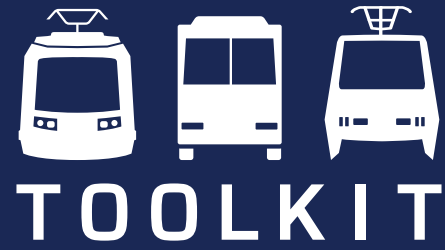


TRANSIT ORIENTED DEVELOPMENT



TOOLKIT





Introduction



What is the Transit-Oriented Development Toolkit?

The goal of the Transit Oriented Development (TOD) Toolkit is to provide a framework for other jurisdictions and communities to build off of, and incorporate into their planning process, while encouraging the development of streetcar lines, other transit, and TOD. Using real examples of what the cities of Sacramento and West Sacramento are doing to change their regulatory environments, the toolkit highlights specific development standards, design guidelines, processes, and incentives along streetcar corridors for other communities to use.

This TOD Toolkit and the work that was done for the cities was partially funded by a Federal Transportation Administration (FTA) grant, and was a joint effort between the Sacramento Area Council of Governments (SACOG), City of Sacramento, and City of West Sacramento.

The City of Sacramento used the funding to prepare the Central City Specific Plan, which streamlined development and environmental review for housing to support the streetcar. As part of the Central City Specific Plan, development standards were modified as part of the Central City Special Planning District, the Central Core Urban Design Guidelines, and Central City Neighborhood Design Guidelines were updated, a detailed infrastructure study and financing plan were prepared and an extensive community outreach program was implemented.

The City of West Sacramento used the FTA funding to facilitate the streetcar, high quality transit and a pedestrian-friendly environment by creating a new Streetcar Corridor Overlay that includes design principles, flexible development standards and development incentives. Additionally, West Sacramento updated their Street Design Specifications and Utility Design Standards to accommodate the streetcar, and prepared a financing plan overview to entice development in the Washington area to support high quality transit.



Introduction



Every community starts with unique existing conditions. The examples of Sacramento and West Sacramento provide the two book ends, illustrating the two main types of existing conditions. The City of Sacramento's streetcar area is primarily built out. Built out conditions can allow for easier development of TOD because a larger population base is already in place (i.e. most streetcar projects are proposed and constructed in high population areas) but can be costly to retrofit the infrastructure to support additional growth. For communities under similar conditions, the focus is placed on retrofitting the existing infrastructure in order to encourage, and allow streetcar supportive development. On the other end of the development conditions spectrum is the portion of the City of West Sacramento along the streetcar route. Largely undeveloped today, it was possible to construct an infrastructure framework to ensure that an urban, pedestrian-scale environment is built to accommodate TOD, rather than solely an automobile-scaled environment.



Built out condition

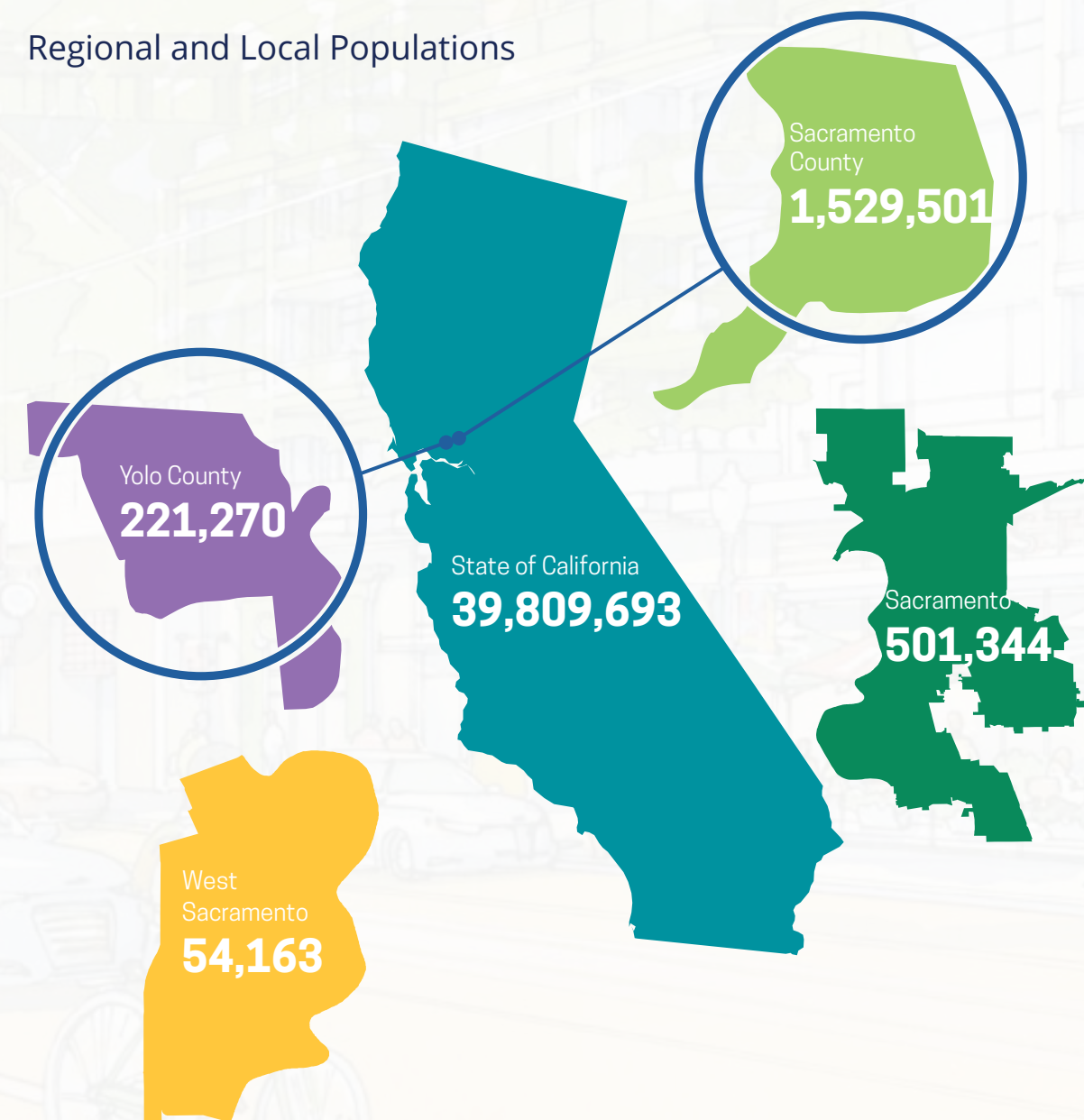


New growth condition

For communities similar to West Sacramento, the focus becomes less about retrofitting the existing infrastructure. Instead the focus is placed on establishing a framework for new infrastructure that will accommodate future development.

[Cal DOF – E1 Pop Estimates January 2018](#)

Regional and Local Populations





Toolkit Components



The desired outcome for both cities is a healthy, dense, pedestrian-scale urban environment that is conducive to streetcar and other transit ridership, supported by a mix of uses. This toolkit is a guide for how to achieve that outcome, organized by six critical components. Each toolkit component includes a general description on how the tool facilitates streetcar supportive TOD development and provides illustrative examples from the City of Sacramento or City of West Sacramento. The six components of the TOD Toolkit are:

Zoning and Land Use Planning

Zoning ordinances, as well as general plan guiding policies and land use designations, are critical for cultivating an environment in which future land use and public/private investment is facilitated in support of the streetcar and TOD. Tools addressed through zoning and land use designations include: increased density/intensity requirements; flexible building height requirements; clearly defined permitted/prohibited use requirements; adjustments to parkland dedication requirements; flexible private open space requirements; and eliminating parking requirements.

Infrastructure Studies and Financing Plans

The importance of identifying any necessary infrastructure improvements upfront is that this information can aid in determining the feasibility of potential projects and determine potential costs to development, and allow for a better understanding regarding the prioritization of projects near transit. Infrastructure studies can be used to identify needed infrastructure improvements, help prioritize those improvements, and can also assist jurisdictions in attracting new development to an area. In addition, planning level analysis in an infrastructure study can direct development to locations where existing infrastructure capacity exists and is most compatible with transit. The financing plan component provides an overview of how backbone infrastructure improvements can be financed, and help create a predictable environment to share the costs of improvements.

Design Guidelines

Crafting streetcar specific design guidelines can help facilitate streetcar development and improve overall performance and operations through implementation of best practices for streetcar design. Design guidelines can set a framework for development near transit or streetcar lines and help to create a more pleasant and walkable pedestrian-oriented streetscape. The intent is to insure that all development contributes to a more unique built environment that furthers the overall vision for the community. These best practices for design guidelines and standards specifically address multimodal operations, streetcar design configurations, safety, and utility infrastructure. In addition, the design guidelines addressed include those for the public/private realm, pedestrian zones, special building types, ADA accessibility, crime prevention through environmental design, and historic preservation.



Toolkit Components

Gentrification/Displacement

As streetcar lines and other high quality transit options are developed, jurisdictions are often faced with challenges related to social and economic change. When development occurs in an area which historically has not seen similar levels of investment in the past, or may have even seen disinvestment, these changes can lead to gentrification and displacement of residents. As gentrification and displacement are complicated topics, there is much debate regarding solutions. Jurisdictions may have very different approaches, depending on their individual population's needs and priorities. It is important that each community assess their own unique circumstances when considering development of streetcar or transit lines. Provided is an overview of specific policy and program tools for preventing displacement and increasing social capacity. These strategies have been employed by cities throughout California, and a brief summary has been provided regarding how the cities of Sacramento and West Sacramento are approaching this topic.

Public Outreach

Community engagement and public outreach help to build community awareness regarding future development. This process can be the catalyst for generating positive or negative feedback. Therefore, it is crucial that it be done correctly, and transparently. Streetcar and transit line projects tend to be higher profile projects, with direct economic and social impact on the surrounding community. By gathering community input from residents and stakeholders, it is easier for jurisdictions and community members to develop a better understanding of opportunities and challenges to streetcar development. Specific topics to consider when conducting public outreach in communities for potential streetcar and TOD projects are provided. This includes creating an outreach plan with specific goals, engaging all stakeholders (including underrepresented stakeholders), using a wide variety of outreach methods, and outlining the specific of why streetcar development should matter to the community.

Development Incentives and Streamlining

Finding opportunities to increase development interest can be a challenge for many jurisdictions. One way to attract new development for streetcar lines, and other transit supportive uses, includes development incentives and process streamlining. Incentives can include anything from updated development standards, and density bonuses, to the provision of information regarding pre-identified opportunity sites along streetcar corridors. As each jurisdiction has their own unique opportunities and constraints to development, specific incentives and streaming provisions will need to be tailored for each jurisdiction. However, a selection of options has been outlined with examples of how the City of Sacramento and West Sacramento have proceeded with incentives and process streamlining. This includes preparation of historic resource surveys, infrastructure studies, advertising of opportunity sites online; environmental review streamlining; and financial/regulatory incentives.

Zoning and Land Use Planning



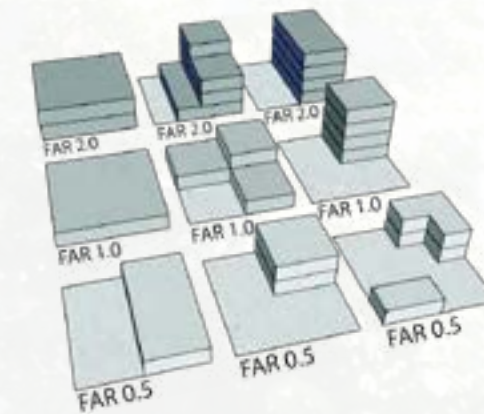
General Plan policies and land use designations, as well as local zoning ordinances, are critical for cultivating an environment in which future land use and public/private investment is facilitated and provide guidance in supporting transit-oriented development (TOD). As a city grows, with the help of these planning tools, development can be focused around a streetcar line.

Planning Tools

Guiding Principle: Set minimum densities and encourage highest densities in transit-oriented areas.

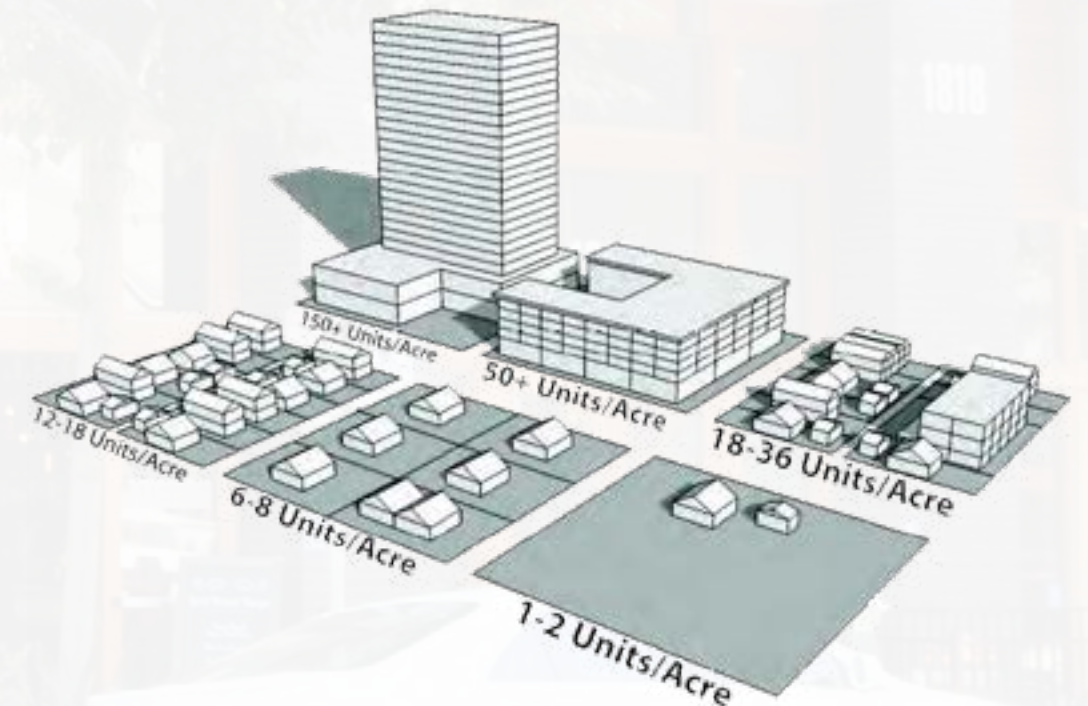
DENSITIES/INTENSITIES

Local jurisdictions set density requirements for their jurisdiction. Population density is critical to a successful transit system. One tool local agencies have to encourage population density near transit is to zone for higher density and intensity uses near transit. Minimum density requirements help ensure that a sufficient level of population growth is focused near transit hubs in order to support development, walkability, local retail, biking or other goals which encourage transit use.



Building intensity is measured in floor area ratio (FAR), the ratio of a building or project's floor area to its land area. FAR is typically used to measure the intensity of commercial, office and industrial uses. FAR requirements help ensure that development is compatible with the scale of the surrounding built environment. Such FAR considerations can help ensure that the siting of Transit Oriented Development (TOD) occurs in areas where the intensity of uses is most optimal to help

support transit use, walkability, local retail, and other goals. TOD planning should happen in conjunction with planning the transit investment.



Zoning and Land Use Planning



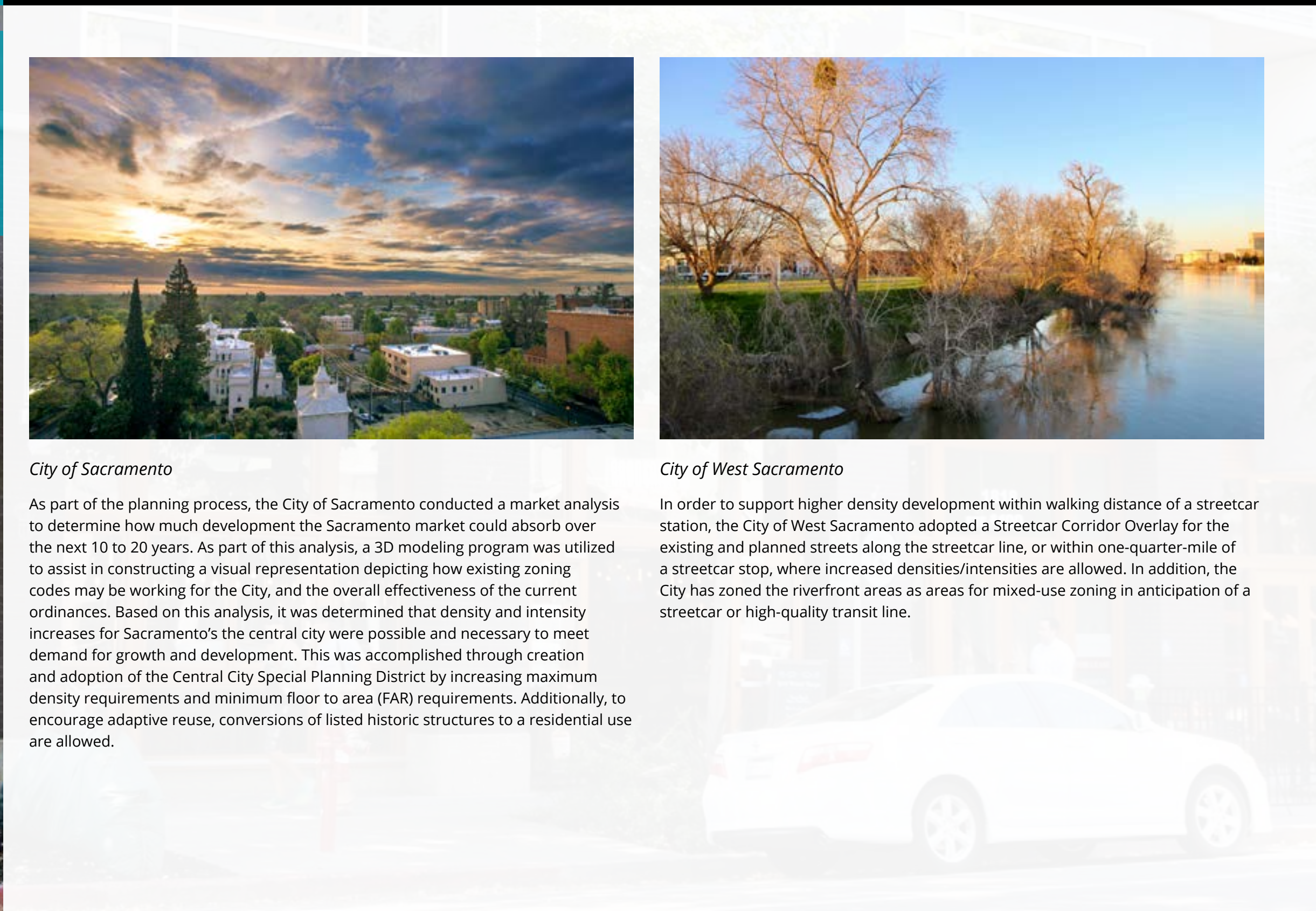
City of Sacramento

As part of the planning process, the City of Sacramento conducted a market analysis to determine how much development the Sacramento market could absorb over the next 10 to 20 years. As part of this analysis, a 3D modeling program was utilized to assist in constructing a visual representation depicting how existing zoning codes may be working for the City, and the overall effectiveness of the current ordinances. Based on this analysis, it was determined that density and intensity increases for Sacramento's the central city were possible and necessary to meet demand for growth and development. This was accomplished through creation and adoption of the Central City Special Planning District by increasing maximum density requirements and minimum floor to area (FAR) requirements. Additionally, to encourage adaptive reuse, conversions of listed historic structures to a residential use are allowed.



