

# Sacramento, California

## Equitable Transit-Oriented Development

A ULI Advisory Services Panel Report

September 23–28, 2018



**COVER PHOTO:** The underused parking lots at the Florin transit station were one of the focus areas for the panel. (Sacramento Area Council of Governments)

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2001 L Street, NW  
Suite 200  
Washington, DC 20036-4948  
[uli.org](http://uli.org)

# About the Urban Land Institute

**THE URBAN LAND INSTITUTE** is a global, member driven organization comprising more than 42,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific region, with members in 81 countries.

ULI's extraordinary impact on land use decision-making is based on its members' sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2018 alone, more than 2,200 events were held in about 330 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at [uli.org](https://www.uli.org). Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

# About ULI Advisory Services

**THE GOAL OF THE ULI ADVISORY SERVICES** program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies.

Since 1947, this program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 100 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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# Acknowledgments

This panel would not have been possible without the sponsors and agency partners, including the Sacramento Council of Governments, the Sacramento Municipal Utility District, Sacramento Regional Transit, and Sacramento Metropolitan Air Quality Management District. The ULI advisory panel was also supported by key public officials, including U.S. Rep. Doris O. Matsui; Sacramento City Council members Jay Schenirer and Larry Carr, who represent districts in the study area; and Sacramento County supervisor Patrick Kennedy, as well as business improvement district leaders Corey DeRoo for the Florin Road Partnership and Bill Knowlton for the Mack Road Partnership.

The panel also would not have been possible without the financial support of the 10-Minute Walk Campaign, a collaborative effort among the Urban Land Institute, The Trust for Public Land, and the National Recreation and Park Association to increase access to urban parks nationwide.

Special appreciation goes to Sacramento Area Council of Governments staff members Kacey Lizon, Jennifer Hargrove, and chief executive officer James Corless.

Finally, thank you to ULI members and ULI Sacramento director Mary Sater. This report, the briefing materials, tour, interview, and assignment, would not have been possible without the many hours spent preparing for the panel. Finally, the panel would like to thank the residents, business, community leaders, and elected representatives from Sacramento who shared their perspectives and insights during the week of the panel's interviews. The panel felt welcomed and inspired by the passion and commitment of Sacramento residents.

*Corey DeRoo (far left), Florin Road Partnership, and Bill Knowlton (far right), Mack Road Partnership, lead the panel on a tour of the study area.*



Phil Kampel/ULI

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# About the 10-Minute Walk Campaign

**PARKS ARE ESSENTIAL** to the physical, social, environmental, and economic health of people and communities. Parks help expand the economy by attracting homebuyers, tourists, and highly talented workers. They protect the environment, provide space for the enjoyment of arts and nature, and make people healthier, happier, and more connected.

Despite these known benefits, however, research shows that one in three Americans—more than 100 million people—do not have a park within a 10-minute walk of their home. That's why ULI has partnered with The Trust for Public Land (TPL) and the National Recreation and Park Association (NRPA) on the 10-Minute Walk Campaign, a nationwide movement launched in October 2017 to ensure that there is a great park within a 10-minute walk of every person, in every neighborhood, in every city across the United States. The 10-Minute Walk Campaign is generously supported by The JPB Foundation.



So far, the 10-Minute Walk Campaign has been endorsed by more than 220 U.S. mayors—from across the political spectrum and from cities large and small—who have committed to working toward universal park access. ULI, TPL, and NRPA will be working with partners in select cities on measurable policies and strategies to advance the 10-Minute Walk vision. This includes Advisory Services panels.

Success in this work will require the expertise, creativity, and close collaboration of public and private-sector leaders. ULI has a powerful role to play in catalyzing its members, networks, and partners around a vision of a green, sustainable, connected, and resilient future for all people.



*The Prairie Line Trail in Tacoma, Washington, created a vital link in Tacoma's active transportation system, helping support transit use and reduce automobile dependency.*

PLACE

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## Background and the Panel's Assignment

IN SEPTEMBER 2018, A ULI ADVISORY SERVICES PANEL toured neighborhoods in South Sacramento, California, and met with more than 75 city and county officials, local business leaders, residents, and others to study two light-rail station areas, listen to stakeholders, and offer strategies for equitable transit-oriented development (TOD) that could leverage existing community assets and infrastructure to improve physical, social, and economic conditions.

*Hampton Park in South Sacramento near the Meadowview Station.*

The four sponsors—Sacramento Council of Governments (SACOG), Sacramento Municipal Utility District (SMUD), Sacramento Regional Transit (SacRT), and Sacramento Metropolitan Air Quality Management District (SMAQMD)—asked the ULI panel to outline a plan for kick-starting a retrofit of the two transit-adjacent neighborhoods into transit-oriented neighborhoods. The panel was also supported by key public officials, including U.S. Rep. Doris O. Matsui; Sacramento City Council members Jay Schenirer and Larry Carr, who represent districts in the study area; and Sacramento County supervisor Patrick Kennedy, as well as business improvement district leaders Corey DeRoos for the Florin Road Partnership and Bill Knowlton for the Mack Road Partnership.

The 10-Minute Walk Campaign, a national initiative sponsored by ULI, the National Recreation and Park Association, and The Trust for Public Land to promote the idea that everyone in urban America should have a high-quality park within a 10-minute walk from home, also joined in the panel process.

In reenvisioning the study area, the sponsors wanted to ensure that Sacramento could make the most of its federal, state, and local investments in public transit and include these neighborhoods in the region's economic growth. Their goal is to promote equitable, healthy, and inclusive community development that fosters jobs and income growth, diverse housing options, including affordable housing, and good health outcomes and healthy neighborhood amenities.

They sought a development plan that would offer more convenient access to transit, housing, jobs, shops and services, and parks and recreation facilities. They wanted this access to focus on active transportation options such as safe sidewalks, bike lanes, and trails to support residents' health, increase transit ridership, and reduce greenhouse gas emissions.

Finally, they requested a plan that would minimize economic and physical displacement of current residents and businesses.



Ralph Núñez/ULI

Panelists tour the Florin transit station.

## The Panel's Assignment

The sponsors' questions for the panel included the following:

- How can parks, open spaces, and active connections to transit be part of local infrastructure and community development plans?
- How should Sacramento reinvigorate existing infrastructure (physical, social, and economic) to grow an equitable, transit-oriented community around these light-rail stations?
- Which efforts should the public and private sectors partner on to accomplish early, mid-term, and long-term changes?
- With increasing home costs, how could the cost of new housing be balanced with the need for affordable housing?

To address these questions, ULI convened a panel including some of the nation's best minds in TOD, economic development, social equity, affordable housing, parks and open space, landscape architecture, retail, and finance.

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## WHAT IS EQUITABLE TOD?

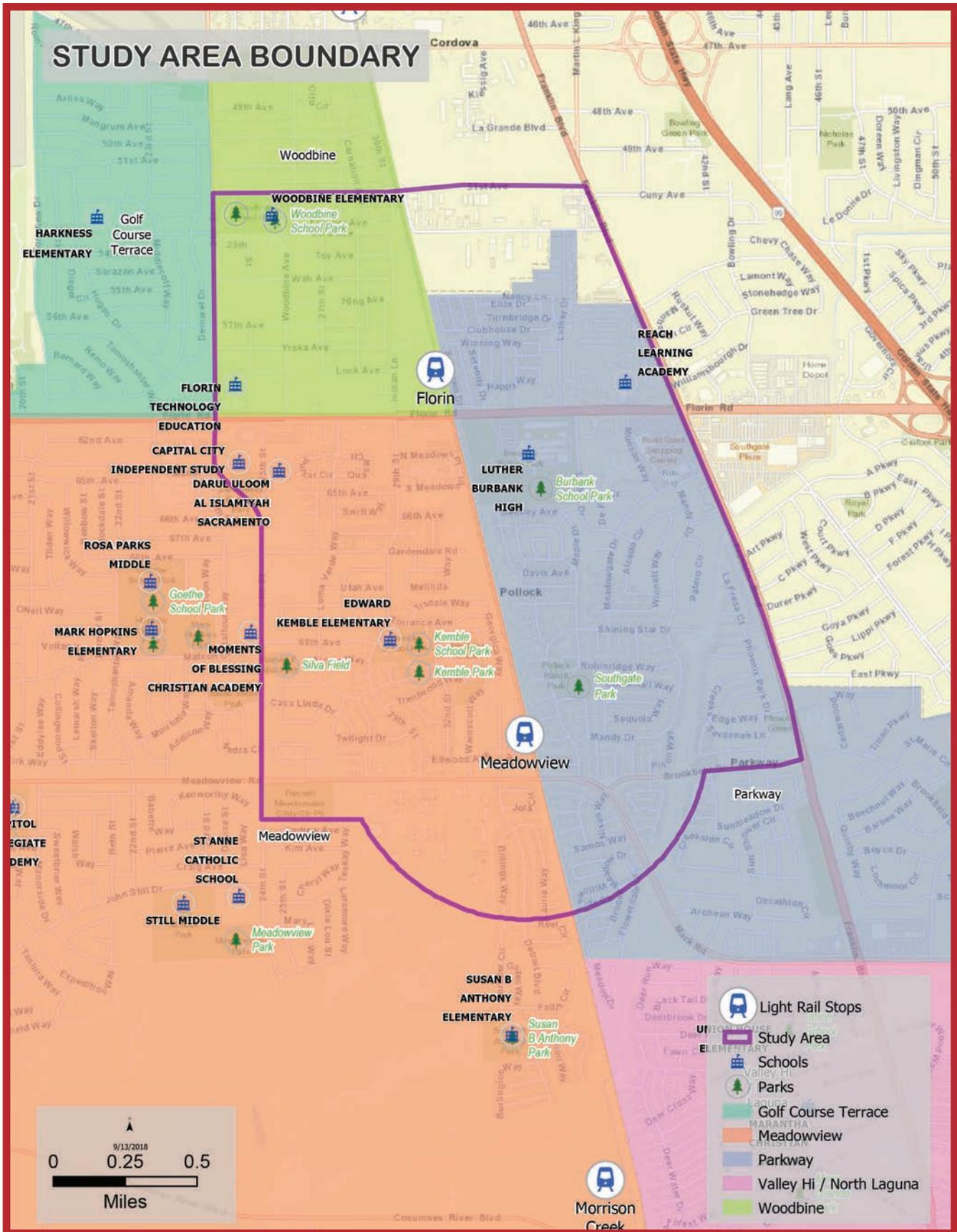
*Transit-oriented development* is a type of urban development that maximizes the amount of residential, commercial, and other uses within walking distance of a public transit stop or station. Higher-density mixed-use buildings are located closest to transit and within a radius extending between one-quarter and one-half mile from the station. A pedestrian-friendly TOD street plan encourages walking, biking, and other multimodal transportation modes, thus providing "last mile" options for access to the station.

*Equitable TOD*, according to Enterprise Community Partners, combines the TOD approach with an equity lens to ensure that development serves those who most stand to benefit, and investments and cost savings are greatest for the public and nonprofit institutions that serve users of public transportation. It supports mixed-use development that incorporates affordable housing near high-quality public transit to benefit residents and bolster ridership goals of transit agencies. Equitable TOD, also referred to as eTOD, aims to create and support "communities of opportunity," where residents of all incomes, ages, races, and ethnicities participate in and benefit from living in healthy, vibrant, connected places served by transit.

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## The Study Area

The four-square-mile study area, located about eight miles south of Sacramento's central business district, centers on the 20-acre Florin and 15-acre Meadowview light-rail stations. The study area is bounded by 52nd and 51st avenues on the north, 24th Street on the west, and Franklin Boulevard on the east. The northeast corner of the study area includes a portion of unincorporated Sacramento County. The southern boundary extends south of Meadowview Road and Mack Road and runs through residential neighborhoods and California state properties. The Meadowview station is about 0.3 miles northeast of Interstate 5 and 2.2 miles west of Highway 99.



Sacramento Area Council of Governments

The study area in South Sacramento with Florin and Meadowview transit stations.

The two light-rail stations are side-platform stations with large park-and-ride lots and bus transfer facilities. The stations opened 15 years ago as the next-to-last (Florin) and final (Meadowview) stops on the Blue Line from downtown Sacramento. Built on the Union Pacific Railroad right-of-way, the Blue Line is a key transit route in the SacRT system. In 2015, SacRT extended the Blue Line to newer suburban communities farther south. Now at midpoint, the stations have large, mostly empty commuter parking lots and need improvements for access, safety, and comfort. The study area's largest concentrations of undeveloped or underdeveloped land, such as the parking lots, are located next to or near the stations and owned by SacRT, which is actively marketing the land for sale or joint-use development.

The two stations are located on Florin Road and Meadowview Road. These busy east–west automobile-oriented corridors contain the study area's concentrations of retail and commercial, as well as office, light industrial, and other uses. Florin Road, a major commercial corridor with 1970s and 1980s-era retail strip malls, was called “auto-dealership row” until the car dealers headed south as newer suburbs such as Elk Grove were developed.

Florin Road now features many smaller-scale businesses, such as fast-food restaurants and nail salons, a county human services facility, a public transportation agency, and a high school. About 1.5 miles south of Florin Road, Meadowview Road is more residential in nature but also has facilities such as federal and state buildings, the city's solid waste facility, a Job Corps office, and a community center.

