SACRAMENTO RIVER

PARKWAY PLAN

Produced By:

City of Sacramento
Department of Neighborhoods, Planning and Development Services

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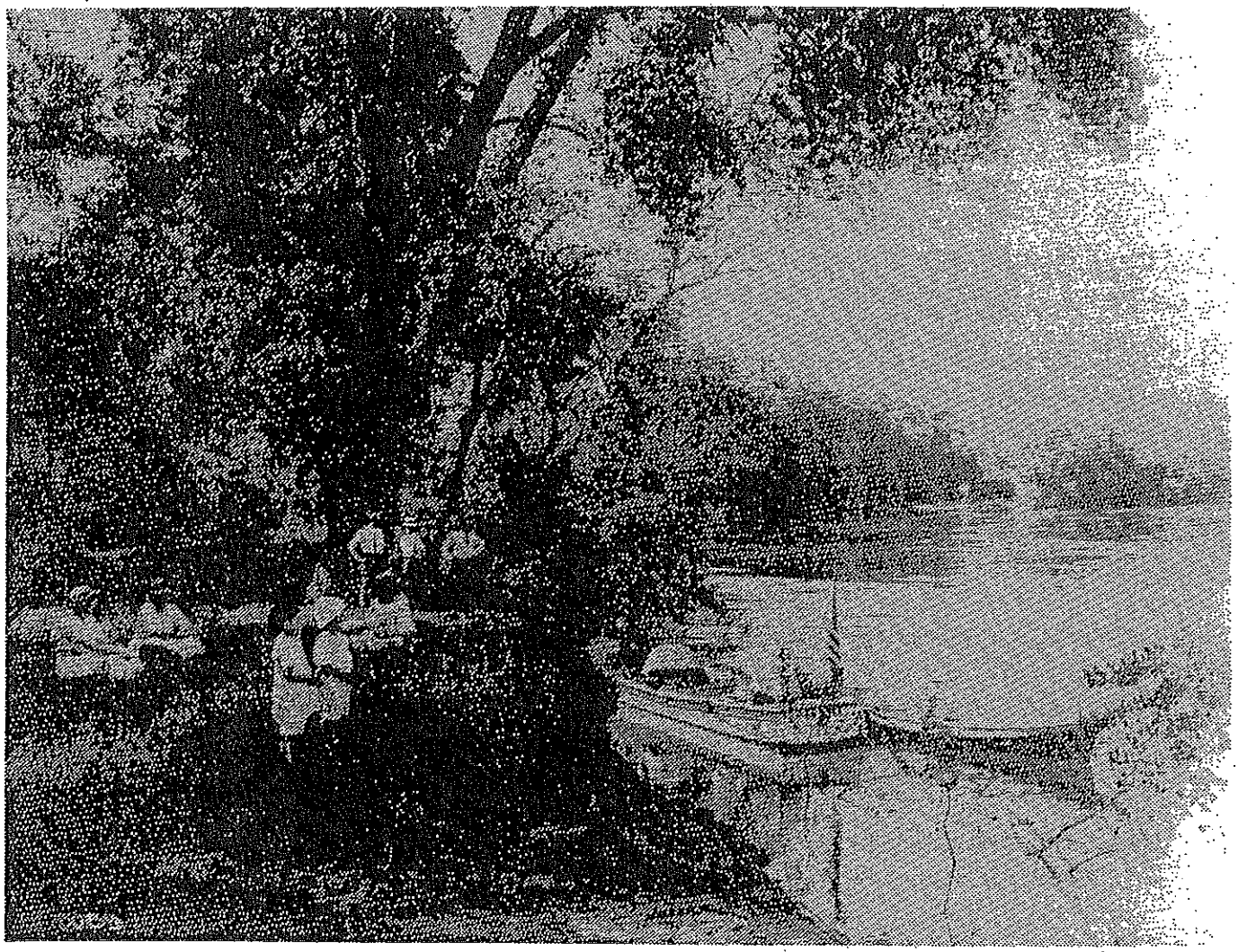
Chapter 1
Introduction



SACRAMENTO RIVER PARKWAY PLAN

CHAPTER 1
INTRODUCTION

Objective

It is a rare opportunity that a major metropolitan area, such as Sacramento, can boast of two major rivers flowing past its central core. The Sacramento River and its natural areas provide open space and recreational opportunities for adjacent areas. It also functions as a valuable regional recreational resource which links many of the recreational and cultural facilities found adjacent to the Sacramento River.

Because of the unique recreational and natural habitat opportunities afforded by the location of the Sacramento River, a feasibility study and Master Plan was developed for the Sacramento River Parkway Concept in 1975. The intent of the study was to evaluate the potentials, constraints, and consequences associated with the proposed Sacramento River Parkway. The study concluded that the Sacramento River Parkway concept was feasible. The associated Master Plan provided goals and guiding policy for the development of the Parkway. The 1975 Sacramento River Parkway Master Plan was adopted by the City Council and incorporated into the Open Space Element of the General Plan.

Parkway Plan policies were adopted and implemented in both the City's General Plan and the Pocket Community Plan and have been instrumental in guiding property acquisition in the Sacramento River Parkway within the Pocket Community Plan area. The Plan policies were also instrumental in implementing several projects in the Parkway which were included in the Old Sacramento Redevelopment Plan, including the development of Riverfront Park and the bicycle trail system from the Tiscornia Park to Old Sacramento. The development of the bike trail from the Jibboom Street Bridge to Captain's Table in Land Park was also a result of the 1975 Parkway Plan.

Recently, staff undertook an update to the Master Plan to reflect changes in the Parkway, the scope of the Parkway, and surrounding land uses and policies. For example, the South Natomas Community Plan area, which was not included in the 1975 Plan, has been included in the update. Proposed land uses for Sacramento Housing and Redevelopment Projects (SHRA) in the Downtown within the Parkway boundaries, such as the Docks Project and the Southern Pacific/Richards Boulevard Project have been considered in this Plan.

The Sacramento River Parkway Plan is a twenty year policy guide for habitat preservation and restoration and recreational development for lands adjacent to the River. The Plan identifies current conditions, develops a vision for the future, and identifies programs and

actions for achieving the vision. Given the existing land ownership patterns, it is extremely important to differentiate between existing conditions and vision. It would be incorrect, for example, to assume that because an off-street trail in the Greenhaven/Little Pocket area is shown for the future, that the trail is currently available for public use. The maps enclosed distinguish clearly between what is existing and what is proposed for future development.

This Plan provides policy which addresses the issue of the developed private residential properties in the Parkway, primarily located in the Little Pocket and the Greenhaven Pocket areas.

Parkway land use designations have been modified for clarity and to reflect current land use conditions. Area Plans describe the application of Parkway land use designations to specific areas and define Parkway land use policy for those areas. Specific policies for development in the Parkway have also been added to the Plan.

The document has been reorganized for clarity and to emphasize policy and implementation for the Parkway. As part of the reorganization, land use designations and issues are discussed in area plans, and background information has been moved to the appendices.

Parkway Concept

The Sacramento riverfront was first considered a public recreation amenity in the early part of this century, but recreation and public access were first formalized as part of the Parkway concept in the 1975 Feasibility Study and Master Plan. In addition, habitat preservation was part of the 1975 Concept. The Sacramento River Parkway concept has changed little since 1975. Preservation of riparian habitat, while providing public access to recreational opportunities along the Parkway are the main features of the Parkway concept. The public access goal of the Plan is supported by the Subdivision Map Act and the Public Trust Doctrine.

Natural resource protection and enhancement is the main goal of the Parkway and will take precedence over public access recreation in the Parkway. Trails and other facilities will be developed so as not to significantly impact the native riparian habitat. Prime habitat areas will be protected from human encroachment.

In addition, the Parkway is envisioned as a major recreational and public access resource, linking the American River Parkway with the Sacramento River Parkway and eventually connecting with the Laguna Area. The Parkway Plan promotes as much access to the River as possible, while maintaining sensitivity to the private residential inholding in the Parkway. The Plan strives to improve public access by developing proposed public access

points on public land, building approved trails, and by directing people to public areas and away from private property.

The Parkway vision has not changed much over time. However, today there is probably a better understanding of the complexity involved in implementing the vision. The Plan contained in this document provides some innovative ways to create a Parkway that addresses most of the complexities.

Plan Area Boundaries

The Sacramento River Parkway Plan area is located along the easterly bank of the Sacramento River within the City limits of Sacramento and is approximately 17 miles in length and 820 acres in area. The boundaries of the area generally are the City limits inclusive of South Natomas to the north, the Sacramento River on the west, City limits at Freeport on the South, and Interstate 5 Freeway on the east or 10 feet landside of the landward toe of the Sacramento River levee, or the inland boundary of public land along the River, whichever is most appropriate for land use issues. Locations along the Parkway may be referred to by "river mile" which is the distance travelled from the mouth of the river. The stretch of the Sacramento River within the City limits extends from River Mile 44.8 (Freeport) to River Mile 62.6 (South Natomas @ I-80). (Please see the Regional Map, Exhibit 1-1.)

The Parkway is delineated into four planning areas, as described below and as illustrated on the Planning Area Map, Exhibit 1-2. These planning areas are defined by land use issues and by community plan area. Each planning area is described in detail in an Area Plan contained in this document.

Plan Area	Start	End	Lineal Miles
South Natomas	62.6	60.2	2.4
Downtown/ Land Park	60.2	55.6	4.6
Pocket	55.6	47.1	8.5
Freeport	47.1	44.8	1.3
TOTAL AREA	62.6	44.8	16.8

(A) **South Natomas** - I-80 overcross to and including Discovery Park
(B) **Downtown/Land Park** - Jibboom St. Bridge to Captain's Table at 25th Ave.
(C) **Pocket** - 25th Avenue to Freeport Reservoir at the south end of the Pocket near Freeport Blvd.
(D) **Freeport** - South of the Freeport Reservoir to the Freeport Bridge

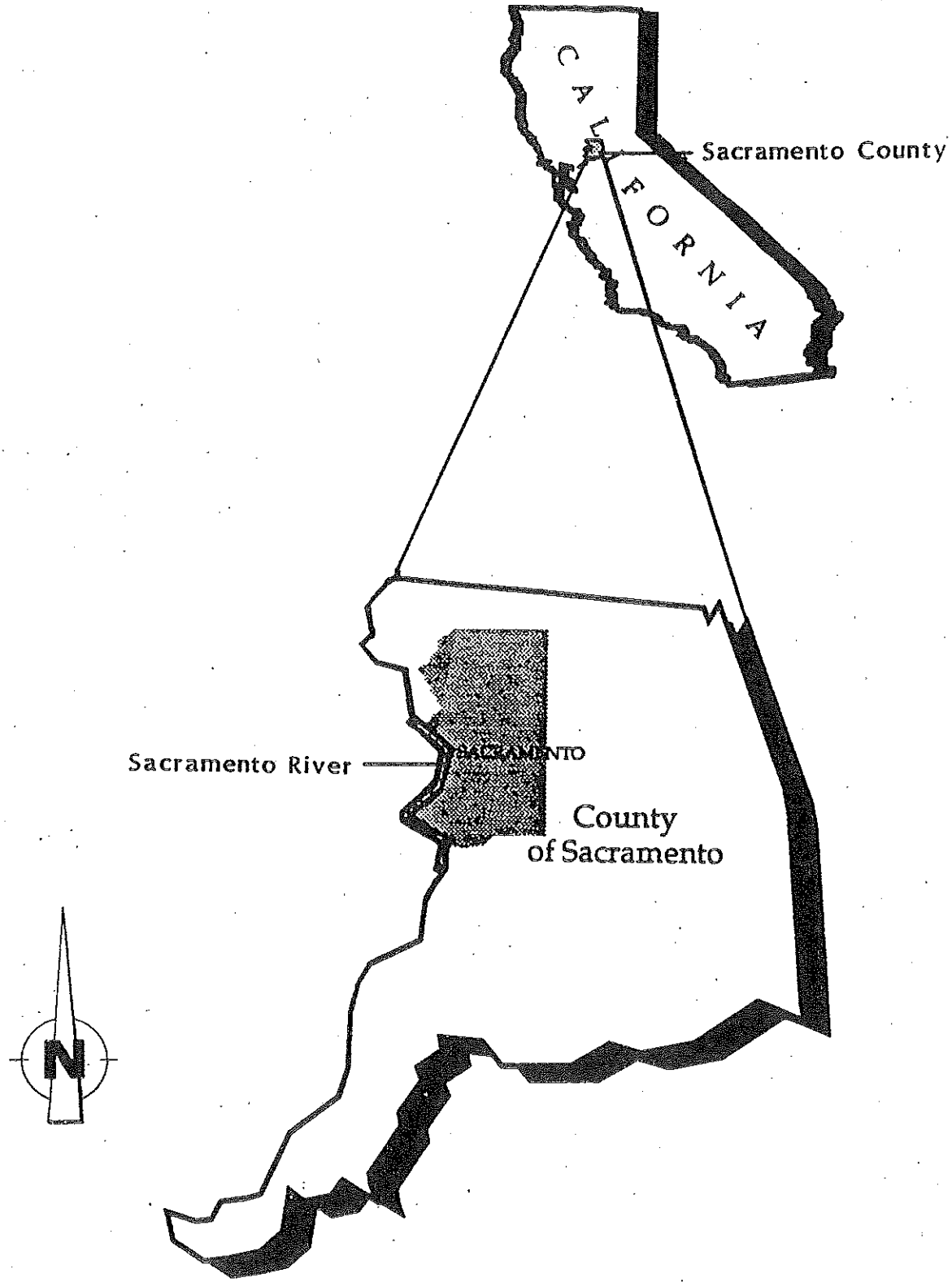
The land uses within the Plan area vary greatly from industrial and commercial activities in the north and downtown area to residential development in the central and southern portion of the Parkway. The Parkway area varies from very narrow segments with little vegetation to areas over 200 feet wide with a great deal of vegetation and wildlife or cultural and historical amenities. The river edge at various locations is occupied by boat landings, parks, oil storage and docking facilities, railroad tracks, and miscellaneous other uses.

Presently four bridges cross the Parkway: the Jibboom Street, I Street (SPRR), Tower, and Interstate 80. The Interstate freeway, running somewhat parallel on the East side of the Parkway, and the Southern Pacific Railroad track are the most significant barriers adjacent to the Parkway. Some of the more significant community and recreational features found in and near the Parkway are:

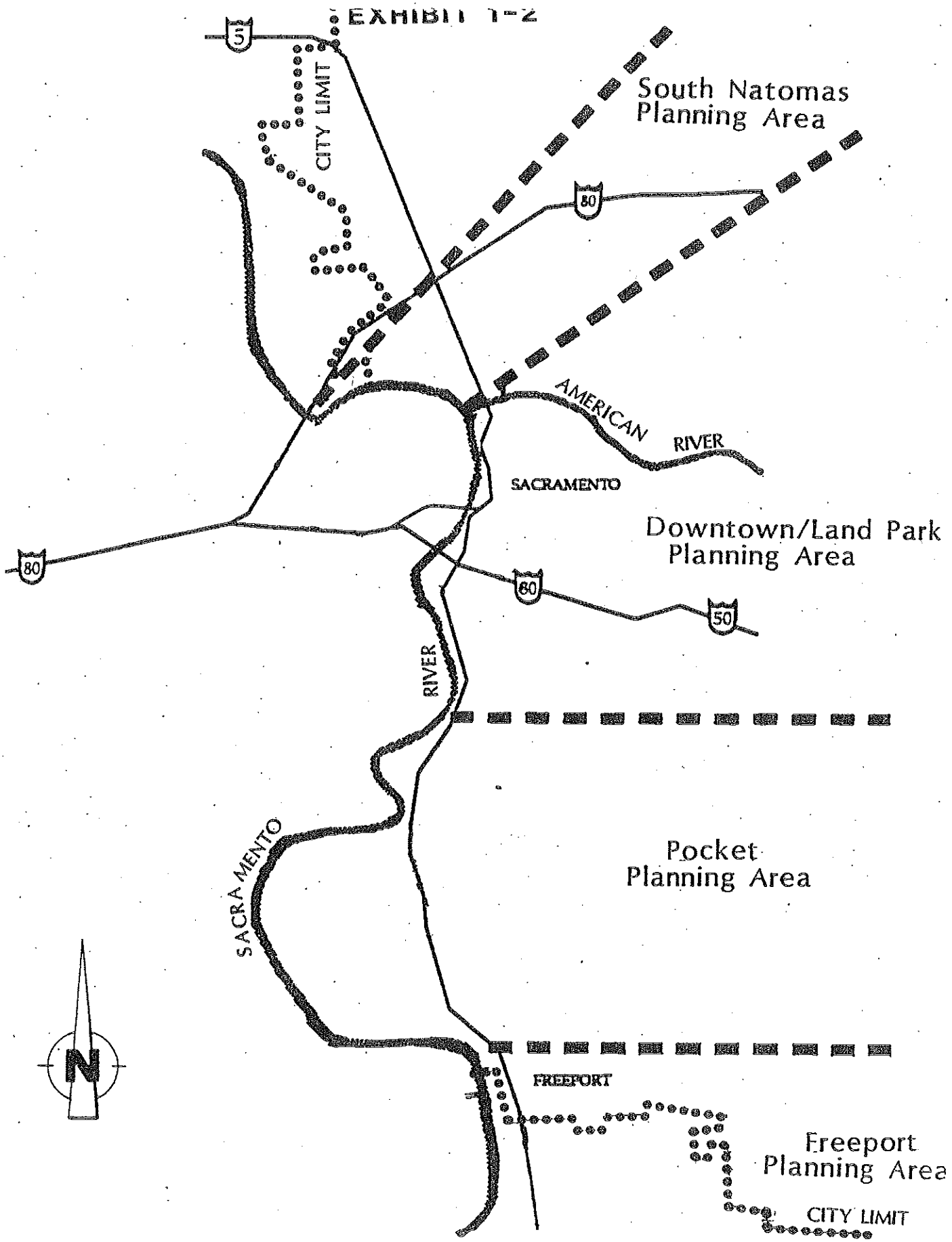
- Sand Cove Park
- Riverbank Marina
- Discovery Park & American River Parkway
- Tiscornia Park
- Southern Pacific Railroad Yard
- State Railroad Museum
- History Museum
- Old Sacramento
- Chinatown
- K Street Mall
- State Capitol
- Crocker Art Gallery
- Southside Park
- Miller Park
- William Land Park
- Seymour Park
- Garcia Bend Park

Anyone who is familiar with Sacramento, the Sacramento River, and these community features will realize the unique open space/recreational opportunities possessed by the Parkway, and the possible linkage provided by the Parkway to these civic, cultural, and recreational facilities.

EXHIBIT 1-1



REGIONAL MAP



PLANNING AREA MAP

History

Areas along the Sacramento River were once subject to periodic flooding caused by storms and spring thaws of the Sierra snow pack. Due to these floods and/or high water table, the area was largely covered with a dense growth of tule. These tule areas, being extremely fertile, were first developed for agricultural use. During this period, individual land owners built low levees to protect their property. Because of the rising river level due to the construction of these levees and sedimentation caused by upstream hydraulic mining operations, the low levees did not last long. Finally, by order of the State Supreme Court in 1893, hydraulic mining was stopped and subsequently a permanent levee system was constructed with a bypass system to ensure flood control.

Until the railroad was built in the 1860's, the Sacramento River was a major transportation waterway. Before then, it was the predominant way to reach Sacramento from San Francisco. The River played a major role in the Gold Rush and continued to serve commercial shipping up to the early 1960's when the Sacramento-Yolo Port was opened.

As the City of Sacramento grew, much of the agricultural land was converted to residential, commercial and industrial uses. This trend is continuing today. Due to the population increase and the associated need for additional residential lands, people began to come into contact with the river more frequently and came to realize the recreational value of this resource to the community. Many people felt that the Sacramento River should be available for public recreation. For example, in 1960, the firm, Pacific Planning and Research recommended that the area along the Sacramento River be developed as a parkway with hiking and riding trails.

Since 1960, urban encroachment along the river has occurred rapidly. In order to ensure access to public waterways as urbanization engulfs open land, the California State Assembly in 1971 passed Assembly Bill 1504. The provisions of this bill are now a part of the Subdivision Map Act and require certain dedications of reasonable public access to and along public waterways. The local agency is required to define the extent and character of such dedications. The Public Trust Doctrine also supports public access to the River for recreation.

The 1975 Master Plan was developed in response to the continuing interest, first noted at the turn of the century, in the Sacramento River as a public resource. The Plan defined goals and policies for the Parkway in regards to public access, recreation opportunities and the preservation of natural resources. This 1997 Plan strives to improve upon the efforts of the 1975 Plan.

Relationship to Other Planning Documents

The 1975 Sacramento River Parkway Plan was adopted by the Sacramento City Council in 1976. Its goals and policies were incorporated into the Open Space Element of the General Plan (1988), the Pocket Community Plan (1980), and the Central City Community Plan (1980, as updated in 1993). The goals and policies of the Plan are also consistent with the goals, objectives and policies of the 1989 Parks Master Plan update. The Parkway Plan update, as contained in this document, will also be incorporated into the General Plan, affected Community Plans and the Parks Master Plan.

The Sacramento River Greenway Plan is a resource policy document which addresses both sides of the River from river mile 75.5 to river mile 45.8. The Greenway Plan was initiated by the State Lands Commission (SLC) under a Memorandum of Understanding (MOU) with local jurisdictions including the City of Sacramento, Sacramento County, and Yolo County. West Sacramento is participating in the planning effort, but is not a signatory of the MOU. The multi-jurisdictional, regional Sacramento River Greenway Plan was developed to be consistent with the Parkway Plan. It is considered to be an "umbrella" policy document or "general plan", providing broad policy direction for the development of the Sacramento River. The Sacramento River Parkway Plan Update is the "area plan" for the City of Sacramento portion of the Greenway.

There are additional related studies underway at this time. They include the Delta Estuary Project initiated by the State Lands Commission and the San Francisco Estuary Project (SFEP) administered by EPA. Both of these studies focus on the 12 county area that surround the Delta. The Delta Estuary Study which resulted in a report called "Delta-Estuary California's Inland Coast, A Public Trust Report" (1991) reviewed the condition of the natural resources of the Delta and the affect of human activities on public trust values of the Delta. The SFEP reviewed the condition of the natural resources of the Delta and how they could be improved and preserved. The result of the SFEP was the Comprehensive Conservation Management Plan (CCMP) released in 1993.

The draft 2010 City/County Bikeway Master Plan Update shows existing and proposed on-street and off-street bikeways throughout the City of Sacramento and Sacramento County. The Parkway Plan has a feature in common with the Bikeway Plan by way of the proposed off-street trail along the Sacramento River levee. The effect of this common element is that the two Plans must be consistent with one another with respect to how the trail is portrayed.

CHAPTER 2
EXISTING CONDITIONS IN THE PARKWAY

Levee Characteristics

The levee system along the Sacramento River is a significant feature of the Parkway and is referred to throughout this document. Levee cross section characteristics are an important factor in determining the opportunities and constraints for development along the Parkway. The various types of levee cross sections found in the Parkway are diagrammed in Diagrams 2-2 through 2-11. Types of levee cross sections ("A - K") found in the Parkway are identified on the Land Ownership Map, Exhibit 2-1a through 2-1f.

Since the various parts of the levee are often mentioned in this report, it is considered essential that all readers be familiar with the levee elements:

- **Levee** - earthen embankment constructed to retain river water and prevent flooding of surrounding areas.
- **Crown** - the top of the levee. Generally leveled and used by maintenance vehicles in the upkeep and inspection of the levee.
- **Slope** - the sloping side of the levee either on the river or the landward side.
- **Toe** - the point at which the slope meets the adjacent land surface.
- **Berm** - the flattened land area below the levee crown (either riverside berm or landward side berm).
- **Rip-Rap** - a surface layer of stones; rocks, or concrete blocks on levee slope and berm areas to prevent erosion.
- **Sides of the Levee** - inward side is synonymous with river side, while outward side is synonymous with landward side.

There are four basic types of berm and levee sections and also varying widths of useable levee crown. The slope on the inward side of the levee varies from a sheer vertical retaining wall such as found at Old Sacramento; rip-rapped steep slope as seen along Sutterville Road; gentle slope as seen at Miller Park; and medium earthen slope as seen generally in the Pocket area. There are also a number of variations on any one of these slope characteristics.

As varied as the slope may be, the berm areas differ more significantly from one location to another. There are levee portions which lack any semblance of a berm, while other areas possess berm areas more than hundred feet in width. Although fishermen have traditionally used even minor berms for toe holds, berm areas less than 10 feet in width would be inadequate for any developed use. Berm areas are noted for their likelihood of flooding during the winter and spring months. Future Parkway improvements on berm areas should therefore be durably constructed and provided with periodic maintenance following inundation.