City of West Sacramento

In order to support higher density development within walking distance of a streetcar station, the City of West Sacramento adopted a Streetcar Corridor Overlay for the existing and planned streets along the streetcar line, or within one-quarter-mile of a streetcar stop, where increased densities/intensities are allowed. In addition, the City has zoned the riverfront areas as areas for mixed-use zoning in anticipation of a streetcar or high-quality transit line.





Zoning and Land Use Planning



Guiding Principle: Encourage flexible building height requirements to allow for taller and denser development in transit oriented areas.

BUILDING HEIGHTS

Local or regional jurisdictions typically set building height requirements for the purposes of regulating growth, providing adequate safety measures, or in an attempt to protect existing view sheds. Such requirements also help ensure the creation of certain product types such as housing or office space, and can also assist in meeting market demands.



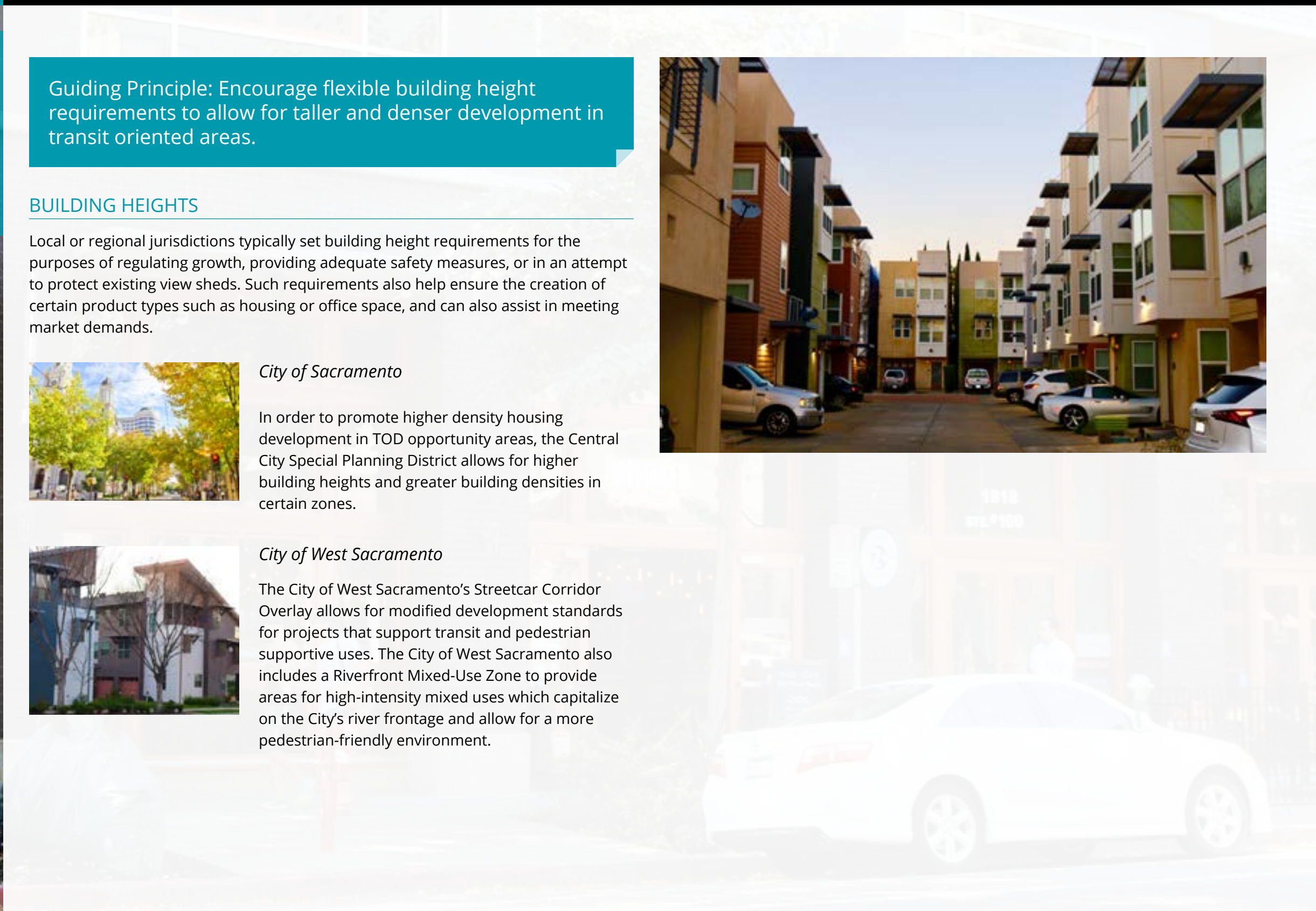
City of Sacramento

In order to promote higher density housing development in TOD opportunity areas, the Central City Special Planning District allows for higher building heights and greater building densities in certain zones.



City of West Sacramento

The City of West Sacramento's Streetcar Corridor Overlay allows for modified development standards for projects that support transit and pedestrian supportive uses. The City of West Sacramento also includes a Riverfront Mixed-Use Zone to provide areas for high-intensity mixed uses which capitalize on the City's river frontage and allow for a more pedestrian-friendly environment.



Zoning and Land Use Planning

Guiding Principle: Specify allowable uses to ensure that development and growth can be focused and tailored to help meet market demand.

PERMITTED USES/ NON-PERMITTED USES

The purpose of specifying what uses are allowable is to ensure that development and growth can be focused in such a way as to meet market demand for particular uses, while also supporting a transit-friendly environment. Being flexible on allowed uses helps to create a development atmosphere in which innovation, opportunity, and mobility opportunities such as walking, biking, and transit can be cultivated.



City of Sacramento

In the City of Sacramento, residential uses are allowed in all commercial zones within the central city. Uses encouraged for development in TOD areas, within the Central City Special Planning District that are a half mile from any light rail or streetcar station include:



- residential mixed use
- commercial
- office
- industrial



1/2 mile from light rail/ streetcar station

- stand-alone surface parking lots;
- auto-sales, storage, rental that includes inventory that is displayed outdoors;
- drive-through restaurants;
- equipment—rental, sales yards; gas stations;
- mini storage;
- towing services, vehicle storage yards;
- accessory drive-through facilities.



City of West Sacramento

In the City of West Sacramento, transit supportive uses are encouraged for development, with incentives for TOD development in Streetcar Corridor Overlay areas. As shown within the City's Zoning Code, the Streetcar Corridor Overlay generally applies to existing and planned streets and adjacent fronting properties along the streetcar line or within

one-quarter-mile of a streetcar stop. Within this overlay, the permitted uses are prescribed by the base zone, or as amended by an adopted specific plan in order to support higher-density development within walking distance of a streetcar station. In addition, mixed use development incorporating multi-unit residential is permitted by-right in specified zoning districts. Further, proposed development that incorporates the following transit and pedestrian supportive uses, as listed below, may be granted TOD incentives:



- multi-unit residential uses;
- public/semi-public uses (such as colleges, trade schools, and government offices);
- commercial and office uses;
- other uses (such as outdoor dining, seating, display, and sales);



1/2 mile from light rail/ streetcar station

- specified public/semi-public uses (such as campgrounds);
- specified commercial uses (such as automobile/ vehicle sales/services, drive-through facilities, building materials sales and services);
- specified employment uses (such as cargo handling, construction yards, salvage, wrecking, and warehousing facilities);
- specified transportation, communication, and utility uses (such as freight/trucking, and light fleet-based services).

Zoning and Land Use Planning



Guiding Principle: Emphasize the importance of parkland access in transit-oriented environments. However, the way users engage with parkland can be unique. The emphasis should be placed on shared spaces, walkability, and connectivity through parklands.



PARKLAND DEDICATION REQUIREMENTS

Equitable and adequate access to parklands and recreational opportunities for residents is important to TOD development. By creating accessible and desirable places to live, work and visit, TOD development can improve

the quality of life and public health through physical activity. However, there are many opportunities for recreation in an urban environment that may not be limited to traditional parks. These can include public spaces, walking trails, and smaller park facilities. In more urban areas, it is rare to find large, undeveloped parcels that can accommodate parks. Reducing parkland dedication requirements can also help reduce the cost of a project.



City of Sacramento

In Sacramento's central city there is less land available to accommodate large parks, making building new parkland challenging and sometimes even physically impossible to do. Recognizing this, the Quimby Park Dedication requirements in Sacramento's central city were reduced from 5 acres per 1,000 residents to 1.75 acres per 1,000 residents.



City of West Sacramento

The City of West Sacramento has leveraged existing regional recreational areas along the riverfront in Washington and The Bridge District. to help meet the park requirements in more urban areas. Through the use of existing park space along the riverfront, the City has focused on creating opportunities to bring people closer to the waterfront by connecting adjacent parks, and allowing for more accessibility to meet parkland requirements for future development. This intentional dedication of park space is also beneficial for the development of TOD, as more access to park space will meet the requirements for future development of areas along portions of the streetcar line.

Zoning and Land Use Planning



Guiding Principle: Encourage the incorporation of private open spaces into the design of TOD to help preserve and provide visual and physical relief to the cityscape.

PRIVATE OPEN SPACE REQUIREMENTS



Private and common open space belongs to the residents and is either in the form of a secure shared garden, private outdoor areas, rooftop-deck, or in the form of private balconies attached to each unit. Open space which is well-designed, local, and accessible is a key component of TOD; is desirable in any livable city; and is of public benefit to the residents of the community. Incorporating private open spaces into the design of TOD can help preserve and provide visual and physical relief to the cityscape that can enhance a city's aesthetic and distinct character. Private open space requirements typically work best for garden style apartments and other lower density residential uses, and can be impractical for higher density development on smaller lots. Shared open spaces such as terraces and community rooms are considered more realistic for higher density development on smaller lots.

impractical for higher density development on smaller lots. Shared open spaces such as terraces and community rooms are considered more realistic for higher density development on smaller lots.



City of Sacramento

Typically, there is less land available in urban areas to accommodate large portions of private open space. As part of the Central City Special Planning District, the requirements for private open space were updated to modify or eliminate the existing standard for open space within multi-unit dwellings, and specific open space districts. For example, open

space requirements for multi-unit dwellings were either eliminated within portions of the Central City Special Planning District area, or updated from 100 square feet of open space per dwelling unit to either 25 or 50 square feet of open space per dwelling unit depending on the district. Requirements for Suburban Open Space Districts remained unchanged. In addition, through preservation incentives, the City of Sacramento allows for up to 100 percent of the required private open space requirements to be waived if a project can reuse a listed historic resource.



City of West Sacramento

The City of West Sacramento requires there to be open space provided for some residential zones. Within the R-2 zone, there must be at least 200 square feet of open space per dwelling unit; 100 square feet of it must be private. Within the R-2.5 zone, there must be at least 150 square feet of open space per dwelling unit; 50 square feet of it must

be private. Within the R-3 zone, there must be at least 150 square feet of open space per dwelling unit; at least 50 percent of the units must have at least 50 square feet of private open space. Units in mixed use zones (including Central Business District, Commercial, Commercial Highway, Mixed Use-Neighborhood Commercial, Mixed Use Corridor, and Waterfront) must have at least 150 square feet of open space; 100 square feet per unit must be common and at least 50 percent of units must have at least 50 square feet of private open space.



Zoning and Land Use Planning

Guiding Principle: Focus transit oriented environments on the pedestrian scale. People will get to and get around a TOD by walking and biking. Less parking means more space for people, homes, office, and open space.



PARKING REQUIREMENTS

Regulating parking requirements by reducing or eliminating parking minimums and setting parking maximums are often effective in supporting transit use. Reducing or eliminating parking minimums

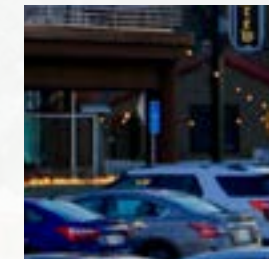
reflect the potential for reduced automobile ownership and usage among residents and commuters, and would encourage transit use. Parking maximums establish a maximum ratio for parking spaces for various development types in order to avoid too much space being devoted to automobiles. Using parking minimums along with maximums help ensure that the basic parking needs of a transit oriented community are met while still encouraging walking and transit use.



City of Sacramento

The City of Sacramento adopted amendments to their code in 2012 to address reduced parking, coupled with specific parking management strategies. For select neighborhood types, parking minimums are either eliminated or reduced by half. The process for these changes includes parking requirements

organized for zoning code land use designation areas to allow for more neighborhood specific solutions to parking. Specific changes include no minimum vehicle parking requirements for development in the Central Business District and reduced requirements for certain types of development. Bicycle Parking Requirements were also established that focus on promoting bicycle ridership in the central city area. This is done through bicycle parking programs that offer both free and low-cost options for bicyclists who work, visit or live downtown. Bicycle racks are located throughout the city and are free to use. In addition, local businesses may qualify for a free bicycle rack installation to provide bicycle parking. The Central City Special Planning District established maximum parking requirements for all industrial and commercial uses.



City of West Sacramento

The City of West Sacramento's Streetcar Corridor Overlay also updated development standards to include reduced parking requirements, maximum parking standards, shared parking standards, and in-lieu parking fees. In 2017, the City commenced operation of parking meters in the Bridge District.

Parking is managed through a smartphone application or parking payment machines. The City is able to scan license plates to determine whether someone has paid; no physical tickets are needed. In the Washington Realized Sustainable Community Strategy, the City analyzed parking within the Washington District, including how parking strategies could support the overall vision for providing a compact, urban, mixed-use, walkable, transit-oriented environment. Recommendations from the document included, adopting parking maximums, creating flexible parking standards, enhancing monitoring of parking supply and demand, addressing financial incentives, and improved enforcement techniques.

Links to City of Sacramento and City of West Sacramento documents

- [Central City Specific Plan](#)
- [Sacramento City Code – Central City Special Planning District](#)
- [Sacramento City Code – Zoning Districts and Land Use Regulations](#)
- [West Sacramento Zoning Code](#)
- [Washington Realized](#)



Infrastructure Studies and Financing Plans

The purpose of an infrastructure studies and financing plans are to identify the needed infrastructure improvements within an area to accommodate anticipated development in the future, and provide a feasible financial framework for implementation. To assist jurisdictions in attracting new development to an area, infrastructure studies and financing plans can provide planning level analysis that directs development to locations where existing infrastructure capacity exists, where financing is available, and to location that are most compatible with transit.

Guiding Principle: identify the infrastructure improvements upfront that are needed to accommodate future development to provide communities with the information to determine their potential costs and to prioritize improvements



INFRASTRUCTURE STUDIES

Often times, infrastructure can be a hurdle to development for many communities. This is especially true for areas that have been largely developed, otherwise known as infill areas. Infill projects rely on existing infrastructure that was sized to accommodate a certain amount of development, often constructed many years ago. Infill development, or redevelopment of lots, is frequently allowed at greater densities and intensities, which in turn can exceed existing infrastructure capacities. The uncertainty of when a capacity increase is required is a significant financial risk for developers. Infrastructure studies can help minimize these development challenges, and create a predictable understanding of infrastructure constraints and opportunity areas that can accommodate development.

As part of the attraction for developers, understanding where infrastructure is needed, or where infrastructure is adequate, can help prioritize where projects are developed. Specifically, information provided as part of an opportunity sites analysis should be easily accessible and address potential opportunities and constraints on a site. This includes information on development potential, utility constraints, nearby amenities, and the presence of significant resources. In turn, this information helps in site selection, and prioritization of development near streetcar stations and streetcar corridors, and overall facilitating development.



City of Sacramento

During the drafting of the Central City Specific Plan, 83 opportunity sites were identified as potentially being able to accommodate development. These selected sites were generally vacant and/or underutilized, and located in close proximity to streetcar or other transit uses. As part of this process, detailed studies were conducted, including

utility infrastructure studies, for all 83 opportunity sites.

