramento Area Water Forum (Water Forum). County Planning staff will serve as the project manager with close coordination with the staff of County Parks. Due to the complex and collaborative nature of this project and the necessity of approval by the County and City of Sacramento, the PM Team will assist with the overall project coordination and guidance. They will also provide a review of the UCAC recommendations to ensure compatibility with their agency policy plans and regulations.

## **Process Design**

Figure 1, shown on page 5, graphically describes the process design for the Parkway update. The UCAC will work within an 18-month timeframe to reach substantial agreement on the five tasks described in the following section. Ultimately the Sacramento County Board of Supervisors and Sacramento City Council will be asked to adopt the final recommendations. The feedback of the electeds will be solicited as tasks are completed. In addition, the Cal Expo Board of Directors, which has responsibility for a large portion of land within the Parkway adjacent to its facilities, and the newly incorporated City of Rancho Cordova, which includes a significant portion of the Parkway, will be sent final drafts and be briefed periodically on the progress.

Once the Board of Supervisors and City Council have reviewed the final draft UCAC recommendations, the updated Parkway Plan will be submitted for environmental review. It is important to note that there could be changes that result from the environmental review process. Finally, the Board of Supervisors and the City Council will adopt the updated Parkway Plan as part of their respective General Plans. Once adopted, staff will pursue state legislation to recognize the updated Parkway Plan through the Urban American River Parkway Preservation Act, Public Resources Code §5840.

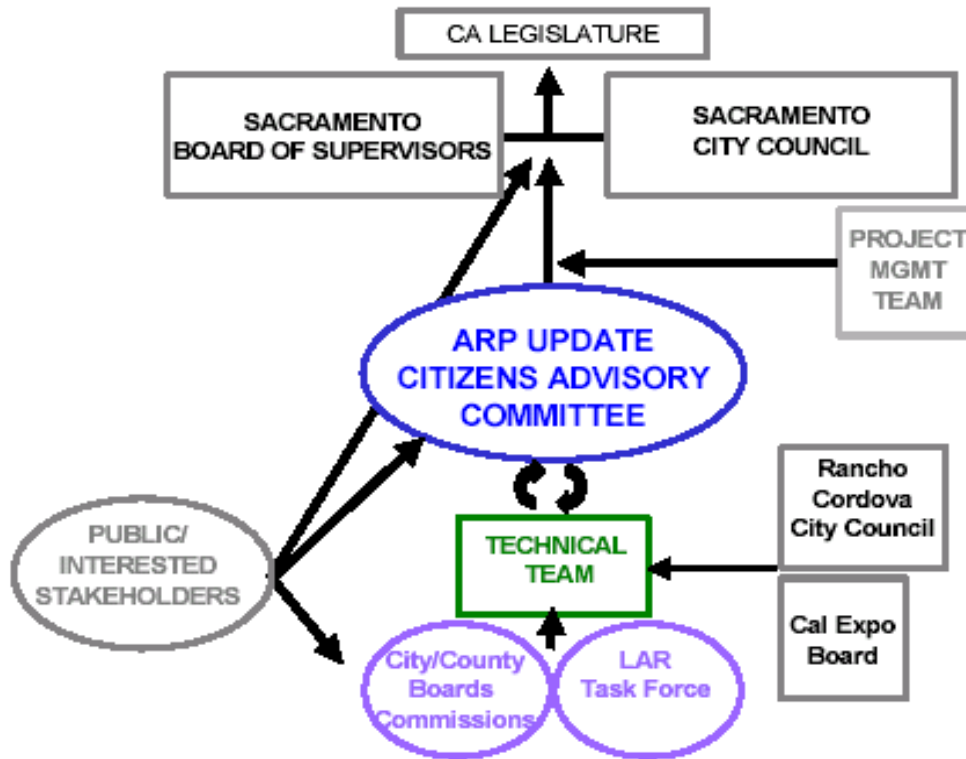


Figure 1. Process Design for the Parkway Plan Update

## PROJECT SCOPE:

### Project Goals

Stakeholders agree that the goals of the '85 Parkway Plan provide effective policy guidance for updating the Parkway Plan and should be retained. These goals are:

- To provide, protect and enhance for public use a continuous open space greenbelt along the American River extending from the Sacramento River to Folsom Dam;
- To provide appropriate access and facilities so that present and future generations can enjoy the amenities and resources of the Parkway which enhance the enjoyment of leisure activities;
- To preserve, protect, interpret and improve the natural, archaeological, historical and recreational resources of the Parkway, including adequate flow of high quality water, anadromous and resident fishes, migratory and resident wildlife, and diverse natural vegetation;

- To mitigate adverse effects of activities and facilities adjacent to the Parkway; and
- To provide public safety and protection within and adjacent to the Parkway.

The stakeholder assessment and Ms. Huntsman's analysis reflects two key points that frame this process. First, due to the complexity of multi-agency jurisdiction and the range of proposed topic issues, collaboration is essential. Second, financial and staff resources are limited by the fiscal constraints of the co-sponsoring agencies. The UCAC will not be able to address all of the issues identified by stakeholders during this assessment and from the *River Corridor Management Plan* process at this time. Therefore, we have identified an update process with a limited scope, that will direct those limited resources to address a targeted set of policies and area plans, while still providing the planning that would significantly benefit the Parkway.

### **Update Tasks**

The five tasks for a limited scope Update process will be:

1. Involve a representative group of Parkway stakeholders working collaboratively to develop advisory recommendations to the Sacramento County Board of Supervisors and the Sacramento City Council on updating the 1985 Parkway Plan through an UCAC.
2. Incorporate the coordinated resource management approach and new scientific and technical information from the *River Corridor Management Plan*.
3. Conduct integrated area planning for the area plans west of Capitol City Freeway (Business-80) to the confluence with the Sacramento River.
4. Consider refining Parkway-wide policies to facilitate implementation of the updated area plans and to update other policies that are deemed to be priorities by the UCAC in consultation with the Tech Team and the PM Team.
5. Explore funding options and make recommendations on how to enhance and sustain funding for Parkway management, operations, capital improvements, land acquisition and restoration.

### **POLICY ISSUES:**

There have been a number of policy issues raised since the adoption of the 1985 Parkway Plan such as: mountain biking, in-line skating, off-leash dog recreation uses, and woody debris placement within the river. Many of these issues, as well as others, were raised during the recent *River Corridor Management Plan* process and heard again during the interviews for the stakeholder assessment phase. As mentioned previously, not all the identified issues will be addressed in the proposed Update.

Parkway-wide policy issues include:

- importance of natural resource protection,
- vegetation, nonnative plant management and restoration,

- river ecology and complementary policies,
- wildlife protection and management,
- adequacy of zoning that regulated adjacent land uses,
- land use designation of Recreation Reserve Areas,
- new access points,
- land acquisition,
- future recreation needs,
- bicycle commuting,
- trail continuity and connectivity,
- recreational enhancements,
- new recreational uses,
- interpretive education,
- new river crossings,
- flood control,
- public safety,
- funding concerns, and
- exploration of funding options.

There are also concurrent planning processes that will impact the Update process. Sacramento Regional Transit is proposing the Downtown-Natomas-Airport Regional Transit line that would cross the American River. The California Department of Parks and Recreation (in cooperation with the Bureau of Reclamation) is updating the Folsom Lake State Recreation Area (FLSRA) General Plan. The FLSRA General Plan and Parkway Plan both include the Lake Natoma area. Close coordination is necessary between these two planning processes. The newly incorporated City of Rancho Cordova includes a portion of the American River Parkway.

#### **PERFORMANCE MEASURES:**

This project will generate the following activities and products that will support maintenance of the General Plan:

1. An updated American River Parkway Plan (c.1985).
2. Incorporation of new scientific and technical information from the *River Corridor Management Plan*.
3. Updated Area Plans for the reaches between the confluence of the American and Sacramento Rivers to the crossing of Capitol City Freeway.