Chapter 2
Existing Conditions In The Parkway

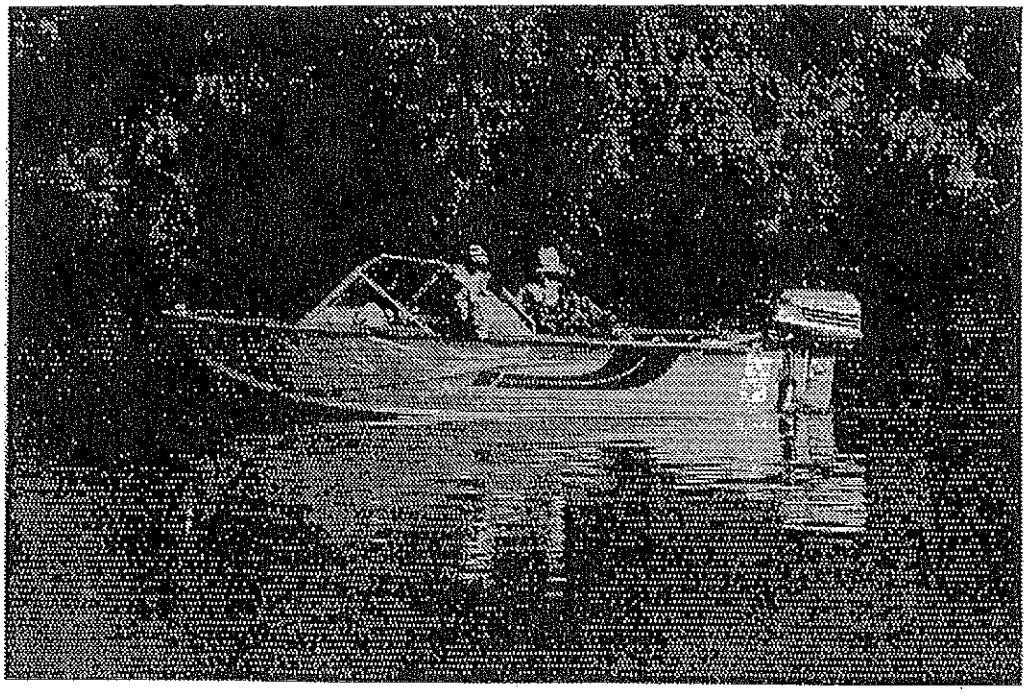
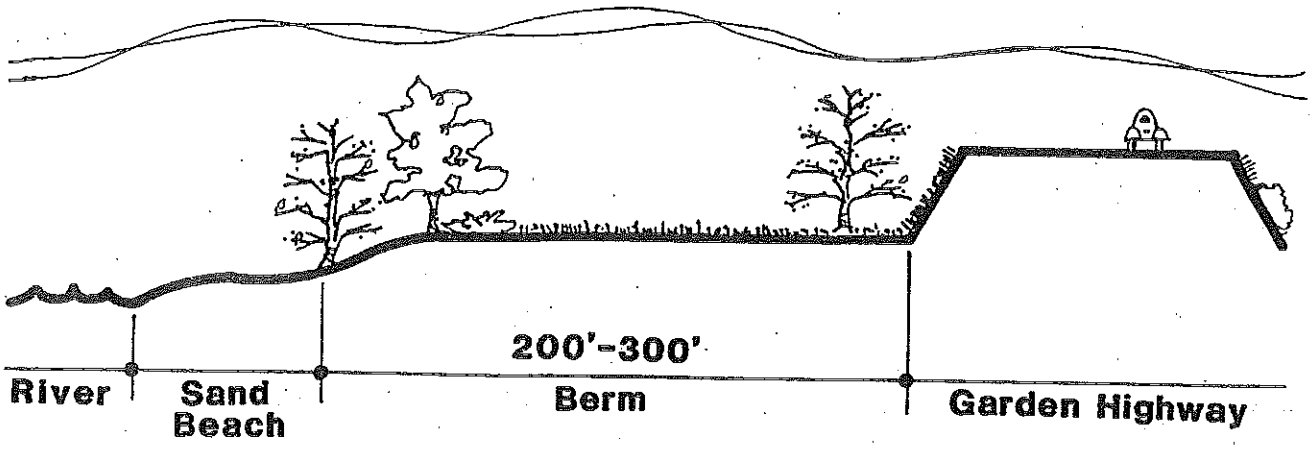
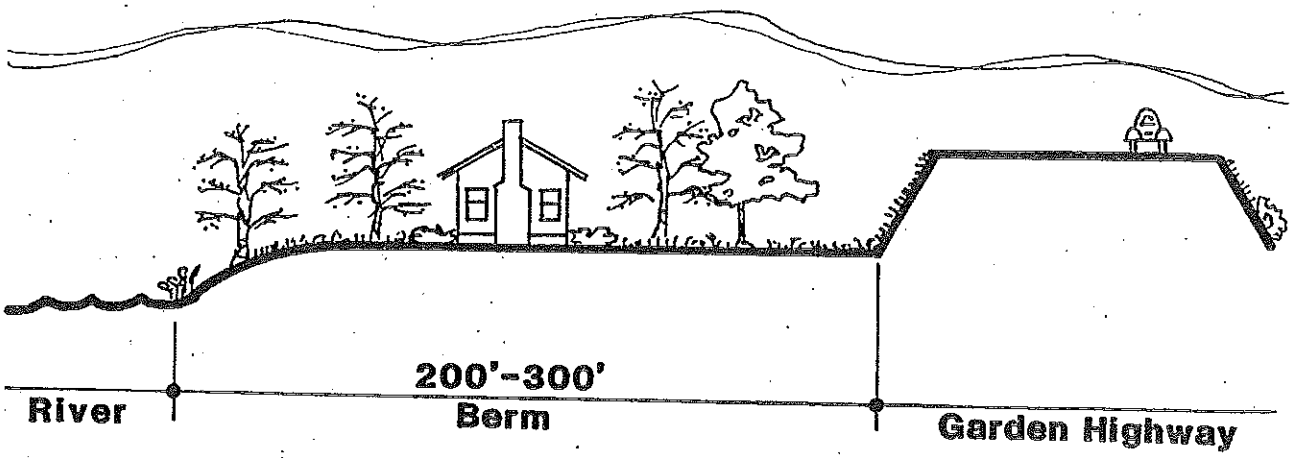


DIAGRAM 2-1: LEVEE SECTION "A" (WIDE BERM--PUBLIC)



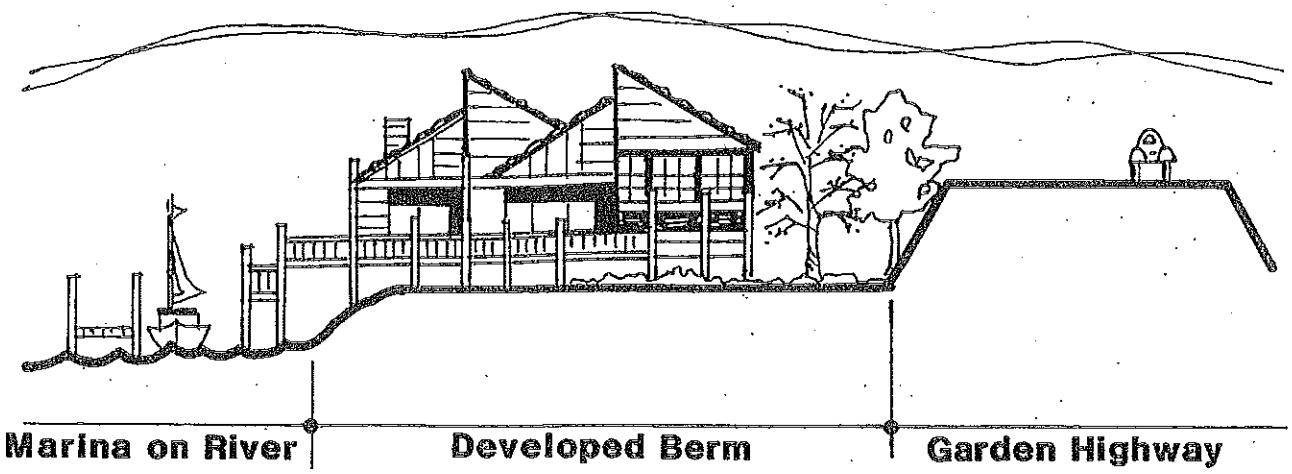
* 200-300 foot wide berm
* Beach Area
* Adjacent to public road (e.g., Garden Highway)
* Example: Sand Cove Park {South Natomas}

DIAGRAM 2-2: LEVEE SECTION "B" (WIDE BERM--PRIVATE)



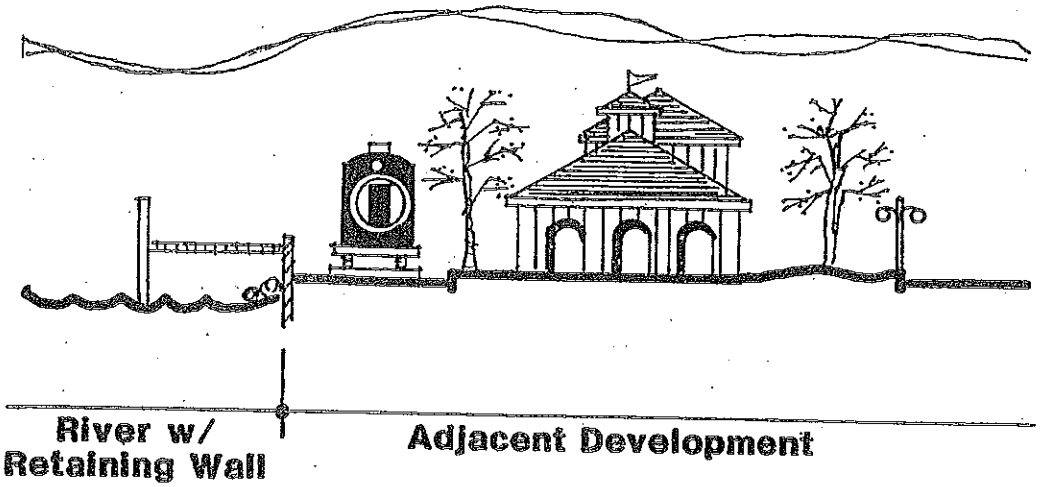
* 200-300 foot wide berm
* Private Residences on berm
* Native and non-native vegetation
* Example: Homes along Garden Highway {South Natomas}

DIAGRAM 2-3: LEVEE SECTION "C" (WIDE BERM & MARINA--PRIVATE)



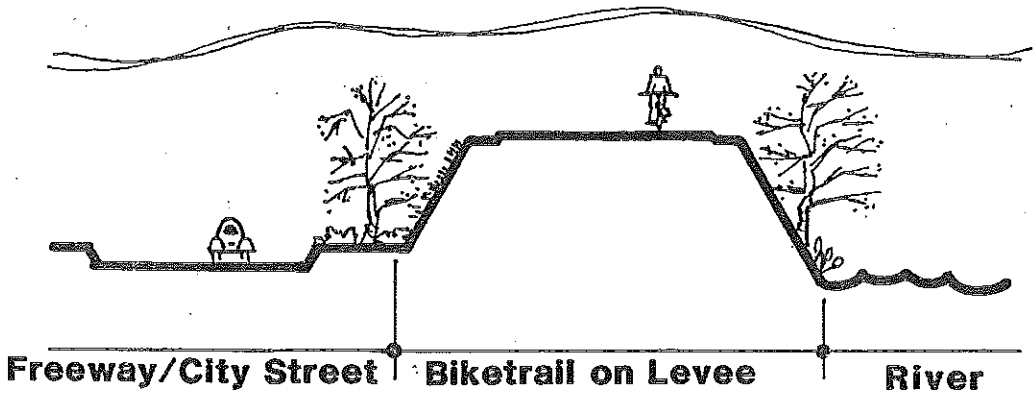
* Privately developed berm & levee slope
* In-Stream Marina
* Example: South Natomas Riverfront District

DIAGRAM 2-4: LEVEE SECTION "D" (NARROW BERM w/ FLOODWALL)



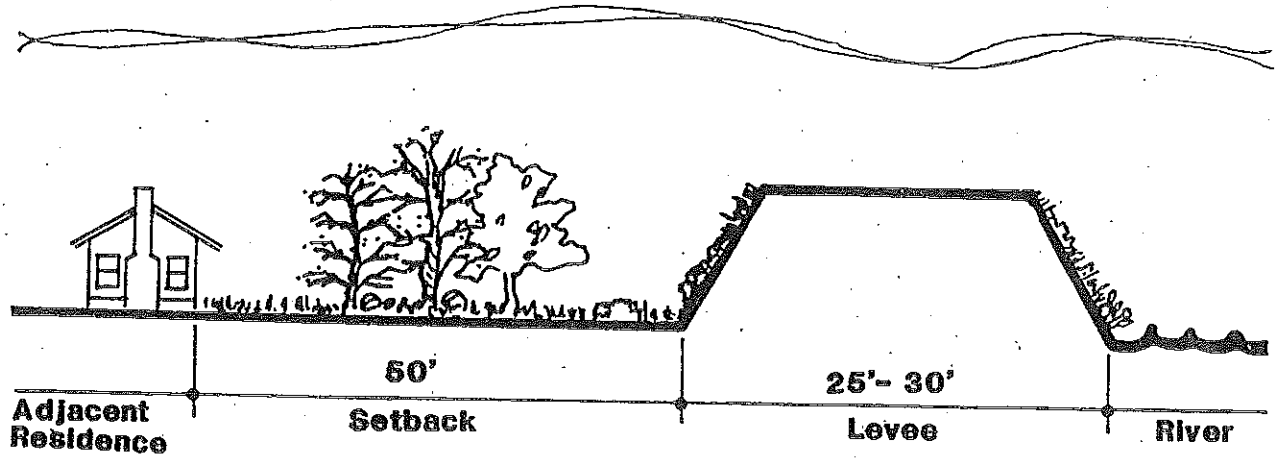
* Narrow berm w/ minimal vegetation
* Retaining wall instead of levee
* Example: Downtown: I Street to R Street

DIAGRAM 2-5: LEVEE SECTION "E" (LEVEE TRAIL W/ WIDE STREET SEPARATOR)



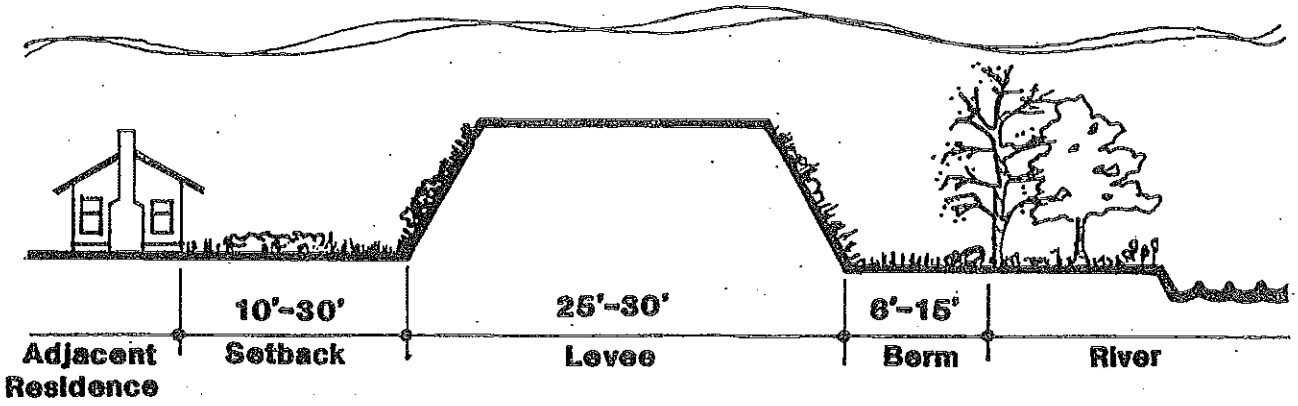
* Paved bike trail on levee crown
* Vegetated levee slope
* Examples: Tiscornia Park to Old Sacramento, Miller Park to Captain's Table

DIAGRAM 2-6: LEVEE SECTION "F" (LEVEE TRAIL W/ WIDE SETBACK SEPARATOR)



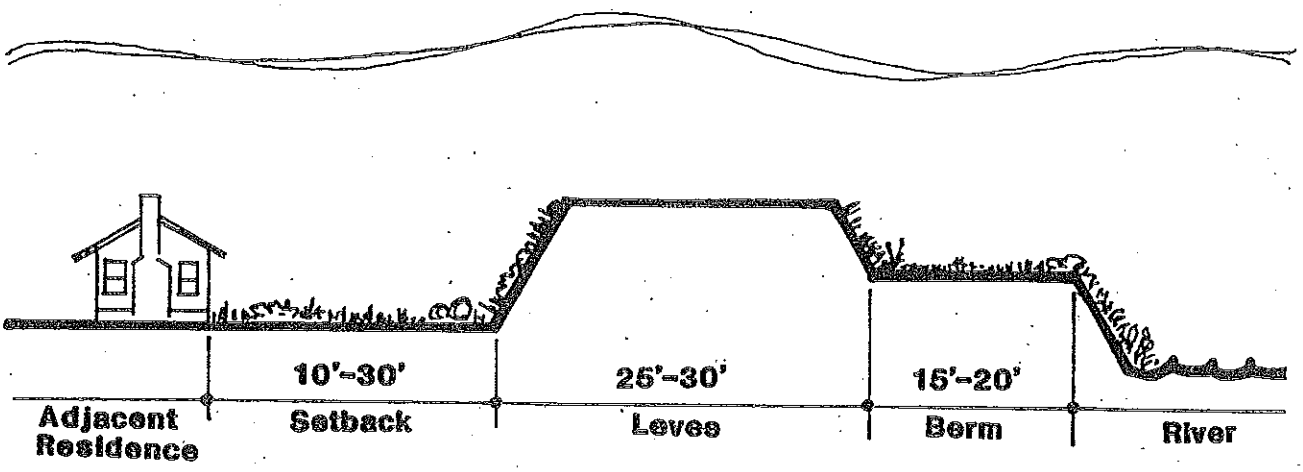
* No usable berm for trail -- trail would be on levee crown
* Homes setback ≥ from levee -- established vegetative screen
* Example: Piedmont Dr., Spar Ct., Prow Ct. {Little Pocket}

DIAGRAM 2-7: LEVEE SECTION "G" (WIDE SUNKEN BERM)



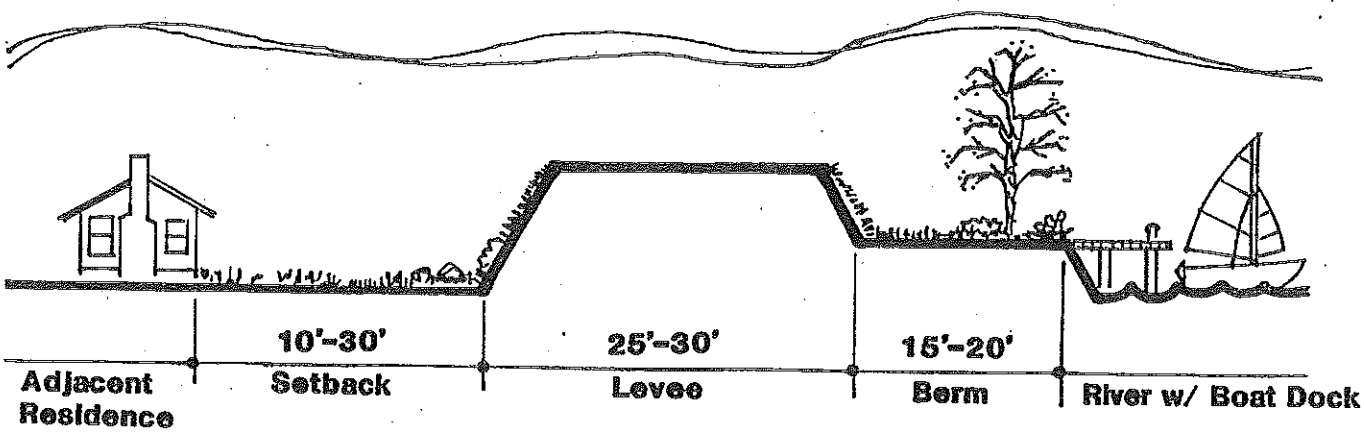
* Wide usable berm for trail
* Homes not visible from riverside berm
* Homes with minimal setback from levee toe
* Example: Little Pocket

DIAGRAM 2-8: LEVEE SECTION "H" (WIDE HIGH BERM)



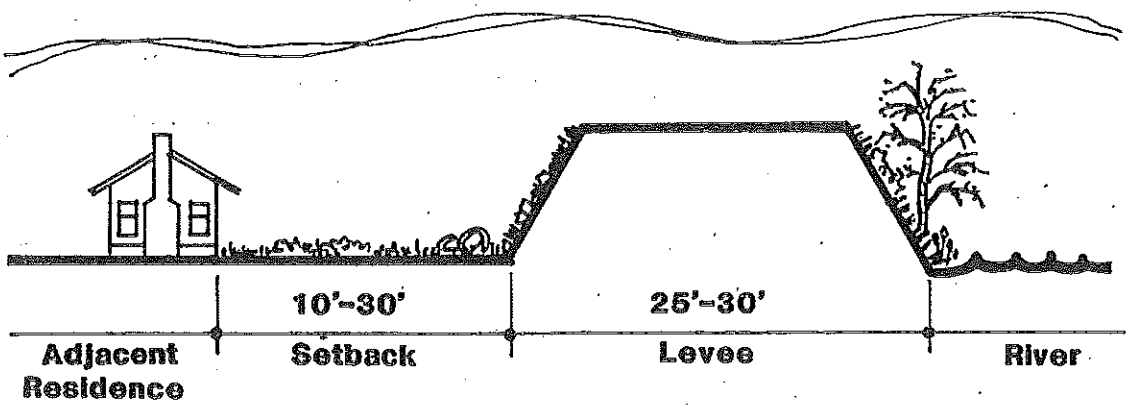
* Wide usable berm for trail (Berm grade barely below levee crown)
* Homes with minimal setback from levee toe, no established vegetative screen
* Example: Surfside Way, Benham Way {Little Pocket}

DIAGRAM 2-9: LEVEE SECTION "I" (WIDE HIGH BERM; BOAT DOCKS)



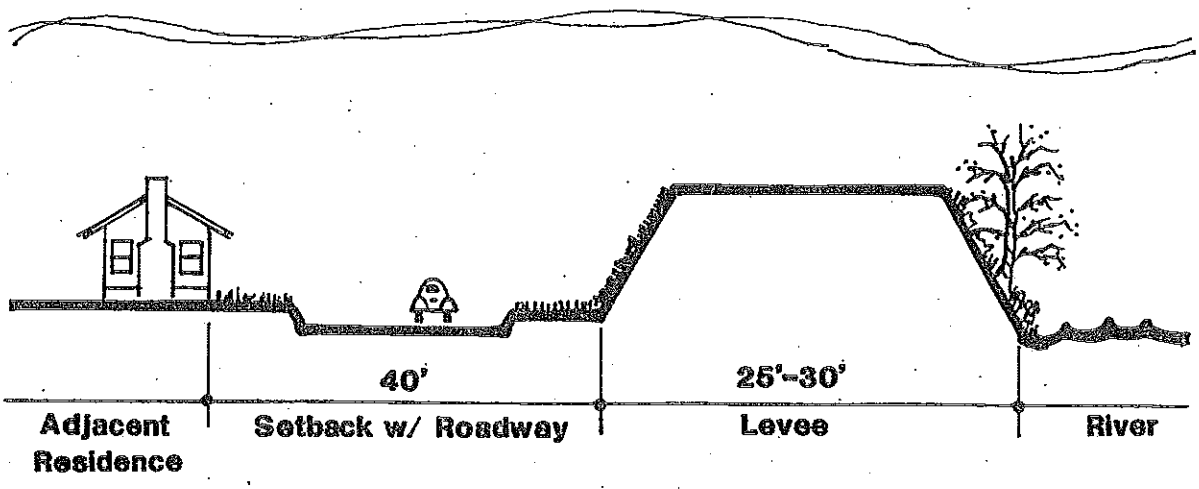
* Wide usable berm for trail (Berm grade barely below levee crown)
* Homes with minimal setback from levee toe, no established vegetative screen
* Boat docks
* Example: Surfside Way, Benham Way {Little Pocket}

DIAGRAM 2-10: LEVEE SECTION "J" (NO BERM; MINIMAL SETBACKS)



* No usable berm for trail
* Homes with minimal setback from levee toe
* Examples: Brickyard Dr., Riverlake Wy., Dutra Bend Dr. {Greenhaven}

DIAGRAM 2-11: LEVEE SECTION "K" (NO BERM; SUBSTANTIAL SETBACKS)



* No usable berm for trail (Trail would be on levee crown)
* Homes with 40' setback from levee toe (public ownership of setback)
* Most homes separated from levee by parallel street
* Examples: North Point Wy., Portinao Cr., Sleepy River Wy. {Pocket}

Land Use

Land uses in and adjacent to the Parkway include public streets and the Sacramento Southern Railroad, residential, commercial, industrial, office, and recreation. The South Natomas area within the Parkway is a combination of residential, commercial, and recreation. Downtown Sacramento is mainly industrial and commercial uses. From south of Miller Park to Captain's Table is open space and transportation corridor. Captain's Table to the South Pocket area is almost exclusively residential. The Freeport area has primarily commercial uses and transportation corridor. Public recreation uses are found at developed parks within the Parkway: Discovery Park, Tiscornia Park, Riverfront Park, Miller Park, Zacharias Park, Seymour Park, and Garcia Bend Park.

In addition, plans adopted December 13, 1994 for the Richards Boulevard/Southern Pacific Railyards area call for a combination of recreation and commercial development within the Parkway. The Plan includes a proposal to add an off-street biketrail along the south side of the American River which would connect Old Sacramento with the Richards Blvd. Area. There is also planning in progress to increase commercial uses in Miller Park.

Land Ownership

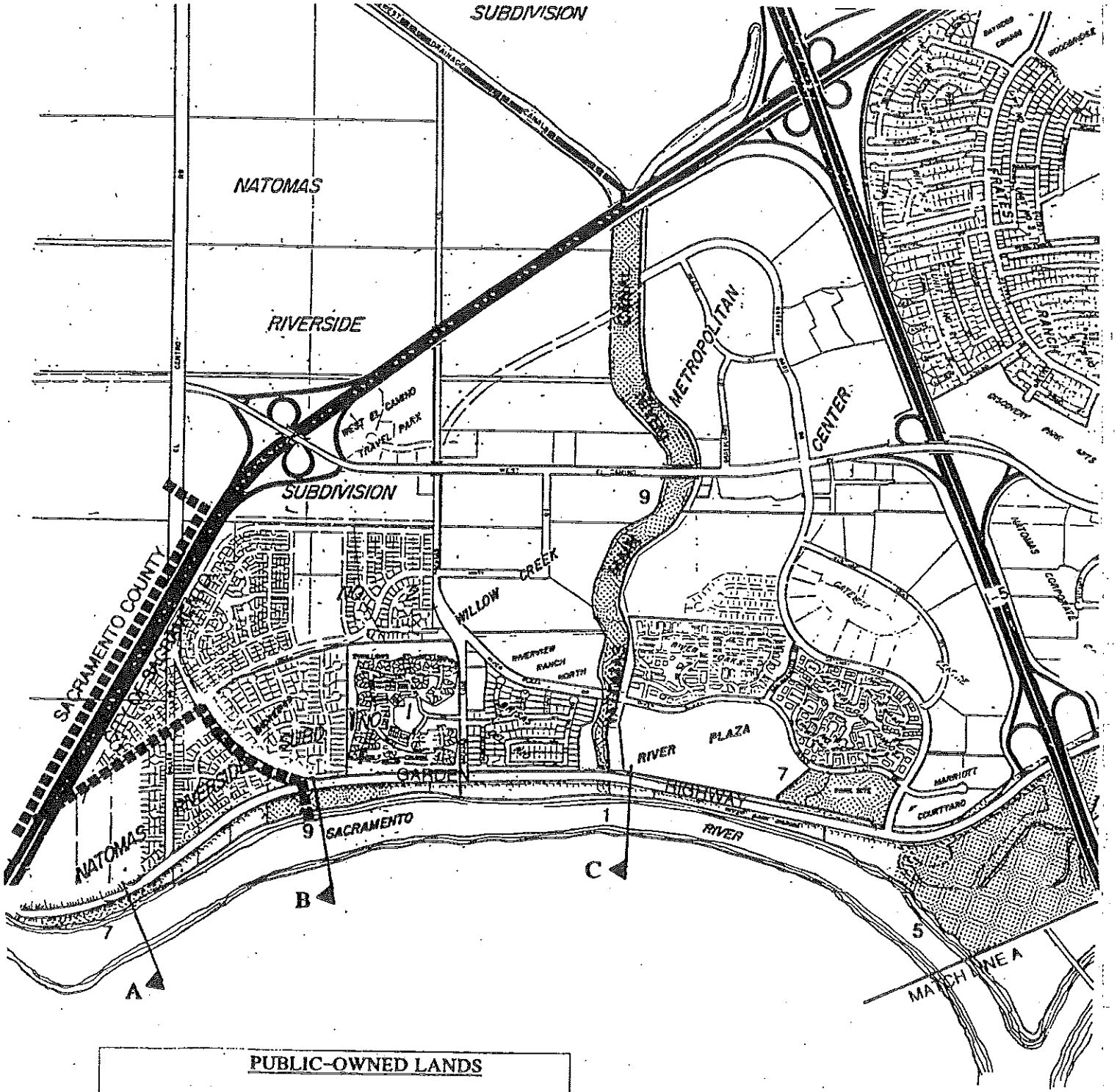
The Plan identifies property ownership within the Parkway. Assessment of the proposed Parkway land ownership, as shown on the Land Ownership Map, Exhibit 2-1a through 2-1f, indicates that there are three principle groups of owners. They include the City, other public agencies, and private owners. Approximately 75% of the Parkway area is in public ownership (i.e., the City, Sacramento Housing and Redevelopment Agency (SHRA), the County, State Parks, and State Lands Commission). Most of the public lands are within six segments which are: Old Sacramento, from the Jibboom Street Bridge to the I-80 bridge, Miller Park to Captain's Table at 25th Avenue, Seymour Park (northern extension) Area, Garcia Bend, the south Pocket area and the Freeport Reservoir area off of Freeport Boulevard. The City also owns other non-contiguous smaller lots at various points along the Parkway. The State ownership includes the State Railroad Museum in Old Sacramento and the DaRosa property.