The Utility Infrastructure Analysis for the Central City Specific Plan was developed to assist the City in attracting development to the Central City area by giving developers information on where infrastructure capacity exists and what improvements need to be made to accommodate development that was identified in vacant and underutilized opportunity sites. These sites were located primarily in the Central Business District and commercial corridors, with an emphasis on proximity to nearby transit stations and along streetcar corridors. The analysis was prepared to help the City and developers in creating a development fee structure to share the costs of improvements, attract development funding assistance, and provide potential developers with information to evaluate their potential infrastructure costs to facilitate development in the Central City Specific Plan area. The analysis also prioritizes infrastructure improvements that provide infrastructure to serve the most amount of development for the least cost. Included in the study is an analysis of the following infrastructure components: [Utility Infrastructure Analysis Link](#)



Infrastructure Studies and Financing Plans

- street lights
- wastewater (combined sewer system)
- storm drainage
- water supply
- natural gas
- electrical systems
- telecommunications

In line with the Central City Specific Plan infrastructure analysis, the City of Sacramento has also implemented a plan, “Grid 3.0”, to integrate a number of transportation improvements and programs targeted at further enhancing the downtown grid. Grid 3.0 identifies enhancements to the central city grid through a layered network perspective in order to meet the complex future needs of the central city. In a system of layered networks, priority or enhanced facilities are identified for particular modes on different segments of the grid to provide a safer and more efficient system. Grid 3.0 identifies a future transportation network and a list of projects needed to provide improved mobility and access, protect residential neighborhoods, optimize the interaction of transportation modes, provide an appropriate amount of parking at the appropriate price levels, and provide safe and efficient connections to the surrounding areas. Overall, the estimated cost of implementing the Grid 3.0 plan is approximately \$165 million. Of the \$165 million, about eight percent would be expected to come from existing sources, 32 percent from potential future sources, and the remaining 60 percent (or more) of funding would need to come from other sources, most likely local in nature. In addition, and as outlined in GRID 3.0, federal and state funding sources for infrastructure projects are typically provided once capital improvement projects (CIP) and CEQA clearances are established. With pre-approved projects, development projects can be streamlined and grant funding can be obtained faster. Grid 3.0 Link



Ultimately, the financing techniques used to fund these upfront public infrastructure improvements were instrumental for streamlining development in the City of West Sacramento. Infrastructure funding was made possible by the City through a diverse array of community investment funding tools of such as the recently formed Enhanced Infrastructure

Financing District (EIFD). The City then used this EIFD, tax increment financing (TIF), fair-share impact fees from outside the district, and Proposition IC Grant funds to help implement the infrastructure improvements. Without a plan for implementing and financing infrastructure projects, streamlined development would have been more challenging.

A portion of the streetcar is proposed in a relatively new infill area (the Bridge District), and a mostly developed area (the Washington community). New infrastructure was designed and constructed in the Bridge District to adequately serve the new development in this area. A large portion of this infrastructure was constructed with federal and State grant funding. With the backbone infrastructure in place, the City incentivized new development in the Bridge District. Infrastructure upgrades were also identified in the Washington Area that include improvements to the pedestrian, bicycle, parking and streetscape amenities along several of the key roadways within the Washington District, and were implemented by the City. The above ground utilities along these roadways were placed underground, with new street lighting installed to improve the aesthetics and safety of the neighborhood. This also included upgrading the capacity of the wet utilities to ensure that Washington was ready for the expected amount of development. With adequate utility capacity, the City is also making development and redevelopment in the Washington community easier.



Infrastructure Studies and Financing Plans

Guiding Principle: create a predictable environment with an established fee structure to share the costs of improvements among affected property owners.



FINANCING PLANS

The Financing Plan provides an overview of the development strategy for a jurisdiction and provides the background for establishing public policies that will govern the financing of infrastructure and public facilities projects. The Financing Plan also identifies the estimated cost of the facilities and proposes a set of funding sources and financing techniques to pay for the

facilities. Facilities are typically funded, in part, by a plan area fee program, otherwise known as a development impact fee. The advantage of having a financing plan is that developers have a better idea of how much they have to pay for infrastructure improvements, and the infrastructure costs are spread out amongst all affected landowners rather than paid for by the first proposed development. This increased predictability will help facilitate development in these areas.



City of Sacramento

As part of the Central City Specific Plan Public Facilities Financing Plan, the City of Sacramento has developed a strategy that addresses the challenge of financing infrastructure in the Central City Specific Plan Area.

The Finance Plan provides a framework on how infrastructure would be phased, and funding sources would be obtained to pay for the identified improvements. [Public Facilities Finance Plan Link](#)

The financing strategy for the Central City Specific Plan proposes to add significant infill development in an existing urban environment. Overall, the financing strategy outlines the plan for addressing the challenging backbone infrastructure and public facilities investments necessary to support new development.

Projected funding sources for the public improvement costs associated with Central City Specific Plan development include the following primary funding categories:

- **Central City Impact Fee Funding** - Plan area fee levied on Central City Specific Plan development for purposes of funding Central City Specific Plan improvements, necessary to accommodate new growth, that is not funded by existing or proposed fee programs/other sources. Approximately 15 percent is estimated to be funded through Central City Impact Fee funding.
- **Existing City and Other Agency Development Impact Fees** - Central City Specific Plan development will be subject to several existing City and Other Agency development impact fee programs, funding an estimated 22 percent of identified improvements. Existing City Development Impact Fee programs, which fund citywide infrastructure improvements, include:
 - Combined Sewer Development Impact Fee;
 - Citywide Water Development Fee;
 - Citywide Transportation Development Impact Fee;
 - Citywide Park Impact Fee (PIF);
 - An I-5 Subregional Corridor Mitigation Program (SCMP) fees;
 - Sacramento City Unified School District (SCUSD) School Mitigation Fee;
 - Other agency fee programs including fees for the Sacramento Area Flood Control Agency, and the Sacramento Transit Authority (STA).
- **Other City Funding** - The City may provide other discretionary funding sources to assist in developing infrastructure. Examples of the funding sources include sales tax, tax increment financing, and gas tax revenues.



Infrastructure Studies and Financing Plans



- **Utility Rate Revenue** - The City charges utility rates for water, sewer, and storm drain services to residential and nonresidential utility users in order to maintain the City's utility systems. As the Central City Specific Plan includes the City's existing urban core, much of the existing backbone infrastructure in the Central City Specific Plan area is undersized, near the end of its life cycle, or deteriorating, as is the case for many infill development areas. Per California law, utility rate revenue cannot be used on infrastructure to accommodate new growth.
- **Outside Sources of Funding (Regional, State, and Federal)** - Funding sources, such as grants or loans, from State, federal, or other agencies or institutions to which the City may have to apply for funding. Approximately 35 percent is estimated to be funded through outside sources of funding.
- **Private Developer Funding** - Capital provided by private developers through debt, equity, or a combination of both. Approximately two percent is estimated to be funded through private developer funding.



City of West Sacramento

The City of West Sacramento prepared a financing strategy overview for the Washington community, which is to include the development of a streetcar line and associated TOD. The financing strategy overview includes an inventory of infrastructure and facility costs needed to serve a streetcar line and future phase to create the types of TOD the City wishes to encourage. While the Washington area is largely developed, there are opportunities for infill development and redevelopment of underutilized sites. All of the improvements have been identified to support the increased densities/intensities envisioned in Washington.

As part of the financing strategy overview, the feasibility of proposed financing approaches was tested by preparing a pro-forma analysis for key project prototypes, as described below:

- Three key project prototypes that can be built in the Washington Realized area given the allowed land uses and densities/intensities for available lots were developed. Typical construction types and construction typologies in the area were also considered.
- The feasibility of recommended financing strategies to ensure they support the feasible development of a range of desired uses for the key prototypes were evaluated.

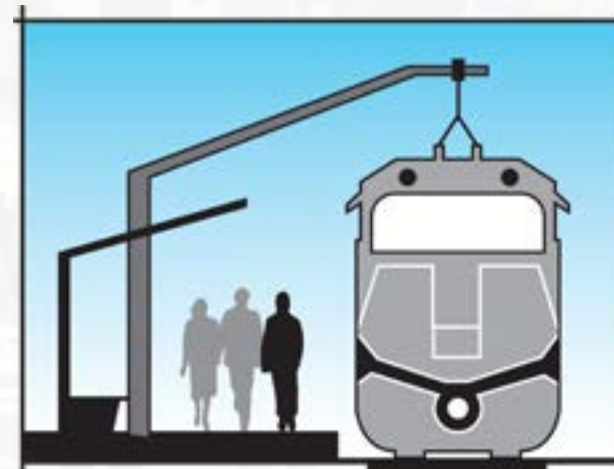
The funding sources for the public improvement costs associated with Bridge District development and financing strategies for the Washington Realized Plan include the following primary funding categories:

- Proposition/Grant funding from state or federal appropriations, and private donations.
- Outside Property Tax Increment
- Outside Citywide Regional Impact Fees
- Owner Contributions
- Private Transfer Tax
- Non-Bridge Streetcar Assessment
- Yolo County Transportation Authority
- Additional Revenue Generated by Development Beyond 6 Million Square Feet
- Bridge District Property Tax Increment Bonds, and Pay-As-You-Go (P-A-Y-G) Revenue
- Community Facilities District (CFD) fees, Bonds, P-A-Y-G Revenue, and One-time Special Tax (OTST) Revenue

Design Guidelines

Design Guidelines can help set a framework for development near transit or streetcar while maintaining a high quality of life for its residents, establishing development that is consistent with the existing urban fabric, and creating a pleasant and walkable streetscape. The intent is to insure that all development contributes to more unique and special places that further the overall vision for the community. The following design guideline components were selected for discussion due to their importance in helping to establish development near transit. In addition, with design focused on less vehicular-based infrastructure, these design guidelines and standards not only help establish development near transit, they can also support the actual development of transit and streetcar lines in the future.

The design-related best practices for streetcar and transit lines have been organized into the following categories: specific engineering related guidelines and standards of the streetcar line itself; those for the surrounding streetscape; and those for adjacent development. Within these categories, some of the selected tools discussed below include streetcar configuration, guidance on the public/private realm, driveways, intersections, pedestrian zones, special building types, streetcar specific guidelines, ADA accessibility, crime prevention through environmental design, and historic preservation.



Guiding Principle: Establish design guidelines and standards that incorporate conflict avoiding streetcar configurations that consider interaction with utility lines, and all modes of transportation.

STREETCAR/TRANSIT LINE

In order to help facilitate the streetcar and improve overall performance and operations, specific guidance on best practices for streetcar design is described below. In general, the best practices focus on safety, conflict avoidance, and connectivity within the built environment. This includes configuration of the streetcar or transit line, in addition to safety related measures that aid in overall streetcar operations. Specifics of how jurisdictions can provide safe and effective streetcar corridors are provided below.

STREETCAR/TRANSIT LINE CONFIGURATION

The design of streetcar or transit lines need to take into account the best practices for engineering standards, and how routes are physically built. The overall configuration of the streetcar or transit line can have a significant effect on the way in which the public interacts with the service, operational performance, longevity, and safety. The following list is provided as an overview of best practices for streetcar line or transit line design configurations.

- In most configurations, lane width should be similar to standard lane widths for automobile driving lanes (11 to 12 feet wide), but should be wider at turning locations to allow for the necessary turning clearance of the streetcar. Lanes may narrow at station platforms (nine feet wide).
- Specify lanes as transit lanes along corridors with frequent service to utilize the streetcar services most efficiently, and avoid conflict with other transportation modes.



Design Guidelines

- If needed, utilize short signal cycles in order to lower vehicle speeds, and allow for transit vehicles to effectively return to their established, and most efficient route.
- Traffic turning movements across the track(s) from a parallel traffic lane should be avoided wherever possible.
- Avoid intersection designs with double right turn lanes (especially when one is a shared through lane) to avoid difficulties for pedestrians, bicyclists, and negative impacts on transit operations.
- Consider sight lines for all modes of transportation (such as auto, streetcar, bicycles, and pedestrians) when landscaping.
- Consider the envelope of the overhead catenary system (OCS) when furnishing and planting the streetscape.

UTILITIES

It is important to identify and map existing utility lines and utility needs early in the process, and work with utility companies to establish working relationship as a way to find possible route or track alternatives that avoid costly utility work. The following list is provided as an overview of best practices for design guidelines and standards that address utility placement.

- Establish a Restricted Utility Zone (RUZ) that defines the clearance for all utilities around streetcar or a fixed transit line. All utilities within the RUZ shall be relocated unless otherwise approved by the City.
- Design considerations must anticipate construction sequencing and ongoing utility service needs. Provide design to maintain critical services during construction.
- The design depth of the track section shall be kept to a minimum by modifying the under-track power and signal ducting to lessen the impact on crossing utilities. A single row of conduits rather than stacked rows may be necessary to avoid conflicts.

- All utilities shall cross the tracks at 90 degrees to the track centerline unless approved by the City. Manholes, valves, and other utility related appurtenances requiring periodic maintenance or operation should not be placed within the RUZ.
- All underground utilities shall avoid conflicts with the overhead contact system (OCS) poles of the streetcar system to ensure the structural integrity of the poles are not impacted. Include three feet of clearance from the edge of pole to the edge of the utility shall be maintained.
- All utility work being performed within 10 feet of the nearest rail of an existing streetcar track will require a permit from the Light Rail/Streetcar Operator.
- Water pipe crossing a light rail/streetcar system shall be cased under the track, with steel casings utilized and located to facilitate future retrieval of the carrier pipe. Existing water pipes shall be enclosed in a split steel casing extended a minimum of one foot beyond the track slab.

WHAT THE CITIES ARE DOING

The streetcar line, light rail, and other high quality transit provide significant opportunities for locating higher density TOD that promotes transit use and walkable neighborhoods. The streetcar line will provide a better urban environment for both Sacramento and West Sacramento, and will be designed with better pedestrian mobility in mind rather than for use as a regional connector. With that being said, the design guidelines for the streetcar corridor and surrounding areas focus on pedestrian safety and connectivity within the built environment. The goal for a streetcar line is to provide ease of access for pedestrians commuting short distances that would have otherwise walked or biked. Both cities have already established design review processes to address the overall best practices for design guidelines and standards that allow for proper configuration, pedestrian safety, and effective operation of the line.



Design Guidelines



City of Sacramento

In 2012, the City of Sacramento developed a Sacramento Streetcar System Plan to identify a streetcar network for the central city area. The objective of the plan has been to define the key elements of a streetcar network and an initial “Starter Line” that is to serve the City of Sacramento

and provide connections to neighboring jurisdictions including the City of West Sacramento. The purpose of the Sacramento Streetcar Plan has been to increase multi-modal travel choices in the study area by establishing a network of streetcar routes that complements existing rail and bus service while increasing mobility for short-range trips in the study area, especially pedestrian trips augmented by transit.



City of West Sacramento

Specific streetcar design standards can be found at the [City's website](#), and recommended changes were made to the City of West Sacramento's Street Design of the Design Standards to ensure consistency with development of existing and future phases of the Streetcar.

In addition, the City of West Sacramento has set specific utility standards to establish the policies, procedures, and guidelines relating to utilities within the streetcar corridor or public street. The criteria were established for protection of pipe in a public street or shared utility corridor, and also includes considerations for direct physical interferences, maintenance access encroachments, and stray current corrosion control. The existing utility standards can be found at the link provided, and changes related to streetcar development are to be incorporated in the future regarding [Design Standard Specifications](#) to reduce conflicts between the streetcar and existing utilities.

Guiding Principle: Establish proper streetscape design guidelines and standards that incorporate design for multimodal operations, and safety for the entire transit-oriented area, as an assumed pedestrian zone.

SURROUNDING STREETScape

In the early phases for planning and designing streetcar lines and high quality transit, it is important for jurisdictions to consider the streetscape surrounding a potential streetcar line, or TOD. The design of the built environment, public and private spaces, and the overall streetscape near TOD should be designed for the pedestrian scale. This includes the design for multimodal operations, pedestrian zones, and sidewalks the reduce safety concerns. In addition, it is important to include design provisions for ADA accessibility, driveway placements, and limited conflicts at intersections.





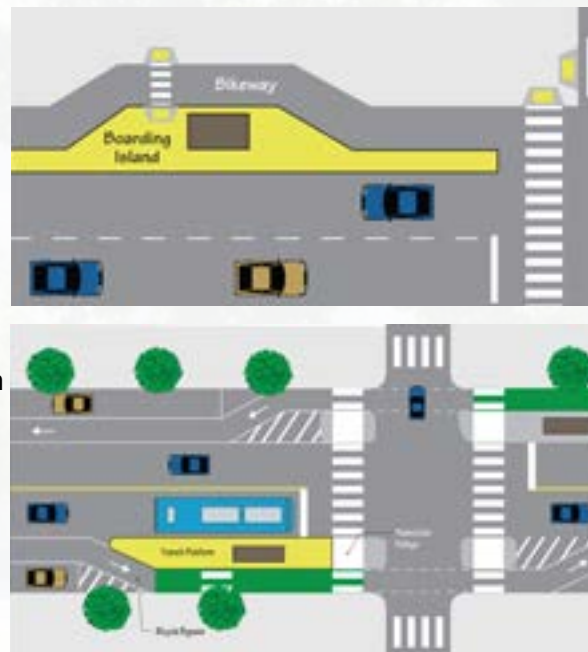
Design Guidelines

MULTIMODAL OPERATIONS AND SAFETY

Design guidelines that address multimodal operations and safety include those guidelines and standards that address the development of complete streets, specifically along streetcar streets, that minimize conflicts between the streetcar and automobiles, pedestrians and bicycles. The following design guidelines are related to multimodal operations and safety.

Bicycle and Pedestrian Interface

- In areas with a high amount of pedestrian traffic, provide a walk phase every cycle with no push button required at intersections.
- Highlight potential streetcar conflict areas by applying a fill color to bicycle or pedestrian facilities
- Use shallow trackway to minimize impacts to utilities and conflicts with bicyclists.
- Try to use a layered network approach with bicycles. This means a parallel route approach is preferred in which bicycle travel is separated from streetcar tracks as much as possible. Also avoid combining sidewalks and bikeways. This will help ensure passenger waiting areas do not interfere with passage on sidewalk.
- Implement techniques such as mobility hubs and bike share near streetcar lines that provide connecting micro-transportation options, and benefit to increase transit usage.



