



July 23, 1982

Sacramento Area Council of Governments

Suite 300, 800 "H" Street
Sacramento, California 95814
(916) 441-5930

Mailing Address:
P.O. Box 808
Sacramento, California 95804

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- City of Davis
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- City of Woodland
- Yuba County
- City of Marysville
- City of Wheatland

Honorable Mayors and Councilpersons
of Member Cities

Honorable Chairpersons and Supervisors
of Member Counties

Members in Session:

I am pleased to present for your review a report, SACOG in the 80's, that describes important new services and roles that will make our agency more directly useful to all member Cities and Counties. This report is a refined and much more detailed version of one you reviewed earlier this year.

By approving the report, the SACOG Board of Directors is inviting you to use our staff to directly assist your jurisdiction in any of a number of suggested ways: technical planning assistance, grant writing assistance, graphic or data processing services.

SACOG staff is available to discuss the report and possible services with you and, in many cases, will be arranging to be placed on an upcoming agenda. In any event, we are anxious to receive your comments on the new ideas and services described in the report by early September.

If you have any questions, please contact Jim Williams or Gary Stonehouse of the SACOG staff.

Sincerely,

ROBERT N. BLACK
Chairman

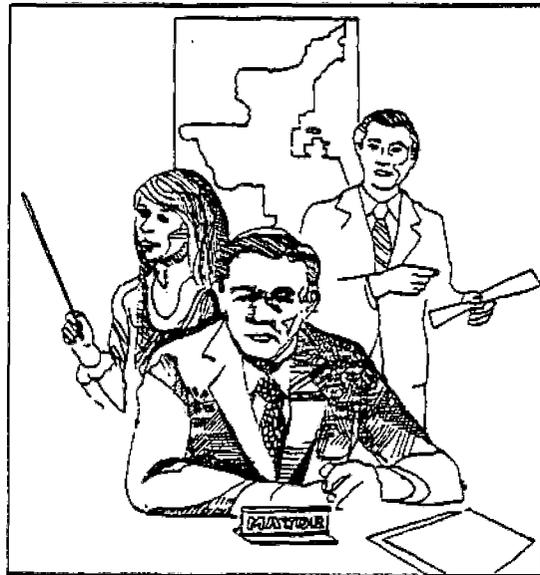
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AUG 3 1 1982

SACOG IN THE 80's

A Program To Serve Cities And Counties



Sacramento Area Council Of Governments.
Approved July 15, 1982



The Sacramento Area Council of Governments (SACOG) is an association of local governments formed by four counties and fourteen cities. SACOG serves the entire Counties of Sacramento, Sutter, Yolo and Yuba and the Cities of Lincoln, Rocklin and Roseville in Placer County. The Counties of El Dorado, Nevada, Placer and Sierra, and the cities therein, are added for criminal justice planning. SACOG is the successor agency to the Sacramento Regional Area Planning Commission (SRAPC).

SACOG is governed by a Board of Directors composed of County Supervisors or City Councilpersons, appointed by the member jurisdictions. The Board is advised by several policy and technical committees. A full time staff is employed to implement Council policies and work programs as well as coordinate the efforts of consultants who are retained to augment the staff's efforts.

SACOG serves as an advisory agency to local government on matters of interjurisdictional concern, and has developed a comprehensive planning program in the areas of transportation, housing, water quality, land use and air quality.

MEMBER CITIES AND COUNTIES

SACRAMENTO COUNTY

City of Sacramento
City of Folsom
City of Galt
City of Isleton

YOLO COUNTY

City of Davis
City of Winters
City of Woodland

SUTTER COUNTY

City of Yuba City
City of Live Oak

YUBA COUNTY

City of Marysville
City of Wheatland

City of Lincoln (Placer County)
City of Rocklin (Placer County)
City of Roseville (Placer County)

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Preface

The Board of Directors of the Sacramento Area Council of Governments is redirecting and rededicating its staff, resources, and work program to provide additional, broader, and more direct service to its member Cities and Counties. The Council's traditional focus on meeting State and Federal mandates and requirements has been superseded by a commitment to provide affordable, high quality services at a time when City and County resources are at a premium. This report charts carefully developed new roles and new programs for the current decade.