Arriving at Florin station by light rail on the panel's first full day, panel members took a walking tour along Florin Road and Franklin Boulevard, busy four-lane arterial roads whose sidewalks are narrow, poorly maintained, and obstructed by



*Florin Road approaching the Florin station.*

Sacramento Area Council of Governments

utility poles and other barriers. Sacramento is a Sterling Tree City USA and is rated as having one of the top 10 urban forests in the country, but South Sacramento offers little shade for pedestrians on a sunny 90-degree day.

At the panel's first stop at Luther Burbank High School, under the shade of large trees and lawn recently planted in the courtyard by volunteers, panel members heard the principal, student leaders, and an educator involved in after-school programs talk about the need for training local students for good-paying jobs in their community. They also praised the value of trees, parks, and healthy places for young people to gather and participate in recreational activities.

The school's courtyard was one of few public places where students and community members could enjoy the beauty and shade of trees and irrigated lawn, which educators said were “therapeutic” in a largely concrete urban environment. One stakeholder noted “an inequity of trees” in South Sacramento compared to the wealthier neighborhoods that benefit from shady parks and street trees.



*Panelists hear from Councilmember Jay Schenirer and students at Luther Burbank High School.*

Leroy Moore/ULI

A bus tour of neighborhoods around the two stations included the Florin Towne Center, the Southgate shopping center, and Job Smart, with 85 minority- and women-owned businesses. The panel also toured and met with tenants of the Arts and Business Complex on 24th Street and Florin Road, which houses 65 minority-owned businesses, including the Sojourner Truth Art Museum and Multicultural Center, the Rose Family Creative Empowerment Center, Focus on Family, Fine Arts Academy, Women, Infants and Children (WIC) store and food bank, a church, and other local institutions.



Phil Kampel/ULI

*The Sojourner Truth Multicultural Art Center is a community landmark in the South Sacramento study area that provides programming for the community.*

The following day, the panel interviewed 75 local stakeholders at the Sam and Bonnie Pannell Community Center on Meadowview Road. The stakeholders included residents, elected officials, business owners, community activists, educators, religious leaders, health care administrators, arts and culture leaders, and city and county staff from planning, housing, social services, transportation, public works, and police departments, as well as key staff from SacRT, SACOG, SMUD, and SMAQMD. During the week, panelists also used chance encounters with Uber and Lyft drivers, people they met on the street, and others from the study area to learn about living, working, transportation, and quality of life in the station area neighborhoods.

## The Panel's Considerations

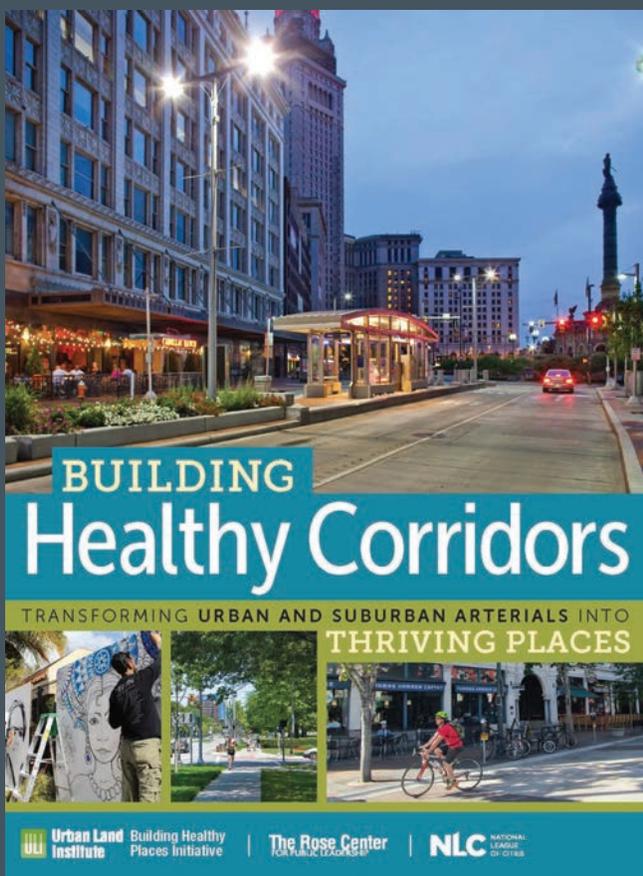
As part of its work, the panel considered the following factors identified by the sponsors:

- **Decline of commercial corridors:** Over two decades of disinvestment along the commercial corridors have left many blighted, vacant, or underused buildings and lots. Some successful locally owned small businesses exist, such as ethnic fast-food restaurants, but no department stores, sit-down restaurants, grocery stores featuring fresh, healthy food, and few opportunities for cross shopping.
- **Decline of transit ridership:** The challenges of low housing density and lack of connections to jobs, along with increasingly popular transportation options such as ride-hailing, have led to declining ridership in the study area.
- **Increasing population:** The study area's population of 19,400 has increased by 2,000 residents since 2010. The average household size is 3.52 people, compared with the city's average of 2.5. Over one-quarter of households have five or more people. The study area also has many more younger people than the city as a whole—some 44 percent of residents are under age 25. More housing options, including affordable and senior housing, with a greater variety of housing types, are needed to accommodate a diverse and growing population.
- **Rising housing costs:** The regional and state housing shortage has created significant housing pressures, and Sacramento is seeing an influx of new residents from higher-priced coastal cities. Construction costs continue to rise. Although rents and home prices in the study area are relatively affordable compared with the rest of the city and county, these neighborhoods are at risk of displacement in the near future caused by "aging out" of longtime homeowners. Gentrification and displacement are already happening in nearby neighborhoods.
- **Increasing income gap:** The Great Recession hit the Sacramento region especially hard with job and income losses. Although the region has recovered the number of jobs lost, lower-income households have not regained the income they lost. The types of jobs are different, also: the study area's jobs are mostly lower-paying service or white-collar jobs. The area has fallen behind the region on a number of indicators, including income and educational attainment. Unemployment rates are much higher in these neighborhoods, especially among younger residents.
- **State, regional, and local sustainability goals:** Sacramento is one of the nation's 10 worst metropolitan areas for air quality because of vehicle travel. The region has been under federal oversight for poor air quality, and the state, regional, and city and county governments are trying to reduce vehicle miles traveled and greenhouse gas emissions by increasing transit ridership and encouraging more active multimodal transportation options.

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## Building Healthy Corridors

Automobile-centric commercial corridors exist in nearly every community in the United States. These roads typically have wide lanes, high-speed traffic, inadequate infrastructure for pedestrians and bicyclists, and land uses that may not support the needs of people who live in neighborhoods adjacent to the corridors. The presence of these commercial corridors is a challenge for many communities.



Taking a health-focused approach to the redevelopment of these commercial corridors considers how the street itself supports the daily needs and affects the health of all who live, work, and travel along it. Rather than looking at just the street, the healthy corridors approach also considers impacts to the overall health of the surrounding community, including supporting opportunities to be physically active and access healthy food. The approach considers safety, housing affordability, transportation options, environmental sustainability, and social cohesion, as well as physical modifications that would link residents to the corridor and improve connections to jobs and other parts of the community.

Understanding a wide range of baseline factors, including the demographics of communities surrounding the corridor, transit access and car ownership, market conditions, types of land uses and businesses, and community needs and interests—as well as sidewalk, travel lane, intersection, and other physical infrastructure—is critical to uncover the opportunities to transform the corridor into a more health-supporting area.

For more information on what constitutes a healthy corridor, case studies from corridor redevelopment projects across the United States, and lessons learned from communities that participated in ULI's Healthy Corridors project, visit [uli.org/healthycorridors](http://uli.org/healthycorridors).

## The Panel's Key Recommendations

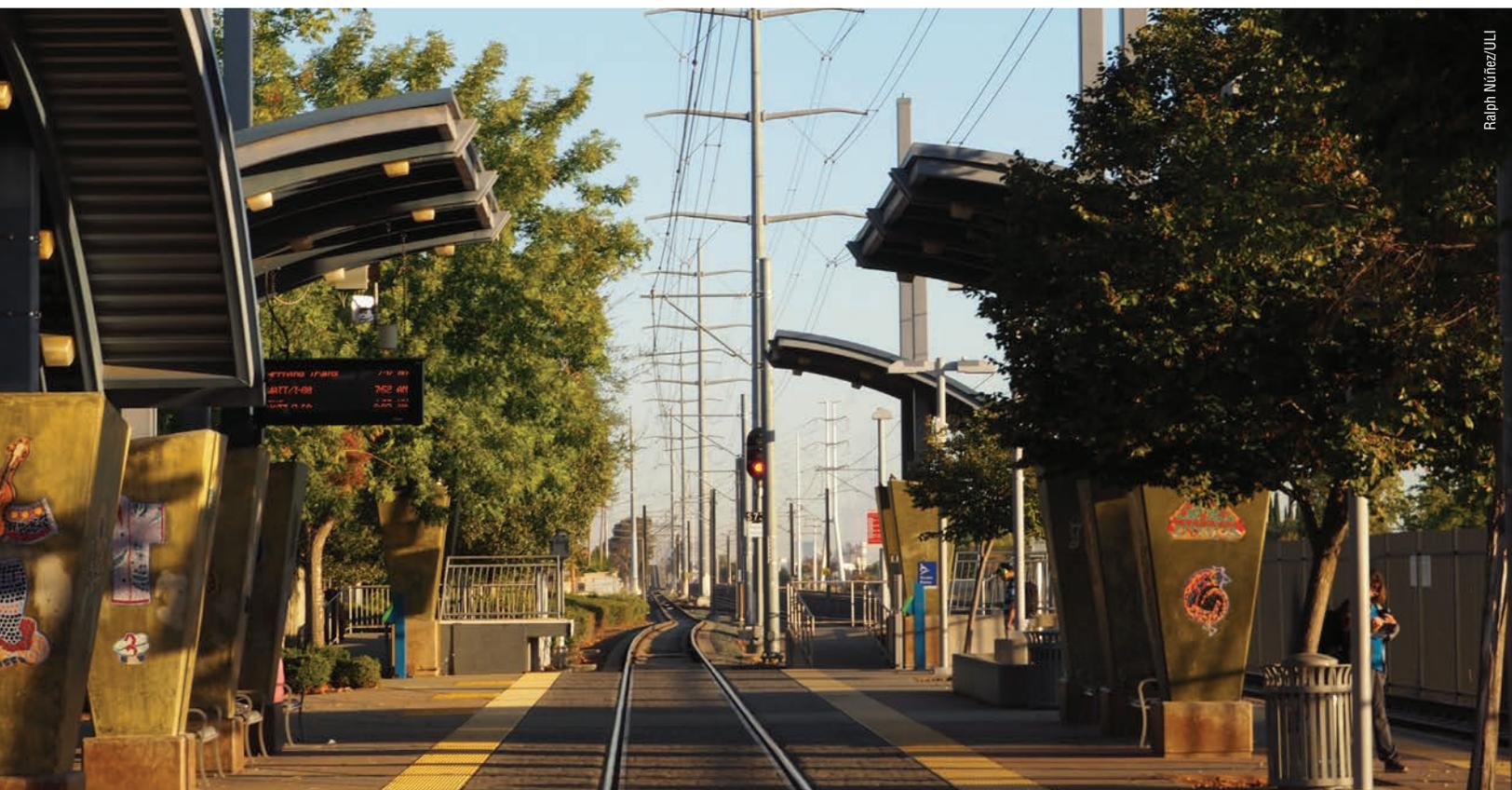
The panel identified six themes for equitable development on the basis of the study area tour, stakeholder interviews, and their review of reports, studies, ordinances, master plans, and demographic data. These themes included the need for improved public health and safety, youth programs and education opportunities, more affordable housing, better access and connectivity through transportation options, enhanced quality of life and culture, and job creation, training, and entrepreneurship opportunities sufficient to support families.

**“The community feels that they are always being planned for instead of being included in the planning process,” noted one panel member.**

**“The underlying message from stakeholders is, ‘Do projects with us, not to us.’ This is an opportunity to get it right.”**

Emphasizing public/private leadership, thoughtful land use, and retrofits to create more multimodal options and green infrastructure, the panel offered some ambitious but achievable recommendations:

- **Identify and strengthen leadership within the community.** Cultivate an expanded group of leaders within neighborhood associations, business districts, and nonprofits to improve collaboration between the community and government agencies.
- **Integrate parks and recreation facilities, community gathering spaces, and healthy food opportunities into the redevelopment of acreage available at the rail stations through station area design and programming.** Develop three acres of new parks, plazas, open space, and community gardens/urban agriculture for each station area. Develop community kitchens that could serve as gathering places and provide business opportunities and cooking classes. Develop a fresh-food market at Florin.
- **Develop a safe, connected, active, and green multimodal transportation network.** Develop “complete streets” with design elements such as protected sidewalks and bike lanes, road diets, traffic-calming measures, shade trees, and greenway trails for safer and more comfortable pedestrian-bike routes. Provide amenities like benches, bike parking, and repair shops. Design “safe routes to school” plans and offer free or reduced bus and rail passes to kids and families.
- **Build denser mixed-income and mixed-use multifamily housing to provide affordable units, draw higher incomes, and stimulate redevelopment along the corridor.** Take advantage of higher zoning densities adjacent to the stations and build multifamily housing at the Florin station under a long-term land lease with SacRT. Include ground-floor uses that support the neighborhood with a daycare and a sit-down restaurant or bike shop. At Meadowview, build senior apartments with retail space.
- **Jump-start jobs and entrepreneurship with redevelopment and placemaking of available retail space in commercial corridors.** Redevelop existing retail space to provide temporary construction jobs and permanent operating jobs. Work with trade unions and the Urban League to offer job training and skills. Consider opportunities related to the cannabis industry and other businesses.
- **Use existing arts and culture capacity to further enhance the community.** Incorporate programming in new parks and gathering spaces for art, entertainment, and festivals, and as a creative outlet for good mental health and youth leadership.



