

**SPECIAL MEETING AGENDA/ SYNOPSIS**

**VOTING RECORD LEGEND:**

VOTING RECORD REFLECTS FINAL  
VOTE OF COUNCIL.

MOV: MOVED	ABST: ABSTAIN
SEC: SECOND	ABS: ABSENT
M -- MAYOR RUDIN	D5 -- SERNA
D1 -- SHORE	D6 -- SMALLMAN
D2 -- JOHNSON	D7 -- KASTANIS
D3 -- POPE	D8 -- ROBIE
D4 -- CHINN	

Special Joint Meeting of the Sacramento City Council and the Sacramento County Board of Supervisors

Meeting Date: November 26, 1984: 2:00 P.M.

Location: Board of Supervisors' Chamber, 700 H. Street, Suite 1450

JOINT CITY/COUNTY URBAN DEVELOPMENT TASK FORCE WORKSHOP

1. Testimony presented on Open Space and Agriculture.

**COUNCIL ACTION:** TESTIMONY RECEIVED

**VOTING RECORD:** BY CONSENSUS

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Arcade Creek Restoration Project  
4347 Stollwood Drive  
Carmichael, CA 95608

November 26, 1984

Sacramento City Council  
City Hall, Room 205  
915 I Street  
Sacramento, CA 95814

Sacramento Board of Supervisors  
700 H Street, Room 2450  
Sacramento, CA 95814

Dear Sir/Madame:

The Arcade Creek Restoration Project (ACRP) is a body of concerned citizens who have pooled their resources and talents in an effort to optimize the value of Del Paso Regional Park for a broad base of user groups while preserving the park's most unique feature- that of an urban natural area. We would like to share some of our experiences with the participants in the Agriculture and Open Space Workshop. We believe these experiences have a direct bearing upon the type of protection natural habitat and open space areas will require if they are to remain "natural" and "open".

Existing developments within Del Paso Regional Park (City of Sacramento) include: Haggin Oaks Golf Course, Harry Renfree Field (baseball), the Sacramento Horseman's Association, the Sacramento Trapp Shooting Club, the Sacramento Science Center and Junior Museum, the Sacramento Children's Receiving Home, a neighborhood park, and parcels leased to SMUD, the Senior Gleaners Inc., and a self storage business. These developments occupy 433 acres of the 679 acre park. The remaining 246 acres are classified as "undeveloped" but are regularly used for horseback riding, hiking, jogging, and a wide range of other nature appreciation activities.

Undeveloped parcels of particular interest are Arcade Creek and its annual flood plain (approximately 50 acres), a 13 acre area contiguous with the creek and extending into the uplands north of Longview Drive and west of the Senior Gleaners facility, two creek terraces east of Watt Avenue comprising 20 and 12 acres and separated by a small tributary to Arcade Creek (Norris Swale), and a relatively large (60 acre) tract consisting of the

Arcade Creek terrace and adjacent uplands between Watt Avenue and Haggin Oaks Golf Course.

The Del Paso Regional Park Master Plan proposes a 28 acre athletic complex within the center of the 60 acre terrace-upland area just west of Watt Avenue. The two terraces east of Watt Avenue would be developed into a 13 acre day use recreation area and 6 acre neighborhood park, respectively. The 13 acre upland parcel north of Longview Drive was not included in the master plan although we learned later Parks and Community Services was contemplating leasing or selling the land to commercial developers.

During late spring and early summer 1984 Arcade Creek Restoration Project personnel began inventorying natural habitat areas slated for development. We discovered the area west of Watt Avenue and east of Haggin Oaks Golf Course contained intact old growth riparian oak forest under which oak saplings can be found. The adjacent creek terrace was found to possess mature oaks between which is the largest area of oak reproduction in our region, uplands adjacent to this terrace are the site of the largest heritage oaks in the park (all with saplings beyond their drip lines), and vernal pools. These features would be decimated by the city's athletic complex conceptual design.

The 13 acre parcel north of Longview Drive slated for commercial development possessed the largest stand of blue oak woodland and savanna remaining in the park. Blue oak stands were once the dominant vegetation of Del Paso Park but are the most restricted type today. Moreover, these stands also possessed young blue oaks. The small terrace east of Norris Swale also possessed rare oak reproduction and both this terrace and the larger one to the west possessed significant reestablishment of riparian oak forest about their boundaries with Arcade Creek and Norris Swale. Oak regeneration on the smaller terrace would be lost to development of the neighborhood park and a frisbee golf course would impact the riparian zone.

In summary, nearly all the lands proposed for development in the Del Paso Park Master Plan contain outstanding examples of natural area elements which are rare and declining throughout the Central Valley. Mature riparian oak forest is reported by the Nature Conservancy to be restricted to 0.1% of its original distribution and most remaining stands are devoid of young trees. Reproduction within upland oak communities (particularly blue oak woodland-savanna) has not been widespread since the 1880's. Vernal pools on low terrace soils are now restricted to less than 5% of their original distribution within Sacramento Co.

## Agriculture and Open Space Workshop

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This concentration of rare and very rare plant communities has somehow managed to persist well within the boundaries of the Sacramento Metropolitan Area where they are less than a five minute walk from the Sacramento Science Center and Junior Museum. The net effect of the Del Paso Master Plan would be to eliminate these natural features.

On August 1, 1984 ACRP attempted to bring the vernal pool and blue oak woodland-savanna findings to the attention of Parks and Community Services Director Robert Thomas. On September 5, 1984 we underscored the value of not developing the terrace and vernal pool areas west of Watt Avenue and demonstrated how movement of one fairway (#13) in Haggin Oaks Golf Course could permit location of an athletic complex in the region without losing the natural area assets. The response to these efforts was predominantly negative. On October 5, 1984 ACRP presented Parks and Community Services with a comprehensive summary of the natural area attributes within Del Paso Regional Park. We explained how the city's development proposals would destroy or degrade these natural elements and offered to discuss the matter further with the city staff and their environmental consultants. (Jones, Stokes, and Associates). On October 8, 1984 the city presented its environmentally destructive plan 1 athletic complex and day use recreation and neighborhood park proposals for the "undeveloped" lands in Del Paso Park. At this point and in the Draft EIR public meeting on November 14, 1984 the city refused to even discuss the fate of the oak savanna north of Longview Drive despite overwhelming public support for an environmentally sensitive solution to the problems posed by Del Paso Master Plan developments.

After the Notice of Preparation public meeting (8 Oct 1984) ACRP presented extensive testimony to the City of Sacramento and Jones, Stokes and Associates on October 10 and again on October 15, 1984. Little, if any, of this material was incorporated into the Draft EIR. As a direct result of these omissions, on Nov. 14, 1984, ACRP again reviewed the damage implicit in the city's development plans. We also explained how the developments could be situated to minimize adverse environmental impacts. At this time we also offered a comprehensive mitigation package for Del Paso Park which would preserve and/or restore natural habitat resources such that it could be reasonably argued the city development plans were not inconsistent with their own natural habitat-open space guidelines.

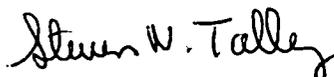
On November 21, 1984, with the Sacramento environmental community preparing for litigation, the Department of Parks and Community Services Director began to at least talk about some of the facility placement and mitigation issues. However, as Parks Director Robert Thomas stated more than once, "None of this discussion is binding on anyone."

At this time we do not know if an environmentally sound development plan for Del Paso Park will be forthcoming. Looking back upon our efforts with the City of Sacramento Department of Parks and Community Services we believe at least three conclusions can be drawn:

1. Developments were proposed for natural habitat within Del Paso Park without knowledge of either the type or value of the natural elements at the proposed construction sites.
2. When concerned and knowledgable citizens attempted to correct these shortcomings their inputs were ignored, discouraged, or rejected. (At least this was the firm opinion of all individuals participating in the negotiation process.) The city's posture in this matter was particularly inappropriate considering the exceptional values of natural elements at stake and the City Parks Master Plan (1984) which directs that that such assets ought to be preserved.
3. We believe this attitude has prevailed through at least two public hearings despite overwhelming public support for environmentally sensitive placement of developments and a full mitigation package for Del Paso Regional Park.

ACRP does not believe department policy and/or guidelines are going to be sufficient to protect, let alone enhance, our fragile natural heritage. We suggest a joint City-County Ordinance to protect and restore natural habitat and open space areas. Only an ordinance mandating effective penalties for both public and private offenders is likely to draw the type of respect which will be necessary to protect these areas from over zealous development. An essential element of such an ordinance should be a city and county wide inventory of natural area and open space assets. This inventory should be well publicized and public meetings, comment, and review encouraged.

Thank you,



Steven N. Talley, Ph.D.  
Plant Ecologist

*From John*

# Sacramento County Farm Bureau

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TELEPHONE 383-2841



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8467 FLORIN ROAD ★ SACRAMENTO, CALIF. 95828

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November 26, 1984

We the Sacramento County Farm Bureau thank you for this opportunity to address this task force. Sacramento County Farm Bureau is the largest farm organization in Sacramento County. Our organization is composed of over 3100 member families. We are a general farm organization with members from every branch of agriculture.

Agriculture is a basic industry making an invaluable economic contribution to this county. The gross value of production for 1983 in Sacramento County was approximately 170 million dollars.

I have been authorized by the Sacramento County Farm Bureau Board of Directors to present to you at this time our basic agricultural land use policy.

We feel that the use of general plans are of benefit to agriculture. We would like to see general plans developed with community input. The people in the areas of the county know their areas as well or better than anyone on government staff. We also believe that once government has been through a general plan development with good community input, please stay with the plan. There have been too many times in the last few years that the general plan has been amended or strayed into another direction. Agriculture always seems to be the losing sector in the planning process.

Following this theme of sticking to the general plan we propose that orderly development must be followed. Once an area is decided on for development, complete it before moving to new areas. Farmers must be allowed some time for long term planning for investments and future plans for the family. Can we recoup the tremendous investment that farming takes today, and will this investment be an investment in the future for our families. Farming is a business that often passes on to our sons & daughters, but without orderly development there will be no future to pass on.

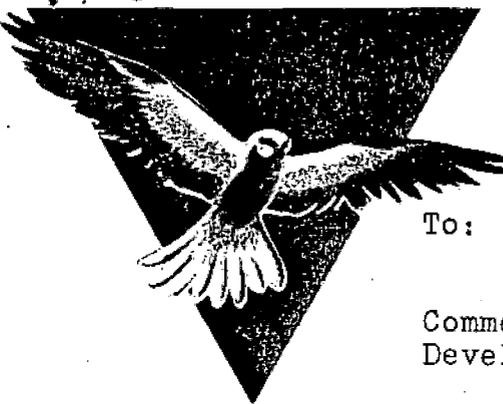
Also we propose development of areas of the county and city that are already developed but are faltering. Areas on the verge of decay will only be pushed further down and be more difficult to eventually pump new life into. We feel redeveloping these areas and the use of infill would create an atmosphere of more orderly development and growth.

The next point we propose is a reexamination of soil classification as an indicator if an area should be developed or not. Class 3 & 4 soil can support crops and can be part of a viable agriculture. There are times when we would prefer development of Class 1 & 2 soils if this would lead to more orderly growth and a stronger overall agriculture in the county.

We also want you to know we must have the right to farm. As developing areas move into agricultural areas there must be a firm understanding that as long as long-time acceptable agricultural practices are used, people in the community will be precluded from seeking judgements or harassments to stop or impede in any way timely agricultural activities.

We would also like to see better general plan coordination between the city and the county. Too entities of government disagreeing only means that the people of these areas end up the losers. An imaginary line does not mean that agriculture and development can exist together. It takes proper planning to ensure that Sacramento County has the best of both worlds. We need both a vigorous, viable agriculture, and a well planned orderly growth to keep this county the great place it is to live.

Thank you very much for your time..



# Sacramento Audubon Society

c/o Alta Tura 4633 Q Sacto CA 95819

To: Sacramento City Council  
Sacramento Board of Supervisors

Comments to be presented at 11-26-84 City-County Urban  
Development Task Force Workshop V

I will comment on two subjects pertinent to open space issues in  
Sacramento.

First, I would like to talk about a 1980 publication prepared by the  
Sacramento Audubon Society. A research and Scientific Committee was  
formed to produce this document. Areas of Critical Concern was written  
because Audubon was "concerned about inadequate controls to protect  
natural values, rare and endangered plants and animals and non-urban  
recreation." The report was distributed to governmental planning and  
legislative bodies at all levels having primary control over land uses.  
I hope that many here today are familiar with it. Our publication does  
not necessarily list all natural open spaces in Sacramento worthy of  
preservation and protection.

All areas in the report are of critical concern because they qualify  
under at least one of eight categories. These categories include:  
preservation of an ecosystem; protection of threatened, rare or endan-  
gered plants or animals; protection of unusual or characteristic  
geological formations; values for outdoor classroom work; importance  
for scientific research; use for field trips; protection of scenery  
and open space.

Having identified these sites, we find it very difficult to keep tabs  
on them. We hope that many of these areas will become city or county  
owned and maintained nature preserves which will be part of an over-  
all open space network. Several of the areas identified in Sacramento  
County are under private ownership and could be candidates for acquis-  
ition. Audubon and ECOS will be working together to recommend an  
ordinance or other mechanism that would facilitate identification and  
preservation of all Sacramento areas of critical concern. Meanwhile,  
we recommend our publication as a valuable reference for any open  
space discussions.

Second, with respect to protecting natural open space, environmental  
volunteers know only too well how much of their time, energy and funds  
go into efforts to stop development in environmentally sensitive areas  
in city, county and state owned open space. The Arcade Creek Restor-  
ation Project is a good example of a small neighborhood/environmental  
coalition that would like to be spending its energy enhancing the  
natural values of Del Paso Park through trail improvement, clean-up,  
erosion control, off-road vehicle control, native plant programs and  
interpretive signs. Instead, they are currently concentrating all  
their energy in an effort to force the city to follow its own policy  
with regard to preservation of ecologically significant open space.

Their funds must be held in reserve for possible legal action and their members, who could be fund raising and volunteering labor to upgrade the park, are absorbed in a defensive war against city planners. One Audubon member, in particular, has a talent for writing successful grant requests. The Proposition 18 grant application deadline was missed because this member's time was more urgently needed to oppose city plans.

A natural areas ordinance would require city and county staff to confine their development planning to possibilities which are consistent with City/County policy. The resources that local government could save by avoiding extensive planning toward environmentally unsound land use could go a long way toward increasing and improving the open space network. Too often, local governments spend money making extensive plans then spending more money for an EIR only to discover that the complaints of the environmental community were valid. This pattern can be broken if local government and the environmental community can work in partnership. Audubon believes that a natural space ordinance is a necessary step which will help insure that the community and its government turn their combined efforts toward common goals.

*Alta Tura*

Alta Tura  
Conservation Chair

Attachment A

ASSESSMENT OF WAYS TO OBTAIN AND RETAIN OPEN SPACE BUFFERS

CHAPTER 6  
LEGAL ANALYSIS

The purpose of this Chapter is to explore some of the legal aspects of techniques which might be utilized to maintain buffer zones in the project area. The buffer zone concept encompasses a variety of proposals for greenbelts, agricultural preservation, open space, recreation and elimination of development in environmentally sensitive areas, as well as actually buffering urban from non-urban uses. This chapter is not intended to be an exhaustive analysis of all of these alternatives. Rather, the discussion should be used as a suggestive guide in selecting the implementation measures used to achieve permanent open space buffers.

It is recognized that, while general plan and zoning designations are a necessary basis for creating an effective buffer system to resist future urbanizing pressures, long term protection will depend on techniques which have more permanence. As a foundation, almost any program will need to be reflected in a binding agreement between the City and the County of Sacramento. This will likely take the form of a joint powers agreement, as authorized by California Government Code §6500 et seq. Such an agreement will not only serve to bind each jurisdiction to a course of action for a specified period of time, but can serve as a more effective notice to current and prospective property owners of the clear reciprocal intentions of both the City and the County.

In such an analysis of buffer zone alternatives, there must be a recognition of the important legal tension between the assurance of permanence versus the property rights of owners and minimization of public costs. These considerations are bound together with the federal and state constitutional issues of "taking" and "inverse condemnation." On a broad legal conceptual basis, the techniques available to local entities to achieve buffer zone preservation range from the exercise of the police power through the general plan and zoning mechanism on the one hand to eminent domain or acquisition on the other hand. In cases where governmental entities choose not to acquire,

they must consider the permissible limits of the police power. Recent cases such as Agins v. City of Tiburon, 447 U.S. 255 (1980) and San Diego Gas and Electric Company v. City of San Diego, 101 Sup.Ct. 1287 (1981) have attempted to determine when the exercise of the police power becomes an effective "taking" by examining (1) whether there was a valid legislative goal, (2) whether there was equal treatment of those regulated, and (3) whether the regulation was merely a substitute for a taking. Together with this constitutional context, three techniques for assuring the permanent commitment of lands to buffer zones should be considered. The first is acquisition, the second includes the general plan and the specific project approval process, and the third is what might be called "compensatory regulation."

1. Acquisition. The power of eminent domain may be exercised by the City or County to advance legitimate public purposes and acquire lands that will be dedicated to public use. At the present time, this option does not appear financially practical for substantial buffer areas. Furthermore, the perceived objective in this case is not so much to place all these lands in public use, but rather to maintain some of their current private and productive uses, e.g., dedicated agriculture. Thus, acquisition and dedication may only be considered, if at all, in a few specific and carefully circumscribed instances.

It should be further noted that the agency acquiring such lands may not necessarily be a public entity. Land trusts, such as the Trust for Public Lands, may be interested in acquiring parcels. Indeed, such acquisition by non-profit institutions may be accomplished through charitable donations with concomitant tax benefits for landowners at no cost to the County or City. Furthermore, it is not necessary to acquire a fee interest in the lands sought to be protected. Techniques such as conservation easements have been used for similar objectives. Conservation easements are permitted by Civil Code §815 et seq. and may be vested in either a public entity or a non-profit entity, and can be perpetual and devoted to the preservation of agricultural land, scenic land, open spaces, etc. For example, the County of Marin now has the Marin Agricultural Land Trust, which acquires conservation easements for agricultural lands sought to be preserved in Marin County.

2. General Plan and Zoning. General plan designation, zoning and the attendant project approval process, while they may appear temporal, will be a critical aspect of any effective buffer zone program. There are proposals for several general plan and zoning designations which accomplish the desired buffer zones.

a. Protective zoning can prevent development in dangerous or environmentally sensitive areas and is a recognized, legitimate zoning technique. In the project area, for example, development may be prevented along the drainage canals and adjacent flood plains. Obviously, a strong technical basis is critical to legitimize such zoning.

b. Designations for parks and recreation areas can be included. To the extent these uses are related to the adjacent development, such development may be conditioned on the dedication of portions of land and/or the payment of fees prior to project approval. (See Associated Homebuilders v. City of Walnut Creek, 4 Cal.3d 633 (1971)).

c. It is also possible to obtain scenic, open space or conservation easements as a part of the project approval process. Many of the decisions of the California Coastal Commission represent good examples of open space preservation obtained through the project approval process.

d. These techniques can be further reinforced by the careful timing and restriction of infrastructure development.

e. Finally, simply maintaining the land-use designation of some lands as agricultural can be a legitimate exercise of the police power, provided that there is some rational basis for differentiated treatment of property owners and there is some continuing economic value which the owners can enjoy from the use of their property. One cautionary note is the recent success of challenges to rent control ordinances on the basis that a governmental entity cannot force an individual to maintain a certain type of economic activity.