4. Refined Parkway-wide policies that will facilitate implementation of the updated area plans and updated policies that are deemed priorities by the UCAC in consultation with the Tech Team and PM Team.
5. Exploration of funding options and recommendations on how to enhance and sustain funding for Parkway management, operations, capital improvements, land acquisition and restoration.

#### **LEGAL ISSUES:**

There are no legal issues for the initiation of the Parkway Plan Update process or creation of an Update Citizens Advisory Committee.

#### **FISCAL ISSUES BACKGROUND:**

The Board of Supervisors has approved two of three allocations of \$85,000 annually from the Regional Parks, Recreation and Open Space (Parks) Department to support the update of the American River Parkway Plan. This phase will include the third allocation of those monies to be used for consulting and technical services. General Fund monies will be used for County Planning and Parks staff salaries.

CalExpo, SAFCA and the Water Forum are also providing financial support of the Update process. A more detailed discussion of funding sources and impacts will occur in the coming weeks when we return to the Board of Supervisors requesting a contract for facilitation services.

#### **PROGRAM ISSUES:**

The update of the American River Parkway Plan is needed and desired by many agencies and organizations, particularly those with management responsibilities for the Parkway. The County, the State of California and other public agencies are facing fiscal constraints. Nevertheless, the co-sponsoring agencies and the County deem this process so valuable and important to the Sacramento Region, that we recommend continuing forward with the Parkway Plan Update.

The budget constraints do, however, create challenges to this process. As a result, we recommend the Update to be limited in scope. The five tasks to be accomplished have been described on Page 5 of this report.

#### **Stakeholder Comments**

We have received a number of comments from stakeholders on the *Draft Convening Report*. Many of these comments were incorporated into the *Final Draft Convening Report* (see Attachment D in the *Final Draft Convening Report*). The comments received were generally associated with: 1) operations and maintenance/topic issues, or 2) the committee composition. The specific comments and suggested Parkway-wide discussion topics to be addressed in this process will be determined by the UCAC in consultation with the PM Team and Tech Team and, therefore, will not be listed here. Comments regarding the committee composition are directly related to the process design that we are recommending. It is important to note the the inclusion of a particular group or organization does NOT guarantee that their

specific interest or issue will be addressed during the Update process, due to limited funding for the update. Their inclusion is a recognition of their interest along the Parkway and the goal to create a balanced, broad stakeholder representation on the UCAC.

Comments regarding UCAC composition:

- ❖ Sacramento Weed Warriors/California Native Plant Society should be on the UCAC.
- ❖ There are numerous comments on the topic of off-leash dog recreation, both in support and in opposition to a representative being included on the UCAC and its inclusion as a new recreational use. Currently, there is no established process to address off-leash dog recreation County-wide.
- ❖ There are four primary types of boaters, not a single group. These include: drift boaters, down river kayakers, free-style kayakers, and rafters. May want to broaden the type of representation on the Committee.
- ❖ There is a lack of business and neighborhood group representatives west of I-80, both on the south side of the river and in the North Sacramento area, and in particular the Woodlake Community.
- ❖ Adjacent neighborhoods should be represented on the UCAC.
- ❖ Clarify “local jurisdiction representative” on the committee and how they are appointed.

These comments were addressed in the *Final Draft Convening Report*. Comments received post publication of the *Final Draft Convening Report*, such as including the Audobon Society - Sacramento Chapter, may be discussed during the June hearings.

#### **ENVIRONMENTAL ISSUES:**

Environmental impacts resulting from an Updated Parkway Plan will be analyzed by the Sacramento County Department of Environmental Review and Assessment at the completion of the Draft Updated American River Parkway Plan.

