



10.1B

January 19, 1994

Redevelopment Agency of the
City of Sacramento
Sacramento, California

CONTINUED
FROM 2-15-94
TO 2-22-94



Honorable Members in Session:

SUBJECT: SOUTH SACRAMENTO SUBURBAN COMMUNITY STUDY

LOCATION: Council Districts 7 and 8

RECOMMENDATION

Staff recommends adoption of the attached resolution which receives the attached South Sacramento Suburban Community Study and directs the Executive Director to reconvene the representatives of the various governmental and community entities who participated in the Study several times during 1994. The purpose of these meetings will be to initiate the recommendations contained in this report, to assess the potential success in implementing the Study's recommendations and to report back to the Board in one year. The resolution further recommends that the policy recommendations included in the Study be considered in terms of other similarly impacted suburban communities which will be identified by the Agency.

CONTACT PERSON: Anne Moore, Acting Director - Community Development,
440-1357

FOR COUNCIL MEETING OF: February 1, 1994

SUMMARY

This report presents the South Sacramento Suburban Community Study which analyzes the causes of suburban neighborhood change and presents strategies to address this change. The Study, which is on file in the Clerk's office, uses a suburban portion of South Sacramento as a study area. In addition to providing specific recommendations regarding the South Sacramento Study Area, an addendum to the Study also identifies a collection of assessment tools which will be used by the Agency for early identification of other suburban neighborhoods needing special attention.

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COMMISSION ACTION:

At its meeting of January 19, 1994, the Sacramento Housing and Redevelopment Commission adopted a motion recommending approval of the attached resolutions. The votes were as follows:

AYES: Amundson, Dobbins, Harland, Moose, Rotz, Williams,
Yew, Diepenbrock

NOES: None

ABSENT: Cespedes, Holloway, Simon

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RESOURCES WORK GROUP MEMBERS	

BACKGROUND

The Sacramento Housing and Redevelopment Agency (SHRA) has long been involved in developing intervention strategies for seriously depressed neighborhoods. Frequently, these areas have serious infrastructure deficiencies, older struggling commercial areas with higher levels of vacancy and disinvestment, a declining housing stock stemming from outdated (pre-1950) development patterns, and housing conditions which are no longer accepted as "standard." Typically, these are inner-city areas.

We do not often think of our suburban neighborhoods as sharing the crime, disinvestment, and deterioration of older urban centers. Unfortunately, however, certain post-1960 suburban neighborhoods are showing signs of these traditionally "urban" problems and, if unassisted, may become seriously blighted in the future. Attachment I, an article by Neal Peirce, reminds us that we are not alone in this regard.

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We feel it is essential that local government participate in the development of strategies to strengthen suburban neighborhoods before they seriously decline. These suburban neighborhoods constitute an important housing and community resource. Affordable housing, parks, schools, and a huge infrastructure investment are all potentially at risk. The South Sacramento Suburban Community Study was thus commissioned to explore the development of an early warning system to identify nascent problems in suburban areas and to propose low-cost early intervention strategies which capitalize on the use of existing governmental and supportive programs, in somewhat reformulated packages, to reverse early trends of decline.

The study area is bordered by Florin Road on the north, Highway 99 on the east, Sheldon and Sims Roads on the south, and the Western Pacific Railroad alignment on the west. Over two-thirds of the area is in the City and the remainder is in the unincorporated area of the County. Attachment II shows a map of the area. Much of the area was built out in the 1960s, although some new development is still under way. It is characterized by an overall good quality housing stock, good freeway access, and adequate infrastructure. The area was chosen as the focus of this study because it is beginning to show signs of distress such as increased police calls, growing numbers of investor-owned properties, growing numbers of problem rental properties and boarded-up units, pockets of poverty, and growing high school drop-out rates.

The purpose of the study is to identify ways to stabilize the South Sacramento Suburban Study Area and other similarly impacted communities through the application of existing services rather than creating new services and new expenditures. Emphasis is placed on empowering neighborhood residents to take control of their own areas by providing them with the basic tools.

