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DEPARTMENT OF
PARKS AND RECREATION

CITY OF SACRAMENTO
CALIFORNIA

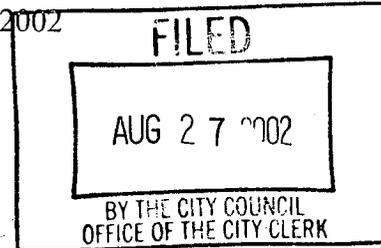
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PARK PLANNING, DESIGN
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August 17, 2002

City Council
Sacramento, California



Honorable Members in Session:

**SUBJECT: THE REGIONAL PARKWAYS FORUM: STRATEGIC FUNDING PLAN
FOR DESIGNATED OPEN SPACE/FLOOD CONVEYANCE CORRIDORS**

LOCATION AND COUNCIL DISTRICT: Citywide; All Council Districts

RECOMMENDATION:

This is an informational report. There is no staff recommendation.

CONTACT PERSONS: ROBERT G. OVERSTREET, DIRECTOR, 264-1190

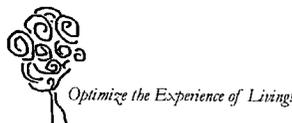
FOR COUNCIL MEETING OF: August 27, 2002

SUMMARY:

The Strategic Funding Plan is a product of the Regional Parkways Forum which is a partnership comprised of the Sacramento Area Flood Control Agency, the City of Sacramento Department of Parks and Recreation, the Sacramento County Department of Regional Parks, Recreation and Open Space, and the Water Forum. The purpose of the Strategic Funding Plan is to provide a framework for the Regional Parkways Forum to collaboratively pursue public and private funding for selected projects within six open space/flood conveyance corridors in Sacramento County. These corridors are the following: American River Parkway, Arcade Creek, Dry Creek Parkway, Magpie Creek, Sacramento River Parkway, and Ueda Parkway. Staff will report back on a future date with details on the projects, priorities, and implementation strategy.

COMMITTEE/COMMISSION ACTION:

The staff will seek out feedback and direction from the Parks and Recreation Citizens Advisory Committee (CAC) before reporting back to the City Council.



BACKGROUND:

The roles of local parks, water agencies, and flood protection entities have evolved substantially. Local park agencies are now commonly looked upon as stewards and interpreters of protected open space habitat. Agencies traditionally responsible for meeting regional water needs now give equal weight to protecting fish and aquatic habitat values. And flood control efforts have expanded their role to consider impacts on habitat and, when possible, incorporate non-structural measures such as open space preservation into the design of flood control improvements. Additionally, there is growing awareness that lands acquired for seasonal flood management purposes can also serve natural habitat and recreational uses. While these changes reflect added responsibilities, they also reflect increased benefits and uses for the public. This presents the important opportunity to create operational efficiencies and partnerships -- essentially, taking advantage of a shared vision and geographic and habitat links to achieve synergistic objectives.

The Regional Parkways Forum seeks to create an efficient, effective, collaborative means of securing funds for selected projects within six open space/flood conveyance corridors in Sacramento County. The Forum has met on several occasions to develop the Strategic Funding Plan which will serve as a vehicle for the Forum to identify and pursue funding for land acquisition, habitat enhancement, interpretive activities and public access improvements within the six designated areas. By developing and implementing this comprehensive funding plan, the Forum will use the strength of partnerships to advance selected projects aimed at furthering a shared vision for a more integrated regional approach to open space preservation and flood plain management.

The Regional Parkways Forum fully expects the interrelated projects on the Funding Plan to have significant regional impact. For example, the accumulative effects of projects along the American and Sacramento Rivers will strengthen and revitalize the community's relationship with Sacramento's rivers: The acquisition of property along the Rivers will provide additional access and recreational/interpretation opportunities; bank stabilization for Sand Cove and Discovery Park will protect habitat and cultural resources; the planning and development of Woodlake area will provide safe access; the development of the PG&E site at the new intake structure will provide important public recreation access and connection to the Sacramento River; and the acquisition of easements along the American River will link a series of parks while providing access to the City's urban core. These projects will provide the foundation for an urban regional parkways system based on the unique opportunities the American and Sacramento Rivers and their tributaries provide the Region.