Private ownership amounts to roughly 25% of the river front area and approximately 30% of the linear river frontage in the Parkway. The most controversial ownership relative to the Parkway is the private property owned to the water's edge. This generally occurs from 25th Avenue southward to the Greenhaven area. These areas are controversial because the precise location of the boundary of State and private ownership is undetermined for the public trust.

Table 2-12
SACRAMENTO RIVER PARKWAY
LITTLE POCKET / POCKET --PROPERTY OWNERSHIP

SEGMENT	# Parcels PRIVATE	# Parcels PUBLIC	% PUBLIC (Count)	Lineal Ft (Miles) PRIVATE	Lineal Ft (Miles) PUBLIC	% PUBLIC (Measured)
LITTLE POCKET Captain's Table Marina thru 5890 Riverside Bl	46	2	4.2%	8,186 lf (1.550)	344 lf (0.065)	4.0%
LITTLE POCKET/GREENHAVEN 5890 Riverside Bl to Seymour Park	0	6	100%	0 lf (0.000)	2,899 lf (0.549)	100.0%
NORTH POCKET: GREENHAVEN Seymour Park thru Arabella Way	62	14	18.4%	5,357 lf (1.015)	5,336 lf (1.010)	49.9%
MIDDLE POCKET Arabella Wy thru Pocket Canal	8	14	63.6%	1,604 lf (0.304)	5,976 lf (1.132)	78.8%
SOUTH POCKET Pocket Canal thru Freeport Reservoir	1*	23	95.8%	155 lf (0.029)	14,805 lf (2.804)	99.0%
TOTAL LITTLE POCKET/POCKET	117	59	33.5%	(2.898)	(5.561)	65.7%
Subtotal : Captain's Table to Arabella	108	22	16.9%	(2.565)	(1.624)	38.8%
Subtotal: Seymour Park to Reservoir	71	51	35.9%	(1.348)	(4.946)	78.6%

* The City is currently negotiating to acquire this property.

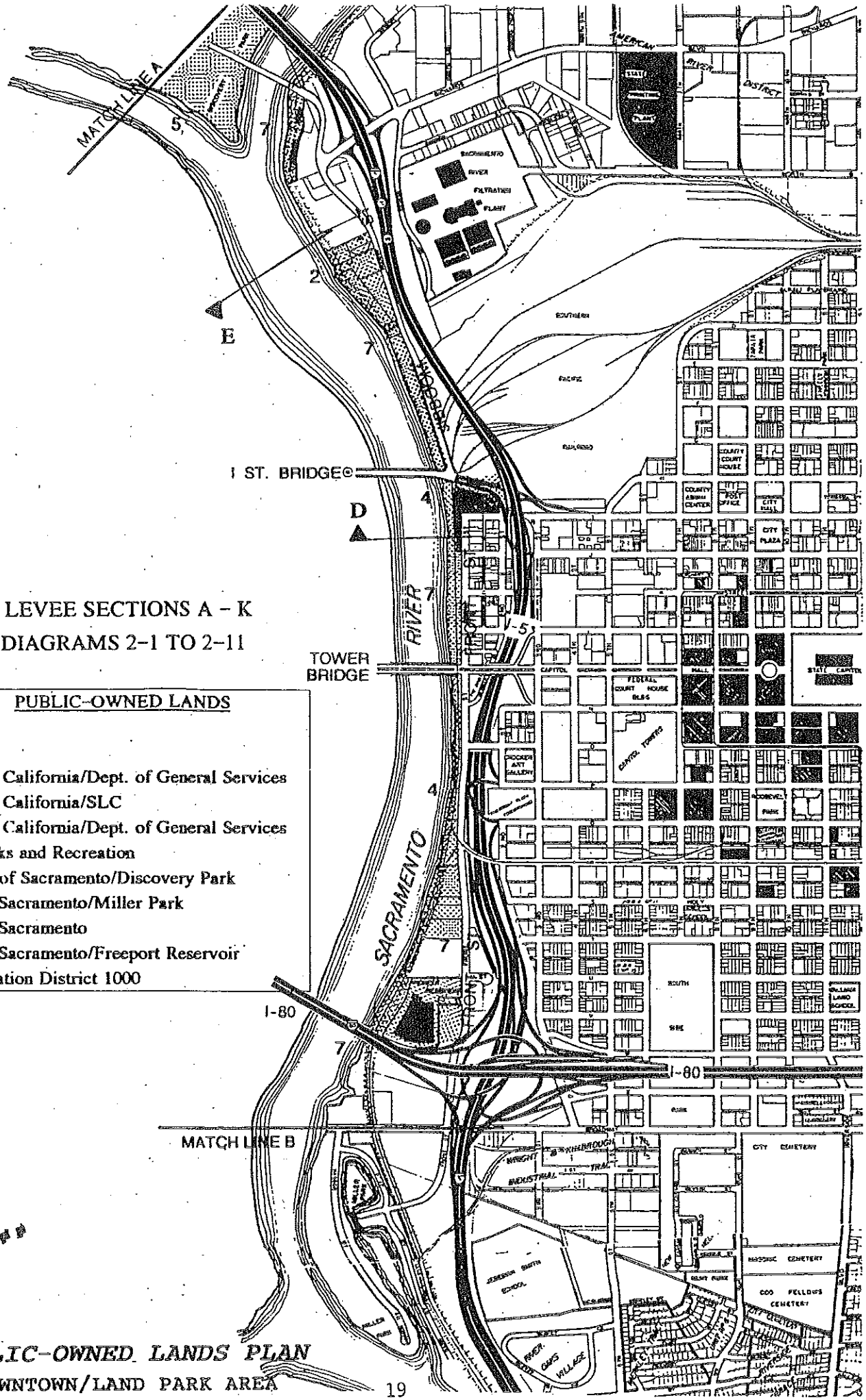


PUBLIC-OWNED LANDS

1. U.S.A
2. State of California/Dept. of General Services
3. State of California/SLC
4. State of California/Dept. of General Services and Parks and Recreation
5. County of Sacramento/Discovery Park
6. City of Sacramento/Miller Park
7. City of Sacramento
8. City of Sacramento/Freeport Reservoir
9. Reclamation District 1000

FOR LEVEE SECTIONS A - K
SEE DIAGRAMS 2-1 TO 2-11

PUBLIC-OWNED LANDS PLAN
SOUTH NATOMAS AREA



FOR LEVEE SECTIONS A - K
SEE DIAGRAMS 2-1 TO 2-11

PUBLIC-OWNED LANDS

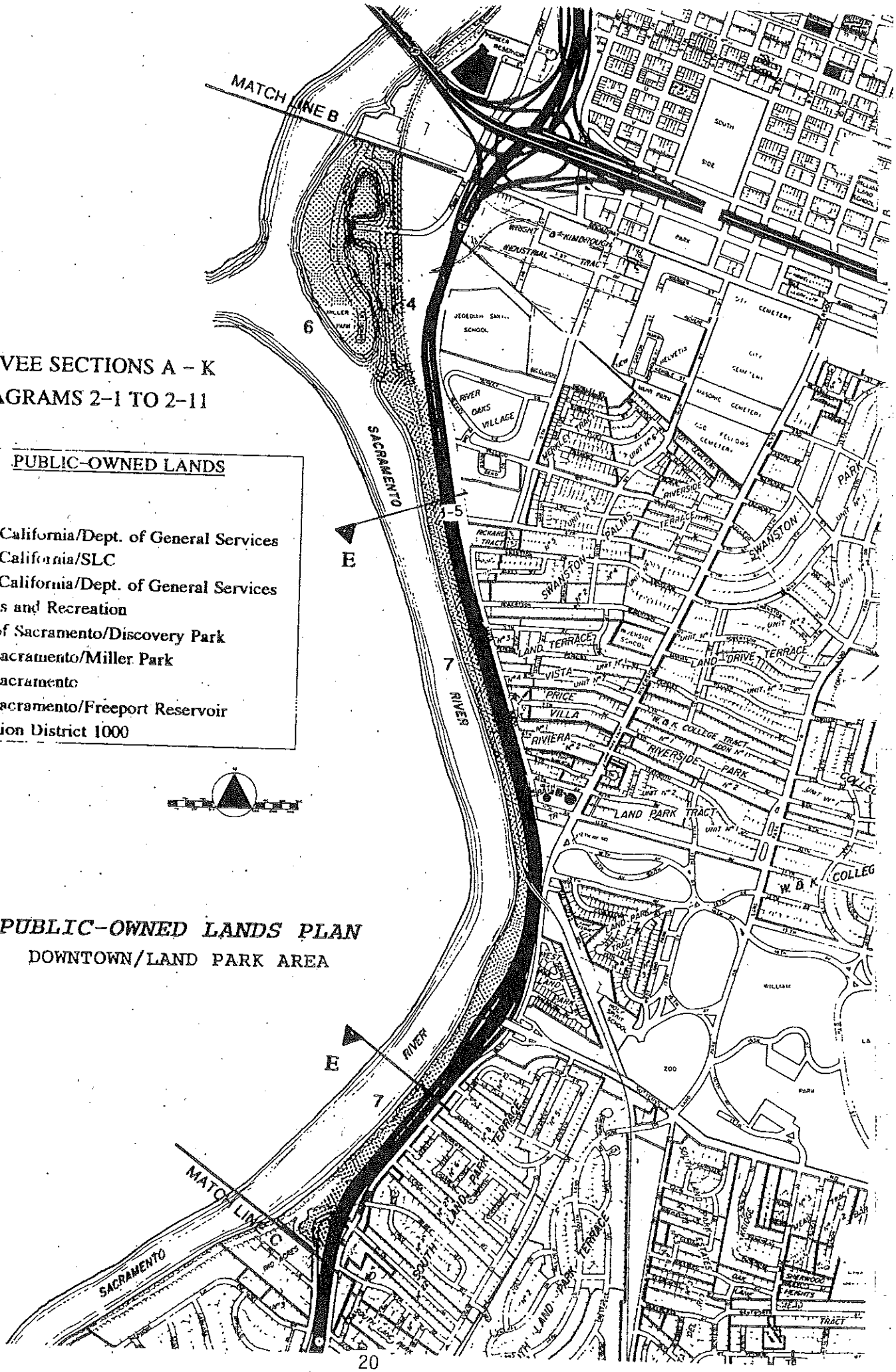
1. U.S.A.
2. State of California/Dept. of General Services
3. State of California/SLC
4. State of California/Dept. of General Services and Parks and Recreation
5. County of Sacramento/Discovery Park
6. City of Sacramento/Miller Park
7. City of Sacramento
8. City of Sacramento/Freeport Reservoir
9. Reclamation District 1000

PUBLIC-OWNED LANDS PLAN
DOWNTOWN/LAND PARK AREA

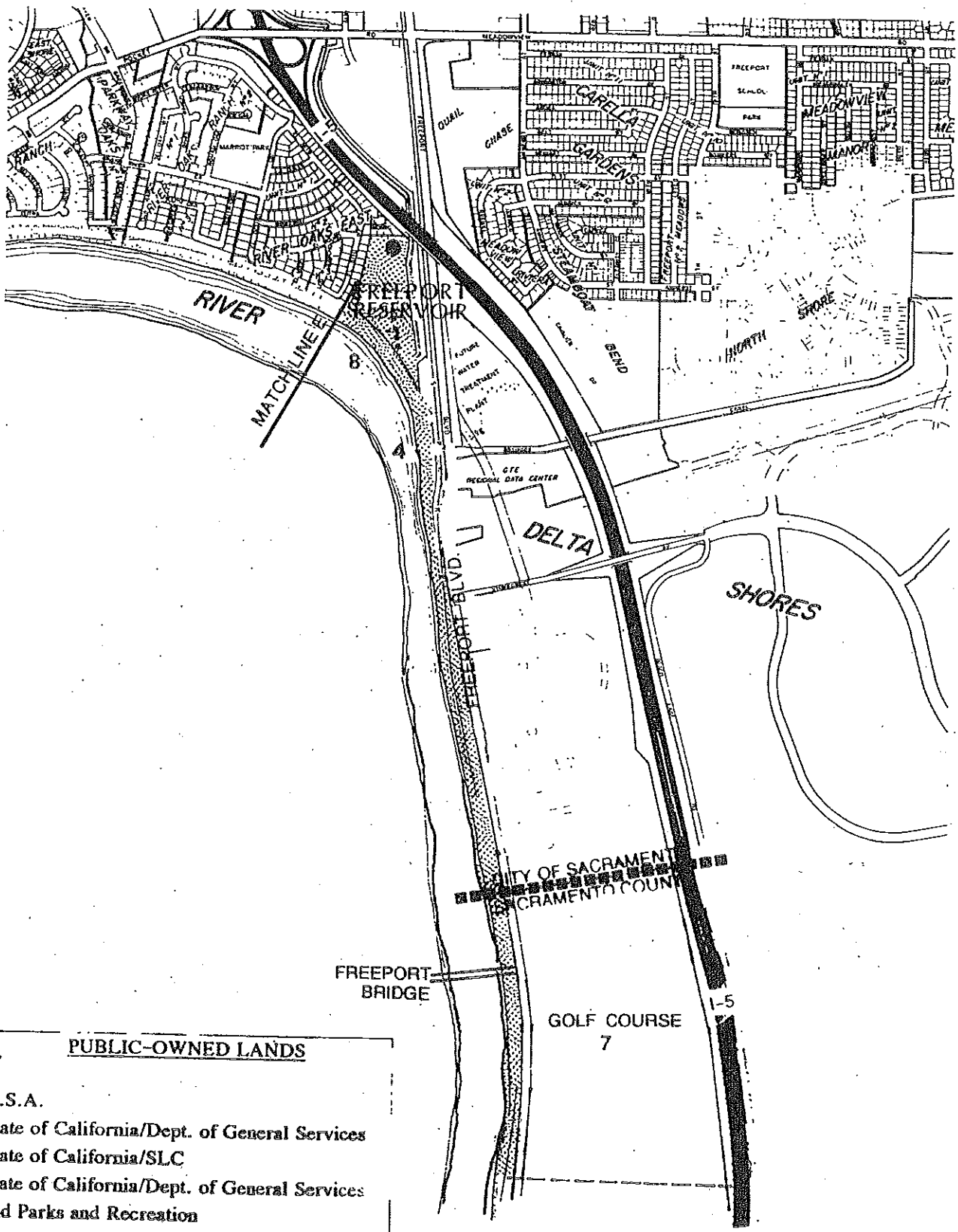
FOR LEVEE SECTIONS A – K
SEE DIAGRAMS 2-1 TO 2-11

PUBLIC-OWNED LANDS

1. U.S.A
2. State of California/Dept. of General Services
3. State of California/SLC
4. State of California/Dept. of General Services and Parks and Recreation
5. County of Sacramento/Discovery Park
6. City of Sacramento/Miller Park
7. City of Sacramento
8. City of Sacramento/Freeport Reservoir
9. Reclamation District 1000



PUBLIC-OWNED LANDS PLAN
DOWNTOWN/LAND PARK AREA



PUBLIC-OWNED LANDS

1. U.S.A.
2. State of California/Dept. of General Services
3. State of California/SLC
4. State of California/Dept. of General Services and Parks and Recreation
5. County of Sacramento/Discovery Park
6. City of Sacramento/Miller Park
7. City of Sacramento
8. City of Sacramento/Freeport Reservoir
9. Reclamation District 1000

PUBLIC-OWNED LANDS PLAN

FREEPORT AREA

Chapter 45.04 of the City Code provides for protection of heritage trees on private property. Outside the riparian zones, a heritage tree is defined as having a circumference of at least 100 inches. Within the riparian zones (within 30 feet beyond the high water line), a heritage tree is defined as having a trunk circumference of at least 36 inches.

Zoning

Zoning indicates the reservation of land for certain uses and certain restrictions. Most of the Parkway area is within the City's flood zone (F) classification. The "F" zone restricts development in the Parkway. Specifically, the F zone is considered an open space zone to be used along the Sacramento and American Rivers. Buildings are not allowed in the F zone unless they float or are above the 100 year flood zone. In addition, any development in the F zone must be consistent with the purposes of the Sacramento River Parkway Plan. (See Section 23, City of Sacramento Zoning Ordinance.)

Lands within and adjacent to the Parkway fall within seven zoning classifications. Property adjacent to the Parkway within South Natomas is zoned office and residential. North of Old Sacramento to Tiscornia Park is zoned either commercial or heavy industrial. Downtown areas are zoned commercial. The majority of the area from Captain's Table Marina south to Arabella Way, including the Greenhaven area, is zoned residential (R-1), and thereafter, south to Freeport is zoned flood (F).

Recreation

Historically, the Sacramento River has been a popular fishing and boating area. Although access onto the levee along urbanized portions is difficult in some areas, and lineal travel is hampered by numerous private property fences and gates, fishing and other natural recreational uses of the area continue to be popular. Contrary to the landside access, access from the River to the Parkway is quite easy. In fact, some of the more remote segments of the River's edge have traditionally been a haven for boaters and fishers because of isolation.

In addition to such transitory recreational use as biking, jogging, and walking, residents abutting the levee have used the levee and berm areas for a number of other uses such as backyard gardens, developed picnic areas, hiking, and private boat docks.

Numerous developed recreational facilities owned by the City or County are available along the River including Discovery Park, Tiscornia Park, Riverfront Park, Old Sacramento, Miller Park, Zacharias Park, Seymour Park (northern extension), and Garcia Bend Park. There

are also a few private marinas open to the public. These facilities will be discussed in the **Area Plans** chapter.

The 1975 Parkway Master Plan proposed a bikeway/multipurpose trail as part of its recreation policy. Some segments of the trail have been constructed and are quite popular. The development of some sections of the bikeway may be constrained due to existing private property claims along the River. The Greenhaven and Little Pocket areas are problematic in that respect. In addition, the location of the trail may be limited by natural resource and physical site characteristics.

Public Access

The Parkway is presently accessible at various points. These access points generally occur where major arterials meet Parkway boundaries, or at locations where parks have been developed in the Parkway.

Private motorized vehicles are presently prohibited from using the levee and entering the Parkway except at designated parking areas. Bicycles do have access to portions of the Parkway. Currently, the bikeway runs from the Jibboom Street Bridge to Old Sacramento and from Miller Park to Captain's Table. There are also short stretches of bikeway in the Pocket area. Bicycle travel along the Parkway is limited due to the unimproved nature of the levee crown and numerous private property gates which cross the levee.

Pedestrian access to the Parkway is possible at various locations. The paved and unpaved levee crown is used by nature enthusiasts and joggers. Some access points are well developed as part of recreation facilities, but neighborhood access is common also. In general, neighborhood access to the Parkway is provided in new subdivisions in the Pocket area where cul-de-sacs adjoin the Parkway.

The public access policies adopted in the 1975 Master Plan were incorporated into the 1980 Pocket Community Plan. As part of the adopted policy, new subdivisions adjacent to the Sacramento River are required to dedicate to the City for the Parkway, river frontage that is defined as 40 feet from the landward toe of the levee to the river's edge. This policy has been instrumental in facilitating public access to the Parkway.

Natural Resources

There is great variety in the amount and type of riparian habitat within the Parkway -- from Riparian Woodland to unvegetated riverbank. The Riparian Woodland areas include larger trees and shrubs such as alder, cottonwood, sycamore, valley oak, elderberry, wild

cucumber, and poison oak. Other areas have had vegetation removed or thinned for levee maintenance or to allow for development.

The best riparian habitat in the Parkway is found in the undeveloped, wide berm areas between Miller Park and Captain's Table and in the Little Pocket area between 25th and 35th Avenues. On the other hand, most vegetation has been removed from the South Pocket levee in order to maintain the levee with rip-rap. Little or no berm exists in this area.

The Riparian habitat types identified in this Plan were developed by the State Lands Commission (SLC) and are a modification of the "Riparian Vegetation Cover Types" from the Sacramento River Marina Carrying Capacity Study done by SLC in 1986, which included land from the Sutter County line to the Freeport Bridge on both sides of the river. According to SLC, there are approximately 714 acres of Riparian Woodland and 218 acres of rip-rapped or disturbed areas within this stretch of the river. The riparian habitat types used in this Plan are also used in the Draft Sacramento River Greenway Plan.

The Parkway Plan area provides habitat for many wildlife species, including river otter, raccoon, fox, and a variety of bird species. There are also several threatened wildlife species. The Swainson's Hawk (Buteo swainsoni) is a state-listed threatened species and a category-2 candidate species for federal listing. The Giant Garter Snake (Thamnophis couchi gigas) is a state-listed threatened species and a category-two candidate for federal listing. The Valley Elderberry Longhorn Beetle (Desmocerus californicus dimorphus) is a federally listed threatened species.

Cultural Resources

It is believed that the banks of the Sacramento River may contain significant prehistoric and historic artifacts. However, most of the Parkway Plan area has not been field surveyed. It is known that prehistoric villages and historic settlements were located on the natural levees of the Sacramento River, but that heavy siltation is likely to have buried any artifacts.(Carrying Capacity Study, 1986). One such settlement has been identified in the South Natomas area. An Indian burial mound has been identified in the South Pocket area.

Marinas

The Sacramento River is very popular with boaters, water skiers, and fishermen. At present, there are many existing marinas and a few proposed marinas along the River in Sacramento, West Sacramento, and Yolo county. The State Lands Commission

processes applications for marina leases and has the power to approve or deny them. These applications are analyzed on a case-by-case basis.

The cumulative impacts of the marinas in the area upon the Sacramento River need to be examined. These impacts include: increased boat traffic, erosion of the riverbank, destruction of habitat, and noise and water pollution. The location of marinas is also an important issue in terms of adjacent land use compatibility.

Shared Jurisdiction

There are a number of Federal, State; and local agencies which possess various regulatory and management authority over activities in the Parkway area. A brief description of each of these agencies and their authority is in Appendix A, Governmental Assessment. Each agency has a different mandate in terms of the Parkway resources. It is a challenge to coordinate the goals, policies, and regulations of these agencies with those of the City.

The Board of Reclamation is especially important in terms of Parkway development and implementation. It is their job to maintain the River levee system to protect the public from floods. The Board has a maintenance easement over the levee which permits them to maintain the levee and access the levee in the event of an emergency. The maintenance easement includes the levee structure itself and is inclusive of ten feet outward from the landward and waterward levee toe.

Public access to the levee system, including bikeways, is considered an issue in terms of levee maintenance. In response to the bikeway issue, the Board has developed policies for bicycle trails on levees contained in Policy On Bicycle Trails On Levees, adopted June 21, 1991.

Policies have also been adopted for other uses on the levee such as landscaping and are contained in the Board's Interim Guide for Vegetation on Flood Control Levees, adopted September 16, 1988. The Board recognizes that certain types of vegetation help maintain the integrity of the levee by preventing erosion. The Guide also recognizes that vegetation may cause problems with levee maintenance by obscuring problems and by preventing access.

The State Lands Commission has jurisdiction over the State owned beds of tidal and navigable waterways, subject to the public trust for water related commerce, navigation, fisheries, water oriented recreation, open space, and habitat. The boundaries of these State-owned public trust lands are frequently based upon the location of the last natural ordinary high water mark, and thus may not be readily apparent from present dry site inspection. The State-owned lands may include now dry lands along and above the

current waterway. Anyone proposing to construct improvements on the State-owned lands will need a lease or permit from the Commission.

Implementation of the policies of this Plan will need to be closely coordinated with all of the agencies which have land use authority in the Parkway.

Maintenance Responsibility

The U.S. Army Corps of Engineers initiated the Sacramento River Flood Control System which includes the Sacramento River from Lake Shasta to the Delta and all of the bypass systems along the way. The Corps delegated its operations and maintenance responsibility to the State Reclamation Board who, in turn, enters into agreements with individual local agencies to perform the basic operations and maintenance of the levee system. The State Reclamation Board retains the right to issue permits for non-maintenance uses along the Sacramento River levees (e.g. bike trails, landscaping, etc.). The Corps retains responsibility for repairing the levee system when there are problems related to design of the levees.

Responsibility for the basic operations and maintenance of the Sacramento River levee system is presently shared by the City, State, and special districts (e.g., Reclamation District 1000) through an agreement with the State Reclamation Board. Reclamation District 1000 provides operations and maintenance for the Sacramento River levees north of the confluence of the Sacramento and American Rivers. The City of Sacramento is responsible for the area between Discovery Park and Sutterville Road. The State Reclamation Board (Maintenance Area #9) is responsible for the maintenance of the levee from Sutterville Road south to the southern Sacramento City limits.

In general, levee operations and maintenance are funded by the public through taxes. Persons living within the boundaries of Reclamation District 1000 (a special district) pay an extra assessment for levee maintenance.

The Sacramento Area Flood Control Agency (SAFCA) was organized for the purpose of financing improvements to the levee system. In 1990-1993, SAFCA financed the $5 million local share of the federally sponsored Sacramento Urban Levee Reconstruction Project, which placed a slurry wall within the east levee of the Sacramento River between Verona and Freeport. SAFCA is not responsible for levee maintenance.