The Williamson Act has often been used as a method to enforceably restrict agricultural land. However, it must be recognized that the

Williamson Act provides only a temporal solution and does not provide for permanent dedicated agricultural use. It appears as though most of the agricultural properties under the Williamson Act in the project area have already filed their notice of nonrenewal and therefore the enforceable restrictions as they apply to these properties will have a duration of less than ten years. Moreover, even for properties which have not filed a notice of nonrenewal, the Williamson Act provides for cancellation procedures which have been liberalized by the California Legislature in recent years. If urbanization proceeds, the Williamson Act will probably not be an effective land-use regulatory mechanism for preserving dedicated agricultural use.

3. Compensatory Regulation. A third type of land-use technique which should be explored is sometimes referred to as "compensatory regulation." This type of regulation attempts to give the landowner some type of development rights in return for either a voluntary or obligatory restriction in the land use. To a certain extent, the use of open space or conservation easements as a condition of project approval could be considered a type of compensatory regulation. Probably a more familiar example in the category of compensatory regulation is the Williamson Act, where a voluntary and temporary commitment to the use of the property for agricultural purposes is exchanged for property tax concessions.

A kind of compensatory regulation which has received increasing attention in recent years is the use of the transfer of development rights (TDR). In a TDR program, certain development potential is valued and separated from residual land and either sold to some other entity or used by the landowner elsewhere. TDR was a concept first utilized in this country to preserve landmark buildings. In the leading case of Penn Central Transportation Company v. City of New York, 438 U.S. 104 (1978), the United States Supreme Court upheld the specific application of a New York City TDR program so as to mitigate the financial burden placed upon owners of historic properties affected by the city's landmark preservation law.

There are increasing numbers of examples of TDR programs:

a. New York and Denver, for example, are among the cities which have enacted TDR programs to preserve historic properties in their downtown areas. In those cases, owners of landmark buildings can sell the development rights which would otherwise be applicable to the property to certain nearby landowners who may increase their project densities by certain specified amounts.

b. Montgomery County, Maryland recently enacted an extensive TDR program to preserve the upcounty agricultural lands. The agricultural areas were downzoned and one development right was assigned for each five acres. Receiver zones were identified where density could be increased by the use of a certain number of development rights, depending upon the zone.

c. The County of Marin has enacted a TDR program but has yet to use the program. It is expected that the program will be used primarily in the coastal zones for agricultural preservation but the enabling legislation would allow the program to be used for preservation of other kinds of uses. In a pending case in Marin County where the program is currently being considered, the owner of a certain coastal agricultural parcel would be persuaded to sell development rights to another landowner in the coastal zone where more intensive development would be appropriate.

d. TDR is also a technique being utilized and advocated by the California Coastal Commission and may well see widespread application all along the coast of California.

The following are the general steps involved in developing a TDR program:

1. The identification of the protected lands must be established;
2. There must be some determination of the development potential of those lands beyond the activity that is sought to be preserved;
3. Development potential must be quantified and allocated as development rights to owners of development potential;
4. Receiving zones must be located where it is appropriate for the development rights to be utilized. The most appropriate receiving zones are

usually those that have some immediate relationship to the preserved zones rather than an area arbitrarily selected in another part of the jurisdiction;

5. A balance must be established between the potential development rights to be sold and the capacity of the transfer zone to absorb them;

6. The market mechanism established to trade the development rights must adjust for changing values over time, but also assure owners of sustained value for their development rights and make it economically advantageous to purchase the development rights;

7. The permanency of the program must be established by easements, deed restrictions or covenants running with the land, as well as zoning, so that the market will have confidence in its long term existence;

8. Public intervention may be required on several levels: a public entity or a non-profit entity may be required to act as a bank or a purchaser of last resort for the rights. It also may be important for public agencies to create incentives for developers to use development rights by such techniques as expedited processing and infrastructure benefits.

The advantages of a TDR program include its permanence, its compensation for landowners for lessened value, the retention of a balanced private and public control of land-use, the lowered public cost, and the flexibility of the program to respond to actual market demands. The disadvantages or problems with the program include the complexity of administration, valuation difficulties, the fluctuation of the rights over time, problems caused by higher density in the receptor areas, and the fact that some of the costs may actually be borne by new residents in the receptor area.

4. Conclusion. Each of the techniques suggested here have been utilized in other jurisdictions to achieve objectives similar to buffer zone creation and preservation and the dedication of certain lands for permanent agricultural use. Rather than utilizing one technique, it is more likely that the County and City will be able to use a careful blend of techniques to achieve political, legal and economic permanence. Clearly, buffer zone creation and preservation afford governmental bodies many challenges and

opportunities. Careful planning and implementation are absolute requirements to avoid claims of discriminatory land-use regulation and/or inverse condemnation. In addition, the administration of such buffer areas will require careful coordination and cooperation between the County and the City. Although this area of the law is somewhat complex and uncharted, there is legal precedent for buffer zone creation and preservation and as the alternative land-use objectives for the project area become more crystalized, a more detailed analysis of implementation procedures would be appropriate.

Attachment B

COUNTY PAPER DISCUSSING AGRICULTURAL POLICY

-D R A F T-  
STAFF REPORT OF THE PLANNING DEPARTMENT  
FOR THE  
SACRAMENTO COUNTY POLICY PLANNING COMMISSION  
TUESDAY APRIL 28, 1981

CITY OF SACRAMENTO  
**RECEIVED**  
NOV 14 1984  
PLANNING

Subject: AGRICULTURAL POLICY - DISCUSSION

INTRODUCTION:

Agricultural policy basically relates to the preservation of agricultural land as a valuable economic, environmental, and basic (food) resource. Policy in Sacramento County, as elsewhere, continues to evolve just as other essential land use elements and concepts do. This report approaches the topic from an evolutionary perspective with the intention of generating a product which provides both positive results and continuity between past decisions and future opportunities.

The bulk of the report addresses ways in which agricultural preservation can take place at the local level. Before proceeding, however, a brief statement should be made as to why there should be a public commitment to agricultural preservation. Agricultural preservation can relate to many objectives:

- . conservation of a limited and irreplaceable resource.
- . preservation of a major segment of the local economic base (gross value of Sacramento County agricultural production between the years 1968 and 1978 averaged \$111 million).
- . preservation of natural systems and resources.
- . control of public costs (in terms of tax returns vs. public costs. Farmers are producers, not consumers).
- . preservation of rural lifestyle.
- . promote self-sufficiency.
- . establish stable land use patterns.
- . restrain urban sprawl.

The above list is not all-inclusive, but should serve as a basis for further policy development.

BACKGROUND:

The General Plan Prior to 1965:

Prior to 1965, no single General Plan document existed. Rather, rural planning for Sacramento County was divided into a number of area planning documents. The first, dated 1961, dealt with the Natoma area. It was soon followed by plans for the Southwest area (1964), the Delta area (1964), and the Southeast area (1965). In each case, the issue of retaining agriculture was discussed and various recommendations put forth. One major outcome was adoption of large lot zoning (20 and 80 acre minimums) for most of rural Sacramento County.

1965 General Plan

As was shown above, Sacramento County has pursued some form of agricultural preservation policy and program since the early 1960's with the adoption of rural area plans and zoning maps. The 1965 General Plan attempted to synthesize these plans and programs. It had as a stated objective "to protect the prime agricultural areas in the County from urban encroachment." The primary motive for such an objective related to the major role agriculture played in the local economy. The Plan, however, failed to mention how protection was to occur. Outside of the use of large lot zoning, no policies were put forth, nor any specific action plan. It did specify areas where high quality agricultural lands existed (and presumably where to be protected) - along the Cosumnes River, in the Delta, and in the Natomas area. Yet, the Land Use Map in some instances failed to compliment these stated locations. An example was in Natomas wherein most of the area was designated Low-Density Residential (the only portion not so designated was in and around the new Metropolitan Airport). Given these shortcomings, the Plan did produce some positive results: it introduced the County to the concept of exclusive agricultural zoning and uses, it presented, for the first time, the concept of "leap frog" development and the need to discourage it, and it set a stage for further preservation policy.

1973 General Plan

The next fairly comprehensive look at the concept of agricultural preservation took place in 1972-1973 and culminated with the adoption of the present 1973 County General Plan. This Plan reflects at least three concepts not present in the former Plan: the role of the State of California; the use of specific policies to implement the goals and objectives calling for agricultural preservation; and, promotion of agriculture as an interim use in areas designated for future urban development.

The State of California has, for many years, wrestled with the idea of preserving agricultural land. Many different approaches were put forth and discussed. To date, three separate measures have been adopted which bear directly upon the issue. The first required the adoption of an Open Space Element to the General Plan. The element was to address the preservation of specific types of open space, including, but not limited to, agricultural, and was to indicate just how the jurisdiction intended to implement preservation. The second measure passed by the legislature was the Land Conservation (Williamson) Act. This measure permitted counties and cities to enter into contracts or agreements on a voluntary basis with individual property owners for the purpose of restricting use of agricultural land to agricultural or related uses. The inducement to enter into such a contract or agreement was the reassessment of the land based upon its agricultural value rather than its speculative worth. This almost always resulted in a substantial tax savings for the land owner. The third measure passed by the legislature was the California Environmental Quality Act (CEQA). This act required formal environmental assessment of all discretionary actions taken by the various levels of government. The result was the ability to better identify direct and cumulative impacts of decisions, which in this case, could jeopardize continued agricultural use of land desired for preservation.

The County's 1973 General Plan closely reflects the developments at the state level. (In fact, the County began accepting Williamson Act contracts as early as 1969, so that by the time the General Plan was adopted by the Board of Supervisors in April of 1973, fully two-thirds of the eligible agricultural acreage was already subject to a contract.) As was noted earlier, the present Plan expanded upon the 1965 Plan objective to preserve agricultural land by establishing specific policies to further the objective. It also stated more definitive objectives as well. The following is a brief summary of the Plan's intention regarding agricultural preservation:

**GOAL** - To maintain and enhance the agricultural environment of the County.

**OBJECTIVES** - To encourage urban expansion in directions which will minimize conflict with agricultural pursuit.

To discourage premature scattered developments that would conflict with agricultural pursuit.

To encourage land conservation, water reclamation, and other physical development projects which would increase, enhance, and protect agricultural lands and their production capabilities.

To encourage agricultural utilization of soils with a Storie Index rating of 40 to 100 (fair through excellent) in preference to alternative uses.

**MAJOR POLICY** - Control urban sprawl by timing and controlling the location of urban services, defining urban and rural policy areas, and encouraging development of vacant skipped-over urban land.

**GENERAL POLICIES** - Maintain in perpetuity the agricultural production capability of all land indicated for permanent agriculture.

Maintain, in the interim, agricultural production capability of all land indicated for reserve.

**SPECIFIC POLICIES** - Encourage Williamson Act contracts.

Encourage agricultural research, education and improvement projects.

Encourage complimentary state and federal programs.

In addition to the policy emphasis, the Plan map reflected a substantial rollback of residential and industrial lands to permanent agriculture.

Developments Since 1973

A number of significant developments have taken place since the 1973 Plan was adopted. Each reflected a desire on the part of the County to strengthen the Plan's agricultural preservation program. The first development followed closely upon the heels of Plan adoption. It called for large scale rezonings of agricultural land for the purpose of making zoning consistent with the Plan. While this stage cannot be considered totally voluntary on the part of the County (state law was amended to require consistency), the degree to which the concept was implemented was significant. The second development was passage of specific General Plan policy regulating the minimum lot size in agricultural reserve areas, and later in permanent agricultural areas. Zoning implementation again was pursued diligently. To this date, a portion of the southeast section of the County could be considered partially inconsistent with policy. The area is significant in that the Board of Supervisors, when pressed to fully execute the minimum lot size policy, balked and instead has requested restudy of the controversial nature of the proposal. The third development was the redesignation of substantial reserve areas to permanent agriculture. The most significant area affected was in Natomas where soils are considered by most sources to be prime.

**SUMMARY:**

Agricultural preservation appears to have come a long way since its formal inception 15 years ago. The County continues to develop, what appears on the surface at least, more effective methods of retaining agriculture.

What remains to be seen, however, is whether or not the County will choose to embark upon a more effective and ambitious program, or choose to live with the status quo. In the department's view, further evolution appears both timely and necessary.

**PROBLEMS WITH PRESENT PROGRAM**

A number of indicators serve notice that the present program is both weak and ineffective:

- . Land in many agricultural areas is being purchased by non-agricultural interests and foreign investors at prices well above what long-term agriculture could likely return.
- . Parcelization (division of agricultural land into non-viable units) continues to take place in many agricultural areas.
- . Zoning in some agricultural areas continues to reflect arbitrary patterns rather than well thought out rational boundaries. This is primarily due to the Board's decision not to fully implement the minimum parcel size policy.
- . Land use boundaries between agricultural and non-agricultural uses are often not physical barriers with substance, but rather minor County roads and even, in some cases, property lines, thereby making future conflicts inevitable.
- . Rezoning and lot division continue to take place in and around agricultural areas in a piecemeal and untimely fashion, which undermines, to a degree, land use predictability.

- The Williamson Act proved ineffective in most fringe areas since farmers here have opted, for the most part, to leave these lands on the open market in anticipation of urban area expansion.
- Recent state property tax amendments (Proposition 13) and court actions have made entering into Williamson contracts less attractive. Proposition 13, in effect, significantly lowered most non-contract assessments thereby removing the only real inducement to contract. The recent State Supreme Court decision relative to contract cancellation (Sierra Club Vs. City of Hayward) makes cancellation so unlikely that many farmers will be less likely to consider contracting in the future.

The above list is by no means complete. For instance, nearby urbanization usually results in idling adjacent or nearby agricultural lands by introducing conflicting uses, altering ownership patterns, and changing land use expectations. The important point is that a number of factors indicate the present approach needs further refinement if agricultural retention is, in fact, to continue to be a desired goal of Sacramento County.

TOWARD A BETTER APPROACH:

5 Key Issues

Numerous studies suggest that most existing agricultural retention approaches fail to address many issues which are crucial to a successful program. These programs instead usually focus upon eliminating or controlling symptoms, most obvious of which are urbanization, parcelization, and idling. Professor Mark B. Lapping of the University of Vermont suggests five key policy issues that must be addressed in the area of agricultural retention: a definition of prime lands and the associated problem of economic viability; critical mass; justice and equity concerns; the capital facilities/land use interface; and the necessity for a pluralism of programs.

In defining prime lands, he suggests that soils are but one element in a far more complicated mosaic. Rather, the concept of prime land rests in the final analysis on economic criteria, not on physical characteristics of the land. A policy of agricultural land retention, therefore, must seek to preserve those units that are viable relative to current and future community and market trends. Such a unit may be termed "prime." Past discussion of this issue at the County level suggests a similar conclusion. In addition, many definitions of "prime" lands presently used or suggested emphasize the economic aspect by referring to these lands in economic terms: commercial agriculture, lands of local economic importance, etc. As for viability, Professor Lapping suggests five key factors be considered: land capability, location relative to agribusiness and markets, farm location patterns, level of farm investment, and managerial expertise and farmland ownership or tenure.

Critical mass relates to the need for a sufficient area in order to create and support markets for services without which farming would not remain economically viable. Critical mass varies from crop to crop. What is most crucial is the need to preserve agricultural areas, not just random farms. A program of land

retention must be based upon the understanding that a minimum number of units is necessary to support those businesses and services essential to agriculture. Critical mass presently does not appear to be crucial in Sacramento County because the size of the regional agricultural district of which we are a part. However, it must be considered when weighing individual and cumulative land use changes.

Justice and equity are fairly new issues gaining consideration. All too often a farmer's land is his or her hospitalization plan, insurance plan, children's tuition, or personal retirement fund. Few can argue that the desire to retain farmland or open space often occurs at the expense of these wishes. Many officials have now learned in the process of developing a comprehensive agricultural retention program that farmers, whose support is necessary for any program to be effective, are willing to cooperate with systems of land retention if the equity and justice issues are dealt with directly and positively. One method of retention most commonly considered today which attempts to address these issues is Transfer of Development Rights (TDR) discussed later in this report. Sacramento County's present approach which relies heavily upon zoning and infrastructure control could not be said to effectively address these issues. The one tool which to some degree did, the Williamson Act, also offers little compensation because of property tax relief conferred upon most non-contract land owners as a result of the passage of Proposition 13.

Coordination of public capital facility and investment policy with agricultural retention goals is critical to any strategy. It makes little sense for a jurisdiction to develop a system of retaining agricultural land if, at the same time, catalysts for growth are being introduced that will create market and extra-market forces that will make agriculture increasingly impossible. Sacramento County realized this in 1973, and by General Plan policy discouraged extension of major service infrastructure into agricultural areas. However, significant problems remain due to past local decisions, (sewers and an airport in Natomas), and actions taken by other levels of government (I-5 cut through prime agricultural areas north and south of Sacramento).

The need for flexibility of program seems to be recognized by most jurisdictions presently contemplating stronger agricultural retention programs. For instance, most TDR programs are being tried on a target basis in what are considered the most critical areas, while other areas are subject to a variety of other techniques. Methods employed must include rational policies and programs; acquisition of fee simple and less than fee simple (e.g., development rights, scenic easements); donation and dedication of land to a governmental body and private conservatory; and the exercise of regulatory authority.

The above issues obviously go well beyond most current land use policy approaches. The validity of the issues lies in the fact that without farmers, there will be little farming, and policies that foster agriculture, agribusiness, and the expansion of capital available for agriculture are as critical as those which relate to land use.

CHOICES:

There are several policy options available for preserving agriculture in Sacramento County. Consideration should be given to those options which address the various issues stated above: viability, critical mass, equity, capital facilities, and pluralism.

The options generally fall into the following categories:

- . Traditional tools (i.e., zoning, subdivision controls, septic tank/well regulations, tax incentives, and growth management techniques).
- . Mixed and flexible land use policies.
- . Transfer of Development Rights
- . Purchase of fee or development rights

TRADITIONAL OPTION

This option emphasizes use of the regulatory powers and tax incentives to control urbanization and parcelization. It also includes Growth Management techniques designed to time and locate growth in such a manner so as to mitigate adverse effects to services, environmental quality, and resource conservation. Consideration of agricultural retention is incorporated into most Growth Management schemes to the extent that urbanization is directed into the least productive agricultural or open space areas. The County is presently revising its Growth Management Program in the context of the General Plan Update. It appears, at this point in time, that adequate open space is available to accommodate urban growth through the year 2000 and that the open space land available does not, for the most part, represent highly productive agricultural land.

There is some latitude available to the County for additional development of this option.

- A. The County, by policy, could place farmers and non-farmer speculators on notice that General Plan amendments and rezones in the permanent agricultural areas shall be strongly discouraged on a piecemeal basis. Rather, such requests would only be entertained in the context of a five-year (or whatever) land use update. The purpose of this type of posture is to give farmers some sense of continuity of land use policy so that they can be assured, to some degree, that incompatible land uses won't all of a sudden appear next door and jeopardize their operation. It will also permit them to make fairly long-term lease and/or rent arrangements without having to worry about sudden unpredictable changing circumstances. This kind of posture would fit in well with the existing Growth Management scheme that involves periodic review of urban land supply and needs. Its one undesirable quality is that it removes the spontaneous element for speculation to some degree. However, an element of continuity may be viewed as beneficial for speculators as well, since a thorough land use reevaluation is more likely to prove reliable than mere trial and error.