Streetscape Configuration

- In most configurations, lane width should be similar to standard lane widths for automobile driving lanes (11 to 12 feet wide), but should be wider at turning locations to allow for the necessary turning clearance of the streetcar. Lanes may narrow at station platforms (nine feet wide).
- Specify lanes as transit lanes along corridors with frequent service to utilize the streetcar services most efficiently, and avoid conflict with other transportation modes.
- If needed, utilize short signal cycles in order to lower vehicle speeds, and allow for transit vehicles to effectively return to their established, and most efficient route.
- Traffic turning movements across the track(s) from a parallel traffic lane should be avoided wherever possible.
- Avoid intersection designs with double right turn lanes (especially when one is a shared through lane) to avoid difficulties for pedestrians, bicyclists, and negative impacts on transit operations.
- Consider sight lines for all modes of transportation (such as auto, streetcar, bicycles, and pedestrians) when landscaping.
- Consider the envelope of the overhead catenary system (OCS) when furnishing and planting the streetscape.
- Adhere to the principles of Crime Prevention Through Environmental Design (CPTED).

Curbside Management

- Locate transit stops away from the crosswalk/curb return, and in most instances place stops downstream of the intersection (known as a far-side stop), with possible near-side stops closer to intersections as an option if signals are controlled.
- Utilize curb extensions (bulb-outs) to accommodate streetcar stop amenities (i.e. benches, lighting, and shade structures) while preserving the pedestrian clear zone.
- Integrate bus boarding platforms with streetcar boarding platforms.
- Attempt to achieve level or near-level platforms that are ADA compliant.



Design Guidelines

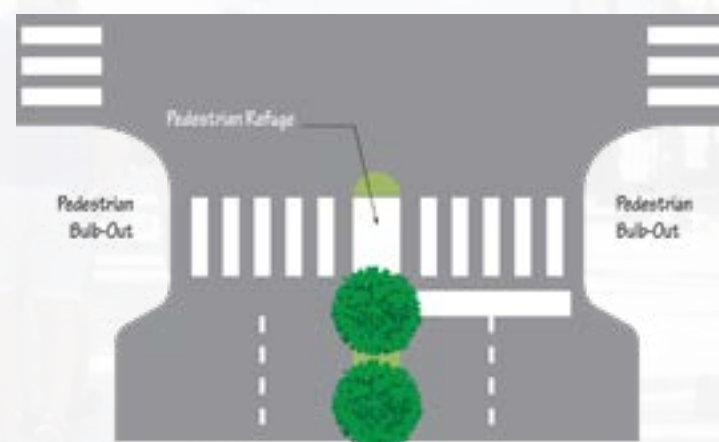
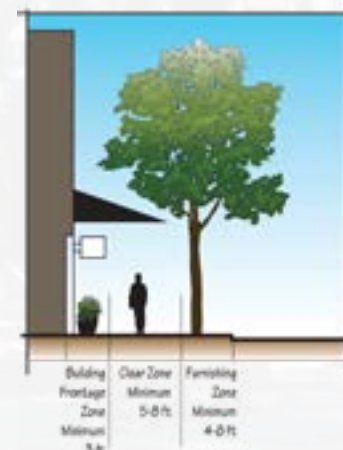
- Encourage streetcar ridership through transit stop amenities that include seating, shade structure, lighting, and real time travel information
- Coordinate with truck companies and new construction to educate truck drivers on streetcar systems, to include techniques for proper curbside management, including pulling into spots fully and putting mirrors in.

PEDESTRIAN ZONE AND SIDEWALK ZONE

This design guidance is intended to allow for the improvements made by public or private entities within the public right-of-way. For example, the Pedestrian Zone is typically considered public right-of-way or sidewalk locations such as sidewalk cafes, landscaping, benches, specialty paving, and trash containers. While the Pedestrian Zone is intended to apply to locations near building and property frontage, along transit corridors, guidance for the Pedestrian Zone is also intended for safety purposes so as to limit pedestrian exposure to transit outside of crosswalk locations.

PUBLIC REALM/PRIVATE REALM

Design guidelines typically address the overall vision for the physical form and character of an area through both the public and private realms. Guidance for the public realm include design of streets, sidewalks, and parks. In an area identified for TOD, the purpose of the design guidelines is to make sure the public and private realms are more pedestrian-scale. Guidance provided for private development can



include addressing the placement of buildings, the design of buildings, and the treatment of both on-street and off-street parking. Creating a more pedestrian scale environment near TOD helps to provide more connectivity with transit use, and can foster additional activation of the public spaces, which can lead to increased transit use. Private realm design principles are used to ensure development is active, engaging, visually interesting, pedestrian-oriented, and enhances the public realm and streetcar use. These design principles cover site planning, architectural character, landscaping, lighting and signage.

ADA ACCESSIBILITY

Design guidelines include requirements for the pedestrian environment, walkability, and the overall layout and access to transit that the built environment provides for residents near TOD. The provision of safe walking routes between transit stations, and residential development are detailed in design guidelines with specifics regarding street blocks, street lighting, ADA compliance for sidewalks, and safe street crossings. Specifically, design guidelines for TOD state that clearance at bus and streetcar stops must be provided for ADA accessibility.

DRIVEWAYS

Design guidelines for driveways typically address ways to minimize impact on pedestrians and diminish visibility from the street. In addition, driveway guidelines provide maximum width requirements for the purpose of pedestrian and driver safety, and can also lessen potential impacts to on-street parking options. In addition to impacts on parking, driveways can always cause impacts to traffic as well as transit.

INTERSECTIONS

Design streets to accommodate safe and convenient pedestrian crossings. Street intersections are the places shared by pedestrians, vehicles and bicycles – as a result, intersections have the potential for conflict of all of these users. In order to reduce potential conflict and ensure pedestrian safety, it is important that pedestrian crossings be designed as an integral and critical component of the street system that accommodates vehicular, bicycle and pedestrian circulation.



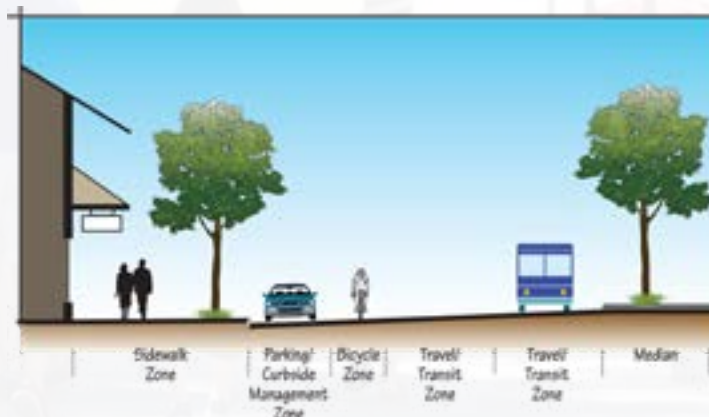
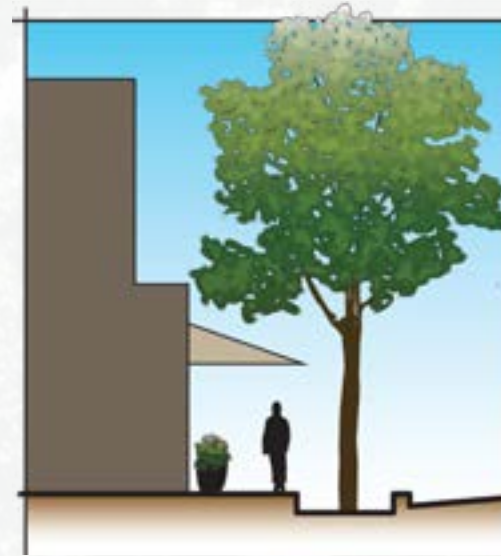
Design Guidelines



WHAT THE CITIES ARE DOING

City of Sacramento

- The City of Sacramento has updated the Central City Neighborhood Design Guidelines as well as the Central Core Design Guidelines to help modernize the existing framework and long-term vision for the physical form and character of Sacramento's central city urban core, and neighborhoods. To promote pedestrian activity, the City's Central Core Design Guidelines focus on areas near streetcar stops in the public realm and include a framework for placement of street furniture and other amenities such as trash receptacles, kiosks, public telephones, and newsstands. Such items should be located in conjunction with active pedestrian areas such as intersections, key building entries, public parks and plazas, bus and streetcar stops, important intersections and pedestrian streets. Ultimately, the design guidelines specify that the City and Regional Transit should transition to low boarding trains and replace existing ramps or raised platforms with at-grade stops. The private realm guidelines include provisions prohibiting site access off of any street along a streetcar route to avoid any potential traffic conflicts. [Link to Central City Neighborhood Design Guidelines – March 2018, Central Core Design Guidelines – March 2018](#)
- The City's design guidelines include providing for complete streets, activating alleys, designing on street parking to enhance pedestrian comfort. In addition, the City's design guidelines cover site planning, architectural character, landscaping, lighting and signage.



- Design guidelines established by the City of Sacramento state that clear areas at bus and streetcar stops must be maintained for an area of five feet by eight feet in order to help with the boarding of wheelchair users. These guidelines help provide better access for pedestrians that use transit or those that need access to other development near transit.
- As part of the City of Sacramento's design guidelines, limitations and requirements on driveway placement have been included. Driveways are prohibited along the streetcar line in order to avoid conflict between drivers and transit, and to ensure the smooth flow of the streetcar. In addition, driveway restrictions can potentially provide more ability for on-street parking or promote alternative modes of transportation including walking, biking, and transit ridership.
- City of Sacramento design guidelines for intersections include details on curb extensions, on-street bicycle facilities, as well as shorter signal cycles for pedestrians and transit.

City of West Sacramento

- The City of West Sacramento's approach to multimodal operations and safety includes providing a layered street network approach that overlays all the priority pedestrian, transit, bicycle and automobile corridors into a single network. This approach views mobility holistically, focusing on providing a variety of transportation options, mode choices, routes, or environments. [Link to Washington Realized.](#)
- The Streetcar Corridor Overlay for the City of West Sacramento includes design guidelines for both the public and private realms to help foster an environment that is pedestrian-friendly and conducive to transit. Public realm design guidelines include establishing street types: one street type is for streets that accommodate the streetcar and stops, while the other street type are considered connector streets that provide a connection to a streetcar street. Private realm design principles are used to ensure development is active, engaging, visually interesting, pedestrian-oriented, and enhances the public realm and streetcar use. These design principles cover site planning, architectural character, landscaping, lighting and signage.



Design Guidelines



- The City of West Sacramento has incorporated design principles for the Sidewalk Zones in the Streetcar Corridor Overlay to facilitate pedestrian activity and it includes the furnishing, clear, and building frontage zones. The Furnishing Zone may accommodate street trees, parking for new mobility devices, street furniture and transit stops, ranging from four to eight feet. Clear Zones are the walking zone of the sidewalk and has preferred minimum widths of five to eight feet. While the Building Frontage Zone has a preferred minimum width of three feet and serves as a transition between the clear zone and adjacent development.
- As West Sacramento is a community that is considered less built out, the approach to providing facilities and development that are ADA accessible has been through inclusive design from the start. With less existing development, design guidelines and standards are less about retrofitting existing standards, and more about inclusively designing for all users. West Sacramento's design guidelines include providing level or near level streetcar boarding platforms that are accessible by all.
- West Sacramento's design guidelines regarding intersections are addressed in the Streetcar Corridor Overlay, and include crosswalk provisions, curb radii design, and intersection design. The intent of such guidelines is to promote pedestrian safety and limit traffic conflicts near areas of TOD. [Link to the City of West Sacramento's Zoning Ordinance](#)



Guiding Principle: Establish design guidelines that help focus development near transit lines, promote the preservation of community character, adaptive reuse, and limiting potential displacement near TOD.

ADJACENT DEVELOPMENT

Streetcar specific design guidelines can be used to help facilitate development near the proposed streetcar line, and this specific guidance helps dictate how existing transit or streetcar can become integrated into existing neighborhoods. Targeted guidelines provide reference for development along transit streets and TOD that promotes transit use as well as walkable neighborhoods. Pedestrian use along the streetcar is anticipated to be along the entire route, whereas pedestrian use typically generated by light rail only includes use within a one-half-mile radius of each station. Thus, the design guidelines for the pedestrian realm, and multimodal operations along the route of the streetcar is critical to achieving full benefit for the public and development along the streetcar line.



Design Guidelines

SPECIAL BUILDING TYPES

Specific guidelines are provided for unique instances within the built environment that may assist in limiting impacts to the public/private realm or that may help enhance the pedestrian experience near transit. Examples of special building types include sporting arenas, retail surrounding public plazas, large format urban retail with storefronts, urban theatres, and public parking garages.

AIDING CRIME PREVENTION

Through environmental design, targeted design guidelines can assist in the development of a safer built environment. This can be accomplished by adhering to the principles of Crime Prevention Through Environmental Design (CPTED) during the design phase of a project. As an example, the use of street lighting near transit that helps to create a safe and attractive setting for the community's nighttime use. In addition, designing for natural surveillance through increased visibility, and designing for controlled access to a space through focused points of travel can also help provide for a more secure and attractive setting near TOD.

HISTORIC PRESERVATION



In order to preserve, and enhance the desired character of existing neighborhoods while improving the aesthetic

and functional quality of new development projects near transit, design guidelines can highlight specific historic neighborhoods and historic resources that developers should be aware of early in the design process. The intent of these historic design guidelines is to accommodate dense new infill development that is sympathetic to and compatible with, adjacent historic resources and integrated with TOD.

WHAT THE CITIES ARE DOING



City of Sacramento

Updates to the City of Sacramento's design guidelines for the Central City can be found in the links below. The goal of the update has been to help modernize the existing framework and long-term vision for the physical form and character of Sacramento's Central City urban core and neighborhoods. This includes a focus on the streetcar line, TOD, and creating a pedestrian scale environment. [Central City Neighborhood Design Guidelines – March 2018](#), [Central Core Design Guidelines – March 2018](#)

- The City of Sacramento has included guidelines for special building types which include large format urban retail with storefronts, guidelines for urban theatres, as well as guidelines for public parking garages. These guidelines focus on creating development and parking garages that are of pedestrian scale and visually interesting for the pedestrian. In order to provide another mode of transportation into and out of downtown Sacramento and to alleviate congestion, the City amended their zoning to allow greater heights and densities around light rail stations as a way to encourage higher density development. The City also prohibited auto-oriented uses such as gas stations and ministorage. More people living and work near light rail stations means more people will use transit.



Design Guidelines



- Design guidelines provided by the City of Sacramento focus on the use of street lighting near transit, pedestrian safety measures, as well as orientation of development to include effective lines of sight in promoting visibility and activation of the public realm.
- The City of Sacramento's design approaches are intended to support infill development, adaptive reuse, and accommodate streetcar-related infrastructure and design improvements while preserving Sacramento's historic character. The guidelines provide maps of historic resources and a listing of character defining features to consider. For projects utilizing an adaptive reuse approach on additions or reuse of historic properties, the design guidelines are intended to be flexible while also ensuring preservation of the character-defining features of significant historical resources throughout the Central City.



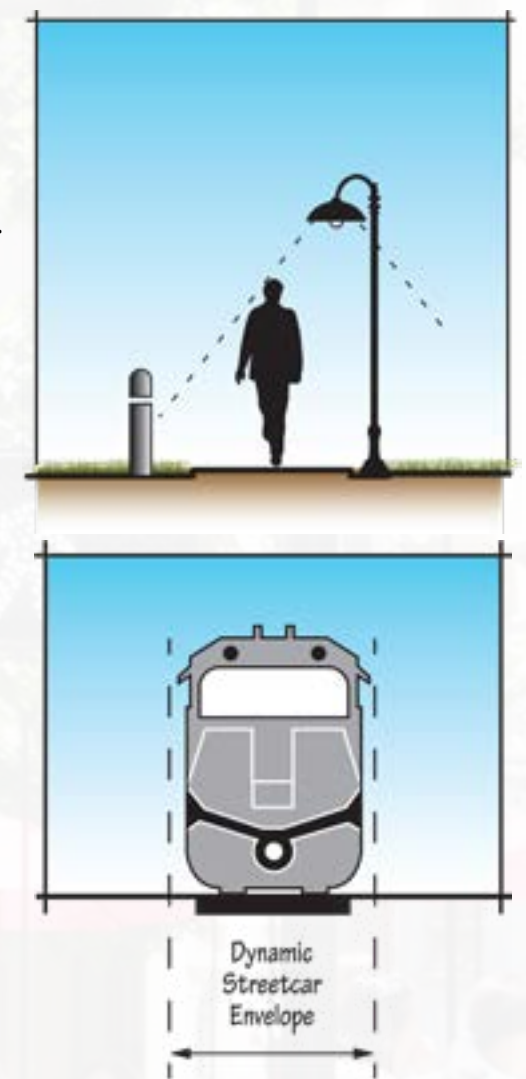
City of West Sacramento

Updates to the [City of West Sacramento's zoning code for the Streetcar Corridor Overlay](#) and historic Design Guidelines can be found at the link below. The Streetcar Corridor Overlay will be part of the updated zone code, and the Historic Design Guidelines can be found as part of the Washington

Area Specific Plan. [Link to Historic Design Guidelines – Washington Area Specific Plan](#)

- While the City of West Sacramento does not include specific guidelines for special building types due to the type of development that typically occurs, the City does review larger development types on a continuing basis, and the City has been openly encouraging of new development. Examples of special building type project include development of Raley Field, and the Barn near the waterfront in the Bridge District of the city.

- Design guidelines provided by the City of Sacramento and West Sacramento focus on the use of street lighting near transit, pedestrian safety measures, as well as orientation of development to include effective lines of sight in promoting visibility and activation of the public realm.
- A portion of the Streetcar will go through the developed Washington Area, and historic design guidelines have been prepared to protect the historic resources and character of the neighborhood. Maps of historic resources and a listing of character defining features for each architectural type present is included. The historic design guidelines aim to protect these resources and address site design, ancillary buildings, exterior details and decorative features, exterior materials and finishes, windows, exterior doors and entries, roofs, accessibility, additions/alterations, and color palettes, as well as building mass and form.