Public Safety

The unmanaged recreational use of the levee has resulted in a gradual deterioration of the natural areas, and has resulted in some vandalism to adjacent properties. The remoteness

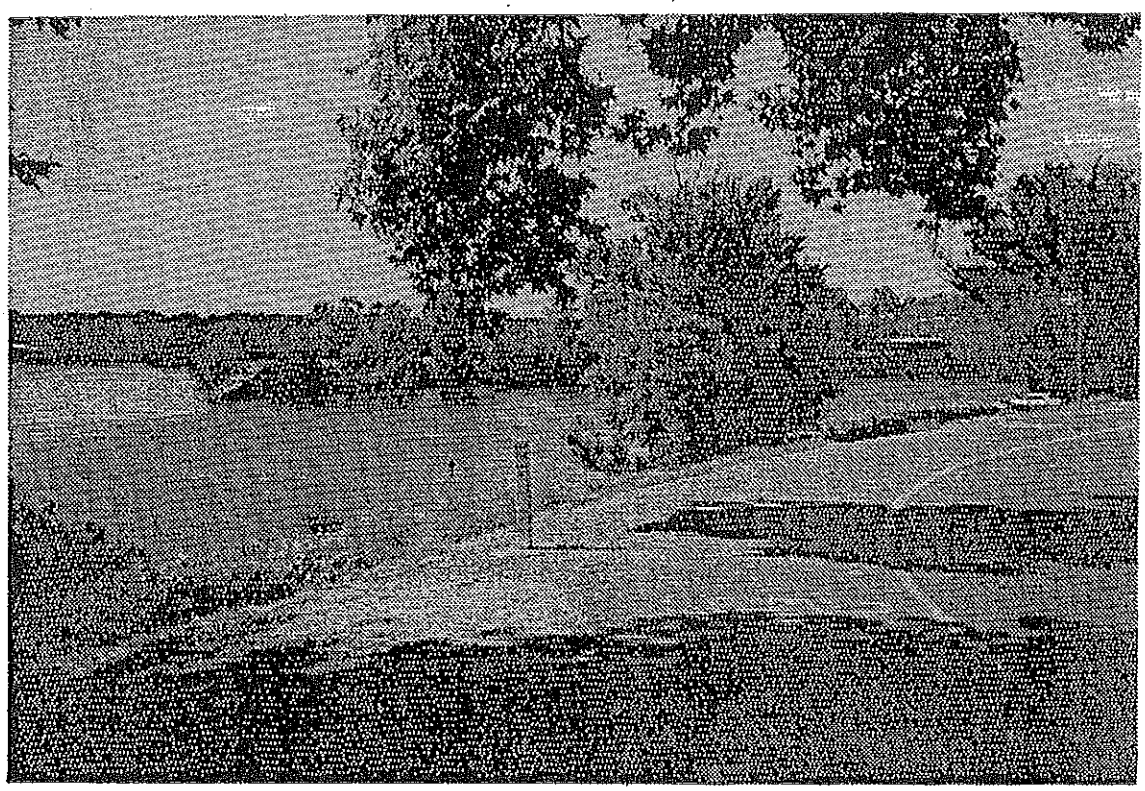
and inaccessibility of most of the levee area together with the numerous fences on the levee have made security patrol and law enforcement difficult.

There are no special police patrols along the Parkway. Regular police patrols in the area respond to problems along the Parkway as needed. Police will patrol public areas of the Parkway, but cannot patrol private property within the Parkway. They will respond to emergency situations on private property, if invited.

Funding

Two funding sources for the Parkway, at the present time, include Transportation Development Act (TDA) and Quimby monies. These funding sources may be used for both acquisition and development of the Parkway. To the maximum extent possible, no General Fund monies will be used for the Parkway. Local, state and federal funding opportunities are described in **Chapter 6**.

Chapter 3
Goals And Policies



Bike trail from Tiscornia Park to Old Sacramento

CHAPTER 3
GOALS AND POLICIES

This chapter provides direction for the preservation, recreational use, development, and administration of the Sacramento River Parkway. The goals and policies outlined in this chapter incorporate goals and policies that have been previously adopted in the 1975 Sacramento River Parkway Master Plan, the 1988 General Plan Update, and the 1989 Parks Master Plan Update, as well as new goals and policies for the Parkway. Goals and policies developed for the Parkway are consistent with the City's General Plan. In addition, new Parkway policies have been developed to provide refinements in the approach to development of the Sacramento River Parkway.

Sacramento River Parkway Goals

In consideration of the various goals and policies advocated in the General Plan, the concerns of the City, and our findings, the following goals are recommended for the Sacramento River Parkway.

- To recognize the multiple use aspect of the Sacramento River Parkway for recreation, habitat preservation, and flood control.
- To preserve, protect, and enhance the natural and cultural resources of the Parkway.
- To provide appropriate access and facilities for the enjoyment of the Parkway by present and future generations.
- To create a continuous, lineal on-River Parkway with a bicycle and pedestrian trail along the Sacramento River from the city limits at I-80 and Garden Highway in South Natomas to the City limits at Freeport; until such time that all of the Parkway lands are under public ownership, the goal is to provide a continuous lineal parkway on and off-River by using an Interim Bypass Trail.
- To establish development policies and implementation measures for the development of the Sacramento River Parkway.

General Policies

General policies for the Parkway have been developed to guide all types of activities in the Parkway. These policies also relate to the administration of the Parkway Plan. Land use-specific policies are addressed in separate policy subsections.

G1 The City shall adopt the Plan as a specific plan amendment to the City General Plan and to all affected community plans.

G2 The City shall implement the goals, policies, and recommendations through the adoption of ordinances and resolutions, and commit necessary staff and resources to implement the Plan.

G3 There should be close coordination among all public jurisdictions, including, but not limited to the City of Sacramento, the County of Sacramento, Yolo County, the City of West Sacramento, and the State Lands Commission in the planning and development of the Sacramento River resources.

G4 The Plan shall be reviewed, updated, and revised periodically in conformance with changing needs and circumstances.

G5 The Parkway is primarily a recreational, open space, educational, and water-oriented resource.

G6 The Parkway shall be protected from injurious or incompatible elements associated with adjacent land uses.

G7 Land adjacent to the Parkway shall be protected from injurious or incompatible elements associated with Parkway land uses.

Recreational Use Policies

The Sacramento River is a recreational resource of unique value because it is an open linear area which offers opportunities for recreational activities that interact with water (either directly or indirectly). Planned recreational use of the Parkway will vary depending on the land use designation and the site characteristics of the different segments of the Parkway. Existing and proposed recreation development in the Parkway, including trails, is presented in detail in Chapter Four, "Area Plans". Recreational policies provided below are general guidelines for allowed uses and development of recreational resources in the Parkway.

General Policies

R1 Recreational development within the Parkway shall be consistent with the City of Sacramento, 1989 Master Plan for Park Facilities and Recreation Services.

R2 "Recreation Area" activities and facilities shall be accommodated only at designated locations which afford minimal conflict with adjacent land uses, natural, and cultural resources.

R3 Recreational activities which are hazardous or incompatible with Parkway natural habitat and uses, or detrimental to adjacent and surrounding habitat are prohibited.

R4 All recreational development including trails, signs, structures, and fences shall be constructed to prevent erosion, protect the structural integrity of the levee, and blend harmoniously with the surrounding landscape.

R5 Bicycle use shall be restricted exclusively to designated bikeways, roadways, and parking lots.

R6 Camping is not allowed in the Parkway.

R7 Equestrian use shall be allowed in the Parkway, where feasible. However, specific trail locations and policies to guide equestrian use have not been developed at this time.

Trail Policies

The trail system is a major recreational component of the Parkway and requires specific policy direction to ensure appropriate use of the Parkway. These policies address the development, administration, and allowed uses of the trail system. The type and location of trails in the Plan and linkages to trails outside of the Parkway are identified on the Parkway Plan Map (insert).

The trail system policies apply to both the "Off-Street Trail" and the "Interim Bypass Route" described below. The "Interim Bypass Route" segments of the Parkway were identified for areas along the Parkway that consist of primarily private residential property. The City will acquire the necessary easements to implement the Interim Bypass Route.

Off-Street Trail - This is the principal trail that traverses the entire length of the Parkway and provides continuity to the Parkway. It is designed to accommodate pedestrians, bicyclists, maintenance, and emergency vehicles. Wherever feasible, the trail will be located on the waterside berm of the levee to provide greater separation between the Parkway and adjacent land uses in order to reduce potential conflicts.

Interim Bypass Route - This is the designation given to the bicycle route which runs somewhat parallel to the Parkway and is recommended as a bypass of segments of the Parkway where the Parkway may be undevelopable for a period of time. See **Pocket Area Plan** for a description of the area between the Pocket Canal and Captain's Table.

T1 Off-Street trails shall be built of all weather construction of proper dimension, clearance and grade to accommodate pedestrians, bicyclists and maintenance and emergency vehicles.

T2 The Bypass Route shall utilize those streets which best accommodate bicyclists and pedestrians, while providing the most direct route paralleling the Parkway.

T3 Bypass Route segments of the Parkway shall be the last segments of the Parkway to incorporate the Off-Street Trail.

T4 Bypass routes shall be signed and striped as a Class 2 and or Class 3 bicycle route and Parkway signage shall be provided. Additional Parkway signage may be appropriate.

T5 Motorized vehicles, except patrol or emergency vehicles, are prohibited on Parkway trails at all times.

T6 Skateboards, rollerblades, and skates of any kind are not allowed on the off-street trail.

T7 Trail segments shall be developed to terminate at public access points.

T8 Trail segments should be implemented with sufficient funds to provide for operations, maintenance, and security of that segment of the Parkway.

Public Access Policies

The following public access policies have been developed to provide guidance in the development of public access points and to provide guidance for their use. Public access includes view corridors and trail corridors along the River, as well as direct access to the River. These policies address automobile, bicycle, and pedestrian access. Levels of access have been developed to accommodate different levels of recreational use - from undeveloped areas to highly developed recreation areas. These policies also encourage sensitivity to adjacent land uses in the development and use of access points.

Signage is an important element of the public access policies. Signage is used to identify the boundary between private and public property, identify trails, regulate Parkway uses, and to enhance public safety in the Parkway..

P1 Access points to the Parkway shall accommodate pedestrians, bicyclists, and emergency vehicles.

P2 The Parkway shall be designed to be accessible to disabled persons as required by the Americans with Disabilities Act of 1990.

P3 Directional signs and regulatory signs shall be provided at every access point and at regular intervals along the Parkway.

P4 Boundaries between public and private land within the Parkway shall be identified with signage and appropriate barriers.

P5 Public access to the Parkway shall be limited to daylight hours (dawn to dusk). Hours of operation for the Parkway shall be posted at all access points.

P6 All public access points shall have gates to control and prevent vehicle access. The gate design shall conform to Board of Reclamation requirements. The Board and local law enforcement shall have keys to all public access gates.

P7 Motorized vehicles, with the exception of maintenance and emergency vehicles, shall not be allowed within the Parkway except at established parking lots, boat ramps, and other designated areas.

P8 Access points and associated improvements shall be designed to minimize impact upon adjacent land uses.

P9 Access points to the Parkway shall be at 1/2 mile intervals, where feasible.

P10 The City shall determine the properties, easements, and rights of way which shall be acquired to ensure that proper access and use of property is provided.

P11 Proposed public access points to the Parkway are identified on **Area Plan maps**.

P12 Public Access points along the Parkway shall be defined as **Major, Intermediate,** and **Neighborhood.** The following definitions apply:

Major Access Points

- Allows vehicle access/parking facilities on site
- Located at sites with developed recreation facilities
- Publicly owned property surrounds access point
- Parkway access is clearly identified with signage on site and at the closest major street

Intermediate Access Points

- No vehicle access/parking facilities on site
- Publicly owned property surrounds access point
- Minimal recreation facilities
- Signage on-site

Neighborhood Access Points

- No vehicle access/parking facilities
- Access point signed at point of entry only
- No recreation facilities proposed
- The access point meets the **Neighborhood Access Point** criteria.

Neighborhood public access points to the Parkway should meet the following criteria:

1) The access point directly abuts publicly-owned Parkway property.
2) Private properties adjacent to the access point are fenced, can be fenced, or are not immediately adjacent to the access point.

P13 The City shall provide fencing of private properties adjacent to designated public access points, as needed.

Urban Development Policies

"Development" refers to any public or private urban development within the Parkway that proposes permanent structures such as residential and commercial uses. The intent of the following policies is to ensure that development in the Parkway is compatible with the Parkway concept and goals.

D1 The City shall ensure that all developments which take place within and adjacent to the Parkway will adhere to the intent and purpose of the Parkway Concept.

D2 Existing private River's edge commercial facilities which are compatible with the Parkway, and which serve the public, should be encouraged to remain.

D3 Commercial and residential development within the Parkway, subject to the City's planning review process, shall be designed to visually blend with and be in scale with the surrounding riverine environment. Color, texture, style, height, width, and bulk should be considered in design.

D4 Commercial, office, industrial, or residential structures within the Parkway should be built so as to not obscure the view of or public access to the River. All development within or immediately adjacent to the Parkway shall have linear lot coverage no greater than 60%.

D5 Proposed development within the Parkway should strive to create a visually appealing landscape along the river by incorporating, to the extent feasible, native or indigenous vegetation for landscaping consistent with the City's Plant List.

D6 All commercial development within the Parkway shall incorporate amenities that enhance the public's enjoyment of the river resource. The following are examples of possible amenities:

- public promenades
- picnic areas
- parks
- amphitheaters for public performances
- museums or interpretive centers
- bicycle paths

D7 Accessory structures such as restrooms, kiosks, and interpretive centers are compatible with Developed Recreation Areas and Urban Waterfront Recreation Areas.

Public Safety Policies

Public safety is an important issue for the Parkway. Public safety policies have been developed to protect the public and landowners within and adjacent to the Parkway from potentially unsafe conditions. In addition to natural hazards along the Parkway, certain activities may not be appropriate in the Parkway because they interfere with preferred uses such as bicycling and walking. Skates, skate boards, and rollerblades are also considered problematic because they can be noisy and interfere with bicyclists and walkers. Other hazards in the Parkway may include steep waterward levee slopes, drainage outflow areas, and pumping station equipment.

SA1 Narrow (no berm) and steep portions of the Parkway should have safety barriers installed to protect Parkway users.

SA2 Potentially hazardous areas in the Parkway, such as old industrial areas, pumping stations, steep waterward levee slopes, and dangerous swimming areas, should be clearly posted.

SA3 Where necessary, separation barriers or fences should be installed to prevent Parkway users from entering into hazardous areas.

SA4 Existing fixtures, structures, and conditions on the Parkway which can reasonably be considered as attractive nuisances or hazards should be removed or such conditions rectified.

SA5 During emergency situations which may require the barring of the public from the Parkway, all access points should be closeable or controllable.

SA6 Emergency Access Points shall be designated at intervals of no less than two miles along the Parkway. All public access points may be used as emergency access points as needed.

SA7 Rules and restrictions for use of the Parkway shall be posted at all public access points.

SA8 Emergency phones (callboxes) should be installed at one mile intervals along the Parkway.

SA9 Location maps should be located adjacent to emergency phones (callboxes) to facilitate police or other emergency vehicle response to the area.

SA10 Mileage markers shall be posted at one-half mile intervals.

Security Policies

This Plan recognizes that residential property owners along the Parkway are concerned about their privacy and security as the Parkway is developed. To that end, the City of Sacramento will not contest applications to the State Department of Water Resources for private fences in the Parkway provided that: 1) the fence is located on private property; 2) the fence request is in an area for which recreation easements are not planned for acquisition in the short-term; and 3) the fence does not extend below the mean high water mark below which is the jurisdiction of State Lands Commission (SLC). In addition, the following policies are designed to minimize the impact of Parkway development on the security and privacy of residential property owners within and adjacent to the Parkway.

SE1 All public access points will be closed at sunset.

SE2 The Parkway shall be patrolled on a regular basis. Patrols should be increased during the summer when the Parkway gets the most use.

SE3 In order to minimize potential security and privacy problems for land owners adjacent to the Parkway, vegetative screening, fencing or other security measures, as allowed by the State Reclamation Board, should be implemented in tandem with Parkway development.

SE4 The boundary between private and public property **within** the Parkway boundaries shall be clearly identified with fencing and signage.

SE5 Signage shall clearly identify which areas are intended for public use and shall identify restrictions on hours of use (generally closed from sunset to sunrise).

Natural and Cultural Resource Policies

The following Natural and Cultural Resource policies have been developed to support preservation and restoration of cultural and natural resources. These policies emphasize the importance of retaining the native vegetation, wildlife, and cultural resources as integral components of the Parkway.

N1 Although the Parkway is to be developed for human use, the natural environment shall be protected, preserved, and enhanced to the fullest extent possible, especially large aggregations of riparian vegetation and wildlife.

N2 Public access in Nature Study Areas may be limited if access negatively affects a habitat restoration project or a listed threatened or endangered species.

N3 Development within the Parkway, including trails and roads, signs, and structures, shall be designed to minimize impact to native vegetation.

N4 Areas designated for habitat restoration shall be planted with native or indigenous species.

N5 Landscaping on the levee structure shall be in accordance with the requirements of the Reclamation Board.

N6 Non-native plant species may be removed in areas designated for habitat restoration.

N7 Non-native species of vegetation should not be planted in the Parkway.

N8 Endangered or threatened species and their habitat shall be protected from encroachment by designating the area as Riparian Habitat Preserve or Nature Study.

N9 Archaeological resources and historical sites within the Parkway shall be preserved until determination of their value can be made and decisions about their disposition reached.

Erosion Policies

Public access has the potential for creating erosion problems in the Parkway. The levee system is especially vulnerable to this problem. Certain activities, such as off-trail hiking, bicycle riding, and equestrian use may create severe erosion on levees and in habitat areas and therefore are not allowed. Significant habitat areas, mostly located in the Nature Study areas, should be protected from erosion caused by overuse. The appropriate location of trails, fencing, and signage should help reduce erosion in the area. The following policies are intended to reduce erosion problems within the Parkway.

E1 Reduce indiscriminate foot and bicycle traffic on levee slopes by providing trails, fencing, and signage to channel traffic to key points.

E2 Avoid use of soil sterilents or herbicides over large areas as this would encourage surface erosion.

E3 Indigenous grasses and other native vegetation should be used to stabilize the soil and reduce rain water runoff.

E4 Close portions of the Parkway as needed to restore eroded areas.

PARKWAY LAND USE DESIGNATIONS

The Parkway Plan land use designations were developed by the jurisdictions participating in the development of the Sacramento River Greenway Plan. The actual designations were derived from aerial data and information from the Marina Carrying Capacity Study and the Riparian Habitat Survey both done by State Lands Commission. The local jurisdictions participating in the Greenway Plan reviewed and modified the designations until a consensus was formed. It was decided that the designations would also be used for the concurrent update of the City's Parkway Plan because the designations are more descriptive than the 1975 Plan designations and their use provides consistency between documents. The application of these land use designations to specific areas is described in Chapter 4, "Area Plans". Parkway land use designations are shown on the composite Sacramento River Parkway Map in the insert (back cover pocket).

Comparison of 1975 and 1997 Parkway Land Use Designations

The 1975 Plan designations can be roughly compared to the 1993 designations. The table below summarizes the relationship between the designations. It should be noted that there is no comparable 1975 designation for the 1997 designation of Riparian Habitat Preserve.

Table 3-1
Comparison of 1997 and 1975 Parkway Land Use Designations

1997 Parkway Land Use Designation	1975 Parkway Land Use Designation
Riparian Habitat Preserve	N/A
Nature Study	Low Use Area (Natural Area)
Recreation Area	Moderate Use Area (Limited Recreation)
Recreation Area	High Use Area (Developed Recreation)
Urban Waterfront Recreation	High Use Area (Developed Recreation)

The Relationship Between Private Property and Parkway Land Use Designations

Parkway land use designations have been assigned to all property, both public and private, within the boundaries of the Parkway. The purpose behind assigning a designation to all properties is to provide a long-range vision of the Parkway, to provide priorities for acquisition, and to plan for Parkway development should private property become public. Until such time that private land is acquired, only the public land within the Parkway will be part of the development strategy for the Parkway. Implementation of Parkway land use designations and policies will apply only to public lands. Existing City zoning and General or Community Plan land use designations will remain in effect on private land.

Description of Parkway Land Use Designations

The Parkway land use designations are the main land use policy for the Parkway. Below, each designation is defined and allowed uses are identified. The more intensive land use designations may accommodate activities and facilities listed under the less intensive designations. Table 2, "Allowed Uses in the Parkway", which follows the complete description of land use designations, summarizes the activities permitted for each Parkway land use designation.

RIPARIAN HABITAT PRESERVE:

This designation is applied to areas containing significant amounts of vegetation and wildlife which would be easily disrupted by heavy or moderate use. The riparian habitat should be preserved and/or restored. Trails or facilities of any kind are not allowed. Public access is discouraged. Activities that may be allowed are nature study and photography.

NATURE STUDY:

This designation includes riparian habitat, areas suitable for riparian habitat restoration, and environmentally sensitive areas with special habitat and topographic characteristics. Vegetation and wildlife in these areas are capable of sustaining light to moderate use. Public access is allowed for nature study with pedestrian use on designated trails or observation areas.

Activities include hiking, sightseeing, nature study, and passive uses described under Riparian Habitat Preserve.

Facilities allowed include trails of dirt, crushed stone, or other porous materials, occasional benches, observation areas, interpretive signs, and water faucets.

RECREATION AREA:

This designation applies to most major parks and vehicle access areas.

Activities include public access for nature study, pedestrian use, bicycling, picnicking, field athletics, open play, and fishing. Active recreation is allowed without the development of extensive facilities.

Facilities include pedestrian and bicycle trails, interpretive signs, playgrounds, observation areas, picnic areas, water faucets, restroom facilities, boat loading areas, fishing piers, boat ramps, and parking areas.

URBAN WATERFRONT RECREATION:

Areas of moderate to heavy river-related improvements, development and uses that provide opportunities for public access, commercial, and recreational activities for residents, employees, and visitors along the River.

Activities include scenic viewing, bicycling, public gathering, walking, boating, fishing, short-term boat docking, marina, restaurant, and other river-related commercial uses. Habitat restoration and monitoring where feasible.

Facilities include public access for pedestrian trails and walkways, bicycle pathways, plazas, piers, amphitheaters, restrooms, scenic viewpoints, fishing piers, short-term boat dockage, parking areas, restaurants, and other river-related commercial facilities.

PUBLIC UTILITY:

Areas with the main function of providing flood control, transportation, water and sewer service. These areas may be devoid of habitat value.

Activities include habitat restoration and monitoring, where feasible. Nature study or other passive recreation may be compatible. Recreation activities are restricted in this land use designation so as not to interfere with the primary function as a public facility.

Facilities include public utility-related facilities, such as flood walls and armored banks, bridges, water intakes and outfalls, storm drains, etc. No recreation facilities provided.

RIVERFRONT DISTRICT (South Natomas only):

The South Natomas Riverfront District is defined in the South Natomas Community Plan. Due to its unique character, the land use designations developed for the Parkway Plan were unsuitable for South Natomas. However, the land use policies outlined in the Community Plan are better

tailored to the unique environmental, physical, and development issues of the area. The following guiding land use policies apply to the Riverfront District.

Guiding Policy

- "Maintain views of the Sacramento River from Garden Highway and provide public access where feasible."

- "Development along the Sacramento River should utilize the river as an urban amenity subject to limits imposed by the State Lands Commission and infrastructure constraints such as levees, parking and traffic."

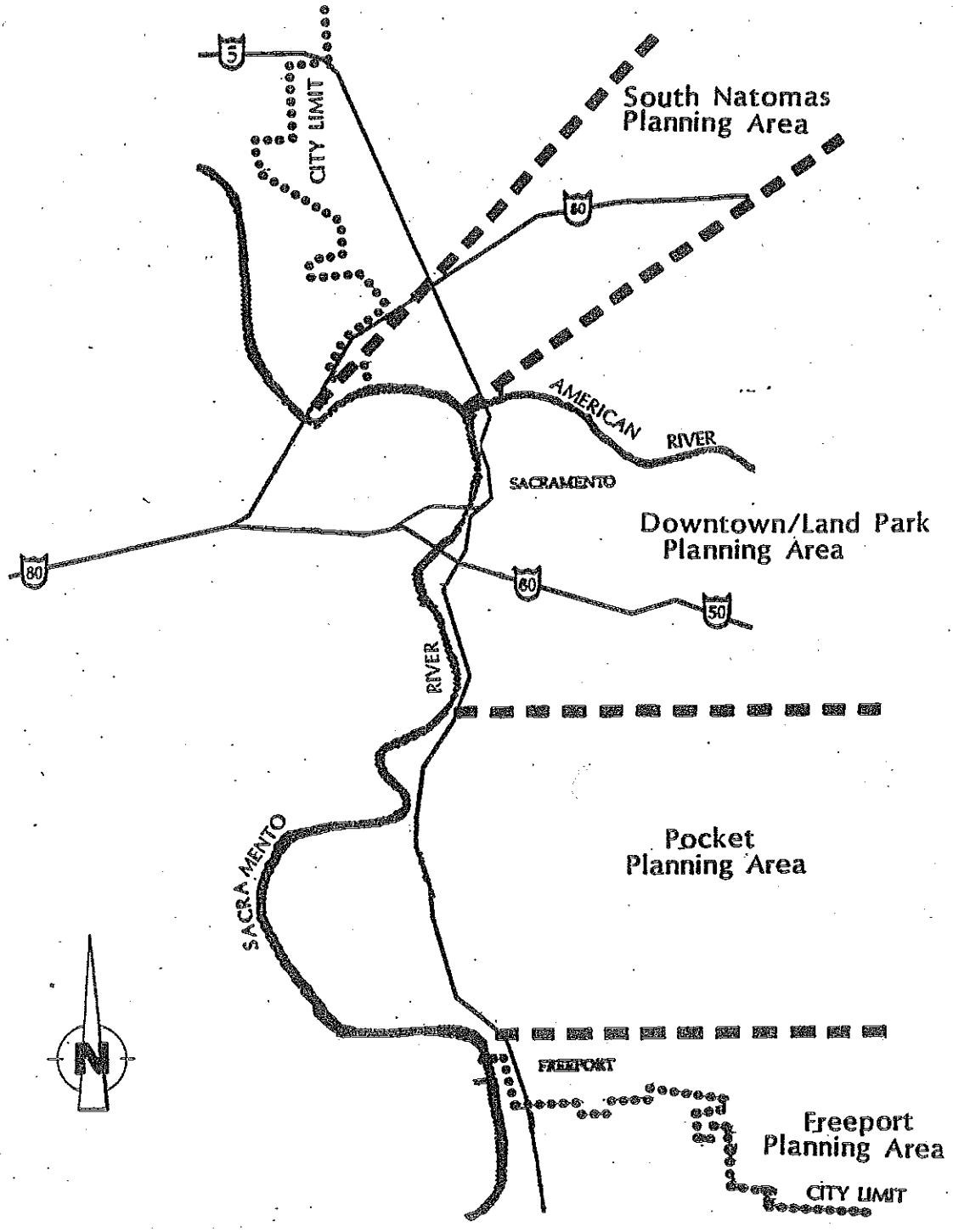
- "Allow development at a scale, design and intensity that is compatible with the River environment and does not significantly impact the remaining riparian habitat."

Implementing policies for viewsheds and public access, residential development, and commercial development are contained in the South Natomas Community Plan Riverfront District Element of the South Natomas Community Plan.