- B. The County could consider acquiring some degree of interest in land which is either converted to agricultural-residential use, or zoned or subdivided into small acreage parcels (such as 20 acres). A logical device would be the granting of Open Space Easements similar to those taken for Lot Reduction Permits. The purpose of this proposal is to slow down the parcelization process. It would be selectively applied in areas felt to be viable agriculturally, but in need of some form of stable buffer. An example of when this could effectively be applied would be where a subdivision is proposed along the interface of agricultural-residential and permanent agricultural land. The development, in this case, might be clustered (see Mixed and Flexible Land Use Policies below), and a larger agricultural unit strategically retained with an easement over it. This would help develop larger-term viability of the neighboring agricultural region.
- C. Large lot agricultural zoning should be retained. However, it should reflect logical land use arrangements and physical features. In this regard the County could:
1. Retain an amended version of the minimum lot size standard policy which reflects a degree of compromise:
 

40 ac. min.	SCS Soil Classes 1, 2
80 ac. min.	Other Classes
20 ac. min.	Special Circumstances (buffering, etc.)
  2. Consider amending all permanent agricultural zone provisions relating to minimum lot size so that they reflect the above policy.
- D. The County should consider amending all permanent agricultural zone provisions relating to minimum lot size so that it becomes clear that the minimum lot size permitted by the zone is not an automatic right, but instead must relate to the continued and/or promotional use of the land for agricultural purposes.
- E. The County could consider establishing an Agricultural Plan Commission comprised of representative farmers and ranchers appointed by Supervisors representing Districts 1 and 5 (districts having clear agricultural interests). This body could be drawn from the members of the five rural Community Advisory Councils and could require Farm Bureau membership as well. This concept, modeled partly after El Dorado County's Commission, would provide greater and more direct agricultural representation in all issues which bear most directly upon rural concerns. The body could have limited discretionary power similar to the Subdivision Review Committee and Planning Commission and/or recommending power directly to the Board of Supervisors.
- F. The County, by policy, could prioritize permanent agricultural areas. Areas given a low-agricultural ranking would be considered more appropriate

for conversion and hence, considered first. The purpose of this policy is to give the community a clearer understanding of where long-term urbanization could most likely occur. Policy basically recognizes that there is no such thing as "permanent" agriculture and that even the best and most remote agricultural regions are subject to conversion.

#### MIXED AND FLEXIBLE LAND USE POLICIES

This option recognizes a certain development potential for all rural land and the need to accommodate it in a fashion which minimizes adverse effects to continued agricultural use. As a consequence, it would allow a mixture of rural type developments within agricultural regions. The option further recognizes that zoning and other regulatory devices are often unresponsive to changing situations and can only be relied upon to a certain degree before significant opposition develops to compromise its effectiveness. This option attempts to develop the justice and equity elements needed for a long-term acceptable strategy. The following are examples of mixed land use policies.

- A. Flexible Zoning: This concept permits a certain yield of agricultural-residential lots per so many acres of agricultural land. Normally, this yield is one lot per 40 acres with the agricultural-residential lot restricted in size to 2-1/2 to 5 acres (five acres is the present Sacramento County standard). This concept overcomes the objection to most regulatory retention programs which capture farmland for the public good without giving farmers any development gains. (equity)
- B. Rural Mixed Development: This concept would allow multiple and mixed uses consistent with the rural setting. It would also promote residential clustering which reduces road improvements, encourages mutual service systems, retains the more productive acreage into manageable units, and helps prevent subdividing into minimal and often non-viable parcels (capital facilities interface).
- C. Complimentary Concepts: The following are some examples of concepts which could compliment the above-mentioned techniques.
  1. Transfer of potential lot yield from one commonly held property to another. The owner is permitted a higher yield on one site to offset retention via an Open Space Easement on other long-term regulatory device.
  2. Trade highly productive acreage for less productive acreage with understanding that less productive acreage will be granted higher lot yield in exchange.
  3. Voluntary transfer of development potential between different owners. The County would permit an owner of less productive land to purchase the development potential (lot yield) from highly productive areas on an acre-for-acre basis. The developer is permitted a higher lot yield, the farmer gains a monetary value for the sale of his potential lot yield, and the County acquires a degree of retention upon grant of an Open Space Easement over the farmer's acreage. Such a concept should not be confused with more far reaching transfer of Development

Rights program described below. This would be strictly voluntary in nature and very sporadically applied. It is similar to bonus density zoning in that a person is rewarded for purchasing agricultural development potential and applying it in an area acceptable to the County. While this technique is voluntary in nature, it could be a required step in order to amend and/or rezone land from a permanent agriculture category to an agricultural-residential category.

#### TRANSFER OF DEVELOPMENT RIGHTS (Mandatory Program)

##### Definition

Transfer of development rights is a planning and zoning device to recognize and determine the development right on one owner's property, and to provide a means by which that right can be transferred to another property. The purpose of TDR is essentially to relocate potential development from areas where environmental or land use impacts could be severe to areas where those impacts can be minimized. TDR systems have been proposed throughout the country in attempts to preserve historical buildings and places in Chicago and New York, sensitive cypress stands and mangrove swamps in Florida, hillsides and hazardous areas in California and agricultural land in New Jersey. In these places, TDR has been proposed as a supplement to conventional zoning, when zoning was not considered adequate to preserve the special characteristics or resources of land or where sufficient funds to obtain public ownership of those lands was lacking. Without these funds and in the face of development pressures, these jurisdictions required some mechanism to preserve valued lands while still providing property owners some compensation for restricting the use of those lands. TDR was considered as one method of preserving historical or environmental resources from developmental impacts while equitably compensating property owners for restricting the development on their property. The compensation for development restrictions is obtained through the sale and transfer of development potential to another property.

The concept of TDR, the sale and transfer of a development right, is difficult to understand. The sale of development rights is similar to the sale of a property's mineral or air rights. The concept is based on the recognition that ownership of land consists of several rights, one of which is the right to develop the land within the limitations applied to it by the community. Development rights can therefore be considered a separate right which can be deleted from the fee. While this is an acceptable and understandable procedure, the difference between the sale of mineral and air rights and a TDR system is that once sold, mineral or air rights remain "on" the property. Once development rights are sold in a TDR system, the rights are then removed from the property and transferred to another property. The property which has sold its development rights is then restricted to a use which serves the public benefit such as open space or exclusive agricultural uses. Compensation to the property owner for restricting the use of the property is then not derived from limited public funding sources, such as bond issues or assessment districts, but rather from the sale of the development rights. In this manner, public benefit is achieved through the preservation of valued spaces, and equity is afforded the property owner by the money received from the sales and transfer of development rights.

TDR Application:

There are some very basic provisions necessary for a comprehensive mandatory TDR ordinance to work:

1. There has to be clear delineation of preservation and development areas, and the delineation should be based upon a comprehensive analysis of farmland viability. The TDR concept differs from previous options and techniques in that it has potential for true effectiveness if implemented carefully. Its application should be as carefully considered as a Land Banking scheme to avoid prepreservation of purely Open Space Land. Careful analysis and mapping of both preservation and development areas is required.
2. There should be a close balance kept between the amount of preservation area and development area rights. This will require careful monitoring of the system and, if necessary, alterations in order that the balance be maintained.
3. Development Rights must be allocated equitably in preservation areas. Arbitrariness, often found in zoning arrangements, must be avoided. If the allocation of rights is to vary, it should be based on real constraints and opportunities.
4. There should be clear incentives for development area owners to purchase rights and preservation area owners to sell rights. Guaranteed density bonuses are the usual incentive provided to developers. This requires at least two prerequisites: little neighborhood or community opposition to the higher densities and a healthy demand for development. Incentive to farmers to sell their rights are often in the form of density bonuses as well (e.g., the underlying zoning density may be 1 unit per 80 acres for on-site development and 1 per 20 acres if transferred).
5. A Development Rights transfer process must be established which includes a clear description of government's role. Most present TDR ordinances restrict development on properties transferring development rights through easement, agreement, or deed restriction.
6. The system must be clearly understood and appreciated by farmers, developers and decision-makers prior to inception. One drawback of a TDR concept is its novelty. Effective promotion of the concept is therefore critical.
7. The TDR ordinance requires supporting public policies to protect preservation areas and foster growth in development areas. Conflicting policies and programs such as density bonuses for passive solar energy design would tend to undermine preservation objectives.

Potential for Success:

Many people who are involved in agricultural retention planning are optimistic about the TDR concept. The reasons for optimism are based upon the way TDR relates to the five key policy issues identified earlier in this paper as necessary concerns of a program designed to retain farmland. Let us examine this relationship.

1. A definition of prime land and the associated problems of economic viability.

The planning process behind the designation of agricultural preservation areas under a TDR ordinance should include the analysis of farmland viability, and forces the municipality to review all of its policies and regulations to insure that they do not conflict with the retention goal. Once the preservation area is designated, this is public notice of the intent of government to actively work to prevent unnecessary conversion of this land. The result of this commitment is a better chance of keeping the entire agricultural industry support system operational.

2. The critical mass necessary to insure the agricultural industry's viability.

Without a large enough farming area, markets for services are not created. Without services, farming cannot remain economically viable. It is the preservation of agricultural areas, not just random farms which is crucial. TDR provides the opportunity to designate these areas, equitably treat the landowners, and provide active public policy and physical infrastructure support to guide inconsistent land uses to other areas of the community.

3. Justice and equity in the treatment of farmers.

The basis of a farmer's wealth is often the land value. Restrictions placed upon farmland conversion directly affect this value, and the farmer views himself as the victim of the process of retention, for retention programs often require that the development potential of the farmland be diminished. By allowing the transfer of this development potential rather than its restrictions, TDR provides a means of allowing the farmer to capture its value and to continue farming.

4. The interface of capital facilities and land use.

The process behind the designation of a preservation area under a TDR ordinance, and the public actions which follow, provide control over public investments such as sewage treatment facilities, water systems, highways, and other utilities. This public policy of protecting the preservation area prevents public sector investment decisions that would create conversion pressures. Correspondingly, there would be an active program to provide the necessary infrastructure in the development area to handle the allowed density increase.

5. The necessity for a pluralism of programs designed to retard conversion.

The diversity of situations in an agricultural region require a package of programs rather than a single approach. Through a mixture of regulation, purchase and TDR, the flexibility will be available to foster an acceptable program for farmland retention.

Summary:

No single technique will provide the means to retain farmland in agricultural use. TDR appears to provide the best tool to assist in meeting this goal. Unlike most other tools, the preparation of a TDR program forces public policy-makers to carefully examine the community, determining where growth should go and where it should not. It then requires a revision of public policies to protect the preservation areas and to foster growth in the development areas. It is this examination and decision-making process which, in fact, may be the most important aspect of a TDR program. In terms of direct applicability, a TDR program could be applied in conjunction with future policy decisions to urbanize or indicate for urban-reserve status any permanent agricultural districts.

LAND BANKING, PURCHASE, ETC.

One of the most effective methods of retaining land in a natural, open space, or agricultural state is to simply buy it. Unfortunately, this is by far the most expensive alternative. Even leasing back the land to farmers with restrictions to use will most often not come close to recovering the initial purchase fee due to the highly inflated value of the lands being purchased. Some jurisdictions have passed bond issues to buy fee title or development rights. King County, Washington, for example, passed a 50 million dollar bond issue last year. The primary objective was to buy a specified number of acreage development rights based upon a prepared plan. Discussions with the King County staff, however, indicate that the program is having difficulty with legal obstacles which are sapping much of the financial resources. In addition, it turns out that purchase of development rights is not that great a bargain since the average cost of development rights ranges between 75 and 80% of the fee title. From staff's viewpoint, it seems highly unlikely any Board of Supervisors in the near future would seriously consider such costly options. The Proposition 13 mood still pervades the atmosphere and if less costly methods can be effective, such as TDR, then they should be considered first.

Attachment C

REPORT FROM CITY DEPARTMENT OF PARKS AND COMMUNITY  
SERVICES

# CITY OF SACRAMENTO



## DEPARTMENT OF

### PARKS AND COMMUNITY SERVICES

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ZOO DIVISION

October 1, 1984

MEMO TO: Mike Lake, Senior Planner

SUBJECT: Information for Workshop V - Agriculture and Open Space

Attached for your review is information on the City of Sacramento open space/park system as it applies to Workshop Number V. The information provided represents the major findings of the recently adopted Park and Recreation Master Plan. The format for the information presented is as follows:

- I. City of Sacramento Parks/Open Space System
  - A. City Standards
  - B. Comparison of Standards to Current and Projected Populations
  - C. Future Parkland Acquisition
  - D. Major Policies
- II. Financing the System
  - A. Acquisition
  - B. Rehabilitation
  - C. Development
  - D. Methods of Financing the System
  - E. Major Policies
- III. Marinas
  - A. Market Study
  - B. Sacramento Boat Harbor Expansion
  - C. Future Policies

I. Current Status of Parks/Open Space System

The following information presents the City standards for parks/open space. These standards are compared to the existing population and the projected population of 1990. This section of this document also presents major policies associated with the City park/open space system.

A. City Standards

The City of Sacramento standard for park/open space is 10 acres per 1,000 population. The types of City facilities that are contained within this standard and their specific criteria are as follows:

1. Neighborhood Park. A park or playground developed primarily to serve the recreation needs of a small portion of the City. The park serves an area within a one half mile radius of the park. The park is often situated adjacent to an elementary school and improvements are usually oriented towards the recreation needs of children. The size is generally from two to ten acres depending on the nature of the service area. In addition to landscaping, improvements might include a tot lot, children's play structures, and an unlighted sports field or court. The standard for this type of park is 2.5 acres per 1,000 residents of the City.
2. Community Park. A park or facility developed primarily to meet the requirements of a large portion of the City. The location services an area within a three mile radius. The size is generally from six to sixty acres. In addition to neighborhood park elements, a community park might also have restrooms, large landscaped areas, a community center, a swimming pool, lighted sport fields, and specialized equipment not found in a neighborhood park. Some of the small-sized community parks may, however, be dedicated to one particular use. Some elements in the park may be under lease to community groups. The standard for this type of park is 2.5 acres per 1,000 residents of the city.
3. City Regional Park. A park which has been developed with a wide range of improvements usually not found in local community or neighborhood facilities to meet the needs of the entire City population. The location serves an area within a 30-minute driving time radius and the size is generally larger than 75 acres. In addition to neighborhood and community park type improvements, the facility may include golf course, marina, amusement area, zoo, nature area, and other elements. Some elements in the park may be under lease to community groups. The standard for this type of park is five acres per 1,000 residents in the City.

NOTE: Leased Recreation Elements - Community and City Regional Parks may contain lands and/or elements owned by the City, but

leased through the Department of Parks and Community Services to community or other nonprofit groups for specific recreation activities. The nature and terms of the lease may vary, but such lands and/or facilities are available for public use when not being actively used for their leased activity. Permit or other restrictions may apply.

4. City Parkway. A linear park or closely interconnected system of City or school parks located along a roadway, waterway, bikeway, or other common corridor. The size varies and the overall shape is generally elongated and narrow. No separate standard for this type of facility has been established as it is a form of community or City regional park.
5. Landscaped and Dedicated Open Spaces. Lands owned by the City and developed, operated, or maintained by the Department of Parks and Community Services primarily to enhance the environmental beauty of the City. Active recreational uses of these sites may be non-existent or highly limited. No standard for this type of facility has been established.

Other sites used for public recreation:

1. School Park. Land owned by a school district and designated under special agreement with the Department of Parks and Community Services for joint development, operation, or maintenance by both agencies to meet general public and school recreation needs. The site is usually adjacent to City park land, but may be located independently and supplement the City park system in areas where park sites are limited or not available. Improvements are generally similar to those found in the typical neighborhood park. No separate standards for this type of facility have been established.
2. School Yard. Land owned by a school district and operated by them for school oriented recreation purposes. The Department of Parks and Community Services may occasionally use individual sites by special permit of the school district, but development, operation, and maintenance of the facilities remain the responsibility of the school district. No standard for this type of facility has been established.
3. Special Recreation Facilities. Lands and/or facilities owned by public or private agencies or persons that are leased to the City and/or operated by the Department of Parks and Community Services to meet public recreation needs. The nature and terms of individual lease agreements may vary. Recreation opportunities are generally limited and may have permit or other restrictions on their use. No standard for this type of facility has been established.

B. Comparison of Standards to Current Inventory. The City of Sacramento manages 2,398 acres of park/open space at 94 sites. Based upon the City standards for parks and the existing and projected populations, the following comparisons can be made:

City-wide Park Acreage Summary

	<u>1980</u>	<u>1995</u>
<u>Neighborhood Park Land</u>		
Existing Acres of Park Land	174.5	174.5
Population in Thousands	275.6	381.5
Acre Standard per Thousand	2.5	2.5
Existing Acres per Thousand	0.63	0.45
Percent of Standard	25%	18%
Acreage Excess or Deficiency	-514.5	-779.3
<u>Community Park Land</u>		
Existing Acres of Park Land	814.7	814.7
Population in Thousands	275.6	381.5
Acre Standard per Thousand	2.5	2.5
Existing Acres per Thousand	3.0	2.1
Percent of Standard	120%	84%
Acreage Excess or Deficiency	+125.7	-139.1
<u>City Regional Park Land</u>		
Existing Acres of Park Land	1,409.1	1,409.2
Population in Thousands	275.6	381.5
Acre Standard per Thousand	5.0	5.0
Existing Acres per Thousand	5.1	3.7
Percent of Standard	102%	74%
Acreage Excess or Deficiency	+31.2	-498.3

C. Future Park Land Acquisition

The City's Park and Recreation Master Plan calls for the acquisition of five neighborhood parks, five community parks, one regional park, and the joint development of 68 school sites to meet the City park standards by the year 1995.

Using the radius and population standards for City parks, the proposed acquisition schedule, when complete, will put 95% of the City's residential areas within the adopted neighborhood, community and regional park standards.

Attachment IV presents a detailed listing of all City parks and a reference map that reflects existing and proposed parks.

D. Major Policies

The following City Council policies are used to manage the City's parks/open space:

1. Park Acreage and Location

- a. The City of Sacramento shall provide a minimum of 2.5 acres of neighborhood and 2.5 acres of community park land per 1,000 population. The City shall also provide five acres of regional park land per 1,000 population. The land shall be located as follows:
  - A neighborhood park within one-half mile of each resident.
  - A community park within three miles of each resident.
  - A City regional park within 30 minutes drive of each resident.
- b. To be cost effective, the City shall utilize school sites, where feasible, rather than purchase park sites, to meet park acreage standards for neighborhood and community parks.
- c. Open space at school sites recognized in the Parks and Recreation Master Plan as meeting the open space/park requirements of the City shall be purchased by the City if the site is declared surplus by the school districts.
- d. Fee purchase of park land shall be considered only after other methods of land acquisition or utilization are exhausted.
- e. In general, the City shall not consider acquisition of any sites less than one acre in size for utilization as a park except in areas found to be deficient according to the standards of the Master Plan.
- f. Upon receipt of five-year census updates, the City shall review the park acreage plan for appropriate adjustment.
- g. The identification and acquisition of sites containing significant native plant communities, historical or archeological resources, or examples of ecological relationships, is a legitimate function of the Department. The purpose of such acquisitions shall be to make these environmental resources available for public visitation, education, and recreational use. Significant natural areas include, but are not limited to, native woodlands and savanna, riparian environments, historic sites and structures, as well as bird and animal habitat.