The Sacramento Regional Trails Loop provides another case where the partnership of the Regional Parkways Forum can deliver projects of regional significance. The Dry Creek and Ueda Parkways, which are on the Funding Plan's project list, serve as two important links to this proposed multi-agency 70-mile trails loop that links the American River Parkway to the Folsom State Recreation Area, east/west trails through Placer County and the City of Roseville, the Dry

Creek Parkway, the Sacramento Northern Bicycle Trail, and the Ueda Parkway.

Currently, the six corridors addressed by the Regional Parkways Forum are The American River Parkway, Arcade Creek, Dry Creek Parkway, Magpie Creek, Sacramento River Parkway, and Ueda Parkway. The City projects that are included on the priorities list includes the PG&E site, Two Rivers Trail, Ueda Parkway, Sand Cove and Arcade Creek.

The Department of Parks and Recreation will explore the possibility of adding additional systems of regional significance to the Forum's list of open space/flood conveyance corridors. For example, the southern portion of the City offers great opportunities for open space and recreation trail connectivity through its numerous creeks including Laguna, Morrison, Jacinto, and Florin Creeks.

The Regional Parkways Forum uses its members' partnerships to take full advantage of funding opportunities to develop projects of regional significance. The Department of Parks and Recreation recognizes the value of the Forum's mission and goals and will explore ways to expand its geographical influence by reaching out to other jurisdiction to seek out partnership opportunities.

FINANCIAL CONSIDERATIONS:

Not applicable.

ENVIRONMENTAL CONSIDERATIONS:

Not applicable.

POLICY CONSIDERATIONS:

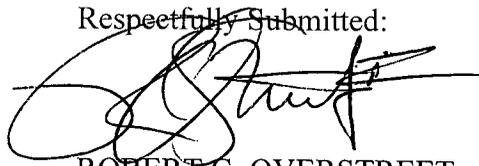
The Regional Parkway Forum is consistent with the City's strategic goals and objectives, particularly those pertaining to regional partnerships, open space, and quality of life.

ESBD CONSIDERATIONS:

Not applicable.

Strategic Funding Plan for Designated Open Space/Flood Conveyance Corridors
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Respectfully Submitted:



ROBERT G. OVERSTREET
Director

APPROVED:

ROBERT P. THOMAS
City Manager



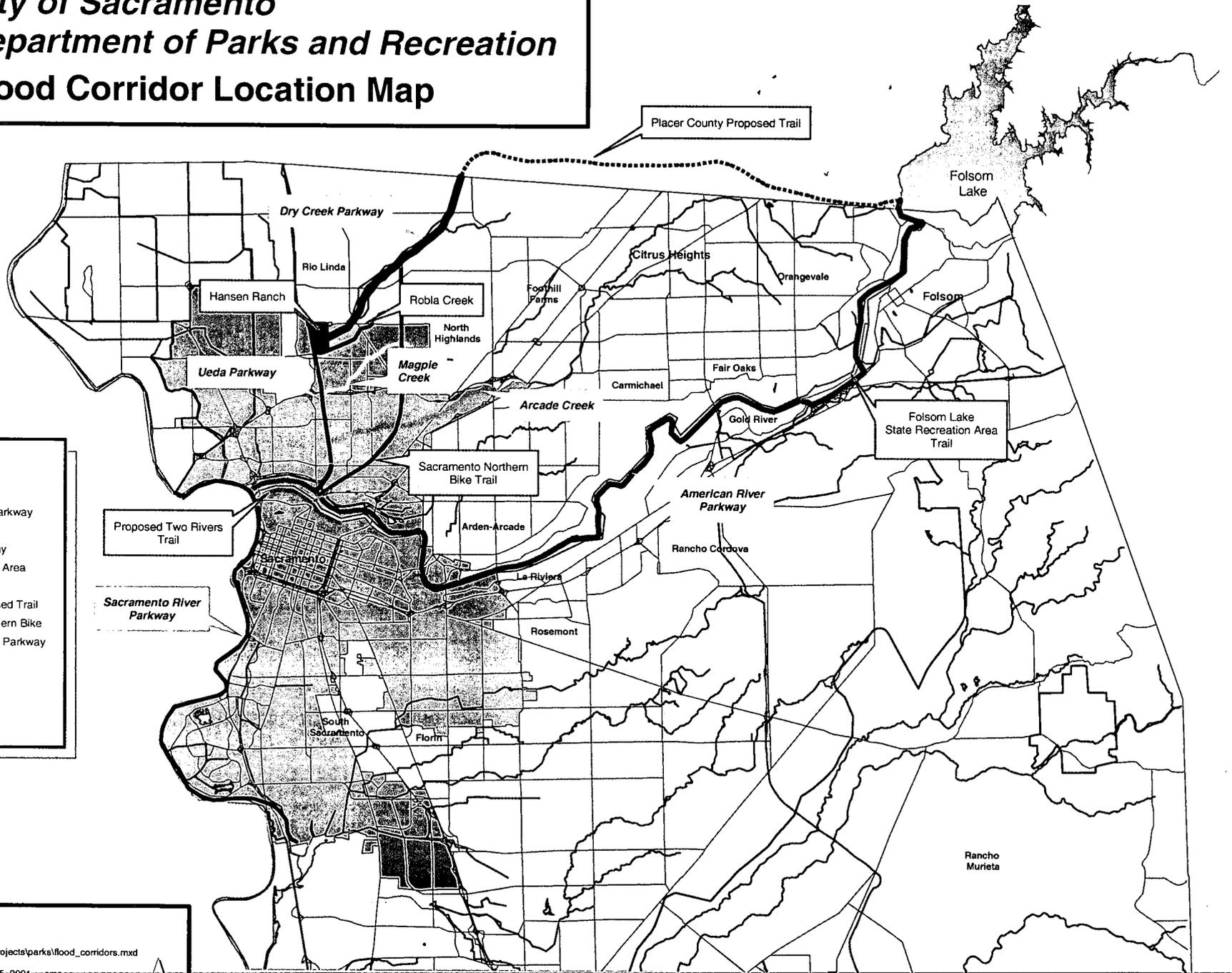
ATTACHMENTS:

Exhibit A: Executive Summary

Exhibit B: Corridor Location Map



City of Sacramento Department of Parks and Recreation Flood Corridor Location Map



Legend

Trail Name

- American River Parkway
- Arcade Creek
- Dry Creek Parkway
- Folsom State Rec Area
- Magpie Creek
- Placer Co. Proposed Trail
- Sacramento Northern Bike
- Sacramento River Parkway
- Two Rivers Trail
- Ueda Parkway

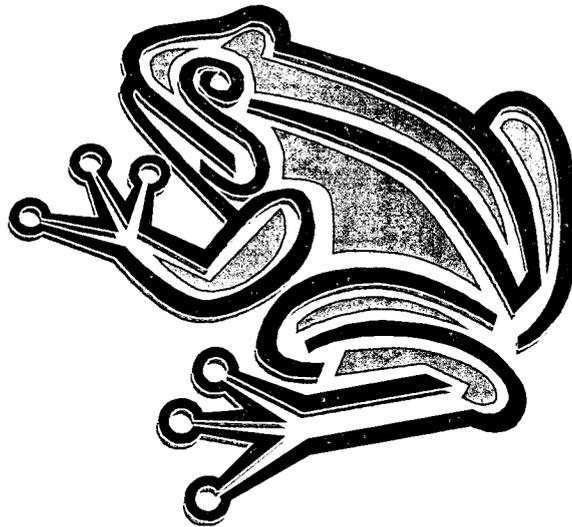
City

- Sacramento

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***A Strategic Funding Plan
For Designated
Open Space/Flood Conveyance Corridors***

Executive Summary
June 2002



Submitted By
The Regional Parkways Forum
A Partnership For Integrated Regional Open Space/Flood Conveyance Corridor Improvements
City of Sacramento, Department of Parks and Recreation
County of Sacramento, Department of Regional Parks, Recreation and Open Space
Sacramento Area Flood Control Agency
The Water Forum

Statement of Purpose

The purpose of the Strategic Funding Plan is to provide a framework for the Sacramento Area Flood Control Agency, the City of Sacramento Department of Parks and Recreation, the Sacramento County Department of Regional Parks, Recreation and Open Space, and the Water Forum to collaboratively pursue public and private funding for selected projects within six open space/flood conveyance corridors in Sacramento County.

Project Scope

Project Background

The Regional Parkways Forum (comprised of the Sacramento Area Flood Control Agency, the City of Sacramento Department of Parks and Recreation, the Sacramento County Department of Regional Parks, Recreation and Open Space, and the Water Forum) seeks to create an efficient, effective, collaborative means of securing funds for selected projects within six open space/flood conveyance corridors in Sacramento County. The resulting Strategic Funding Plan will serve as a vehicle for the Forum to identify and pursue funding for land acquisition, habitat enhancement, interpretive activities and public access improvements within the six designated areas. By developing and implementing this comprehensive funding plan, the Forum will use the strength of partnerships to advance selected projects aimed at furthering a shared vision for a more integrated regional approach to open space preservation and flood plain management.