Table 3-2
Allowed Uses in the Parkway
by Parkway Land Use Designation

ALLOWED USES	Riparian Habitat Preserve	Nature Study	Recreation Area	Urban Waterfront	Riverfront District	Public Utility
Habitat Restoration	✓	✓	✓	✓	✓	✓
Nature Study	✓	✓	✓	✓	✓	✓
Observation Point	✓	✓	✓	✓	✓	✓
Hiking		✓	✓	✓		
Bicycling		✓	✓	✓	✓	
Fishing		✓	✓	✓	✓	✓
Picnicking		✓	✓	✓		
Boat Launch			✓	✓	✓	
Playing Fields			✓	✓		
Parking Lot			✓	✓	✓	
Pedestrian Promenade			✓	✓	✓	
Interpretive Kiosk	✓	✓	✓	✓		
Restrooms			✓	✓		
Shops				✓	✓	
Marinas				✓	✓	
Short Term Dock				✓	✓	
Restaurants				✓	✓	
Museums				✓		
Motel/Hotels				✓		

Chapter 4
Area Plans



PLANNING AREA MAP

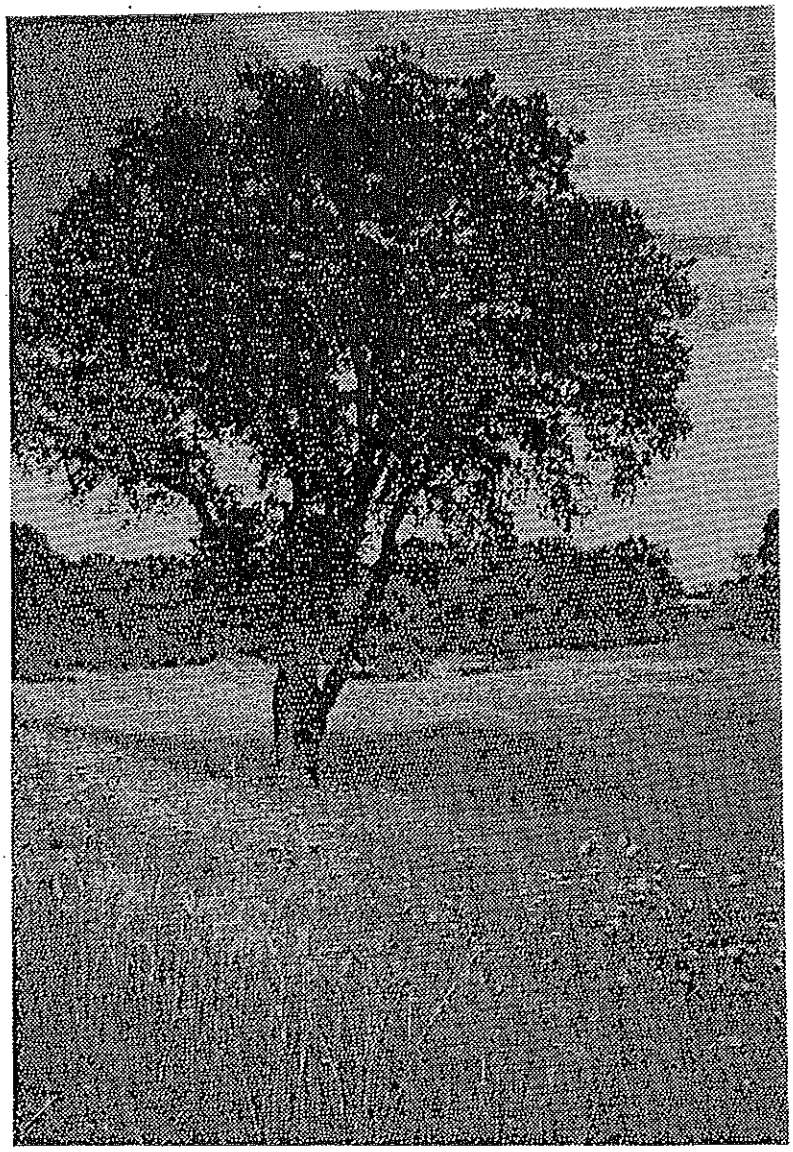
CHAPTER 4
AREA PLANS

The Area Plans which comprise this chapter describe, for each planning area, the existing land use conditions, opportunities, and constraints for the Parkway development, the application of Parkway land use designations and proposed Parkway development. The Area Plans are the foundation of the land use policy for the Sacramento River Parkway. Area Plan maps, illustrating the application of Parkway land use designations, trails, and public access points, accompany the text.

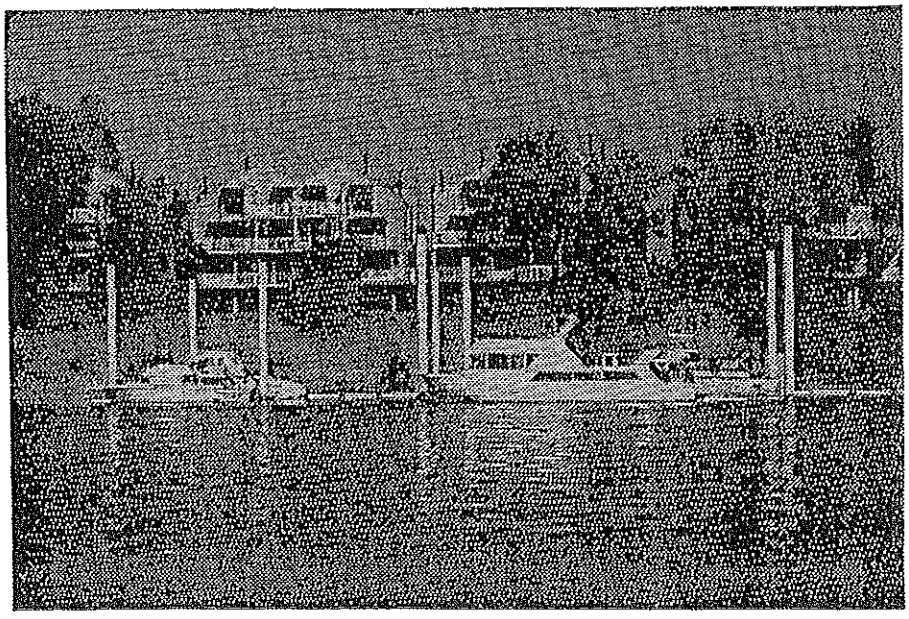
Tables 4-1 and 4-2, "Existing and Proposed Recreation Areas/Access Points" (pp. 64 & 65), which follow the Area Plans text, summarize, in table format, the type of access and the amenities provided at each public access point. The list of amenities is not all inclusive, but provides a general idea of the type of amenities and facilities provided at access points.

Strategies for implementation can be developed and refined as needed subsequent to the adoption of this Plan.

South Natomas Area



Sand Cove Park



Riverfront District

SOUTH NATOMAS AREA

Existing Land Use

The area of South Natomas that is within the Parkway is bounded by I-5 on the east; I-80 to the west; the landward toe of the Garden Highway levee to the north and the Sacramento River to the south. The linear distance in the Parkway is 2.4 miles. The area has a land use designation of Riverfront District per the 1988 South Natomas Community Plan. The Riverfront District is a mixed use designation that allows for river-related commercial and residential uses with a Special Permit. Currently, the eastern half of the District is commercial development consisting of restaurants, retail, and marinas. The western half of the District is mainly residential development consisting of condominiums and single family detached homes. The portion of the Riverfront that is west of El Centro Road is within the County of Sacramento, but is anticipated to be annexed to the City in the near future. The annexation includes a small beach area (Sand Cove Park), vacant parcels with riparian habitat, and some single family detached homes.

To the north of the Parkway, on the landward side of Garden Highway, the land use is a combination of office and residential development. A significant amount of the land designated for residential use is vacant and still being used for agriculture. As flood-related building restrictions were removed in 1997, it is expected that the Willowcreek area will be developed as low density residential. Natomas Oaks Park is located directly across the Highway from the Riverbank Marina commercial development.

It should be noted that South Natomas is treated differently than the other community plan areas with respect to riverfront development. Commercial and residential development that is normally difficult or impossible to establish in other riverfront areas due to Zoning Ordinance policies for the Flood (F) zone, is allowed in South Natomas for several reasons: 1) preexisting riverfront development, 2) proximity of development to Garden Highway -- a major road, and the availability of infrastructure, and 3) the Riverfront District land use designation which acknowledges the unique character of the South Natomas riverfront and allows for this type of development.

Existing Recreation and Public Access Facilities

Discovery Park, which is located at the confluence of the Sacramento and American Rivers, is owned by the County. It is 197 acres in area. A portion of the Park is within the jurisdiction of the Sacramento River Parkway as well as the American River Parkway. The portion of Discovery Park within South Natomas does provide some valuable riparian habitat (Bannon Island) in addition to recreation facilities. The facilities at Discovery Park include parking, picnic tables, barbeques, restrooms, and boat launch.

Natomas Oaks Park is considered part of the Sacramento River Parkway. It is located just north of Garden Highway across from the Riverbank Marina development. Facilities at the Park include picnic tables, parking, and an interpretive trail.

Natural Resources

The main environmental issues for the area are the availability of habitat for Swainson's Hawk nesting sites and the Valley Elderberry Longhorn Beetle. The Hawk uses the remaining mature cottonwoods and oaks for nesting sites. According to the Fish and Wildlife Service report from July, 1991, there is a Swainson's Hawk nest west of Discovery Park. The proximity of the nesting trees to available foraging habitat make the area attractive to the birds. Elderberry bushes are found in the area and therefore, it is assumed that the beetle lives in the area.

Cultural Resources

The South Natomas area is identified as a "Primary Impact Area" in the 1988 draft SGPU, Exhibit V-5, Sensitive Cultural Resources, which means that there are significant archaeological resources in the area. Some historically significant sites have been identified in the area and others may exist.

Opportunities and Constraints for Parkway Land Use

The South Natomas Riverfront District is primarily situated between the crown of the levee and the Sacramento River and current land use policies allow for both commercial and residential uses in this area. The pattern and type of development in the District offers a unique situation for the Parkway.

In the Natomas area, the Parkway is constrained by the physical characteristics of the levee as well as by land ownership patterns and the development that has already occurred in the area. The main physical limitation to the Parkway is that the levee berm is extremely narrow and very steep along this stretch of the River. The narrowness of the levee berm limits the amount of riparian habitat and the potential for recreation facility development.

Existing private development constrains the potential of the Parkway. The location of Garden Highway has made the area accessible and attractive to private development which, in turn, has reduced the opportunity for public access and recreation. Land ownership is a major constraint to the availability of the Parkway for public use. Approximately 90% of the land in the Riverfront District is privately owned. Direct public access to the River's edge is not possible in the District due to private residential and

commercial development. There is some limited public access by way of walkways around the commercial developments and to the marina gates. Views of the river are possible from the riverfront restaurants and at some places along the Garden Highway.

Proposed Parkway Land Use

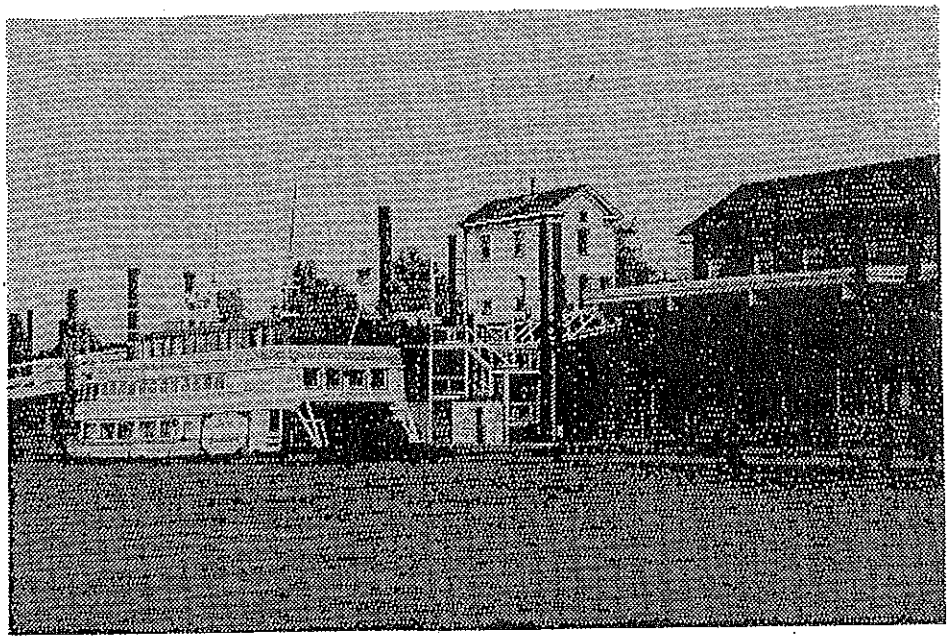
The South Natomas Community Plan "Riverfront District" provides policy direction for development within the Parkway boundary. The Parkway Plan recognizes the unique character of the area and has incorporated the Riverfront District policy as Parkway policy for the area.

The Riverfront District will support river-oriented commercial development such as marinas, small-scale restaurants, and upscale residential uses that blend with the river environment. The vision is to create a Riverfront District that is compatible with the river environment and friendly to the residents and public. It is envisioned that all future development along the River will provide view corridors and/or public access to the River. Public access to the River may include restaurant patios and marina platforms.

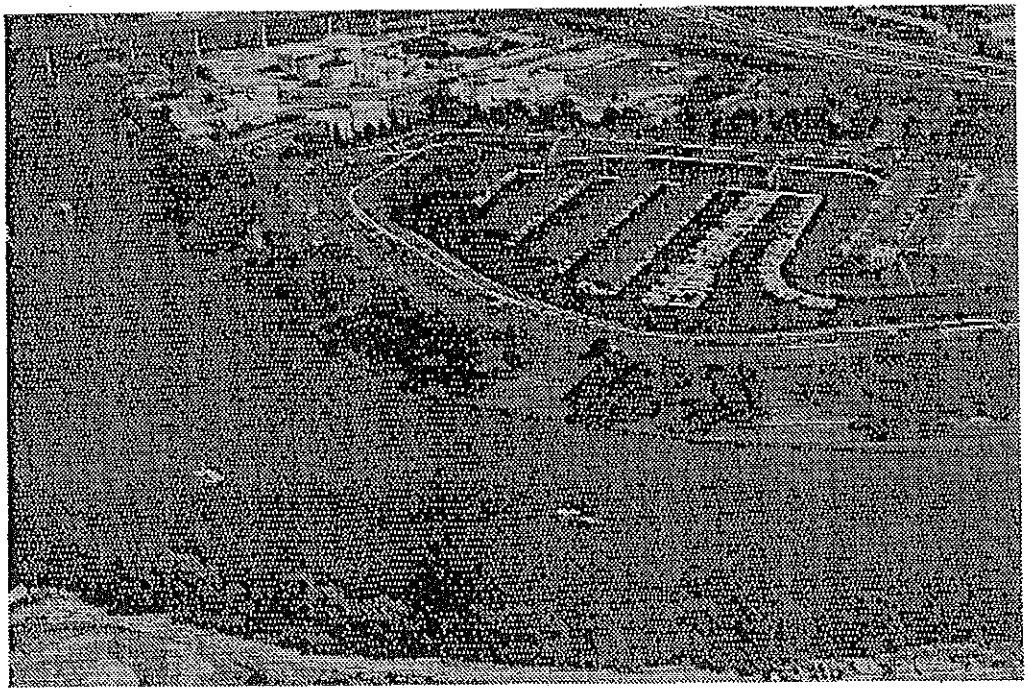
The 2010 City/County Bikeway Master Plan shows an on-street and an off-street bikeway along Garden Highway. These bikeways will be incorporated into the Parkway Plan for South Natomas. They will provide bicycle linkage with bikeways along the drainage canals and county bikeways as well as provide bicycle access to Sand Cove Park which was purchased in 1992.

Sand Cove provides an opportunity for habitat preservation and riverfront recreation in the area. The site is approximately 5 acres in size and has a sandy beach area. The inland portion of the site contains a mix of cleared area and revegetated riparian habitat. The Parkway land use designation for this site is Recreation Area. The park will be developed with some parking facilities adjacent to Garden Highway. Trash cans, picnic tables, and portable restrooms are also proposed. The area just east of Sand Cove Park was purchased by the City in March 1993 and is proposed as a Nature Study area. An interpretive loop trail is planned for the site, which will identify riparian habitat and cultural resources.

Downtown/Land Park Area



Old Sacramento Riverfront



Sacramento Marina / Miller Park

DOWNTOWN/LAND PARK AREA

Existing Land Use

The Downtown/Land Park area of Sacramento is defined as the area west of I-5, south of Discovery Park, north of Captain's Table (at 25th Avenue), and east of the Sacramento River. There are 4.6 miles of river frontage in the Downtown/Landpark area. The area supports several public recreation facilities including Tiscornia Park, Old Sacramento, and Miller Park. In addition to the recreation facilities, the land uses in the area are mainly industrial, commercial, or vacant.

The land is undeveloped and publicly owned from the Jibboom Street Bridge to the I Street Bridge and west of the levee. A bikeway exists along the levee from Old Sacramento to the Jibboom Street Bridge. Most of the riverfront in this area is owned by the City. East of the River levee are restaurant/hotel complexes, the Richards Boulevard industrial area and the Southern Pacific Railyards -- all of which are privately owned.

Old Sacramento is primarily a commercial district consisting of restaurants and retail shops. The State Railroad Museum is also located here as is the Delta King paddle wheeler. There is both private and public land ownership in the area.

The Downtown area between Tower Bridge and Miller Park is mainly parking area, railroad track, and industrial uses. Much of the waterfront north of the Pioneer bridge is owned by the Sacramento Housing and Redevelopment Agency (SHRA). Chevron and some other industrial operations own property between the Pioneer Bridge (I-80) and Miller Park.

Most of the area between Miller Park and Captain's Table is owned by the City of Sacramento. There is no development in this area, except for the bikeway that runs parallel to the Sacramento Southern railroad tracks from Miller Park to where the railroad crosses over I-5 near San Mateo Street.

Existing Recreation and Public Access Facilities

Tiscornia Park is located just south of the Jibboom Street Bridge at the confluence of the American and Sacramento Rivers. Facilities at the Park include a sandy beach, boat launch, trash cans, and a parking lot. The Park is quite popular with fishermen and sunbathers in the summer.

Old Sacramento's main attractions are the retail shops located in historic buildings and the California State Railroad Museum, the History Museum, and the Soldier's Museum. The Delta King river boat provides evening entertainment as do many other establishments in Old Sacramento. Public access to the river is also attractive to tourists. Riverfront Park,

located next to the State Railroad Museum, overlooks the Sacramento River, providing views of the I Street and Tower Bridges and an active riverboat scene. The Central Pacific freight depot which carries nearly a thousand passengers on a typical weekend day, is the terminus of the Sacramento Southern Railroad. There are boat tours and a train excursion operated out of Old Sacramento. An additional feature is the landing barge at L Street where visiting boaters can tie-up to visit Old Sacramento.

Miller Park has boat launching, a public marina, picnic facilities, a sandwich shop, and landscaped areas with views of the river. The off-street bikeway starts at Miller Park and heads south to Captain's Table. The City Parks Department plans to expand existing commercial uses at the Miller Park marina.

Natural Resources

The area between the Jibboom Street Bridge and the I Street Bridge has been identified as R2 Riparian Woodland, which is the second highest quality riparian habitat in the Plan area (Please see Appendix B under separate cover, Riparian Habitat Map). The availability of trees and understory vegetation probably provides habitat to a variety of species including the Swainson's Hawk and the Valley Elderberry Longhorn Beetle.

Old Sacramento is designated as R4 Riparian Woodland - Urban Waterfront Development and therefore is not considered a critical environmental resource. Along the Downtown riverfront there is little or no berm with very sparse vegetation. Riverfront Park, however, includes some vegetation and interpretive signs.

The area between Miller Park and Captain's Table has been identified as R2 riparian habitat. The mature trees and well-developed understory may support sensitive species such as the Swainson's Hawk and the Valley Elderberry Longhorn Beetle.

Cultural Resources

There are several historic landmarks within this stretch of the Parkway. The I Street Bridge and the Tower Bridge are both listed on the National Register. Old Sacramento is listed as a State Landmark and is on the National Register.

In addition to historical landmarks, there is the potential for archaeological sites. The Sacramento River is dotted with prehistoric and historic archaeological sites. Prior to development, it is suggested that field surveys be conducted to determine if there are unknown archaeological resources in the area.

Opportunities and Constraints for Parkway Development

The Downtown area offers both opportunities and constraints to Parkway development. The area between the Jibboom Street Bridge and the I Street Bridge has some well-developed, riparian habitat. However, the area is mainly urban with industrial and commercial uses directly adjacent to the riverfront. In addition, the Richards Boulevard and Southern Pacific redevelopment projects that are proposed will affect Parkway land uses. The ability to maintain the Parkway in this area in an undeveloped, natural state, is constrained by existing and proposed development in the area.

The development of Old Sacramento and the Docks area of downtown provide an opportunity for the Parkway. These areas have little or no riparian habitat, but due to proposed development projects, may provide urban recreation amenities such as walkways, bicycle paths, shops, museums, restaurants, and boat dockage. The ease of access to the Parkway in this area is considered an opportunity to the development of the Parkway. Ease of access will enhance the urban waterfront experience.

The main constraint to Parkway development in the downtown is that most of the area is already urbanized. In addition, the ability of the public to enjoy the remaining natural habitat, mostly located north of Old Sacramento and south of Discovery Park, is sometimes constrained by the presence of transient camps north of Old Sacramento and in the Tiscornia Park area.

The area between Miller Park and Captain's Table provides some opportunities for recreation and enjoyment of the natural environment. Disturbed riparian habitat is found along the River in this area, as well as rip-rapped banks. The existing bike path offers a recreation opportunity in the area.

Proposed Parkway Land Use

Most of the Downtown riverfront is developed or there are plans for development. Land use designations were assigned to this area with a realistic eye to the future. Please see the accompanying Downtown/Land Park Area Map for details.

The Sacramento Riverfront Master Plan (1994) focuses on the downtown urban riverfront as "a district that embodies the River's role in local history, commerce, and recreation. The Plan envisions strategic physical improvements between Discovery Park and Miller Park. "The Plan recommends a 3.5 mile-long sycamore-shaded River Drive that will knit areas which are now separated into a cohesive whole. To encourage dynamic pedestrian participation, the Plan proposes to highlight a Riverfront Promenade with public art, interpretive signage, urban scale street furnishings, public gathering areas, scenic viewing areas, and a garland of pedestrian streetlights."

Jibboom Street to I Street Bridge: The Sacramento River Parkway between the Jibboom Street Bridge and the I Street Bridge has been designated Urban Waterfront Recreation with the exception of Tiscornia Park which is designated as Recreation Area to reaffirm its existing use. The Urban Waterfront Recreation designation is compatible with existing and proposed land uses in the area. The Railyards Specific Plan (RSP) project, developed by the Sacramento Housing and Redevelopment Agency (SHRA) is compatible with this designation. The Plan's intent is to strengthen pedestrian linkages to the Sacramento River and to enhance the potential of the riverfront as an active pedestrian-oriented area. Allowed uses, under the RSP, will include a 5.5 acre Riverfront Park, amphitheaters, public walkways, sculpture, landscaping with native plant species, museums, restaurants, marinas, and other commercial development that use elements of the river environment in the design or building theme. The existing bikeway will remain as part of the Parkway. Native habitat will be retained where possible to provide a balance between the natural and developed riverfront.

Old Sacramento: The Old Sacramento area within the Parkway is also designated as Urban Waterfront Recreation which supports its existing and future use as a tourist attraction. The Delta King, Riverfront Park, restaurants, retail shops, and the Railroad Museum are compatible uses in the Urban Waterfront Recreation designation. The Riverfront Master Plan calls for the Old Sacramento boardwalk to be extended from L Street to the Tower Bridge. In addition, a new scenic overlook is being constructed on an historic wharf structure just north of the Tower Bridge.

The Docks Area: The Docks project area, from the Tower Bridge to Pioneer Bridge and Front Street to the River, is designated as Urban Waterfront Recreation. Sacramento Housing and Redevelopment Agency's (SHRA) preliminary plans for the area include a visitor boater docking facility, public pedestrian and bicycle access to the River, a riverfront promenade, floating restaurant, the Museum of Railroad Technology (MORT), and the Towe Ford Museum. In addition, there is the possibility of covering over a portion of the Interstate 5 Freeway to provide a park and improve pedestrian access from downtown and the Crocker Art Museum to the riverfront. (source: SHRA, Request for Qualifications to Prepare a Waterfront Master Plan Along the Sacramento River, 1993) All of these proposed uses are allowable under the Urban Waterfront designation.

The City is currently financing $3.5 million improvements to the Docks area. These improvements include:

- A Riverfront pedestrian/bicycle promenade between Capitol Mall and O Street
- Visitor boating dock facility
- Permanent barge moorage -- a U.S. Navy surplus barge is being renovated as a permanent moorage for a planned "floating restaurant" and will serve as the ingress/egress for the visitor boating dock
- O Street Overcrossing pedestrian enhancements (wider sidewalk, lighting, signage)

- Utilizing ISTEA funds, a new off-street bicycle trail is being constructed from R Street to Miller Park, including the paving of the R Street trestle over I-5.

Miller Park: Several private parcels adjacent to Miller Park are being used for industrial uses. These properties or portions of the properties would be converted to Urban Waterfront Recreation uses, if the opportunity arose to purchase the property or obtain a recreation easement.

Miller Park, just south of the Docks area is designated as Urban Waterfront Recreation. There are plans underway for more commercial development around the existing marina. There is a small area of the Park that is landscaped and not identified for commercial development. Some vegetation restoration may be done in this area to prevent erosion of the riverbank and improve the appearance of the Park.

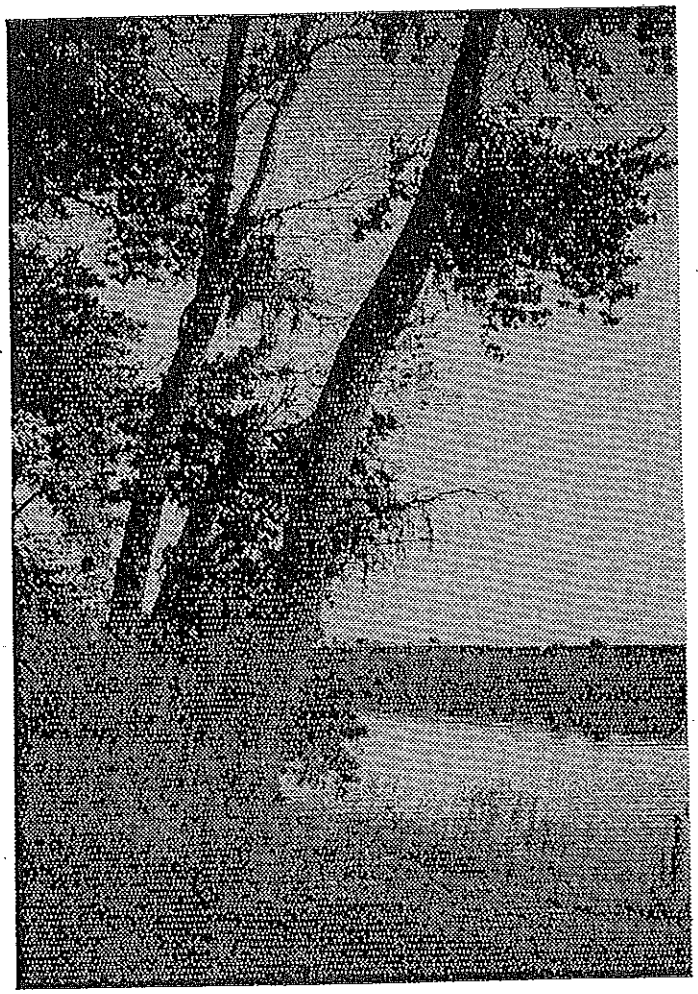
Miller Park to Captain's Table: The Parkway designation between Miller Park and Captain's Table at 25th Avenue is Nature Study west of the levee. The area is relatively undeveloped with the exception of an existing off-street bikeway connecting Miller Park and Captain's Table. Although the levee berm is narrow in places, the riparian habitat is well-developed in this area. The existing riparian vegetation will likely be preserved as there are no plans for expansion of recreation facilities in this portion of the Parkway.