Gentrification/ Displacement



One of the main principles for transit-oriented development (TOD) is to focus development and public investment around transit stops, including along streetcar lines. These public and private investments can include the new or improved transit service and stations as well as street improvements such as lighting, sidewalks, and street furniture; and development improvements, such as new open space and higher density housing and employment uses. These improvements can lead to social and economic change for the area. When these improvements, combined with new infill develop occur in an area which historically has not seen this level of investment, these changes can lead to gentrification. Gentrification, for purposes of this toolkit, is defined as social and economic change associated with public and/or private improvements to an area.

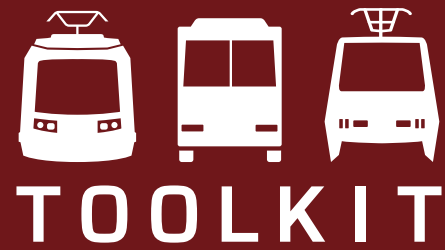
While gentrification is often associated with physical improvements to an area, it can also lead to negative consequences on the community, including displacement and inequitable access to new opportunities and facilities. Displacement, for purposes of this toolkit, is the involuntary movement, or the pricing out of, lower income people or businesses from an area. Because gentrification is a concern in neighborhoods that have experienced historic disinvestment, the discussion is focused on suggested policies or programs that may alleviate negative impacts from gentrification and/or displacement.

Areas which are most at risk of gentrifying include those with a history of disinvestment which are now experiencing development pressures. Evidence of historic disinvestment may be seen in both the physical structures of a neighborhood (pot holes, lack of street lights, empty storefronts), as well as in the social fabric of a community (concentration of poverty, failing schools, lack of employment opportunities). Many residents of these traditionally underserved neighborhoods would like to see physical and social improvements to their community. However, local plans and policies have to be proactive about preventing outcomes where the physical and social improvements do not benefit the existing residents and businesses or the displacement of the existing residents occurs.

Gentrification and displacement are complicated topics. There is much debate over what solutions can be employed to solve or alleviate issues related to gentrification. Cities and other jurisdictions have very different approaches, depending on their individual population's needs and priorities. The aim of this toolkit is to provide an overview of policies and programs employed by cities throughout California as well as a brief summary of the strategies that the cities of Sacramento and West Sacramento are using. It is critical that each community assess their own unique circumstances when considering such tools.

TOOLS

There are two main categories of tools for addressing gentrification and displacement. The first is associated with keeping people, and businesses, in place (preventing displacement) and the second is providing opportunities for current and future residents and businesses to choose to stay or to live/operate elsewhere (increasing social capacity). Together, preventing displacement and increasing social capacity can be part of an equitable development strategy which allows existing and incoming stakeholders to create opportunities for mutual gain which could also reduce some of the negative effects of gentrification.



Gentrification/ Displacement



Preventing Displacement



Increasing Social Capacity

The tools for preventing displacement and increasing social capacity are further broken into the following six topics:

- Understanding and Responding to the Metrics of Gentrification
- Stabilizing Communities and Protecting Vulnerable Residents
- Preserving and Producing Affordable Housing
- Providing a Transparent and Meaningful Participatory Process
- Dedicating Staff and Funding

The toolkit provides a general description of the topic, a summary of ideas for policies and programs that are being used throughout California, followed by a description of existing Sacramento or West Sacramento policies and programs addressing this topic.

UNDERSTANDING AND RESPONDING TO THE METRICS OF GENTRIFICATION

This topic addresses the policies and programs related to understanding the financial and social trends in a neighborhood so that a jurisdiction can discern whether an area is experiencing gentrification pressure. Also addressed in this topic are programs and policies aimed at making transparent the effects of land use and development decisions in order to better help decision makers and the public understand and respond to proposed changes.

Guiding Principle: Policies should be advanced at the appropriate stage of gentrification, based on an analysis of neighborhood and city-level change, in order to effectively meet local needs.

TOOLS

► Social/Equity Indicators Baseline

Develop a baseline quantitative framework that can be used by City staff and community members alike to better understand potential impacts on minority and low-income populations. The framework can be used to measure current inequities. It can enable City departments and staff to make data-driven decisions about programs and policies to address these inequities and ensure people have equitable access to opportunities and services that the City administers or delivers, directly or by contract. It may enable community members to monitor progress or setbacks and advise on improvements. Future reports would measure change in the disparities for different groups over time and will offer an opportunity for City staff and community members to work in collaboration to devise and implement course correction and to celebrate progress. In case of Sacramento and West Sacramento this information was able to be obtained through a collaboration with University of California Berkeley.

► Equity Impact Assessment

An Equity Impact Assessment (EIA) is a systematic examination of how different groups (e.g., racial, ethnic, income, ability) will likely be affected by a proposed action or decision. EIAs are used to minimize unanticipated adverse consequences in a variety of contexts, including the analysis of proposed policies, institutional practices, programs, plans and budgetary decisions. The EIA can be a vital tool for preventing institutional racism and for identifying new options to remedy long-standing inequities.



Gentrification/ Displacement



WHAT THE CITIES ARE DOING

City of Sacramento

The City of Sacramento conducts analyses of socioeconomic data in all of their planning documents, including the Sacramento 2035 General Plan Background Report, 2013-2021

Housing Element, Central City Specific Plan, as well as other City specific plans. Recently, the City of Sacramento conducted a gentrification and displacement analysis of the central city area. This analysis looked at the existing socioeconomic characteristics of the central city area and how transit-oriented development could affect these metrics. The Central City Specific Plan includes a program to develop tools to assess and identify neighborhoods experiencing, or at risk of experiencing, gentrification. [Link to gentrification white paper](#)



City of West Sacramento

The City of West Sacramento provides citywide data on a variety of economic and household indicators in the housing needs assessment portion of the housing element, as well as demographic and economic conditions section of the 2035 General Plan Background Report. It is anticipated that the Washington Specific Plan

would have a summary of the existing socioeconomic character of the Washington District.

STABILIZING COMMUNITIES AND PROTECTING VULNERABLE RESIDENTS

This topic addresses the policies and programs that are aimed at protecting tenants and homeowners in the face of gentrification pressure and which ensure access to services, just compensation, and the right to return in cases of displacement.

These policies and programs can be used as a protectionary measure in working to combat, or even prevent, the negative effects of gentrification and displacement. It is important for jurisdictions to provide the necessary services to populations at-risk of being displaced in order to help stabilize the community. Services include affordable housing education programs, workforce development programs, and services that offer protections or legal assistance.

Guiding Principle: If gentrification and displacement is already occurring in an area, there need to be appropriate measures taken to help mitigate.

TOOLS

► Tenant-Based Assistance

Tenant-based assistance is a program that includes locally-funded monetary assistance to tenants on a one-time or ongoing basis. Tenant-based assistance can vary from legal clinics, eviction defense, rental assistance programs, or relocation assistance. These strategies can be important for helping to stabilize communities with substantial numbers of tenant-based households that may be vulnerable to economic displacement.

► Rent Stabilization

Rent stabilization ordinances are used to protect tenants, or individuals at-risk of becoming homeless, from excessive rent increases, and able these residents to continue being provided with subsidized and stable housing options while respecting the rights of landlords as well. Policies detailed in a rent stabilization ordinance may be specifically dedicated to programs for at-risk individuals such as homeless populations or those at risk of becoming homeless. These stabilization policies work best when paired with just/good cause eviction ordinances to ensure tenant rights.



Gentrification/ Displacement

► Rent Control

Rent control ordinances protect tenants from excessive rent increases, while allowing landlords a reasonable return on their investments. Such ordinances limit rent increases to certain percentages, but California state law allows landlords to raise rents to the market rate once the unit becomes vacant. A rent control ordinance may provide and index the annual allowable rent increase that private landlords may charge tenants, and can also include specific processes for landlords or tenants to petition for higher or lower increases. Such ordinances only limit rent increases while the unit is occupied, and State law allows landlords to raise rents to the market rate once the unit becomes vacant. Again, these stabilization policies work best when paired with just/good cause eviction ordinances to ensure tenant rights. Typically, ordinances for rent stabilization do not apply to newly constructed units, single-family homes, condominiums, small owner-occupied buildings, or units regulated by a governmental agency.

► Mobile Home Rent Control

As part of a rent stabilization process, rent control policies may be included specifically for mobile homes that place specific rent increase restrictions on the land rented by mobile home owners, or the homes themselves.

► Rent Review Board and/or Mediation

Rent review boards mediate between tenants and landlords on issues related to rent increases and encourage them to come into voluntary agreement. As mediators, the board normally does not make a binding decision in the case.

► Just Cause Eviction

Just cause eviction statutes are laws that allow tenants to be evicted only for specific reasons. These “just causes” can include a failure to pay rent or violation of the lease terms. Local requirements for eviction checklists, and details on what constitutes “good cause” evictions can also be helpful. Some jurisdictions even tie just cause eviction ordinances to review by a rent stabilization/review board.

► Emergency Shelters and Transitional Housing

Funding programs may be adopted by cities to support the efforts of non-profit and community organizations to provide emergency shelter and other assistance for homeless populations, including alcohol and drug recovery programs.

► Workforce Development Initiatives

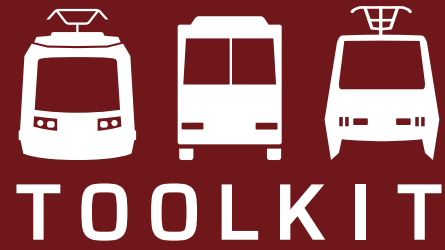
Workforce development initiatives aim to provide individuals with education and training that can help them secure jobs that will contribute to increased income and financial security. Many communities implement workforce development programs targeted to specific sub-populations, such as lower-income individuals, people who are homeless or at-risk of homelessness, and those who have trouble finding employment, such as former inmates.

► Relocation Services

Relocation services can come in many forms including counseling, locating replacement housing, and providing for moving expenses when displacement occurs. Relocation assistance is typically for residents living in substandard units that are in need of repair or renovation. Assistance services are typically focused towards tenant-based housing, and these strategies can be important for helping to stabilize communities with substantial numbers of tenant-based households that may be vulnerable to economic displacement.

► Direct Support for Targeted Businesses

To help retain local small businesses in neighborhoods undergoing transition, some communities provide direct assistance to targeted business types. This may be in the form of technical assistance, grants, low-interest loans, and other resources.



Gentrification/ Displacement



► First Source Hiring

First source hiring ordinances ensure that city residents are given priority for new jobs created by municipal financing and development programs. These kinds of programs connect economically disadvantaged residents with entry-level jobs that are generated by the city’s public works investments.

► Economic Development Focused on Targeted Income Groups

Many local jurisdictions direct at least a portion of their economic development activities on those that will benefit lower-income households, particularly communities that undertake economic development using federal Community Development Block Grant (CDBG) funds, such as those administered by the Sacramento Housing and Redevelopment Agency. Typically, CDBG-funded economic development programs or projects focus on education and skills training for lower-income residents, or providing financial assistance for businesses that will create job opportunities that are accessible to lower-income residents. Such programs and projects may also incorporate targeted outreach to lower-income communities for job recruitment.

► Local Business/Services Preference Programs

To address concerns regarding displacement of existing businesses, cities have established programs or policies to provide preference for existing local businesses to occupy space in developments in which the local government is an owner or partner.

► Supportive Services

Supportive services policies help prevent homelessness by requiring set-asides for homelessness units in all publicly assisted developments, and ensure these units are located in close proximity to supportive services that help residents remain in their housing by addressing residents’ other challenges, such as mental illness, substance abuse, or other factors that put people at risk of homelessness.

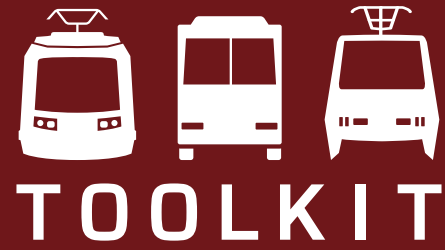
WHAT THE CITIES ARE DOING

Both cities have several planning documents which address the stabilization of existing communities and/or the protection of vulnerable residents. Vulnerable residents may include populations more susceptible to market influences, or in need of specific services or accommodations. The existing programs in place include the housing elements and municipal code, as well as other specific programs listed below each city.



City of Sacramento

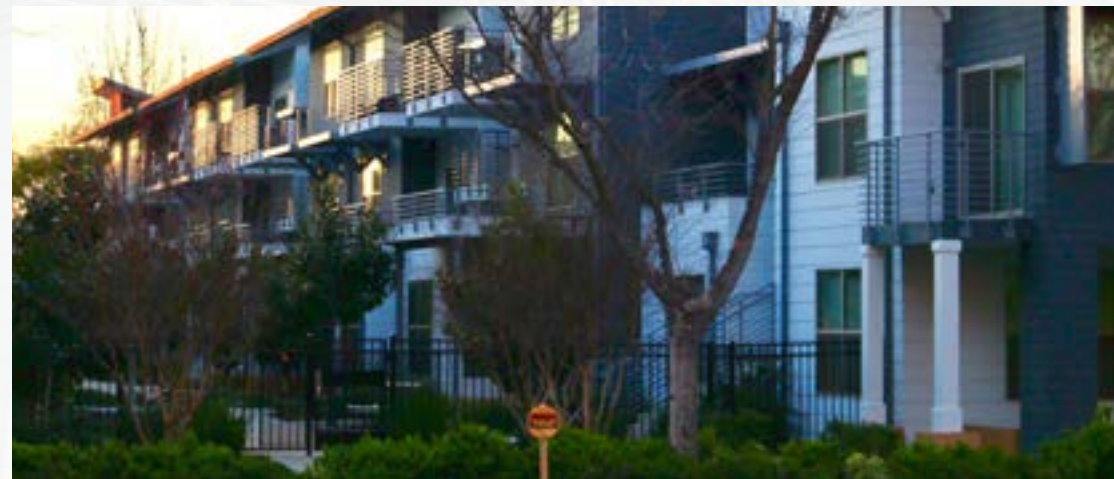
- The Central City Specific Plan contains multiple policies to address protecting vulnerable populations and stabilizing communities; including providing for a range of housing types, encouraging housing that is affordable to lower-income households, pursuing solutions to reduce homelessness, supporting relocation services, supporting the continued operation and maintenance of properties with lower market rates, providing affordable housing opportunities and services, promoting housing that is affordable by design, coordinating with homeless service providers, providing supportive services in affordable housing developments, supporting emergency shelters, and supporting growth in occupations with incomes sufficient to offset the cost of housing. Implementing actions include rapidly rehousing 150 homeless households a year and continuing to apply the City’s economic development strategy.



Gentrification/ Displacement



- Sacramento Works is the local workforce development organization for Sacramento County and provides resources and services to employers and job seekers in Sacramento County.
- The Municipal Code addresses emergency shelters and daytime services facilities, providing development standards and specific location requirements.
- The City of Sacramento works closely with regional partners, such as Sacramento Steps Forward, to collaboratively end homelessness. Sacramento Steps Forward is the lead agency in Sacramento County responsible for overseeing continuum of care obligations for homeless populations in the city.



City of West Sacramento

- The Washington Realized document provides recommendations which address the stabilization of existing communities and/or the protection of vulnerable residents.
- The Homeless Action Plan is a planning document to serve as the foundation for a renewed effort in addressing homeless issues.
- The Age Friendly Action Plan addresses recommendations related to aging in place, including providing recommendations for constructing affordable housing to serve families and individuals experiencing homelessness or at risk of becoming homeless.

- The Municipal Code addresses emergency shelters and daytime services facilities, providing development standards and specific location requirements.
- The City of West Sacramento includes an ordinance regarding changing mobile home uses, and requirements for notifications to tenants about mobile home park rent increases.
- In the 2018/19 fiscal year, the City of West Sacramento is planning to fund the development of up to 85 units of permanent supportive housing targeted to persons experiencing homelessness and persons at-risk of homelessness.

PRESERVING AND PRODUCING AFFORDABLE HOUSING

This topic addresses the policies and programs that are aimed at preserving the existing supply of affordable housing and producing additional units. Preserving affordable rental housing, and providing regulatory frameworks that can protect, or lead to the production of, rental housing for residents allows for low-cost and multifamily housing, which can help lessen displacement impacts from gentrification. The preservation and protection of rental housing includes both extending the affordability of subsidized rental homes that are at risk of no longer being affordable, in addition to preserving unsubsidized rental housing that may be at risk of significant rent increases or disinvestment that may lead to displacement of at-risk populations.

As housing is generally less expensive in areas susceptible to gentrification than in neighboring communities where investment has remained more constant, providing new investment and affordable housing options in these areas may have both positive and negative consequences. However, investments can lead to increases in housing costs, the displacement of long-time residents, and make it challenging for residents to find affordable housing opportunities.





Gentrification/ Displacement

Negative housing impacts from gentrification are typically related to the displacement of a community's residents. With limited housing stock available at affordable levels for all income levels, it becomes necessary for jurisdictions to develop more housing options. Often times this must be done through the creation of additional housing units. With limited space available in urban areas for housing to develop, jurisdictions must employ unique solutions for providing housing options. With the addition of more housing units will come the ability for residents to be less impacted by rising housing costs from gentrification, and potential displacement from their homes.



Guiding Principle: Preserve the existing affordable housing options that are currently available.

TOOLS

► Condominium Conversion Regulations

In addition to state laws regulating the conversion of multifamily rental property into condominiums, many cities have enacted condominium conversion ordinances. These impose procedural restrictions (like notification requirements) and/or substantive restrictions on the ability to convert apartment units into condominiums (such as prohibiting conversions unless the city or regional vacancy rate is above a certain fixed amount or requiring that a certain number of units must be sold to persons of very low, low, and moderate incomes). The purpose of such ordinances is to protect the supply of rental housing.

► Preservation Ordinance

Preservation ordinances aim to preserve publicly-assisted rental housing affordable to low- and moderate-income persons and households.