The Funding Plan's geographic scope includes six corridors linked by common flood control, recreational trail, and habitat systems within the City and County of Sacramento. These corridors include:

- American River Parkway,
- Arcade Creek,
- Dry Creek Parkway,
- Magpie Creek,
- Sacramento River Parkway, and
- Ueda Parkway.

Using existing planning documents, the Forum developed an initial list of projects based on funding needs, project readiness, administrative support, availability of matching resources, and funding potential.

The project categories include:

- Access,
- Acquisition,
- Habitat enhancement,
- Interpretation, and
- Planning.

Research was undertaken to determine likely funding sources for the initial list of selected projects, and discussions with prospective funders ensued. Efforts also focused on improving the competitive nature of projects by exploring the prospect of “packaging” related projects. Management and administration guidelines for the collaborative funding activity were also developed. The Plan is envisioned to serve as an aide in securing funds for both immediate and long-term projects, and also considers the long-term maintenance and operation of candidate projects. Consequently, the Plan may be amended or augmented periodically to take advantage of new or changing funding opportunities, or changes in project priorities.

Defining a Shared Purpose

The range of responsibilities carried by each of the four Forum partners has clearly evolved over the last decade. In the past, flood control efforts focused exclusively on the management of storm waters, and relied heavily on structural means to achieve controls and implement safeguards. Local park agencies were largely seen as providing play fields, managed green spaces, related resources and services. Local water agencies pursued their needs in a disjointed manner without a shared commitment to preserving the environmental and recreational values of the region’s water bodies. However, as our population expands, as population centers become more dense and complex, and as our understanding of the natural sciences grows, Sacramento City and County Parks, the Sacramento Area Flood Control Agency, and The Water Forum have evolved new approaches to project and resource management.

Local park agencies are now commonly looked upon as stewards and interpreters of protected open space habitat. Plans for meeting regional water needs give equal weight to protecting fish and aquatic habitat values. And flood control efforts now carefully consider impacts on habitat and, when possible, seek to incorporate non-structural measures such as open space preservation into the design of flood control improvements. Additionally, there is growing awareness that lands acquired for seasonal flood management purposes, can also serve natural habitat and recreational uses. These added benefits and uses not only enhance the return on the public’s investment, but provide important opportunities to create operational efficiencies and partnerships -- essentially, taking advantage of a shared vision, and geographic and habitat links to achieve synergistic objectives.

Balancing Forum Resources

There are essentially two types of resources playing prominent roles in the Strategic Funding Plan. The first is the publicly owned real property with its increasing values, multiple demands and complex regulations guiding the management and uses. The second are the fiscal and staff resources allocated to improve, manage and protect these sites. The partnership created by the Strategic Funding Plan will help ensure that limited fiscal and staff resources are allocated in a manner aimed at achieving the greatest possible benefit. In particular, the Funding Plan’s efforts focus on projects that alone may not justify an entity’s expenditure, given other more pressing needs; but, when

viewed in a larger context and with additional partners, selected projects may become more feasible.

Project and Geographic Links

The Strategic Funding Plan's six open space/flood conveyance corridors were selected based on their links as a common system in the areas of flood control, recreation, and aquatic and terrestrial ecosystems. All six sites are:

- Hydraulically connected within a 5-mile geographic radius;
- Support or have the potential to support the same aquatic and riparian species;
- Part of or connect to an emerging regional trails loop; and
- Share a common flood control drainage system.

The agencies and stakeholders with management and regulatory jurisdiction for these sites also share overlapping visions, goals and challenges. By working together on related projects, the agencies, stakeholders and communities they serve will benefit from a more efficient, integrated approach to project development, maintenance and operations.

Building Partnerships

Innovative and creative partnerships are a necessary and positive means of creating a healthy vision and ensuring that the vision is realized. Partnerships among agencies, nonprofits and other stakeholder groups are an important means of "thinking outside the box" and creating innovative solutions to help meet community needs. The Strategic Funding Plan seeks to capitalize on the benefits of partnerships, and encourage participants to stretch the normal boundaries of service delivery, shared resources, community investment and entrepreneurial solutions to help develop projects that are "greater than the sum of their parts."