Captain's Table Marina is a privately owned marina that is open to the public. It is located off of Riverside Boulevard at the southern terminus to the existing off-street bike trail that starts at Miller Park. Captain's Table is designated as Urban Waterfront Recreation due to its existing use as a private marina. It is expected that the marina use at this site will continue.

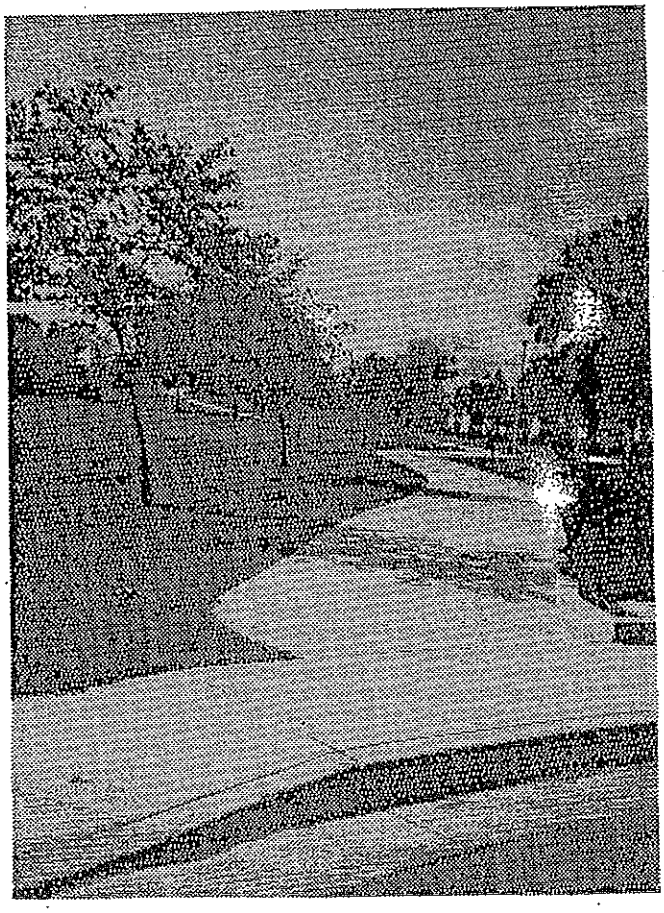
The City-owned site just east of Captain's Table is currently undeveloped, although it is used informally for public parking. This area will be developed as part of the Parkway in the future. The Parkway land use designation is Urban Waterfront Recreation which will allow for kiosks, restrooms, bicycle rest stop facilities, parking, and other recreation facilities.

Public access is proposed at two locations in the area between Miller Park and Captain's Table. An intermediate access is proposed where Sutterville Road terminates at the Parkway. A major access point and rest area (Riverside Rest Area) is proposed on the City property directly east of Captain's Table. The Parkway land use designation is Urban Waterfront Recreation. Facilities at the site would include parking, restrooms, and picnic tables. This site would provide a staging area for pedestrians and bicyclists.

Pocket Area



Riparian Habitat In Little Pocket



Shore Park Access To Levee Bike Trail

POCKET AREA

Existing Land Use

The area of the Pocket that is within the Parkway is bounded by 25th Avenue to the north and the Freeport Reservoir to the south. There are approximately 8.5 miles of riverfront in the Pocket area. The Little Pocket (from Captain's Table to 35th Avenue) area has 1.6 miles of riverfront; the Greenhaven Pocket (35th Avenue to Arabella Way) area has 2.3 miles of riverfront; and the South Pocket area (Arabella Way to the Freeport Reservoir) has 4 riverfront miles. The area is almost exclusively single family residential development. However, there are apartment and condominium developments in the area. A few family farms still remain in the southern end of the Pocket.

Most of the publicly-owned riverfront property in the Parkway is located south of Arabella Avenue. These properties were subdivided after the adoption of the 1975 Sacramento River Parkway Master Plan and the 1980 Pocket Community Plan. The Pocket Community Plan requires the dedication of riverfront (includes the area 40 feet landward of the landward toe of the levee to the river's edge) parcels to the City for the Parkway as a condition of subdivision.

In the Pocket area, especially north of Arabella, private property makes up as much as 50 percent of the lineal Parkway area, and approximately 80 percent of the number of lots. Many private property owners have constructed private fencing and gates on the crown of the levee within the Reclamation Board's maintenance easement. The Reclamation Board requires that residents provide the Board with gate keys for access in order to inspect and repair the levee system. In addition, many property owners have installed landscaping, private docks (with permission from State Lands Commission), and other amenities on both sides of the levee.

Existing Recreation and Public Access Facilities

There are currently three developed City park properties that access the Sacramento River in the Pocket area. They are Seymour Park (northern extension) in the north Pocket and Garcia Bend Park and Shore Park in the south Pocket.

Seymour Park is a unique linear parkway beginning at the Sacramento River and ending at the Pocket Canal. The section of Seymour Park that is north of Riverside Boulevard) provides access to the Sacramento River Parkway. This section of Seymour Park consists of an older playground and a soccer field. Street parking exists along Clipper Way.

Garcia Bend Park is the largest and most heavily used riverfront park in the Pocket. This 24-acre community park is a primary boat launching ramp for the entire Sacramento area. Fishing and recreational boating activities are in such demand that, at many times of the year, long delays and flared tempers occur as boaters fill the rampway preparing to launch. The Park has three soccer fields and parking for boaters and soccer participants. The new master plan for the park proposes to expand the paved parking, improve the soccer fields and irrigation system, and widen the boat launch ramp. The phased master plan calls for new facilities to be added to the park as funding becomes available. Planned new elements include play equipment, tennis courts, and picnic areas. Garcia Bend park area does provide some of the widest berm areas along this portion of the River and provides some natural habitat areas although they are somewhat disturbed due to the active recreation available at the site.

Shore Park is a two and one-half acre neighborhood park which provides a walkway to the River and picnic tables. It is situated between two apartment developments and is meant to provide walking access to the River for residents within one-half mile of the park.

Natural Resources

The natural resources of the area vary depending on location. In those areas where the levee is rip-rapped and narrow, there is very little vegetation and therefore, very little habitat. This occurs, for the most part, from Arabella Avenue south to the Freeport Reservoir.

In those areas that have been severely altered by levee maintenance and construction work, the riparian habitat designation is Unvegetated Riverbank. Unvegetated Riverbank constitutes more than 50% of the riverbank in the Pocket Area. However, these areas provide an opportunity for habitat restoration.

The least disturbed habitat in the Pocket area of the Parkway is found in the Greenhaven and Little Pocket areas. In these areas, less vegetation has been removed from the levee and the berm is wider, which has allowed the riparian habitat to develop. Large cottonwoods and willows sit within a well-developed understory of riparian shrubs. Potential wildlife species include Swainson's Hawk, Valley Elderberry Longhorn Beetle, river otter, raccoon, fox, beaver, skunk, and a variety of bird species.

Cultural Resources

Numerous archaeological sites have been identified along the Sacramento River in the Pocket Area. According to the draft 1988 Sacramento General Plan Update (SGPU) EIR, Exhibit V-5, Sensitive Cultural Resources, the riverfront from approximately Arabella

Avenue south is designated as a "Primary Impact Area", meaning that significant archaeological resources may be found in the area.

Opportunities and Constraints for Parkway Land Use

The Pocket area is constrained primarily by the physical characteristics of the levee system along most of the riverfront and by the private property ownership. The majority of the levee is very narrow containing riprap with limited vegetation. Only small portions offer natural habitat areas and areas of large trees and shrubbery. The riverside berm is narrow in the Pocket area with the exception of Chicory Bend or "Little Pocket" and some segments of the Greenhaven area. Therefore, the location of the primary trail is generally limited to the crown of the levee in the Pocket area.

Parkway development and public access to the Parkway must respect private property rights. Many residential property owners along the Sacramento River in the Greenhaven Pocket area and the Little Pocket area own property within the Parkway boundaries. Private gates across the levee, private gardens, and dock areas have been constructed since these areas are viewed as extensions of the property owners' backyards.

Many riverfront property owners have lived in the same home for over 30 years and are strongly opposed to public access adjacent to their private property. The off-street trail concept could potentially impact the visual access to the riverfront homeowners' backyards and increase their concern for security and privacy. In addition, some people believe that increasing public access to the area will increase crime in the area, while others argue that more people on the levee will discourage crime.

There are several existing points along the Parkway which are routinely used by nearby residents as access to the Parkway. In some cases, these informal access points are privately owned property without restrictions to access such as signs, gates, or fences. In other cases, such as the southern portion of the Pocket, the City required new developments to have adequate setbacks from the levee, restrict back up lots to the levee, and subdivisions to be designed with streets next to the River levee, which provide for natural access to the levee and the river from residential streets. Only a few of these informal access points meet the criteria for public access or are feasible to develop and maintain as formal access points to the Parkway.

Proposed Parkway Land Use

Most of the Pocket area, from the Little Pocket to the Freeport Reservoir site, is designated as Nature Study which allows for nature study, habitat restoration, passive recreation, and trails where they will not directly impact riparian habitat. The developed parks within the

Parkway are designated as Recreation Area. A multi-purpose trail is proposed along the levee system. Rest stop/vista point benches may be allowed in the Nature Study areas where the berm is wide enough and where such facilities would not negatively impact the native vegetation. Other facilities are not planned for the Nature Study areas of the Pocket. Vegetation restoration, in compliance with the State Reclamation Board requirements, is allowed and will be implemented where feasible. Passive recreation activities such as walking and nature study will be encouraged.

Within the Pocket area, from Arabella Way to the Freeport Reservoir, there are several privately-owned, unsubdivided parcels, which have been designated as Nature Study. These parcels are characterized as "island parcels" or single private parcels adjacent to stretches of publicly-owned land. These parcels are critical links to the continuous trail concept in this area plan.

In areas of riparian habitat, or those areas identified for habitat restoration, additional restrictions may be placed on public access. Signs will be posted which state that bicyclists and pedestrians are required to stay on the designated trail. Signs will also be posted to state that the area is a Nature Study area. If needed, fencing or other barriers may be built to restrict use of the area. Preservation of riparian habitat will take precedence over public recreation access.

Areas designated as Recreation Area include Seymour Park (northern extension) and Garcia Bend Park. The Freeport Reservoir site is designated as Recreation Area and may be developed with open play area, picnic tables, drinking fountain, a Parkway information kiosk and bicycle racks. The Off-Street Trail will be accommodated at these sites. The development of City parks must be consistent with the 1989 Parks and Community Services Master Plan Update.

The "DaRosa site" which is owned by the State and managed by the SLC, is currently undeveloped and designated for Nature Study. There are no plans to allow parking at this site, but it is accessible from Riverside Boulevard. Habitat restoration is underway at the site as mitigation for levee work done elsewhere by the Army Corps. Private properties just south of the DaRosa site are designated as Nature Study. A fishing pier and picnic tables are proposed for these sites should they become open to the public.

Public Access

The only Major Access point in the Pocket area is designated at Garcia Bend Park. This facility has a parking lot -- a requirement for a Major Access point.

Intermediate Access points include Seymour Park (northern extension), Shore Park, the Pocket Drainage Canal, the property adjacent to the Elks Lodge (Northpointe Way), and

Arabella Avenue next to the Garcia Bend Marina. The Northpointe Way public access point, located along the River and to the west of the Elks Lodge in the Greenhaven area will be developed with an access ramp to the levee crown, picnic tables, landscaping, and signage. The access point will be a scenic overlook to the River.

Existing Neighborhood Access points are identified on the Area Plan Map. The only existing neighborhood access point is at Sleepy River Drive.

The Greenhaven Pocket area and the Little Pocket areas have serious constraints to public access. Most of the property in these two areas is privately owned. The levee area and/or river frontage would have to be purchased from the residents, either fee simple or a recreation easement, in order to develop it for public access to the River. Acquisition and development of these segments of the Parkway is uncertain due to several factors including the availability of funds. In addition, security and privacy issues have been of major concern to adjacent land owners.

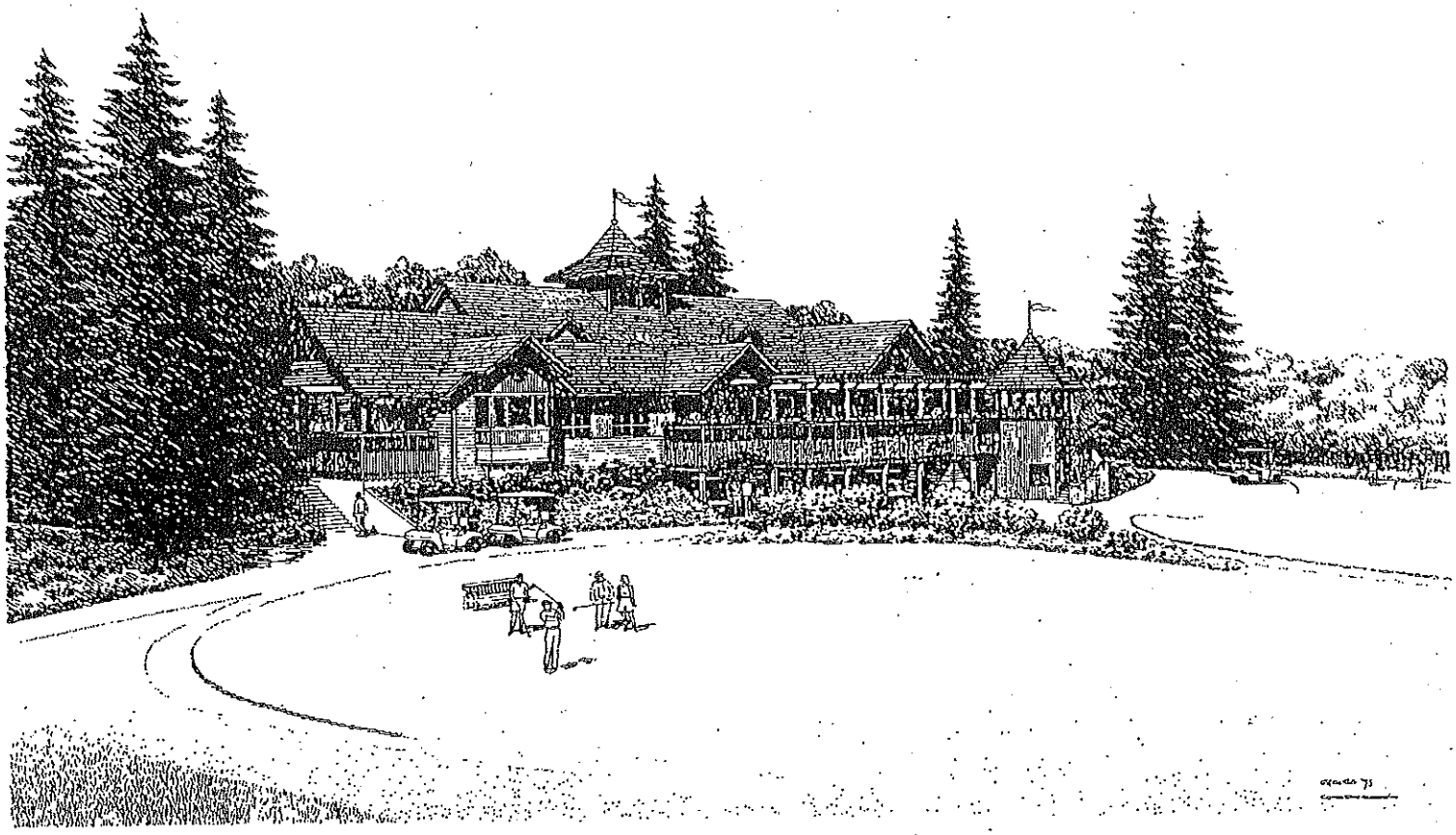
While this Sacramento River Parkway Plan asserts the vision for ultimate development of a continuous on-River multi-purpose trail, an "Interim Bypass Trail" is also designated for recreational and commuting purposes. This Interim Bypass Trail utilizes the existing off-street (Class I) Seymour Parkway and the Pocket Canal trails, effectively bypassing the private property stretches upriver (north) of the Pocket Canal to Seymour Park, and the private property stretches downriver (south) of Captains Table to the Riverside Blvd. Access. In addition, an on-street bike trail (Class II) can be utilized on Pocket Road and Riverside Blvd. Existing on-levee paved trails between Seymour Park and the Riverside Blvd. Access would be unaffected.

The On-street bikepaths (Pocket Road and Riverside Blvd.), as well as the off-street Seymour Parkway Trail and the Pocket Canal Trail, are already included within the 2010 Bikeway Master Plan. As the "Interim Bypass Trail", these segments would also be designated and signed as the Sacramento River Parkway Trail.

In order to improve the safety and utility of the Interim Bypass Trail, the following improvements are recommended:

- ❒ Construct two bikeway/pedestrian bridges over the Pocket Canal (one at Portuguese Park and the other at Charter Pointe Park) at a cost of approximately $138,000. [These funds are already in place -- ISTEA and TSM.]
- ❒ Improve Seymour Park bikeway to reduce the "meander" with new paving, striping, and signage, with a rough estimated cost of $50,000 - $75,000.
- ❒ Widen Riverside Boulevard (immediately south of Captain's Table) in the northbound section for approximately 300' to provide an on-street bike lane (right-of-way acquisition from Caltrans, grading, paving, and recurbing) for a rough estimated cost of $10,000 to $20,000.

Freeport Area



Rendering of Cavanaugh Golf Center Clubhouse

FREEPORT AREA/CAVANAUGH GOLF COURSE

The area of Freeport that is within the Parkway is bounded by Meadowview Boulevard to just north of the Freeport Bridge and the southern city limits of Freeport at river mile 44.8. The river frontage in the Freeport Area is 1.3 miles.

Existing Land Use

The area landward of the levee is a combination of small rural facilities, farmland, and open space. There is an historic railroad right-of-way on top of the levee that extends the entire length of the area. The railroad tracks are intact, although service was discontinued in 1978. There is also an existing private marina just north of the Freeport Bridge.

Existing Recreation and Public Access Facilities

There are currently three developed facilities that access the River. The Freeport Marina includes 145 boat slips. The Bartley Cavanaugh Golf Course (east of Freeport Boulevard) includes 18 holes, a clubhouse, golf division headquarters, pro shop and parking facilities. The Freeport Shores Youth Sports Complex is currently under construction for soccer fields and baseball/softball diamonds. Additionally, fishing is commonplace throughout the riverfront area.

Natural Resources

There is no significant vegetation on the River's bank in this area because of erosion control measures such as rip-rap. There is limited opportunity for revegetation.

Opportunities and Constraints for Parkway Development

An off-street bike trail is proposed in this area in the 1993 Draft 2010 City/County Bikeway Master Plan. However, it is constrained by both the narrowness of the levee crown and the location of the railroad tracks, which are proposed for future use as an extension of the Old Sacramento Excursion Train. An off-street bike trail located off the crown is also constrained by the steepness of the landward and riverward slopes. Existing erosion control measures have limited the quality and quantity of vegetation found on the levee slope. There are few opportunities for revegetation.

Proposed Parkway Land Use

The State Department of Parks and Recreation is proposing a steam excursion train to operate between Old Sacramento and Hood, using the existing right-of-way on the levee. A passenger stop is proposed for just north of the Freeport Bridge with commercial and retail facilities. The State also has plans for a paddle wheel tour from Old Sacramento with a southern terminus in the same location. A public promenade would connect the launch area to the train stop. The public promenade would extend across Freeport Boulevard to extend access to the golf course.

An off-street bike trail and an on-street bike trail are proposed in this area in accordance with the 2010 City/County Bikeway Master Plan. The off-street bike trail is proposed to be located adjacent to the railroad tracks that run atop the levee and would connect with the off-street trail in the Pocket area. The on-street bike trail is proposed along the river road (Freeport Boulevard) the entire length of the Plan Area.

The Freeport Reservoir is designated as a Major Access point. Until such time that the trail extends further south, it would be the terminus for the existing trail. It would provide a comfort station, drinking fountain, parking and bicycle-staging area, and a bridge over Freeport Blvd. accessing the Freeport Shores Youth Sports Complex.

Table 4-1
EXISTING AND PROPOSED RECREATION AREAS / ACCESS POINTS
South Natomas, Downtown/Land Park

	Sand Cove	Natomas Oaks	Tiscornia	SP/ Richards	Old Sac	Docks	Miller	Sutterville Rd
Access Point	Major	Major	I	Major	Major	Major	Major	I
Beach	✔		✔					
Bikeway Access	✔	✔	✔	○	○	○	✔	✔
Boat Launch							✔	
Courts								
Docks					○	○		
Fishing							✔	
Golf Course								
Interpretive Trail	○	○						
Lawn	○	✔		○			✔	
Nature Study	✔	✔						
Overlooks						○		
Picnic	○	✔					✔	
Play Equip.								
Restrooms	○	○	✔		✔	○	✔	
Retail					✔	○	○	
Soccer								
Walkways				○	✔	○	✔	

✔ = Existing ○ = Proposed

I = Intermediate Access N = Neighborhood Access

Table 4-2
EXISTING AND PROPOSED RECREATION AREAS / ACCESS POINTS
Pocket, Freeport

	DaRosa Pt.	Riverside Access	Seymour	North Point	Shore Park	Garcia Bend	Sleepy River Wy	Freeport Reservoir	Cavanaugh Golf Course
Access Point	None	I	I	I	I	Major	N	Major	Major
Beach									
Bikeway Access		✔	✔	O	O	O	O	O	O
Boat Launch						✔			
Courts						O			
Docks									
Fishing						O			
Golf Course									✔
Interpretive Trail									
Lawn			✔	O	✔	✔		O	
Nature Study	✔								
Overlooks	O			O					
Picnic				O	✔				
Play Equip.			✔			O			
Restrooms						✔		O	O
Retail									O
Soccer			✔			✔			
Walkways			✔		✔	✔			

✔ = Existing O = Proposed

I = Intermediate Access N = Neighborhood Access

Table 4-3
SACRAMENTO RIVER PARKWAY
SEGMENT CHARACTERISTICS

SEGMENT	OWNERSHIP	PHYSICAL CHARACTERISTICS
SOUTH POCKET [*Freeport to Pocket Canal*]	100% public; some portions paved	Minimal berm Trail planned for levee crown Separation (street or deep setback) between homes & levee Subdivision post-1975
MIDDLE POCKET [*Pocket Canal to Arabella*]	79% public; no paved trail	Minimal Berm Separation (street or deep setback) between homes & levee Subdivision post-1975; except 6 properties not yet nor planning to be subdivided
GREENHAVEN [*Arabella to Seymour Park*]	50% public; no paved trail	Many stretches with no berm Minimal separation between homes & levee Many sections subdivided prior to 1975
LITTLE POCKET [*Seymour Park to Captain's Table*]	Minimal public except for 0.55 miles of existing paved trail	Many stretches with wide berm
LAND PARK [*Captain's Table to Broadway*]	100% public; 2.48 miles of existing paved trail	Trail on Levee crown between I-5 and River
DOWNTOWN [*Broadway to Jibboom Bridge*]	Public except "Tank Farm"	Existing trail on Front St; Trail planned on RR berm from R St. bridge to Broadway
SOUTH NATOMAS [*Jibboom Bridge to I-80*]	100% public	Existing trail thru Discovery Park, south of Garden Hwy, and proposed on-street for Garden Hwy

Chapter 5
Acquisition

CHAPTER 5
ACQUISITION

This chapter reviews acquisition methods, acquisition criteria, and acquisition priorities for the Parkway. A parcel-specific acquisition strategy is not provided as it is not possible to predict when a parcel may become available. In addition, each acquisition is a unique situation and it is equally difficult to predict which acquisition method will work best. Thus it is not possible to provide specific costs for Parkway acquisition.

Public Use/Ownership

1. **Fee Simple**. The most effective means of preserving or establishing open space for recreational uses is for a public agency to purchase full title to all adjacent land, or that portion of it which would be used for recreational purposes. Acquisition can take several forms: payment of full market value, installment sales, purchase-leaseback, or purchase-saleback. Using this method along the Parkway will be very expensive in terms of capital outlay to the City, requiring a realistic acquisition strategy. Therefore, while this method is the most permanent and effective, it is also the most costly.

2. **Easement**. This method involves purchasing only specific rights or privileges on the property. By using this procedure, the City of Sacramento can lower its costs, keep the land on the tax rolls, and allow the land owner to retain access and use rights on the land. The property owner benefits through property tax reductions on the property while retaining title to the land. Acquisition of a partial interest in the land is a permanent means of providing open space. However, it also limits the public agency from obtaining full control and use of the property in question. Easements pass with ownership transferral and are binding on future owners. The value of the easement is determined by an appraisal of the property at fair market value, both with and without the easement restrictions; the difference between the two appraised values is the easement value. Several forms of easement are applicable for use along the parkway. They are:

    (a) **Easement over the entire Parkway segment** - A recreation easement of the entire levee and berm could be obtained with the property owner retaining title to the land. Access and use rights generally associated with property ownership would be retained by the owner as long as such access and use does not conflict with the public recreation use of the area.

    (b) **Easement on a portion of the parkway segment (recreation or trail easement)** - This involves obtaining a recreation easement only on the berm and/or levee crown or side slope and thereby reduces

losses to the property owner. The public could be restricted from gaining access to the non-easement portion by a security fence or other barriers. The property owner could retain similar rights as described in (a).

(c) **Conservation Easement** - This is a contractual agreement between a landowner and the local government which restricts the landowner's right to develop or disturb a designated parcel in the interest of protecting its natural features including wildlife and habitat. Rights granted under this type of easement would further the goals of conservation. This type of easement could be used in areas where public access is restricted and habitat restoration or preservation is the main goal.

Acquisition Methods

1. **Donation.** Private landowners may choose to donate full or partial interests in land to the City of Sacramento or a non-profit organization (land trust). Both outright donations and bargain sales can offer significant tax benefits to the landowner; which can equal or outweigh the unrealized gain of a conventional market-rate sale. An appraisal will determine the value of the donated land and the tax benefits available. The appraisal method depends on the land's current and potential uses.