## The Context for TOD

**THE SACRAMENTO REGION HAS BEEN GROWING STEADILY** as more people relocate to the city and surrounding suburbs from the higher living costs and longer commutes of San Francisco and other coastal cities. The state capital has a population of 500,000, with 2.4 million in the metropolitan region. The city benefits from its Central Valley location, access to state government and higher education, and high-quality amenities and cultural offerings. Higher education institutions include California State University, Sacramento; the University of California, Davis; and Sacramento City College.

*The panel's recommendations center on new land uses and programs to serve the community and increase transit ridership.*

Hard hit by the Great Recession, Sacramento is bouncing back with new jobs in tech and other sectors. The Sacramento area has 984,000 jobs, according to the U.S. Bureau of Labor Statistics, and is fueling its economic development efforts with innovative industries, health care, biosciences, and professional services. In 2017, the Sacramento Metropolitan Statistical Area gained 19,000 new jobs, according to Cushman and Wakefield.

Life sciences and health services support 279,000 jobs, with UC Davis Medical Center, Sutter Health, Dignity Health, and Kaiser Permanente representing 20 percent of the total payroll

for the region's workforce. The ag-tech sector of agribusiness, food manufacturing, and grocery and farm wholesalers represents \$3 billion and 6,400 jobs. Clean technology and energy is the focus of 200 businesses and 3,000 jobs. Other large businesses headquartered in the city include Blue Diamond Growers, the McClatchy Company, and Teichert Construction, as well as advanced manufacturing and business and financial services. The bulk of employment opportunities lie in smaller businesses, however, as over 80 percent of businesses employ fewer than nine employees, and 66 percent have fewer than five employees.

The city has seen significant transformation in recent years with redevelopment of the downtown area, much of it focused on the \$1 billion entertainment and sports district that includes Golden 1 Center, home to the National Basketball Association's Sacramento Kings. The Railyards, a 240-acre project, will feature a transit hub, hotel, TOD housing, offices, medical facilities, cultural space, and a soccer stadium.

Sacramento's stable job base, mild climate, location, and low relative cost of living in a major California region were significant attractors for new residents and businesses, according to a 2013 Enterprise report, *Financing Equitable Transit-Oriented Communities in the Sacramento Region*. Compiled for SACOG, the Sacramento Housing and Redevelopment Agency (SHRA), and the Sacramento Transit Oriented Development Collaborative, the report projected a 39 percent increase in regional population by 2035, from 2.3 million to 3.2 million people, creating a need for 300,000 additional homes and 300,000 new jobs. The city's General Plan assumes 57,411 new multifamily and 10,936 new single-family homes by 2035.

Housing demand and new housing starts are increasing every year. In 2017, the city issued building permits for \$1.5 billion worth of housing, an all-time high, with home valuation averaging around \$700,000. But because of declines in federal and state resources for affordable housing, no regulated affordable housing has been constructed since 2014, and few units have been built since 2002.

Sacramento passed the Mixed-Income Housing Ordinance in 2000, which applied to all residential developments over nine units in "new growth areas." Updated by the city council in 2015, the inclusionary housing ordinance requires that projects of 10 or more dwellings provide 15 percent of all units as affordable—5 percent for low-income households and 10 percent for very low-income households. Impact fees are placed in a low-income housing fund. In recent years, however, these funds, which average between \$3 million and \$4 million a year, have been directed mostly toward preserving the existing affordable housing stock. Meanwhile, home sale prices and rents continue to rise. Since 2015, rental prices have increased between 3.9 and 9.3 percent.

Sacramento has been under state and federal oversight to improve air quality for many years, and has made significant air-quality improvement despite a growing population. The region, however, has not yet met state and federal ozone standards and state particulate matter standards.

South Sacramento's low-income communities suffer from some of the region's highest burdens of air pollution and health impacts, which are linked to exposure to toxic vehicle emissions from roadways and other pollutants, according to SMUD analysis. The increasing risk of wildfires related to multiyear drought have contributed to air pollution that is dangerous to public health, as Sacramento experienced in November 2018 with the Camp Fire wildfire.

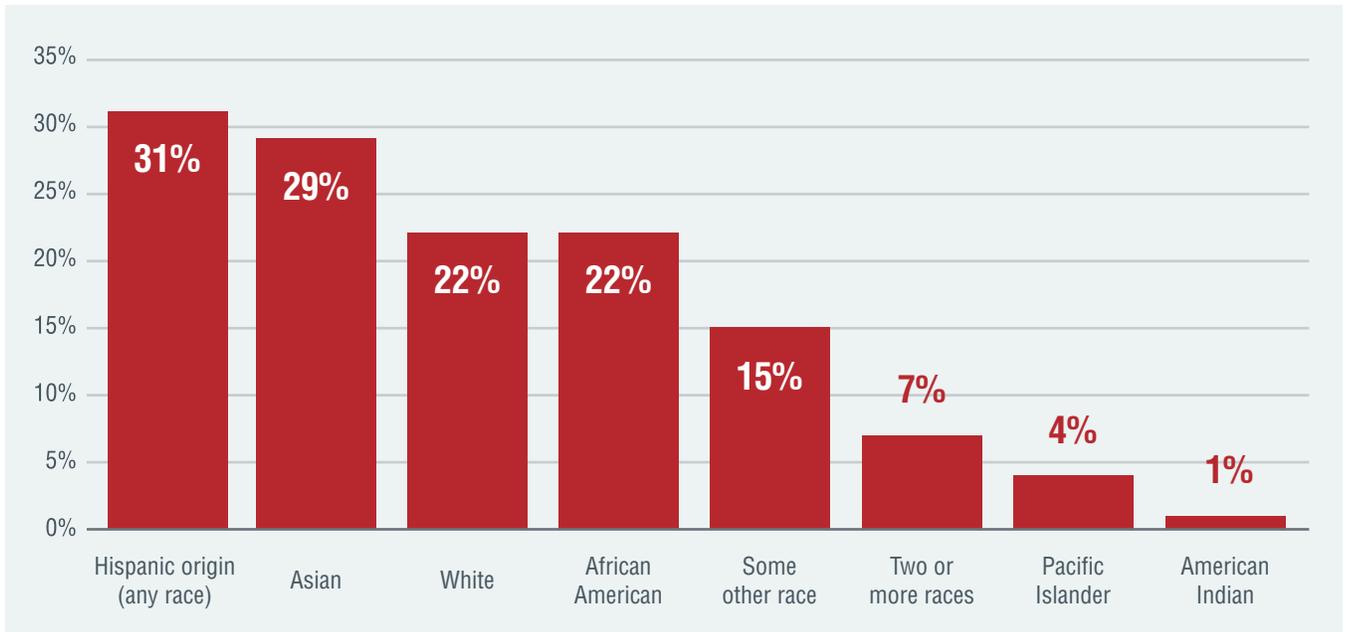
In September 2018, as part of the state's new California Community Air Protection Program, the California Air Resources Board selected the South Sacramento–Florin community as one of 10 statewide that have been disproportionately affected by air pollution. The program will develop and implement an emission reduction and air monitoring plan for the Florin community.

Sacramento has been taking steps to become a statewide leader in responding to climate change through transit and active transportation infrastructure. It was chosen to participate in the Green City Initiative, which will invest \$44 million from a legal settlement for electric-charging infrastructure, training, and access to electric cars.

## Study Area

The study area is part of a larger community often referred to as South Sacramento, or "South Sac." This large area was separated from downtown and northern parts of the city beginning in the 1940s with the construction of Interstate 80 and Highway 50. It includes portions of three city neighborhoods, is adjacent to two other neighborhoods, and contains or borders more than 14 neighborhood or homeowners associations. The study area is represented by two city council members for Districts 5 and 8 and one county supervisor for District 2.

## Sacramento Race/Ethnicity, 2018



Source: Sacramento Area Council of Governments.

The study area has a population of 19,400 residents. The area's racial and ethnic composition is Hispanic (31 percent), Asian (29 percent), African American (22 percent), and white (22 percent), and includes many immigrants from the Philippines, Vietnam, Ukraine, and other countries. The study area's 5,400 households have an average size of 3.52 people, larger than the city's average of 2.56 persons. One-quarter have five or more people. About half the households live in single-family homes, over a third live in multifamily apartments, and the rest live in mobile homes.

One-quarter of the study area population is composed of school-age children. The area has three public schools, Luther Burbank High School, Woodbine Elementary, and Edward Kemble Elementary. A large percentage of students are enrolled in free and reduced-price lunch plans—between 77 and 87 percent—compared with the district average of 70 percent. Luther Burbank and Edward Kemble also have higher-than-average chronic absenteeism rates.

The study area's unemployment rate of 11.4 percent is nearly three times higher than the city's 3.9 percent rate. Half the study area households earn less than \$35,000 annually from service or low-paid white-collar jobs. Sacramento's median household income, by contrast, is \$62,000.

Community landmarks and facilities include the Sam and Bonnie Pannell Community Center, Martin Luther King Jr. Library, Sojourner Truth Multicultural Art Center, Sacramento Job Corps, numerous churches, and small parks near several schools. The area houses a number of public offices, including the City Service Center and Sacramento County's Department of Health Services and Department of Human Assistance.

The study area has two property and business improvement districts (PBIDs). The Florin Road Partnership, established in 1997, is the oldest PBID on a commercial corridor in California. It covers more than 215 property owners and over 400 merchants in the study area and beyond. The Mack Road Partnership overlaps the southern end of the study area along Mack Road. It serves about 160 properties, two emergency hospitals, and three community shopping centers. Both partnerships play a role in advocacy, economic development, cleanliness, attractiveness, and safety and security along their corridors and in the study area. The panel also heard from adjacent PBIDs—the Franklin Boulevard Business Association and the Stockton Boulevard Partnership.

## Zoning and Development

The 2035 General Plan assumes that by 2035, the Florin and Meadowview station areas will need about 1,545 new multifamily apartments, 173 new single-family homes, and 922 jobs. This infill growth is assumed to occur on vacant and underused properties, primarily near the light-rail stations and along the major corridors. SacRT owns the land adjacent to the stations and is actively marketing the sale or joint-use development of these sites.

The properties have an Urban Center Low land use designation in the General Plan, allowing for a mix of high-density/intensity single-use commercial or residential or mixed-use development with buildings up to seven stories in height, a maximum floor/area ratio (FAR) of four, and a maximum density of 150 units per acre.

The Florin station property of 20 acres has 675 feet of frontage on the north side of Florin Road and 950 feet on the east side of Indian Lane. About three-quarters of the property is a paved surface park-and-ride lot with about 1,076 stalls, and a small portion of the property is raw land.

The Meadowview station property of 14.89 acres has frontage of 460 feet on the north side of Meadowview Road. The property is used as a paved surface park-and-ride lot with about 690 stalls.