In November 1992, the City Council and Board of Supervisors authorized the release of a request for proposals (RFP) to develop an early intervention strategy for a suburban portion of South Sacramento. Eleven proposals were received in response to the solicitation. In February 1993 the City Council and Board of Supervisors authorized the Executive Director to enter into a contract with the consulting team of Trish Davey Consulting, Mogavero/Notestine Associates, and Edward Kawahara, Ph.D.

The resulting study prepared by the consultant team is both a research study and a handbook for managing community change. The study looks at the issues and perceptions of suburban change through 1) socioeconomic analysis; 2) field study and assessment of physical conditions; 3) academic research and review of activities in other jurisdictions; 4) interviews with social providers, government administrators, realtors, lenders, and community organizers; and 5) surveys of and interviews with local residents.



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During the course of the study, a resources working group consisting of City and County departments, Southgate Park and Recreation District, the Elk Grove School District, the Sacramento Unified School District, the Sacramento Board of Realtors, the Sacramento Apartment Owners Association and community and business representatives participated in a series of workshops to assist in issues and resource identification as well as the development of all recommendations included in the study. Community meetings were also held in the neighborhoods and with business associations and lenders.

The study's findings can be divided into general findings related to trends generally shared by suburban communities and findings specific to the South Sacramento Suburban Study Area. Those findings are briefly summarized below and described in greater detail in the attached report.

GENERAL FINDINGS RELATED TO SUBURBAN COMMUNITY CHANGE

- Suburban neighborhood destabilization is an increasingly common and cyclical phenomenon driven by land economics, competing housing markets, and social behavior.
- A community's response to destabilization determines in large part the impact of neighborhood change. Neighborhood-based responses to the stresses of change range from "flight withdraw" to "fight" reactions.
- Development of strong, inclusive neighborhood organizations is necessary to encourage an appropriate "fight" response to destabilization. Successful efforts resist negative forces of social change, while developing the unique capacities of the neighborhood and residents.
- Due to shrinking financial resources, local government cannot bear the greatest level of responsibility for preserving neighborhood stability in either inner city areas or suburban areas. Unfortunately, however, this burden has been shifted increasingly to local government by the state and federal governments. Able to cope or not, local government cannot escape the need to deal with the problem.
- Local governments are increasingly delegating certain responsibilities back to the community. Effective delegation of responsibility requires the delegation of authority and resources to existing, effective neighborhood organizations. The success of these "community-based" solutions to reverse neighborhood destabilization relies equally on the vision and follow through of community partners and the responsibility and flexibility of local government.

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- Neighborhoods able to successfully resist destabilization are those in which:
 - There is a reasonable sense of safety and the ability to control or minimize threats to life or property.
 - Neighborhood assets are emphasized and maintained; critical neighborhood values are articulated.
 - Neighborhood organizations and leadership are stable and inclusive .
 - There is general knowledge of and linkage with jurisdictions providing services and support to the community.

SOUTH SACRAMENTO SUBURBAN STUDY AREA FINDINGS

- South Sacramento is generally in excellent physical condition. Housing is relatively new, with streets and infrastructure (curb, gutter, sidewalk, and lighting) in place.

South Sacramento represents a suburban neighborhood of the future--highly multi-cultural including above average income middle-class households from many diverse ethnicities and races. The mean household income is above both City and County mean incomes.

The area is also more ethnically diverse than the City and County overall. Mean incomes by ethnicity and race for the area, are also above the City and County average income.

- South Sacramento is a community of families with children. The percentage of household make up of families with children is higher than the City or County overall; one out of every three persons is a youth under 18. While basic physical developments, such as housing and public street improvements are in good condition, the community lacks facilities to meet the specific needs of a youth-oriented population. Only one community club house at Florin Creek Park has been developed; public youth recreation programming is largely targeted to more distressed neighborhoods; park development and programming has lagged behind the rapid development of housing in the area. Similarly, schools are struggling to address rapid growth in the area. There is very little naturally occurring open space in the area.
- Because of the lack of parks, community centers, creeks and other features incorporated as part of its housing developments, South Sacramento does not have the strong community identity necessary to preserve the unique characteristics of individual

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neighborhoods.