2. **Dedication**. This method is initiated through the subdivision process under the State Subdivision Map Act. New subdivisions are required to dedicate to the City of Sacramento property located within the boundaries of the Parkway along the Sacramento River. Specifically, the Pocket Community Plan design guidelines for the Sacramento River Parkway requires that, as a condition of approval of a subdivision, all property from 40 feet landward of the landward toe of the levee to the River shall be dedicated to the City for the Parkway.

3. **Mitigation Banking**. This method is used to acquire land for habitat preservation or restoration. The process requires agencies or individuals who cause unavoidable significant impacts to habitat, as a result of a development project, to replace the destroyed habitat by using mitigation credits which are drawn from the mitigation bank. These credits are created by the developer in anticipation of a development project and include measures to restore or enhance habitat on a site identified as a mitigation bank. Developers who use the "bank" must pay a mitigation fee based on the habitat replacement requirement and the unit cost for the bank. Local government identifies the site and availability of credits for the mitigation bank. This method of acquisition works best when trying to protect habitat on a regional scale. (U.S. Fish and Wildlife Service, Bio. Report 88(41), July 1988.) The City would have to adopt a formal procedure to institute this method.

4. **Purchase from Willing Sellers**. The City could purchase either a fee interest or easements from willing sellers.

5. **Eminent Domain**. This method is used when other methods of acquisition cannot be used. Eminent domain is the right by which government may acquire private property for public use upon payment of just compensation and without consent of the owner. Condemnation is the act by which government executes eminent domain.

In order to obtain access to and along all portions of the Parkway, the City of Sacramento will have to employ these primary means of acquiring lands. The method used will differ along the various segments of the Parkway. Most parcels of land along or adjacent to the Parkway will have to be considered on an individual basis as there are many variables involved in the process. These include, but are not limited to: (a) the market value of the land; (b) the value of the portion of a parcel to be acquired relative to the entire parcel of land; (c) the historical use of the property to be acquired; and (d) the timing of the acquisition relative to delays caused by negotiation or litigation.

In summary, these mechanisms for land acquisition and control are essential to the development of the Parkway. However, their application will involve a significant commitment of time and monetary resources on the part of the City of Sacramento.

Acquisition Criteria

In order to facilitate the identification of acquisition priorities, acquisition criteria were developed. Potential acquisitions were then rated according to how many criteria they met. The criteria are as follows:

1) The potential acquisition is an "island" parcel - (a private parcel bordered by public parcels). The purchase of the parcel connects recreation facilities or trail systems.

2) The potential acquisition contains riparian habitat.

3) The potential acquisition is in an area where there is minimal opposition from adjacent land owners.

4) The potential acquisition provides recreation opportunities that are unique along the Parkway.

Acquisition Costs

The various methods available for the acquisition of Parkway lands have been detailed in previous sections, and therefore, will not be repeated in depth here. The primary methods are acquisition of fee title, recreation and other easements, and, finally, acquisition through direct dedication of lands. The latter method is the most desirable, and least expensive. It would not require capital outlay from the City, although it has a long-term cost due to the minor loss of taxable property from the tax rolls. The other methods will require large capital outlays of varying degrees. Table 5-1 below outlines the relative costs and process for each acquisition method.

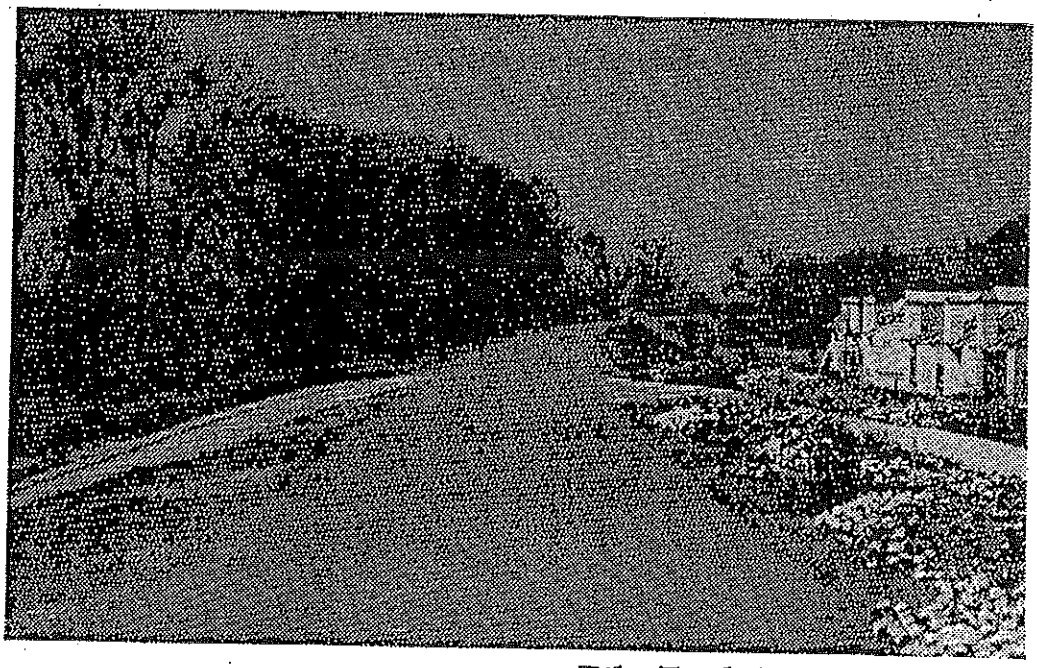
Table 5-1 - Relative Acquisition Costs

ACQUISITION METHOD	PUBLIC AGENCY COST	PROCESS
Dedication	Minimal	Subdivision
Mitigation Banking	Minimal	Environmental Review
Easement	Moderately Expensive	Negotiated Purchase
Fee Simple	Expensive	Negotiated Purchase
Eminent Domain	Expensive	Litigated Purchase

Because each parcel of land will have to be considered on an individual basis with respect to all these aspects, it is not possible to reach an accurate estimation of all the costs of acquiring Parkway lands.

Real Estate Study: A real estate study was conducted by a consultant for the City in July of 1991. The purpose of the study was to provide information to assist in project planning and cost estimation for the Little Pocket and Greenhaven Pocket areas of the Parkway. The study assumed the types of real estate affected by the Parkway, considered title conditions under which that real estate was held, investigated the real estate market for similar property, provided an estimate of the value of the property rights needed for the Parkway, and considered the alternatives of either fee or easement acquisition. The study concluded that acquisiton would cost $1.3 - $2.3 million. Because the details of the study are confidential, the private property owners were not able to scrutinize the assumptions. The private property owners asserted that the real cost of acquiring these lands would be orders of magnitude higher than the real estate study's estimate. The Parkway Plan does not utilize the real estate study's conclusions.

Chapter 6
Implementation



Bike Trail At Shore Park

Undeveloped Access At Sleepy River Way • Pocket Area

CHAPTER 6
IMPLEMENTATION

This chapter describes the implementation strategy for the Parkway including: a development plan; development costs; funding sources for development and maintenance; and public/private partnership opportunities to help implement the Parkway. The implementation strategy presented in this document is designed to be a realistic and sensitive approach to Parkway development.

Phased Development

Due to the scope of the Sacramento River Parkway, its funding needs and land acquisitions involved, in contrast to other city priorities, completion of the entire Parkway development may extend over ten years or more. Consequently, it is essential that a development approach and direction be formulated. This section discusses the approach for development. A phased development approach for the Parkway is defined below followed by the specific development strategy.

The phased approach to development is a method of organizing in sequence the various stages of Parkway development in a logical and orderly manner. The phased approach for this Parkway is divided into three steps which are described below.

- **Short range** - those actions and proceedings which may be initiated immediately following adoption of this Master Plan on land presently owned by the City. As opportunities arise and property is acquired, the Plan may be amended to adopt specific implementation plans for those properties.

- **Long range** - those actions and proceedings relative to the implementation of the Parkway which do not meet the criteria for short-range.

1975 Plan Completed Developments

Before looking at what should be done in the future, it seems appropriate to first look at what has already been accomplished since the Plan was adopted in 1975. **Table 6-1, "1975 Parkway Plan Accomplishments"**, summarizes those actions that were included in the 1975 Plan.

TABLE 6-1

1975 PARKWAY PLAN ACCOMPLISHMENTS

Discovery Park to Old Sacramento

* Development of Tiscornia Park access (restrooms, parking)
* Development of Parkway trail from Tiscornia to Old Sacramento

Old Sacramento to Miller Park

* Designated primary and alternate trail through Old Sacramento
* Development of Old Sacramento Riverfront Park
* Designated temporary bypass on Front Street for bicyclists

Miller Park to Captain's Table

* Development of Parkway trail from Miller Park to Captain's Table
* Acquisition of "triangle property" south of Captain's Table Marina

Captain's Table to 35th Avenue

* Designation of Riverside Boulevard temporary bypass route as an on-street bicycle route
* Acquisition of DaRosa Marina property by the State Lands Commission

35th Avenue to Freeport

* Pocket Community Plan - required dedication of river frontage; acquired rights to all frontage in the South Pocket.
* Development of Seymour Park (northern extension) access/connection to Seymour bikeway
* Development of Garcia Bend Park access/boat ramp

New Development Strategy

Development of the Parkway is hindered in some areas because of extensive private ownership that occurred prior to the adoption of the 1975 Parkway Plan. However, there are still significant development opportunities that will accomplish the goals and policies of the Plan and enhance the Parkway for its users and the surrounding communities.

Development of bicycle/pedestrian trails are primarily proposed in areas where significant public ownership of the Parkway area exists. This situation primarily occurs in the Downtown/LandPark, Pocket and Freeport Areas. Trail development in these areas present a great opportunity for linkages to other recreational nodes and other bikeway systems.

Publicly owned parcels landward of the levee are proposed to be either recreation nodes or rest areas, depending on their size. Specifically, these areas include: the vacant lot on Riverside near Captain's Table, the area behind the Elks Lodge, and the site of the Freeport Reservoir. The rest areas will consist primarily of landscaping, benches, drinking fountains, trash containers, and picnic tables depending on their size. Other recreational amenities may be appropriate in some locations.

Rest stops are proposed at particular points of interest or in areas where there are large stretches of continuous trail. Rest stops, like rest areas, will only occur where there is adjacent publicly owned land. Rest stops will be a much smaller version of a rest area, but may include location signs, benches, drinking fountains, and trash containers.

A signage program is proposed for all areas of the Parkway, including previously developed segments. Directional signs are intended to show Parkway users their current location, other access points, where the trail diverts to on-street routes, and the location of other recreational features. Interpretive signs will educate the user on the significant natural, historical, and cultural elements of the Parkway.

Mile markers will be placed along the Parkway mainly as a guide for reporting any maintenance or security problems to the Parks staff or the police. Callboxes will also be provided at one-half mile intervals to report emergencies or criminal activities on or near the Parkway.

Tables are provided to summarize the activities and costs associated with Parkway development. **Table 6-2, "Sacramento River Parkway Development Strategy"**, summarizes the proposed development strategy for the Parkway by Area. **Table 6-3, "Cost Summary for Parkway Development Activities"**, provides an estimate, in 1993 dollars, of development costs by trail segment. It also itemizes proposed amenities for each segment of the Parkway.

TABLE 6-2
SACRAMENTO RIVER PARKWAY
DEVELOPMENT STRATEGY

Area	SHORT-TERM	LONG-TERM
SOUTH NATOMAS	Sand Cove (Phase 1/2) - Construct Restroom facility - Picnic Tables - Interpretive Trail/Kiosk	Garden Highway - Construct scenic turnouts - Establish on-highway bike lane - Construct pedestrian connections to River - Establish off-street trail segments (riverfront) - Protect view corridors Off-Street Trail (Landward) - Construct Class I trail at landward toe of levee
DOWNTOWN/ LAND PARK	Downtown - Construct parkway interpretive kiosk @ Old Sac - Construct docks promenade - Directional signs/mile markers on Old Sac-Jibboom St. trail Miller Park to Captain's Table - Develop Riverside rest area - Directional signs/mile markers	SP/Richards Redevelopment Area - Develop access to Waterfront Park and other proposed amenities
LITTLE POCKET/ GREENHAVEN/ POCKET	-Construct South Pocket trail on-levee -Construct access point @ Pocket Canal - Improve Interim Bypass Route	- Acquire fee/easements - Construct off-street trail and access points
FREEPORT		- Develop Freeport Reservoir rest area - Develop rest stop and access point @ Golf Course - Develop connection to Laguna Bicycle System @ Golf Course - Construct on-street bicycle trail on Freeport Blvd./Hwy 160 - Construct on-levee trail from Reservoir to Golf Course

TABLE 6-3
CUMULATIVE COST SUMMARY FOR DEVELOPMENT ACTIVITIES
SACRAMENTO RIVER PARKWAY PLAN
(1993 Dollars; Costs do not include acquisition costs)

TRAIL SEGMENT	MILES	DEVELOPMENT / AMENITIES	COST
I-80 @ South Natomas to Discovery Park	3.3	On-street Bike Path (Garden Hwy) Off-Street Trail Development Restroom Picnic Tables (8) Interpretive Trail Kiosk Directional sign Call Box	n/a n/a $75,000 $ 6,400 $30,000 $5,000 $2,000 $2,000 **$120,400**
Discovery Park to Old Sacramento	1.1	Interpretive Kiosk Directional signs (2) Mile Marker Call Boxes (2) Promenade Construction Floating Dock	$5,000 $4,000 $100 $4,000 $150,000 $1,400,000 **$1,563,100**
Old Sacramento to Miller Park	1.2	Directional signs (3) Call Box (2) Off-Street Trail Development Promenade Construction	$6,000 $4,000 $300,000 $1,450,000 **$1,760,000**
Miller Park to Captain's Table	2.5	Riverside Rest Area Kiosk Directional Signs (2) Call Boxes (3)	$150,000 $5,000 $4,000 $6,000 **$165,000**
Captain's Table to 35th Ave	1.5	Interim Bypass Trail Enhancements On-levee Trail Development Directional signs (2) Fencing/Screening Call Boxes (2) Mile Marker	$230,000 $260,000 $4,000 $50,000 $4,000 $100 **$548,100**
35th Ave to Seymour Park	0.6	Improve Riverside Blvd. Access	$20,000 **$20,000**

Seymour Park to Arabella Way	2.0	NorthPointe Access Directional Signs (2) Fencing/Screening Call Boxes (3) Mile Marker On-levee Trail Development	$50,000 $4,000 $75,000 $6,000 $100 $278,000 **$413,100**
Arabella Way to Pocket Canal	1.4	Directional Signs (2) Call Boxes (2) Access Ramp On-levee Trail Development	$4,000 $4,000 $50,000 $253,000 **$311,000**
Pocket Canal to Freeport Reservoir	2.8	Directional Signs (3) Call Boxes (4) Access Ramps (2) Kiosk On-levee Trail Development	$6,000 $8,000 $100,000 $5,000 $393,000 **$512,000**
Freeport Reservoir to Freeport	0.9	Directional Signs (4) Kiosk Rest Area Freeport Blvd./160 Bike Trail On-levee Trail Development	$8,000 $5,000 $250,000 $70,000 $277,500 **$610,500**
TOTAL PARKWAY	17.4	TOTAL DEVELOPMENT COSTS	$6,023,200

Coordination With Other Jurisdictions

The State Lands Commission (SLC) oversees all activities related to public trust lands along navigable waterways up to the natural high water line. Portions of the Parkway have been determined to be within SLC jurisdiction. The City is coordinating its activities with SLC and other local jurisdictions through the Sacramento River Greenway Plan, a regional planning document for the Sacramento River. The Parkway has the same boundaries as the City's portion of the Greenway. This effort brings together the City of Sacramento, Sacramento County, West Sacramento, Yolo County, and SLC in developing land use designations and management policy for a 31 mile stretch of the Sacramento River.

The Greenway Plan will facilitate future coordination of activities along the Sacramento River through a managing entity, created by the jurisdictions through a Cooperative Management Agreement (CMA) for the Greenway. The Greenway Management Board, composed of representatives from the participating jurisdictions, serves to coordinate activities in the Greenway such as administering and amending the Greenway Plan, funding Greenway development, and reviewing major development projects. The Greenway Management Board shall serve as a mechanism to communicate to other jurisdictions the City's development plans for the Parkway. Some funding for Parkway acquisition and development may come through the Greenway Management Board which will apply for grants and other funding for the Greenway.

Funding Sources

Several existing funding sources could be used for Parkway development and/or maintenance. Many other sources could potentially become available. The existing funding sources are generally a result of taxes, fees, or government legislation requiring set-asides that are allocated for a specific purpose. Potential funding sources may be available through State and Federal grant programs. These programs are usually for a specific number of years and grants are awarded on a competitive basis.

Below are descriptions of the existing and known potential funding sources that might be used for development and/or maintenance of the Parkway. The availability of these sources is likely to change from year to year.

Existing Funding Sources

Quimby Act: When residential land is subdivided, developers are required either to dedicate land for park purposes or pay in-lieu fees to be used for the purchase of park and recreation facilities. Quimby funds are to be used in the same general area in which they are collected and must be used within five years. Construction of trail segments in areas where Quimby fees have been collected do qualify for funding.

City-Wide Landscaping and Lighting District: This ordinance establishes an assessment on a per parcel basis to ensure funding for ongoing maintenance and rehabilitation of public landscape and lighting. Trail maintenance is eligible for funding.

Measure A Sales Tax: In Sacramento County, a half-cent sales tax increase was approved by voters to improve the local transportation system. The tax increase raises about $46 million annually county-wide. The City's share of these funds is calculated on a per capita basis. Approximately 63% of funds are designated for public road improvements and maintenance. Construction and maintenance of bike lanes are eligible for funding under this Measure.

Redevelopment Funds: The Redevelopment Agency receives revenue from the annual incremental property tax increase over that assessed at the time a redevelopment area is established. Trail segments and parkway facilities located in areas designated for economic and commercial redevelopment (Old Sacramento Docks Area and Southern Pacific/Richards Boulevard) are eligible for funding.

Transportation Development Act: In Sacramento County, one quarter cent of the retail sales tax is available for the purpose of funding transportation improvements. Two percent of this fund is earmarked for bicycle and pedestrian facilities.

Potential Funding Sources

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA): ISTEA is a federal transportation bill which authorizes the spending of $155 billion for FY 1992-1997. Four of the programs established under this bill relate directly to bicycle and pedestrian facilities:

Congestion Mitigation and Air Quality (CMAQ) Improvement Program and Surface Transportation Program (STP): Construction of bicycle transportation facilities and walkways; non-construction projects (route maps, bicycle safety, educational, and promotional programs) qualify for funding.

National Recreational Trails Fund: Development of urban trail linkages, maintenance of existing trails, restoration of areas damaged by trail use, trail facilities development, provision of access for people with disabilities, acquisition of easements, and fee simple title for property and construction of new trails are all eligible expenditures under this program.

Transportation Enhancement Activities Program: Ten percent of each state's STP funds are available only for activities which enhance the transportation system. Included in the list of activities which qualify for this program are: provision of facilities for bicyclists and pedestrians, landscaping and other scenic beautification, historic preservation, and archaeological planning and research.

Environmental Enhancement and Mitigation Program: Projects that offset environmental impacts of modified or new public transportation facilities and fall into one of the following criteria are eligible for funding: Highway landscape and urban forestry, roadside recreational or resource lands.

Land and Water Conservation Fund: Federal grants are available for acquisition, development, or rehabilitation of neighborhood, community or regional parks, or facilities supporting outdoor recreation activities. This includes both rivers and trails.

Environmental License Plate Funds: Grants are available for projects that preserve or protect the environment. Eligible projects include acquisition, restoration or enhancement of resource lands and development of interpretive facilities.

Habitat Conservation Fund Program: This program provides funds for a variety of habitat conservation projects including: habitat for rare and endangered species, wildlife corridors, and urban trails.

Public Resources Account of the Tobacco Surtax: A percentage of the tobacco surtax is set aside for environmental projects that involve acquisition and development. Projects must show some regional or state significance and be submitted by the local legislator.

Kapiloff Land Bank Funds: Acquisition of land for trails and other resources are available for projects located in the same general area in which funds from land boundary settlements have been received.

Public/Private Partnership Opportunities

With the reduction of available funds, partnerships with private interests are becoming an increasingly important tool for implementation of projects at all levels of government. Implementation of the Parkway will be greatly enhanced by the involvement of private citizens, community and nonprofit organizations, and businesses. Below are some of the opportunities available to inspire public-private cooperation for the Parkway.

Nonprofit Advocacy Organization

One of the ways to provide for the continuity of the Parkway goals is to organize a nonprofit advocacy organization or develop the support of an existing nonprofit. This group's main function would be to solicit funds to support ongoing maintenance of trails as well as initial trail development. Such an organization can solicit funds directly and apply for certain types of grants not available to a public agency. An advocacy organization could also work with private landowners interested in donating portions of their property for extension of the Parkway.

An organization could be used as an advisory body to the Neighborhood Services Department on issues related to the Parkway including use of volunteers, educational opportunities, tours, etc. Existing groups which may be interested in this type of role include Friends of the River Foundation and Sacramento River Preservation Trust.

Adopt-A-Trail Program

An Adopt-A-Trail Program could be established from the Department's already successful volunteer program. Opportunities could be made available for neighbors, community service groups, fraternal, special interest clubs, schools, and businesses to get involved in the preservation and protection of the Parkway resources by providing volunteer services and in-kind donations. These services might include park maintenance (weed abatement, litter pickup), security patrols (formation of Neighborhood Watch groups for segments of the Parkway), and docent tours. In-kind donations of labor and/or materials could be donated by businesses with interest in the Parkway or those located near the Parkway.

All volunteers providing services would be carefully screened and trained by the Department in accordance with volunteer program criteria and guidelines. Volunteers would be used to supplement existing city maintenance and security crews not to supplant them.

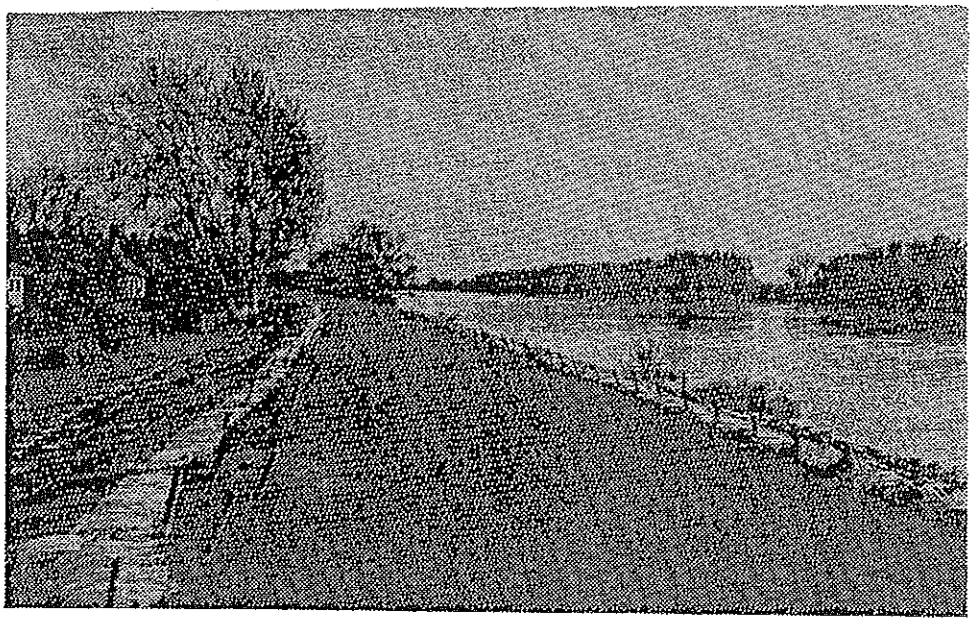
Gifts To Share

The Parkway should become part of the annual Gifts to Share Catalog which serves park, recreational, and cultural entities of the City. Gifts to Share provides a convenient way to contribute to the development and/or maintenance of the Parkway by presenting those needs in a catalog format. Gifts could range from a linear foot of native, riparian plant species to a mile of paved trail. Appropriate signs and/or plaques would recognize the gift and the donor.

Charitable Contribution Campaign

Individuals could become a part of the Parkway effort, once a nonprofit is formed, by making payroll deduction contributions to the nonprofit. The nonprofit would need to become involved with the City's Charitable Contribution Campaign as well as other campaigns of other major companies. In this way an individual can make small contributions each payday that will add up to a big donation at the end of the year. Funds could be used for maintenance, operations, and improvement projects.

Chapter 7
Operations And Maintenance



Levee Maintenance • North Pocket Area

Seymour Park • Pocket Area

CHAPTER 7
OPERATIONS AND MAINTENANCE

Operations and maintenance (O&M) responsibilities, issues, and costs are described in this chapter. Costs for Parkway O&M were primarily based on the development strategy for the Parkway as described in **Table 7-1, "Estimate of Annual Parkway Maintenance and Operation Costs (1993 Dollars)"**, which is provided at the end of this chapter. It is important to bear in mind that costs change through time and are provided only as a general measure of relative cost.

Maintenance Responsibility

Presently, the flood control maintenance responsibility for the Parkway segment of the Sacramento River is handled by the City of Sacramento and the State Reclamation Board through its maintenance district.

Responsibility for the basic operations and maintenance of the Sacramento River levee system is presently shared by the City, State, and special districts, (e.g., Reclamation District 1000) through an agreement with the State Reclamation Board. Reclamation District 1000 provides operations and maintenance for the Sacramento River levees north of the confluence of the Sacramento and American Rivers. (The American River Flood Control District is responsible for the operations and maintenance for the American River levees.) The City of Sacramento is responsible for the area between Discovery Park and Sutterville Road. The State Reclamation Board is responsible for the maintenance of the levee from Sutterville Road south to the southern Sacramento City limits. The maintenance work performed by these two agencies is generally to prevent erosion of the levee, maintain the levee area in a condition for ease of inspection, and inspection of the levee during high water periods.

State Reclamation Board. The Reclamation Board has a maintenance easement over the Sacramento River levee which extends from 10 feet landward of the landside toe of the levee over the levee and to ten feet waterward of the waterside toe of the levee. The Reclamation Board is on record as favoring a single agency being responsible for flood preventive maintenance and also for the proposed Parkway maintenance of the entire length of the Parkway. The Reclamation Board presently is opposed to the construction of security fencing running parallel along the crown of the levee. The primary reason for the Board's objection to fencing is that it makes inspection of the levee more difficult and may hinder flood prevention measures. Principally, the Board is concerned that such fencing would result in increased maintenance and flood prevention costs.

Should another agency assume full responsibility for the maintenance of the levee and the Parkway, the Reclamation Board then would have no objections to such fencing. Ideally,

the Reclamation Board would like the City of Sacramento to assume the maintenance responsibility for the entire length of the Parkway, but there is no funding for such a proposal.

City of Sacramento Currently, the City maintains the levee from the American River south to Sutterville Road, but is unable to assume additional levee maintenance responsibility due to budgetary constraints. The City currently maintains all existing recreational developments in the Parkway and will continue to do so.

> **Police Patrol**: The City Police Department will respond to calls for service, regardless of whether the property is publicly or privately owned. However, routine patrol (as funds allow) will be restricted to publicly owned land.