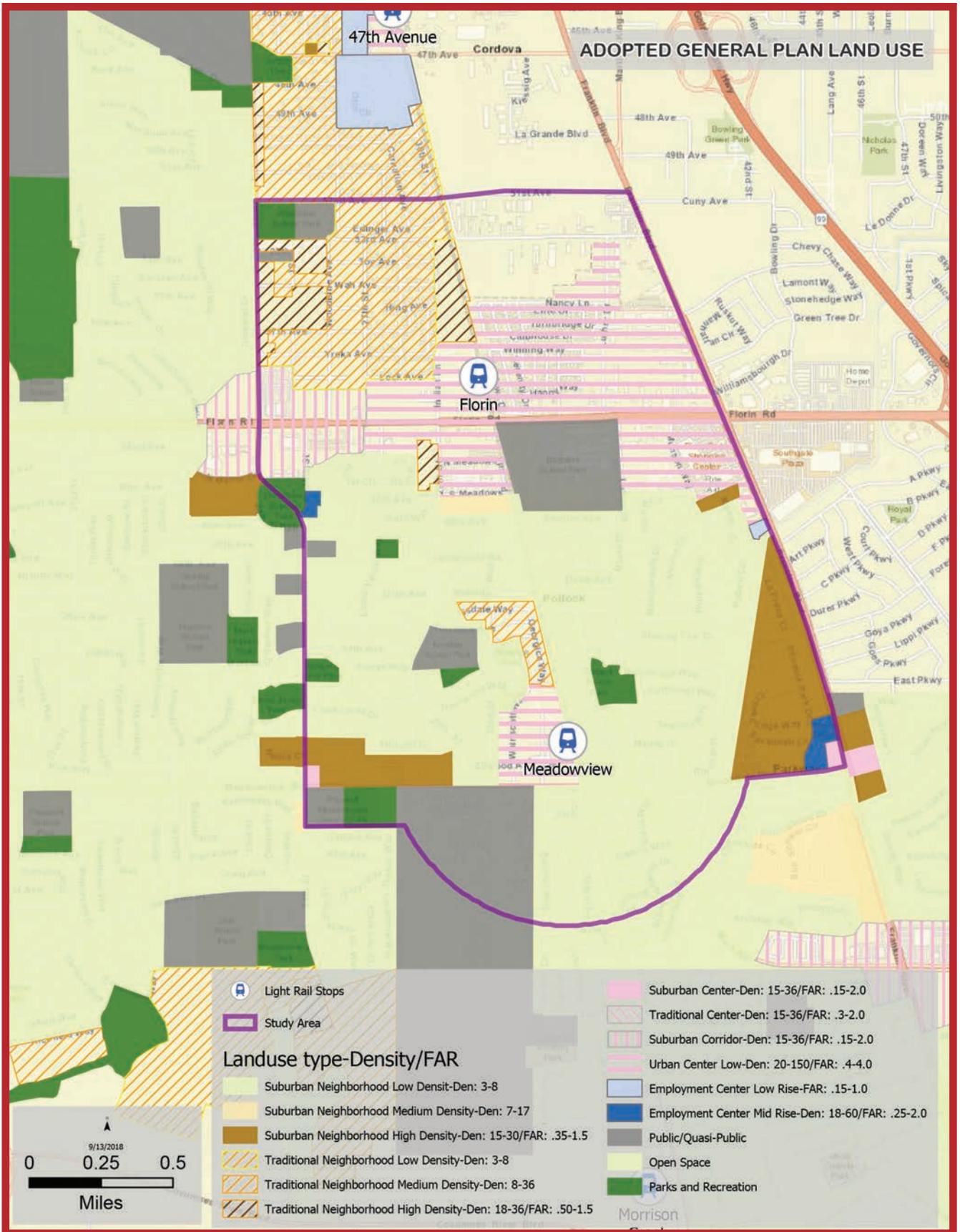
Zoning for both properties is C-2 and RMX. (C-2, or Commercial Zone Level 2, is designated for commercial or office use, and RMX, or Resident Mixed-Use zoning, allows a by-right mix of residential and commercial uses that preserve the residential character of neighborhoods while encouraging the development of neighborhood-oriented ground-floor retail and service uses.) The properties also have transit overlay zoning, which allows much higher density of residential development: up to 100 dwelling units per acre (the minimum is 15 dwelling units per acre) with a maximum building height of 45 to 65 feet. Commercial development may include office, retail, restaurants, hotels, or education facilities.

The South Area Community Plan provides a vision for TOD in the station areas: higher-density development around the light-rail stations would increase support for transit service and reduce vehicle trips. Infill development could allow the creation of new parks, public spaces, commercial development, and other amenities. Current and new residents and light-rail riders could help support new retail development.

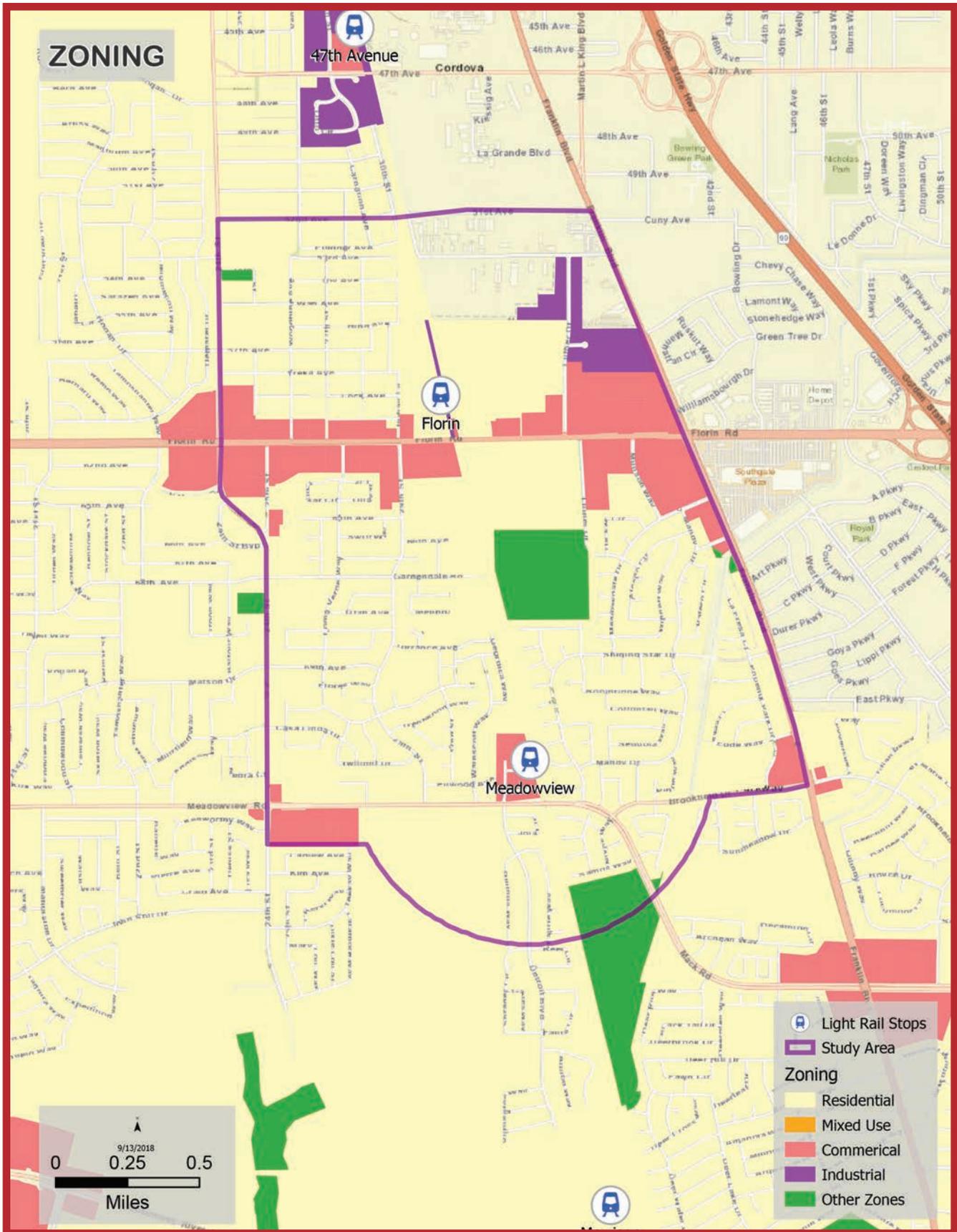
In addition to these two large “land-banked” sites, the study area offers development opportunities in vacant and underused parcels along Florin Road and Franklin Boulevard. The city has rezoned numerous vacant automobile dealerships in the area to encourage more commercial and housing development. The federal Opportunity Zone, which covers most of the study area, offers tax incentives that could help bring in private investors. The area has no significant physical or environmental features, such as flood risk, wetlands, or natural habitat, that would increase development costs.

Zoning changes enacted to spur development in the area include the following:

- The General Plan land use designation near Florin and Meadowview stations is Urban Center Low with a minimum density of 20 dwellings per acre. Maximum density along the corridors is 150 dwelling units per acre.
- Zoning is predominantly General Commercial, C-2. Maximum height along the corridors is 65 feet and was increased from 35 feet in 2013.
- Mixed use is allowed by right.
- Housing is allowed by right in all commercial zones.
- Minimum FAR is 0.4, and maximum FAR is 4.0.
- Minimum parking requirements along Florin and Meadowview were reduced in 2012.
- Automobile-oriented uses require a conditional use permit (CUP) within one-quarter mile of a light-rail station.



The SacRT properties have an Urban Center Low land use designation in the General Plan, allowing for a mix of high-density/intensity single-use commercial, residential, or mixed-use development up to seven stories tall.



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Zoning in the study area is predominantly General Commercial, with mixed uses allowed by right and a maximum density of 150 dwelling units per acre allowed along the corridors.

In December 2018, the Sacramento City Council passed a TOD ordinance to encourage TOD development around light-rail stations. The ordinance, which took effect in January 2019, requires a CUP within one-half mile for automobile-oriented uses and prohibits specific uses within one-quarter mile of light-rail stations.

The ordinance incentivizes TOD development with free expedited review for multifamily housing projects of 25 or more units. It also offers reduced parking requirements near transit stations, including no minimum required off-street vehicle parking within one-quarter mile of a light-rail station, and a 50 percent reduction in off-street vehicle parking within one-half mile of a station.

The city is working on an antidisplacement study, including a review of best practices and new funding sources for affordable housing, workforce development, and economic development, that is targeted to lower- and middle-income groups to prevent displacement from gentrification. The city is also updating the General Plan to include a new environmental justice element addressing gentrification and antidisplacement goals, policies, and programs.

Recent development activity in the study area includes applications for cannabis cultivation, manufacturing, distribution, and delivery businesses. These cannabis-related business activities have been allowed through a CUP in limited commercial and industrial zones throughout the city, following the 2017 passage of a cannabis law in California. The new TOD ordinance requires a CUP for these cannabis activities within a half-mile of a light-rail station.

## Transportation

SacRT operates 43 miles of light rail with 52 light-rail stations and 32 bus and light-rail transfer stations as part of its service, which covers nearly 400 square miles. Light-rail trains in the study area run daily from 4 a.m. until 12:30 a.m., with service every 15 minutes during the day and every 30 minutes in the evenings and on weekends. Buses operate daily from 5 a.m. to 11 p.m. every 12 to 60 minutes, depending on the route.

At rush hour, a light-rail ride from the Meadowview station to downtown can take 18 to 28 minutes, whereas driving can take 18 to 50 minutes. After increasing fares and seeing a negative impact on ridership, SacRT recently lowered them again. A



Phil Kampel/ULI

*SmarT Ride Microtransit is an on-demand shuttle service to help residents access jobs and services.*

single-ride ticket now costs \$2.50. In a pilot program, SacRT launched SmarT Ride Microtransit, an on-demand shuttle service to help residents access jobs and services in the study area.

With a daily average of 5,400 riders, the Meadowview light-rail station is the second busiest in the SacRT light-rail system and has the highest ridership on the Blue Line. The principal mode of access is driving alone to the park-and-ride station. Nearly one-third of the study area's households do not own a vehicle, however, creating a potential for significant increases in transit ridership with better multimodal access. The area has limited bike and pedestrian connections and facilities, though a number of new bike routes are proposed in the city's Bicycle and Pedestrian Master Plan.

In September 2018, the city adopted its Vision Zero plan to create safer streets and reduce the number of people killed or seriously injured to zero. The plan includes the High Injury Network, which identifies corridors with the highest levels of fatal and serious injuries for pedestrians, bicyclists, and motorists. All the major roads in the study area are part of the High Injury Network. Florin Road is one of the city's top five corridors with the most serious or fatal injuries.

The city has begun the \$4.5 million Meadowview Road/24th Street streetscape improvement project for safe, reliable, and continuous pedestrian and bicycle routes and improved access to the Meadowview light-rail station. Now in the design phase, the improvements will include separated sidewalks, bike lanes, crosswalks, and median treatments, as well as monument and intersection design to create a sense of place.