INTRODUCTION

Changing Trends

The Region is changing. Growth and development are not following the plans that were developed in the 1960's and 1970's. Industrial development is being proposed and is occurring in areas previously considered for farm land. Highways long planned have been exchanged for new transit modes. Single-family housing construction has come to a virtual standstill while developers and the building industry move to higher density developments.

These changes in what was expected to occur in the 1980's are matched by the most sweeping change in government organization since the great depression of the 1930's. Reduction in Federal responsibilities, budget cutbacks, block grants, and changing state-local responsibilities are the new themes in government.

Furthermore, speakers at the recent SACOG workshop on "Strategies for Local Government Survival in the 80's" indicated that Cities and Counties are last in line for continued funding from the Legislature.

Clearly, local government is in a time of change and challenge, as is the Sacramento Area Council of Governments (SACOG).

"The basic challenge facing SACOG and its member jurisdictions is molding this change into an agency program that stresses activities that can be done better collectively than individually, and results in products that are useful to Cities and Counties," says Dwane Milnes, City Manager of Yuba City.

Purpose of the Report

This report represents a plan for a new direction for SACOG in offering new services to its member Cities and Counties. The report has been prepared with the direction of the SACOG Committee on Organization with extensive input and review by City Councils, Boards of Supervisors, and City and County staff.

In considering possible changes to the SACOG program, the Committee developed a set of principles to guide all SACOG activities. This final report presents those principles for adoption.

This report also presents a list of programs and services that SACOG could offer if there is enough demand. Some of the new services are being recommended for testing in the next few years; others are unscheduled. Each year, the SACOG Board of Directors will review this list and will consider activating new projects or retiring projects that are not adequately supported by the Cities and Counties.

THE DIRECTION FOR SACOG IN THE 80'S

In the 1980's, the Sacramento Area Council of Governments will strive to provide a broad range of direct services to its member Cities and Counties. In all its activities, SACOG will strive to develop materials that are immediately useful to its membership. In its planning program, SACOG will strive to develop bridges of understanding, communication and cooperation throughout the Region.

SACOG is consciously moving away from its traditional role of preparing areawide plans and programs that meet a state or federal requirement. In spite of this shift, SACOG expects to expand and highlight its function as a forum for discussions of important regional issues.

The new SACOG program emphasizes providing direct services to Cities and Counties at attractive prices. These services include planning assistance, personnel recruitment activities, data processing, even joint purchasing arrangements. The agency is offering itself as a full service agency. The agency knows full well that the success of this new direction requires that SACOG programs are better in quality and cheaper in cost than other sources can provide. The SACOG Board and management staff are laying careful plans to see that these criteria are met.

The Board has also approved the following basic principles:

- SACOG will concentrate its efforts on activities that provide useful products and services to member Cities and Counties.
- SACOG will provide information and assistance to member Cities and Counties in areas of existing staff expertise and will train or retain skilled staff as appropriate for new service programs.
- SACOG plans and programs will reflect the desires of its member agencies, will describe regional goals, and will outline inconsistencies.
- SACOG is frequently required to develop materials entirely because of State or Federal mandates and with little local benefit. SACOG will undertake such projects with the minimum required effort.

THE PROGRAM

NOW - Changes for the 1982/83 Year

While this report contains program possibilities for the rest of the decade, the SACOG Board and staff intend to pursue the new program directions immediately. The preliminary SACOG work program for the 1982/83 year contains aspects of the new programs. It is important to note that the SACOG program for the 80's affects not only what the agency does, but how it develops and then uses documents.

Beginning in July, 1982, SACOG will expand its program of communicating with the Cities and Counties. During the year this program will include newsletters, staff presentations, workshops, and other activities to help Councilpersons and Supervisors better understand the programs and issues that SACOG is studying, and the services the agency can provide.

The new agency direction has also led to an examination of the current staff organization to see if certain structural changes could allow the agency to be more responsive and more flexible in carrying out the work program. Because of the continual program changes anticipated in this report, this staff organization re-evaluation may become a regular part of the development of the annual work program.