- The community overall has a good balance of multi-family and single family housing; however, concentrations of multi-family housing and a lack of "step-up" housing serve to undermine the stability of the community. Therefore, while home-ownership and average income remain strong, there are early signs of potential social and economic stress in the Study Area. The area has a high percentage of tenant-occupied single family units; a high concentration of group homes, particularly adult care and treatment homes; and an increasing number of single-parent households. In addition, pockets of distress, such as in the Franklin Villa area, undermine confidence in the community as a place to live.
- The Study Area is jurisdictionally complex. The South Sacramento Study Area lies partially within the City and partially within the County. It is served by two school districts and four separate park and recreation entities. The number of government agencies responsible for the area requires a higher level of sophistication on behalf of emergent community organizations and increased inter-agency response and cooperation on behalf of local government.
- Community organizations are emerging to respond to change. Businesses, apartment managers, churches, schools, and residents are seeking new community-based solutions. In turn, citizens are asking government to participate and support emergent organizing activities.
- Based on questionnaires of community members and public agency representatives, the following issues have been identified for the South Sacramento Study Area: access to youth programs, security, park conditions, image, code enforcement, property maintenance, home ownership stabilization, and the need for community organizations.

RECOMMENDED STRATEGIES FOR THE SOUTH SACRAMENTO SUBURBAN STUDY AREA

The South Sacramento Suburban Community Study presents a community-based strategy for the Study Area which calls upon the coordination of existing community resources to solve problems. The strategy acknowledges current local government budget constraints and encourages the use and leveraging of existing resources through the creation of new alliances and support networks. While the strategies are tailored for the South Sacramento Suburban Study Area, they can be applied to other impacted suburban areas facing destabilization trends.

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In the development of the strategy, the following organizations are identified as cornerstones or "lead players" in supporting positive community development in the South Sacramento area.

Community Organizations:

Mack Road Business Association
Mack Road Apartment Manager's Association
South Sacramento/Greenhaven Chamber of Commerce
Deerfield Neighborhood Association
Mesa Grande Association
North Laguna Association
Parkway Neighborhood Association
Community in Action Committee
Valley Hi Alliance
South Sacramento Community Planning Advisory Council
Parent Teacher Associations (PTA's)
Neighborhood Watch Groups
Churches

Schools:

Elk Grove Unified School District
Sacramento City Unified School District

City of Sacramento

County of Sacramento

Southgate Park and Recreation District

Sacramento Employment and Training Agency (SETA)

Sacramento Housing and Redevelopment Agency

These strategy recommendations focus on general policies and organizational orientation which the cornerstone organizations should consider in supporting healthy communities. They also set the framework for more detailed programmatic policies and recommendations, and for strategic coordination between organizations. While the emphasis for implementation is on the neighborhood groups, local government agencies remain important. The policy and organizational for these agencies objectives are very briefly

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summarized below. The recommendations regarding the Agency's role are presented in greater detail as they describe efforts we are prepared to undertake during the coming year. A listing of the representatives participating in the development of these recommendations is shown as Attachment III to this report.

Objectives

Community organizations should focus on:

- development and training;
- coordination between groups representing the area; and
- volunteer development.

The City of Sacramento should:

- broaden inter-agency agreements to support community driven programming;
- support community organizations in developing partnerships with government;
- continue to provide technical assistance to business associations and assist in the organization of business improvement districts;
- develop or expand volunteer programs enabling willing neighborhood groups to maintain higher service levels or "adopt" critical community assets such as parks or schools;
- incorporate social service assessments as part of the Planning Development Department's developmental review process;
- continue problem property abatement efforts; and
- consider youth program activities as a basic or core service.

The County of Sacramento should:

- broaden inter-agency agreements to support community driven programming;

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support neighborhood organization in developing partnerships with government;

expand volunteer programs enabling willing neighborhood groups to maintain higher service levels or "adopt" critical community assets such as parks or schools;

incorporate social service assessments as part of the Planning Department development review process (significant work has been accomplished towards this end with the adoption of the Social Service Element to the County General Plan);

continue problem property abatement; and

continue coordinated social services planning.