## 2. Rehabilitation

- a. It is the policy of the Department that all park and recreation facilities shall be made available to the public in a safe, clean, and usable condition.
- b. The Department, through the annual budget process and public review, shall develop an updated priority list of rehabilitation projects. Recommendations shall be based on a systematic yearly inspection of all recreation sites. Follow-up checks on the progress of repairs will be part of the Division's yearly performance report.
- c. The priority list shall be sufficiently flexible to take advantage of opportunities for grants, outside revenue sources, grouped construction bids, and community involvement.
- d. The rehabilitation of existing park and recreation facilities shall receive a relatively higher priority in funding over the development of new park and recreation facilities. This policy shall not preclude development of new facilities but simply make rehabilitation the first consideration in budget priorities until existing facilities are deemed to be satisfactory.
- e. Community participation in the rehabilitation of park and recreation facilities shall be promoted.
- f. Wherever feasible, rehabilitation shall include upgrading to meet current handicap and safety standards.
- g. The Department shall use its community seed money account to assist volunteer groups involved in the rehabilitation of their local parks.

## 3. Development

- a. Repair and rehabilitation of existing equipment shall have the highest priority in the Department's Capital Improvement Program. Next in importance shall be the basic development of undeveloped sites. Last in relative consideration shall be the additional development or redesign of already basically developed parks.
- b. Priority for park development shall be given to those planning areas that are the most deficient in developed park acreage per 1,000 population.
- c. Exceptions to the adopted priority lists for facility development shall be considered when:

- Quimby Act funds are acquired for a specified area.
  - Specific gifts or grants for development have been obtained.
  - Cooperative development with other agencies, citizens groups, and school districts occurs.
  - Public or program demand arises accompanied with measurable justifications; i.e., surveys, public hearing, deficiencies in park and recreation systems, public safety concerns, etc.
- d. The Department shall provide a basic facility development program for undeveloped sites with its main focus on neighborhood and community parks including school sites identified as neighborhood or community park acreage as outlined in the Master Plan. Basic development consists of grading, irrigation, and landscaping and one recreation element designated in the site master plan.
- e. A site master plan of each park shall be developed through a public involvement process prior to site development or redevelopment. Wherever possible, the residents of the park service area shall be consulted for assistance in choosing the recreation elements to be included in the park.
- f. The actual development of a neighborhood or community park shall not proceed until 50 percent of the housing units in the park service area are completed.
- g. Neighborhood parks shall not contain the following elements: community centers, swimming pools, on-site parking, wading pools, and permanent restrooms. There shall be no restrictions on recreation elements for community, regional, or special use parks.
- h. All major recreation construction projects as identified by the Department Director shall be preceded by a formal feasibility study to determine the need for such development. If the proposed facility is not self-supporting, the feasibility study should include evidence of the opinion of the community on the need for the facility and an exploration of shared use of already existing public or private facilities. A maintenance and operations impact report shall accompany all studies. The environmental effects of the project shall also be studied throughout the feasibility process.
- i. All new or redesigned facilities shall be wherever feasible designed to accommodate handicapped and disabled users.

- j. The Department shall develop a greater emphasis on a river oriented network of parks that will enhance the public's ability to use this important recreation resource.

#### 4. Park and Recreation Services

- a. A level of services, known as base line services, shall be offered in the community. Base line services will consist of:

- Those programs and services which provide for operation, maintenance and access to recreation facilities and for the provision of a basic, broad and general program of activities and events, including opportunities for athletic, cultural, social, and educational experiences.

Such programs and services shall be primarily supported by the General Fund to provide for the management, organization and supervision of these basic programs with general leadership and the operation and maintenance of the facilities so as to provide for a safe and clean environment.

It may be appropriate to charge a nominal fee for the above range of programs and services if any or all of the following conditions apply:

- as a means to ration limited facilities among a large number of users.
  - as an aid in discipline and control.
  - as an aid in promoting respect for the activity and/or service.
- b. Professional assistance in facilitating and coordinating programs and services with groups, organizations and individuals who are capable of directing and supporting their own activities so as to maximize recreation opportunities to a larger population.
  - c. Maintenance of trees, grass, floral displays and other public landscapes both in the parks and on other City land such as street medians, street trees and public building grounds, and free access to park open spaces.

Additional level of services, known as non base line services, shall be offered in the community.

- a. In the Recreation Division, the direct cost of programs and services that fall into one or more of the categories listed below shall be supported from user fees, grants, donations,

fund raisers, co-sponsorship agreements, in-kind services, individual and/or organizational volunteers, and other non-general fund resources:

- Services which use consumable or personalized materials and supplies.
  - Services which require a facility with high capital, operating or maintenance costs.
  - Services which require special preparation or clean-up.
  - Services which require specialized instruction, materials or equipment at additional costs.
  - Services which require specialized leadership and/or a high participation/leadership ratio.
  - The users of the service are organized into a collective group that can be reasonably expected to have the capability of supporting the direct costs of the program through their own resources.
  - Where use of the services or facilities is limited to a relatively few individuals or special interest groups of a private character.
  - Public property is used for private economic gain.
  - Admission to special events where proceeds are used to extend the activity or cover the cost of the event.
- b. Non-base line park services shall consist of individual and group reservations of sites, permits for special use facilities, rental charges for equipment and other specialized activities that provide benefits to a limited group of users.
- c. Special consideration in the allocation of services shall be given to those groups in the populations with limited ability to provide for themselves either through lack of income or other socio-economic factors. This special consideration should take the form of reduced and/or exempted fees and should be implemented based on the following criteria:
- Other funding/provision resources have been explored and there is no other logical or reasonable method of making the service available to the population grouping.
  - The nature of the service has been determined by the Parks or Recreation Division to be of sufficient importance to an

individual's recreation experience or to his welfare and safety.

- It may be appropriate to designate only portions of a population grouping, community, or specific services to receive this special consideration.
- a. City residents shall receive priority in all areas of service over non-residents or tourists. Program scheduling, reservation systems and fee schedules, where applicable, shall give preference to residents.
- b. The emphasis of program organization and delivery shall be at the community/neighborhood level so that the programs, activities and services provided reflect the interests, needs and socio-economic makeup of the specific populations being served. The services provided shall be sensitive to the identified special program needs of the handicapped, elderly and other special populations.
- c. Program development shall include citizen participation and involvement.
- d. The Department shall actively co-sponsor and/or facilitate recreation programs with other public agencies, school districts, community organizations, groups and individuals and coordinate, wherever possible, with commercial and private providers.
- e. The Department shall support and help implement proposals in the "1980 Sacramento County Master Plan for Recreation for the Disabled."
- f. The Department shall also cooperate with other community organizations and agencies to facilitate the delivery of other human and social services to the community.
- g. The Department shall provide professional staff assistance, technical support, and sufficient information to the general public to facilitate their use of City recreation programs, services and facilities and shall actively support individuals and groups providing self-sponsored programs and services.
- h. The following services to the community should receive special emphasis and leadership from the Department as well as a cooperative or supportive role:
  - Recreation programming (individual and group organized games, free play, sport and physical exercise).

- Cultural programming (fine, folk, and ethnic arts and crafts).
  - Operation and maintenance of open space, recreation areas and structures providing a community recreation use.
  - Street tree planting and maintenance.
  - Leisure education and counseling (promoting the benefits of recreation, teaching recreation skills).
  - Visitor safety services (protection of life, property, and health of visitors to recreation sites).
  - Information services (providing information about recreation related opportunities in the community to residents).
  - Community involvement - using recreation as a way to bring the community together. Providing leisure time opportunities to serve the community through volunteerism.
- i. It shall be the policy of the Department that through programming, scheduling, and future facility development changes, league sports play shall be, whenever possible, relocated out of neighborhood parks to community and regional facilities.
- j. The Department shall establish a Citizens Advisory Committee of 14 volunteer members representing a cultural and geographic cross section of the community. Members shall be appointed by the Department Director subject to City Council approval. Their duties shall be to:
- Meet every other month or as the need arises.
  - Review and comment on Department policies, procedures, and planning methods which affect service to the community.
  - Assist the Department on special studies or projects.
  - Conduct an annual public meeting to help update the 1984 Master Plan.
  - Oversee implementation of the 1984 Master Plan policies.
  - Perform other related functions as requested.

Committee members would serve on a staggered basis. When the committee is initially formed, eight members shall serve a

two-year term and six shall serve for one year. Thereafter, the terms shall be for two years for each group with no person serving more than two terms. To ensure adequate representation, the Department shall attempt to appoint at least one advisor from each community planning area.

5. Personal Safety and Vandalism

It is the policy of the City of Sacramento that park and recreation facilities shall be maintained and operated in a manner that keeps people and properties safe from crime and vandalism in order for patrons to receive maximum benefit and enjoyment from the facilities.

II. Financing the System

Financing the park/open space system of the City of Sacramento can be subdivided into four separate categories: (A) Acquisition of New Park Sites, (B) Rehabilitation of Existing Developed Sites, (C) Development of New Sites, and (D) Ongoing Maintenance and Operation Requirements. Table II-I presents the estimated cost in 1982 dollars to finance the existing and proposed park and recreation system as identified in the Master Plan. A brief description of each of the major areas of expenditure is as follows:

A. Acquisition

The majority of park sites proposed in the Master Plan can be secured under the Quimby ordinance. Only one site, the Land Park Treatment Plant property, requires fee title purchase. This site was purchased from the Regional Sanitation Board in July of 1984.

(See Table I, next page).

TABLE I

Summary Cost Estimates to Implement  
 1984 Park and Recreation Master Plan

Category	Est. Cost, 1982 Dollars	Operation/Maint. Impact, 1982 Dollars
<u>A. Acquisition</u>		(Above Current Level of Expenditure)
1. Fee purchase	\$700,000	
2. Quimby dedication	-0-	
3. Utilization of school sites	-0-	
<u>B. Rehabilitation</u>		
1. Safety	\$ 540,200	
2. Effectiveness	1,729,100	
3. Enhancement of recreation and aesthetics	399,500	
<u>C. Development</u>		
1. Park site basic improvements	\$ 19,558,500	
2. Park site recreation elements	19,558,500	
3. School site improvements	3,300,000	
<u>D. Service Issues</u>		\$ 999,606
<u>E. Maintenance Requirements</u>		\$ 4,563,650
<u>TOTAL</u>	*\$ 45,785,800 one time costs	\$ 5,563,256 in annual addi- tional costs

\*The cost estimates for park development do not include the cost for any major recreation elements like community centers, swimming pools, or sports complexes. Cost estimates for these elements will be determined as site specific master plans are developed.

B. Rehabilitation of Existing Sites

Deterioration of park facilities generally originates from three sources: aging of the facility, heavy use of the park, and vandalism. The rehabilitation of the park sites improves the service level to the community and reduces the ongoing maintenance requirements associated with deteriorated or obsolete facilities and equipment.

The cost estimates developed within this category were determined by field inspections of the City's 94 park units. This process will be followed on an annual basis during the Department budget development process. Based upon the size of the park system, the increased use of public parks, and the age of most City parks, there will be a requirement to annually reinvest funds in the rehabilitation of City facilities.

C. Development of New Sites

Of the 2,378 acres of park land in the City's current inventory, 1,228 acres are undeveloped. The City also plans on acquiring an additional 75 acres of neighborhood and community park land to meet the goals of the master plan, presenting a total of 1,303 acres of undeveloped land. The development of park land is divided into two categories: basic improvements and park enhancements.

Basic improvements consist of site drainage, turf, irrigation, trees and street frontage. Using an average cost of \$15,000 per acre times 1,303 acres of undeveloped park land, the City is faced with a cost of \$19,558,500 in 1982 dollars to provide basic park land improvements.

Park enhancements involve the addition of or improvements to recreation elements for the purpose of enhancing the usability of the park site; i.e., tennis courts, play areas, etc. For planning purposes, an average cost of \$30,000 per acre has been used to project future park improvements in this category. Based upon the assumption that one out of every two park land acres will contain recreation elements of this type, one half of the 1,303 undeveloped acres or 651 acres will require park enhancements as determined by the park Master Plan. Given an average cost of \$30,000 per acre, the City faces a \$19,558,500 cost in 1982 dollars in future park improvement needs.

In addition to financing park development, certain school sites are recognized as meeting neighborhood and community park needs. Using an average of \$50,000 per school site for park improvements, it would cost \$3,300,000 to develop the 66 sites recognized in the master plan.

D. Methods to Finance the System

The five-year General Fund forecast prepared by the City Department of Finance indicates to balance the budget will require major budget reductions or new revenue sources over the next five years. This, coupled with the uncertainties of Proposition 36 and local government financing, makes it difficult to project future levels of park acquisition and development.

Assuming the cost estimates to implement the park Master Plan are correct, the City will need to expend \$45 million without considering inflation or development cost of major recreation facilities. Based upon this level of projected expenditure, the City Council adopted the following action plan for financing the system:

E. Major Policies

The Department shall:

1. Seek 50 percent of the City's Park Development Fee to be appropriated on an annual basis for new park development and renovation of existing parks.
2. Aggressively seek State, Federal, and local grants to improve City recreation services and support the enactment of State and Federal legislation that would establish or expand park and recreational acquisition and development funds.
3. Recognize the need to provide neighborhood and community park and recreation areas and facilities in conjunction with populations generated by new development. The funding for those areas and facilities is the primary responsibility of the developer.
4. Support the establishment of public nonprofit corporations with the purpose of promoting and supporting City park and recreation services and facilities for the general public.
5. Maintain its reliance on General Fund support for basic support of park maintenance and recreation base line services.
6. Support an increase in the number and types of concessions available at City parks and recreation sites.
7. Continue to promote the use of volunteers and community groups for the provision of recreation programs, services, operation and maintenance and development of parks.
8. Actively seek individual, private and corporate support of the Department's park and recreation services and facilities.
9. Charge user fees as appropriate when providing non-base line recreation services and special recreation and park facilities. Nominal charges to users may be employed to control access to base line programs and facilities.
10. Develop and implement a new financing system at specially designated "Enterprise Parks." At these parks, revenues and expenses for all operations will be pooled into a common budget so that income from revenue generating activities or facilities can

be used to assist in covering expenses for non-revenue producing activities, services or facilities offered on the same site.

11. Recognize the concept of an Employee Incentive Program whereby employees' suggestions which result in reduced costs of operations, increases in efficiency, or other measurable benefits to the Department, shall receive recognition and/or monetary rewards.
12. Use qualified consultants whenever necessary and cost effective to supplement staff work in developing specialized studies for major projects.
13. Acquire the data processing capability to implement cost effective fiscal management practices.

### III. Marinas

The following information is provided regarding the future demand for marinas on the Sacramento River. The information provided is the result of the marketing study conducted for the expansion of the Sacramento Boat Harbor in Miller Park. Also provided is information on the specific plans for the expansion of the Sacramento Boat Harbor.

#### A. Market Study

In June of 1983, the City of Sacramento retained the firm of Williams-Kuebelbeck and Associates to conduct a feasibility marketing study on the expansion of the Sacramento Boat Harbor in Miller Park. Major findings of the marketing study are as follows:

1. The market area for the study was the counties of Sacramento and Yolo.
2. Currently, there are 32,970 and 4,363 registered boats in Sacramento and Yolo counties, respectively. The number of registered boats is expected to be 43,622 in Sacramento County and 5,426 boats in Yolo County by 1990. (Refer to Attachment IV-A.)
3. There are 531 covered slips, 213 open slips and 22,596 feet of parallel dockage in the market area. (Refer to Attachment IV-B.)
4. The occupancy rate of the current slips/dockage that is available is 94% covered slips, 94% uncovered slips, and 98% open dockage. (Refer to Attachment IV-C.)
5. Six marinas plan expansion of their current facilities. If approved, this will provide an additional 210 slips and 4,520 feet of dockage to the market area. (Refer to Attachment IV-D.)

6. It is estimated that 691 berths will be added to the market area over the next two years based upon expansion plans of existing marinas and proposed new marinas. (Refer to Attachment IV-D.)

#### Conclusion

The market study concludes that based upon the project demand for boat berths and the existing and proposed supply of berths, there will be a deficiency of 1,240 berths by the year 1990. (Refer to Attachment IV-F.)

#### B. Sacramento Boat Harbor Expansion

The Sacramento Boat Harbor is located at Miller Park within the City of Sacramento. The Harbor, which is off stream, presently consists of 289 berths and a harbor master office. The harbor sits on 20 acres of the 57 acre park site. The Department maintains a waiting list of 490 individuals interested in berthing their boats at Miller Park.

In June of 1984, the City Council approved the expansion of the Sacramento Boat Harbor. (Refer to Attachment IV-G.) The expansion plans call for:

1. An additional 282 boat slips for a total of 571 slips.
2. A 690 car parking lot.
3. 70,000 to 140,000 square feet of commercial space for restaurants, bait and tackle shops, etc.
4. Major train stop for the Old Sacramento live steam train.
5. Expanded public picnic areas and harbor viewing areas.
6. A new fishing pier on the Sacramento River that is handicapped accessible.

The total cost of the project is \$6 million. The Department has submitted a request for a loan to the State Department of Boating and Waterways to finance the project. The loan payments will be secured from the berthing fees. The projected time line for the project is:

June 1985 - Loan received  
January 1986 - Construction starts  
June 1987 - Completion of project

#### C. Major Policies

Due to the number of marinas proposed to be expanded and the number of new marinas proposed, several policy considerations must be addressed:

Mike Lake  
October 1, 1984  
Page Eighteen

1. What is the holding capacity of the Sacramento River and number of marinas that should be approved?
2. Should new on-stream marinas be approved? Presently, there are concerns that on-stream marinas have a negative effect on the recreation value and aesthetics of the river.
3. Should Sacramento and Yolo counties and the City of Sacramento coordinate their planning efforts on riverfront development?

Should you have any questions or comments on this report, please contact this office.



ROBERT P. THOMAS, Director  
Parks and Community Services

RPT:js

Attachments

Attachment D

REPORT FROM COUNTY DEPARTMENT OF PARKS AND RECREATION

September 20, 1984

TO: Mike Lake, Senior Planner  
City Planning Department

FROM: Walt Ueda, Chief Administration & Planning  
Department of Parks and Recreation

SUBJECT: URBAN OPEN SPACE  
CITY/COUNTY JOINT TASK FORCE

You have requested general information from this department regarding policies/programs and development standards as they may interface with the City of Sacramento. You also requested a discussion of current problem areas that parks are facing. I am including for your review a report outlying the County Parks Department's role in providing "Regional" park needs in the County. While the report is three years old, conditions have not changed significantly to alter the recommendations in the report.

The philosophical role of counties in the area of providing parks and recreational spaces differ from that of the cities and local park agencies. Cities and local park agencies provide "structured" or developed park facilities in densely populated areas and usually are walk-to parks, while the County's role is oriented towards open space preservation, regional parks, county wide trail linkages and special use facilities that are usually drive-to parks not normally found in the City or local facilities. While State and National Park standards agree that a minimum of 5 acres/1000 population should be set aside for local neighborhood and community parks, 20 acres/1000 is the recommended minimum for regional parks for open space and recreational usage.