#### **CONCLUSION:**

Planning Department staff will be the project manager for the American River Parkway Plan Update, working directly with the Center for Collaborative Policy staff (formerly California Center for Public Dispute Resolution), Parks Department (as the long-time managers of the Parkway participation is integral to the Update process), the City of Sacramento, CalExpo, SAFCA, the Water Forum, and all other interested parties. The process design assures that all interested parties have access to the Update process.

**ATTACHMENTS:**

- A. Resolution
- A-1. American River Parkway Plan Update: Update Citizens Advisory Committee
- B. Final Draft Convening Report

This report was prepared by Sunny Williams.

6/3/03

**AMERICAN RIVER PARKWAY PLAN UPDATE:  
UPDATE CITIZENS ADVISORY COMMITTEE**

Proposed Composition of ARP Update Citizens Advisory Committee

**Organizations Representing Stakeholder Interests (14)**

The following organizations will be asked to designate a representative to the Update Citizens Advisory Committee who demonstrates commitment to participation in this collaborative process.

**Environmental Organizations (4)**

- Environmental Council of Sacramento (ECOS)
- Save the American River Association (SARA)
- Friends of the River (FOR)
- California Native Plant Society (CNPS)

**Recreational Organizations (8)**

- Buffalo Chips Running Club
- Sacramento Area Mountain Biking Association (SAMBA)
- Sacramento Area Bicycle Advocates (SABA)
- Boating organization (currently exploring)*
- California Fly Fishers Unlimited
- American River Parkway Volunteer Equestrian Patrol
- Sacramento Area Dog Owners Group (SACDOG)
- Disabled community (currently exploring)*

**Community Organizations/Committees (2)**

- American River Parkway Foundation
- American River Natural History Association

**Individuals Representing Geographic Areas (10)**

Individuals who are active in civic, business and/or neighborhood organizations in their areas will be appointed as Geographic Area Representatives by either the Board of Supervisors, Sacramento City Council or Rancho Cordova City Council through the open recruitment process of each jurisdiction.

- Sacramento County Board of Supervisors** appoints 5 (One seat for each supervisorial district).
- City of Sacramento** appoints 4 (one seat for each adjacent area: North Sacramento, Natomas, Richards Boulevard/Downtown, and Midtown).
- City of Rancho Cordova** appoints 1.

RESOLUTION NO. \_\_\_\_\_

**RESOLUTION OF THE BOARD OF SUPERVISORS  
OF THE COUNTY OF SACRAMENTO ESTABLISHING  
THE UPDATE CITIZENS ADVISORY COMMITTEE  
FOR THE AMERICAN RIVER PARKWAY PLAN  
UPDATE PROCESS**

WHEREAS, the Board of Supervisors is authorized to establish the Update Citizens Advisory Committee, hereinafter referred to as the UCAC; and

WHEREAS, the Board of Supervisors deems it appropriate to establish the UCAC for the American River Parkway Plan Update process to encourage a diversity of stakeholder input; and

WHEREAS, the Board of Supervisors may limit the life and authority of the UCAC; and

WHEREAS, the UCAC shall act as an advisory body only for the development of an updated American River Parkway Plan; and

WHEREAS, the UCAC shall sunset at the adoption by the Board of Supervisors and Sacramento City Council of an updated American River Parkway Plan;

NOW, THEREFORE, BE IT RESOLVED that the UCAC is hereby established and the organizations to the UCAC as described by Attachment "A-1" of this Resolution are hereby appointed.

On a motion by Supervisor \_\_\_\_\_, Seconded by Supervisor \_\_\_\_\_, the foregoing resolution was passed and adopted by the Board of Supervisors of the County of Sacramento, State of California, at a regular meeting thereof this \_\_\_\_\_ day of \_\_\_\_\_, 2003, by the following vote, to wit:

AYES: Supervisors:  
NOES: Supervisors:  
ABSENT: Supervisors:  
ABSTAIN: Supervisors:

\_\_\_\_\_  
Chair, Board Of Supervisors

(SEAL)

ATTEST: \_\_\_\_\_  
Clerk, Board of Supervisors