School Districts should:

support City and County efforts to create new partnerships and shared use agreements necessary to ensure optimum use of facilities and programs;

develop meaningful and clear procedures for community volunteerism; and

consider a strong policy which calls upon all levels of the district to support community involvement in the schools and which adopts a problem-solving attitude towards barriers which limit community use and programming at the schools.

Southgate Park and Recreation District should:

expand fee-based recreation programs in the South Sacramento suburban area;
and

broaden inter-agency agreements to support community driven programming.

Sacramento Housing and Redevelopment Agency should do the following:

Provide technical and financial support for special projects on the commercial strips, possibly including a landscaping project for Florin Road and projects such as a business incubator or an open air market to diversify commercial uses on Mack Road. (The Agency will consider accommodating this recommendation to the extent that it does not conflict with our ability to assist more severely impacted neighborhoods or the restrictions on Agency-funding sources.)

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Support neighborhood and homeowner stabilization efforts by sponsoring special briefings on the Mortgage Credit Certificate Program and the Home Loan Counseling programs sponsored by SHRA. In addition, the Board of Realtors has suggested that a Home and Yard Maintenance brochure be made available to first time home buyers to help simplify the "learning curve" when transitioning from rental housing to ownership. This could be co-sponsored by SHRA, with possible participation from home improvement businesses serving the area. Support for paint and beautification projects should also be considered.

Spearhead home ownership stabilization by arranging home ownership programs financed in part through the Community Reinvestment Act (CRA) focused on the still small percentage of boarded and foreclosed single family homes. Acquisition and re-sale programs, involving local lenders with CRA commitments could ensure that these units are returned to the owner occupied housing stock.

Take ongoing responsibilities for future monitoring of neighborhoods using the Assessment Tool developed in the course of this study.

Sponsor last resort intervention activities for problem properties such as the Franklin Villa area. Actions up to and including acquisition, rehabilitation and resale of residential properties and after directly funded activities in these areas should be considered, but on a last resort basis only. It is further recommended that SHRA work with the City to develop a Resident Owner/Tenant Association that can work with the Property Owner Groups in maintaining the project once intervention activities are completed.

In response to concerns related to rental property management, develop an information packet and process on how neighbors can report and seek assistance for problem rental properties.

Sacramento Employment and Training Agency (SETA) should:

expand outreach in non-traditional areas by working with the South Sacramento Chamber of Commerce and the Mack Road Business Association to develop youth employment programs.

IMPLEMENTATION OF STUDY RECOMMENDATIONS

The study was purposefully designed to fit within the existing levels of staffing and financial resources of the involved various governmental entities. Additional staff resources are not available to the Agency, the City, or the County in order to oversee

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the implementations of the study. Instead, success relies on a strong role for community representatives supported by governmental partners as we reorganize to function in an era of shrinking finances. The City's new Neighborhood Services Department, the County's restructuring of the social service delivery system, Parks Department and school district joint use agreements, and the Agency's new and more comprehensive neighborhood intervention efforts are some examples of the changes which support community stabilization and empowerment.

A meeting sponsored by the Valley Hi Alliance, a consortium of community groups primarily representing the city portions of the South Sacramento Suburban Area, will have been held on January 20, 1994. At the meeting, member groups will identify their commitment to implement various portions of the study recommendations and to discuss initial implementation efforts. Representatives of governmental and other organizational partners will be present to discuss their roles in relation to the recommendations. In order to support this effort and to provide an opportunity to learn from this experiment, the Agency will work with the Valley Hi Alliance to reconvene representatives of these community and governmental organizations quarterly to assess the implementation of the study recommendations. A report back on our successes will be presented to the Council and Board within one year.

The Agency will also use the assessment tools provided by the consultant team addendum to the Study to identify other suburban neighborhoods in the City and County which are in need of early intervention. This assessment will be completed and presented to the Council and Board in Spring 1994. The assessment tools rely on a collection of variables, some of which are available in the census and are available only every ten years and other variables which are based on information which can be collected annually. The assessment tools can be broken down into four categories: race and ethnicity, economic factors (household income and rate of home ownership), life-cycle factors related to the "age" of families and the suitability of residential structure types, and locational factors.