Using the minimum standard of 20 acres per 1000 population for regional parks, and with adjustments for existing areas of low recreation value and an estimated influx of out-of-county recreationists of 15 percent, Sacramento County had a very marginal surplus of  $\pm 200$  acres of regional park/open space in 1981. Comparing the existing park inventory of 17,300 acres to the projected requirement of 21,900 acres by 1990 indicates a substantial deficit of 4,600 acres.

Cities and local park districts are recipients of Quimby Act (Park Dedication Fees) funds. This act enabled adoption of local land dedication ordinances by governing agencies. Land and/or funds for park purposes are required of subdividers of residential units at the time of filing a map. It is a significant funding source for park development that is not available to the County and regional parks. The Quimby Act requires that when developers prepare a subdivision map for a given area that also depicts a park in the district's masterplan,

the intent in this case is for land in-lieu of fees be given the local district. The inability of districts to finance park development or maintain a park once developed has been a real problem. This is due primarily to the effects of Proposition 13 and the level of taxation applicable to the various districts. Thus many districts have opted to receive funds in lieu of land. While many districts were at the maximum tax rate others were not, particularly the Elk Grove Recreation and Park District. New residential developments proposed in the area, i.e., Laguna Creek, are faced with financing community services within the Elk Grove Park District's minimum tax rate. It appears, however, that the Mello-Roos Community Facilities Act of 1982 as amended by SB 271 could be utilized in this instance and is currently undergoing extensive review.

The City of Sacramento collects park land dedication fees under the Quimby Act from new subdivisions and moreover, an individual building permit is assessed \$300 also towards parks and recreational use. In effect, a park fee is paid twice on the same lot. The County, on the other hand, collects a one time land dedication or fee in-lieu on behalf of County Park Districts and the subdivision is exempted from imposition of further park development fees.

Recent passage of Proposition 18, the 1984 Park Bond Act, provides up to \$150 million statewide for local assistance programs. These funds are further subdivided into four competitive grant categories and a block grant program based on population. As with all previous state grant programs this is a one time source of funding that could be used to develop or acquire property. The real problem is in the ongoing maintenance of the park once developed. New criteria have been added in the selection process to encourage park development that could be self supporting or produce revenues to offset maintenance costs.

All parks and recreation departments, both local and regional, are faced with the problem of funding major rehabilitation of existing facilities. Maintenance of major facilities have been deferred over the years for the following reasons:

- (1) Past subvention programs were oriented towards providing funding for new facilities that satisfied an "unmet need". The "Urban Recovery Program" (Federal) was intended to provide funding for rehabilitation of urban parks. This program is no longer funded. Moreover Sacramento County could not qualify for this program under the Federal definition of Urban. The very limited funding of this program and the competitive nature of these grants resulted in awarding most of the available dollars to major eastern cities. This program is mentioned here to illustrate that this area of concern had been recognized at the Federal level and although it is no longer funded the problem of maintaining existing facilities remains.

- (2) Until September 1983, the 1972 Sacramento County Park Bond program had been the only source of County capital outlay funding for park acquisition and development. The criteria used in appropriating these funds precluded major rehabilitation of existing parks. Since 1973 no General Fund monies have been appropriated for the departments' capital outlay programs. Today the County Department of Parks and Recreation is faced with the problem of how to finance a three million dollar rehabilitation program, as well as it's acquisition and development program.

The "climate" of providing parks and recreation services today is undergoing a transitional period of adjusting one's belt to available financing: (1) New park facilities must be able to generate a partial if not complete offset in terms of revenue, (2) Rehabilitation of facilities must be capable of attracting greater use and hence, more revenue at the gates. (3) Private sector investments or operation will be encouraged to fill an unmet recreational need, and (4) More creative use of existing personnel, i.e., seasonal workers vs. permanent park staff, contract worker vs. permanent staff. The tendency is for parks and recreational agencies to totally ignore developing facilities that are nice but costly, i.e., floral garden displays, new trails, conservatories, arboretums, natatoriums, etc.

The greatest percentage of urbanization is occurring outside of the City, creating a demand at both regional and local park levels. The local needs are in part satisfied through the fees or land from the land dedication ordinance and added tax base, however, regional park needs are totally ignored jeopardizing the future of the regional park program. A stable source of funding the County regional park program must be established. Subvention programs are an unpredictable source of financing and for the most part, subject to political whims. Several alternatives are being explored such as a guaranteed percentage of the sales tax or transient occupancy tax. However, this is a most difficult area needing the support of the top management politicians and perhaps, the taxpayers. It is extremely difficult to implement long range plans and objectives in an atmosphere of an unpredictable annual budget.

#### SUMMARY:

This is a brief overview of Parks and Recreation services as it exists today. As more new residential communities are being proposed both in the County and the City of Sacramento it becomes increasingly important that:

- (1) Neighborhood and community parks be centrally located to serve the new community. National and State standards of 5 acres/1000 population should be applied.

## REGIONAL PARKS

Prepared by Sacramento County  
Department of Parks and Recreation, December 1981

### INTRODUCTION

The purpose of this paper is to (1) provide background information regarding regional park standards and recreation services within Sacramento County, (2) present an analysis of existing recreation open space and facilities with forecasts of estimated future needs and demand, and (3) make policy recommendations to help guide future acquisition, development, operation and administration of the County's regional park facilities.

### REGIONAL PARK CLASSIFICATIONS AND STANDARDS

Regional Parks serve the people of a large region - usually those within an hour's travel time. The size and location will vary but at least 250 acres is recommended and may go up to several thousand acres. The responsibility for providing these extra-urban parks generally falls upon the County or a Regional authority. Even within the jurisdiction responsible for these parks there may be variances in the type of development included in a regional park. Some are left primarily in their "natural state" while others will have both natural areas and extensive development. They should not, under any circumstances, take the place of neighborhood or district parks. Regional or County facilities should be ones that have regional or county significance which other levels of government can not provide, develop, utilize or preserve. As the metropolitan area expands there is often pressure to put facilities in the regional park that are not in keeping with the philosophy or purpose of the park. This is actually an example of one type of park development encroaching upon another. It is easy to succumb to this pressure because the park land is there when urban sprawl arrives. If proper location and development of neighborhood and district parks is achieved, such pressure need not exist.

A regional park may serve one or more of the following purposes:

- \* conserve large areas of natural resource land or water for the use and enjoyment of people
- \* offer scenic values in vistas, over-looks and landscapes
- \* provide opportunities for a variety of organized or informal leisure time activities
- \* provide day-use facilities primarily, but does not exclude internal areas reserved for group and family camping or other appropriate night-use activity
- \* serve as open space or green belt in densely populated metropolitan centers
- \* provide special use facilities not normally found in local parks or the private sector to serve specialized needs on a regional scale
- \* provide a more natural outdoor experience than is available or possible in the urbanized community and neighborhood parks.

Recreation use appropriate for regional parks includes the following:

Natural Resources Enjoyment - Sightseeing, nature observation and study, photography and painting, walking, jogging, bicycling, hiking, horseback riding, day camping.

Land Sports - Golf, field archery, game hunting, softball, football, soccerball, Marksmanship: pistol, rifle, trap, skeet.

Automotive Sports (For motorized bicycles, motorcycles, autos, miniature motor driven vehicles and models) - races, hillclimbs, stunts, gymkhanas and other tests of driving skills and speed.

Water Sports - rowing, canoeing, sailing, cruising, water skiing, swimming, fishing, fly casting, skin diving.

Air Sports - Flying ultra-light aircraft, model airplane events, sky diving, hang gliding.

Outdoor Social and Cultural Activities - picnicking, sunbathing, participation in festivals, pageants, concerts, art shows; natural, historic and physical science displays and exhibits.

Spectator Sports - Competitive land and water sports.

Outdoor Living - Camping: Family, organized groups, boat-in, enroute travelers by auto, bicycle, horseback, on foot.

Special Use Facilities: In addition to the above classification the Sacramento County Parks Department identifies various special use facilities as regional due to specific site features and facilities which attract regional use. Such facilities include parkways, golf courses, fishing accesses, boat launching sites, historical sites, bicycle trails, etc., which may occupy only limited acreage.

Parkways - These are essentially elongated parks with trail systems extending throughout their length. Vehicular traffic is restricted to specific access locations only and is not permitted along the parkway alignment. The parkway generally provides a pleasant natural environment which emphasizes water and land trail system recreation such as a bicycling, rafting, horseback riding, jogging and hiking.

The parkway usually follows streams or river alignments, shorelines of large lakes, or natural wooded areas. Thus, its location and size is dependent upon the availability and location of these resources. Where this kind of resource does not exist naturally, a parkway effect may be created through proper landscape design and planting. Although no specific acreage standard is applicable, a minimum right-of-way of 300 feet is recommended; with portions being much wider for scenic vistas and other recreation development.

Golf Courses - One 18 hole daily fee golf course is recommended for each 25,000 of the population. A daily fee course may include semi-private courses that charge green fees comparable to public courses and draw from the golfing element that play the public courses.

The size of the site will depend primarily on the terrain, vegetation and shape of the parcel of land. Generally, 75 to 90 acres are required for 9 holes and 120 to 180 acres for 18 holes. Small towns or cities that cannot justify expenditures or obtain adequate land for a full 18 hole course should consider the Par-3 or Par-3 Executive course.

The average golfer may travel 25 miles or more to play an attractive, properly maintained course. It is often desirable to locate a course within or adjacent to a large urban or regional park, but not essential. Although a golf course does not have large capacity for use (350-400 golfers/day or about 80,000 rounds per year may be expected) compared to many other recreation areas, the fact that "open space" is created by its existence should be a factor in determining feasibility.

National Standards: The adequacy of regional recreation space contiguous to the heavily populated area in Sacramento County is determined by the population ratio method. The acknowledged national standard resource/population ratio used for regional parks is 20 acres per 1000 population as defined by the National Recreation and Park Association (NRPA). This method is normally used in concert with a service area radius, a minimum park size, and a description or classification of the park for which it applies. In addition the application of the NRPA standards is adjusted to the Sacramento area by evaluation of the following local factors which may affect special recreation demands:

- \* Time-Distance of population from parks
- \* Demographic profiles of population (age, sex, family size, etc.)
- \* Socio-economic factors (income, education, etc.)
- \* Cultural and ethnic characteristics of population
- \* Geographic location of park in relation to population and other federal, state and local recreation facilities
- \* Climate
- \* Special urban conditions and sub-neighborhoods
- \* Local tradition and customs
- \* New trends or patterns in recreation
- \* Quantity and quality of existing facilities
- \* Private facilities
- \* Available resources
- \* Expressed needs and desires of citizens

#### SACRAMENTO COUNTY REGIONAL PARK INVENTORY

##### Public Sector

An inventory of County Parks Department regional recreation acreage is shown in Exhibit 1. The open space total of 8,725.66 acres includes the following:

- \* 7,106.5 acres owned, maintained and operated by the County.
- \* 1,619.16 acres owned by other public agencies but maintained and operated as recreation open space by County Parks.
- \* The centrally located American River Parkway currently includes 3,842 acres or 54% of all recreation land owned by the County. An estimated 836 acres of this total is water surface.

- \* 3,112 acres are currently undeveloped sites including Indian Stone Corral (69 acres) located in the Orangevale community on the northeast boundary of the County, southeast Florin Park (320 acres) located in the Vineyard Community area, North Stone Lake (2,575 acres) located 10 miles south of Sacramento in the north Delta, and the Cosumnes River Parkway near Rancho Murieta. (See Exhibit 3)

The State Parks and Recreation Information System (PARIS) identifies the following regional recreation resource areas in Sacramento County under the jurisdiction of the State Department of Parks and Recreation:

<u>Facility</u>	<u>Acres</u>
Brannan Island Recreation Area	336
Sutters Fort/State Indian Museum	6
Old Sacramento	14
*Folsom Lake SRA (Includes Lake Natoma)	5,579 (Land) 12,000 (Water Surface) <u>17,935</u>

In addition to the State and County areas identified above, the City of Sacramento has the following regional recreation open space:

<u>Facility</u>	<u>Acres</u>
Land Park	236
Del Paso Park	705
Miller Park	57
Bing Maloney Golf Course	160
Hansen Park (Undeveloped)	184
	<u>1,342 Acres</u>

#### Private Sector

The National Association of Conservation Districts completed a nationwide inventory of private recreation facilities in 1975-76. Regional recreation facilities from this inventory in Sacramento County include the following:

<u>Facility</u>	<u>Acreage</u>
Beach Lake Hunting Reserve	1,019
Metropolitan Hunting Club	1,000
South Stone Lake Preserve (Hunting)	714
Dry Creek Ranch Golf Course	120
Rancho Murieta Golf Course	120
Lindale Greens Golf Course	48
Coriova Golf Course (Public Course)	80
Swallows Nest Golf Course	7
Del Paso Country Club Golf Course	180+
Northridge Country Club Golf Course	190+

\*Less than one-fourth of the total acreage of Folsom Lake SRA lies within Sacramento County. However, the total site is well within the one hour travel time from Sacramento and 95% of its use comes from the Central Valley, primarily the Sacramento urban area.

Facility (Private Sector Cont.)

Acreage

Campus Commons Golf Course

18+

Valley Hi Country Club Golf Course

172+

Foothill Golf Center Golf Course

15+

TOTAL PRIVATE SECTOR REGIONAL RECREATION ACREAGE:

3,683 Acres

Private sector regional recreation areas listed are primarily hunting and golfing facilities which tend to restrict high recreation participation rates. Much of the hunting preserve acreage is seasonally used and is cultivated farmland which has open space preservation value. However its recreational value for general public participation is relatively limited.

Latent Recreation Resources Inventory

In the context of this report, latent recreation resources describe the natural, cultural, and/or recreational resources that could be used for recreational purposes to a much greater degree than they are at present. These resources might provide a significant amount of general recreation opportunities, or may have high value for particular recreation activities. Thus, they merit special consideration.

Sacramento River:

The Sacramento River can offer unique, varied and close-to-home recreation opportunities for the District's heavily populated Sacramento area. However, recreation opportunities along the Sacramento River are limited by the lack of public access and development. Private ownership accounts for more than half of the river frontage in the Sacramento City limits. The presence of a levee system further restricts recreation along the Sacramento River, because the levees have few flat areas that can be developed. In addition, the bridges and gates that have been built across the levees reduce usable areas. The close proximity of the levees to many residents has, at times, created obstacles to the development of parkway features such as trails.

Much of the public land along the east bank of the Sacramento River has already been developed. Most of the development is in the form of parks, fishing access points, and boat launch areas. The City of Sacramento recently adopted the Sacramento River Parkway Plan which calls for acquisition and development of the area along the east bank of the Sacramento River from the junction of the American River to the town of Freeport. The project proposal includes developed and limited recreation use, natural areas, and bicycle, equestrian and hiking trails to extend its entire 13 mile length.

Military Lands:

In Sacramento County, there are more than 10,000 acres of federally owned land being managed by the military. These lands are included in three installations located within the greater Sacramento area. An examination of California's military installations by the former Heritage Conservation and Recreation Service revealed that there are lands in these installations not being used for military purposes. In fact, significant acreages are lying unused, or are providing recreation opportunities solely for military personnel and their families.

## Delta:

The Delta Recreation Plan advances several recommendations that would improve recreation opportunities in Sacramento County. The list includes: levee improvements and development of additional recreation sites; preservation of open space and green belts in the Beach-Stone Lakes area; acquisition of lands in Delta Meadows; enhancement of hunting opportunities on Lower Sherman Island, along the deep water channel, and in bypass areas; boating, hiking, and equestrian trails; and improved access to selected potential recreation sites.

## Sacramento County Metropolitan Airport:

Sacramento County currently owns 4,000+ acres including surrounding buffer lands at the Sacramento Metropolitan Airport site. In addition the long range acquisition plans for the Airport include an additional 3,200+ acres. The primary purpose of the adjacent lands is to provide noise and safety buffer zone along the aircraft flight paths. The majority of the existing buffer zone is leased for agricultural use which will continue into the indefinite future. However, portions of these buffer lands which have low agricultural potential and which are situated near or adjacent to the Sacramento River, both North and South of the Airport, may have significant potential as future regional recreation sites to serve the northeast portion of Sacramento County. A comprehensive Land Use and Development Plan for the Sacramento Metropolitan Airport is currently being prepared by the Sacramento Area Council of Governments in association with the County Department of Airports. This plan will identify appropriate airport buffer land use and should clarify its future recreation potential.

## Sacramento Regional Wastewater Treatment Plant:

To prevent future conflict from urban encroachment and to allow for future expansion, substantial buffer zone area has been provided surrounding the recently completed Regional Waste Water Treatment Plant. This 1800+ acre buffer area is currently the subject of a study which will make recommendations regarding its recreation potential.

## California Department of Fish and Game Lands:

The State Department of Fish and Game manages approximately 3,200 acres of land in Sacramento County including waterfowl refuges and wildlife sanctuaries, which provide hunting, bird watching, and picnicking opportunities.

## Sites Listed in the National Register of Historic Places:

There are many sites within Sacramento County on both public and private lands which have significant cultural and historical value. Some of these are included within the National Register of Historic Places. For example a portion of Arcade Creek near Del Paso Park has been identified as the oldest native American site in the Sacramento region and; the Wall Town site near Dry Creek and White Rock Road contains the relatively intact remains of an authentic gold mining town. Additional investigation and a survey to identify and prioritize such sites should be conducted to determine their recreation resource value.

The "Latent Recreation Resource" lands identified in Sacramento County are conservatively estimated at 15,000+ acres and have varying potential for recreation use which will require additional investigation. The apparent natural open space quality of these lands along with the fact that they are currently under public agency ownership provides some assurance that Sacramento County will continue to have potential regional park open space available into the future.

#### POPULATION ANALYSIS

Census data indicate a County population of 634,190 in 1970 increasing to 783,380 in 1980. This represents a 23.5 percent total increase of 149,180 and a 2.4 percent annual increase over the past ten year period. In addition the State Department of Finance is projecting a population of 996,900 by 1990, a rather astounding increase of 214,000 (27%) in the next 10 years.

Although most communities throughout the County have been experiencing growth, the most significant increases are occurring near the major arterials entering the City. For example the Citrus Heights and Rancho Cordova communities located in the Northeast Corridor between U.S. 50 and Interstate 80 freeways have experienced a combined population increase of 74,170 or nearly 50 percent of the entire County increase in the 1970-80 period. Although the growth rate will likely decrease over the next 10 years in the Corridor area substantial growth is expected to continue. In addition major increases in population are projected for the communities of South Sacramento, South Natomas and the Rocket Area on the periphery of currently developed communities.