Finally, SACOG is developing a new quality control procedure and standards. The Board recognizes that, in order to maintain the support of Cities and Counties, SACOG services must be consistently of very high quality.

New or significantly revised programs are highlighted within this report with an asterisk in the left margin.

Technical Assistance Programs

Since 1970, SACOG has made its staff available to work on special projects requested by a City or County. Most often these projects have involved the preparation of a general plan element or other plan document.

For the 1982/83 year, the SACOG Board has decided to provide a 20% discount on technical assistance services to Cities and Counties up to a total SACOG cost of \$20,000.

Our initial polling of City and County staff indicates a substantial amount of interest in this program. Initial program ideas include:

- the preparation of environmental impact reports;
- the preparation of Housing Elements;
- a Historic Preservation Plan;
- helping to organize a Redevelopment Agency;
- coordinating surface street planning; and
- providing base mapping and other graphic services.

While most of these early requests are for fairly traditional SACOG services, the agency is prepared to offer other skills as well:

- Graphic Arts:

SACOG has long been proud of its skilled graphic arts staff and the reports, covers, maps and brochures they have produced. Attractively arranged materials with helpful and appropriate graphics can increase the value and usefulness of many governmental publications at very little cost.

- Opinion and Technical Surveys:

SACOG has had ample experience in designing, conducting, and analyzing surveys for various purposes. This includes a major SACOG role in organizing the 1975 Special Census and in conducting ridership and marketing surveys for transit operators.

Carefully developed and conducted surveys might provide valuable information on the relative demand for City or County services that could be used to help make increasingly difficult budget decisions.

- Data Processing:

SACOG can offer significant services in research and statistical analysis and data processing with systems analysis, design, and programming emphasis in demographic and socio-economic areas. SACOG can also offer survey analysis and specialized manipulation of census data. SACOG has micro computers, access to larger computers, and word processing and microfiche capabilities. Data processing services can be obtained on a cost reimbursement basis on either a project-by-project basis or an ongoing subscription service.

New Subscription Services

The Board is also considering organizing programs that would be available to Cities and Counties on a subscription basis. The selection and scheduling of these programs will be based on expressions of interest by members.

* ● Grants Center:

SACOG will organize a staff team to research grant programs and prepare applications on behalf of those Cities and Counties that subscribe to this program. For the first year of the program, SACOG will waive the subscription fee and will only ask to be reimbursed for expenses. A brochure describing this service is being developed.

* ● Computerized Cost Revenue Impact System:

SACOG is considering acquiring a computer program developed in the Bay Area that can assess the costs and revenues of plans or programs on a government unit. The Cost Revenue Impact System (CRIS) would provide a subscribing jurisdiction with the department level impacts of proposed developments, of new or revised City or County programs, or of changing revenue sources.

The program will provide a City or County with consistent data on whether or not specific developments will in fact pay for themselves or will be drains on scarce local revenues.

The CRIS program costs between \$2,000 and \$8,000 to set up, depending on the size and complexity of the jurisdiction. Individual runs cost less than \$200.

* ● Circuit-Riding Planner:

A number of Councils of Government across the nation provide "circuit riding" services to, generally, their smaller jurisdictions. Usually this service involves providing the current planning and zoning services to planning commissions, Councils and Boards. In some cases, the service is for attorneys, engineers, and even City Managers. SACOG is considering offering limited current and advanced planning services to subscribing Cities and Counties on a cost reimbursement basis.

* ● Planning and Research Librarian:

For the last many years, SACOG has employed a professional librarian to organize and maintain the SACOG planning library and perform a variety of valuable research and reference services. The special librarian services could be made available to subscribing agencies.

* ● Services to Special Districts:

There are estimated to be over 300 special districts in the four-County region. The SACOG Board has directed staff to contact selected districts to determine their need or desire for technical, subscription, or administrative services.

* ● LAFCO Staff Services:

SACOG could provide on-call staff services to one or more of the Local Agency Formation Commissions in the Region. This centralized staff could result in reduced costs to large jurisdictions and improved services to smaller jurisdictions. LAFCO staff services provided by SACOG would avoid the "county bias" concerns often associated with the LAFCO staff function.