FINANCIAL CONSIDERATION

The actions discussed in this report do not require additional financial resources at this time. In the course of implementation, if funds are needed, they will be requested as part of a separate staff report. It is our intention, however, to the greatest extent possible to carry out the recommendations in this report within existing funding allocations and to minimize any financial impact on our governmental partners.

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POLICY CONSIDERATIONS

The actions recommended in this report are consistent with existing policy.

ENVIRONMENTAL REVIEW

The proposed action does not constitute a project under CEQA per Guidelines Section 15378 (b) (3), nor a federal undertaking under NEPA.

M/WBE CONSIDERATIONS

The actions discussed in this report have no M/WBE impact.

Respectfully submitted by,


JOHN E. MOLLOY
Executive Director

Transmittal Approved By:

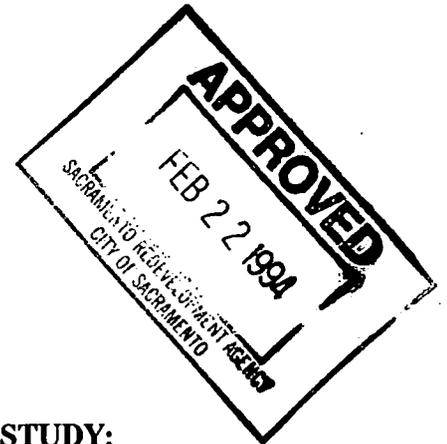

WILLIAM H. EDGAR
City Manager

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RESOLUTION NO. 94-009

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO

ON DATE OF _____



SOUTH SACRAMENTO SUBURBAN COMMUNITY STUDY; IMPLEMENTATION AND PROGRESS DISCUSSIONS; REQUIREMENTS TO ASSESSMENT OF OTHER AREAS

BE IT RESOLVED BY THE REDEVELOPMENT AGENCY OF
THE CITY OF SACRAMENTO:

Section 1. The South Sacramento Suburban Community Study (the Study) is received and filed.

Section 2. The Executive Director is directed to distribute the Study to community and governmental entities which have a role in the health of the South Sacramento Suburban Community area, described in the map attached as Exhibit 1 to this resolution.

Section 3. The Executive Director is directed to:

- (a) work with key community and governmental entities to implement the policy recommendations included in the Study,
- (b) hold quarterly meetings to assess the progress in implementing the Study's recommendations, and
- (c) report back on the status of those efforts within one year of the date of this resolution.

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

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Section 4. The Executive Director is directed to assess, using the study's methodology, other suburban communities within the City which should be the target of early intervention efforts by the Agency, the City and other governmental and community agencies. The first such assessment is to be submitted by April, 1994. The Executive Director is directed to submit another such assessment in April, 1997, and is authorized to submit such assessments every three years, thereafter.

CHAIR

ATTEST:

SECRETARY

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FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

Cities' blight now extends into suburbia

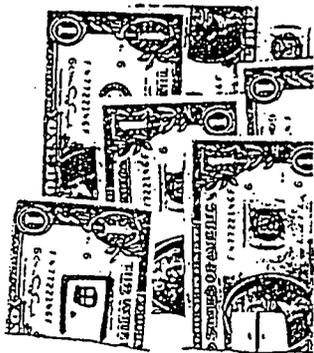
COULD AMERICA be on the verge of a thaw in the ice age of antagonistic distrust between suburbs and cities that has choked off, for two generations, any straightforward debate about metropolitan governance or sharing of tax bases?

Conventional wisdom says "no." Suburbanites long since decided, we're told, to distance themselves and their tax money from the poverty, crime and minorities of big cities. As for inner-city blacks and Latinos, they're supposedly dead set against sharing the political power it took them so long to win.

Let me report, however, a new set of political realities emerging across America's city-state regions in 1993:

- Large numbers of older working-class suburbs are starting to fall into the same abyss of disinvestment as the center cities before them.
- Entire counties — with scores of suburbs filled with people who once thought they'd safely escaped urban ills — may be economically imperiled.
- The scorecard of winners and losers has shifted radically. Through the '70s, the lineup was simply center cities against their suburbs. But a careful look at the 1990 census results shows that a handful of outer-ring suburbs are picking up a massive share of new industrial and commercial investment and high property-tax paying residents. The "losers," it turns out are not just center cities but broad areas of inner-ring suburbs now yielding up their most successful businesses and residents to the outer rings.