Comparison of the projected community growth areas with existing regional park site distribution in Sacramento County indicates that all the growth areas enjoy convenient access to major park facilities within travel times generally less than 30 minutes. In addition each of these nearby sites with the exception of Discovery Park near the South Natomas community possess substantial potential for development of additional recreation facilities which would accommodate the projected growth. Discovery Park is essentially developed to its maximum under current American River Parkway guidelines and is one of the most heavily used units in the regional park system. (Refer to Exhibits 2 and 3)

#### ADEQUACY OF REGIONAL PARK LANDS IN SACRAMENTO COUNTY

The total identified regional park recreation open space in Sacramento County including both public and private sectors is estimated at 32,000+ acres. By definition this total includes special use facilities which attract regional use such as golf courses and historical sites, and large natural areas including water surface which remain undeveloped. In addition the total includes the 17,579 acre Folsom Lake State Recreation Area. However for the purpose of this analysis 12,000 acres of Folsom Lake water surface and 2700 acres of private sector hunting preserve are being excluded. Although these areas have significant open space value their regional recreation value to the general public is marginal due to characteristically low recreation participation rates per acre. The total regional park recreation open space currently available is therefore adjusted to 17,300 acres.

The population of Sacramento County from the preliminary figures in the 1980 Population Census is 783,381. Applying the National Recreation and Park Associa-

tion ratio of 20 acres per 1000 population Sacramento County currently should have 15,700+ acres of regional park space. However, estimates indicate that approximately 15 percent of all outdoor regional recreation use in Sacramento County comes from outside the County.\* The State's PARIS data indicate this percentage of use is equal to an additional 1980 user population of 70,000+ for Sacramento County which converts to an additional 1400 acres when the NRPA standard is applied. Considering the additional use the total estimated regional park open space requirement in 1980 is therefore adjusted upward by 1400 acres to 17,100 acres. When compared to the previously adjusted inventory total of 17,300+ acres there currently exists only 200 acres in excess of the standard.

However, the State Department of Finance is projecting a population increase to 996,900 in Sacramento County by 1990. The regional park acreage requirement based on the NRPA standard will thus become 20,000+ acres. In addition with the adjustment for 15 percent outside use the minimum regional park space requirement becomes 21,900+ acres, an increase of 4,800 acres over the current 1980 requirement.

#### CONCLUSION:

Using the National Recreation and Park Association minimum standard of 20 acres per 1000 population, for regional parks, and with adjustments for existing areas of low public recreation value and an estimated influx of outside recreationists of 15 percent, Sacramento County currently enjoys a very marginal surplus of 200+ acres of regional park recreation open space. In addition comparison of the existing park inventory of 17,300+ acres to the projected requirement of 21,900+ acres indicates a substantial deficit of 4,600 acres by 1990.

#### CURRENT RECREATION USE AND TRENDS IN PLANNING DISTRICT 3

Regional parks by definition serve the people of a large region. Such regions are commonly defined by population use patterns and concentrations, travel time zones, physical land character, etc., and only rarely by political boundaries. Regional park users very often cross political boundaries to enjoy park facilities and resources in nearby cities, counties and states. To enable a reasonable assessment regarding the adequacy of existing regional park facilities within Sacramento County it is therefore necessary to look at the broader region of which Sacramento County is a part.

The following information is extracted from a technical bulletin entitled Recreation Outlook in Planning District 3, published in 1980 by the State Department of Parks and Recreation. Planning District 3 includes Sierra, Sacramento, Placer, Nevada, Yuba, Yolo, El Dorado, and Sutter counties. The study provides valuable regional planning information on population, recreation demand and deficiencies, and recreation resources, facilities and trends of significance to Sacramento County.

\*Information extracted from State Parks and Recreation Information System (PARIS), 1974 American River Parkway Survey and facility manager interviews conducted by County Parks staff. (See Population Planning Considerations on page 10 of this report)

## Recreation Opportunities:

- \* Planning District 3's rich combination of natural, cultural, and historic resources make it a prime tourist recreation area.
- \* Major boating attractions in Planning District 3 are Folsom Lake, Lake Tahoe, the other Sierra Nevada lakes and reservoirs, the American River, and the Sacramento-San Joaquin river deltas. Folsom Lake provides power boating, sailing, and water skiing opportunities, while Lake Tahoe and the many smaller reservoirs and lakes in the Sierra Nevada provide excellent small craft boating opportunities. The lower American River is extremely popular for river float trips, while the Delta is popular for a variety of boating activities, including boat-in camping.
- \* Fishing is another favorite activity. Runs of salmon and steelhead in the Fall and Winter, and runs of shad and striped bass in the Spring, bring many fishermen to the Delta and the Sacramento and American rivers, while year-round fishing for catfish, crappie and other resident fish in the valley's smaller waterways is becoming increasingly popular. In addition, trout fishing in the Sierra streams, and shore and boat-fishing at the numerous foothill and mountain reservoirs, are very popular pursuits.
- \* Bicycling is increasingly popular near the valley's urban areas. The Jedediah Smith Memorial Bike Trail within the American River Parkway, is a heavily used recreation attraction.
- \* Although increasing numbers of people are using self-contained vehicles, there is still a large, unmet demand in Planning District 3 for developed campgrounds and picnicking areas. The least camping facility deficiency occurs in the mountain counties where the U.S. Forest Service administers a significant portion of the land area. The greatest deficiency for camping facilities occurs in Sacramento County, where the opportunities are limited and the population is the greatest.
- \* Hunting in the Fall and Winter has a special appeal. Hunting for pheasants, doves, and waterfowl is the main activity in the valley, while deer and bear hunting are popular in the mountains.
- \* OHV recreation is increasing in popularity, but indiscriminate use is causing environmental problems and conflicts with other recreationists. Although efforts are being made at the local, state, and federal levels to accommodate OHV use and reduce associated problems, there is still the need to provide additional OHV facilities, and to establish better control over existing OHV use.
- \* The City and County of Sacramento have developed a parkway along the banks of the American River, extending from Nimbus Dam to the junction of the Sacramento River. It provides the urban population with a natural area in which to pursue a variety of outdoor activities. Among the activities offered are fishing, boating, rafting, picnicking, nature study, hiking, horseback riding, and bicycling.

- \* Private Sector Recreation Opportunities in Planning District 3:  
In addition to public suppliers, there are many non-public organizations, associations, and special interest groups that provide opportunities for public participation in organized recreation activities. There are an unusually large number of interest group organizations in Planning District 3 - Little League, square dancing clubs, rockhound groups, sports car clubs, model airplane groups, etc. The Grange, Future Farmers of America, and the 4-H club provide social and recreation outlets for residents in the rural areas of Planning District 3.

The private sector provides recreation opportunities on more than 337,543 acres. Much of the acreage is accounted for by valley ranches and farms (used for hunting), and timberlands (used for camping, hunting, and picnicking). The private sector also provides marinas, a large number of which are located in the Delta.

#### Population Planning Considerations:

More than 80 percent of the Planning District 3 population is concentrated in the Central Valley. However, Sacramento, with a 1977 population of more than a quarter million, is the only city in the district with a population of more than 50,000. Most valley residents live in unincorporated areas. The population growth rate of Planning District 3 exceeds the average growth rate of the State. Department of Finance population projections indicate that this rapid growth rate will continue, with the greatest relative increases occurring in the Sacramento and Truckee-Tahoe areas.

Another population base that must be considered when discussing Planning District 3 is the San Francisco Bay Area, the second largest urban center and one of the fastest growing areas in the State. By July 1978 this area (State Planning District 4) had a population of nearly five million or 22 percent of the entire state population. Projections indicate a population approaching six million in the region by 1990. In contrast the population within the Sacramento region (State Planning District 3) is estimated at 1.2 million or 5.3 percent of the state's population. The significance of this very large neighboring population on recreation use and facilities in the Sacramento region should not be underestimated. The entire Bay area is within a one to four hour travel time from Sacramento. Past studies conducted by the State Department of Parks and Recreation indicate that an average of 38 percent of all recreation use is due to persons who have willingly travelled from one to four hours one way to reach their destination. This percentage of course varies with the type of recreation activity offered and decreases as required travel distance increases. Additionally it should be adjusted downward to reflect the effects of current high energy costs. Brannan Island State Recreation Area for example is located within the Delta community in Sacramento County and receives 86% of its use from the Bay Area and only 11% from the Central Valley. In addition a user survey conducted by this Department in 1975 indicated that 14 percent of all use within the American River Parkway comes from outside the County.

REGIONAL DEMAND AND FACILITY DEFICIENCIES IN SACRAMENTO COUNTY<sup>1</sup>

The Park and Recreation Information System (PARIS) is the primary information system used by the California Department of Parks and Recreation in its on-going recreation planning program. This computer-based data system includes three main elements: (1) a demand allocation subsystem which estimates potential demand measured in participation days and which takes into account the number of people, how often they participate in a recreation activity, where they live, their willingness and ability to travel, and the usability of the resource for a particular activity; (2) a supply subsystem consists of an inventory of public and private recreation areas conducted between 1974 and 1976; and (3) a deficiency analysis evaluation comparing potential demand for recreation with existing supply of facilities.

The PARIS data project a total recreation demand in Sacramento County of approximately 77.4 million participation days by 1990, an increase of 19 million (33%) over the decade. This figure indicates that recreation demand is increasing at an annual rate approximately 1.2 times greater than the population growth rate. Fifty-four percent of the increase is attributable to passive outdoor pursuits such as walking and driving for pleasure, picnicking, sightseeing, etc; twenty-five percent to physically active recreation such as outdoor sports, bicycling, and horseback riding; fourteen percent to water sports, i.e., swimming, water skiing, boating, sailing and canoeing; and five percent to back country recreation such as hunting, fishing, hiking and camping. (Refer to Exhibit 4)

Projected recreation facility deficiencies for Sacramento County are shown in Exhibit 5. PARIS calculates facilities deficits for the following four activity/facility groups.

<u>Facility</u>	<u>Use Standard<sup>2</sup></u>
Camping Units	8.5 Persons Per Camping Unit
Picnic Units	4 Persons Per Table
Boat Access Sites	4.21 Persons Per Slip for Mooring
	9.72 Persons Per Boat Access Parking
Miles of Trail	20 Persons Per Mile of Riding and Hiking Trail
	10 Persons Per Mile of Riding Trail

<sup>1</sup>Calculations of demand and facility deficiencies for Sacramento County include the private sector and neighborhood and community parks as well as regional park facilities. In addition deficiencies are based on PARIS inventories gathered five years ago in 1974-76.

<sup>2</sup>Standards used by the State Department of Parks and Recreation. Other standards would produce different results for deficit/surplus.

To determine the deficit or surplus of facilities the number of facilities needed to meet demand is compared to the number of existing facilities. The four types of facilities used in this analysis are those most often used by outdoor recreationists.

By far the greatest facility need in Sacramento County is for ~~camping units~~ with an existing deficit in 1980 of 1,344 units increasing to 1,882 units by 1990. In comparison to other counties in Planning District 3, Sacramento County has a relatively minor existing deficiency of 124 ~~camping units~~, however this deficiency is projected to increase to 709 by 1990. As with the camping units the miles of trail have substantial surpluses in the mountain counties but substantial deficits in the valley counties. Sacramento County has a deficit of 236 ~~miles of trail~~ in 1980 increasing to 373 by 1990. The one type of facility for which the PARIS data indicate a surplus in Sacramento County is boat access sites. However the "Boat Access Site" figures shown in Exhibit 5 represents totals for both ~~camping units~~ parking stalls required for boaters. More current inventories<sup>1/</sup> and studies<sup>2/</sup> conducted by the State Department of Boating and Waterways and by the Sacramento County Parks Department indicate an existing deficiency of 890+ boating berths in 1982 increasing to 1550+ berths by 1990. These same studies indicate a launching lane surplus of 9 lanes in 1982 becoming a deficiency of 4 lanes in 1990 and; an overall surplus of 380+ car/trailer stalls in 1982 (including both paved and unpaved parking) becoming a deficiency of 270+ stalls by 1990.

A survey conducted by the County Parks Department in March 1982 revealed an existing boating berth waiting list of 1900+ in Sacramento County. The survey includes the 600 slip Folsom Lake Marina which receives 75 percent + of its use from Sacramento County residents. A comparatively greater deficiency of berthing for the 24 to 36 foot length boats was indicated for which owners must wait an average of 5 to 7 years. Berthing deficiencies also exist for larger craft with waiting periods greater than 10 years.

The above regional information regarding boat access sites should be used cautiously when considering the potential of an individual project since such an evaluation is heavily dependent on local conditions. For instance the demand for slips in a given location will be greater if: rental rates are lower than for similar nearby facilities; if the distance and time of travel by the potential boater is shorter; if the facility has an off-river harbor and covered berthing; if the particular facility has other more pleasing environmental aspects, ie., facility appearance and orderliness, availability of conveniences, yacht club sponsored events, ease of access, quality services, etc.

<sup>1/</sup>Department of Boating and Waterways, Inventory of California Boating Facilities, November 1977; Sacramento County Assessors Office, Inventory of Boating Pleasure Craft Registered in Sacramento County. 1982 Boating Facilities Deficiency Survey for Sacramento County by County Parks Dept.

<sup>2/</sup>Boating Resources and Planning Study - 1973 (Ref. Data on Sacramento Basin) by A. Young and Assoc. for State Department of Boating and Waterways.

The above data on recreation use reflect a consumption or participation in terms of existing recreation opportunities. It is an expressed demand for recreation which describes what people do given existing conditions. However there is also a latent demand which should not be disregarded when assessing the need for additional recreational opportunities. Latent demand is the recreation demand inherent in the population, but not reflected in the use of existing facilities. Participation can be expected if adequate facilities, access and information are provided. Latent demand is the basis for the argument that supply creates demand. Although this type of demand is difficult to quantify and involves greater subjectivity, the assumption is that if a sufficiently diverse set of recreation opportunities (ie., camping units, picnic sites, bicycle trails, boating facilities, etc.) are made available to the large metropolitan population of Sacramento County that reasonable additional use of these facilities may be expected.

RECOMMENDATIONS

- \* Sacramento County policy for public acquisition of lands for regional recreation should be concerned with: acquisition of lands in underserved areas; acquisition of inholdings within existing recreation areas; acquisition of adjacent lands required to prevent severe impact on existing parks from outside sources; acquisition of lands required to protect endangered species; acquisition of lands identified as high priority for landscape preservation, where such lands are in imminent danger from adverse development; and acquisition of lands essential to providing access to public lands having high value for recreation.
- \* The County of Sacramento should continue its efforts to develop recreation facilities along the Sacramento River, particularly in the Northwest portion of the County to accommodate projected rapid growth in the South Natemas community area. In this regard County owned buffer lands adjoining the Metropolitan Airport and the Sacramento River should be investigated to determine regional recreation site potential.
- \* Sacramento County should cooperate with the National Park Service and other federal agencies to identify surplus military lands with high regional recreation potential at the Mather and McClellan airbases, and to develop these lands for public recreational use.
- \* Sacramento County should continue to work closely with the State Department of Parks and Recreation to improve its regional recreation off-highway vehicle facilities at Prairie City Off-Highway Vehicle Park. The concept and facilities at this park should be expanded beyond off-highway vehicle use to include a wide variety of mechanized recreation use which characteristically produce high noise levels such as quarter midgets, model airplanes, rifle range, etc., to respond more appropriately to regional demand.
- \* Sacramento County should continue to cooperate with State and Federal agencies in the joint effort to implement recommendations contained in the Delta Recreation Plan. In view of the major increases in population projected for the communities of South Sacramento and the Pocket Area, and the high wildlife, agricultural, flood control and recreation values identified within the nearby Stone Lakes Basin Area of the North Delta, Sacramento County should continue its efforts to acquire land in the North Stone Lake and Beach Lake areas and to identify and implement appropriate regional recreation use as demand requires.

- \* Due to projected major population increases in the South Sacramento and Pocket Area Communities, Sacramento County should continue to assess the recreation potential of the nearby Regional Sewage Treatment Plant buffer lands, make recommendations regarding the most appropriate regional recreation use and implement these recommendations as future demand requires.
- \* Sacramento County should give priority to development of regional recreation facilities which meet all or a majority of the following criteria:
  - 1) Facilities which help meet identified deficiencies and demonstrated need such as camping units, picnic areas, hiking and riding trails, and moorage and docking facilities.
  - 2) Facilities suitable to a regional park rather than a neighborhood or community park as identified in the Regional Park Classifications Section.
  - 3) Facilities which are not available at nearby sites or provided by other agencies or the private sector.
  - 4) Multi-use facilities which accommodate a maximum variety of recreational use during all seasons of the year.
  - 5) Facilities which minimize maintenance and operational costs.
  - 6) Facilities which have potential to generate revenues.
- \* In view of the increasingly limited revenues available for recreation facility development and operation, Sacramento County should encourage the private sector to develop and operate public recreation facilities where appropriate through leasing agreements and other mutually beneficial means.
- \* To provide accurate projections of existing and future recreation deficiencies and demand Sacramento County should cooperate more closely with the State Department of Parks and Recreation to insure that their PARIS recreation facility and land inventories remain current. In addition surveys should be conducted to enable a more accurate assessment on the effects of local recreation facility use by outside populations.
- \* To encourage greater use of its parks Sacramento County should initiate an on-going publicity program using the various media and any other means which will effectively inform the public of the variety, location, quality and advantages of the recreational experiences to be found in the Sacramento County Regional Park System.
- \* In cooperation with the City, Sacramento County should continue to implement recommendations contained in the Sacramento Bikeways Master Plan through appropriate and timely establishment of rights of way and development of off-street bikeways where indicated.
- \* Sacramento County should cooperate with the City and State to improve the open space aspects of the vehicular circulation system through tree planting and other appropriate landscaping means; and encourage the use of open space as a design element in conjunction with waiting stations along public transit routes.

- \* In cooperation with local park districts Sacramento County should recognize and implement recommendations contained in the Natural Streams Study. Acquisition costs of recreation trail rights-of-way along natural streams should be minimized by acquiring necessary land during subdivision map review proceedings and public resistance minimized by constructing trails concurrently with development and by appropriate planning, construction and location of trails.
  
- \* Due to projections of significant increases in population; the unpredictable and ever rising cost of land acquisition; and the potential for irretrievable loss of prime recreation open space lands resulting from rapid urban development, Sacramento County should continue to emphasize the acquisition of park land and consider recreation facility development only as future funding becomes available and demand requires.