## Parks and Open Space

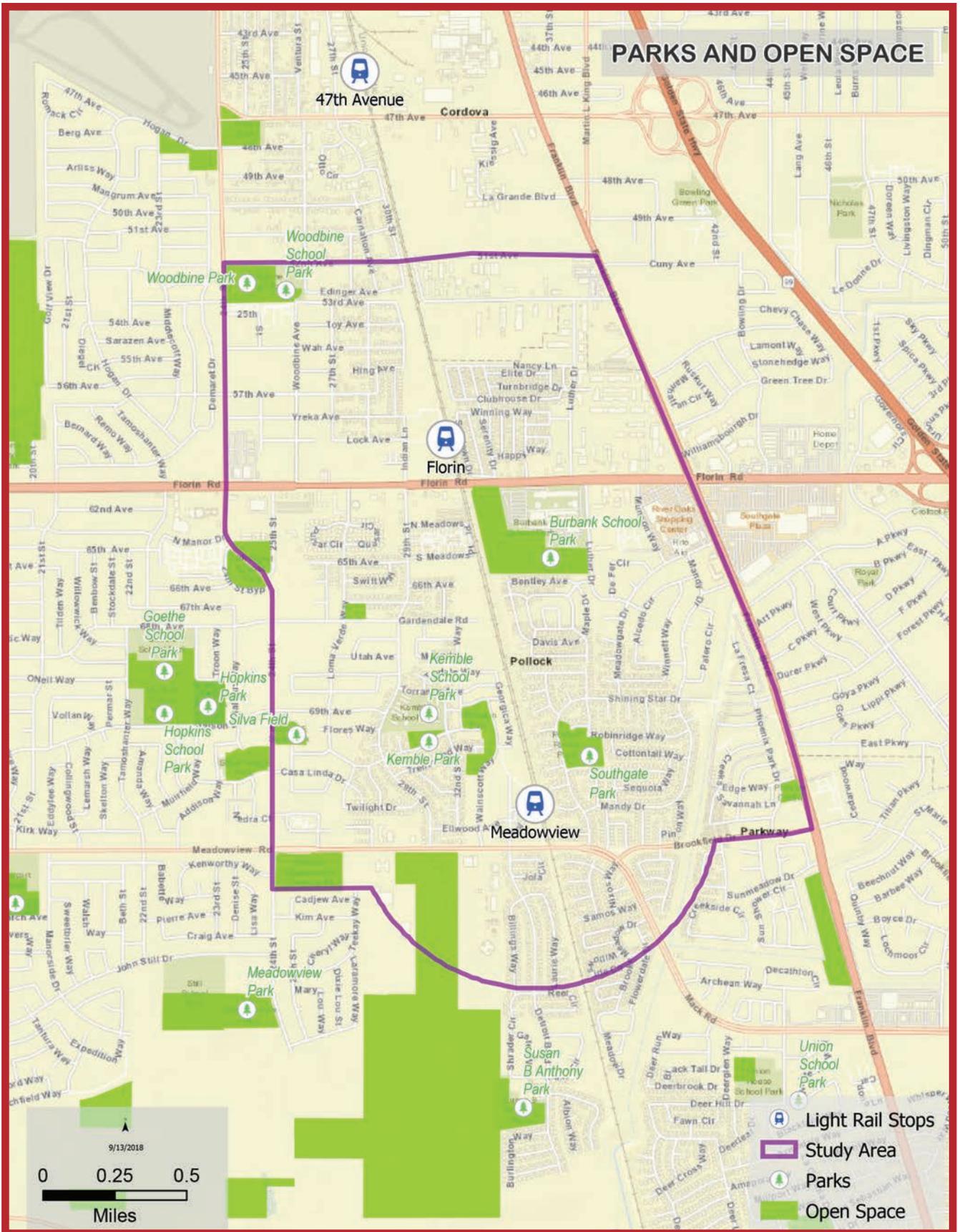
Sacramento scores 22nd among the 100 largest U.S. cities for parks and open space, according to the 2018 ParkScore compiled by The Trust for Public Land. Four of five Sacramento residents are within a 10-minute, or half-mile, walk from a park. Linking parks, bike lanes, and greenways to the light-rail stations creates benefits of multimodal connectivity and the potential for increased use of transit, solving for first/last-mile connections.

The study area, however, is underserved for parks and open space in relation to its population and density. Studies show that parks and open spaces provide a number of benefits for a community. They are effective tools for managing stormwater, reducing urban heat island effects, and promoting economic development. They have been shown to increase property values and rents, hasten absorption rates, and create jobs in green infrastructure and parks management. Parks and open spaces also help promote healthy lifestyles, mental well-being, and community cohesion.

## Study Area Resources

The panel found that the study area has many resources that could provide a foundation for successful TOD, including the following:

- Two light-rail and bus stations whose service connects the study area to downtown Sacramento and to jobs, retail, services, and educational institutions such as Cosumnes River College, located farther south.
- Vacant developable public land adjacent to the stations, with previous expressed developer interest.
- Zoning designed to spur development, including mixed-use by-right development, housing by right in commercial zones, higher densities next to stations and along the commercial corridors, and reduced minimum parking requirements.
- The city's proposed TOD ordinance, which would require a conditional use permit for automobile-oriented uses within a quarter-mile of stations.
- Several underserved designations, such as a federal Opportunity Zone and a SACOG Environmental Justice Area, which offer eligibility for grants and other funding opportunities. The Florin Road corridor is a city-designated opportunity area for revitalization.
- Transportation investments for station and streetscape renovations, including a \$4.5 million SACOG grant to upgrade the area around the Meadowview station for access and pedestrian, bike, and vehicle safety.
- SacRT's Smart Transit on-demand shuttle service, a pilot program to connect the community to jobs and services.
- New commercial and residential investments at Florin Towne Centre, Home Depot Plaza, New Meadowview, and Hampton Station on Meadowview.
- A stable longtime population with a larger household size and growing segment of youth and young adults who could become part of the study area's workforce and future.
- Significant pride, sense of community, and support for racial and ethnic diversity.
- Numerous strong advocates from business, community, school, and neighborhood organizations.
- Many successful small businesses, including ethnic food places located on commercial corridors.
- Arts and culture events and activities offered through schools and community centers.



Map of the study area's existing parks, which include schoolyards.

## Study Area Challenges and Opportunities

The panel found that the study area also faces the following challenges that would need to be addressed for successful TOD:

- Low-density automobile-oriented development patterns that present an inconsistent and uninviting face for current and new residents and light-rail users. The study area lacks the density for robust support for transit and has very few if any examples of good TOD.
- An aging housing stock with little diversity in the types of housing available. More housing options, including multifamily apartments, townhouses, and micro apartments are needed for seniors, large families, and individuals in both market-rate and subsidized affordable housing.
- Few transportation options, with many households not owning a car, and limited cross-city bus service connecting to the light-rail stations.
- Aging transit and water/sewer/power utilities infrastructure. The light-rail equipment is 30 years old. Capacity and pressure to deliver water to denser development at the light-rail sites have been questioned by planners and others.
- Lack of connectivity and dangerous pedestrian and bike conditions on commercial corridors from inconsistent, narrow, and poorly maintained sidewalks, barriers like utility poles, and lack of security design features, such as buffering from vehicles and signaled crosswalks.
- Shortage of public parks, places for recreation, and green infrastructure such as shade trees. More greenway trails, parks, street trees, and streetscape amenities such as benches would provide safer and more pleasant connections to the stations and other destinations. More and larger parks would provide healthy gathering and recreation places and reduce the urban heat-island effect in the study area.
- Lack of education. Nearly one-third (30 percent) of adults have not graduated from high school or earned an equivalent diploma.
- High unemployment and lack of jobs that can support families. Unemployment of 11.4 percent is several times higher than the city's overall 3.5 percent. Among youth ages 18 to 23, unemployment in some neighborhoods reaches 40 percent. Community leaders cite the need for job skills training and jobs that can support families.
- High level of poverty. The median household income in the study area was \$36,189 in 2017, compared with the citywide median of \$54,000. Half the study area's households earn less than \$35,000 annually from service or low-level white-collar jobs. The study area is within the top 25th percentile of the state's most disadvantaged communities.
- Need for youth leadership programs and paths to success. Business, education, and community leaders said there are few examples to show youth "This is what success looks like."
- Negative community image and a perception that the study area is not safe. Although the city's crime statistics show the area is relatively safe, it suffers from perceptions that it is not safe. Business leaders and residents expressed concern about the growing number of homeless people on the corridors and in the neighborhoods of the study area.
- Lack of trust between community members and police. The March 2018 shooting death of Stephon Clark, an unarmed black man, by Sacramento police in the Meadowview neighborhood has heightened community distrust and anger, especially following another shooting death of a black man by Sacramento police in 2016.
- Feelings of trauma, neglect, and disconnect among residents. Stakeholders said low-income communities of color in the study area feel disconnected from government systems and suspicious of multiple planning efforts that had been done, as they said, "to the community and not with the community." Residents also expressed fear of displacement, which is happening elsewhere in the city as housing pressures mount.
- No coherent leadership system in the neighborhoods. The panel heard that there were business, neighborhood, and community leaders who are advocates for the study area, but there was no one at the helm to coordinate efforts on behalf of whole community.
- Planning fatigue and sense of paralysis from loss of redevelopment authority powers. The study area has been the subject of numerous studies, plans, and initiatives, with few tangible results. Public officials and staff have been stymied by the state's elimination in 2011 of local redevelopment authorities' authorization to remove blight and promote economic development.



# Study Area Market Analysis

**THE PANEL MEMBERS** examined the housing, job, office, and retail markets in Sacramento to develop recommendations.

*A new neighborhood near Meadowview Station features a community park.*

## Housing Market

The study area's residential neighborhoods are predominantly characterized by suburban single-family residences (52 percent) developed in the 1960s through 1980s, with scattered concentrations of apartments (36 percent) and some mobile homes (12 percent). Single-family homes are mostly on lots bigger than 5,500 square feet. Some homes are well-maintained and some, like the commercial corridors, need updating and better maintenance. Just over half are renter-occupied.

Since 2010, the area has seen declining vacancy rates and increasing renter-occupied units. The median home value is \$175,979, compared with Sacramento County's median home price of \$357,000. The Indian Lane Habitat for Humanity of Greater Sacramento project of 14 single-family homes was completed in 2015 near the Florin station. A 165-home subdivision located just north of the Meadowview light-rail station was completed in 2016.



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*Standard older housing stock in the study area.*

Sacramento's rising population and the region's housing shortage have created the need to build more housing. Although rents and home prices are rising region-wide, they remain somewhat lower in the study area. Current demographics in the study area indicate that more diverse housing types are needed for growing populations of older residents, younger residents, and families, and that both workforce and market-rate housing are needed to attract new businesses and income diversity. The need for affordable housing in the region is significant—some 43,000 families applied for the SHRA wait list in 2018, and 7,000 made it onto the list.

The 2035 General Plan assumes that by 2035, the Florin and Meadowview station areas will need about 1,545 new multifamily apartments, 173 new single-family homes, and 922 jobs.

## Job Market

Just under 4,000 jobs exist in the study area. Top industries offering 62 percent of the jobs are wholesale trade, retail trade, health care and social assistance, public administration, and other services. Government, social services, and nonprofit businesses, such as the Sacramento Department of Human Assistance, U.S. Post Office, City of Sacramento Solid Waste, and Luther Burbank High School, account for about a third of the employment in the study area. Some 82 percent of all study area businesses have five or fewer employees.

Most jobs are located along Florin Road. Recent research by the Florin Road Partnership and UC Davis students focused on what Florin Road could do to retain current businesses and attract new businesses to fill in vacant land, and how these strategies could help current and future businesses and other local stakeholders. The research, including community interviews, found that the community was very ethnically diverse and community-oriented. Researchers recommended improving the corridor's image with arts and events, workforce development, and better educational attainment; adding a community park or third space; emphasizing culturally based economic opportunities; encouraging small businesses and incubators; and providing transitional housing.

The study area has some success stories, including minority skill incubators and skill shops. Unemployment is especially high among younger people, however. In one part of the study area, unemployment is about 15 percent, but among youth ages 18 to 23, many of whom do not graduate from high school, it is as high as 40 percent, and many unemployed young people have begun to establish criminal histories, said one local business leader.

Stakeholders said jobs that pay living wages are needed so people can raise families. Business leaders noted the study area lost 700 jobs when Campbell's Soup Company closed its operation and cited the need for a manufacturing company to bring back blue-collar jobs. The study area also needs to provide spaces and programs where entrepreneurs can get a start. A successful example is Job Smart, a repurposed store, which houses 85 minority and women-owned businesses that are drawing local and regional customers.

## Retail Market

Retail trade accounts for 12 percent of the total employment in the study area. The study area's retail environment reflects development patterns dominated by the automobile, including strip malls and individual pad site development for convenience retail. As with many aging strip malls and retail districts, some properties were developed cohesively under single management; others were developed piecemeal with multiple landowners and business tenants.

Opened in 2008, Florin Towne Centre, located at the corner of Florin Road and Stockton Boulevard, has more than 480,000 square feet of retail space, anchored by a 218,000-square-foot Walmart Supercenter. Tenants include 24 Hour Fitness, PetSmart, Starbucks, Verizon Wireless, GNC, and a soon-to-close Sears. Southgate Plaza, opened in 2014 at Florin Road and Franklin Boulevard, includes a Walmart Neighborhood Market, Chase Bank, Ross Dress for Less, McDonald's and Taco Bell, salons, and local fast-food restaurants.

The panel found many successful small local businesses and eating and drinking places in these shopping centers and pad sites, including "destination" ethnic-specialty restaurants that draw patrons from outside the study area. Panelists found some availability of general merchandise, apparel and accessories, furniture and furnishings, and other shopper goods, but little opportunity to park once for multiple errands or for "cross shopping" or comparison shopping typically preferred by consumers.



*Typical retail in the study area. Small businesses with five or fewer employees make up 25 percent of employees and 82 percent of the study area's establishments.*

The study area retail challenges also include competition from Elk Grove and other suburban communities that have newer, larger, and more attractive stores, sit-down restaurants, and other attractions. Seven miles southeast of the Florin Towne Centre off Interstate 5, for example, Delta Shores is a master-planned mixed-use community with 1.3 million square feet of commercial development and 4,900 homes.

The panel noted that stakeholders requested sit-down restaurants and grocery stores that offer fresh, healthy food. Although Florin Towne Center and Southgate Plaza have several grocery stores, stakeholders said relatively unhealthy fast-food restaurants or convenience stores are a main local source for food.