While this service would be on a cost reimbursement basis, an optimum program would require that at least \$40,000 could be anticipated during the year so that appropriate staff training and assignment could be made.

New Roles for SACOG

The previously described technical assistance and subscription service programs generally represent a reorganization of mostly traditional SACOG roles--planning and related technical services. In defining its future, the SACOG Board has decided to seek out possible new roles that would be of significant assistance and service. A list of possible new roles for future consideration is presented in the final section of this report.

The following roles are recommended to be developed and activated during the 1982/83 year:

* Regional Industrial Development Monitoring Program -

Beginning in July, 1982, SACOG will initiate a program to regularly report on industrial development proposals throughout the Region. The report sent to each Council and Board on a regular basis will describe and analyze the possible implications of each proposal, and will contain a cumulative areawide assessment of industrial development. The SACOG Board has approved funding for the first year of the monitoring program.

* Executive and Specialist Talent Bank -

Beginning in the Fall of 1982, SACOG will initiate a three-part personnel assistance program for local governments:

- 1) Executive Recruitment Service. SACOG staff would advertise, screen, and perform reference checks for Cities, Counties, and Special Districts on a cost reimbursement basis.

- 2) Specialist Talent Directory. SACOG will develop and maintain a central directory of individuals and agencies with special talents and expertise that may be useful to other Cities and Counties. With the directory, the interested jurisdiction or SACOG staff could quickly contact the "experts" for advice prior to the development of some new or innovative program.
- 3) Local Government Personnel Loan Program. SACOG will attempt to develop a program through which one City or County could rent experienced personnel from another City or County to help with a short-term problem or project. An example would be for a small city to use the sanitary engineering expertise of the Sacramento Regional Sanitation District rather than hiring a consultant. If regularly used, this program could result in reduced costs for the receiving agency and a cushion against staff reductions for the "expert" agency.

SACOG's role would be to solicit letters of willingness to participate from "expert" agencies, to match requests for assistance with expert resources, and to develop a standardized agreement to be used by both parties.

Approximately \$10,000 would be needed to organize for this new role, to develop the directory and the agreements for the loan program. All other SACOG costs would be reimbursed by the interested agency.

NEXT: Program Considerations for the 1983/84 Year

Program and Operations Review

The discussions that led to the preparation of this report constitute the first significant and comprehensive review of the functions and performance of SACOG in years. The SACOG Board, led by its Committee on Organization, should annually review SACOG functions and structure. Core regional planning programs will be reviewed to see that they were conducted in a manner consistent with the program principles contained in this report. The review should result in recommendations to modify programs so they are more effective, to abandon programs that have not proven to be useful, to select additional projects and new roles for the next fiscal year. This review should occur in January and February of each year.

Technical Assistance and Subscription Services

The technical assistance and subscription services programs set up in the 1982/83 year constitute one cornerstone of the SACOG in the 80's movement. Both programs will be continued in subsequent years, with annual modifications as necessary. One of SACOG's objectives is to institutionalize these functions in local programs so that both the Cities and Counties and SACOG can plan and budget for regular annual service levels. This institutionalization process will take some time to develop and will be, in part, based on the participating jurisdiction's evaluation of the usefulness, cost, and quality of the SACOG services.

For the 1983/84 year, we anticipate that some adjustments to the programs will be necessary. Some of the services may be discontinued; others may be expanded or added.

New Roles for SACOG

In a similar vein, the new roles developed for the 1982/83 year will have to be evaluated and necessary modifications made. In the 1983/84 year, however, SACOG will consider moving further into additional service roles. This sequence of evaluating and experimenting will continue through the decade.

Two important new areas that could be scheduled for 1983/84 are an expansion of the SACOG industrial development monitoring function into industrial development planning and coordination, and the development of the capability within the SACOG structure to manage revenue bond programs on behalf of Cities and Counties.

● Industrial Development Planning and Coordination:

The Sacramento City Council, in adopting a new growth policy, approved the following recommendation: "All planning for industrial and commercial land use in the City should be undertaken first on a regional basis, allocated by jurisdiction. Such a process should avoid over-optimistic or pessimistic planning projections and could be coordinated by SACOG."

The program would determine appropriate amounts of industrial and commercial development to be accommodated by each jurisdiction and would provide preliminary environmental impact documentation on possible industrial sites. This program would enhance local economic development activities and would supplement and strengthen those few intergovernmental planning programs that are now under way.

"Our efforts in the South Placer area to jointly plan for the 65 Bypass have made us work together to develop long term policies. Before, we concentrated on our own area, and thus never really knew what each other was doing. Now we know each other, meet regularly to discuss our plans, and understand how our neighbors want to grow and develop. It is the best thing to happen to us in a long time," says Richard Roccucci, Mayor of Roseville.

This planning and allocation process would also provide clear guidance to industry and to industrial development groups. The planning and allocation program would be a logical extension of SACOG policy planning and industrial development monitoring activities begun in 1982.

* ● Joint Revenue Bond Authority:

There are several revenue bond programs available to Cities and Counties that could effectively and inexpensively be managed centrally by SACOG. Four specific programs include joint building revenue bonds, home mortgage revenue bonds, industrial development bonds, and revenue bonds for the construction of small hydroelectric generating projects.

SACOG would work with bond counsel and underwriters to develop and sell bonds on behalf of a member to finance local programs. Revenues from the programs (building rents, mortgage payments, power sales, etc.) would be used to pay off the bonds.

This program requires a substantial lead time and probably substantial set up costs. These central costs would, however, be substantially less than if each City and County had to initiate their own programs.

THE FUTURE

SACOG's exploration of new roles has just begun. The direction of the Board to provide a broad range of services to the region will continue to be followed.

A listing of other possible roles follows:

- Legislative Monitoring and Advocacy: SACOG staff could monitor legislation and advocate positions on behalf of the Cities and Counties of the Region. Current SACOG legislative activities are confined to monitoring a few bills each year, writing letters, and occasionally testifying. A much more complete and active program could be developed but it would be expensive and not necessarily effective.
- Cost Containment Assistance: SACOG is considering a two-level cost containment assistance program. The first level would be an analysis of methods and procedures used by each jurisdiction to achieve cost containment objectives. This analysis will focus on one program at a time, perhaps starting with joint purchasing arrangements. The regionwide analysis would be made available to all jurisdictions.

Secondly, SACOG staff will offer to assist those small agencies that lack in-house expertise in reducing operating costs. Trained staff would examine processes and procedures and would develop recommendations for system improvements.

- Staff Training Broker: SACOG could operate as a broker for specialized training programs for City, County, and Special District personnel. SACOG would arrange for the training programs in a number of areas, including: supervision and management, hazardous waste planning and emergency spills management, data processing systems.

CREDITS

SACOG COMMITTEE ON ORGANIZATION:

FRED V. SCHEIDEGGER, Vice Mayor, City of Folsom (Chair)
ROBERT N. BLACK, Supervisor, Yolo County
CHARLES D. CENTER, Supervisor, Yuba County
LYNN ROBIE, Vice Mayor, City of Sacramento
RICHARD M. WITHROW, Supervisor, Sutter County

STAFF:

JAMES E. WILLIAMS, Executive Director
CARL F. KUHN, Director of Administration
GARY L. STONEHOUSE, Director of Environmental Planning
PETER HILL, Senior Program Coordinator
MICHAEL HOFFACKER, Director of Transportation Planning
PATRICIA LEFLER, Division Secretary

September 3, 1982

Robert N. Black, Chairman
Sacramento Area Council of Governments
P.O. Box 808
Sacramento CA 95804

Dear Mr. Black:

On August 31, 1982, the Sacramento City Council read the report and the verbal presentation you gave. The Council has requested a report regarding the funding sources of Regional Planning Highlights.

Sincerely,

Lorraine Magana
City Clerk

LM/mlt/15

cc: Jim Williams, Executive Director, SACOG
Gary Stonehouse, SACOG