By assessing each partner's resources and areas of expertise, improved collaboration is inevitable. Drawing upon one partner's engineering experience in seeking solutions to bank stabilization issues, and another partner's experience with law enforcement ranger services to help ensure both park visitor and resource safety, are just some examples.

Project Methodology

The Strategic Funding Plan was developed through a process that considered five primary elements aimed at integrating strategic planning with the interconnected geography, resources and visions of the Forum partners:

1. In developing the *project scope and needs assessment*, Forum partners' staff relied on existing planning documents to establish project parameters and identify candidate projects.
2. The mutually derived *vision and strategy* elements considered the Forum partners' individual and collective missions, and focused attention on specific synergistic projects.
3. The *action plan* consists of research and dialogue to determine likely funding sources, and helps define specific strategies that may be pursued in order to secure targeted project funding.
4. *Plan implementation* describes the process for determining which entity or nonprofit will sponsor a project's funding application; and for establishing other areas of project responsibility in terms of planning, construction, maintenance and operations.
5. Anticipating success, the *updates and amendments* process provides opportunities to add or remove projects from the list, and to amend the strategy to accommodate ever-changing needs and the availability of funding resources.

Through this process, the Forum acts as the "driver," providing guidance, seeking input and feedback from stakeholder groups, in monitoring the progress of the Plan, and implementing appropriate changes.

I. Project scope and needs assessment

The Forum reviewed the current resources, services and facilities within each of the six open space/flood conveyance corridors, and compiled information from existing planning documents on project needs. Through a process that considered each partner's mission, the full range of site needs, and the potential funding resources, the following Goal and Project Guidelines statements were developed to help ensure overall balance and benefit to each of the Forum partners:

Goal

The goal of the Strategic Funding Plan (“SFP”) is to use collaborative partnerships, comprised of local, state and federal agencies and community stakeholders, to secure funds for projects that meet the following guidelines:

Guidelines

Project selection is based on the following:

1. Project is habitat enhancement, interpretation, land acquisition, public access and/or planning within at least one of the six designated open space/flood conveyance corridors;
2. Project would further the mission and objectives of each of the Forum partners;
3. Project has broad-based community and multi-agency support;
4. Project is generally considered eligible for public or private funds, and is not expected to be directly funded (versus compete for funds) by a partner’s governing body;
5. Staff and resources are available for (a) technical assistance with funding application, (b) timely implementation of the project in accordance with funding requirements, and (c) long-term stewardship; and
6. Sponsoring partner can meet match requirements.

II. Vision and strategy

With guidelines in place and project lists developed, the Forum then considered the inter-relationship of the six open space sites, particularly related to habitat management, public access, recreational uses, and interpretation. With discussions focused on determining what projects meeting the guidelines would benefit both neighborhoods and the region, several projects providing either direct or indirect benefits surfaced as likely candidates for the initial phase of the SFP’s Action Plan.

III. Action plan

Additional follow-up was then required for the initial list of candidate projects to determine project readiness, likely partners, possible funding programs, the availability of matching resources, and means of providing for the long-term maintenance and operation. Through this activity, it was determined that several worthy candidate projects would require more concept development (i.e. planning), staff or funding resources, or other elements before funding could effectively be pursued.

**A Strategic Funding Plan
For Designated Open Space/Flood Conveyance Corridors**

Project summary descriptions were developed for the selected candidate projects ready for funding. Research was conducted to determine possible funding sources, discussions and analysis were then used to help determine required actions and timelines necessary to compete or otherwise pursue project funding. The results of the discussions and research are summarized in the Project Funding Action Plan Chart.

IV. Plan implementation

The Forum clearly recognize that pursuing the SFP's recommendations requires that the partners work together, in advance, to determine who will provide both the short- and long-term support required of any project. Prior to undertaking efforts to secure funds for any project, the Forum partners will have determined how best to accomplish the range of tasks required to see a project successfully designed, constructed, managed and protected through to the long-term. This process for working out the short-term and long-term project management details in advance is aimed at providing a more cohesive, efficient, regional approach to open space management, providing opportunities for partners to share their strengths, while drawing on the support and strengths of their allies.