Considering the growth in e-commerce and the likelihood that it will continue to disrupt bricks-and-mortar retail, the panel recommends that study area businesses focus on offering more than goods and services. The panel suggests opportunities in the study area for infill development or adaptive use of current retail spaces for "experiential retail"—especially food, arts, and culture that celebrate the study area's diversity and cultures. Good customer service, places to socialize and cross shop, activity generators, and high-quality open spaces in the study area could attract future retailers and customers.

The panel noted that with the 2016 statewide ballot passage approving recreational marijuana, current retail spaces could also be used for cannabis cultivation, manufacturing, distribution, and delivery businesses. A caveat: cannabis sales are prohibited under a current moratorium, and the city is considering prohibiting cannabis industry activities within one-quarter mile of a light-rail station.

## Retail Gap Analysis

	NAICS code	Demand	Supply	Retail gap	Leakage/surplus factor	Number of businesses
Total retail trade and food and drink	44-45, 722	\$117,920,081	\$91,864,678	\$26,055,403	12.40	55
Total retail trade	44-45	\$106,516,353	\$85,611,690	\$20,904,664	10.90	45
Total food and drink	722	\$11,403,728	\$6,252,988	\$5,150,740	29.20	10

Source: U.S. Census Bureau.

Note: NAICS = North American Industry Classification System.

*The study area is underserved in retail, despite competitive commercial rents of about \$1 per square foot.*

## Office Market

Sacramento's office inventory of 44.6 million square feet had an office vacancy of 9.8 percent in the second quarter of 2018, according to Jones Lang LaSalle. The company's third-quarter 2018 analysis of office space indicated strong demand for large blocks of creative office space, which is spurring more development in Sacramento.

Jones Lang LaSalle predicts that strong leasing activity, rising rents, and tenant demand indicate the office market will continue to be healthy in the region. The South Sacramento submarket has fewer office opportunities—some 3 million square feet of space with an 11.7 percent vacancy rate, based on Cushman and Wakefield data.

Office rents in the Sacramento region average \$1.50 gross per square foot monthly compared with \$1 gross per square foot monthly, or less, in the study area. Public agencies and small businesses account for 25 percent of office space in the study area.

The major commercial corridors of Florin Road, Meadowview Road, and Franklin Boulevard offer affordable spaces for small businesses in commercial strip shopping centers and small-scale buildings. These spaces are often difficult to find in larger, newer buildings in midtown or near the state capitol building in downtown Sacramento, where the emphasis is on attracting large tenants. The study area's older building stock offers space at much lower rents than newly constructed buildings and has free surface parking.

The panel noted that redevelopment opportunities for vacant spaces in commercial strip shopping centers and small-scale buildings provide ample opportunities for small business incubation and job training, as well as educational uses such as daycare and early childhood education centers.

Kaiser Permanente South Sacramento Medical Center plans to expand offices on its campus southeast of the study area. The facilities provide self-contained access to medical practitioners and do not generate demand for additional physician space elsewhere in the study area. The changing health care industry could provide opportunities for urgent care or medical offices along the commercial corridors.



## Moving toward Equitable TOD

**THE USE OF A RACIAL EQUITY LENS FOR EQUITABLE DEVELOPMENT** is “a perfect approach to use in these neighborhoods because of the diversity of residents,” says one panel member. From a real estate and asset standpoint, the study area already is aligned for equitable TOD success with light-rail stations located 1.5 miles apart.

*Addressing last-mile connectivity, with new parks, open spaces, and bicycle connections to transit stations, can provide the benefits of multimodal connectivity and reduce household transportation costs.*

The availability of undeveloped land adjacent to the transit stations provides significant opportunity to make a more equitable community. Existing community assets, along with new types of denser housing and new retail, jobs, services, and amenities next to the stations, also will support the creation of a transit-served community. The panel estimates the mixed-use and mixed-income TOD development programs for the two stations would attract upward of \$300 million in new investments.

The panel also acknowledges challenges ahead. “This work is difficult, and requires time, patience, love, and commitment,” as one panel member said. Sacramento leaders need “to make sure that people feel they can be successful in their neighborhoods, and not seek what they want and need by moving out.”

Local leaders can mitigate the negative aspects of a disinvested area by drawing investment, higher wage earners, and higher pricing without displacing the existing low-income population and more affordable community.

## Housing

Denser mixed-use and mixed-income TOD next to the light-rail stations will provide opportunities for a more equitable approach to housing. By introducing market-rate with affordable housing, development will bring greater economic diversity and higher incomes.

This new housing should change the residential trajectory and introduce pioneering types of housing for the study area, such as senior apartments, condominiums, and townhomes, as well as small and large apartments for individuals and families. This transit-accessible development uses public lands in an equitable way and offers residents the ability to live independently without having to own a car.

## Employment and Entrepreneurship

Development brings jobs, both temporary construction jobs and permanent operating jobs. The panel sees opportunities for development in the study area that would provide training for skilled and unskilled workers, including journeyman-level programs, business development, and ancillary jobs in cannabis and other industries.

The panel suggests working with trade unions and organizations such as the Urban League, which expressed interest in locating a satellite office in the study area to provide job skills training and youth leadership opportunities. Underused retail space should be repurposed for skills training and entrepreneurial businesses.

Commercial market opportunities are plentiful with the study area's proven solid draw of local customers to businesses along the commercial corridors. Greater visibility for the study area, multimodal exposure, and programming through events on retail sites will boost existing businesses and create an environment for new ones, especially those that focus on experiential retail in food, arts, and culture.

## Mobility and Transportation

Transportation is usually the second-largest cost for most households, and regularly using transit that has good connections to homes, jobs, schools, and services can reduce or eliminate the transportation costs entailed in owning a vehicle and increase disposable income. Fixing the last-mile connectivity problem with safe access will expand the potential for increased ridership.

Linking new parks and open space to the stations would provide the benefits of multimodal connectivity, potentially increase the use of transit, and help solve the problem of first/last-mile connectivity to transit. Linking the study area to the bike master plan would be an important multimodal connection.

The city should manage its parks and roadways as a cohesive system and address connectivity between public parks and neighborhoods, using vacant properties along major arterials. With few students served by school buses, students and families need safe pedestrian and bike connections to schools. The panel advises creating Safe Routes to Schools plans with WALKSacramento and the Sacramento Area Bike Association. The city should partner with these organizations to ensure that Vision Zero road safety efforts are a priority in South Sacramento. Free or discounted rail and bus passes should be provided to help kids get to and from school.

## Racial Equity and Collaboration

The panel believes that collaborating with the community for equitable TOD is a perfect approach to use in these neighborhoods because of diversity of residents, and because community residents said they desired an equity approach. Many stakeholders spoke of misunderstandings between residents and public agencies about how government systems work, with the result that they do not feel government works for them. Equitable development will require commitment and training of city agencies and commissions to do racial equity work and to truly collaborate with the community on planning for TOD.

## Leadership and Organizational Collaboration

Residents expressed frustration with a lack of authentic engagement from government. Government officials discussed their frustration with lack of identifiable leadership in the study area. Overlaps in missions and quality-of-life commitments can enhance collaborations between the Sacramento Police Department and the County Department of Health. The panel sees promise in new leadership dynamics and collaborative opportunities between the city's economic development department and SacRT, with the city's Youth, Parks, and Community Enrichment Department, and with neighborhood associations.

## Youth and Education

The Sacramento County Unified School District has a robust strategic plan, which should be implemented in its Florin and Meadowview neighborhood schools. At these diverse schools, students have identified “providing students and staff with culturally relevant social, emotional, and health supports” as their priority for safe, healthy, and engaging learning environments.

To support students, residents of the study area should continue equity work in the school district's strategic plan. The panel suggests adapting models such as Urban Matters PGH, an Urban Redevelopment Authority of Pittsburgh arts and education program rooted in social justice that works to demystify urban policies and increase participation in decision-making processes that affect and shape their communities. The program's aim is to cultivate a more educated and engaged group of young people in Pittsburgh's most distressed and predominantly black communities through projects to create innovations in urban design, a healthy environment, an inclusive economy, and a just and sustainable city.



Karen Abrams/UJI



Karen Abrams/UJI

*Urban Matters PGH, an Urban Redevelopment Authority of Pittsburgh arts and education program, aims to cultivate a more educated and engaged group of young people in Pittsburgh's most distressed and predominantly black communities through projects to create innovations in urban design, a healthy environment, an inclusive economy, and a just and sustainable city.*

## Public Health and Safety

Stakeholders requested better access to healthy food, physical activity, and therapeutic approaches for mental health as well as health education. TOD development around the light-rail stations can provide fresh, high-quality food through urban agriculture and community gardening, a community kitchen (which can also provide business opportunities), cooking and nutrition classes, and information about where to access healthy food elsewhere in the study area.

New parks and open space will provide opportunities for exercise and access to nature. The panel suggests organizing a station walkers group for seniors and others looking to exercise together. Physical activity and gardening can help improve mental health. Often stigmatized in these communities, mental illness also can be addressed with programs like those at Passion Works in Athens, Ohio, a collaborative community arts center that celebrates professional artists with developmental differences.

## Arts and Culture

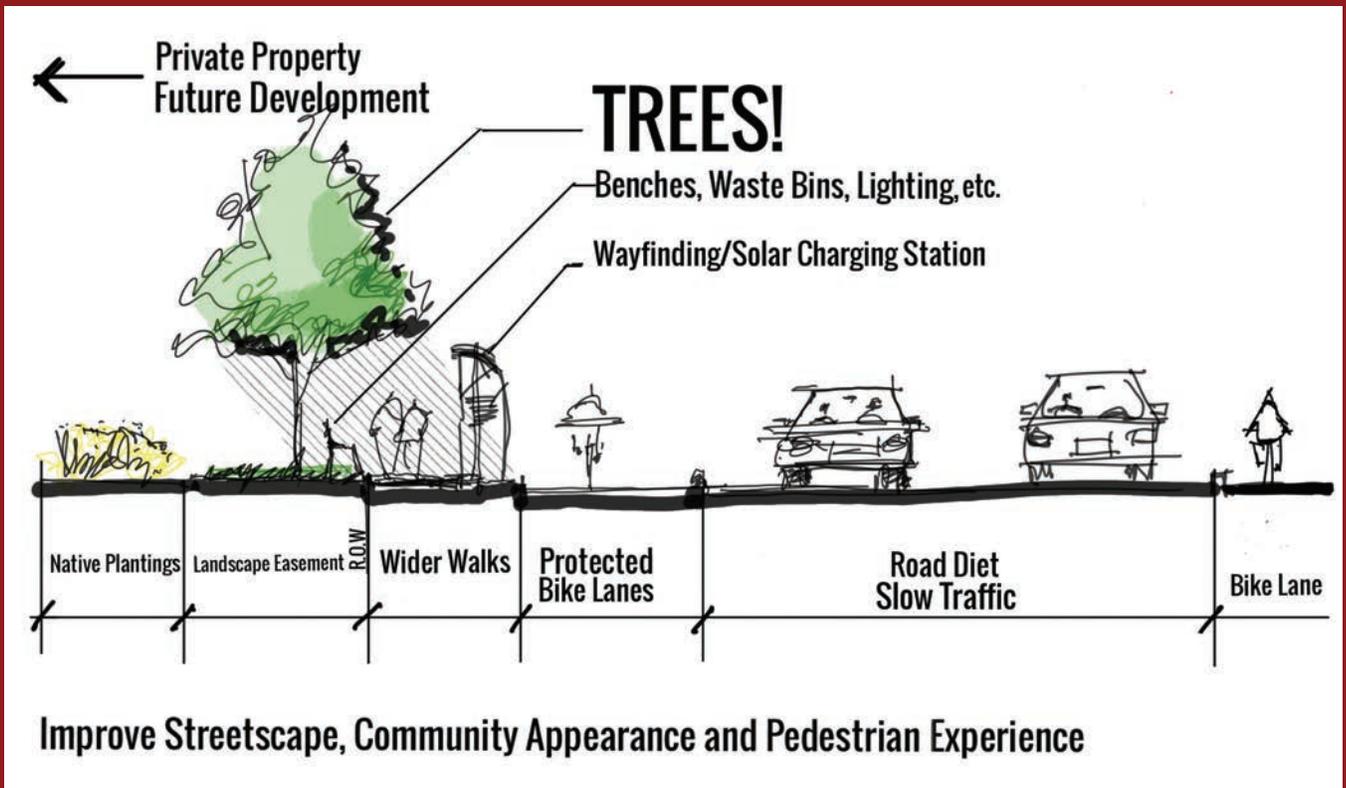
Pride in diversity and cultural expression is among the study area's greatest strengths. The panel believes that officials from the city and county of Sacramento and SACOG should take the following actions:

- Engage with other public partners, such as the Sacramento Metropolitan Arts Commission, which has issued a cultural equity statement and funding. Youth arts projects at gathering spaces like the Business Arts Complex could be a path for creative expression, leadership development, and information sharing.
- Enhance entrepreneurship and bring art outside through public art projects that highlight South Sacramento's identity. SacRT's Moves Art, a recently launched program in which light-rail trains are wrapped with art designed by local artists, should be expanded, and the Florin and Meadowview station areas should be enriched with a local artist-in-residency program. Live art can be introduced on the trains, as the New York Metropolitan Transit Authority does with its Poetry in Motion program. New parks and station-area gathering spaces should be programmed with live entertainment and festivals.