**EXHIBITS**

<u>Facility</u>	<u>Acres Under County Ownership</u>	<u>Acres Maintained by County &amp; Under Separate Ownership</u>
1. Cliffhouse Fishing Access		2.0 (Wildlife Conservation Board)
2. Elkhorn Fishing Access & Boating Facility	2.34	7.7 (Easement - State of CA)
3. Elk Grove Park	89.21	36.96 (Elk Grove Rec. & Park District)
4. Georgianna Slough		2.2 (US Bureau of Reclamation)
5. Gibson Ranch	324.16	
6. Hogback Island Fishing Access		3.0 (Wildlife Conservation Board)
7. Indian Stone Corral	69.41 (Undeveloped)	
8. Prairie City OHV Park	836.0	
9. Rancho Seco		262 (Land) (SMUD) 160 (Water)
10. Sherman Island Fishing Access		5.0 (State Department of Fish and Game)
11. Southeast Florin Park	320.0 (Undeveloped)	
12. Stone Lake	1487.576 (Undeveloped)	589.554 (Land) 500.0 (Water Surface) (State Dept. of Fish & Game)
13. Cosumnes River Parkway	136+ (Undeveloped)	
	<u>3264.696</u> SUB TOTAL	
<u>AMERICAN RIVER PARKWAY</u>		
14. Capt. Tiscornia Park	12.25	6.35 (City of Sacramento)
15. Discovery Park	277.71	41.40 (US Bureau of Reclamation)
		<u>1619.16</u> TOTAL
16. Paradise Beach	45.45	
17. Campus Commons	79.69	
18. Howe Avenue Access	37.25	
19. Watt Avenue Access	61.09	
20. Waterton Access	.303	

AMERICAN RIVER PARKWAY

Acres Under  
County Ownership

21. SARA Park	8.73
22. Gristmill Dam Recreation Area	104.735
23. Arden Bar	285.264
24. C.M. Goethe Park	443.83
25. Sarah Court Access	2.40
26. Ancil Hoffman Park	392.518
27. Rossmoor Bar	620.97
28. Sacramento Bar	261.89
29. Lower Sunrise	189.59
30. Upper Sunrise	186.509
31. Sailor Bar	398.488
32. OTHER ACREAGE IN THE PARKWAY (including deeded property)	434.138

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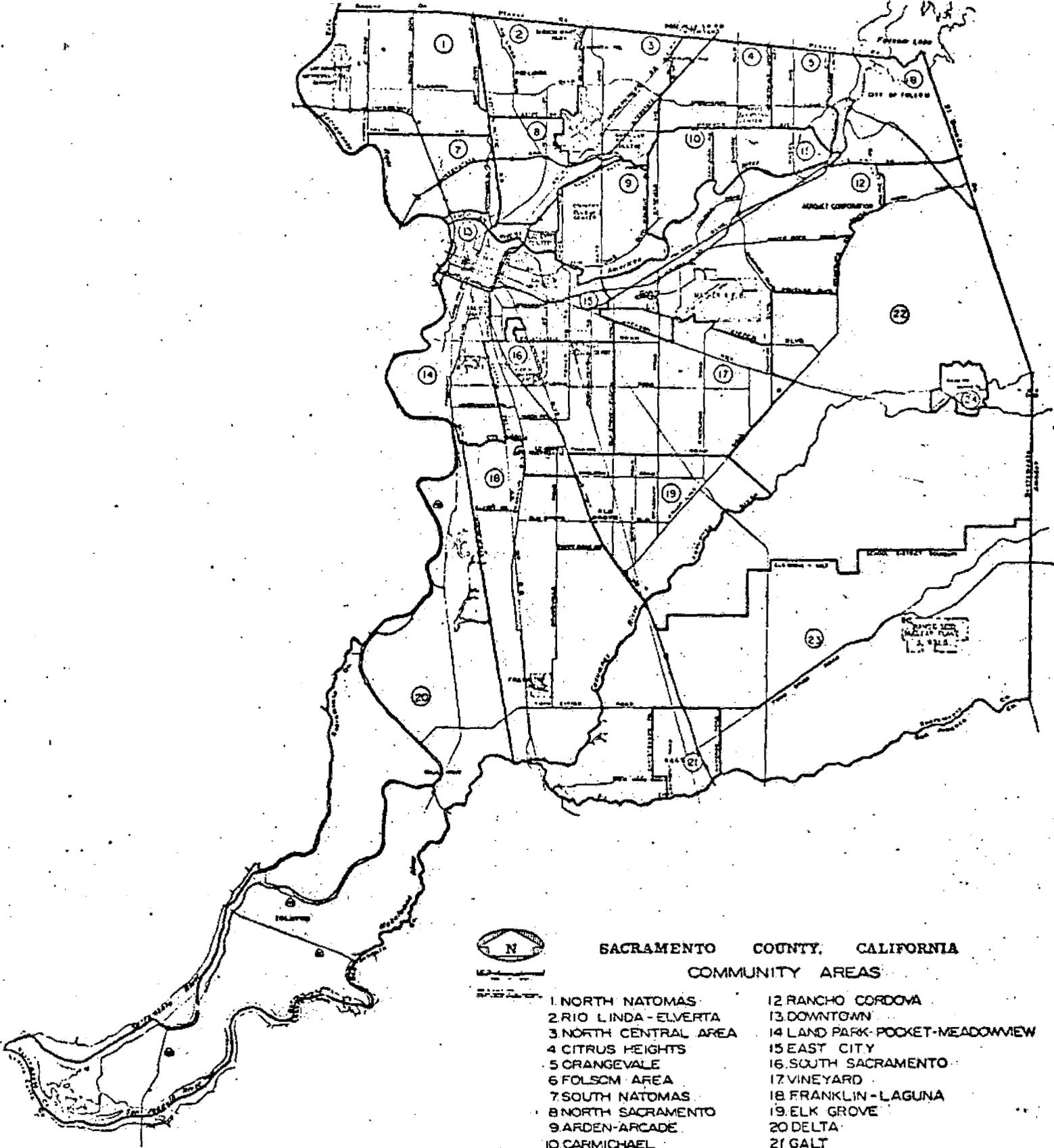
3,842.81 SUB TOTAL - American River Parkway

7,106.486 AC. TOTAL COUNTY OWNED PROPERTY

1,619.16 AC. TOTAL COUNTY MAINTAINED PROPERTY  
UNDER SEPARATE PUBLIC OWNERSHIP

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8,725.66 AC. GRAND TOTAL



SACRAMENTO COUNTY, CALIFORNIA  
COMMUNITY AREAS

- |                        |                                     |
|------------------------|-------------------------------------|
| 1. NORTH NATOMAS       | 12. RANCHO CORDOVA                  |
| 2. RIO LINDA - ELVERTA | 13. DOWNTOWN                        |
| 3. NORTH CENTRAL AREA  | 14. LAND PARK - POCKET - MEADOWVIEW |
| 4. CITRUS HEIGHTS      | 15. EAST CITY                       |
| 5. ORANGEVALE          | 16. SOUTH SACRAMENTO                |
| 6. FOLSON AREA         | 17. VINEYARD                        |
| 7. SOUTH NATOMAS       | 18. FRANKLIN - LAGUNA               |
| 8. NORTH SACRAMENTO    | 19. ELK GROVE                       |
| 9. ARDEN - ARCADE      | 20. DELTA                           |
| 10. CARMICHAEL         | 21. GALT                            |
| 11. FAIR OAKS          | 22. COSUMNES                        |
|                        | 23. SOUTHEAST                       |
|                        | 24. RANCHO MURIETA                  |

PREPARED BY THE SACRAMENTO COUNTY PLANNING DEPARTMENT - 12-12-75

# COUNTY PARK FACILITIES

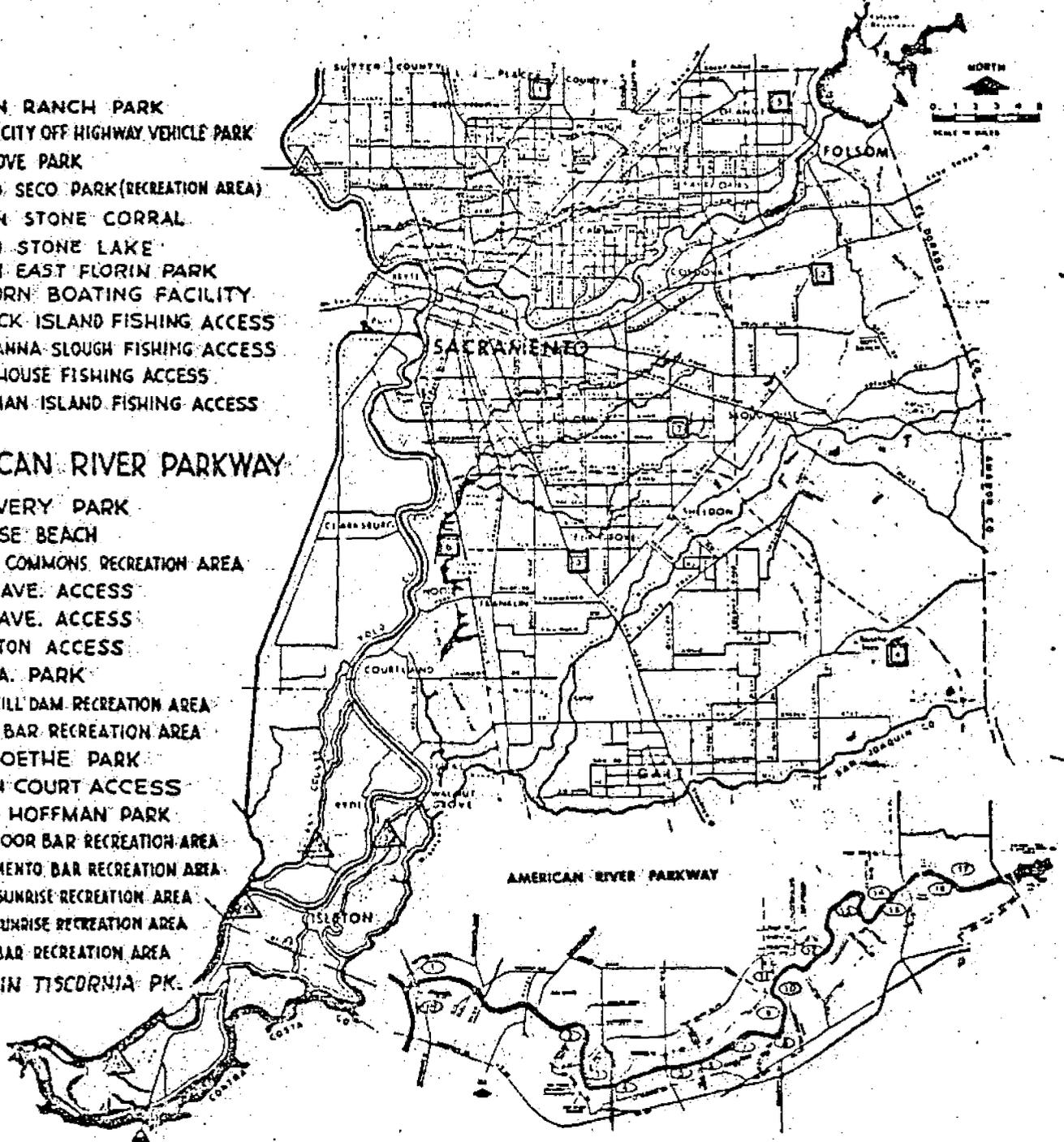
## PARKS AND RECREATION DEPARTMENT

### SACRAMENTO COUNTY · CALIFORNIA

- GIBSON RANCH PARK
- PRAIRIE CITY OFF HIGHWAY VEHICLE PARK
- ELK GROVE PARK
- RANCHO SECO PARK (RECREATION AREA)
- INDIAN STONE CORRAL
- NORTH STONE LAKE
- SOUTH EAST FLORIN PARK
- △ ELKHORN BOATING FACILITY
- △ HOGBACK ISLAND FISHING ACCESS
- △ GEORGIANNA SLOUGH FISHING ACCESS
- △ CLIFF HOUSE FISHING ACCESS
- △ SHERMAN ISLAND FISHING ACCESS

#### AMERICAN RIVER PARKWAY

- DISCOVERY PARK
- PARADISE BEACH
- CAMPUS COMMONS RECREATION AREA
- HOWE AVE. ACCESS
- WATT AVE. ACCESS
- WATERTON ACCESS
- S.A.R.A. PARK
- GRIST MILL DAM RECREATION AREA
- ARDEN BAR RECREATION AREA
- C.M. GOETHE PARK
- SARAH COURT ACCESS
- ANCIL HOFFMAN PARK
- ROSSMOOR BAR RECREATION AREA
- SACRAMENTO BAR RECREATION AREA
- LOWER SUNRISE RECREATION AREA
- UPPER SUNRISE RECREATION AREA
- SAILOR BAR RECREATION AREA
- CAPTAIN TISCORNIA PK.



ANNUAL DEMAND FOR OUTDOOR RECREATION ACTIVITIES  
 ALLOCATED TO COUNTY OF SACRAMENTO  
 (MILLIONS OF PARTICIPATION DAYS)

ACTIVITY	1970	1980	1990
<b>PASSIVE OUTDOOR PURSUITS</b>			
WALKING FOR PLEASURE	8.943	11.762	15.503
DRIVING FOR PLEASURE	7.272	9.536	12.585
PICNICKING	1.148	1.506	1.984
NATURE WALKS	.866	1.132	1.498
SIGHT-SEEING	3.575	4.691	6.174
ATTENDING OUTDOOR SPORTS EVENTS	2.493	3.262	4.312
ATTENDING OUTDOOR CONCERTS, DRAMAS	.266	.366	.458
TOTALS	24.548	32.235	42.513
<b>PHYSICALLY ACTIVE RECREATION</b>			
PLAYING OUTDOOR SPORTS, GAMES	7.753	10.189	13.465
BICYCLING	2.850	3.742	4.958
HORSEBACK RIDING	.568	.743	.989
TOTALS	11.171	14.673	19.412
<b>WATER SPORTS</b>			
SWIMMING	4.492	5.896	7.752
WATER SKIING	.681	.894	1.177
SAILING AND CANOEING	.174	.216	.300
BOATING	1.166	1.529	2.013
TOTALS	6.513	8.535	11.241
<b>WINTER SPORTS*</b>			
SNOW PLAY AND SLEDDING	0	0	0
SNOW SKIING	0	0	0
TOTALS	0	0	0
<b>BACK-COUNTRY RECREATION</b>			
HUNTING	.292	.379	.518
FISHING	1.010	1.324	1.750
HIKING	.192	.253	.331
ROCK CLIMBING*	0	0	0
CAMPING	.595	.767	1.008
TOTALS	2.000	2.723	3.607
<b>MISCELLANEOUS ACTIVITIES</b>			
	.379	.497	.654
GRAND TOTALS	44.690	58.664	77.427

\* ESTIMATES BASED ON EXTREMELY SMALL PER CAPITA ESTIMATES THAT MAY INCLUDE ERROR.

EXHIBIT 4

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Appendix A-5

Appendix D

RECREATION FACILITIES NEEDED TO ACCOMMODATE DEMAND BY COUNTY IN PLANNING DISTRICT 3

County	1980				1990			
	Camping Units	Picnic Tables	Boat Access Sites	Miles of Trail	Camping Units	Picnic Tables	Boat Access Sites	Miles of Trail
<u>Total Facilities Needed</u>								
El Dorado	1,407	1,667	1,503	341	1,059	2,214	2,104	453
Nevada	707	870	597	107	1,041	1,157	799	249
Placer	1,663	2,000	1,519	307	2,195	2,650	2,021	513
Sacramento	1,710	1,045	2,348	421	2,248	2,430	3,099	550
Sierra	462	727	361	133	612	970	405	177
Sutter	440	452	604	126	501	599	001	160
Yolo	1,101	1,360	902	266	1,447	1,793	1,290	353
Yuba	305	468	372	09	509	622	497	120
<b>TOTAL</b>	<b>7,955</b>	<b>9,309</b>	<b>8,366</b>	<b>1,950</b>	<b>10,492</b>	<b>12,435</b>	<b>11,104</b>	<b>2,591</b>
<u>Existing Facilities</u>								
El Dorado	3,904	900	1,493	391	3,904	980	1,493	391
Nevada	2,367	572	530	254	2,367	572	530	254
Placer	1,638	1,053	1,535	450	1,638	1,053	1,535	450
Sacramento	366	1,721	3,161	105	366	1,721	3,161	105
Sierra	779	123	10	326	779	123	10	326
Sutter	42	24	105	61	42	24	105	61
Yolo	361	207	100	12	361	207	100	12
Yuba	465	266	346	29	465	266	346	29
<b>TOTAL</b>	<b>9,922</b>	<b>4,946</b>	<b>7,368</b>	<b>1,700</b>	<b>9,922</b>	<b>4,946</b>	<b>7,368</b>	<b>1,700</b>
<u>Additional Facilities Needed</u>								
El Dorado	-0-	687	90	-0-	-0-	1,234	611	62
Nevada	-0-	290	67	-0-	-0-	505	269	-0-
Placer	25	947	-0-	-0-	557	1,597	406	63
Sacramento	1,344	124	-0-	236	1,082	709	-0-	373
Sierra	-0-	604	351	-0-	-0-	647	475	-0-
Sutter	390	420	419	65	539	575	616	107
Yolo	740	1,153	074	254	1,086	1,506	1,190	341
Yuba	01	202	26	60	44	356	151	91
Deficiency	2,587	4,443	1,827	615	4,100	7,489	3,790	1,037
Net Deficiency	-0-	4,443	990	242	570	7,489	3,736	803

EXHIBIT 5  
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Attachment E

REPORT FROM COUNTY AGRICULTURAL EXTENSION AND COMMISSIONER

Attachment E

Source: Sacramento County Agricultural Extension and Agricultural Commissioner

SACRAMENTO COUNTY IN PERSPECTIVE

CITY PLANNING DIVISION  
NOV 13 1984  
RECEIVED

Sacramento County lies in central California at the southern end of the Sacramento Valley. The county extends, with minor exceptions, from the Sacramento River on the west to the lower foothills of the Sierra Nevada on the east. The extreme southwestern portion of the county includes Sutter, Grand, Andrus, Tyler, Brannan, and Sherman Islands, which are within the region commonly referred to as the Sacramento-San Joaquin Delta. The land area is 985 square miles or 634,400 acres with 67% (422,156 acres) in farms, according to the 1982 census. The highest elevation in the county, southeast of Folsom is about 825 feet, and the lowest, in portions of the Delta area, is 10 to 12 feet below sea level. The American and Cosumnes Rivers, which flow through the county, empty into the Sacramento River or Delta channels within the county.

Sacramento climate is mild with normally warm, dry summers and wet December, January, and February. Prevailing winds are southerly with occasional strong northerly winds. The lowest minimum temperature recorded was 17 F. on December 11, 1932. Maximum temperature recorded was 117 on July 17, 1925. Normal winter temperature is above freezing and summer maximum temperature is in the mid 90 's. Mean rainfall is about 17.00 inches with a high of 36.35 inches in 1953, and lows of 4.71 inches in 1851, and 7.25 inches in 1976.

Water for irrigation, domestic use and industry is provided from both ground and surface sources. Reclamation Districts adjacent to the Sacramento River and comprising the islands of the Delta provide flood protection as well as irrigation and drainage services. Ground water pumping levels have declined about one foot per year with serious cones of depletion in the Elk Grove and Fair Oaks areas.

## THE SOILS

The soils of Sacramento County may be arranged into five groups called natural land divisions.

Alluvial Fan & Flood Plain	- 19% of the land area
Basin Soils	- 8% of the land area
Lower Terrace Soils	- 38% of the land area
Higher Terrace Soils	- 11% of the land area
Upland or Primary Soils	- 15% of the land area

Alluvial fan and flood soils occur along the American and Cosumnes Rivers, Dry Creek and immediately adjacent to the Sacramento River.

Basin soils occur in the flat depressions which parallel the Sacramento River, at the junction of the Cosumnes and Mokelumne Rivers, and in the Delta area. Historically, these two soil groups have produced the majority of the irrigated crops in the county.

The lower terrace soils, except for the Perkins series, contain hardpan layers from a few inches to several feet below the surface. Because of this restrictive layer, these soils are utilized for shallow rooted annual and perennial crops such as winter cereals, irrigated pasture, corn, Ladino clover for seed, and dryland range. These soils occupy a broad belt extending from north to south through the center of the county.