► SRO Preservation

Single room occupancies (SRO), also called residential hotels, are used to house one or two people in individual rooms. These units typically have shared bathrooms and/or kitchens. This form of housing can act as a permanent residence that is affordable for low-income individuals. SRO preservation ordinances help to preserve or create new SRO units.



Gentrification/ Displacement

► Accessory Dwelling Unit Ordinance

California requires all jurisdictions throughout the State to allow for accessory dwelling units in all zones which allow for single-family uses. Cities can both comply with the State law and create certainty for those who would develop such a unit by having a clearly-written ordinance and understandable process. A clearly written ordinance may define and promote the use of accessory dwelling units as additional housing options, provide opportunities for funding of accessory dwelling units, and remove provisions for parking requirements or other barriers to development of such units. The use of accessory dwelling units as additional housing product types allows for an increase in overall housing stock while increasing densities and preserving land.

► Community Land Trusts

Community land trusts are non-profit, community-based organizations (in some cases, supported by a city or county) whose mission is to provide affordable housing in perpetuity by owning land and leasing it to those who live in houses built on that land.

► Senior Homeowner Upgrades

Upgrades for senior homeowners, or a senior and disabled home rehabilitation loan program assists low-income seniors and disabled homeowners in repairing/modifying their homes to eliminate conditions that pose a threat to their health and safety and to help preserve a community's housing inventory. As older populations are often considered at-risk populations for gentrification and displacement, it is important to consider implementing options for allowing residents to upgrade existing homes.

► Density Bonus Ordinance

Density bonuses allow developers of market-rate housing to build higher-density housing, in exchange for having a certain portion of their units offered at affordable prices. California State Housing Law requires all local jurisdictions to provide density bonuses and other incentives in exchange for providing specified proportions of affordable housing units in residential development projects. Jurisdictions may offer additional bonuses beyond what is required by California law.

► Development Standards

Cities may change their development standards to reduce barriers to the development of housing by allowing housing by right in most zoning districts, streamlining the development review process, reducing parking minimums to encourage more infill development, etc.

► Inclusionary Zoning

Inclusionary housing requires builders to lease or sell a share of their new homes at below-market prices to families and individuals whose low incomes qualify them for it. While inclusionary zoning can enable low income households to live in high opportunity areas, caution should be taken to not constrain new housing supply with substantially increased costs of compliance. Significant offsets to these costs should be incorporated to an inclusionary zoning program.

► Micro Units / Affordability by Design

These very small apartment units (by traditional standards), often referred to as micro units, have been found to lease at approximately 20 percent to 30 percent lower monthly rent than conventional units (ULI). These units have high value ratios (rent per square foot), and have been offered or are being considered in urban and urbanizing locales, particularly high-density, expensive metropolitan markets.



Gentrification/ Displacement

WHAT THE CITIES ARE DOING

The cities of Sacramento and West have several documents, policies, and programs which address the preservation of housing options for resident populations at-risk of displacement, and the production of additional housing units. The following provides a list of applicable programs and documents which each city provides to address these topics.

City of Sacramento

- In 2013, the City reduced barriers to the development of housing by allowing it by right in most zoning designations, streamlining the development review process, and reducing parking minimums to encourage more infill development. Most housing development can now be reviewed at staff level, without a public hearing.
- The City's Housing Element provides a range of programs aimed at preserving and providing affordable housing options.
- The City of Sacramento recently updated their secondary dwelling unit regulations. [Link to secondary dwelling unit regulations.](#)
- Sacramento currently has, and enforces, condo conversion regulations within the CCSP, including regulations that discourage condo conversions when the vacancy rate is below five percent within the CCSP area. ([Link to ordinance and condo conversion policies.](#))
- The City of Sacramento has recently created the Central City Special Planning District to allow greater heights and residential densities in commercial zones. [Link to CCSP SPD](#)
- The City of Sacramento has a preservation ordinance. [Link to Preservation Ordinance](#)



City of West Sacramento

- The Washington Realized Sustainable Community Strategy recommends actions to fulfill housing needs and strengthen housing security for vulnerable households. Through the development of this document, the City analyzed housing affordability and employment needs in the Washington District and provided subsequent strategies and recommendations. [Link to Washington Realized](#)
- The City of West Sacramento's Age Friendly Action Plan outlines strategies and recommendations that relate to providing a framework for impactful and accountable action items that benefit West Sacramento's older population, including a recommendation that the City facilitate the construction or rehabilitation of affordable housing units specifically designed for older residents.
- The City's Housing Element provides a range of programs aimed at preserving and providing affordable housing options.
- The City of West Sacramento includes a preservation ordinance aimed at preserving at-risk units specifically focused on meeting inclusionary housing requirements. [Link to Preservation Ordinance](#)
- West Sacramento has a condominium conversion ordinance which includes specifics on tenant and buyer protections regarding duration of tenancy, unjust evictions, and rent increases. [Link to condominium conversion ordinance.](#)
- The City of West Sacramento currently includes an Unjust Eviction ordinance specifically regarding condominium conversions.
- The City of West Sacramento has recently updated their accessory dwelling unit ordinance to comply with State law. [Link to secondary dwelling unit regulations](#)





Gentrification/ Displacement

PROVIDING A TRANSPARENT AND MEANINGFUL PARTICIPATORY PROCESS

This topic addresses policies and programs that are aimed at building greater participation, accountability, and transparency into local land use and development decision-making. It includes strengthening partnerships with non-profits, other cities, and within the region to address issues related to gentrification and displacement.

Guiding Principle: Resident outreach, community organizing, and leadership development are essential to any anti-displacement strategy, in order to secure and strengthen rights and opportunities for vulnerable residents, ensure communities are informed and involved in key development decisions, and contribute to successful policy design and enforcement.

TOOLS

► Transparency in Public Participation Requirements

Clearly provide information on how the public is allowed to participate in the planning process. This could include providing a public participation plan that describes a jurisdiction's commitment to providing a transparent process; outlines what projects are subject to public input; provides best practices for developers seeking entitlement approval; and where, when, and how the public can provide comments to decision makers.

► Community Revitalization Without Displacement Initiative

This type of initiative includes an inter-departmental team working with residents, businesses, community groups, the county and other public agencies, foundations, private industry and other partners to improve a neighborhood's housing, economic development, health, transportation, and public safety conditions, as well as to develop strategies to prevent the displacement of long-time residents and small businesses.

► Policy Plans

Many jurisdictions develop plans for areas undergoing, or about to undergo, a major new investment in infrastructure. These plans can provide focused policies aimed at reducing displacement, such as outreach, increasing housing choice, ensuring affordable housing, and supporting entrepreneurship and employment opportunities. Such plans are often created using a robust public engagement process so that the policies and programs that are included in the plan are developed based on community input. A well-written and implementable plan provides certainty to the community on what the jurisdiction prioritizes and how it will address potential issues related to new development pressures.



Gentrification/ Displacement

WHAT THE CITIES ARE DOING



City of Sacramento

The City of Sacramento's General Plan contains policies and programs related to public outreach, including an outreach program to inform families within the City regarding the housing and services available for persons with developmental disabilities, conducting outreach related to the general plan, forming an economic development advisory board to conduct outreach in the South Area, etc. One of the general plan programs includes working with the Sacramento Area Council of Governments and other regional entities to develop a regional plan to develop affordable, transit-oriented development.

The City of Sacramento's Central City Specific Plan has policies to encourage the development of housing and develop a varied housing stock to serve the City's diverse population. This plan was developed in concert with a strong outreach and engagement component. The City included a wide range of tools to conduct outreach, including both online and in-person methods. Engagement tools included stakeholder meetings, community workshops, and online engagement. [Link to City of Sacramento's CCSP document](#)



City of West Sacramento

The City of West Sacramento 2035 General Plan addresses "Community Outreach & Involvement" with policies that seek to engage all segments of the community, enhance public participation, inform and educate the public on the planning process, and provide information in a variety of ways. These policies are implemented by a "Public Information" program which references the "...wide range of tools to keep the city's residents informed...".

The City of West Sacramento's Washington Realized plan includes policies to increase TOD housing choices, ensure affordable housing, strengthen financial stability of existing residents, and support entrepreneurship and employment opportunities. This plan was developed with the help of residents, local non-profits, and businesses. The City of West Sacramento has begun work on the Washington Specific Plan and intends to use this as an opportunity to engage the community in developing policies and programs for the Washington District. [Link to City of West Sacramento's Washington Realized](#)

DEDICATING STAFF AND FUNDING

Policies and programs that are aimed at providing ongoing and equitable investments in all homes and neighborhoods. As a way for jurisdictions to provide protections for populations at-risk of displacement, financial services and programs that work to assist residents with affordable housing opportunities are crucial. Financial services or programs include: foreclosure assistance programs that may help residents unable to navigate legal issues dealing with the foreclosure process; rent control ordinances to protect tenants from excessive rent increases; or funding specifically dedicated to the provision of services that protect at-risk populations.

Guiding Principle: Dedicated staff and funding must be made available to ensure that policies are implemented.

► General Obligation Bond

General Obligation bonds are commonly used to finance schools, libraries, and other public facilities. They are now being implemented to fund affordable housing. A two-third supermajority vote is required to approve this funding source. Some jurisdictions in California have used this tool to create and protect affordable housing options for people who need it most; homeless, seniors, veterans, the disabled, and many in the workforce who cannot find affordable housing close to where they work.



Gentrification/ Displacement

► Sales and Use Taxes

An option is to create a specific sales or use tax dedicated to funding housing assistance programs, or other anti-gentrification- and displacement-related programs in the future. Sales and use taxes generate a significant amount of revenue for state and local governments. In California, restaurant and takeout food, gasoline, furniture, household equipment, vehicles, clothing, and most other retail purchases except groceries and prescription drugs are generally subject to sales tax. Other non-retail transactions between businesses involving taxable goods are also subject to sales and use tax. A city or county in the State of California may increase local sales tax rates above the statewide base tax rate to raise revenues for local services or capital projects, including affordable housing.

► Housing Trust Fund Ordinance

Housing trust funds provide a designated source of public funds to create affordable housing. These trust funds may be funded through impact fees on other development.

► Real Estate Transfer Fee

Real estate transfer fees can be an effective tool for funding housing assistance programs if the fee is levied and dedicated to specific housing programs. A real estate transfer fee is a fee imposed by states, counties, and cities on the transfer of the title of real property from one person (or entity) to another within the jurisdiction. It is based on the property's sale price and is paid by the buyer, seller, or split between both parties upon transfer of real property.

► Fee Deferral

Fee deferral can be a way for a jurisdiction to incentivize and implement a development impact fee program by deferring fees until final inspection of a development. This allows developers to pull more permits at a time, reducing costs and increasing the rate of construction. Using this method can be an effective tool for a jurisdiction to allow smaller developers the ability to finance projects and keep them moving throughout the entire development process; therefore, expediting housing development and increasing housing options.

► Commercial Linkage Fee

Commercial linkage fees are charges on developers per square foot of new market-rate, commercial development. Revenues are used to develop or preserve affordable housing.

► Residential Linkage Fee

Affordable housing impact/residential linkage fees are charged to developers of new marketrate, residential developments. They are based on the square footage or number of units in the development and are used to develop or preserve affordable housing. These can also be termed "Housing Impact Fees" or "Housing Development Impact Fees". Many cities have turned to the use of development impact fees to help fund housing affordability. The fees are based on specific assessments regarding the development of new market-rate housing, and how such development may generate additional demand for affordable housing. The fees are then collected and distributed for the development of affordable housing units or programs.



Gentrification/ Displacement

► Homebuyer Assistance Programs

Homebuyer assistance program may be locally-funded programs to help alleviate some of the financial strain placed upon first-time homebuyers, and specifically on those of low- or moderate-income households. The goal of the program would be to have local jurisdictions help first- time home buyers obtain loans not typically offered by other lenders. These assistance programs vary, but generally tend to offer loans for down payments, or closing costs, at a lower or flat interest rate. homebuyer assistance programs may include pre-requisites for obtaining assistance such as the applicant needing to reside or work in the jurisdiction, earn below a certain threshold of income, and demonstrate continuous employment, among other qualifiers.

► Foreclosure Assistance

Many cities and counties across California have local programs that assist home owners (financially or otherwise) when they are at risk of foreclosure. These programs may be funded with federal grants. A jurisdiction could identify dedicated funding sources that may be able to contribute to a foreclosure assistance program, and alleviate some of the potential impacts towards populations at-risk of gentrification or displacement. Establishing foreclosure assistance programs through a tenant-based assistance ordinance can also be a helpful tool in allocating funding to those populations in need.

► Rental Rehabilitation Program

Rental rehabilitation programs may be used as a way to preserve and protect existing housing options in a jurisdiction and increase the number of affordable housing units for populations at risk of displacement. However, as financing improvements to rental properties has become a new challenge for local rehabilitation programs, jurisdictions would have to implement through public resources directed to each ownership type. In most lower-income communities, there is a mixture of owner- and renter-occupied housing, and to have an impact in “turning around” marginal neighborhood, funds for each ownership type would be the most beneficial. If pursued, a rental rehabilitation program could provide rehabilitation financing for privately-owned residential

properties and the maximum loan amount would be determined through a needs assessment. Typically, affordability requirements would be set to balance anti-displacement interests with property owner’s incentives to participate in this rental unit improvement program.

► Infrastructure Analysis

Infrastructure analyses are a preliminary engineering and planning level effort that aid jurisdictions and developers in creating a development fee structure to share the costs of improvements, attracting development funding assistance, and provide potential developers with information to evaluate their probable infrastructure costs.

► Statewide Community Infrastructure Program

California provides a statewide program in which cities and counties can participate. The Statewide Community Infrastructure Program provides a pooled tax-exempt bond financing program for developers to pay development impact fees and finance infrastructure costs such as public roads and utilities.

WHAT THE CITIES ARE DOING

The cities have several programs and documents which address the provision of dedicated staff and funding that would be used to assist in stabilizing existing communities and/or the protecting vulnerable populations. Both cities are part of the Statewide Community Infrastructure Program (SCIP). SCIP provides a pooled tax-exempt bond financing program for developers to pay development impact fees and finance infrastructure costs such as public roads and utilities.



Gentrification/ Displacement



City of Sacramento

- The City of Sacramento adopted a citywide Housing Impact Fee in 2015. [Link to Housing Impact Fee](#)
- For almost 30 years the City of Sacramento has charged an impact fee on nonresidential development based on a nexus between new development, new employees, and the need for affordable workforce housing.
- The City of Sacramento has been conducting an analysis of infrastructure to provide the preliminary information needed to guide infrastructure investment, thereby streamlining new development. [Link to City of Sacramento CCSP Utility Infrastructure Analysis](#)
- The City of Sacramento adopted a Fee Deferral ordinance in 2017 to defer city impact fees for residential and commercial projects until final inspection of a building.
- The City of Sacramento's Rental Housing Inspection Program addresses the issue of substandard rental properties, promote greater compliance with health and safety standards and preserve the quality of Sacramento's neighborhoods and available housing. The program achieves compliance of health, safety and welfare code violations in/on residential rental properties that are a threat to the occupant's safety, structural integrity of the building, and a negative impact on the surrounding neighborhoods.
- The Sacramento Housing and Redevelopment Agency, in partnership with NeighborWorks, provides down payment assistance to income qualified households.
- The City of Sacramento participates in the Statewide Community Infrastructure Program which allows developers an alternative to finance development impact fees.



City of West Sacramento

- In 2016, the City of West Sacramento became eligible to receive federal Community Development Block Grant (CDBG) Entitlement funding from the U.S. Department of Housing and Urban Development (HUD). In accordance with HUD regulations, the City developed a five-year Consolidated Plan to help address the needs of low-income persons and neighborhoods, by setting goals for the use of CDBG funding. Each year, the City provides an annual action plan. The 2018/2019 Annual Action Plan outlines activities to be accomplished during the third year of the five-year Consolidated Plan, including funding development of up to 85 units of permanent supportive housing.
- The Washington Realized Sustainable Community Strategy provides several recommendations regarding providing funding or staffing; including targeting CDBG business loans into the Washington neighborhood, encouraging economic development, collaborating with organizations to spur private investment, partnering with various organizations to target marketing of education and job training opportunities in Washington, etc.
- The City's Age Friendly Action Plan provides a recommendation regarding seeking funding for "age-in-place" home improvements.



Public Outreach



Best Practices

Guiding Principle: Create a clear outreach plan ahead of the project with established goals, objectives, and implementing actions that are based on community input.

OUTREACH PLANS

Outreach plans provide an early opportunity to clarify the engagement program for a project. An effective plan should clearly articulate objectives, the tools and activities used to meet objectives, and a timeline for how the activities interact with the rest of the planning process. The most effective outreach plans are developed by directly involving community members early on in the process and provide clear direction on how work products will incorporate stakeholder input. Objectives for public engagement should be clearly articulated in an outreach plan with specific focus placed on getting stakeholder input so that the resulting plan is both implementable and responsive to community needs. Allowing stakeholders and residents to air their concerns openly helps paint a picture of the community's character and allows community members a chance to develop a better understanding of the project.

Comprehensive public outreach is important to receive community buy-in and eventual success of transit-oriented development (TOD) and a streetcar line. The following best practices have been used as part of the City of Sacramento Central City Specific Plan (CCSP), the City of West Sacramento Streetcar Corridor Overlay ordinance, and Washington Realized plan, with specific examples for each jurisdiction provided where appropriate.

City of Sacramento

The approach and goals to community engagement for the Central City Specific Plan were determined early on in the process. The goals of the outreach were to:

- Build community awareness around the need for increased residential development;
- Gather input community-wide from current and future residents about how new development could be integrated seamlessly into the fabric of the existing neighborhoods;
- Develop an understanding of current challenges and barriers to infill development; and
- Identify and assess potential policy initiatives to support building more residential development and avoid displacement.

In order to meet these goals, the outreach plan included individual and small group meetings with key stakeholder groups to understand existing conditions within the project area. A Developer Advisory Group (DAG) composed of local private developers, affordable housing developers, architects, attorneys, and bankers was engaged to identify, and discuss challenges and barriers to achieving higher density housing development and TOD in order to support a streetcar line. In addition, community-wide workshops, open houses, and virtual community dialogues were conducted to help reach a large audience, and directly gather feedback from the community.