Karen Abrams/ULI

*Larimer Community Garden and Urban Farm in Pittsburgh is providing the community a place to grow food, connect with nature, and gather.*



Ralph Núñez/ULI

The panel proposes streetscape easements and road diets to provide separated bike lanes and wider sidewalks with benches, shade, lighting, and signage.

## CONCEPT PLAN FOR PARKS AND DESIGN

The panel’s concept plan provides new open space and access to nature and shows how parks, plazas, bikeways, and greenway trails could be connected to transit. Connectivity is enhanced by a proposed trail to the American River Bike Trail from the Meadowview station.

The plan also calls for addressing the built environment and designing for people around the light-rail stations. It draws on the 10-Minute Walk Campaign for ideas to connect the study area with parks and trails so all residents are within a 10-minute walk of a high-quality park. Using The Trust for Public Land ParkServe software program, the panel analyzed the study area and found significant gaps in parks around or near the Florin and Meadowview stations.

The panel confirmed that the study area needs a connected system of parks and open spaces that are both publicly and privately owned. Broadening the park system to include privately owned public spaces along the right-of-way could provide short-term activation and long-term property value potential. Redevelopment in the study area

would be enhanced significantly through a mix of new public parks and open space that is privately owned but publicly accessible. Streetscape easements and road diets could provide for separated bike lanes and wider sidewalks with benches, lighting, and signage.

The priority areas for investment are the SacRT parcels next to the station, and priority uses would be as community parks or citywide playing fields with swing space use of SacRT parking. Park uses also could include passive park space, community plazas, and farmers markets.

The panel’s development program of new parks, open space, and greenways would serve an additional 2,279 residents, a 35 percent increase, in the Florin station area, and an additional 2,033 residents, an increase of 26 percent, in the Meadowview station area. The panel suggests beginning the greening of the study area with tree planting by the city, SMUD (which plants free trees), the Sacramento Tree Foundation, and private property owners, through public landscape easements.

# Programs for Equitable TOD at Florin and Meadowview

The ULI panel recommends the SacRT light-rail sites be developed through a long-term lease or with a private developer partner, according to the following proposed development programs.

## FLORIN STATION PROPOSED DEVELOPMENT PROGRAM

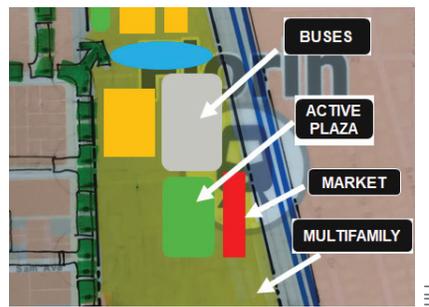
The panel suggests that SacRT provide a long-term land lease to allow development of 920 units of multifamily TOD housing as a stimulus project for the corridor. Mid-rise three-story-over-podium buildings would introduce more TOD flavor into community and send a message to private developers and the community about the TOD transformation and the possibilities of further development.

The majority of the apartments would be affordable, and the rest would be rented at market rate. SHRA would provide expertise and resources and act as developer, with or without a private-sector partner. The mixed-use component would provide a fresh-food market and small neighborhood-supporting and community-serving retail, such as a daycare center and a sit-down restaurant or bike repair/sales shop.

- **Residential:** 920 units multifamily housing, 690 units affordable, 140 market rate (736,000 square feet)
- **Retail/flex:** Fresh-food market (47,500 square feet), daycare center, sit-down restaurant, or bike shop
- **Park:** three acres of sports fields, or an active plaza, open space, and urban agriculture
- **Transit:** maintain bus bays and 120 parking spaces
- **Estimated ridership impact:** 920,000 new rides annually

Uses	Program
Residential	920 units/736,000 sq ft
Retail/flex	47,500 sq ft
Park	3 acres
Transit	Maintain bus bays and keep 120 parking spaces
Estimated ridership impact: 920,000 rides annually	

Source: ULI.



The panel's vision for the Florin station adds more than 900,000 annual rides to the transit line and envisions development with parks, residential, and retail.

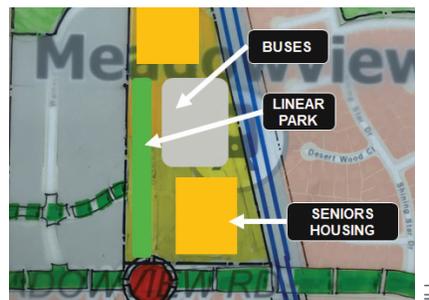
## MEADOWVIEW STATION PROPOSED DEVELOPMENT PROGRAM

The panel suggests a focus on senior apartments with related retail space to meet the need for housing for older residents who wish to downsize in their community.

- **Residential:** 540 senior housing units (432,000 square feet)
- **Retail/flex:** 20,000 square feet
- **Park:** three acres including linear park, open space, urban agriculture
- **Transit:** maintain bus bays and 75 parking spaces
- **Estimated ridership impact:** 540,000 new rides annually

Uses	Program
Residential	540 units/432,000 sq ft
Retail/flex	20,000 sq ft
Park	3 acres
Transit	Maintain bus bays and keep 75 parking spaces
Estimated ridership impact: 540,000 rides annually	

Source: ULI.



The Meadowview station can be redeveloped to include senior housing, a linear park, and retail space, thereby adding more than 500,000 annual transit rides.



## Funding Strategies

**DESPITE THE LOSS OF A REDEVELOPMENT AUTHORITY**, local public-sector partners have the ability to assemble resources to respond to the demand for more affordable housing. The panel suggests that potential funding sources for the station area development program include the city's Mixed-Income Housing Ordinance, which sets an impact fee on all new housing at a rate of \$2.68 per square foot to pay for workforce housing. The city collected \$1.5 million from this impact fee in 2017.

*Housing in the study area near the Florin station was supported by the Housing Trust Fund.*

The city also has a Housing Trust Fund that collects impact fees on all new nonresidential uses at rates ranging from \$0.73 to \$2.67 per square foot, depending on use. This funding also goes toward workforce housing and typically collects around \$2 million a year in revenue. A total of \$3 million to \$4 million per year of city funding is potentially available.

Additional creative financing tools for housing can be accessed with the help of SHRA and its joint-use powers and resources, including funding from U.S. Department of Housing and Urban Development grants and loans, such as the HOME Investment Partnerships Program, Community

Development Block Grants, and project-based tenant vouchers. SHRA could explore additional funding through low-income housing tax credits, New Markets Tax Credits, Opportunity Zones, tax-exempt bond debt, funds from the Retirement Housing Foundation, Federal Home Loan Bank Affordable Housing Program, Federal Transit Administration, and the city's Downtown Developer Toolkit incentives for TOD.

Funding tools and strategies also are presented in the ULI San Francisco 2013 report *After Redevelopment: New Tools and Strategies to Promote Economic Development and Build Sustainable Communities*.



## Implementation

**THE PANEL ADVISES CONTINUING TO** “focus on the T in TOD.” The light rail is a “well-designed system poised for expansion,” the panel agrees, and developing adjacent land could spur additional ridership. It is important that SacRT ensure quality, reliability, and frequency of service, and consider strategies to restore ridership, such as monthly-pass discount pricing.

*Transit at Florin station.*

Improvements to maintenance and operations, including fixing damaged and vandalized ticket machines and upgrading the train cars, would ensure a higher level of service; so would increasing safety and addressing real crime and nuisance behavior, as well as misperceptions about safety. Safety, connectivity, and comfort issues would need to be

fixed first, such as improving pedestrian and bike access to the stations and reopening and potentially renovating public bathrooms and safety structures. Greater focus and resources directed to TOD and TOD advocacy and implementation would help extend equitable development to benefit the study area and other parts of the region.

The panel suggests clear implementation roles for the following partners:

- **Project champion:** Establish a project champion to guide infrastructure investments and implementation efforts to completion and to facilitate engagement between public partners and the community.
- **City:** Focus investment and reduce regulations and impact fees on development in transit areas.
- **SACOG:** Continue to advance regional land use policy that guides growth to transit-adjacent areas.
- **SacRT:** Identify or recruit a TOD advocate to coordinate within SacRT and enhance TOD guidelines.
- **SHRA:** Partner for development of affordable housing parcels at Florin and Meadowview through expertise and funding tools.
- **Others:** Collaborate with area PBIDs, neighborhood and philanthropic organizations, the school district, faith-based groups, and others to support equitable TOD efforts by the city and county, SACOG, SacRT, SHRA, SMUD, and SMAQMD.

The panel advises engaging the development community by recruiting and partnering with creative development partners. Seek developers who have demonstrated success in catalytic transformative projects under challenging market conditions, skills in deep community engagement and high-quality placemaking and activation, and a track record of leveraging and stacking funding from creative financing tools.

Prepare estimates for capital improvement projects, engaging SHRA to advance the first phase of mixed-use and mixed-income development at Florin. Enlist the PBIDs to work together and start activating at these sites. Develop an ongoing partnership with Cosumnes River Community College and other academic institutions. Create an equitable strategy for including the emerging cannabis industry in the study area. Use funding from Measure U, a one-cent sales tax approved by voters on the November 2018 ballot, to maintain and enhance city services, including public safety and investments in youth, affordable housing, and inclusive economic development.

## Leveraging Joint Development for Equitable and Inclusive Parks and Open Spaces

Mariachi Plaza, an iconic gathering place for musicians in Los Angeles's Boyle Heights, will welcome new transit-oriented development, with placemaking and placekeeping as central drivers. Through LA Metro's joint development program, in which developers are offered discounted, long-term ground leases to develop properties linked to transit and active transportation, East L.A. Community Corporation (ELACC), a community-based organization, will develop 60 units of affordable housing, 6,340 square feet of retail and dining spaces to be made accessible to local and community-serving businesses, a Mariachi Cultural Center, 84 bicycle spaces, and a 6,000-square-foot park and community garden.

The park will provide much needed green space for Boyle Heights, a predominantly renter-occupied, Hispanic community. As one of Los Angeles's most crowded neighborhoods—nearly 40 percent of Boyle Heights' households experience overcrowding—Boyle Heights' park acreage stands at just 0.6 per 1,000 residents. In contrast, the county averages 3.3 park acres per 1,000 residents. New green space will also provide an opportunity for youth from the local high school CALÓ YouthBuild to program the space. CALÓ YouthBuild students, who organized with ELACC to create policy proposals that ensure equitable development in Boyle Heights, will be responsible for park operations and will work to create culturally relevant programming.

The Mariachi Plaza joint development represents the potential of public and nonprofit partnerships to support equitable park development and encourage inclusive park stewardship. Before the ELACC proposal, a medical office complex was initially planned. But residents pushed back, fearful that the project would displace small business owners, street vendors, residents, and the mariachi musicians who activate the public realm. Seeking to preserve the arts, culture, and public life that define the community, residents organized and worked with LA Metro to ensure that public investments stemming from the Metro Gold Line Eastside extension benefit existing residents. ELACC has signed an Exclusive Negotiating Agreement with Metro and is continuing to refine its Mariachi Plaza proposal, before executing the final Joint Development Agreement.

Develop a community engagement strategy and processes that involve all the study area's cultures. Check each agency's racial equity progress and create a collective mission across departments. Leverage existing programs like "Build Black Too." Organize with a goal of neighborhood empowerment and community investment. Prepare a neighborhood report on this ULI panel's recommendations and provide ongoing progress updates. Maintain flexibility in program and phasing to respond to market conditions and funding availability.

The panel recommends a four-phase program, beginning with rehabilitating station restrooms, security facilities, and ticket machines and improving access to the stations. For-sale housing at both station areas would be built during phase 1, and public plazas and the Florin market building would be built during phase 2. In phase 3, mixed-use three- or four-story multifamily apartment buildings, including affordable and market-rate rental apartments for families and individuals at Florin and affordable and market-rate senior apartments at Meadowview, would be built next to the stations at both sites. Infill projects would be built on the remaining parcels in phase 4.

The panel advises that station area redevelopment catalyze economic development through public and private investments along the major commercial corridors to improve connections within a half-mile radius of the stations and along the major commercial corridors. Catalytic investments are needed for better lighting, wider sidewalks, safe bike lanes and crosswalks, traffic-calming measures, and amenities such as street trees and benches. The panel also recommends strengthening connections to anchors just beyond the study area, such as the Kaiser Permanente offices and Delta Shores.

On the major commercial corridors, building facades could be updated and improved through grants, and the buildings themselves could be adaptively used for creative and maker space and entrepreneurial activities. Finally, the panel recommends leveraging surrounding opportunities through infill and adaptive use on vacant privately owned sites.

## STRATEGIES FOR THE NEAR FUTURE

The panel identified some strategies to move the study area quickly toward equitable development:

- **Commit to using an equity lens for development around transit.** Work with the city, county, and other public agencies to resolve residents' misunderstandings about government systems and encourage interaction and collaboration on planning for their development needs around the light-rail stations.
- **Make infrastructure improvements within a half-mile of light-rail stations.** Begin access and multimodal improvements such as road diets, connected pedestrian and bike routes, greenways and public parks, upgrades for water, stormwater, and sewer, and underground installation of power lines. These improvements should be designed to connect to the current Bike Master Plan for Sacramento.