Thomas Bier of Cleveland State University has painstakingly documented the economic impacts of successive rings of outward movement, first from Cleveland, then from its older inner-ring suburbs. Each new ring of housing development on the regional periphery, he shows, is driving down housing prices — and the tax base and eco-



OVERMYER/Special to The Bee

conomic viability — in Cleveland and its older suburbs.

"The wake of decline and urban pathologies that spread behind out-migration will not stop at the city-suburban line," Bier said. "Over the

next 20 to 30 years, Cuyahoga County may follow the city of Cleveland into distressed fiscal condition, which would in turn further jeopardize the economic condition of the multicounty Cleveland region."

This is not unique. Almost anywhere around America are constellations of suburbs in deep trouble. When Paul Glastris of U.S. News & World Report checked 1990 census figures on suburbs in a cross-section of six metropolitan regions, he found 35 percent of those suburbs suffered real declines in median household incomes in the 1980s.

ST. LOUIS County, ringing St. Louis, is really two counties, says Rob Gurwitt in *Governing* magazine. In the outer reaches, luxury homes and rows of condominiums sprang up in the 1980s, accompanied by massive IBM, Citicorp and Hewlett-Packard office buildings astride the freeway. But in inner-St. Louis County, suburbs lost 8 percent of their population, saw their median household incomes drop and their numbers of the elderly rise sharply.

The biggest flights of middle-class families in the 1980s didn't come out of center cities, but out of the inner-ring suburbs of cities such as Atlanta and Chicago.

The University of Southern California's Jane Pi-sano notes that "barrios in Riverside and Oxnard are as devastated as South Central Los Angeles. There are more poor in Pomona, percentage-wise than in Los Angeles."

Admitting they face many inner-city problems comes hard to older blue-collar suburbs of folks who struggled to gain a piece of the American dream, but who now see their houses declining or stagnant in value, jobs fleeing to the outer rings, poor people moving into their neighborhoods and crime rising. In many regions, these neighborhoods are the heart of distressed, rebellious Ross Perot country.

YET AS unlikely as it seems, an alliance of center cities and inner-ring suburbs may be taking form.

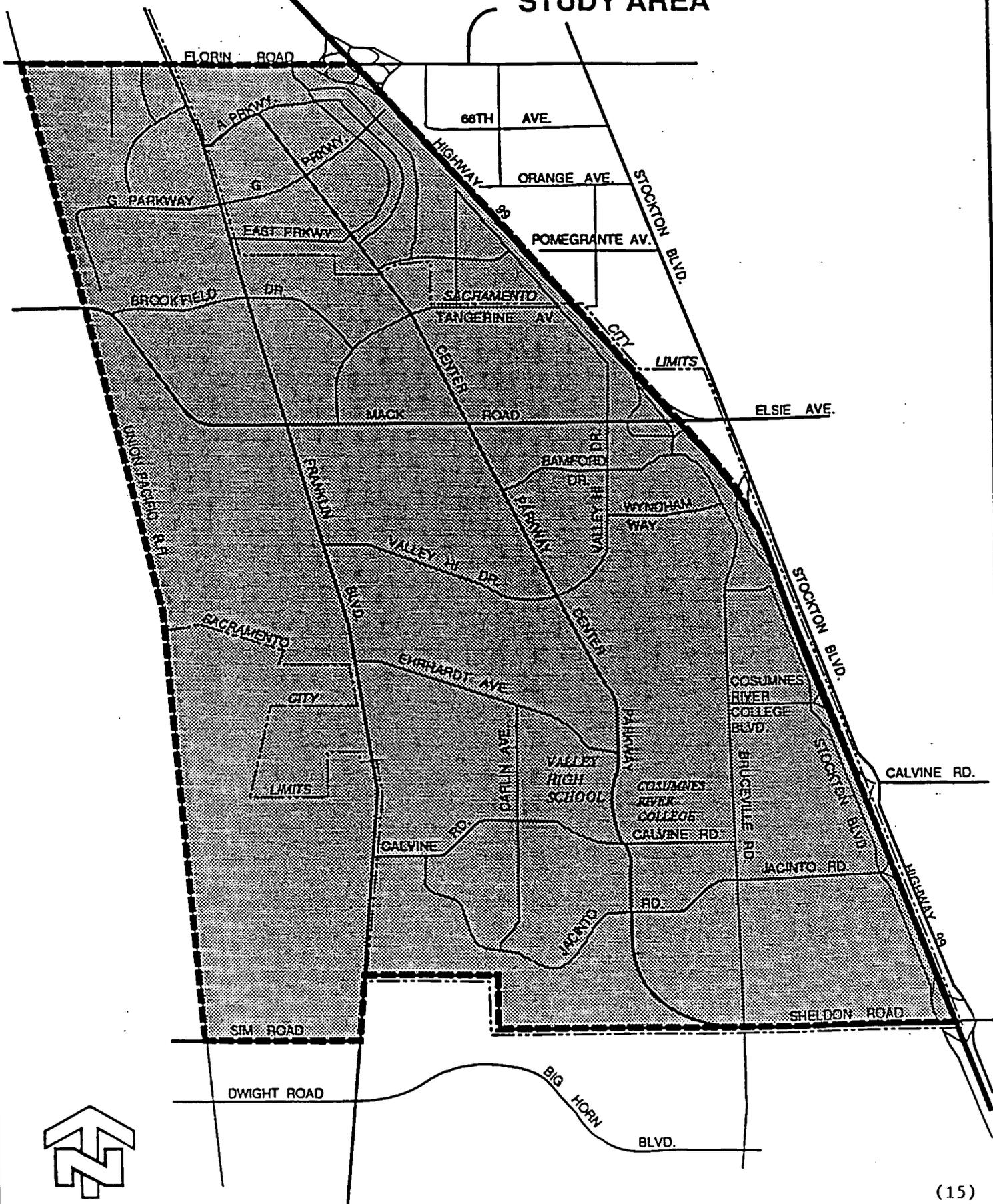
This year the Minnesota Twin Cities' Association of Metropolitan Municipalities, representing 70 of the 136 governments in the seven-county Minneapolis-St. Paul metropolitan area, voted unanimously to support an elected Metropolitan Council. The result could be rising pressure to equalize tax wealth across the region.

The Minnesota vote is just one straw in the wind — but possibly a very significant one.

Washington Post Writers Group

Almost anywhere
are constellations
of suburbs
in deep trouble.

VALLEY HI NEIGHBORHOOD STUDY AREA



ACKNOWLEDGEMENTS

To assist with this Study, the Sacramento Housing and Redevelopment Agency assembled a Resources Working Group. Comprised of representatives from City, County, Schools Districts, and non-profit and community organizations, this group met several times to explore issues, develop vision statements and participate in strategic planning.

SOUTH SACRAMENTO RESOURCES WORKING GROUP PARTICIPANTS

Gary Little	City Manager's Office
Marie Dixon	City Neighborhood Department -- Parks and Recreation
Don Lockhart	City Planning Department
Derrick Lim	City Economic Development Division
Mike Hanamura	City Neighborhood Services Division
Albert Najera	City Police Department
Mary Irwin	Community Services Planning Council (CSPC)
Theodore Scott	County Executive's Office
Tom Manzari	County Sheriff's Department
Rob Sherry	County Planning Department
Lin Batten	County Human Assistance Department
Don Avery	County Human Assistance Department
Pat Shelby	North Laguna Creek Association
Tom Burruss	South Sacramento Chamber of Commerce
Alida Martinez	Sacramento Association of Realtors
Myrtle Capehart	Sacramento Employment and Training Agency (SETA)
Betty Gwiazdon	Sacramento Apartment Association
John Flohr	Southgate Parks and Recreation District
Deborah Sigman	Elk Grove Unified School District
Siri Gian Khalṣa	Elk Grove Unified School District
Joyce Pulley	Sacramento City Unified School District
Barrie Roberts	Legal Services of Northern California
Anne Moore	Sacramento Housing and Redevelopment Agency
Vicki Smith	Sacramento Housing and Redevelopment Agency