

Chapter 10 - The Implementation Strategy

Sacramento Regional Transit Master Plan

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Prepared for:

Sacramento Regional Transit District
1400 29th Street
Sacramento, Ca 95816
USA

+1 916 321 2800
www.sacrt.com

Prepared by:

Steer Davies Gleave
1000 - 355 Burrard Street
Vancouver, BC V6C 2G8
Canada

+1 604 608 6198
www.steerdaviesgleave.com

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10 The Implementation Strategy

Introduction

- 10.1 The TransitAction Plan is a 26-year plan designed to set the course and vision for Regional Transit (RT) to 2035. It includes large-scale expansion both in the physical network and in operating hours. The delivery of the plan will have huge impacts for RT - it will require the construction of new infrastructure, many more vehicles, additional maintenance facilities, more staff to plan, operate and maintain the network and, as was discussed in Chapter 9, significant new sources of funding. All of these changes cannot be accommodated or accomplished at once and this chapter has therefore been included to provide an initial implementation strategy for the TransitAction Plan. It contains a number of assumptions on funding availability and will need to be periodically reviewed and updated as funding and other conditions change.

Prioritizing the Investments

- 10.2 The first step in developing the implementation plan was to undertake a technical evaluation of all of the capital investments included in the TransitAction Plan. This evaluation used the same Multiple Account Evaluation (MAE) process used to assess the three scenarios in Chapter 5. However, due to the large number of services to be assessed and the variability of data available at a route level, a slightly simplified process was used at the individual project level

Multiple Account Evaluation (MAE)

- 10.3 The evaluation incorporated four accounts including Community Benefits, Environmental Benefits, Economic Benefits and Deliverability. The categories used in the evaluation are summarized in Table 10.1.

TABLE 10.1 MULTIPLE ACCOUNT EVALUATION PROCESS

Account	Parameter
COMMUNITY	
Land Use Integration & Opportunity for TOD	Identification of major activity centers served
Transportation Network Integration	Identification of transit transfer centers and interchange opportunities
ENVIRONMENT	
Emissions and Disturbance	Change in vehicle miles travelled and resulting emission levels for CO ₂
TOD/Urban Form	Identification of impacts on urban composition and public space function
ECONOMY	
Transportation Efficiency (Users)	Estimated transit travel time saving

Transportation Efficiency (Operator)	Farebox recovery
DELIVERABILITY	
Funding Potential	Initial assessment of local and federal funding opportunities
Feasibility (Construction)	Capital cost
Feasibility (Operations)	Operating subsidy required

Ranking Methodology

- 10.4 For the purposes of this analysis, only new projects over and above existing committed projects were evaluated, so for example, the South Line extension to Cosumnes River College was excluded.
- 10.5 Each account in the MAE framework was populated and a ranking was generated based on the following:
 - Each account was ranked from 1 to 35, with 1 scoring the best score (this can be the lowest for cost but the highest for Placemaking/Urban form) and
 - Where two services score the same, ranking was adapted accordingly (e.g. if two services score highest they will be allocated 1, the next service would be 3 and so on).
- 10.6 A final or total ranking was then calculated by adding together the rankings across the four accounts (i.e. no account is given more weight than the others). For ease of review and comparison, the projects were split by rail-based projects in Table 10.2 and bus-based projects in Table 10.3. Figures 10.1 and 10.2 have also been provided for reference to assist in reviewing the rankings.

TABLE 10.2 RAIL PROJECT RANKING

Rank	Project
1	DNA Line
2	Downtown European Street Tram - South Loop
3	Citrus Heights LRT
4	Elk Grove LRT
5	Downtown European Street Tram - South Loop
6	Roseville LRT
7	Rancho Cordova Streetcar - Phase 1-3
8	Citrus Heights - Rancho Cordova Streetcar
9	Rancho Cordova Streetcar - Phase 4-5
10	El Dorado LRT
11	Rancho Cordova Streetcar - Phase 6-7