*Infrastructure improvements should be designed to connect to the current Bike Master Plan for Sacramento to encourage transit ridership.*

- **Enact regulation changes at city and county levels, including reducing impact fees for affordable housing.** Sacramento's rising population and the region's housing shortage have created the need to build more housing, and these policy changes could spur investment in and availability of affordable housing options.
- **Expedite construction of new mixed-income and mixed-use housing.** Investment in housing options can act as a catalyst around the Florin and Meadowview stations.
- **Improve multimodal connections to housing, jobs, retail, services, and parks and recreation through landscape design and installation of new parks, greenways, and other green infrastructure.** Begin aggressive tree planting in the study area with partnership between SMUD, the city, Sacramento Tree Foundation, and property owners. Introduce the idea of public landscape easements on private property. Start public art projects to highlight South Sac's identity. Begin upkeep and fix existing infrastructure.
- **Use ground-floor retail space and placemaking to activate local retail, community and business development, arts, public health, and healthy eating.** Develop flexible space to respond to the community's and area's economic development needs over time.



## Conclusion

**FROM A REAL ESTATE AND ASSET STANDPOINT**, the station areas, located just 1.5 miles apart, are aligned and ready for development. The station areas are well served with transit. The availability of public lands for development next to the stations, the expertise and resources of SHRA and other strong public-sector partners, and a thriving locally based business and retail sector means that development should come. Local leaders should seek development around the stations that would create “a more whole community,” with affordable and market-rate housing, open space and parks, and other neighborhood-serving development.

*With thoughtful land use and strong public/private partnerships, South Sacramento can create equitable TOD that improves public health and safety, adds affordable housing, and enhances connectivity.*

The panel urges local leaders to act quickly to find appropriate developers for properties next to and around the light-rail stations. These sites will find buyers, but the highest and best use for this urban land would be to reinforce the value of the adjacent transit stations and respond to the needs of the community.

The panel believes that knowing redevelopment will come, eliminating barriers impeding development, and getting ready to take advantage of it will result in the kind of equitable development the community desires. The panel’s plan for the Florin and Meadowview stations could become a template to stimulate much more TOD activity throughout the region.

# About the Panel

## David Leininger

### Panel Chair

Dallas, Texas

In April 2018, Leininger affiliated as a strategic adviser with Sasaki Associates, a Watertown, Massachusetts, planning and architecture firm with an international practice. In this capacity, he advises Sasaki on matters pertaining to transit-oriented development, public/private partnerships, and public finance structures.

He previously served as executive vice president and chief financial officer for Dallas Area Rapid Transit (DART) from December 2008 to July 2018. The agency has a full-time workforce of 3,700 employees. During his tenure at DART he was instrumental in restructuring the Twenty Year Financial Plan to accommodate an additional \$2.5 billion of new debt to support 30 miles of light-rail line expansion, led a mobile ticketing, trip planning, and payment initiative to support several hundred thousand daily riders, and chaired two retirement programs with a combined portfolio value in excess of \$600 million.

He was named 2011 CFO of the Year for the public sector by the *Dallas Business Journal*. He is past chair of the Financial Management Committee of the American Public Transportation Association and the Transit Finance Learning Exchange.

Leininger has an extensive public-sector background, including positions as budget director for the Dallas, fiscal services administrator for the city of Garland, and chief financial officer for the city of Irving. During his tenure in Irving from 2003 to 2008, he also led economic development initiatives on behalf of the city, including providing staff support for the Las Colinas Tax Increment District and leading the development and

financing initiative for the Irving Convention Center. He also oversaw the special tax financing initiative that generated sufficient funds to cover the demolition of the Dallas Cowboys's Texas Stadium.

In addition to his public-sector experience, Leininger has nearly 25 years in the private sector. He was associated with large-scale real estate development in the Dallas/Fort Worth area, followed by nearly 10 years with Club Corp International in a variety of capacities. He subsequently joined Economics Research Associates as senior vice president, recreational real estate. He is a full member of ULI, a member of the national Transit Oriented Development Council, and serves as co-chair of the DFW TOD Council. He has served on 11 ULI advisory panels, six as panel chair.

He holds a degree in political science from Benedictine College in Atchison, Kansas, and an MPA from the University of Kansas.

## Karen Abrams

Pittsburgh, Pennsylvania

Abrams joined the Heinz Endowments in 2017 as the program officer for equitable development, with a focus of infusing equity into the foundation's redevelopment funding initiatives in the Pittsburgh region. Her work involves helping the Endowments develop and implement a range of grant-making that supports sustainable investments in neighborhood-level projects as well as city and region-wide initiatives.

Before coming to the Endowments, she was the community and diversity affairs manager at the Urban Redevelopment Authority (URA) of Pittsburgh. Her responsibilities included ensuring that disaffected residents of Pittsburgh's historically African American neighborhoods were engaged in real estate and economic development activities affecting their lives. Her

work contributed to investments ranging from thousands of dollars for small-scale vacant lot improvements to a \$30 million U.S. Department of Housing and Urban Development Choice Neighborhood Implementation Grant.

Also while at the URA, Abrams established initiatives to increase equity and inclusion in Pittsburgh's land use and planning practices. These included Urban Matters, an arts and design civic engagement program for youth in low-income communities, and the Community Toolkit Project, which connects recent minority graduates in architecture and planning with African American communities experiencing land use challenges. She also started the African-American Neighborhoods of Choice research group to attract and retain newly arriving African American residents in Pittsburgh and the URA's Equity Working Group to ensure economic justice and inclusion principles are incorporated into the agency's policies and practices.

A native of Harlem, Abrams earned a bachelor's degree in African and African American Studies from the University of Virginia and an MS in sustainable systems from Slippery Rock University of Pennsylvania. She also was awarded a Loeb Fellowship at the Harvard Graduate School of Design.

## Abigail Ferretti

Washington, D.C.

As a founding principal of Partners for Economic Solutions (PES), Ferretti focuses on managing the firm's urban practice with an emphasis on revitalizing older communities. In all her work, she dedicates herself to finding the best available data that accurately portray current and potential development. She uses GIS extensively to inform the analyses of existing

conditions, competitive projects, and opportunities for new development. This relentless pursuit of actual data to build sound conclusions serves as a guiding principle for all PES projects.

With 20 years of experience managing small and large redevelopment projects, Ferretti is fully versed in a variety of approaches and strategies. Beginning with her work with streetscape and small business loans in Baltimore County business districts, she has extended her experience to include such downtowns as Camp Hill, Pennsylvania; Fairfax, Virginia; and Durham, North Carolina.

She also has evaluated such commercial corridors as Washington, D.C.'s Georgia Avenue, U.S. Route 1 between Washington and Baltimore, and U.S. 40 in Howard County, Maryland. Her work along the Route 1 corridor included analysis of opportunities at four MARC station areas, working with multiple stakeholders and area jurisdictions, and work on two sets of specific proposals for TOD at the Laurel (Maryland) Main Street Station. In both urban and suburban business districts, her detailed analysis provides invaluable input to crafting realistic redevelopment plans that can succeed within the local market.

She prepared a market analysis and development strategy for the Liberty Heights neighborhood in West Baltimore, examining opportunities for mixed-use development. She identified and evaluated opportunities for public/private partnerships to support parks and recreation centers in the Washington, D.C., park system, exploring joint development, concession agreements, and corporate/nonprofit partnerships.

In Prince George's County, Maryland, Ferretti reviewed an existing long-term lease arrangement at the Largo Town Center that affected development patterns and offered strategies for redevelopment. The recommended strategy required an institutional anchor (hospital) to spur the redevelopment,

with Abrams providing key inputs in several public input sessions to build public support for the institutional user. Along the Allegheny River in Pittsburgh, she worked with the Urban Redevelopment Authority as part of a multidisciplinary team to plan for the redevelopment of industrial properties into a mixed-use community with a new waterfront park.

She works closely with stakeholders to understand their views, interests, concerns, and resources to forge consensus on the plan and the implementation strategies. She is particularly skilled in helping community members and other stakeholders understand market opportunities and constraints so that plans are market-based and realistic.

## Richard Lukas

Washington, D.C.

Lukas has worked in community development focusing on the intersection of government affairs and urban planning for over 15 years. He currently directs the Economic Development and Commerce Committee at the National Governors Association (NGA). In this role, he works with Congress and the administration, representing state interests in the areas of infrastructure, transportation, finance, and urban and rural development.

Before NGA, as director of federal grants and program development at The Trust for Public Land, Lukas created and oversaw the development and implementation of a multimillion-dollar federal grants program to support the organization's 30 state offices, funding projects that included park acquisition, design, and development. He has extensive experience in federal programs and agency engagement, helping organizations develop strategies and funding streams that deliver technical assistance and capital investments.

In addition, Lukas dedicated four years of pro bono service to create a nonprofit corporation that successfully drove the development of a park on a vacant lot owned by the D.C. Housing Authority in Southeast Washington. He spearheaded the project from securing city monies and federal stimulus funds to managing a diverse set of interests and agency engagement.

Lukas holds a master's degree in political management from the George Washington University and a BA in history and political science from Gettysburg College.

## Leroy Moore

Tampa, Florida

Moore has worked in the real estate development arena since 1984 and currently holds the position of senior vice-president/chief operating officer with the Housing Authority of the city of Tampa. In this position, he oversees all aspects of the Authority's Office of Operations and Real Estate Development, including high-profile projects such as Choice Neighborhoods, HOPE VI Redevelopments, long-range capital planning, leading massive mixed-use redevelopment projects such as Encore Tampa and West River, and strategic business planning and corporate vision management.

Before joining Tampa Housing Authority in May 1998, Moore operated his own consulting firm, providing national training and professional organizational management and analysis to public and Indian Housing Authorities throughout the United States. He has held director-level positions in a number of housing authorities, including Memphis, Peoria, Oakland,

and Atlanta. In 1995, he was selected to provide professional services to the court-appointed receiver for the District of Columbia Housing Authority in Washington, D.C., under contract with the U.S. Department of Housing and Urban Development. He is regularly called on to give speeches and presentations at local and national conferences and industry meetings.

Moore resides north of Tampa Florida in Lutz and remains active both in professional organizations nationwide and community causes throughout the Tampa Bay community.

## Ralph Núñez

Troy, Michigan

Núñez founded DesignTeam Limited in 1984, a landscape architecture and land planning firm in Houston, Texas. He has worked in the Detroit metropolitan area since 1990. With 34 years in private practice experience and over a thousand assignments completed, he rebranded DesignTeam Limited and established NúñezDesign in 2016. The new studio, located in Troy, Michigan, north of Detroit, offers landscape architecture and urban design services, focusing on creative solutions and sustainable design. The clients' goals are balanced with environmental sensitivity and regulatory requirements.

NúñezDesign has a proven record, performing within tight timeframes and budgets to make complex projects a reality. NúñezDesign's holistic approach to developing solutions supports the goal of creating sustainable places where people can live, work, and play. Its portfolio of projects covers Michigan, Ohio, and Texas.

With more than 40 years of experience as a landscape architect, land planner, and urban designer, and particular emphasis on project design, concept visualization, development strategies, and management, Núñez's expertise in complex urban design and master planning is highly respected. Projects include master plans and development plans for residential communities, senior living facilities, retail centers, office research campuses, and recreation facilities. He has been responsible for master planning more than 210,000 acres, over 100,000 dwelling units, 6.5 million square feet of office research, and 18 million square feet of commercial projects throughout the United States and internationally.

Núñez graduated from the Pennsylvania State University with a bachelor of science of landscape architecture and received his master of urban design from Lawrence Technological University.

He has been qualified as an expert witness in planning, landscape architecture and design. He is often called upon to develop plans to resolve difficult and stalled projects. His commitment to sustainable design is evidenced by his passion for teaching and professional activities. He has been a guest lecturer at a number of colleges and universities. He has also served as an adjunct professor at Lawrence Technological University, a position he had held for the past 20 years. Urban Land Institute has used his creative expertise, having him participate in 16 Advisory Services panels throughout the country.

## Stan Wall

Washington, D.C.

Wall is a senior real estate executive with over 20 years of experience across the entire real estate project life cycle, including strategy, planning, finance, development, and construction. He is a partner with HR&A Advisors Inc., an economic development strategy, real estate development advisory, and program design and implementation firm. At HR&A, Wall leads the firm's Washington, D.C., office, working with public and private-sector clients in the areas of transit-oriented development, urban regeneration, affordable housing, and economic development.

Wall's career experiences have focused on improving the built environment—including his role as director of real estate and station planning at the Washington Metropolitan Area Transit Authority, where he focused on implementing TOD projects across the Washington region. Other previous experiences include Arup, Jones Lang LaSalle, Deloitte Consulting, and Lend Lease.

He received a bachelor of architectural engineering (construction management emphasis) from Pennsylvania State University and an MBA in finance and real estate from the Wharton School at the University of Pennsylvania. He is a registered Professional Engineer in the District of Columbia, is a member of the Urban Land Institute, and serves on the Responsible Property Investment Council; and he previously served as a commissioner for the Maryland Sustainable Growth Commission. In 2013, Wall was recognized by the *Washington Business Journal* as one of the region's Minority Business Leader Award winners.





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