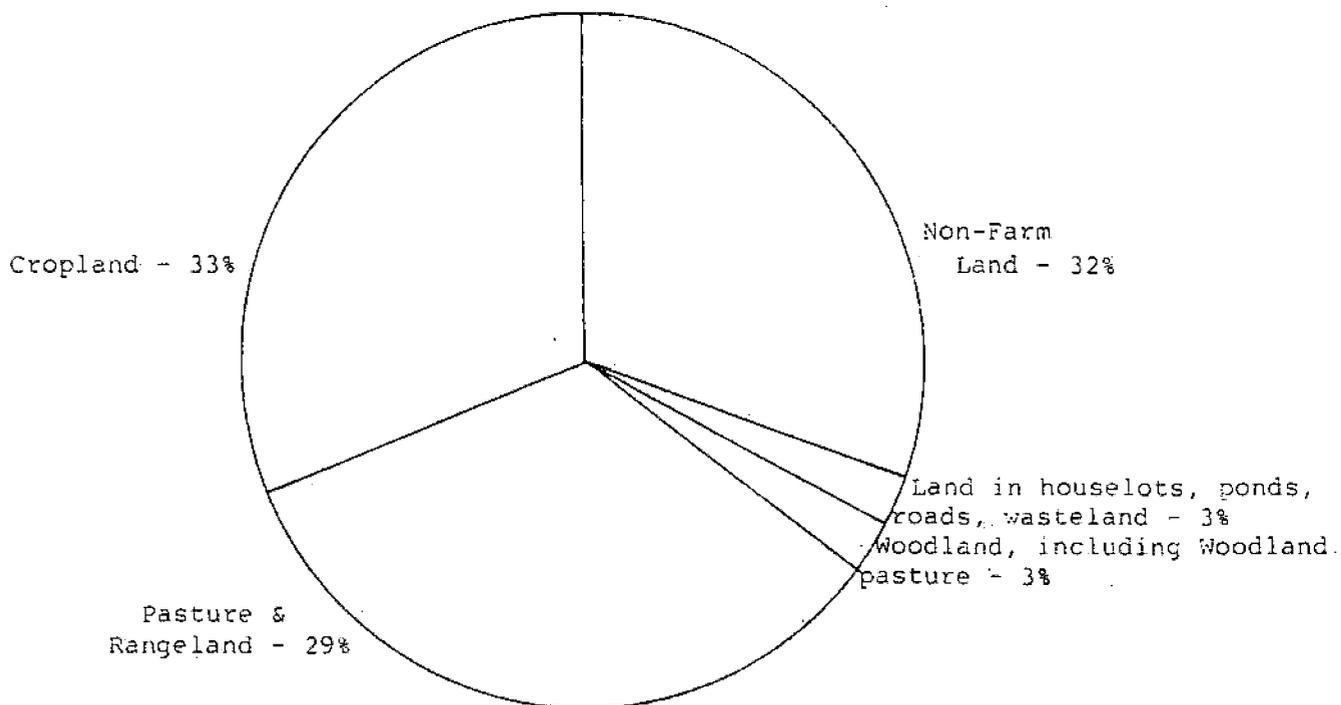
Higher terrace soils are located south of the American River in a belt between the lower terrace soils and the upland soils. This area is used for dryland range and pasture.

Upland or primary soils lie along the eastern edge of the county and south of the American River. Much of the area north of the American River had been cultivated at one time, but suburban housing developments have eliminated most of the farming in this area. The upland soils south of the American River are generally too steep to be irrigated and are utilized primarily for winter grazing.

SOME AGRICULTURAL STATISTICS - U.S. CENSUS

Use of the County's Land in 1982

Approximate Land Area: 623,936 Acres



	<u>1974</u>	<u>1978</u>	<u>1982</u>
All Farms - Number	1,412	1,483	1,845
Land in Farms - Acres	448,080	433,653	422,156
Total Cropland - Acres	218,868	233,991	203,673
Farms with Sales of \$5,000 or less	691	711	1,058

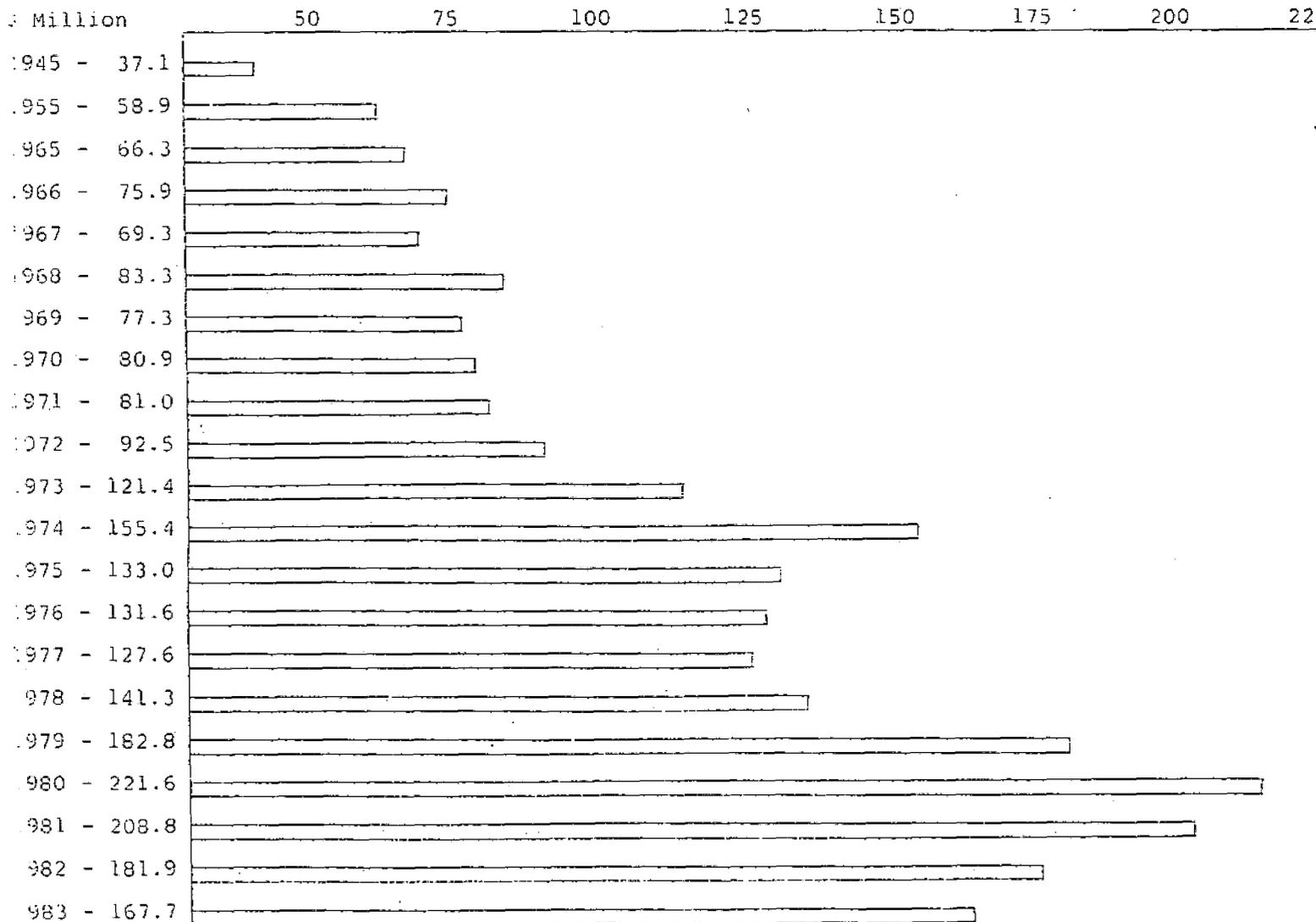
NUMBER OF FARMS BY SIZE - U.S. CENSUS

	<u>1974</u>	<u>1978</u>	<u>1982</u>
	<u>ALL FARMS</u>	<u>ALL FARMS</u>	<u>ALL FARMS</u>
1 - 9 Acres	232	326	581
10 - 49	508	523	661
50 - 179	317	286	262
180 - 499	174	163	164
500 - 999	74	85	85
1000 - 1999	61	53	47
2000 Acres or More	46	47	45

GROSS VALUE OF AGRICULTURAL PRODUCTION 1945 - 1983

Sacramento County Department of Agriculture

MILLIONS OF DOLLARS



TRENDS IN THE FRUIT AND NUT INDUSTRY

Fruit and nut crops account for approximately 10% of Sacramento County's agricultural income. Although a number of horticultural crops are raised in the county, Bartlett pears, for both fresh market and processing, account for over 80% of the income and acreage of these crops. Because of favorable climatic, soil and water conditions, the Sacramento River district is one of the leading pear producing areas in the United States.

The most dramatic shift in the fruit and nut cropping patterns has been the introduction of varietal grape production primarily in the cooler southeast portion of the county. Climatic and soil conditions in this area are similar to that of the Napa Valley and because of these conditions, quality wine grapes are produced.

SACRAMENTO COUNTY BEARING ACREAGE - PRODUCTION & VALUE  
(Sacramento County Department of Agriculture)

CROP	ACREAGE	1974		ACREAGE	1978		ACREAGE	1982	
		PRODUCTION TONS	\$ VALUE		PRODUCTION TONS	\$ VALUE		PRODUCTION TONS	\$ VALUE
PEARS	6,000	94,200	15,848,000	6,900	121,000	15,513,000	6,660	102,000	12,495,000
GRAPES WINE	257	2,380	345,000	3,300	20,180	4,258,000	3,410	10,200	1,836,000
WALNUTS	324	162	64,800	430	301	310,000	410	492	541,000
MISC.	167	-	81,000	280	-	210,000	270	-	275,000
TOTAL	-	-	\$16,338,800	-	-	\$20,291,000	-	-	\$15,147,000

## TRENDS IN THE LIVESTOCK INDUSTRY

Livestock and poultry products continue to produce about 1/3 of Sacramento County's agricultural income. Livestock effectively utilizes both dry and irrigated forage, primarily in that area south of the American River and east of Franklin Boulevard.

The dairy industry of the county is located mostly in the Elk Grove-Franklin-Galt triangle. Until recently it was based almost entirely upon pasture grazing but more dairymen are converting to drylot or modified drylot operation in order to maximize the utilization of feed production resources.

Virtually all Sacramento dairies are capable of producing class I milk for fresh consumption and normally market between 85% and 90% of their production as such. The surplus is manufactured into dairy products such as cottage cheese, butter, powder and ice cream. The high percentage of fresh market milk produced allows local dairymen to compete with other producing areas.

Beef cattle and sheep are an important segment of the livestock industry. One large and several small feedlots purchase feeders and fatten them for slaughtering. The majority of the cow and calf operations are located east of Highway 99 and use a combination of winter pasture in the valley, summer ranges in the Sierra, and irrigated pasture. Stocker operations primarily utilize irrigated pasture starting in March or April and are sold to feedlots in the fall.

The poultry industry continues to decline with only a handful of producers remaining.

### LIVESTOCK AND POULTRY PRODUCTS - PRODUCTION & VALUE (Sacramento County Department of Agriculture)

	1974		1978		1982	
	<u>PRODUCTION</u>	<u>\$ VALUE</u>	<u>PRODUCTION</u>	<u>\$ VALUE</u>	<u>PRODUCTION</u>	<u>\$ VALUE</u>
MILK MARKET	2,008,000 cwt	15,662,000	2,175,000 cwt	21,489,000	2,761,000 cwt	36,445,000
MILK MANUFACTURING	271,000 cwt	1,683,000	181,000 cwt	1,574,000	174,000 cwt	2,158,000
WOOL	161,000 lbs	106,000	122,000 lbs	87,800	110,000 lbs	77,000
EGGS	6,317,000 doz	2,931,000	1,035,000 doz	1,159,000	2,392,000 doz	1,244,000
TOTAL	-	\$20,382,000	-	\$24,310,000	-	\$39,924,000

LIVESTOCK & POULTRY PRODUCTION AND VALUE  
(Sacramento County Department of Agriculture)

	1974			1978			1982		
	NO. HEAD	TOTAL LIVE WEIGHT (CWT)	\$ UNIT VALUE	NO. HEAD	TOTAL LIVE WEIGHT (CWT)	\$ UNIT VALUE	NO. HEAD	TOTAL LIVE WEIGHT (CWT)	\$ UNIT VALUE
CATTLE & CALVES*	122,500	563,000	20,099,000	54,900	320,000	15,520,000	61,800	426,000	22,578,000
SHEEP & LAMBS	13,200	13,200	501,000	12,300	14,000	654,000	11,000	11,000	616,000
HOGS & PIGS	1,000	2,000	80,000	3,600	6,000	364,000	900	1,800	104,000
BROILERS & FRYERS	850,000	3,400,000	782,000	794,000	3,773,000	1,056,000	750,000	2,625,000	866,000
OTHER CHICKENS	85,000	318,000	22,000	104,000	421,000	38,000	32,000	128,000	9,000
OTHER LIVE-STOCK PRODUCTION	-	-	2,250,000	-	-	1,458,000	-	-	3,598,000
TOTAL	-	-	23,734,000	-	-	19,107,000	-	-	27,771,000

\*Includes feedlot, beef and dairy cattle.

## TRENDS IN VEGETABLE CROP PRODUCTION

Tomatoes for processing is the major vegetable crop produced in Sacramento County, normally 85% of the county's vegetable acreage and income is derived from this crop.

With the mechanization of tomato production, acreage has been relatively stable and has fluctuated only slightly because of contract prices. Well established growers in District 1000, the Cosumnes River and the Delta are the ongoing base for this crop. Sacramento County continues to be in the center of California's main processing tomato area with approximately 55% of California's production produced and processed within 75 miles of Sacramento.

A few very small family operated truck farms continue to operate within, or adjacent to, the City of Sacramento. These farms produce crops such as onions, squash, fresh market tomatoes and sweet corn for farm vegetable stands, the Sacramento Wholesale Produce Market or Certified Farmers' Markets.

Greenhouse vegetable production, primarily tomatoes and cucumbers, has been attempted in recent years but apparently with little economic success since no commercial operations were in production in 1982.

### VEGETABLE CROPS PRODUCTION AND VALUE (Sacramento County Department of Agriculture)

CROP	1974			1978			1982		
	ACREAGE	TONS PRODUCTION	\$ VALUE	ACREAGE	TONS PRODUCTION	\$ VALUE	ACREAGE	TONS PRODUCTION	\$ VALUE
ASPARAGUS	752	1,128	632,000	440	528	338,000	1,430	3,000	2,820,000
CABBAGE	110	1,980	178,000	20	340	47,600	33	528	90,000
LETTUCE	105	682	170,000	50	450	203,000	31	186	82,000
SQUASH	35	525	87,000	20	300	63,000	55	688	162,000
TOMATOES (Fresh)	110	2,750	550,000	10	250	75,000	28	644	264,000
TOMATOES (Processing)	7,600	161,000	9,257,000	7,790	194,750	10,614,000	7,800	187,000	10,472,000
MISC.	280	-	442,000	80	-	132,000	790	-	474,000
TOTAL	9,030	-	11,399,000	8,410	-	11,472,600	10,167	-	14,367,000

## TRENDS IN FIELD CROP PRODUCTION

Since World War II there had been a continual diversion of the acreage of winter cereals to spring and summer field crops. However, since 1972, because of higher prices and improved yield potential, wheat acreage has increased substantially. Much of the wheat acreage is now being raised on land that can be both drained during wet periods and irrigated if necessary.

Prior to 1972, these shifts from small grains came about because of (1) the need for higher income producing crops, (2) the development of new irrigated land, and (3) the loss of upland dry farmed areas to either urbanization or small suburban part-time farm or rural homesites.

Corn has become one of the major field crops in the county with over 59,000 acres planted for either grain or silage in 1982. Adapted varieties as well as improved fertilization, irrigation, weed control and pest control practices have combined to make corn a popular crop. Its adaptability to many different soil types has resulted in corn becoming an important rotational crop throughout the county.

The alfalfa hay acreage has decreased substantially during the past 10 years. The Egyptian Alfalfa Weevil has become a major economic pest, usually requiring at least one pesticide application for control and often causing reduced first cutting yield and quality.

The 23,600 acres of rice produced in 1982, reflected favorable prices and world demand. 1983 and 1984 acreages were substantially lower because of a decline in prices and government programs.

The irrigated pasture acreage of 35,000 in 1982, makes it one of the larger acreage "crops" in Sacramento County. The bulk of this acreage is located on the lower terrace soils which, with their restricted drainage, are well adapted to this use. These pastures also provide the base for the dairy, beef cattle, and sheep industry. Unless beef cattle prices strengthen substantially, the long-range outlook for irrigated pastures is a gradual shift to annual or perennial crops with a higher profit potential.

The long-term outlook for field crop production in the county is that total acreage will remain fairly constant as the result of strong local agricultural zoning, the California Land Conservation Act., and proposed statewide policies for the protection of agricultural land.

FIELD CROPS PRODUCTION AND VALUE  
(Sacramento County Department of Agriculture)

CROP	1974			1978			1982		
	ACRES	PRODUCTION TONS	\$ VALUE	ACRES	PRODUCTION TONS	\$ VALUE	ACRES	PRODUCTION TONS	\$ VALUE
BARLEY	9,070	19,954	2,494,000	4,880	9,270	974,000	900	1,530	161,000
SUGAR BEETS	3,500	71,365	3,240,000	3,100	68,000	1,745,000	3,200	80,000	2,560,000
FIELD CORN	56,000	196,000	25,480,000	49,900	204,590	19,436,000	59,000	230,000	23,460,000
CORN SILAGE	6,350	139,700	2,095,000	5,300	111,300	1,447,000	7,740	194,000	4,074,000
GRAIN SORGHUM	6,600	21,780	2,614,000	3,100	9,300	865,000	3,200	5,760	501,000
HAY, ALFALFA	10,800	75,600	5,292,000	6,500	45,500	3,185,000	6,800	34,000	3,162,000
HAY, GRAIN	8,300	16,600	830,000	12,700	25,400	889,000	10,700	26,800	1,072,000
HOPS*	1,000	1,686,000	1,416,000	1,450	2,059,000	1,977,000	580	1,102,000	1,928,000
OATS	1,500	1,875	253,000	2,300	920	90,000	890	801	96,000
PASTURE IRRIGATED	64,000	-	4,800,000	48,000	-	3,840,000	35,000	-	3,500,000
RANGE	147,000	-	1,029,000	130,000	-	520,000	104,000	-	832,000
RICE	11,500	31,625	7,590,000	13,000	34,000	5,100,000	23,600	82,600	11,564,000
SAFFLOWER	21,500	27,950	10,341,000	11,300	12,430	2,921,000	3,500	5,250	1,417,000
WHEAT	24,300	53,460	7,217,000	18,400	40,480	4,088,000	31,000	74,400	9,226,000
MISC.							1,400	-	700,000
TOTAL	400,930	-	23,487,600	390,510	-	35,403,000	334,000	-	48,844,000

\*Hops production per lbs.

MISCELLANEOUS AGRICULTURAL PRODUCTS

	1974		1978		1982	
	ACRES	\$ VALUE	ACRES	\$ VALUE	ACRES	\$ VALUE
Seed Crops	9,621	4,391,000	14,500	13,000,000	9,924	3,370,000
Apiary Products (Honey & Beeswax)	-	159,600	-	320,000	-	285,000
Nursery Products	343	6,021,000	540	4,782,000	680	14,732,000