V. Updates and amendments

In order to sustain the long-term benefits of the SFP's collaborative partnership, the Forum partners will periodically review the Candidate Project List and Project Funding Action Plan Chart to remove or modify project details as appropriate, and add new candidate projects. Priority Projects that may not have been ready to move forward because of the need for plans, match sources, short- or long-term management strategies, etc. may be added as the project concept and readiness evolves. New projects meeting the selection guidelines and readiness requirements may also be added to the Chart at the Forum's discretion.

The Strategic Funding Plan is intended to provide a means of securing funds for a broad-range of projects within the six open space flood conveyance corridors. While the Plan describes the general scope, guidelines and process for the collaborative pursuit of funds, the Forum may consider process or guideline improvements, or changes in the scope from time-to-time. Such changes may be incorporated into the Plan as amendments.

**The Regional Parkways Forum Partners
and
Their Collaborative Role**

The Forum Partners

The four entities participating in the development of the Strategic Funding Plan came together in recognition of the convergent missions, adjoining jurisdictions, and anticipated community benefits that would result from this partnership. While each entity has a mission separate and distinct from the others, overlapping objectives provide an opportunity for the efficient utilization of resources to achieve mutually beneficial goals. Collectively, the Forum partners also represent and have established working relationships with a broad-range of community groups and local, state and federal agencies.

The Forum partners' missions are as follows:

City of Sacramento, Department of Parks and Recreation: City Parks' serves over 407,000 residents by providing programs and facilities, and preserving open space and urban forests. City Parks' facilitates a wide-range of recreational programs, events and classes for seniors, children, individuals with disabilities, teens and adults throughout the city at neighborhood parks and community centers. City Parks' is committed to the preservation and enhancement of community centers, neighborhood parks, open space and urban forests to improve the city's environment and optimize the experience of living.

County of Sacramento, Department of Regional Parks, Recreation and Open Space: County Parks was established in 1959 with acquisition of land now known as the American River Parkway. Since that time, the County has acquired over 11,000-acres of preserved wildlife habitat, recreational and cultural resources of regional significance. Now serving a population of over 1.2 million, Sacramento County Parks seeks to acquire, protect, interpret and enhance park, recreation, historic and open space resources as a means of improving the quality of life for all.

Sacramento Area Flood Control Agency: A joint-powers agency formed in 1989, SAFCA member agencies include Sacramento and Sutter Counties, the City of Sacramento, the American River Flood Control District and Reclamation District 1000. SAFCA's mandate is to protect life, property, watercourses, watersheds and public highways from flood and storm waters, in a manner that provides for the optimum protection and enhancement of the natural environment.

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A Strategic Funding Plan For Designated Open Space/Flood Conveyance Corridors

The Water Forum: The Water Forum is a diverse group of over 40 business and agricultural leaders, citizens groups, environmentalists, water managers and local governments in the counties of El Dorado, Placer and Sacramento. Since 1993 the Water Forum has used an innovative process known as interest-based negotiation to discuss and seek resolution of current issues resulting from the expanding water needs of a rapidly growing urban area. Through implementation of seven agreed upon elements, the Water Forum seeks to:

- Provide a reliable and safe water supply for the region's economic health and planned development to the year 2030; and
- Preserve the fishery, wildlife, recreational, and aesthetic values of the Lower American River.

Other Stakeholder Participation

The Forum clearly recognizes that for any project idea to successfully move forward it must have broad-based community support. Toward that end, as projects listed in the SFP move forward, community, multi-agency and other stakeholder input will be sought in the manner typical of public projects. Where appropriate, the support and active participation of other public and nonprofit partners (outside the Forum) will be sought. Any project included in the SFP will certainly comply with all planning, permit and other review requirements expected of public projects.

Relationship to Other Plans

The strength behind the Strategic Funding Plan is *coordination*; assessing the Forum partners' visions, goals and current status; establishing priorities and then moving forward – together. Assessing the various plans that hold the visions and management policies for the six sites is crucial. In selecting projects for the SFP's initial funding efforts, numerous plans were reviewed, discussed and considered, including: the American River Parkway Plan, American River Parkway Financial Needs Study, the Floodway Management Plan, the draft River Corridor Management Plan, the draft Dry Creek Parkway Recreation Master Plan, Opportunities and Constraints / Hansen Ranch Master Plan, the Sacramento River Greenway Draft Plan, the Sacramento River Parkway Plan, the North Sacramento Community Plan, Sacramento County Parks' Interpretation 2000, the Magpie Creek EIR, and the Ueda Parkway Negative Declaration.