Public Outreach



City of West Sacramento

The City of West Sacramento's Washington Realized Sustainable Communities Strategy looks to articulate a strategy for enhancing the quality of life of all community members in the Washington area of West Sacramento, specifically focusing on a Transit-Oriented Development Strategy and a Complete Community Strategy. This information can be useful in helping to draft outreach plans with clear and established goals that address the needs of the community.

The community outreach process and communication plan for public engagement was developed with West Sacramento Youth Resource Coalition, Bryte Broderick Community Action Network (BBCAN) and Sacramento Area Council of Governments (SACOG). Three engagement strategies that are applicable to planning and land use decision making were employed: 1) multilingual outreach; 2) community assessments; and 3) community planning and visioning workshops.

[Washington Realized – Sustainable Communities Strategy – February 2015](#)

Guiding Principle: Engage as many stakeholders and community members as possible, early on in the process to develop a better understanding of the community identity.

STAKEHOLDER ENGAGEMENT

It is important that a public outreach program engage members of the affected community, as well as service providers and local nonprofits, technical experts, community leaders, and local officials. Engaging a broad intersection of stakeholders allows the jurisdiction to gain a better understanding of the plan area issues, opportunities, strengths, assets, and constraints. Each segment of stakeholders can provide their unique perspective so that the plan is useful and reflects what is possible while also accomplishing its role as an aspirational document. Engaging all stakeholders allows for a broader representation of input and can aid in the gathering of background information and technical data that can be used to help design a development in support of a streetcar line that meets the needs of the entire community.

Public Outreach



City of Sacramento

The engagement program for the Central City Specific Plan included a wide variety of stakeholders that comprised both the general public and interest-based stakeholder groups representing the historic preservation community, neighborhood associations, the school district, the development community, affordable housing developers, architects, and financial institutions. In order to make sure all community members were heard during this process, the project team targeted organizations that can reach a diversity of stakeholders, including:

- Greater Sacramento Urban league
- Environmental Council of Sacramento
- Society for the Blind
- Youth Commission
- Banks and financial institutions
- Sacramento Asian Pacific Chamber of Commerce
- Sacramento Hispanic Chamber of Commerce
- Sacramento Housing Alliance
- Trees Sacramento
- Walk Sacramento
- Sacramento Area Bicycle Advocates
- Breathe California
- Native American Tribes

The “Resources” tab of the Central City Specific Plan website provides links to the various informational and resource documents regarding the Central City Specific Plan, including information regarding specific public outreach events: The Virtual Community Dialogue; Community Open House; and the Stakeholder Meeting Series.

[Central City Specific Plan Website - Forms - Virtual Community Dialogue, Community Open House, Stakeholder Meeting Series](#)

City of West Sacramento

In creating the Washington Realized Sustainable Communities Strategy, the City of West Sacramento included and heard from individual property owners, residents of the affected neighborhood, local nonprofits, and other interested parties. The City provided materials in Spanish and Russian and provided interpreters at meetings.



Public Outreach



Guiding Principle: Conduct meaningful outreach using a wide variety of strategies and methods that facilitate input at the appropriate level of engagement.

OUTREACH METHODS

Developing meaningful outreach methods to facilitate discussion is crucial for providing a clear understanding of the project and for gathering community input. These methods must be based on the level of input and engagement needed for a particular project. Methods can range from informational brochures and fact sheets that provide helpful details about what a project includes to forming a decision-making body that has the power to approve or deny specific actions. It is vital to know the level of engagement before deciding which methods to use.

Many times a project will use a variety of methods which engage stakeholders at different levels.

- **Inform:** A jurisdiction may send out fact sheets, flyers, emails, and postcards to alert the public about upcoming meetings and details about the project.
- **Consult:** A jurisdiction may ask for input on the planning effort through in-person or online activities. Having a variety of methods for interested parties to provide input is helpful and often it is best to “go to the community” by presenting at neighborhood associations or having a table at a community event.
- **Involve:** A jurisdiction may develop a plan or alternatives and clearly describe how the community’s input was used to influence the outcome.
- **Collaborate:** A jurisdiction may have a charrette or working session where the plan is developed in tandem with attendees.
- **Empower:** A jurisdiction may develop a working group or advisory panel that is empowered to make decisions on a plan.

Tools and methods include individual interviews, small group meetings with key community and advisory stakeholder groups, workshops and community meetings, informational videos, social media, e-news distribution, website updates, virtual community dialogues, and partnerships with stakeholder representatives.



Public Outreach



City of Sacramento

An extensive community outreach program was launched for the Central City Specific Plan that included media outreach, social media, e-news distribution, a project website with informational videos. In addition, virtual community dialogues, community open houses, interest based stakeholder group meetings, and individual stakeholder interviews were conducted. These methods helped to engage the community at large in an early discussion about leveraging existing community amenities, expanding opportunities to bring more amenities to the Central City, all while maintaining and improving the quality of life. A variety of outreach methods for the Central City Specific Plan was utilized to help reach a broader audience, and in reaching those individuals that are typically unable to, or whom may not want to attend a traditional workshop.

The Central City Specific Plan Community Outreach Summary Report provides an overview of the work conducted by the project team during the 14-month community engagement process. This report describes the purpose of the Central City Specific Plan, the approach and timeline for community outreach, as well as information on the specific phases of outreach events conducted by the project team.

[Central City Specific Plan – Community Outreach Summary Report – February 2018](#)

City of West Sacramento

As part of the Washington Realized Sustainable Communities Strategy, the City of West Sacramento established a community outreach process and communication plan for public engagement that used the following methods:

- Partnership with nonprofits to develop and implement the outreach program;
- Small group meetings and interviews;
- Online and in-person surveys;
- Posters, flyers, and postcards;
- Community meetings; and
- Clear identification of how community input was integrated into the document using a special symbol.

Public Outreach



Guiding Principle: Focus on addressing how the streetcar will be of benefit to the individual. Specifically answer the question of, "What's in it for me?"

BENEFITS OF THE STREETCAR

Ultimately, how the streetcar benefits a stakeholder or member of the public is at the heart of every question asked during the outreach and public participation process. The best way to address this question and respond directly to the community is to make it personal. Include real-world examples, case studies, and more personalized discussions about how communities can be, and have been, positively impacted by TOD in other similar locations. This is truly a discussion about the return on investment for the public, and used as a way to provide information or opportunities for community member participation.



City of Sacramento

For the Central City Specific Plan, the goals were to address the housing needs for the City of Sacramento, while working to provide better mobility options and a mix of uses throughout the Central City. These goals were presented as benefits to the community, and provided a context on which the Central City becomes more walkable, more

affordable, a better location for businesses, a place to live and have shorter commute times, and an overall improved quality of life.



City of West Sacramento

The City's outreach strategy for the Washington Realized plan was to identify and address barriers to development, and to define investments needed to promote sustainable, inclusive, smart growth in the future. Public participation was viewed as a critical component, and comments received during the outreach process were integrated into the

plan. Topics were specifically addressed as they related to public comment. This included discussion on the streetcar route and complete street design as a layered network approach. Discussion also addressed the development of new multimodal connections for better community member mobility, more inclusive housing policies, mixed land use planning, and better access to parks.



Development Incentives and Streamlining

Once the development standards and design guidelines are in place, attracting transit supportive uses for the streetcar is critical. However, TOD typically has challenges including cost of development, depth or market demand, community concerns about densification, and uncertainty in the entitlement process. One way to help mitigate those challenges is through incentives. Incentivizing TOD, either through streamlining the regulatory process, or providing financial incentives, or both, are important to catalyzing development.



Financial and Regulatory Incentives

Financial and regulatory incentives are often implemented to encourage TOD support of streetcar lines, and streetcar supportive uses or activities. Incentives are usually implemented on top of base zoning to offer regulatory allowances (often increases in density/intensity) in exchange for agreed-upon benefits, including transit-supportive development.

Guiding Principle: Allow TOD projects that meet defined criteria to incorporate uses beyond those permitted by the underlying base zone.

PERMITTED USES

Allow TOD projects that meet defined criteria to incorporate uses beyond those permitted by the underlying base zone. Such allowances are often focused on multifamily residential, local (small format) retail, services, office, medical, institutional and educational uses that provide the highest potential for transit ridership. In addition, mixed use development is commonly encouraged in areas expecting the highest density and intensity of development.

City of Sacramento

Residential uses are allowed in all commercial zones within the City of Sacramento's central city. Specific uses are encouraged for development in TOD areas, based on the Central City Special Planning District, and that are a half mile from any light rail or streetcar station. Prohibited uses are also specified in within a half mile of any light rail or streetcar station.

City of West Sacramento

Transit supportive uses are encouraged for development within the City of West Sacramento, with incentives for TOD development provided in Streetcar Corridor Overlay areas. Permitted uses are prescribed by the base zone, or as amended by an adopted specific plan. The goal of the overlay is to support higher-density, mixed use development within one-quarter-mile walking distance of a streetcar station, that incorporates transit and pedestrian supportive uses.



Development Incentives and Streamlining

Guiding Principle: Allow TOD projects that meet defined criteria to increase residential density beyond that permitted by the underlying base zone.

RESIDENTIAL DENSITY

Allow TOD projects that meet defined criteria to increase residential density beyond that permitted by the underlying base zone. Such allowances are often tied to the inclusion of affordable housing or other community benefits.



City of Sacramento

The City of Sacramento allows higher residential densities within the Central City Specific Plan through the Special Planning District. The Central City Special Planning District increases maximum density requirements and minimum floor to area (FAR) requirements. In addition, the City has incorporated the general density incentives of the State Density Bonus law.

City of West Sacramento

The City of West Sacramento has worked increased residential density allowances in the areas that will accommodate the streetcar in order to encourage transit supportive uses. This process includes the potential adoption of a Streetcar/TOD Corridor Overlay, as a way to support higher density development within walking distance of a streetcar station. In addition, the City has incorporated the general density incentives of the State Density Bonus law.



Development Incentives and Streamlining



Guiding Principle: Allow TOD projects that meet defined criteria to modify development standards.

DEVELOPMENT STANDARDS

Allow TOD projects that meet defined criteria to modify development standards such as maximum height, maximum Floor to Area Ratios (FAR), maximum lot coverage, minimum setbacks and minimum open space requirements from that permitted by the underlying base zone. Such allowances are often focused on accommodating increased density/intensity of development or other community benefits. Additionally, minimum density and FAR should be established to ensure that land near transit is not underutilized.

Cities of Sacramento and West Sacramento

Both the cities of Sacramento and West Sacramento have different development standards in the areas that will support streetcar and other transit in order to encourage transit supportive uses. The City of Sacramento's Central City Special Planning District allows for higher building heights and incentives for greater building densities in certain zones. In addition, the City of Sacramento includes development standards in their Transit Overlay Zone that set a minimum and maximum density for residential development. The City of West Sacramento's Streetcar Corridor Overlay allows for modified development standards for projects that support transit and pedestrian supportive uses. TOD incentives are also provided within the Overlay area for qualifying projects, with allowed increases to FAR, and other development standard modifications specified. Further, West Sacramento's Waterfront zone includes provisions for high-intensity mixed uses which capitalize on the City's river frontage and allow for a more pedestrian-friendly environment.



Development Incentives and Streamlining

Guiding Principle: Allow TOD projects that meet defined criteria to have lower parking requirements.



PARKING

Allow TOD projects that meet defined criteria to have lower parking requirements, and/or provide parking through alternate methods. Such allowances are often packaged with provisions that promote structured or shared parking. Regulating parking requirements by reducing or eliminating parking minimums and setting parking maximums are often effective in supporting transit use and encourages development as it makes it less expensive to build. Reducing or eliminating parking minimums reflect the potential for reduced automobile ownership and usage among residents and commuters, and would encourage transit use.

City of Sacramento

In 2012, the City of Sacramento adopted amendments to their code to address reduced parking, coupled with specific parking management strategies. For select neighborhood types, parking minimums are either eliminated or reduced by half. The process for these changes includes parking requirements organized for zoning code land use designation areas to allow for more neighborhood specific solutions to parking. Specific changes include no minimum vehicle parking requirements for development in the Central Business District and reduced requirements for certain types of development. Bicycle Parking Requirements were also established that focus on promoting bicycle ridership in the central city area.

City of West Sacramento

Through the Streetcar Overlay Zone, the City of West Sacramento also offers reduced parking standards by 25 percent, establishes maximum parking standards for all uses, and allows shared parking facilities to satisfy parking requirements. Further incentives are provided in the Overlay zone for TOD, with reductions for parking requirements allowed by 60 percent of the normally required number of spaces through a minor use permit.



Development Incentives and Streamlining

Guiding Principle: Allow TOD projects, and development along the streetcar alignment to apply for reduced, deferred or waived processing, impact and/or other fees and exactions.

FEES AND EXACTIONS

Allow development along the streetcar alignment and other TOD projects that meet defined criteria to apply for reduced, deferred or waived processing, impact and/or other fees and exactions. Typically, a reduction or waiver of fees is used for specific types of development such as affordable housing, high density housing, or housing development that is located within specific areas or districts.



Another regulatory and financial incentive for development can be provided through local jurisdiction's fee deferral programs. These programs are designed to defer development impact fees until certificate of occupancy when traditionally they have been due at building permit issuance. This allows a developer to complete construction without having to carry the financial burden of having paid all of their fees up front.

City of Sacramento

The City of Sacramento offers a Housing Impact Fee waiver for high density housing and conversion from nonresidential to residential uses. [Link to City of Sacramento Downtown Development Toolkit Incentives](#)

City of West Sacramento

The City of West Sacramento also offers density bonuses and other incentives, for all zoning districts that allow residential uses, in accordance with the Section 65915 et seq., of the State incentives. Other fee reduction programs provided by the City of West Sacramento include the ability of the City to finance the fees, the provision of sewer credits, or indirectly through the upsizing of utilities at sites in advance.

Guiding Principle: Coordinate with local developers and agencies to secure grants and other financing programs that can be used to directly or indirectly facilitate TOD.

GRANTS AND OTHER FINANCING PROGRAMS

Coordinate with local developers and agencies to secure grants and other financing programs that can be used to directly or indirectly facilitate TOD. Such programs are often tied to the provision of affordable housing, transportation improvements, station area planning, and reductions in greenhouse gasses.





Development Incentives and Streamlining

In addition, the use of the Statewide Community Infrastructure Program (SCIP) as a financial incentive for development. SCIP is a financing program that enables developers to pay most impact fees and finance public improvements through an acquisition agreement, using tax-exempt bond issuance proceeds. As most local agencies require developers to pay impact fees prior to obtaining a permit, SCIP can be used to directly prepay these fees or, alternatively, to reimburse the developer after fee payment. Moreover, the program may alleviate the need, or compliment, a fee deferral program by providing the local agency with necessary funds and eliminating the risk of nonpayment by the developer.

Cities of Sacramento and West Sacramento

Both cities of Sacramento and West Sacramento are participating agencies, and other examples of jurisdictions and agencies participating in SCIP can be found at the link below.

[SCIP Participating Agencies](#)

DEVELOPMENT STREAMLINING

There are many methods to streamline development, and offer incentives that can benefit a streetcar line, in addition to benefitting transit-supportive places along the line. Many jurisdictions update their development regulations to incorporate incentives as a way to help spur investment in TOD, and streamline development, making it easier and less expensive. TOD planning best practices suggest that jurisdictions can utilize the following techniques and tools to support this type of development, and aid in streamlining the overall process.

Guiding Principle: Allow TOD projects that meet defined criteria to be approved by-right, administratively, or to apply for other expedited entitlement and/or permit processing.



PERMIT/PLAN PROCESS STREAMLINING

Allow TOD projects that meet defined criteria to be approved by-right, administratively, or to apply for other expedited entitlement and/or permit processing. Approval by-right is important because it reduces development costs, but also reduces the time for processing, and approving, which in turn also reduces costs. In addition, by-right development can help to avoid issues with California

Environmental Quality Act (CEQA). Such allowances are often tied to the inclusion of affordable housing, retail sales, employment or other community benefits.

For example, in order to remove barriers and encourage development that can support the streetcar, jurisdictions can streamline development by preparing a CEQA document consistent with an adopted specific plan, and in identified opportunity sites near a streetcar line or TOD. Specifically, it can be helpful to utilize statutory exemptions for projects available in either the CEQA Guidelines, or jurisdictional public codes. This includes updating public codes for clarity, ease of access, more ministerial processes, and allowances for by-right development. If it is determined that a development application for a project is consistent with an adopted specific plan, then the application will be streamlined and further environmental review may not be necessary. Specially, SB 375 provides several CEQA reform provisions including streamlined review and analysis of residential or mixed-use projects; and modified review and analysis, for Transit Priority Projects (TPPs).



Development Incentives and Streamlining

City of Sacramento

The City of Sacramento allows housing developments of 150 units or less to be approved at staff level with no public hearing or appeal, and used their Central City Specific Plan EIR as, a way to provide the necessary coverage for developers in allowing CEQA exemptions for projects.

Further, the City of Sacramento's Community Development Department has reorganized city code and streamlined the entitlement processes to help stimulate infill development. The City's planning and development code allows:

- housing by right in commercial zones;
- mixed use development by right in commercial and multi-unit dwelling zones;
- variances being replaced with director/commission level deviations;
- reduced commission level review;
- increased staff-level approval;
- information on how the interpretation and implementation of policies, building codes and design review occurs so that applicants can show similar consistency throughout the process;
- an updated Planning Entitlement Application.

[Link to City of Sacramento Downtown Development Toolkit](#)

City of West Sacramento

Another example pertaining to streamlining development is from the City of West Sacramento's Bridge District. This example offers a look at how similar jurisdictions, in areas of new growth, can help attract developers to an area, with infrastructure provided upfront. As part of the planning process for the Bridge District, specific financing techniques were used to help streamline the transformation of a new-growth area from vacant and industrial uses to more sustainable, mixed-use development. This occurred when the City of West Sacramento adopted the Bridge District Specific Plan, which outlined ways to provide the necessary infrastructure for

energy-efficient, mixed-use development in an underdeveloped area of the City. The idea for this plan was to have infrastructure already in place, in order to act as an incentive for developers in choosing the Bridge District for future development. To this effect, the necessary infrastructure was preemptively built, and new development was established in the area.