Sacramento County The County maintains the American River Parkway and its Bikeway. The Sacramento River Parkway is directly linked to the American River Parkway by the Jibboom Street Bridge. The County is experienced and familiar with the maintenance of a river parkway.

At present, however, the County has not formally indicated a desire to actively participate in development or maintenance of the Sacramento River Parkway beyond recognition in the County General Plan that such a development is desirable and in conformance with existing and proposed goals of the County.

Operations and Maintenance Issues

The well-planned and efficient operation, management, and maintenance of the Parkway is crucial to the Parkway's existence as a public resource. Many of the O&M issues are dependent upon the coordination between the City and other O&M entities. Some of the operations and maintenance issues are discussed below.

> **Hours of operation** - In general, the hours of operation of the Parkway trails and park sites will be from sunrise to sunset. Although there may ultimately be some dispute as to the exact time of sunrise or sunset on any given day, this general policy allows the maximum flexibility during the summer when daylight savings time is in effect.
>
> **Litter removal** - Trash containers will be placed at all access points along the Parkway. City staff will empty trash containers and remove litter from the Parkway on a weekly basis. Prior to the beginning of the peak usage period (April through October), staff may organize a community litter pick-up day along specific segments of the Parkway.

Gate opening and closure - City staff is responsible for the opening and closing of gates which provide access to the Parkway bike trail. The major recreation areas, such as Sand Cove and Garcia Bend, which serve as major access points to the parkway, will also have gates to restrict access after hours.

Response to emergencies - Emergency situations observed along the Parkway should be reported immediately by using the nearest callbox. Callboxes provide a direct line to the Police dispatcher (not the 9-1-1 operator). The nearest squad car or emergency vehicle in the area will respond to the call.

Levee maintenance schedule - The Sacramento River levee system is inspected for problems at least twice a year (before and after the flood season) by the Army Corps of Engineers and the State Reclamation Board.

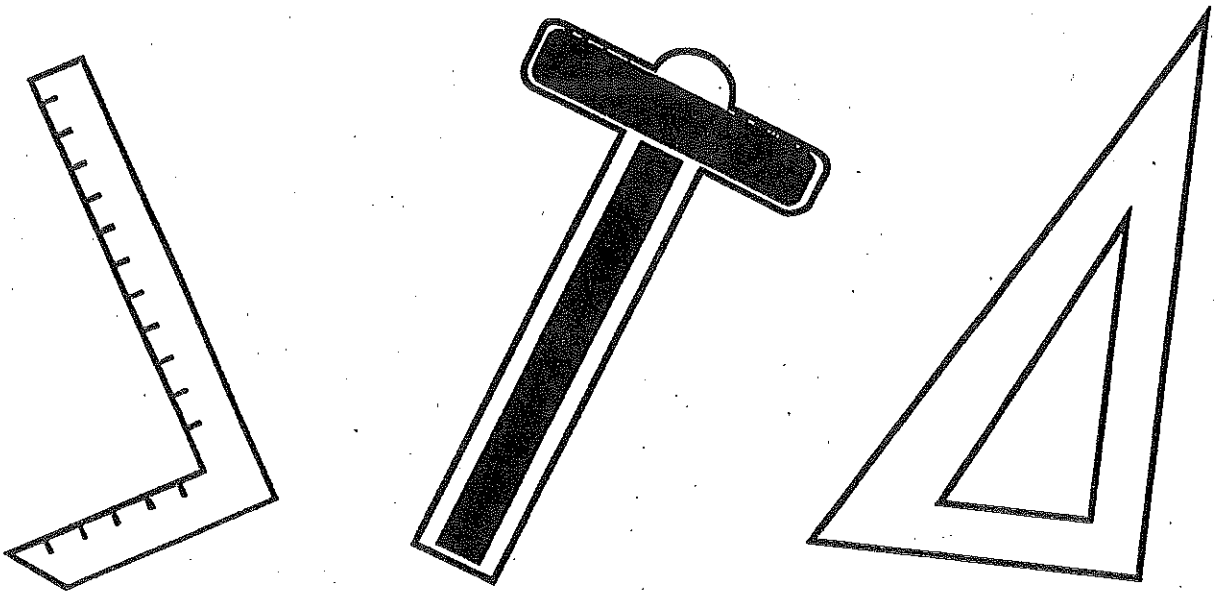
TABLE 7-1
ESTIMATE OF ANNUAL OPERATION AND MAINTENANCE COSTS
SACRAMENTO RIVER PARKWAY PLAN
(1993 Dollars)

O&M CATEGORY	SHORT-TERM	LONG-TERM
Trail Maintenance	$14,000	$70,000
Sign Repair/Replacement	$2,000	$14,000
Call Box Service	N/A	$9,500
Rest Area Maintenance	N/A	$15,000
Special Security	N/A	$100,000
TOTAL	$14,000	$208,500

Assumptions:

1) Trail Maintenance @ $4,000/mile: includes sweeping and litter pick-up every two weeks during peak use periods.
2) ⅓ of Directional Signs will need replacing each year at a cost of $2,000 each sign
3) Maintenance of amenities paid for by developers must have an identified funding source before acceptance
4) Reserve officers (3) would be added when on-levee trail is opened through the Little Pocket to Pocket Canal segments. Assumes 3 reserve officers (in additional to existing patrols for the area), who would work only during peak periods (weekends/holidays, April to October).
5) On-street trails do not incur a significant additional maintenance cost
6) Volunteer groups will be recruited to supplement maintenance of trails

Chapter 8
Design Concepts

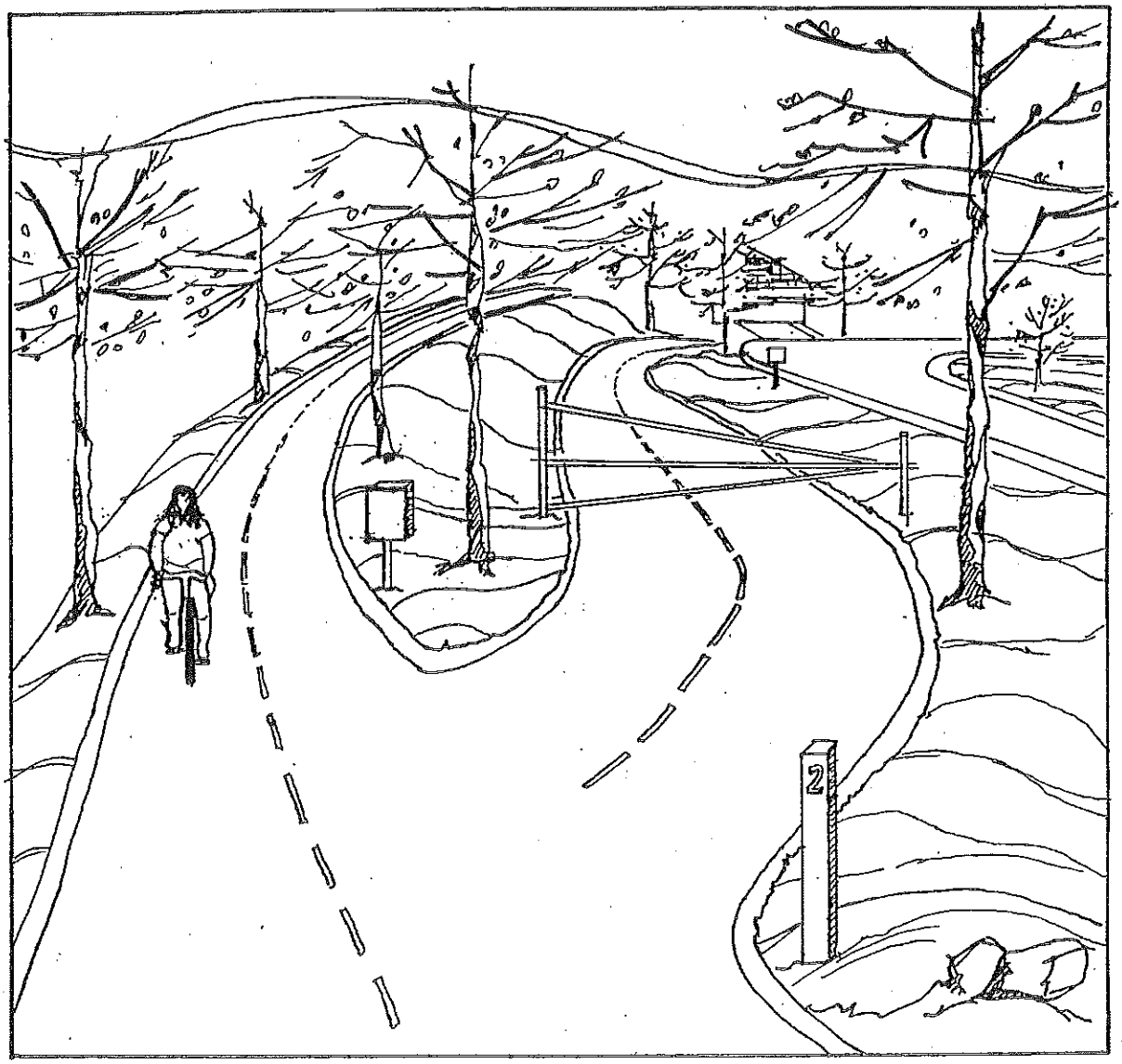


CHAPTER 8
DESIGN CONCEPTS

This chapter provides conceptual designs for Parkway facilities. Some of the facilities need to be developed in coordination with other agencies. Trail design and engineering are not discussed in this chapter since they are determined by State and City standards depending upon use. Conceptual designs for signage, fences, gates, landscaping, and interpretive kiosks are covered in this section. Diagrams 8-1 through 8-7 depict conceptual designs for Parkway facilities.

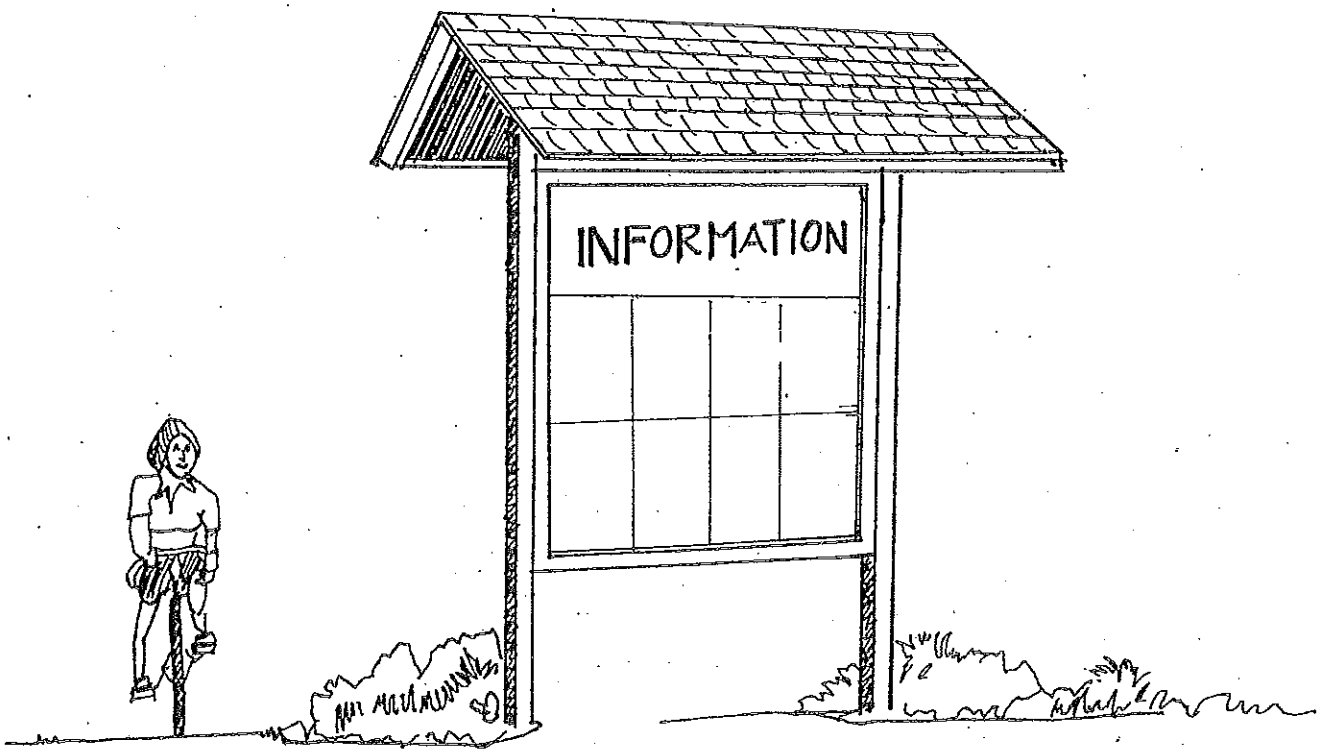
The design and construction of trails, fences, gates, and landscaping for the Parkway must be coordinated with the State Reclamation Board, the agency in charge of levee maintenance. Design of commercial structures to be built within the Parkway boundaries must be consistent with Parkway policies contained in the "Development Policies" section of the Parkway Plan. Specific building design may be subject to Design Review.

DIAGRAM 8-1: TYPICAL ACCESS RAMP



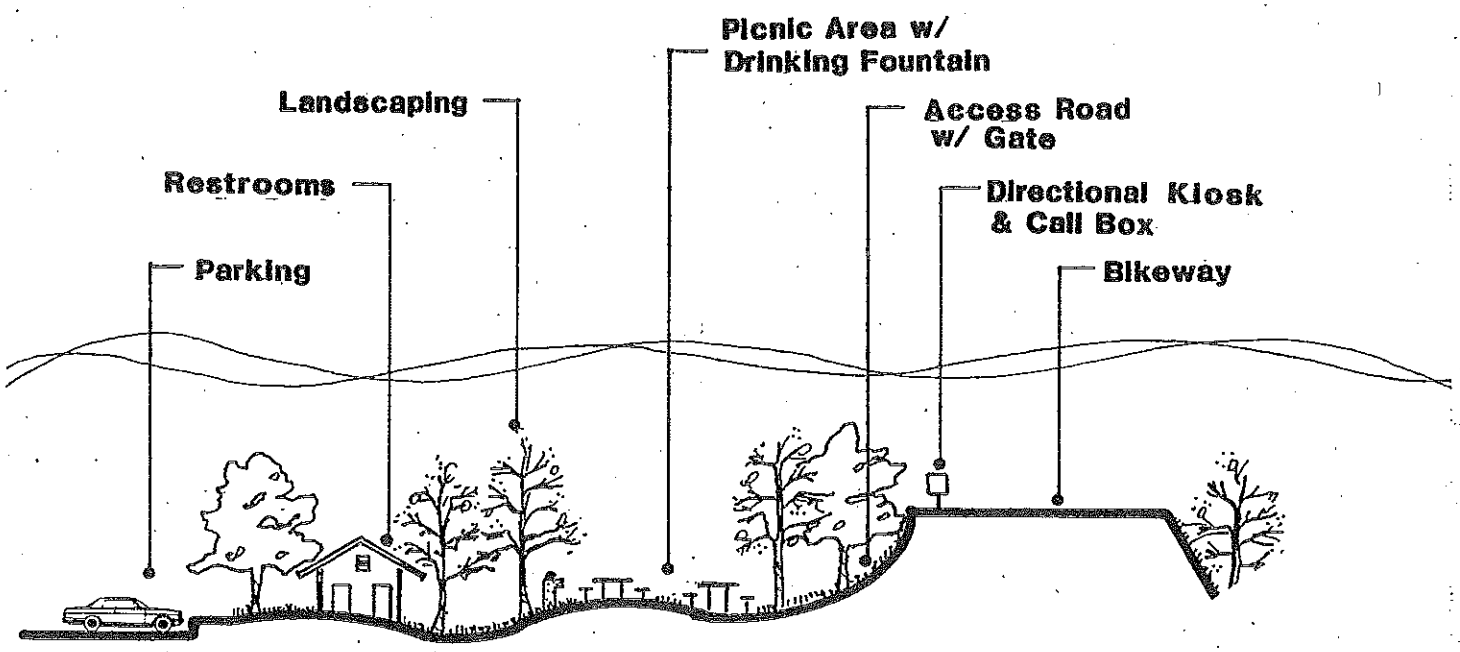
This diagram represents a typical access ramp along the parkway. Its features include: gated entrance, emergency callbox, directional sign, and mile marker.

DIAGRAM 8-2: INTERPRETIVE KIOSK



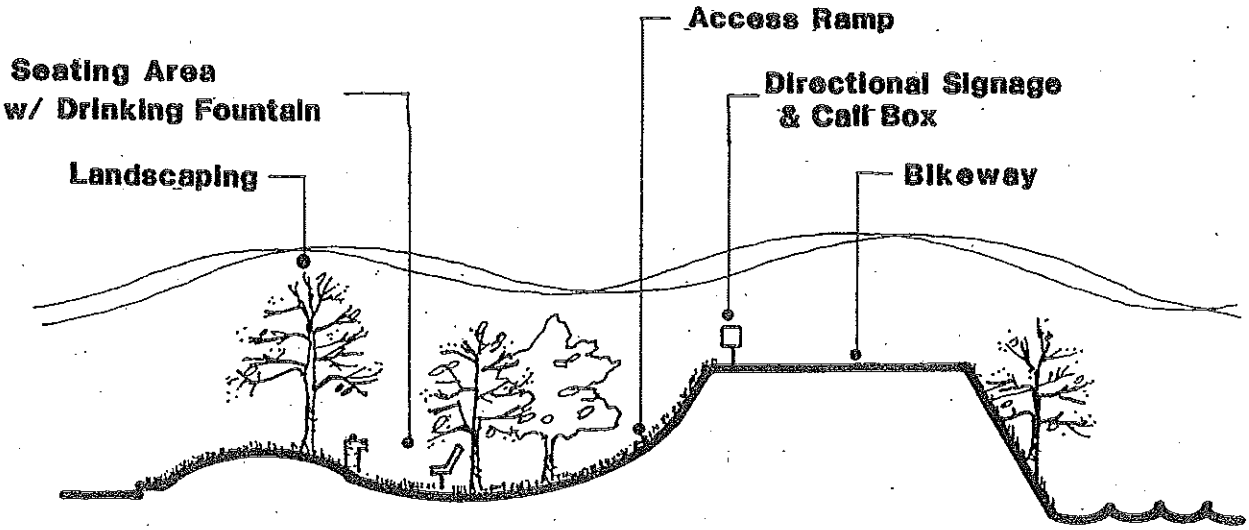
This diagram depicts the type of informational kiosk that may be appropriate for major access points. Information would include directions, park rules and regulations, map of access points, historical and/or educational information.

DIAGRAM 8-3: MAJOR ACCESS POINT



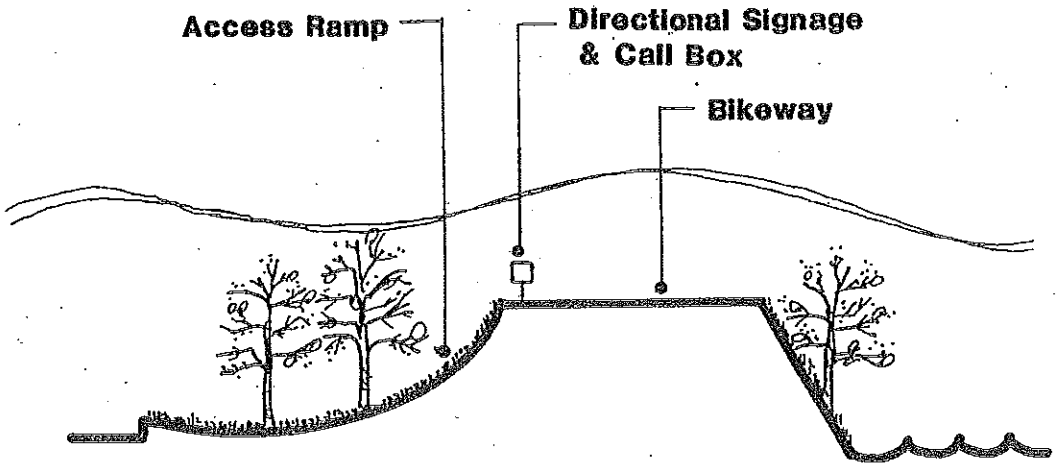
A typical major access point would include all or most of the features above. Major access points as proposed include: San Cove Park, Old Sacramento, Sacramento Marina/Miller Park, Garcia Bend Park, and Freeport Reservoir.

DIAGRAM 8-4: INTERMEDIATE ACCESS POINT



A typical intermediate access point would include all or most of the features above. Intermediate access points as proposed include: Tiscornia Park, Riverside Rest Area, Riverside Blvd. Access, Zacharias (Seymour) Park, North Point Way Access, Arabella Way Access, Pocket Canal, and Shore Park.

DIAGRAM 8-5: NEIGHBORHOOD ACCESS POINT



A typical neighborhood access point would include all or most of the features above. Neighborhood points as proposed include: DaRosa Point, Sleepy River Access, and an additional access point somewhere between Arabella Way and Pocket Canal.

DIAGRAM 8-6: TYPICAL ON-STREET BIKE LANES

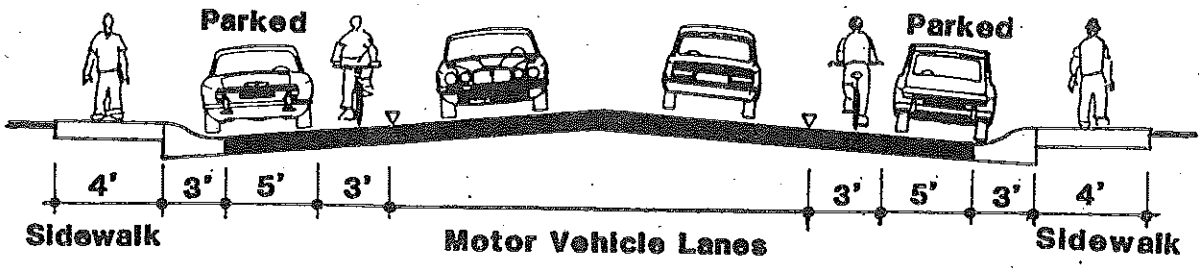
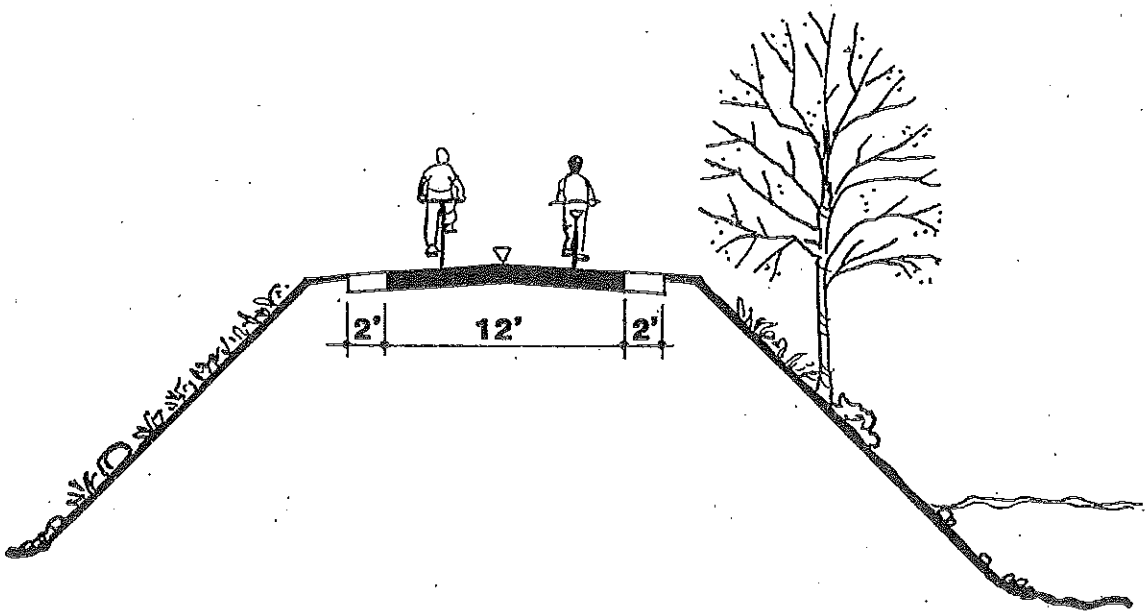


DIAGRAM 8-7: TYPICAL ON-LEVEE BIKE LANES



APPENDIX A - GOVERNMENTAL ASSESSMENT

Interjurisdictional Responsibility

Within the Sacramento River Parkway Plan area, a number of federal, state, and local agencies possess various regulatory authority. In order to explain the complexity and the multitude of jurisdictions involved, this appendix identifies and briefly describes the agencies and their authority.

The agencies mentioned are categorized into two groups: (a) regulatory agencies, and (b) reviewing agencies. The listing of the agencies and their responsibilities pertains to the planning and development of the Parkway.

Regulatory Agencies:

Agencies which govern or control the planning, development and uses of the river and land areas within the Sacramento River Parkway are as follows:

U.S. Army Corps of Engineers

Regulates any work such as dredging, drilling, filling, and any structures located in or over any navigable waterway to mean high water.

U.S. Coast Guard

Regulates any bridge over a navigable waterway, regattas and marine parades, and placement of buoys.

State Reclamation Board

Regulates any work within the limits of any authorized flood control project or any plan of reclamation for the control of floods.

State Lands Commission

Regulates any use of land beneath the ordinary high water mark prior to levee formation along any navigable water way.

California Department of Transportation

Regulates the use of any access through highway and freeway rights-of-way and easements.

State Department of Water Resources

Regulates the development, maintenance, and recreational use of water facilities and flood control works, including levees.

State Levee Maintenance District #9

Under the direction of the State Reclamation Board, the District is responsible for maintaining the levee portion South of Sutterville Road.

State Department of Parks and Recreation

Responsible for acquiring, operating, and managing units of the State Park System for use and enjoyment by the public.

State Department of Fish and Game

Responsible for the broad protection and management of fish and wildlife resources of the State. This involves protection of the fish and wildlife species and the environment upon which they depend.

Regional Water Quality Control Board

Regulates discharge of waste into any waterway.

City of Sacramento

The City of Sacramento -- through the City Council and Planning Commission -- governs and regulates the activities and land uses on public and private lands within the City of Sacramento, in order to protect the health, safety, and well being of the public. Specifically, the following departments are directly involved with the Sacramento River Parkway:

1) Sacramento City Utilities Department maintains the levee portion between Discovery Park and Sutterville Road.

2) Neighborhoods, Planning and Development Department regulates land use and zoning as it relates to present and proposed uses to be made of the levee and adjacent properties.

3) Neighborhoods, Planning and Development Department administers recreational activities, park facilities, and their maintenance.

4) Real Estate Division of the Public Works Department administers gaining of right-of-way easements, purchase, and sale of lands.

5) Police Department enforces the laws affecting public use of the Parkway and the protection of life and property.

6) Fire Department is responsible for fire prevention and suppression, and the protection of life and property.

7) Engineering Division of the Public Works Department administers the planning, design, and construction of public improvements to insure adherence to required standards and regulations.

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