FIGURE 10.1

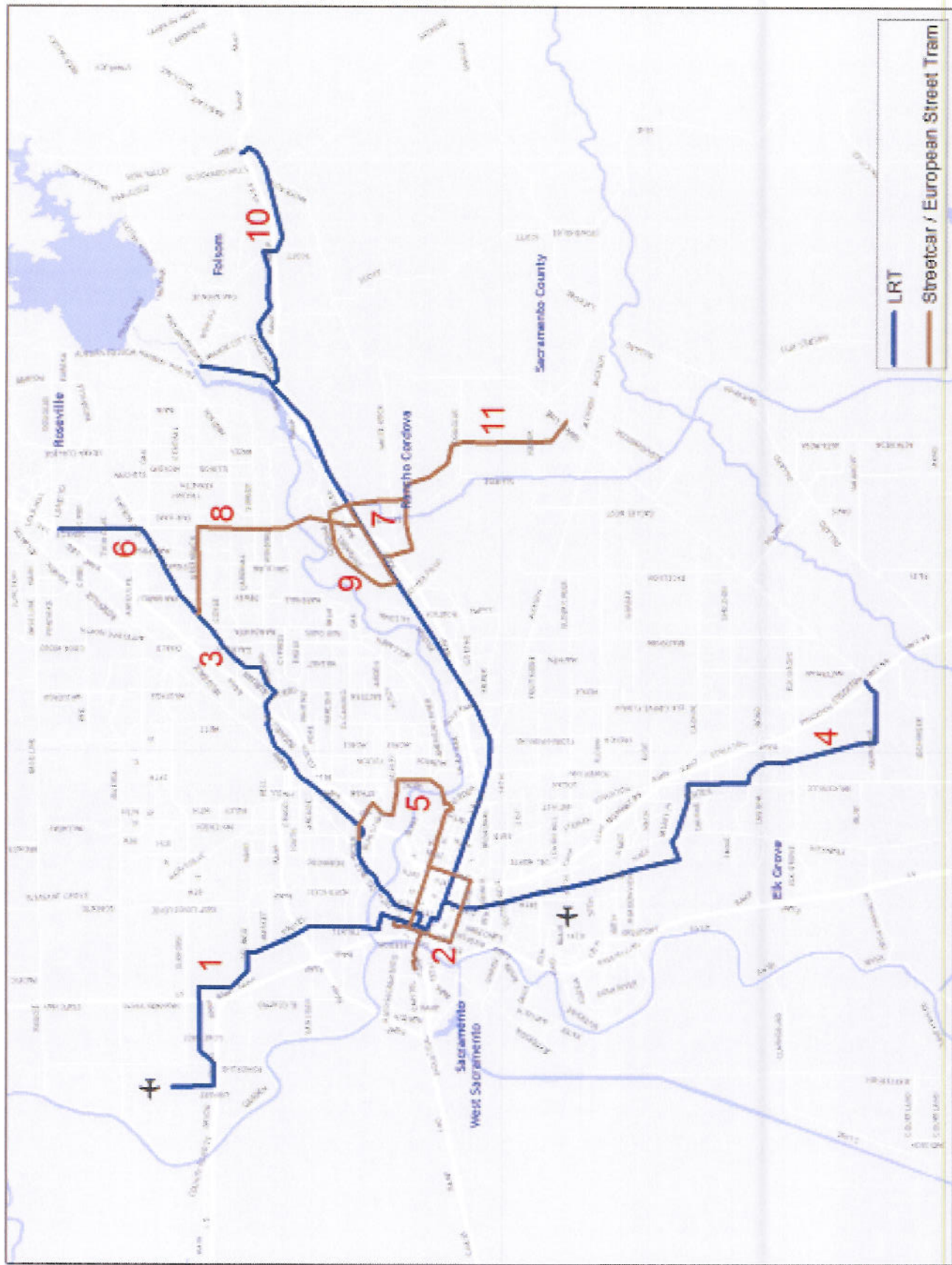


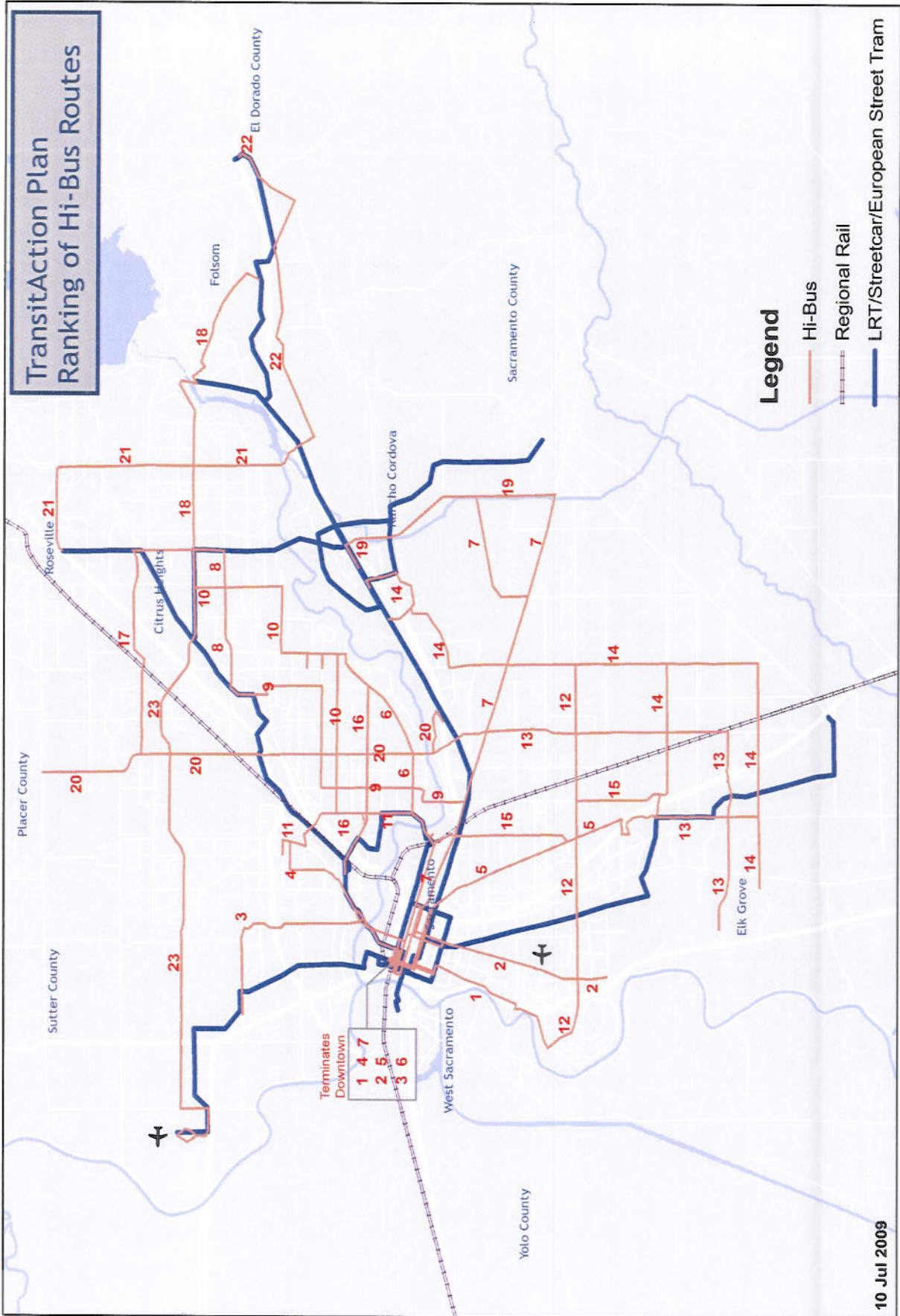
TABLE 10.3 HI-BUS PROJECT RANKING

Rank	Project
1	Riverside Boulevard
2	Freeport Boulevard
3	Norwood
4	Del Paso
5	Stockton Boulevard
6	Fair Oaks
7	Jackson Highway
8	Madison
9	Marconi
10	El Camino
11	Howe
12	Florin Road
13	South Watt
14	Bradshaw
15	65 th Street
16	Arden Way
17	Antelope
18	Greenback
19	Sunrise
20	Watt
21	Hazel
22	Easton Valley Parkway
23	Elkhorn

Local Input to the Deliverability Assessment

- 10.7 While the technical evaluation presented in the previous section was undertaken from an objective perspective, it was done using 2035 ridership forecasts based on a single, long term land use forecast.
- 10.8 In order to further define the deliverability account of the MAE process, consultation was undertaken with senior RT staff and operations personnel. This input was used to ensure that the final TransitAction Plan represents the needs and land use aspirations of the whole region, linking future projects and investments to updated General Plans and provides a clear need to link future investment to proactive land use decisions and policies.
- 10.9 The remaining sections present the revised project priority list and TransitAction Plan implementation strategy.

FIGURE 10.2



A Tiered Approach to Implementation

10.10 Following the completion of the evaluation process, an implementation strategy for the TransitAction Plan was developed based on various levels of funding availability. A three-tiered approach was developed as follows:

- **Tier 1 Projects and Improvements** - projects that could be funded with equivalent of a ¼¢ sales tax;
- **Tier 2 Projects and Improvements** - projects that could be funded with equivalent of a ½¢ sales tax;
- **Tier 3 Projects and Improvements** - projects within the overall plan but that do not meet thresholds for service and require:
 - Changes to land use (to generate higher density and more ridership);
 - Changes to road network planning and designation;
 - Changes to complementary measures (e.g. changes to parking policies); and
 - Further funding sources (above those in Tiers 1 and 2).

10.11 In addition, it is worth noting that:

- Projects outside the RT service boundaries will require further local contributions from those jurisdictions benefiting and
- Additional partner funding will be needed to implement Complete Streets.

Tier 1 Projects and Improvements

10.12 Tier 1 projects are the highest priority and would be implemented immediately should funding be available. Tier 1 includes investments in new infrastructure as well as substantial expansion of service levels. The specific details of Tier 1 are summarized below and shown in Figure 10.3.

Tier 1 Capital Projects and Improvements

- Rail projects/improvements:
 - DNA starter line to the airport;
 - South Line Phase 2 (Blue Line extension to Cosumnes College);
 - Rancho Cordova Streetcar (Phase 1);
 - Streetcar starter line (West Sac-Downtown); and
 - Blue and Gold lines double-tracked.
- Bus projects/improvements:
 - 10-15 Hi-Bus corridors implemented - these are not envisioned as full Bus Rapid Transit (BRT) but Enhanced Bus offering 'Hi-Quality, Hi-Frequency and Hi-Speed' service;

- | Priority of implementation will be based on a combination of ranking, funding availability (phasing) and cooperation of local jurisdictions; and
- | Changes in vehicle fuels and technology will be made once the technologies are proven (i.e. RT will not be an 'early implementer').
- | Safety measures introduced to reduce crime and nuisance behavior:
 - | Closed-Circuit Television cameras installed at all stations, major stops and on all vehicles and
 - | Funding for increased transit policing and more frequent vehicle cleaning.
- | Implementation of Smartcard system and improved information systems; and
- | Maintenance facilities:
 - | Upgrade of existing light rail facility and
 - | Phase 1 of the McClellan Business Park facility.

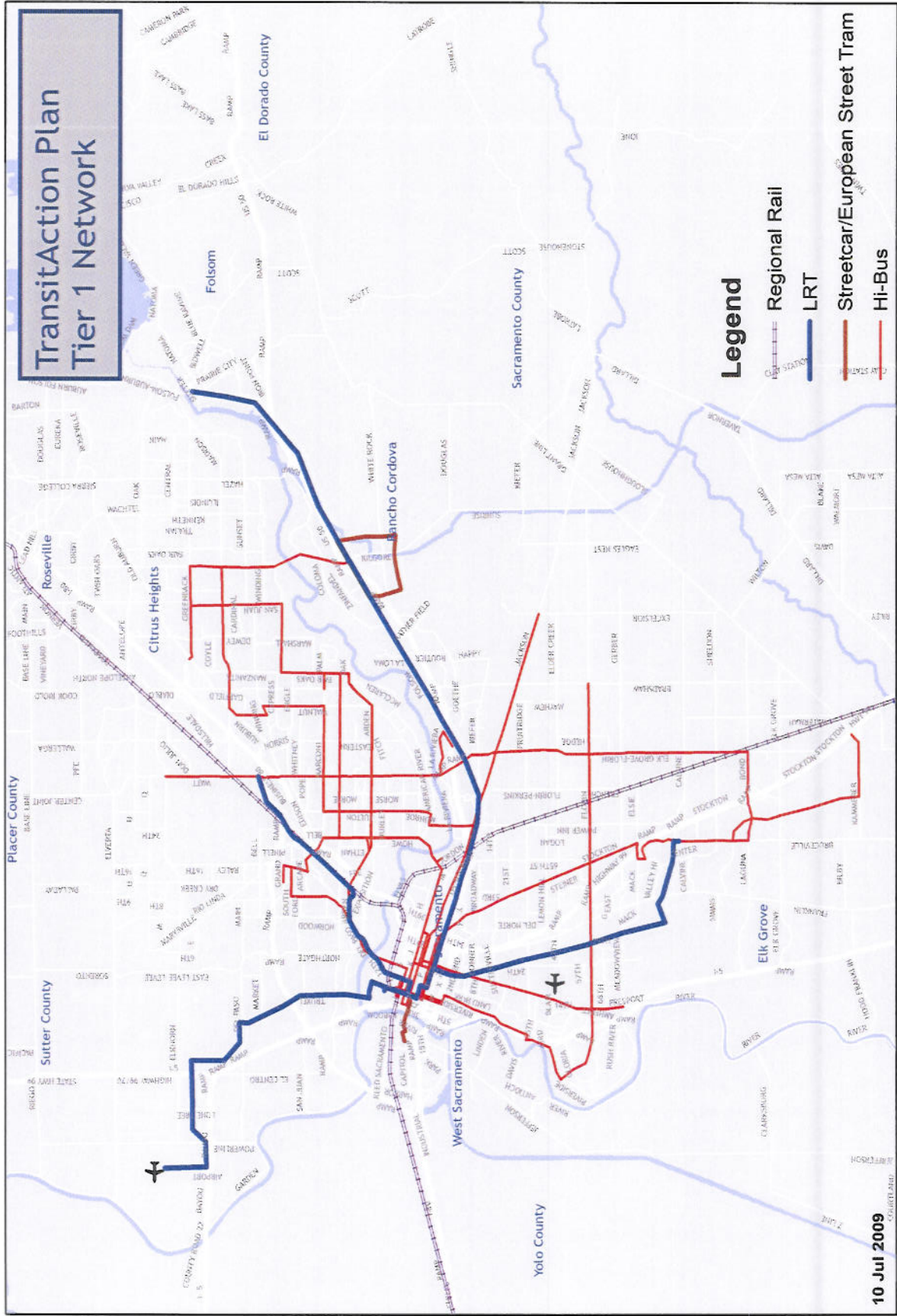
Tier 1 Operations

- | Service Frequencies:
 - | Rail - 10 minute peak service and 15 minute off-peak;
 - | Hi-Bus - 10 minute peak service and 15 minute off-peak;
 - | Local Bus - 20 minute peak service and 30 minute off-peak;
 - | Rail hours are double what is currently provided; and
 - | Bus hours are almost three times what is currently provided.

Tier 1 Funding Requirement

- 10.13 While the precise amount and timing of the funding source will need to be determined through further research and consultation with the RT Board, its stakeholders and the general public, the full set of Tier 1 Projects and Improvements could be delivered with the equivalent of a ¼¢ sales tax.

FIGURE 10.3



Tier 2 Projects and Improvements

- 10.14 Tier 2 projects are the next level of priority for implementation and would also be implemented should funding be available. Tier 2 includes further investments in new infrastructure, particularly rail, as well as further expansion of service levels. The specific details of Tier 2 are summarized below and shown in Figure 10.4.

Tier 2 Capital Projects and Improvements

- All capital projects from Tier 1, plus...
- Rail projects/improvements:
 - Downtown European Street Tram - North Loop (Railyards - Midtown - CSUS - Cal Expo - Arden);
 - Downtown European Street Tram - South Loop (West Sac - Downtown - Broadway - Railyards);
 - Blue Line Extension to Citrus Heights (funded locally); and
 - Blue Line Extension to Elk Grove (funded locally).
- Regional Rail - vehicles to provide 30-minute peak service;
- Maintenance facilities:
 - Two additional rail facilities and
 - Completion of the McClellan Business Park facility; and
- Pedestrian access improvements to provide for Complete Streets and Corridors.

Tier 2 Operations

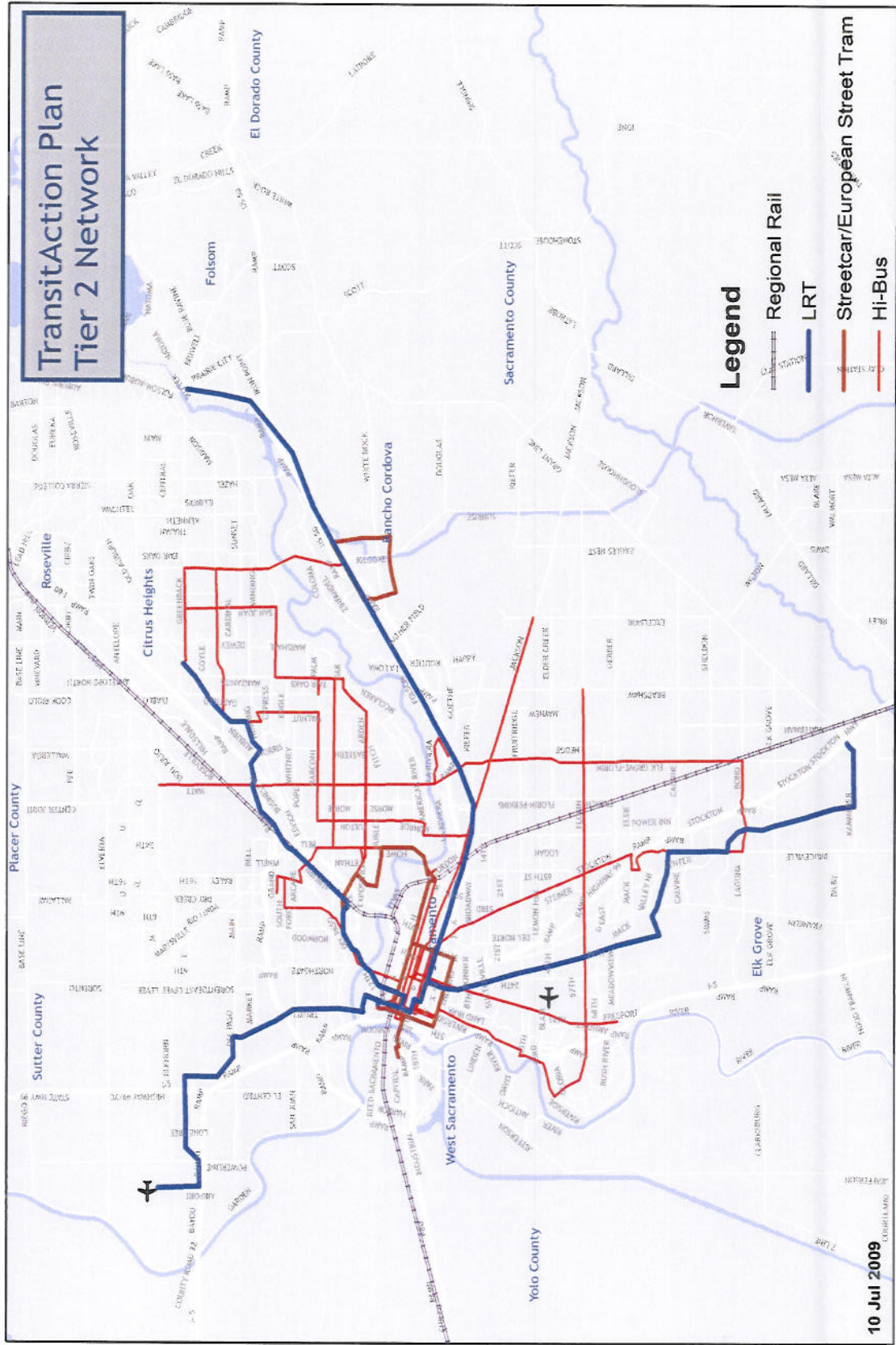
- Service Frequencies:
 - Rail - 10 minute peak service and 15 minute off-peak;
 - Hi-Bus - 10 minute peak service and 15 minute off-peak, plus 5 minute peak and 10-minute off-peak service on targeted routes;
 - Local Bus - 20 minute peak service and 30 minute off-peak;
 - Rail hours are three times what is currently provided; and
 - Bus hours are more than three times what is currently provided.

Tier 2 Funding Requirement

- 10.15 While the precise amount and timing of the funding source will need to be determined through further research and consultation with the RT Board, its stakeholders and the general public, the full set of Tier 1 Projects and Improvements could be delivered with the equivalent of a ½¢ sales tax.
- 10.16 In addition, funding and cooperation from partner agencies would be needed to implement Complete Streets programs.



FIGURE 10.4



Tier 3 Projects and Improvements

- 10.17 While Tier 3 represents the full TransitAction Plan, many of the projects included in Tier 3 will require major changes in land use and planning before RT will commit to implementation/operations. RT is however committed to these projects and will work with communities and developers to try to make these projects viable over the life of the plan. The specific details of Tier 3 are summarized below and shown in Figure 10.5.

Tier 3 Capital Projects & Improvements

- All capital projects from Tiers 1 and 2, plus...
- Rail projects/improvements:
 - Rancho Cordova Streetcar - Phase 2 and 3;
 - Blue Line Extension to Roseville;
 - Gold Line Extension to El Dorado County; and
 - Citrus Heights - Rancho Cordova European Street Tram.
- Regional Rail - vehicles to provide 15-minute peak service;
- Bus projects/improvements:
 - Remaining 8-13 Hi-Bus routes;
- Maintenance facilities:
 - Additional bus maintenance facility; and
- Remainder of pedestrian access improvements to provide for Complete Streets and Corridors.

Tier 3 Operations

- Service Frequencies:
 - Rail - 5 minute peak service and 10 minute off-peak (Regional Rail - 15 min service);
 - Hi-Bus - 5 minute peak service and 10-minute off-peak service;
 - Local Bus - 10 minute peak service and 20 minute off-peak;
 - Rail hours are eight times what is currently provided; and
 - Bus hours are almost five times what is currently provided.



FIGURE 10.5

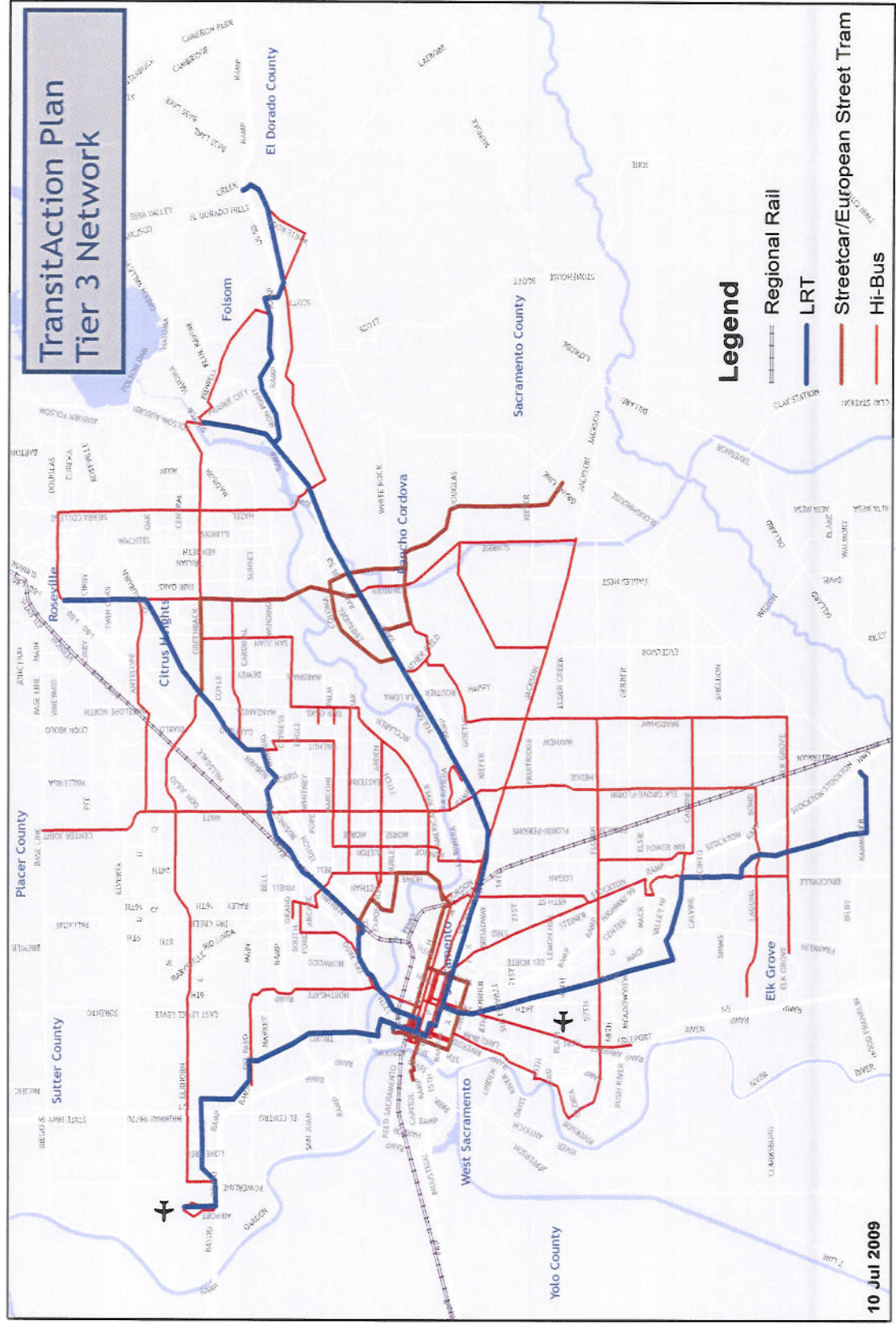


Table 10.4 Summary of Tiers

Project	Base / Scenario A	Tier 1	Tier 2	Tier 3
CAPITAL PROJECTS				
Rail				
• Blue Line	-	-	-	-
○ South Line to CRC	✓	✓	✓	✓
○ Elk Grove Extension	-	-	✓	✓
○ Citrus Heights Extension	-	-	✓	✓
○ Roseville Extension	-	-	-	✓
• Gold Line	-	-	-	-
○ DNA	MOS1	✓	✓	✓
○ El Dorado Extension	-	-	-	✓
• Streetcars/Street Trams	-	-	-	-
○ West Sac Downtown Streetcar	-	-	✓	✓
○ Rancho Cordova Streetcar Streetcar	-	-	Phase 1	✓
○ Downtown European Street Tram - North Loop	-	-	✓	✓
○ Downtown European Street Tram - South Loop	West Sac-Dtn	West Sac-Dtn	✓	✓
○ Citrus Heights - Rancho Cordova European Street Tram	-	-	-	✓
• Regional Rail	-	-	30-min peak	15-min peak
Bus - Hi-Bus Capital Improvements	-	10-15 routes	10-15 routes	✓
ADA Paratransit Services	3-5% growth	3-5% growth	3-5% growth	3-5% growth
Maintenance Facilities	P1 McClellan	P1 McClellan	2 x LRT + McClellan	2 x LRT + 2 x bus
OPERATIONS				
• Light Rail	15/30	10/15	10/15	5/10
• Hi-Bus / Enhanced Bus	30/60	10/15	10/15 + 5/10	5/10
• Community-based Services	30/60	20/30	20/30	10/20
NEW FUNDING REQUIRED (sales tax equivalent)	0	¼¢	½¢	1½¢

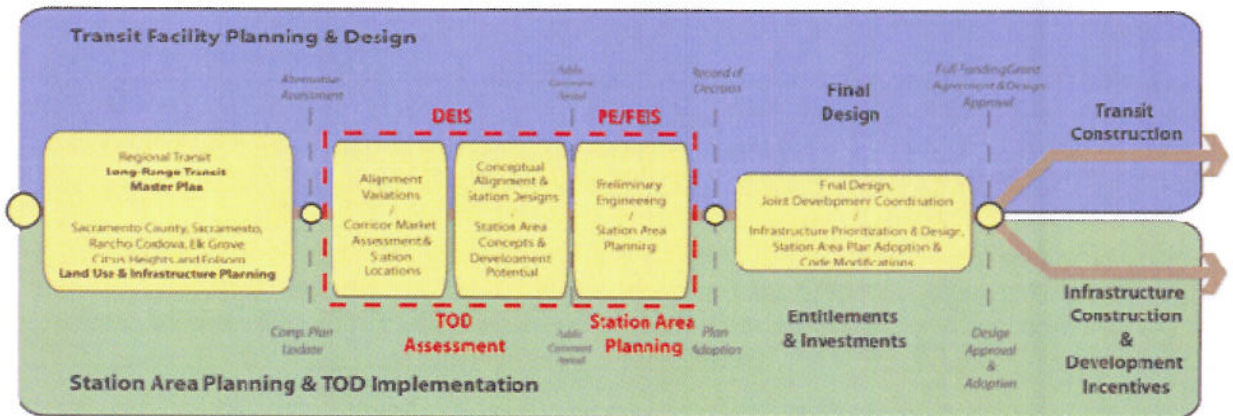
Tier 3 Funding Requirement

- 10.18 As presented in Chapter 9, the full TransitAction Plan requires substantial additional funding - an average of \$290 million/year. The combination of tools and sources of additional funding will need to be determined through further research and consultation with the RT Board, its stakeholders and the general public.
- 10.19 As noted above, RT will set a number of conditions for moving some of these projects forward. These will vary on a project-by-project basis, but may include adoption of Transit Oriented Development (TOD) land use policies/guidelines, density thresholds, Transportation Demand Management (TDM) policies and identification of local funding sources.

Delivering TOD - Key Actions

- 10.20 The most effective way to deliver TOD will be to establish the necessary foundation for the physical, regulatory, financial and political environments to react to and absorb TOD opportunities when they occur. Today, many of the necessary ingredients exist; however, these ingredients have not been successfully integrated to produce an environment conducive to guide and motivate the private development industry to deliver TOD at a regional scale. Figure 10. illustrates the various steps involved in transit development and TOD implementation.

FIGURE 10.6 TOD DELIVERY STEPS



Actively Support the Regional Vision

- 10.21 The Blueprint regional growth vision and its accompanying benchmarks present a common goal for all policy to support. The ideas presented in the Blueprint transcend the agendas of individual agencies and jurisdictions. When one agency or jurisdiction acts contrary to the regional vision, it inhibits the rest of the region from attaining common goals.

Use Transit Delivery to Influence TOD

- 10.22 RT has an important role in implementing the regional vision and supporting local community plans. Infrastructure and the commitment to infrastructure dictate land use and clearly, transit plays a defining role in the delivery of TOD in the Sacramento region. Three key elements will be addressed by RT to ensure the transit delivery mechanisms position the region for TOD;

- I **Establish** minimum land use objectives for system upgrades and new transit investments. Like the Federal New Starts competition, RT will establish priorities so that local

municipalities can commit to the TOD expectations.

- I **Understand** - RT's assets assist in delivering catalytic opportunities. RT will review its existing resources and identify surplus properties and then it will work with local municipalities to identify catalytic development opportunities and provide flexibility in the parking replacement criteria (i.e. less than 1 for 1) in the joint development policies with the appropriate mixture of land uses. Each opportunity will be evaluated and negotiated with the local municipality; and
- I **Develop** and financially sponsor an integrated transit and land use framework for transit corridor planning, National Environmental Quality Act/California Environmental Quality Act (NEPA/CEQA) procedures, and preliminary engineering. This is a critical element to TOD delivery. Integrating transit facility planning with station area land use and infrastructure planning will identify development opportunities and local infrastructure requirements when transit has an opportunity to support the initiative. It is always better to integrate these elements early into the planning and design of transit corridors and NEPA/CEQA procedures when commitments are being made. Many times, simple TOD solutions identified early in the process can be embraced; while if they are identified later in the process these opportunities cannot be accommodated, limiting development opportunities.

Sponsor and Adopt Station Area Plans

- 10.23 Local municipalities need to follow through with the recent Transit for Livable Communities initiative and formalize station area plans that advance to adoption and implementation with the creation of new land development regulations.

Get the Bones Right

- 10.24 Transit and new development regulations together do not guarantee development opportunities. It is important that the local municipalities and regional agencies commit necessary capital improvement projects around transit to position station areas to become higher density, walkable, transit supportive environments. The development community is seeking to meet the confidence of their investors. Real public commitments of public investment, beyond transit, is needed to gain the confidence of the development community, including:
- I **Sidewalk Infrastructure and Pedestrian Amenities** - Identify the deficiencies and commit to their improvement;
 - I **New Streets and Street Network Improvements** - In most cases the street network and block structure define the development opportunities; transit only provides the enhancement or incentive for more intensity. Many of the stations throughout the RT service area lack basic infrastructure to create transit supportive, walkable communities; and
 - I **Parks and Civic Infrastructure** - In most cases investments around transit will involve residential development. Important to investor confidence is the abundance of civic amenities that will insure a quality environment for future residents. Parks and civic infrastructure are often the key missing ingredients to ensuring more transit supportive opportunities.

Develop Internal Consistency

- 10.25 Clearly, partnerships and policy consistency at a regional scale are critical to delivering TOD. However, equally important is internal consistency within RT and local municipalities. Many departments within a city or county influence the development approval process and ultimately that agency's ability to deliver TOD. Similarly,

there are numerous departments within RT that impact the agency's ability to promote transit supportive development. It is critical that all departments internal to each municipality, or internal to RT, align their policies and procedures and create consistent regulations, design guidelines and operational applications to enable transit supportive development.

- 10.26 One of the single most influential considerations a developer has in deciding the form of their investment is the clarity and ease of the development review process. In many communities, policies and actions conducted are inconsistent and out of alignment in creating a truly transit supportive and sustainable community. These public inconsistencies burden the development market by making approval for appropriate design solutions around transit more difficult, with greater risk to investors than a less appropriate form of development. One of the first steps in the TOD process should be establishing the appropriate zoning and development parameters for a site. The developer would then have greater assurance that their project would be processed faster and approved by the decision making body.

Regional Transit as Facilitator

- 10.27 In every region where TOD products are being delivered at a regional scale, the transit authority plays a key leadership role. These agencies are facilitating and advancing conversations on community form and the necessity to align capital spending on transit infrastructure with regional growth strategies. They are also working with local municipalities to create model land development regulations, and in a few cases they are sponsoring local planning initiatives to create more transit supportive environments. RT needs to play a leadership role on the following issues:

- Implementing the Blueprint and integrating land use and transportation;
- Modifying its own operational and design standards to create development oriented infrastructure;
- Obtaining approval of zoning and entitlements for TOD sites;
- Seeking joint development opportunities for surplus transit properties;
- Financially sponsoring local planning initiatives and private development responses; and
- Including public infrastructure dollars for sidewalk and street improvements associated with the implementation of the TransitAction Plan.

Roles and Responsibilities

- 10.28 The TOD Guidelines' intent is not to be specific, but to offer principles and guidelines that will be refined and adopted by each municipality and their various departments.
- 10.29 Plans for areas served by existing and future high quality transit should be re-evaluated. These TOD guidelines and the resulting modifications within each municipality will allow effective implementation of the appropriate changes to the built environment.
- 10.30 Table 10.5 clarifies the roles and responsibilities of all the major decision makers that influence TOD in the region. These decision makers include the Sacramento Area Council of Governments (SACOG), municipal and county governments, RT, private developers, the State Department of Transportation (Caltrans), and the public utility commissions.

TABLE 10.5 ROLES AND RESPONSIBILITIES FOR TOD DELIVERY

TOD Delivery Requirements	SACOG	Municipal & County	Regional Transit	Private Dev. Community	Caltrans	Public Utilities Comm.
Support the Regional Vision						
1. Endorse Blueprint	X	X	X	X	X	X
2. Modify General Plans		X				
3. Adopt TOD Guidelines		X	X			
4. Develop Supportive TMP			X		X	
5. Develop Supportive MTP	X	X	X		X	
Transit Delivery						
1. Establish Minimum Guidelines	X		X		X	
2. Revise Joint Dev. Policies		X	X		X	
3. Sponsor Integrated Process	X	X	X		X	
4. Commit to Timetables	X	X	X		X	
Station Area Plans & Dev. Reg.						
1. Station Area Concepts	X	X	X	X		
2. Station Area Plans		X	X	X		
3. Adopt Revised LDCs		X		X		
4. Sponsor TOD Rezoning		X	X	X		
5. Build TOD		X		X		
Get the Bones Right						
1. Sidewalk Improvements	X	X		X		
2. New Streets & Grade Crossings	X	X		X	X	X
3. Intersection Design		X	X	X	X	
4. Park Infrastructure		X		X		
5. Transit Facility Design			X			
Internal Consistency						
1. Internal Dept. Consistency	X	X	X	X	X	X
Leadership						
1. Regional Growth	X	X	X	X	X	
2. Regional Infrastructure	X	X	X	X	X	
3. Land Use / Transportation	X	X	X	X	X	
Integration						
4. Internal Operations	X	X	X		X	X
5. Financial Sponsorship	X	X	X		X	

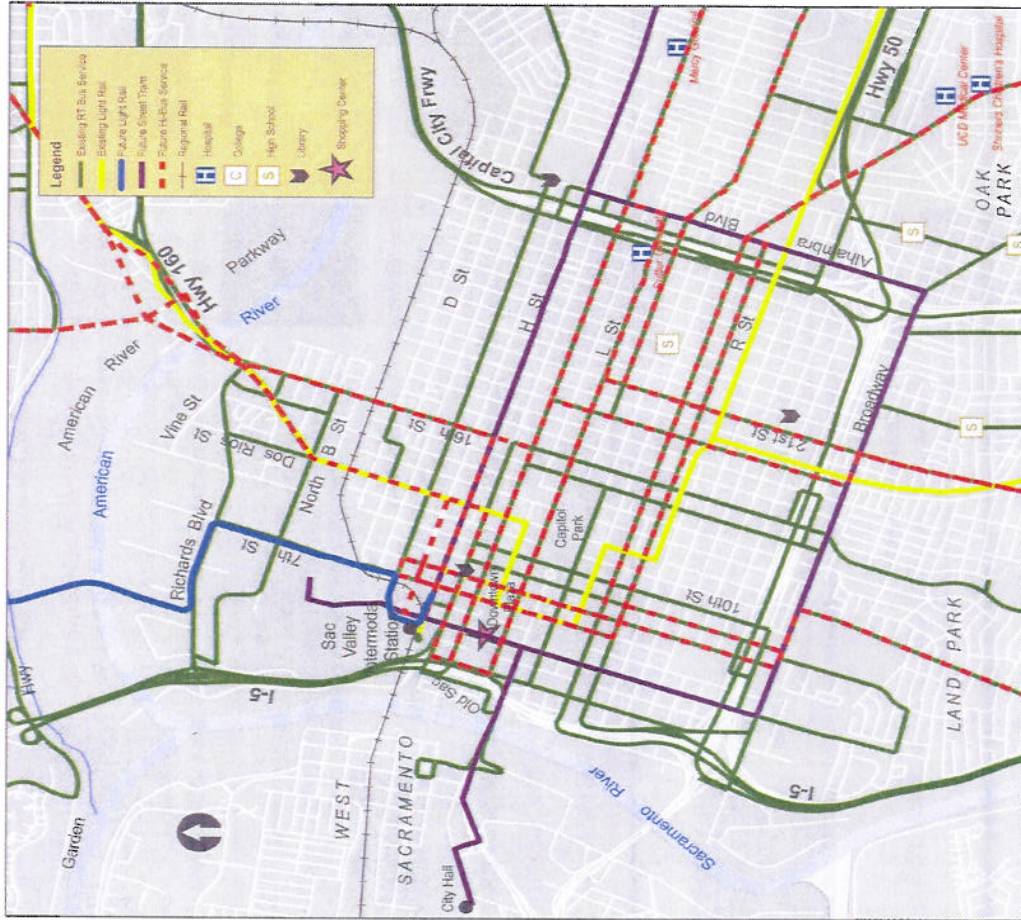
10.31 The requirements for delivery of TOD involve more than one entity in every instance. This chart reinforces the necessity of common goals and shared policy to create a predictable environment for TOD when market opportunities occur.

Conclusions and Next Steps

- 10.32 The TransitAction Plan sets an ambitious vision for an improved transit system for the Sacramento region. It clearly identifies the need to link land use and transportation planning to meet regional and national objectives of improved air quality, reduced congestion and the development of liveable communities.
- 10.33 The short range transit plans that will follow this TransitAction Plan will provide the detail of the rolling program of projects and investments that RT will pursue. However, the immediate next steps in the delivery of the Plan are:
- **Funding** - additional funding is required to implement any increases in service levels or new capital projects. RT will therefore seek funding to deliver Tiers 1 and 2 and continue to work with the local jurisdictions and developers to determine the requirements for Tier 3 projects;
 - **Local Planning** - the TransitAction Plan has developed the high level strategy for the future of Sacramento's transit system. There is now a need for much more detailed planning at the local community level to determine the precise number and alignment of routes. RT will work with each local community to develop a local transit service map - an example is included as Figure 10.7.
 - **Continue Planning** - RT will continue to develop their existing project portfolio including the South Line Phase 2 extension of the Blue Line to Cosumnes River College and the Minimum Operating Segment 1 section of the DNA line.
 - **Begin Planning** - RT will begin planning work on new projects included in Tiers 1 and 2 including Hi-Bus Corridors and the Downtown Street Tram project;
 - **TOD Guidelines** - RT will work with the local jurisdictions to adopt the Transit Oriented Development Guidelines to provide clarity over the land use requirements for transit investment; and
 - **Safeguard Opportunities** - working with the jurisdictions, the Urban Land Institute and the local development community, RT will identify opportunities for future transit services to safeguard land and road space to protect transit journey times, services and investments into the future.

FIGURE 10.7 SAMPLE TRANSITATION PLAN COMMUNITY MAP

TransitAction
Regional Transit Master Plan
Conceptual Plan for Central City



Community Based Bus

Frequencies of all community bus routes will be no more than 30 minutes and service hours will be expanded.

Hi-Bus Routes

Seven brand new Hi-Bus routes will serve this community with higher quality and higher capacity buses and frequencies of 5-30 minutes. The routes will conceptually be aligned as follows:

- Del Paso Rd. from E. Commerce Way connecting to the Natomas Education Center, Interkum High School and library, then east to Nordigale Blvd. and south into the Central City
- From Grant High School to South Ave. eastward, then south on Rio Linda Blvd., taking Del Paso Blvd into the Central City
- Fair Oaks Blvd. from Marconi Ave. in Carmichael west to the Central City with connections to Sacramento State and the American River Parkway
- Jackson Highway from Sunrise Blvd in the East County west into the Central City
- Stockton Blvd. from Cosumnes River College north into the Central City with connections to Shriners, UC Davis, Methodist, Sierra Vista and Kaiser hospitals along the way
- Freepoint Blvd. from Meadowview Rd. north into the Central City with connections to Sacramento Executive Airport and Sacramento City College
- Riverside Blvd. from Kennedy High School on Florin Rd. north into the Central City

Street Tram

The proposed Downtown street tram will link West Sacramento to Sacramento with frequencies of 5-30 minutes. The south loop will conceptually extend from the West Sacramento City Hall through Downtown and Midtown, south on Alhambra, west on Broadway, then north to the Sacramento Valley Intermodal Station. From there the north loop will extend through the proposed Railyards development then east through town to Sacramento State, then north to Cal Expo and Arden Fair terminating at the Royal Oaks light rail station. The tram will serve Downtown Plaza, the Convention Center, Sutter Mercy General and Kaiser hospitals and major employers, as well as connect to the region's bus, light rail and commuter rail services.

Light Rail

The proposed light rail expansion to the Sacramento International Airport will have frequencies of 5-30 minutes and extend from the Sacramento Valley Intermodal Station and proposed Railyards development north through Natomas. It is proposed to serve the River District, American River Parkway, major employers, Natomas Marketplace and other retail and Arco Arena.

Regional Rail

Frequencies of the Capitol Corridor trains will be increased to four trains per hour during peak periods. New commuter service will be added between Stockton and Sacramento also with four trains per hour during peak periods.