[Link to Bridge District Specific Plan](#)

Guiding Principle: Provide easy access to potential opportunities and constraints on a site.



OPPORTUNITY SITES

Communities can attract new development by making it easier to develop in targeted areas along or near a streetcar alignment. Due diligence can be done for targeted areas and this information can be made available upfront for interested parties to make development easier. Specifically, providing easy access to potential opportunities and constraints on a site

such as development potential, utility constraints, nearby amenities and presence of significant resources can be useful.

City of Sacramento

In the Central City Specific Plan, 83 opportunity sites were identified as potentially being able to accommodate development; these sites selected were generally vacant and/or underutilized and located in close proximity to streetcar or other transit uses. As part of the specific plan development process, detailed historic and archaeological,



Development Incentives and Streamlining

hazardous materials, and utility infrastructure studies were conducted for all 83 opportunity sites. With detailed studies completed for these sites, future development review processes are able to be streamlined as landowners and developers move forward with development. A link to the City of Sacramento's, web-based tool to assist housing development as part of the Central City Specific Plan can be found below.

[Link to City of Sacramento's Housing Now! Application](#)

City of West Sacramento

As West Sacramento can be considered less built-out, the City has made efforts to allow for future development opportunities to occur in both the Washington and Bridge Districts. With utility infrastructure provided upfront, the City has made it easier for developers to build while incentivizing infill, higher density development. As with West Sacramento, jurisdictions should be willing to work with the developers, and community members to identify opportunity sites, and remain flexible in providing development opportunities.

Guiding Principle: Complete Historic and Cultural Resource Surveys and Inventories upfront.



HISTORIC AND CULTURAL RESOURCES SURVEY AND INVENTORY

Identification of historic buildings is the first step in the preservation planning process. Preservation planning is a proactive way for a community to protect historic resources and character. In order to help streamline development near streetcar lines and transit-supportive uses, completed Historic and Cultural Resource Surveys and Inventories can be very useful for developers. This type of analysis helps developers make informed decisions about potential locations for development and the ability to assess potential hurdles and costs to building.

City of Sacramento

During the development of the Central City Specific Plan, a number of surveys were conducted for the opportunity sites to look at possible historic, and or cultural resources in the area. While the Cultural Resources Survey and Inventory looked at the entire footprint of the Central City Specific Plan, a more specific Historic Resources Survey was conducted for the 83 opportunity sites. The results of the surveys will enable to developers and property owners understand what resources are present on opportunity sites which may make it easier to develop.

[Link to City of Sacramento Central City Specific Plan Cultural Resources Survey and Inventory Report](#)

City of West Sacramento

In 2014, the Washington District Historic Resources Survey was conducted for the larger Washington Specific Plan (WSP) area. This effort was undertaken as a way to identify historically significant homes or structures, and establish boundaries for the Washington Historic District and any contributing properties. The City of West Sacramento is currently working on Historic Design Guidelines as part of the Washington Historic District, which will be available on the City's website once complete. These design guidelines will provide a basis for making consistent decisions with regards to the appropriateness of development within and surrounding the Historic District.



Development Incentives and Streamlining

Guiding Principle: Complete Utility Infrastructure Analyses upfront.



INFRASTRUCTURE STUDY

Another tool used to help streamline development near streetcar lines and transit-supportive uses is a Utility Infrastructure Analysis. This type of analysis helps developers to make informed decisions about potential locations for development by providing information upfront on needed utility infrastructure improvements in TOD areas.

City of Sacramento

As an example, such an analysis was conducted for the Central City Specific Plan, and the Infrastructure Study is being used to assist the City in attracting development. The analysis preliminary included an engineering, and planning level effort to aid the City and developers in determining where infrastructure constraints and capacity exists such that developers would know what type of improvements are needed in order to develop a particular site. The Infrastructure Study also was the basis in creating a development fee structure to share the costs of improvements across the Central City Specific Plan area, which in turn will help in attracting development funding assistance, and providing potential developers with information to evaluate their probable infrastructure costs. A completed Infrastructure Study will streamline development.

City of West Sacramento

In addition, new infrastructure was designed and constructed in the Bridge District, and the Washington communities, of West Sacramento to adequately serve new development in this area. More specifically, infrastructure upgrades were identified

in the Washington Area that include improvements to the pedestrian, bicycle, parking and streetscape amenities. These upgrades were implemented by the City, with above ground utilities along these roadways placed underground to allow for adequate utility capacity. In turn, with adequate capacity, further development and redevelopment in the Washington community can be more easily implemented.

[Link to City of Sacramento Central City Specific Plan Utility Infrastructure Analysis](#)

Guiding Principle: Complete Environmental Site Assessments upfront to identify potential or existing environmental contamination liabilities.



PHASE 1 ENVIRONMENTAL SITE ASSESSMENT OVERVIEW

Another tool used to help inform development decisions and parties interested in opportunity sites is through the use of Phase 1 Environmental Site Assessment (ESA). An environmental site assessment is a report prepared for an area that identifies potential or existing environmental contamination

liabilities. The ESA identifies if a site is considered contaminated on identified State and local databases. An overview of this type of analysis helps developers make informed decisions regarding development at opportunity locations and assess potential underlying conditions on the sites.

City of Sacramento

As part of the Central City Specific Plan development process, a Phase I ESA overview study was provided to help identify evidence or indications of any hazardous substances or petroleum products in, on, or at a property. The Phase I ESA overview study was prepared as a project master spreadsheet for 83 opportunity sites, and



Development Incentives and Streamlining

included basic site information, regulatory agency records, and historical information of each site. Overall, the Phase I ESA overview is used as a reference by the City to identify potential environmental issues at opportunity sites and to create a ranking system for the sites based on any known potential for hazardous substances on the premises. The ranking system indicates which opportunity sites could be developed immediately, and sites that do require clean up before construction, thereby streamlining development for targeted areas.

City of West Sacramento

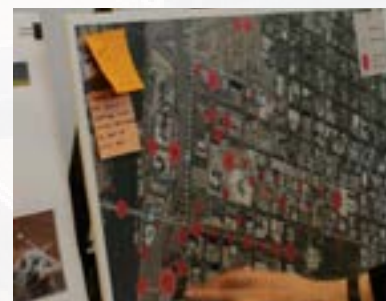
The City of West Sacramento has does not typically provided Environmental Site Assessments ahead of time for developers, but instead works with project developers throughout the planning process for a specific site, to help identify potential opportunities or constraints, and areas of existing environmental contamination liabilities.

Guiding Principle: Provide easy access to potential opportunities and constraints on a site using advertising, online mapping, or a web-based approach.

ADVERTISING SITES ONLINE

Once identification of potential development opportunity sites is completed, it becomes important to find effective ways to spread the word, and advertise to potential developers about the sites. This can be done in a number of ways including:

- Creating base maps, aerial imagery, and topographical maps for the areas near streetcar line, TOD, and other transit supportive uses;
- Creating a list of opportunity site parcels; the provision of land use designations and zoning districts for each opportunity site;



- Creating mapping layers with information on transit service located near the opportunity sites.
- Providing information to developers about potential constraints regarding infrastructure, or other cultural, and historic factors at each opportunity site.

City of Sacramento

An example of how opportunity site advertising was carried out for the City of Sacramento's Central City Specific Plan is through the use of the City's Housing NOW application. The Housing NOW application is an online, interactive mapping tool that was created to show the detailed technical studies and information gathered for the opportunity sites. All relevant information for these opportunity sites are included in this online tool such that a developer/landowner can have easy access to the information. The information provided includes items such as General Plan land use designations, zoning districts, development standards (allowed density/intensity, building heights, permitted uses), school districts, nearest transit stations, and closest amenities. More specifically, information such as needed utility infrastructure improvements, mobility improvements, and 3D modeling of buildings illustrating what can be built on each site, and applicable design guidelines are also provided. Through this advertising process, the City of Sacramento has helped direct developer focus towards the creation of additional housing units, and towards areas slated for TOD near streetcar line.

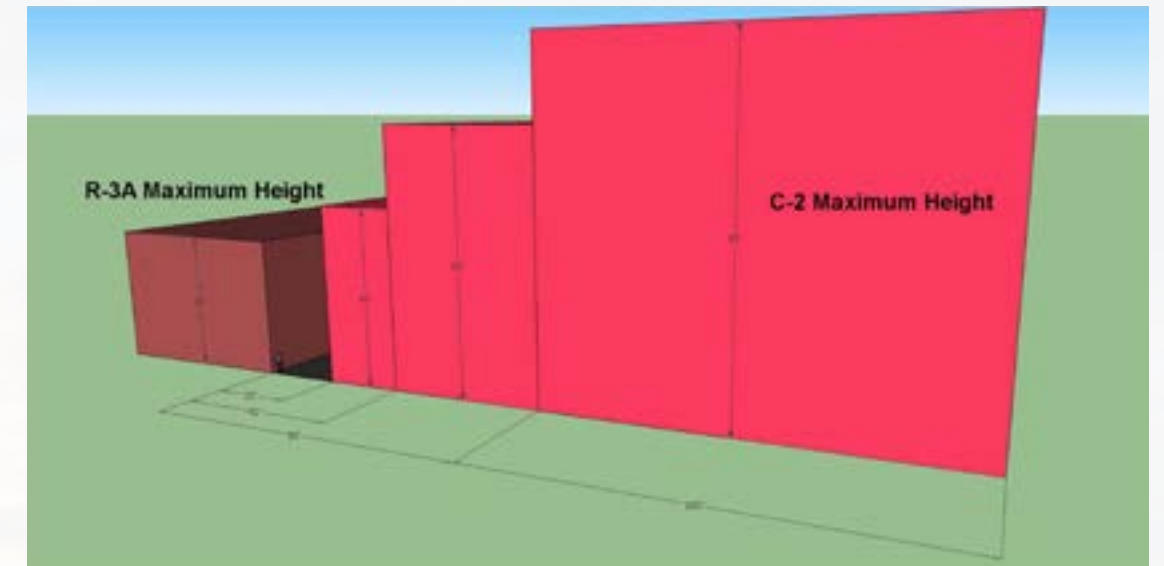
[Link to City of Sacramento's Housing Now! Application](#)

City of West Sacramento

West Sacramento has made efforts to allow for future development opportunities to occur throughout the city and within both the Washington and Bridge Districts. By providing utility infrastructure in these districts upfront, information has been made easily accessible to developers, and the City has lessened development uncertainties, and lowered costs to development. The City also maintains flexibility in providing development opportunities by maintaining good working relationships with stakeholders, community members, and developers to help in identify possible opportunity sites.

Lessons Learned

Many lessons were learned when preparing plans and updates to regulatory documents in order to accommodate the streetcar and other transit. Jurisdictions should consider implementing the following best practices to support similar transit-supportive uses:



CONSIDER TRANSITIONAL HEIGHTS AND DENSITIES

Existing residents are often sensitive to increased heights and densities; thus, there should be a strong focus on stepping the maximum allowable height down to adjacent neighborhoods for development if heights and densities are increased. This can help new development be compatible with the existing community character and minimize the impact on historic districts by transitioning higher density areas to existing neighborhoods. The use of height transitions can go a long way to addressing neighborhood concerns. For example, in most cases people are ok with greater heights along streetcar lines and commercial corridors, but not in lower density neighborhoods with two to three story height limits. In many cases, heights can be a greater concern than density. This is typically due to a more universal understanding of building heights, while the concept of building density/intensity might be a bit less intuitive. [Link to Central City Specific Plan Special Planning District Ordinance](#)



Lessons Learned



USE VISUAL TOOLS

3D modeling for heights and densities can be a great way to visually, and more effectively show planning concepts and what development can look like to the public. It is easier for residents to be accepting of increased heights and densities if they can visualize proposed development on a particular site. The use of 3D modeling for potential development sites can also be helpful in determining if proposed densities/intensities can be realistically built on a particular size lot. Specifically, this process assisted in the understanding of how both height, and density, in the Office-Business (OB) zone needed to be adjusted, and modified for Sacramento's Central City Special Planning District.

ADOPT DESIGN GUIDELINES/ENGINEERING STANDARDS

Having adopted design guidelines is a helpful way for new development to address the public realm (design of streets, sidewalks, and parks), and fit with the overall community character, as well as accommodate streetcar and other transit supportive development by creating pedestrian-friendly environments. In the City of Sacramento, for example, design guidelines include requirements for access off alleyways, restrictions on new driveways along the street (driveways along the streetcar line are prohibited), standards for street amenities, and pedestrian space in sidewalks. Typically, guidelines for the public realm are not topics that Public Works staff address, but engineering standards for utilities and streets, or specifically for the streetcar, can be effective in implementing and activating a public space. While the City of Sacramento focused on updating their design guidelines, the City

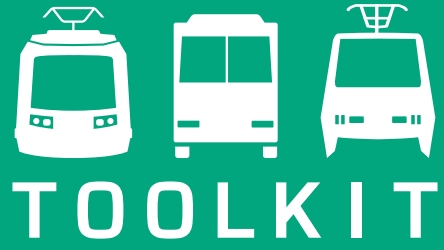
of West Sacramento already had transit supportive design guidelines in place for most of the streetcar corridor and focused on engineering street standards. Specific examples, and discussions, for each jurisdiction can be found in the Design Guidelines component of this toolkit.

INCLUDE INCLUSIVE GROWTH

During the development process, the topic of gentrification and displacement were important to the public as well as to the cities of Sacramento and West Sacramento. Both projects focused on providing inclusive growth that would serve all residents ranging in various economic backgrounds. Specific policies and programs to reduce the effects of gentrification and displacement were adopted by both cities that encourage the development of housing. This included policies and programs that encourage the development of a varied housing stock to serve the City's diverse population, that increase TOD housing choices, strengthen the financial stability of existing residents, and support entrepreneurship and employment opportunities. In addition, the City of Sacramento has a preservation ordinance that aims to preserve publicly assisted rental housing affordable to low- and moderate-income persons and households.

- [Link to City of Sacramento's Central City Specific Plan document](#)
- [Link to Preservation Ordinance](#)
- [Link to City of West Sacramento's Washington Realized document](#)

It is important to consider bringing in universities to help determine the effects of gentrification and potential solutions when addressing displacement. Establishing a university partnership can help supplement policy research, and the universities can serve as a neutral third party for the analysis. In addition, conducting peer review by economists is helpful for determining potential impacts of gentrification so that the analysis is confirmed by economic data associated with expected wages and cost of housing. Research and analysis that informs an effective policy response to development can help alleviate potential displacement issues before they arise. If displacement and gentrification is already happening, research, analysis, and adopting strong policies/programs can help determine ways to minimize and reduce the effects of gentrification.



Lessons Learned



UNDERSTAND UTILITY FUNDING LIMITATIONS AND DEFICIENCIES

Infill development or development in older areas are often affected by existing infrastructure constraints so it is important to identify those needed improvements and potential funding sources to help catalyze development to support the streetcar. Understanding your funding limitations upfront is also a significant step in determining which infrastructure improvements can be made. Many utility departments do not have the funding available to proactively improve infrastructure. Under California state law, utility rate revenue can't be spent on infrastructure improvements to accommodate new growth. However, development impact fees can be used to reimburse developers for upfront utility costs.

STEP-IN IMPACT FEES

While development impact fees can help reimburse developers, it is necessary to balance these fees with the financial feasibility of the development. Often, developers and businesses are opposed to any fees or fee increases unless there is a clear correlation to how the fees benefit the development. In order to lessen the effect of levying a fee, the development impact fee can be gradually increased by a certain percentage over a particular period of time. In Sacramento, the City agreed to annually authorize increasing the impact fee by 25% every year until the full fee is reached. Another best practice is meet with business district leaders and industry group representatives prior to reaching out to a larger audience. These leaders and representatives appreciate knowing about the proposed program to they can help address questions from their constituents.

REDUCE PROCESS DELAY

If a controversial issue, not directly related to a specific plan or project, is brought up within a jurisdiction, it is best not to stop everything and address the matter. The more effective approach is to create an implementation action to address the controversial topic later so that the intended process is not delayed. For example, for the Central City Specific Plan, there was significant interest in how to permit and guide the activation of alleys. Creating policies and a permitting process requires a separate effort that can be initiated by the plan.

STREAMLINE DEVELOPMENT

In order to remove barriers and encourage development that can support the streetcar, streamlining development is crucial. Communities in California with adopted specific plans can utilize the Plan's Environmental Impact Report for statutory exemptions from the California Environmental Quality Act (CEQA) through State Law. The City of Sacramento used their Central City Specific Plan EIR as a way to provide the necessary environmental coverage for developers in allowing CEQA exemptions for projects. In addition, an educational brochure/FAQ was created to provide an overview of the CEQA exemption process, what projects would be eligible, and information on how to comply with the requirements within the appropriate CEQA section. Drafting simplified and universally understandable language in explaining development projects to the public is essential for streamlining, and generally removing barriers for developers in an effort to facilitate development.

TRANSPARENCY AND SELF PROMOTION

Jurisdictions should highlight all of the methods and incentives in place to help streamline development. By sharing the available tools, jurisdictions can encourage development, while also informing the public as to what has been working to meet the needs of the community.



Acknowledgements



In response to the Federal Transportation Administration's (FTA's) Pilot Program for transit-oriented development (TOD) planning, the Sacramento Area Council of Governments (SACOG) collaborated with the cities of Sacramento and West Sacramento to remove barriers and facilitate TOD around a potential Downtown/Riverfront Streetcar route. This planning work resulted in the TOD Toolkit, to be used as a guide in advancing TOD development along the Streetcar corridor, and provide a model for other jurisdictions.

PREPARED FOR:



IN PARTNERSHIP WITH:



PREPARED BY:



