



## **Planning Commission Staff Report**

50 Natoma Street, Council Chambers  
Folsom, CA 95630

**Project:** River District Master Plan  
**File #:** SPEC24-00211  
**Request:** Recommend to City Council Approval of the River District Master Plan  
**Location:** The River District planning area includes over 6 miles of the American River from Folsom Lake Crossing to the Folsom Auto Mall, between Auburn Folsom Rd/Greenback Lane and Folsom Boulevard  
**Parcel(s):** Various  
**Staff Contact:** Robert Goss, Project Manager, 916-461-6200  
[rgoss@folsom.ca.us](mailto:rgoss@folsom.ca.us)

### **Property Owner**

**Name:** Various (Federal, State, City and private)  
**Address:** Various

### **Applicant**

**Name:** City of Folsom, Community Development Department  
**Address:** 50 Natoma Street  
Folsom CA 95630

**Recommendation:** Staff recommends the Planning Commission conduct a public hearing and upon conclusion, forward a recommendation to the Folsom City Council to approve the River District Master Plan.

### **Project Summary:**

The Folsom General Plan calls for the preparation of a River District Master Plan to increase access to the riverfront as a more integral part of the City and to create the plan by engaging the community, stakeholders, and federal, state and regional land management agencies in establishing a vision for Folsom's River District. The purpose of the plan is to establish a vision and identify priorities for future community improvements; identify guiding principles for future project proposals; illustrate conceptual solutions; and, to identify implementation steps. The River District Master Plan does not propose specific projects, nor does it rezone any land within the city.

No specific project proposals are part of the master plan. "Key sites" have been prioritized for illustration, and through robust public engagement additional important River District concepts have been identified such as access improvements, trail connections, way-finding, and environmental, historical and cultural resource interpretation amenities. The



CITY OF  
**FOLSOM**  
BUILDING THE FUTURE

**AGENDA ITEM NO. 1**  
**Type: Public Hearing**  
**Date: August 28, 2024**

preparation of the River District Master Plan is statutorily exempt from review under the California Environmental Quality Act Guidelines (CEQA) in accordance with Section 15262 – Feasibility and Planning Studies. The River District Master Plan will serve to guide future implementation steps and proposals. In addition, those proposals will be subject to compliance with the City’s General Plan, Zoning Code, and subject to full environmental review in accordance with CEQA. The River District Master Plan (Public Draft) is included with this staff report as Attachment 3 and is also available on the city’s website.

**Table of Contents:**

1. Summary and Analysis
2. Vicinity Map
3. River District Master Plan (Dated August 21, 2024)
4. CEQA Exemption Memorandum

Submitted,

A handwritten signature in blue ink, appearing to read 'Pam Johns', is written over a horizontal line. The signature is fluid and cursive, extending to the right with a long, thin tail.

---

PAM JOHNS  
Community Development Director

## ATTACHMENT 1 SUMMARY AND ANALYSIS

### BACKGROUND

The City of Folsom 2035 General Plan contains a specific goal and corresponding objectives providing for the preparation of a River District Master Plan:

*Goal LU 5.1 - Support the appropriate enhancement of Folsom's riverfront areas for current and future residents in order to increase public access, recreational opportunities, and economic development in consultation with federal, state, and regional public land management agencies.*

In support of this goal, on April 12, 2022 the City Council approved the use of American Recovery Plan Act (ARPA) funds in the amount of \$362,500 for project management services (\$62,500) and retention of a planning/environmental consultant (\$300,000). In addition, at the City Council's June 13, 2023 meeting, the Council approved two resolutions (Resolutions 11044 and 11046) and to allow the project to move forward: 1) authorizing a planning and consulting services contract with RRM Design Group; and, 2) a resolution forming the River District Master Plan Citizens Advisory Committee (CAC). The CAC includes representatives from 12 stakeholder groups (federal and state representatives and community organizations) and 12 at-large representatives.

The River District planning area includes over 6 miles of the American River and Lake Natoma from Folsom Lake Crossing to the Folsom Auto Mall, between Auburn Folsom Rd/Greenback Lane and Folsom Boulevard (see Attachment 2 – Vicinity Map).

### POLICY/RULE

As noted earlier in this report, the River District Master Plan is consistent with the City's 2035 General Plan based on the goals, policies, and implement measures listed below.

- **Goal LU 5.1** Support the appropriate enhancement of Folsom's riverfront areas for current and future residents in order to increase public access, recreational opportunities, and economic development in consultation with federal, state, and regional public land management agencies.
  - LU 5.1.1 Vision for the River District: Engage the community, stakeholders, and federal, state, and regional land management agencies in establishing a vision for Folsom's River District.
  - LU 5.1.2 River District Master Plan: Consider the preparation of a River District Master Plan for Folsom's riverfront area, that is based on widespread community engagement as well as coordination with the U.S. Bureau of Reclamation, California Department of Parks and Recreation,

and Sacramento County Regional Parks Department.

- LU 5.1.3 Enhance Lake Natoma with Compatible Recreation Uses: Enhance the role of Lake Natoma as a place to recreate and an amenity for Folsom residents, and elevate Lake Natoma’s role in supporting local and regional business and commerce, including tourism, recreation and leisure, while maintaining compatibility with the Folsom Lake State Recreation Area General Plan. Invest in strategically-located sites along the length of Lake Natoma for a diverse mix of passive and active recreation and tourism activities that are compatible with nearby land uses, historically and culturally important sites, significant habitat areas, restoration sites, and native fish and wildlife usage.
- LU 5.1.4 Honor Folsom’s Heritage: The River District Master Plan should include a means of honoring and interpreting Folsom’s heritage within the Historic District.

The Implementation section of the 2035 General Plan includes Program LU-5, which states the City shall:

- Prepare a River District Master Plan for Folsom’s riverfront area that is based on widespread community engagement as well as coordination with the California Department of Parks and Recreation.

Furthermore, that section also states that “The City has adopted many master plans, strategies, and programs focusing City attention on various types of City services and facilities, development, or geographic areas. These are prepared to provide more specific direction for City decision-makers, staff, and the public on how the General Plan will be implemented. They are not elements or components of the General Plan.”

## **ANALYSIS**

The River District planning area is vast, including more than six miles of the American River and Lake Natoma through the city. The district includes federal, state, city and private lands between the river and Folsom-Auburn Road and Greenback Lane on the north side, and Folsom Boulevard on the south side. The California Department of Parks and Recreation (State Parks) manages more than 75% of the land within the district. The federal Bureau of Reclamation owns the majority of this area, but State Parks has acquired key parcels to increase and enhance the Lake Natoma Unit. City-owned and privately owned parcels make up the balance of ownership within the district.

Recreation is the main attraction of the River District. Whether it’s cycling, walking/running, paddle sports, picnicking, or cultural, history and nature appreciation, the river and lake are the centerpiece of these recreational pursuits. Demand both locally and regionally is high and expected to increase in the future, driving the three primary objectives of the General Plan:

- Increase public access
- Increase recreation opportunities
- Increase economic growth

Other General Plan principles are relevant to River District planning efforts and are integrated into the master plan including:

- Provide City gateway enhancements
- Commit to high-quality design
- Enhance Folsom's heritage
- Celebrate and protect environmental, cultural, and historical resources

The River District is envisioned to become a focal point of activity that attracts residents and visitors to enjoy its many amenities and its unique, natural, and historic small-town feel. The River District Master Plan's vision was shaped to align with the community values that emerged from public outreach. This Master Plan aims to provide specific guidance and direction for implementing increased opportunities for recreation and access, economic growth, and celebration of the area's cultural, historic, and environmental resources.

Public engagement in the master planning process began with the 24-member city council-appointed Citizens Advisory Committee (CAC). Twelve of the members were selected from various community stakeholder organizations including State Parks, the Bureau of Reclamation, and the Shingle Springs Rancheria of the Miwok Indians. Another 12 members were selected from Folsom residents at-large. The CAC has met 13 times to date and a final meeting is scheduled in September.

Other opportunities for public engagement included:

- Social Pinpoint website active: 8 weeks (geo-located comments)
- Individual participants: 300+
- Comments on map: 526
- Questionnaire responses: 165
- Constant Contact List: 180+ (notification of meetings and correspondence)
- Community Open House, June 6, 2024
- Joint Commission Workshop, July 30, 2024

Because of the sheer scale of the River District, it was important to establish consistent planning principles connected to both the featured site concepts, and the secondary opportunities and program ideas. The Master Plan incorporates five primary planning principles which apply districtwide and are fundamental to realization of the goals for the River District.

- **PRINCIPLE 1-** Engage in early consultation with State Parks and Native American tribes where appropriate
- **PRINCIPLE 2-** Increase safety and ease of access for pedestrians, bicyclists and vehicles
- **PRINCIPLE 3-** Create connections for increased recreational or economic opportunities
- **PRINCIPLE 4-** Celebrate the City’s historical, cultural, and environmental resources where appropriate
- **PRINCIPLE 5** – Commit to “best in class” efforts to inspire residents and visitors as projects and programs are implemented

The CAC worked with the project team to identify a prioritized list of key sites to focus on conceptual and illustrative designs in more detail and demonstrate execution of the planning principles. The final key sites were chosen because they met one or more of the City’s goals for this Master Plan (improving access to the water, enhancing recreational opportunities, and/or stimulating economic growth). Additionally, the sites were required to fit into one or more of the following set of criteria:

- **Feasibility** – Sites that had a more realistic chance of being improved were prioritized. That included property in public ownership (preferably the City of Folsom).
- **Environmental constraints** – Areas that a preliminary environmental assessment determined to be the least sensitive were prioritized. It is acknowledged that there are many sensitive environmental and cultural factors along the river corridor and that any specific project will require further analysis pursuant to CEQA.
- **Community interest** – Each key site selected received strong interest during the community engagement process and was supported by the CAC.
- **Variety** – Although not a specific consideration, the key sites represent a variety of different project types within the River District, including urban, natural, recreational, and commercial uses.

The Key Sites and features of the plan include:

1. North Subarea Loop Trail and Bridge
2. Rodeo Park
3. River Promenade
4. Trader’s Lane
5. City Corporation Yard

The result and potential of these conceptual project illustrative figures is to create an expanded pedestrian network. The system and connections made and enhanced within the Historic District will extend from the City Corporation Yard on the west to the North Subarea Bridge more than a mile away upriver. The concepts also serve to activate Leidesdorff Street and Trader's Lane so the Historic District experience becomes far more than just Sutter Street. Numerous new opportunities and experiences to connect with the river and lake can be created, along with new opportunities for unique economic development to support current market and tourism interests.

Due to the general and conceptual nature of the master plan, a detailed economic analysis is not provided. However, market opportunities and discussion of positive influences on tourism and the existing business climate are included. Similarly, various implementation strategies and measures are suggested to ignite community enhancement projects and public/private development opportunities. Ultimately, these are policy decisions that must be directed by future city councils.

### **PUBLIC COMMENTS**

Staff provided email notices to more than 180 persons requesting notice of all River District Master Plan public meetings and hearings and posted a notice in the Folsom Telegraph. At the time of this staff report, City staff have received no additional comments. All material public comments throughout the planning process are posted on the River District Master Plan webpage: <https://www.folsom.ca.us/government/community-development/planning-services/river-district-master-plan>

### **ENVIRONMENTAL REVIEW**

Staff has determined that the project qualifies for a Statutory Exemption in accordance with Section 15262 – Feasibility and Planning Studies of the CEQA Guidelines. A CEQA Exemption Memorandum has been prepared by Ascent Environmental and is included in Attachment 4.

### **RECOMMENDED PLANNING COMMISSION ACTION**

Move to recommend to the City Council approval of the River District Master Plan based on the findings included in this report (Findings A-D) and additional recommendations (if any) from the Planning Commission meeting and discussion.

### **GENERAL FINDINGS**

- A. NOTICE OF HEARING HAS BEEN GIVEN AT THE TIME AND IN THE MANNER REQUIRED BY STATE LAW AND CITY CODE.
  
- B. THE PROJECT IS CONSISTENT WITH THE GOALS AND POLICIES OF THE GENERAL PLAN ESPECIALLY LAND USE GOAL LU 5.1 THAT SUPPORTS

ENHANCEMENTS TO IMPROVE PUBLIC ACCESS, CREATE RECREATIONAL OPPORTUNITIES AND PROMOTE ECONOMIC DEVELOPMENT.

- C. THE PROJECT ALSO FURTHERS THE GENERAL PLAN'S VISION AND GUIDING PRINCIPLES INCLUDING THOSE THAT ENHANCE GATEWAYS INTO FOLSOM AND ENHANCE FOLSOM'S HERITAGE.

**CEQA FINDINGS**

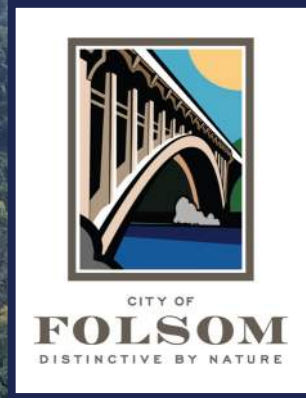
- D. THE PROJECT IS STATUTORILY EXEMPT FROM ENVIRONMENTAL REVIEW UNDER SECTION 15262 – FEASIBILITY AND PLANNING STUDIES, OF THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) GUIDELINES.



## Attachment 2 – Vicinity Map



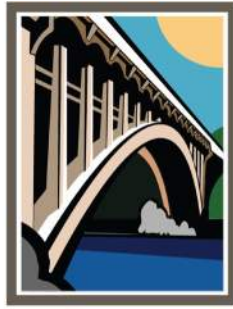
**Attachment 3**  
**River District Master Plan**  
**(Public Draft Dated August 21, 2024)**



# RIVER DISTRICT MASTER PLAN

Public Draft  
August 21, 2024





CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

# FOLSOM RIVER DISTRICT MASTER PLAN

Prepared for the City of Folsom by



**RRM Design Group**  
Lief McKay, ASLA, PLA  
Debbie Jewell, PLA

With



**Ascent Environmental, Inc.**  
Pat Angell  
Adam Lewandowski, AICP  
Lily Bostrom, APA



**Economic and Planning Systems**  
Amy Lapin, APA  
Kate O'Beirne



# ACKNOWLEDGMENTS

## CITY COUNCIL

**Mike Kozlowski**, *Mayor*

**Sarah Aquino**, *Vice Mayor*

**YK Chalamcherla**

**Rosario Rodriguez**

**Anna Rohrbough**

## CITY STAFF

**Elaine Andersen**, *City Manager*

**Pamela Johns**, *Community Development Director*

**Desmond Parrington**, *Planning Manager*

**Robert Goss**, *Project Manager*

## CITIZEN'S ADVISORY COMMITTEE

**John Lane**, *Chair - At-Large*

**Jim Lofgren**, *Vice Chair - At-Large*

**Lynne Bailey** - *At-Large*

**Jennifer Cabrera** - *At-Large*

**Bruce Cline** - *Friends of Folsom Parkways*

**Claudia Cummings** - *River District Organizing Committee*

**Brian Dulgar** - *CSUS Aquatic Center*

**Pat Flynn** - *At-Large*

**Joe Gagliardi** - *Choose Folsom*

**Deborah Grassl** - *Friends of Folsom Preservation*

**Rita Mukherjee-Hoffstadt** - *Folsom History*

**Karen Holmes** - *Folsom Historic District Association*

**Lisa Horton** - *At-Large*

**Will Kempton** - *River District Organizing Committee*

**Jennifer Lane** - *At-Large*

**Barbara Leary** - *At-Large*

**Krystal Moreno** - *Shingle Springs Band of Miwok Indians*

**Scott Muldavin** - *At-Large*

**Brian Murch** - *At-Large*

**Michael Reynolds** - *Historic Folsom Residents Association*

**Edward Roza** - *US Bureau of Reclamation*

**Devin Swartwood** - *California State Parks*

**Crystal Tobias** - *At-Large*

**Srinivas Yanaparti** - *At-Large*



## TABLE OF CONTENTS

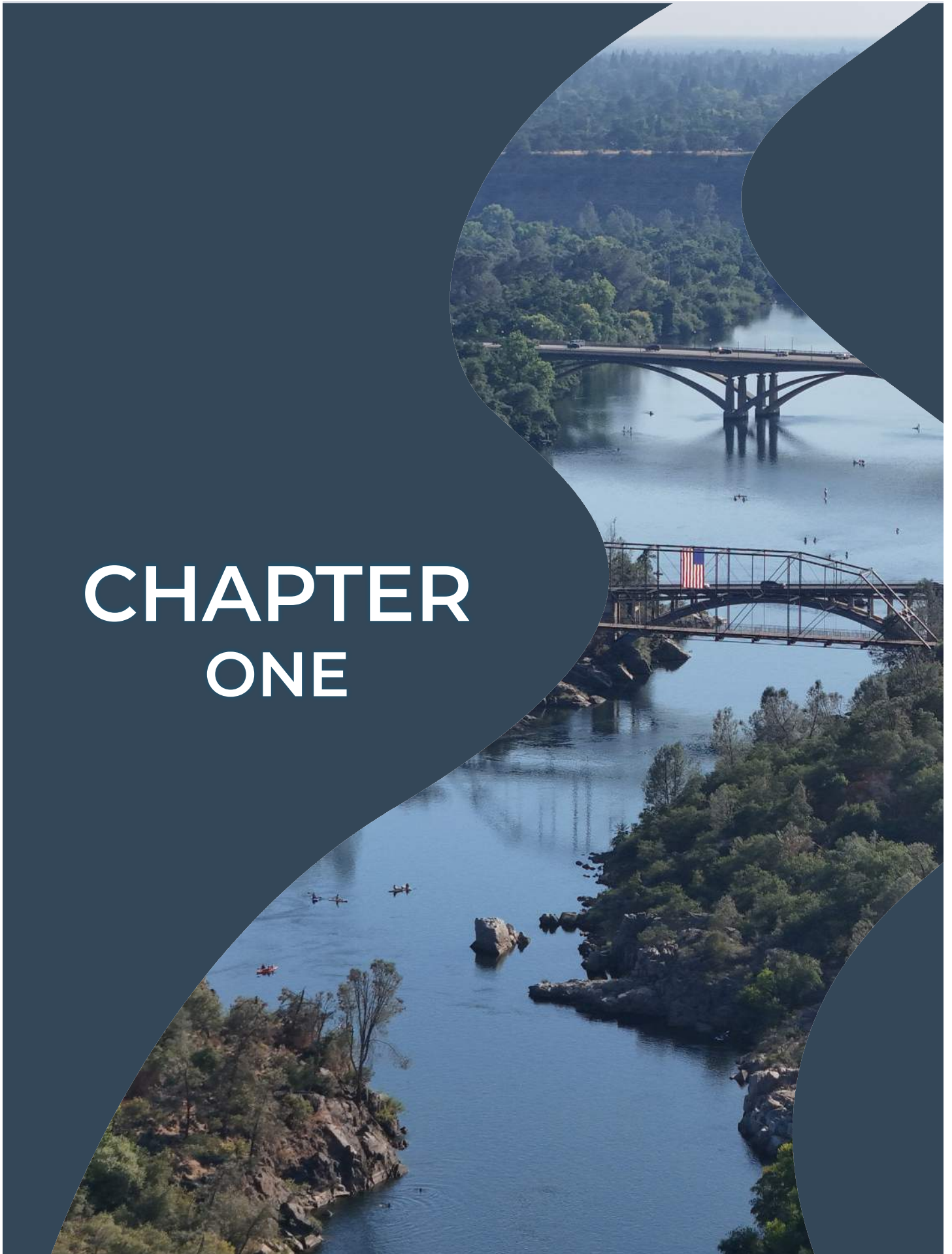
1. Introduction and Project Overview.....	9
2. Opportunities and Constraints.....	21
3. Environmental, Cultural, and Historical Resources.....	33
4. Economic Considerations.....	37
5. Design Concepts for Key Sites.....	41
6. Implementation.....	76
7. Appendices .....	87



## LIST OF FIGURES

Figure 1. River District Master Plan Area.....	12
Figure 2. City and State ownership within the River District.....	15
Figure 3. Primary recreational areas within the River District.....	16
Figure 4. Online community input topics.....	17
Figure 5. Environmental Opportunities and Constraints, Northern Segment.....	22
Figure 6. Environmental Opportunities and Constraints, Central Segment.....	23
Figure 7. Environmental Opportunities and Constraints, Southern Segment.....	24
Figure 8. Potential future bicycle/pedestrian overpass.....	27
Figure 9. The five key sites and linkages.....	42
Figure 10. Schematic diagram of trail loop and new bridge.....	43
Figure 11. Potential location for bridge based on accessibility and construction feasibility.....	43
Figure 12. Rodeo Park Conceptual Plan, Phase 1.....	46
Figure 13. Rodeo Park Conceptual Plan, Phase 2.....	48
Figure 14. Rodeo Park Conceptual Plan, Phase 3.....	50
Figure 15. Passive park at end of River Promenade.....	53
Figure 16. Promenade provides a safe and pleasant connection.....	53
Figure 17. Before and after view of River Promenade concept.....	54
Figure 18. Concept to redevelop Traders Lane parking lot.....	58
Figure 19. Roundabout at Riley and Leidesdorff.....	58
Figure 20. View of new building concept with Traders Lane in foreground.....	59
Figure 21. Before and after view from Riley Street of new plaza and building at Traders Lane.....	60
Figure 22. Preliminary High-Level Financial Feasibility Analysis: Trader’s Lane Building.....	63
Figure 23. Conceptual land use plan for the Corporation Yard.....	65
Figure 24. River District project summary table.....	80
Figure 25. Potential future refinements to the River District Master Plan boundary.....	83

# CHAPTER ONE



# Chapter 1

## INTRODUCTION AND PROJECT OVERVIEW

This chapter contains a brief introduction to the project, describes the existing ownership and operations of the River District Area, and provides the vision and goals for this Master Plan.

### A. PLANNING PROCESS AND PURPOSE

Like the development patterns of many towns along rivers, mining and industrial uses were located along the waterways, while residential and commercial development often occurred away from these areas. Historically, the American River in Folsom played a vital role in the lives of several Native American communities, and served various industrial uses during and after the Gold Rush, notably including the generation of electricity. As a result, the city developed with little regard for the river's exceptional scenic and recreational value, similar to many other examples around the country. Today, many towns along riverways are rehabilitating their water courses and repurposing these public spaces to enjoy the many opportunities these natural environments can provide. With this Master Plan, the City of Folsom aims to do just that - to reconnect the community to the river.

The purpose of this Master Plan is to establish an achievable vision, shape future growth, and implement an achievable action plan for the City of Folsom. The Master Plan provides a framework for implementation with key site design concepts to inspire future private redevelopment and incentivize public improvements that reflect the community's values and vision for the River District. Additionally, it documents many other areas of interest for future analysis and consideration for improvements, both programmatic and physical, to the River District area.

This Master Plan is a companion document to, and must be consistent with, the 2035 General Plan and municipal code, and builds upon existing documents and previous studies of the area, such as the Active Transportation Plan. Future projects in the River District should be consistent with existing documents and adopted studies for the area. For example, there are many areas of the River District that overlap the Historic District, which has its own Design and Development Guidelines; therefore, those goals and policies would be applicable to the River District in those instances in addition to this Master Plan requirements. However, if a future project is not able to be consistent with those plan requirements, the Community Development Director may grant adjustments related to development and design standards if there are no substantive impacts to the vision of the River District Master Plan.

### B. PROJECT AREA DESCRIPTION

The Folsom River District area is located east of Sacramento within the City of Folsom. The boundary includes a portion of the Folsom Lake State Recreation Area (SRA), lands around the Lake Natoma reservoir, and includes numerous landmarks and destinations. The project area features more than six miles of the American River and Lake Natoma within the City of Folsom.

Regional access to the River District is primarily from Highway 50, with Folsom Boulevard/Folsom-Auburn Road being the primary local roadway connector. There are multiple bicycle and pedestrian trail connections and public transit services linking to the River District area. Some of the trails within the River District are part of much larger trail systems, such as the Jedediah Smith National Recreation Trail, Johnny Cash Trail, American River Trail, and the Pioneer Express Trail. The Sacramento Regional Transit (SACRT) connects the River District to Downtown Sacramento with the Light Rail 'Gold Line' and has three transit stops in the Master Plan area: Historic Folsom Station, Glenn Station, and Iron Point Station.

For planning purposes, the River District Master Plan area has been divided into three segments:

- **Northern Segment** - Generally located from Folsom Lake Crossing to the Rainbow Bridge (Greenback Lane). The Northern Segment contains several key visitor destinations such as City Hall, the public library, Folsom City Park, Rodeo Park, the Zoo Sanctuary, and portions of the popular Johnny Cash Trail. Much of the Northern Segment has a natural feel, with some single-family residential areas and civic/commercial zones along East Natoma Street. Much of the Northern Segment is owned by the Bureau of Reclamation and operated by the California Department of Parks and Recreation (State Parks), and it contains the CDCR (prison property) on the northeastern edge. This segment also features



*The northern plan segment looking towards Folsom Dam and Folsom Prison*

two landmark bridges over Lake Natoma which add to the visual character and aesthetic interest of the area, the iconic Rainbow Bridge and the historic Truss Bridge, which serve pedestrians and non-motorized vehicle users. There are trails running parallel to the river on both sides that offer a variety of vantage points of the water: the American River Bikeway on the north side and the Canal Trail on the south. The Canal Trail follows the historic decommissioned canal that supplied water to the Powerhouse downstream, and numerous relics of that hydroelectric system remain.

- **Central Segment** - Generally located from the Rainbow Bridge to Parkshore Drive. This area includes Folsom's Historic District, the City Corporation Yard, the Powerhouse State Historic Park, and Black Miners Bar. The Central Segment is the most densely developed portion of the Master Plan area, with a variety of public and private uses including commercial, residential, and industrial uses. The Central Segment also includes the Historic Folsom and Glenn Station light rail stations. Formalized access to the water in this area is available in several places: Black Miners Bar on the north side has a boat launch accessible by vehicles, and various pedestrian access points exist on



*The central plan segment includes the Corporation Yard (foreground) and the Historic District*

the south side including below the Folsom Boulevard Bridge (Lake Natoma Crossing) and the south end of the Corporation Yard. Pathways along the south shoreline exist, but currently end at the Powerhouse SHP property line. A City-owned parcel at Folsom Junction commonly referred to as the “Wye Property” is adjacent to, but outside the River District boundary, and was discussed as a potential addition to the boundary. This action could be considered in the future (refer to Chapter 6 for additional information).



*The southern plan segment is the gateway to the River District from Highway 50*

- **Southern Segment** - Generally located from the Lake Forest Tech Center to the Alder Creek area near Highway 50 and serves as the entrance to the River District for visitors approaching from the south. The Southern Segment is bounded by Folsom Boulevard in the south, and it includes the Willow Creek Recreation Area, Folsom Auto Mall, and the Iron Point Station light rail station. The existing Jedediah Smith Memorial trail follows the shoreline and offers excellent vistas of the lake and features many spectating opportunities for paddling activities and events. An interesting City-owned property known as the Natoma Ground Sluice Diggings, which features remnant evidence of historic mining techniques, is adjacent to the River District area. The Natoma Ground Sluice Diggings area was discussed as a potential addition to the River District boundary, and this action could be considered in the future (refer to Chapter 6 for additional information).

## C. EXISTING CONDITIONS

The Folsom River District is a special place which contains myriad opportunities to enjoy nature and scenic vistas, celebrate a diverse blend of cultures and social history, and appreciate engineering ingenuity. The River District area contains a unique blend of public and private land ownership, is surrounded by beautiful open space rich in cultural history, and contains recreational, residential, commercial, and office uses. The non-recreational uses located directly adjacent to the River District are generally associated with Nimbus Dam and are related to the operation of Folsom Lake for flood control, water supply, and/or power generation.









### i. Federal and State Operations

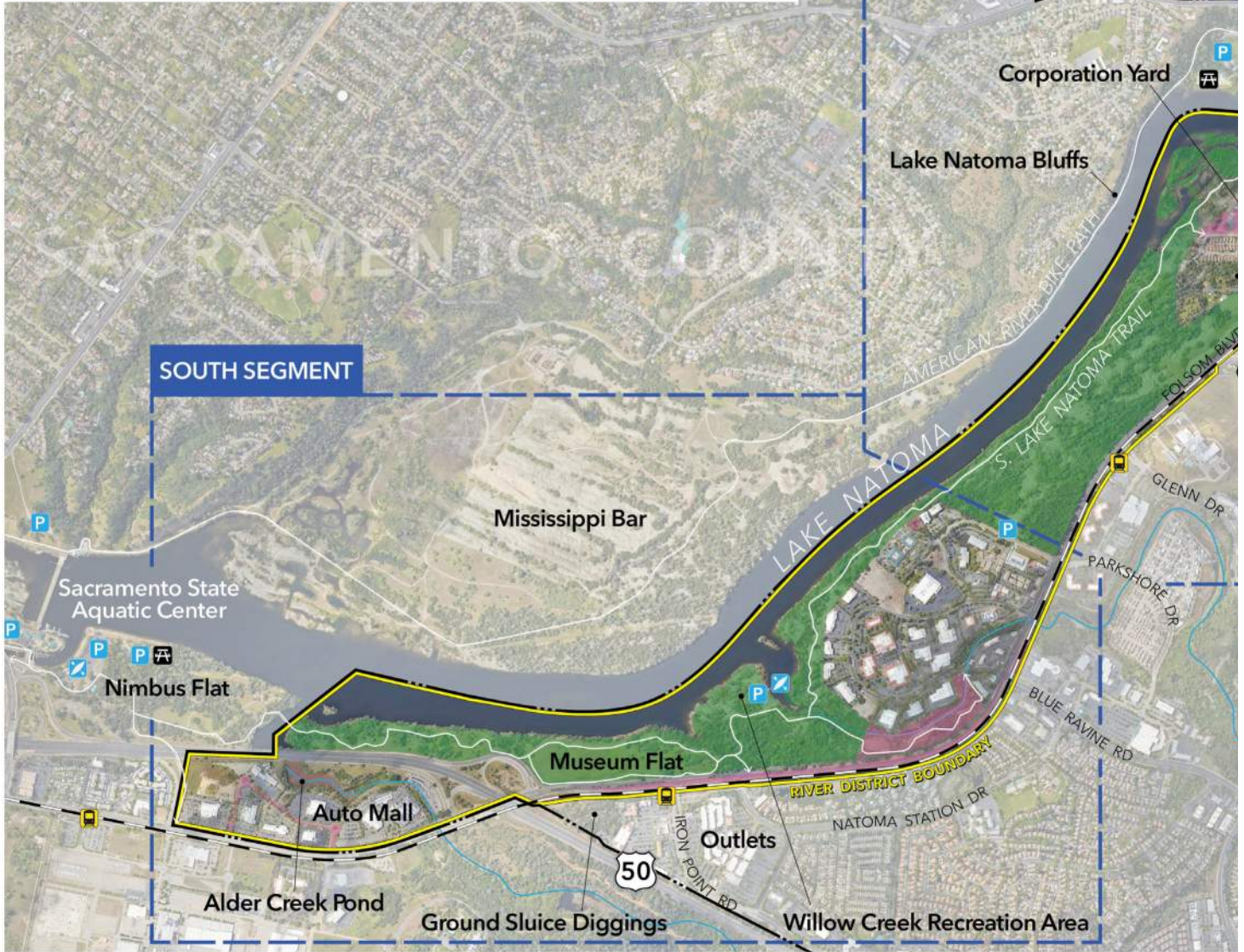
Multiple state and federal agencies are involved in operations within the River District, and it is essential to recognize the many important roles of the jurisdictions and agencies with regulatory responsibilities when planning for improvements within the River District area. Cooperation with state/federal agencies will be required for future projects proposed cooperatively on state/federal lands to ensure consistency with agency plans, goals, and objectives.

Below is a brief description of the primary federal and state agencies that have jurisdiction within the River District area:

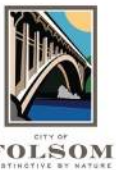
- **U.S Bureau of Reclamation (Bureau)** - The Bureau’s primary function is to provide flood control, water supply and power generation via the reservoirs, but it also allows for public access and recreation.

## SYMBOL KEY

- |   |                        |   |                                |
|---|------------------------|---|--------------------------------|
|  | City-Owned Property    |  | Light Rail/Station             |
|  | Historic District      |  | Public Parking (City or State) |
|  | State of California    |  | Boat/Kayak Launch              |
|  | Trails (paved/unpaved) |  | Picnic Area                    |



See Next Page



# FOLSOM RIVER DISTRICT MASTER PLAN

## Existing Conditions and Landmarks

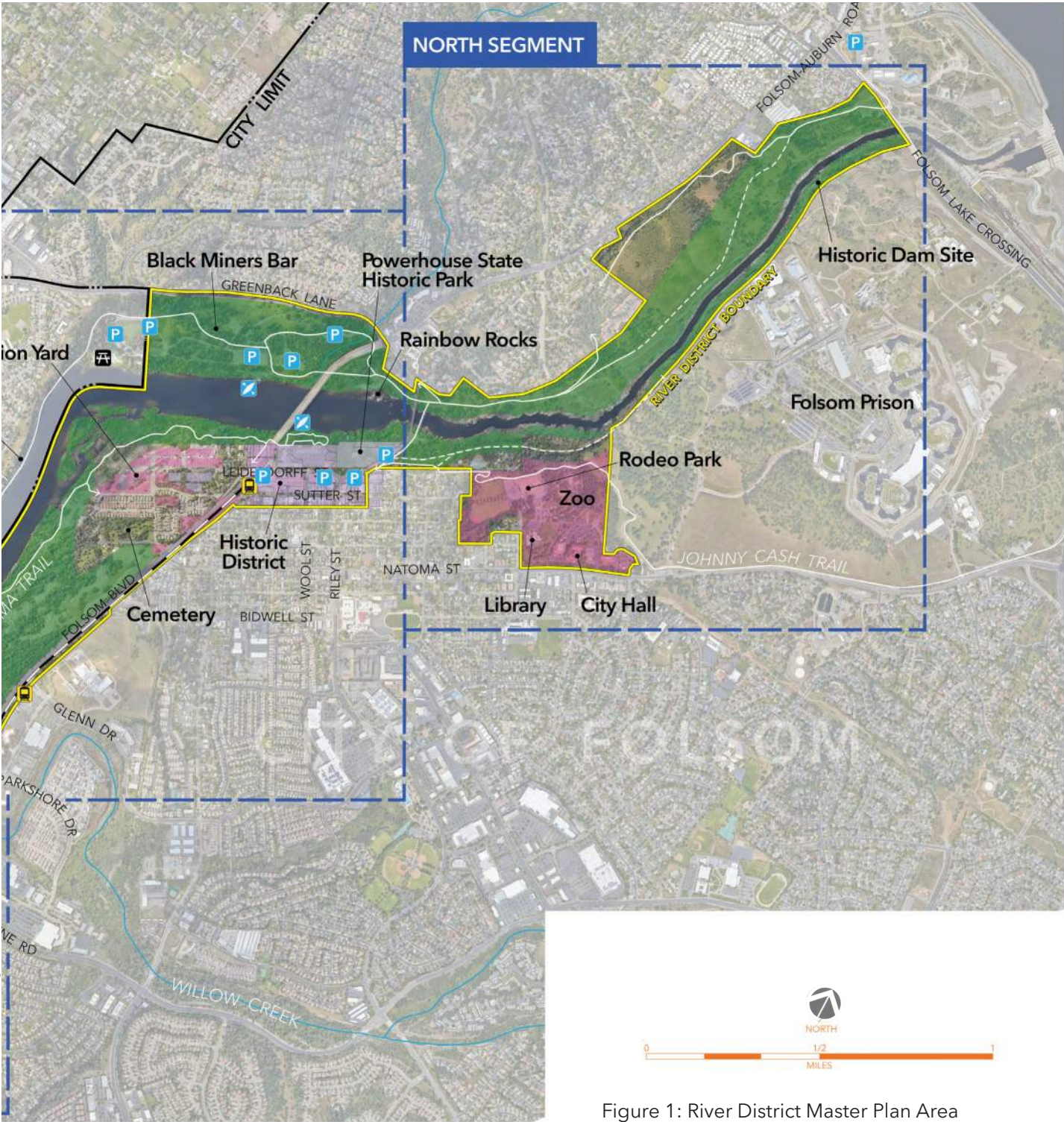


Figure 1: River District Master Plan Area



Figure 1. River District Master Plan Area  
Public Draft - August 21, 2024

See Previous Page

- **Army Corp of Engineers (ACOE)** - The Army is involved in the dams and reservoirs within the River District, and the Western Area Power Administration (WAPA) actively manages their transmission lines and rights-of-way throughout the District.
- **State of California (State)** - Much of the State-owned lands around Lake Natoma are operated by the California Department of Parks and Recreation (State Parks) and this includes the Folsom Powerhouse State Historic Park. The California State University Aquatic Center and State Prison are also State-owned and located adjacent to the boundary of the River District area. Refer to Chapter 2 for a list of potential opportunities on federal and state lands.

State Parks currently has the following two guiding policy documents for the River District area, and this Master Plan has integrated key concepts from both documents to integrate design concepts that are consistent with State Parks goals and policies to ensure the creation of cohesive projects within the River District:

- Folsom Lake State Recreation Area and Folsom Powerhouse State Historic Park General Plan/Resource Management Plan (FLSRA GP)
- Folsom Lake State Recreation Area and Folsom Powerhouse State Historic Park Road and Trail Management Plan (RTMP)

The project team met with State Parks in the early stages of the project to discuss the vision for the River District and to better understand the parameters and policies in place for future improvements within State boundaries. Refer to Chapter 2 for more information.

## ii. City Jurisdiction and Interface Points

The City of Folsom is another owner of a significant percentage of land within the River District boundary. City jurisdiction includes public streets, bridges, and adjacent right-of-way and easements. In addition, the City owns and operates several miles of Class I multi-use trails and Class II bike lanes which link with trail systems in adjacent neighborhoods and communities throughout the River District area.

Key areas under City jurisdiction within the River District include:

- **City Hall Complex** - Folsom City Hall is located on Natoma Street and Stafford Street, and it is part of a large area of City-owned properties which collectively contain the Public Library, Community Center, Senior and Arts Center, Zoo Sanctuary, Folsom City Park, and Rodeo Park. The Johnny Cash Trail runs through the northern portion of the complex.
- **Historic District** - Within the River District, Folsom's Historic District is generally located from Sutter Street to the south and extends to Leidesdorff Street to the north, and it runs west to east from Reading Street to Scott Street. The Historic District contains residential, dining, and shopping areas, and there is an existing City-owned parking structure located at the corner of Reading Street and Leidesdorff Street.

The Historic District provides for a variety of seasonal activities and events throughout the year and contains a pedestrian promenade on the 700 block of Sutter Street, as well as a central Public Plaza with the historic railroad turntable which is utilized for public events such as Farmers Market on Saturdays. Several of the buildings within the Historic District are architecturally significant and contribute to the authenticity of the City's rich history and reflect the unique charm and character of Folsom.

The City owns property known as Trader's Lane that currently serves as a surface public parking lot for approximately 125 cars. The City also owns a few other smaller parcels within the Historic District area.

- **City Corporation Yard** - The Corporation Yard is an approximately 16-acre area located between Lake Natoma and Forrest Street, generally between Young Wo Circle and Burnett Street. It is currently used by the City of Folsom for offices, storage, maintenance, and parking of their fleet vehicles.





- River District Boundary
- City Boundary
- City Parks
- State Lands
- City Parcels

Figure 2. City and State ownership within the River District

### iii. Primary Recreation Areas

Folsom Lake SRA is one of the most popular parks in California, and about 85% of visits to the lake are for recreational activities. During the warm times of the year, the River District experiences an influx of visitors and local community members seeking the enjoyment of outdoor spaces. The popularity is largely due to the easy access and proximity to Sacramento. As the regional urban areas continue to become denser, the need for outdoor activities in natural areas becomes more important and increased use of the River District is anticipated in the future.

The natural areas of Lake Natoma are ideal for many recreational opportunities ranging from non-motorized boating, swimming, camping, picnicking, walking, biking, and nature/history/culture appreciation. The River District provides ample opportunities for all ages and abilities to explore nature and is a valuable escape from the surrounding suburban areas. The picturesque shoreline offers multiple views across Lake Natoma and there are many opportunities for recreational activities and exercise. There are three existing major recreational areas in the River District area, and they are all operated by State Parks:

- **Black Miners Bar Area** - includes public parking, boat ramp, paddle board rentals, day use, public restrooms, and group camping.
- **Powerhouse State Historic Park** - features a visitor center, restroom, picnic areas, interpretive exhibits, and walking trails, all in support of the historic Powerhouse buildings and infrastructure.
- **Willow Creek Recreation Area** - includes public parking, boat ramp, and public restrooms.

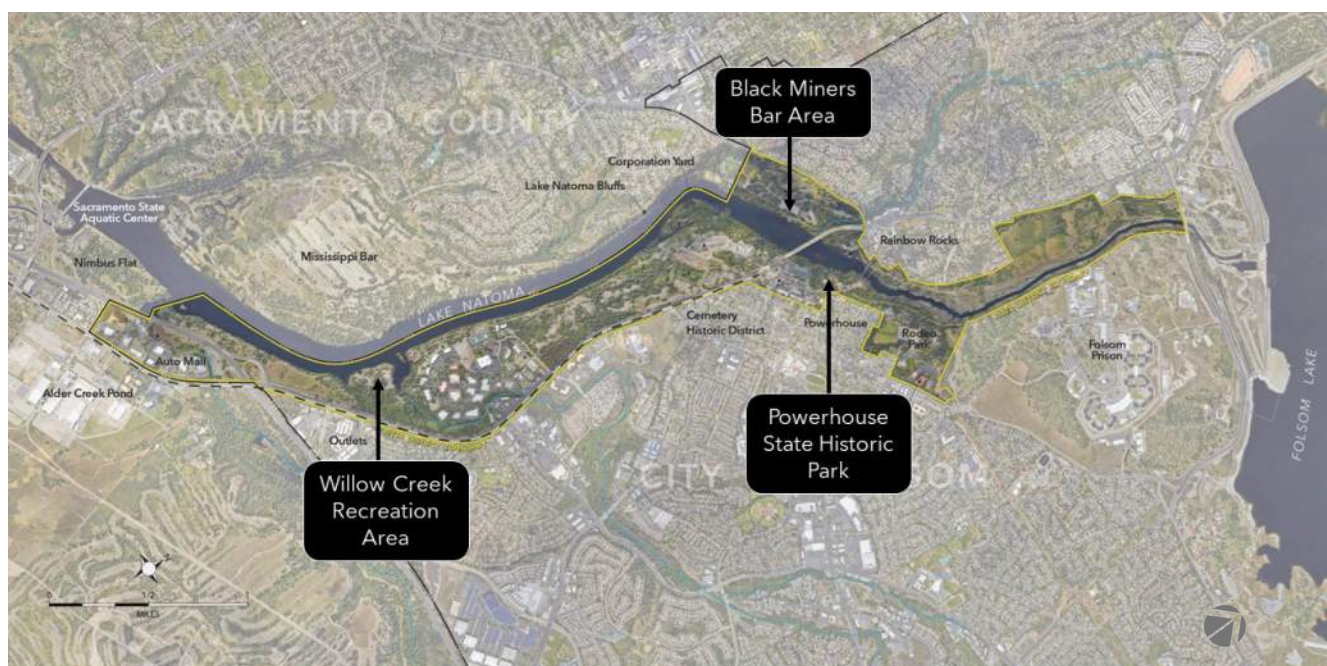


Figure 3. Primary recreational areas within the River District

## D. HISTORY AND BACKGROUND

The River District area has a history spanning more than 4,000 years, rich with Native American activity, mining, early settlement, a global cultural migration during the Gold Rush, the railroad, the Pony Express, and hydroelectric power generation, all with one connecting tissue - the river. The River District contains a diverse and large number of historic resources and archaeological sites, and there are several prehistoric resources that illustrate Native American life. Additionally, there are remains of past mining activities which occurred during the Gold Rush when speculators flocked to the area. Many ethnic groups were pioneers during the Gold Rush, and they contributed to the development of mining settlements along the river shores.

The reservoirs were created in the 1950s by damming the American River as part of the Central Valley Water Project, and there are several remaining elements which relate to hydropower and historic use of water resources. The Folsom Powerhouse, now a State Historic Park (SHP), is one of the oldest hydroelectric facilities in the world and was the first in the world to transmit high-voltage alternative current over a long-distance. The SHP contains portions of the original powerhouse and associated buildings, and a segment of the historic canal that once carried water to the powerhouse building.

## E. COMMUNITY OUTREACH OVERVIEW

Engagement with the Folsom community was essential to the success of the River District Master Plan. Community input combined with deeper insights and guidance from the Citizen's Advisory Committee (CAC) was the foundation for the vision and key concepts outlined in this Master Plan.

The CAC oversaw and guided the creation of this Master Plan and was dedicated to tackling the River District's complex challenges while embracing its numerous opportunities. The CAC consisted of 24 members, with 12 stakeholder group representatives and 12 at-large members, all of which were appointed by the City Council. These members represent a wide range of interests and backgrounds, reflecting much of the River District's recreational, environmental, business, and community interests. Over the course of 14 meetings, the CAC influenced and informed most of the design and key site concepts within this Master Plan.

In addition to these CAC meetings, the project involved extensive public engagement which allowed for ample opportunity to collect community feedback and input through a variety of forums:

- Online community survey
- Project updates through the City's e-newsletter, printed newsletter, and social media platforms
- Project webpage on the City of Folsom's website
- Community open house
- Stakeholder interviews
- City Council study session
- Joint commission workshop
- Presentation to Planning Commission, Historic District Commission, and Park and Recreation Commission (with recommendations to the City Council)

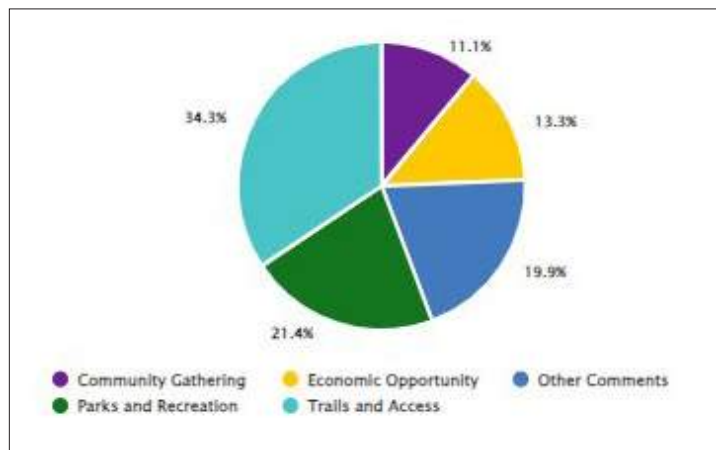


Figure 4. "Trails and Access" received the most community comments, followed by "Parks and Recreation"

High priority community interests and common themes from community outreach are provided in Chapter 5 and listed throughout this Master Plan. The graph at right depicts the amount of input received for each category in the online community survey. Additional detail is provided in Appendix iii.

## F. VISION AND GOALS

### i. City of Folsom General Plan Goals

The General Plan is the guiding planning document for the City of Folsom. The Land Use Element establishes a vision for how Folsom is to grow and evolve, and it provides policy guidance to meet the River District's vision for future development, use, and maintenance of public and private lands.

The River District is included within the Land Use Element of Folsom’s 2035 General Plan, which states that there is an opportunity to make the river a more integral part of the community by increasing attention and access. The goals for the Master Plan from the General Plan are important building blocks of future growth, uses, and activities within the River District Master Plan area, and aim to:

- Increase public access
- Increase recreation opportunities
- Increase economic growth

The General Plan also identifies several elements that are important for the community of Folsom, and the following objectives are integrated throughout this Master Plan to ensure a more prominent and distinguishable sense of place for the River District:

- Provide City gateway enhancements
- Commit to high-quality design
- Enhance Folsom’s heritage
- Celebrate and protect environmental, cultural, and historical resources

## ii. Master Plan Vision

The River District is envisioned to become a focal point of activity that attracts residents and visitors to enjoy its many amenities and its unique, natural, and historic small-town feel. The River District Master Plan’s vision was shaped to align with the community values that emerged from public outreach. This plan aims to provide specific guidance and direction for implementing increased opportunities for recreation and access, economic growth, and celebration of the area’s cultural, historic, and environmental resources.



*A typical scene on the river during summer*

The vision for the River District Master Plan is to:

- Create a unique destination with improved wayfinding and access, to protect the aesthetic, environmental, historical and cultural qualities of the River District while enhancing the uses for residents and visitors, and to achieve a harmonious balance of collective interests for the River District area.
- Stimulate and guide future land use decisions, enhance tourism, foster economic growth, and create an inspiring vision of recreation opportunities and increased access, use, and appreciation of the River District area.
- Activate the City's waterfront opportunity sites for recreation and economic growth through strategic partnerships and land use opportunities and inspire innovative urban and community design ideas and solutions.
- Provide a wider variety of entertainment, shopping, recreational, and dining opportunities to enliven the River District with people of all ages and backgrounds.
- Create a family-friendly, pedestrian-oriented district with safe, walkable, and attractive streets and trails with vibrant public places to gather, play, relax, and attend events.

## G. PLANNING PRINCIPLES

This Master Plan is a visioning document and contains conceptual plans and recommendations to implement the community's vision for the River District. This Master Plan incorporates five primary planning principles which apply districtwide and are fundamental to achieve realization of the goals for the River District. These principles were used to inform each key site concept created for this Master Plan (refer to Chapter 5 for additional information):

### GUIDING PLANNING PRINCIPLES

#### PRINCIPLE 1

- » Engage in early consultation with State Parks and Native American tribes where appropriate

#### PRINCIPLE 2

- » Increase safety and ease of access for pedestrians, bicyclists and vehicles

#### PRINCIPLE 3

- » Create connections for increased recreational or economic opportunities

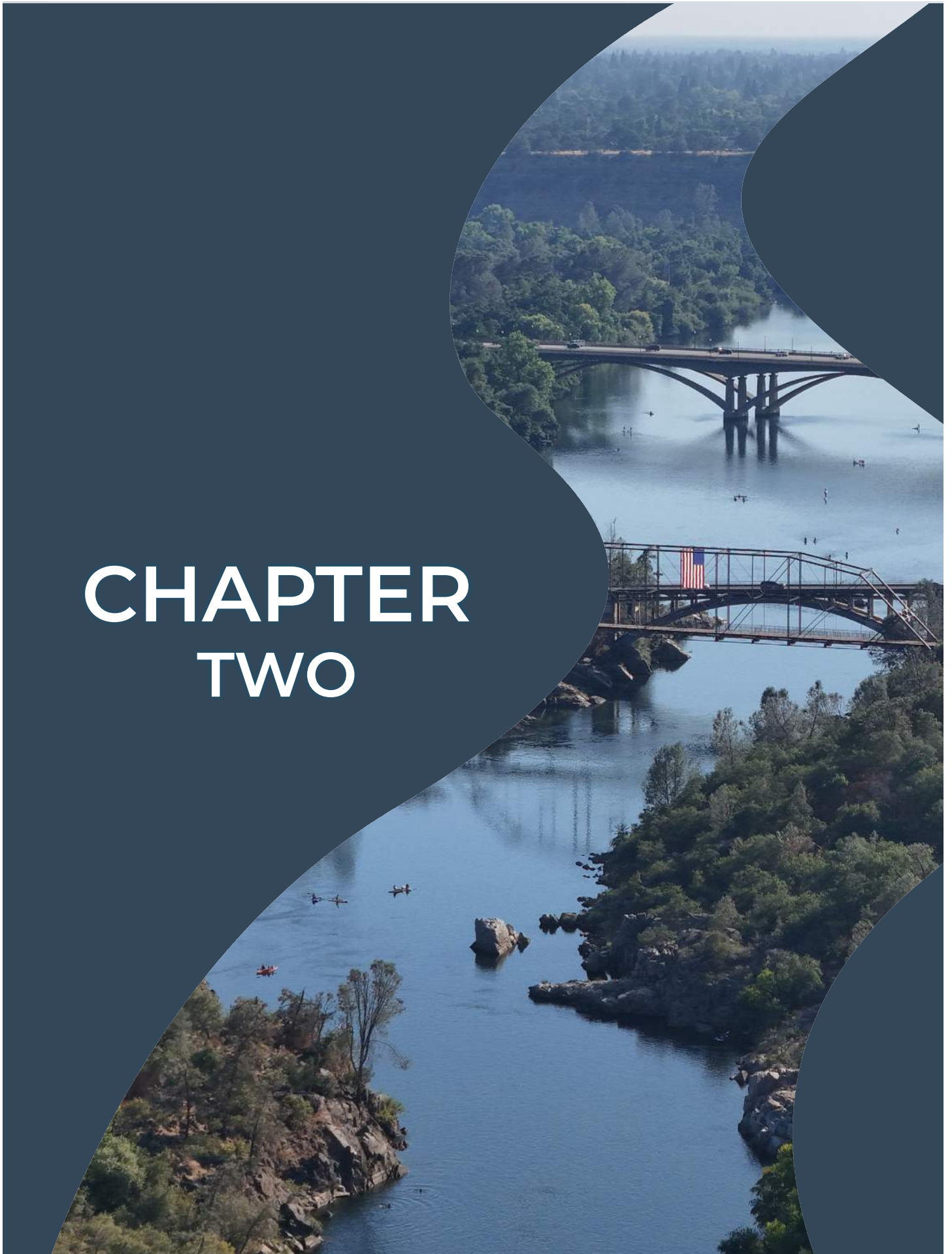
#### PRINCIPLE 4

- » Celebrate the City's historical, cultural, and environmental resources where appropriate

#### PRINCIPLE 5

- » Commit to "best in class" efforts to inspire residents and visitors as projects and programs are implemented

# CHAPTER TWO



## Chapter 2

# OPPORTUNITIES AND CONSTRAINTS

This chapter discusses the overarching opportunities and constraints for the entire River District area. This is a vast area with a variety of conditions, and this chapter provides a general summary of the primary issues that may affect future uses within the Master Plan area. Additionally, depending on future demand, certain utility capacities may need to be addressed as individual projects are implemented. Chapter 5 provides a list of potential catalyst projects and objectives to implement the vision for Folsom’s River District.

### A. RIVER DISTRICT OPPORTUNITIES AND CONSTRAINTS

The project team thoroughly analyzed the existing constraints and opportunities within the River District area. Constraints that were evaluated included:

- **Environmental Hazards** – Such as flood zones, steep slopes, high shrink-swell potential in the soils, hazardous material sites, and landslide potential.
- **Sensitive Natural Resources** – Such as wetlands, scenic views, and sensitive plant and animal habitats.
- **Sensitive Receptors** – Such as residential neighborhoods and schools that would be sensitive to air quality emissions and noise from new projects.
- **Cultural Resources** – Such as historical and/or archaeological sites.
- **Land Tenure** – Such as public ownership and locations of existing development.

The overall level of constraints described above were organized into four broad categories to better understand the feasibility of potential improvements related to recreational uses and economic growth and revitalization:

- **Redevelopment Unlikely** – Areas are already developed with established land uses that are unlikely to change in the foreseeable future.
- **Least Constrained** – City-owned property that has no prohibitive environmental constraints identified, or federal or state lands with no constraints or only one minor environmental constraint. These areas are suitable for the full suite of improvement opportunities.
- **Moderately Constrained** – Areas with one or two minor constraints identified on City-owned property or two minor constraints identified on state/federal property, but no wetlands or high landslide susceptibility areas present. These areas are appropriate for trails and recreation uses. Structures and more intensive uses may be possible but could require specialized design approaches or environmental mitigation.
- **Highly Constrained** – Areas with three or more overlapping environmental constraints and areas with wetlands or high landslide susceptibility. While developing a building or structure could be possible in these areas, it will be more difficult due to the need to mitigate the presence of several environmental resources and/or hazards.

In general, the Least Constrained areas represent the most obvious opportunities for River District improvement projects. However, it is important to note that although the Moderately and Highly Constrained areas might present greater development challenges, this does not imply that work in these areas is an impossibility. Further study of potential environmental impacts will need to be done at the time a specific project(s) is defined. Refer to Appendix i for additional information.

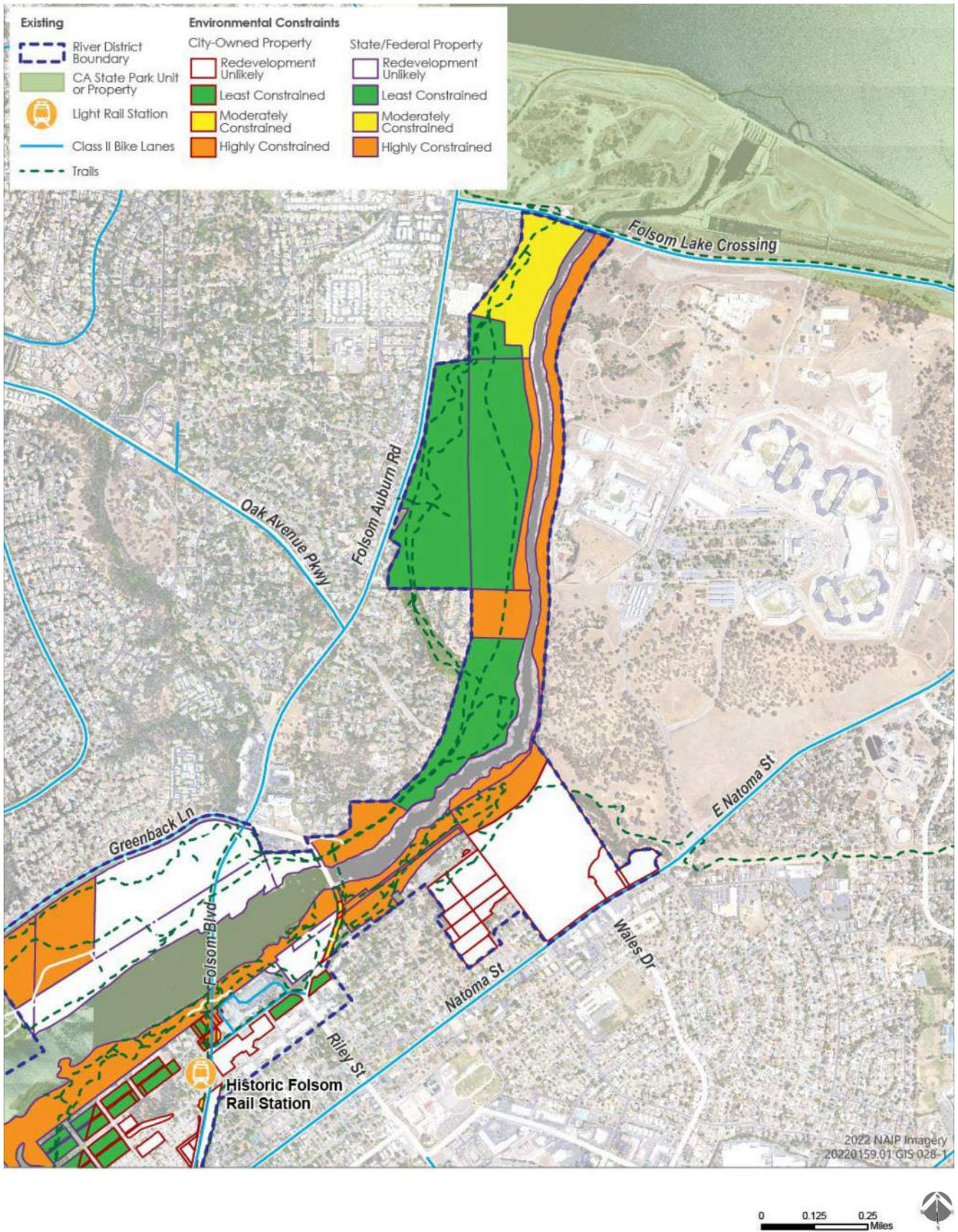


Figure 5. Environmental Opportunities and Constraints, Northern Segment (Ascent)



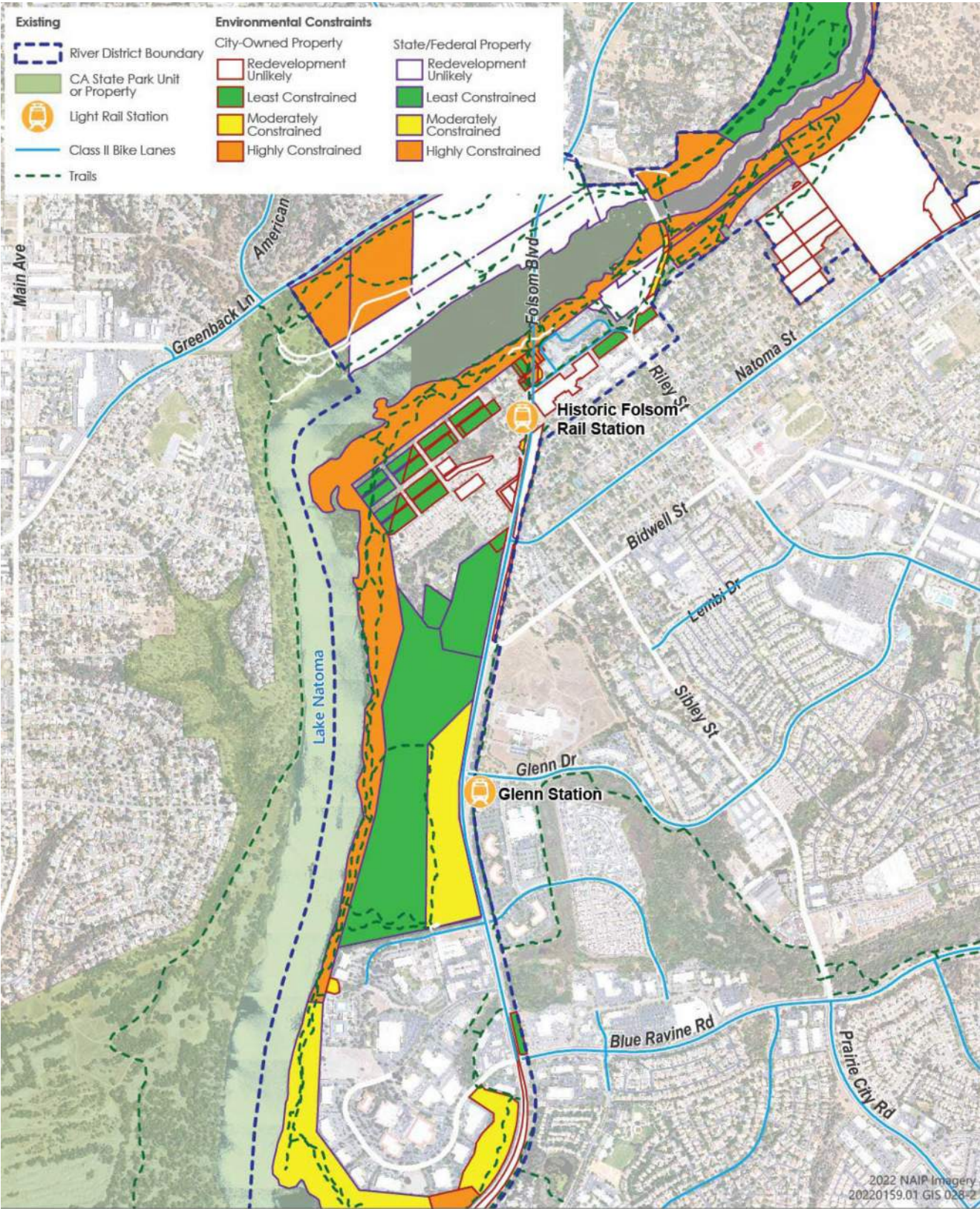


Figure 6. Environmental Opportunities and Constraints, Central Segment (Ascent)

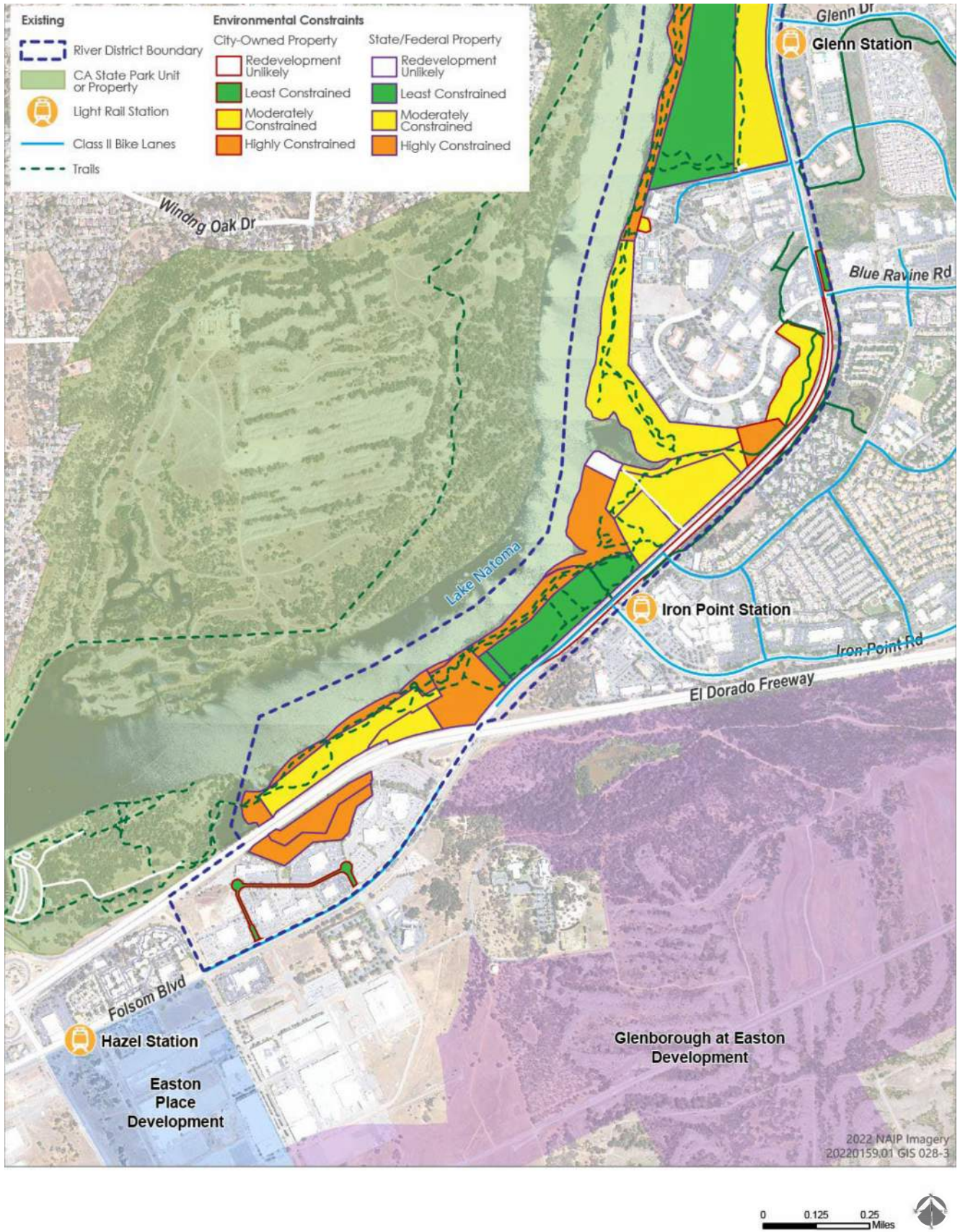


Figure 7. Environmental Opportunities and Constraints, Southern Segment (Ascent)

## B. LAND USE AND OWNERSHIP OPPORTUNITIES

Land use designations provide the framework to regulate the types of use, location, level of development, or degree of natural resource protection. Land uses are established by the City's General Plan and Zoning Code, as well as other agency plans; nothing in this Master Plan changes those land use designations. However, concepts introduced in key opportunity sites may require modifications moving forward with all appropriate processes and procedures. The purpose of this Master Plan is to ensure that the resulting land uses are sensitive to the River District's naturalistic setting and scenic values and encourage a positive relationship with the surrounding neighborhoods.

The River District area encompasses many publicly and privately owned parcels and is an interconnected web of ownerships. This Master Plan is intended to serve as a link between the multitude of public agencies and private ownerships and provide a roadmap to a successful River District. Interagency coordination, cooperation, and cross-jurisdictional commitment to shared action and stewardship are critical to fulfill the envisioned concepts of this Master Plan.

### i. Opportunities within City Lands

The following list includes potential future opportunity areas which were highly supported by the Folsom community and align with the City's goals for increased access, enhanced recreational uses, or economic growth. These areas are recommended for near-term improvements to create a more vibrant, active, and beautiful River District:

- **City Hall Complex and Rodeo Park** – The community was supportive of making improvements to Rodeo Park and suggested making it a multipurpose facility with upgraded sports fields and the inclusion of family-friendly elements. Refer to Chapter 5 for potential improvements to the Rodeo Park area (Key Site 2).
- **Historic District** – There was strong support by the community to improve pedestrian safety along Riley Street and Greenback Lane, and to add pedestrian amenities near the Rainbow and Historic Truss Bridges. There was also community support to improve the existing parking lot along Trader's Lane with visitor-serving uses and public gathering spaces. Refer to Chapter 5 for potential improvements to Leidesdorff Street and Riley Street (Key Sites 3 and 4).
- **Corporation Yard** – The CAC supported planning this area with commercial, entertainment, and visitor-serving uses (such as retail, a public market, a boutique hotel, a museum/cultural facility), with some residential and active park uses. Refer to Chapter 5 for potential improvements to the Corporation Yard area (Key Site 5).

### ii. Opportunities within Federal and State Lands

Federal and State lands make up most of the property adjacent to Lake Natoma and these areas are primarily for flood protection, for protecting and managing the natural and cultural environment, and for recreation uses. However, there are items that cross over between the River District Master Plan and State Parks goals.

The following list includes potential future opportunities that were highly supported by the Folsom community for the River District and generally align with State Parks goals for increased access, interpretation, and/or recreation.

- One of the key site projects for this Master Plan is a bridge and looped trail connection which would accomplish both City and State Parks goals (refer to Chapter 5 for additional information).
- The central segment of the River District contains several areas within State Parks lands which have the potential to increase recreational uses and increase the number of visitors to the SRA which would provide economic benefits for the community. The following items are recommended to be considered for the River District:
  - › A Welcome/Visitor/Cultural/Interpretation Center, potentially at Black Miners Bar or "Museum Flat" (Folsom Blvd and Hwy 50)
  - › Folsom Boulevard Bridge - Pillar Mural Project (Lake Natoma Crossing)

- Trail Connections (e.g. American River Canyon Drive and Greenback Lane user trail - improve and formalize into formal trail)
- Shoreline Trails along Black Miners Bar shoreline and FPSHP shoreline - improve access to water and views and provide cultural and heritage interpretation.
- Vehicle access improvements into Willow Creek and Black Miners Bar such as line of sight, vegetation clearing, and incorporating acceleration and deceleration vehicular travel lanes, as well as site/district branding and wayfinding.
  - › Pedestrian undercrossing from Folsom Powerhouse to the Truss Bridge - an underpass along the alignment of Powerhouse Canal that passes under Greenback Lane and/or trail access under Rainbow Bridge
  - › Greater incorporation of FPSHP into City of Folsom Historic District - such as programs, events, and other community outreach connections
  - › Create "Art Walk" concept as more public art is installed in the SRA (such as the Johnny Cash Trail and Bridge Pillar Mural Project)
  - › Promote bridge tours as additional trail bridges are installed (such as the Truss Bridge, Robbers Ravine, and the Johnny Cash Bridge over Folsom Crossing)
  - › Resurface the Alder Creek Bridge
- Additionally, the FLSRA GP contains several goals that correlate and are in alignment with the community's vision for the River District:
  - › Create access points as needed (page ES-9)
  - › Provide trails from Historic District and City Corporation yard and loop around both lakes (page ES-11)
  - › Improve access to Powerhouse SHP (page ES-12)
  - › Willow Creek - capacity to serve more park facilities (page II-44)
  - › Black Miners Bar - improve pedestrian paths along the shoreline and connection with Truss Bridge, and consider parking closer to the lake, restrooms, interpretive facilities, and boat storage (Negrobar-2, 7, and 8)
- The RTMP for the Folsom Lake State Recreation Area also provides several policies that correlate and correspond with the Master Plan's vision:
  - › Coordinate with the City of Folsom on bike trail connections (LLN#18)
  - › Enhance pedestrian connections to downtown and Lake Natoma and trail connections and access to Lake Natoma (ULN#3)
  - › Provide an improved ADA-accessible trail or boardwalk connecting the Powerhouse to the Lake Natoma shoreline (ULN#4)
  - › Parkshore access interpretive trail and bike trail connections (LLN#16 and #18)
  - › Willow Creek - improve parking and amenities to support trail use and paddling opportunities (LLN#11)
  - › Black Miners Bar - improve parking lot design, enhance access, and provide interpretation about the Rainbow Rocks (ULN#1 and 11)
- Black Miners Bar enhancements - parking lot redesign, potential for a small amphitheater, picnic facilities, interpretive facilities, shoreline trail, and American River Canyon Drive access trail (ULN#2, 5, and 6)
  - › Interpret historical features along the American River Bike Path (ULN #10)

### C. CIRCULATION AND ACCESS OPPORTUNITIES

Circulation and access are essential to safely and conveniently bringing people from adjacent neighborhoods to experience and discover the River District area. This Master Plan proposes to close gaps that are currently existing on some of the trail networks, enhance access and connections to Lake Natoma, and increase wayfinding and interpretive signage throughout the River District.

Future related projects currently (summer 2024) in progress within the River District include the addition of a “passing track” which is anticipated to be installed adjacent to the Glenn Drive light rail station, just north of Parkshore Drive. This additional line will allow for faster commuting times. Additionally, a future bicycle/pedestrian overpass is planned for Folsom Boulevard near Glenn Drive to provide increased safety and more efficient access (refer to Figure 8). This will present an opportunity to partner with State Parks for interpretation of the olive and citrus groves, the eucalyptus grove, and dredging reclamation. Improvements such as these will allow more people to visit the River District without a vehicle and will likely increase the amount of trail use in the Master Plan area.

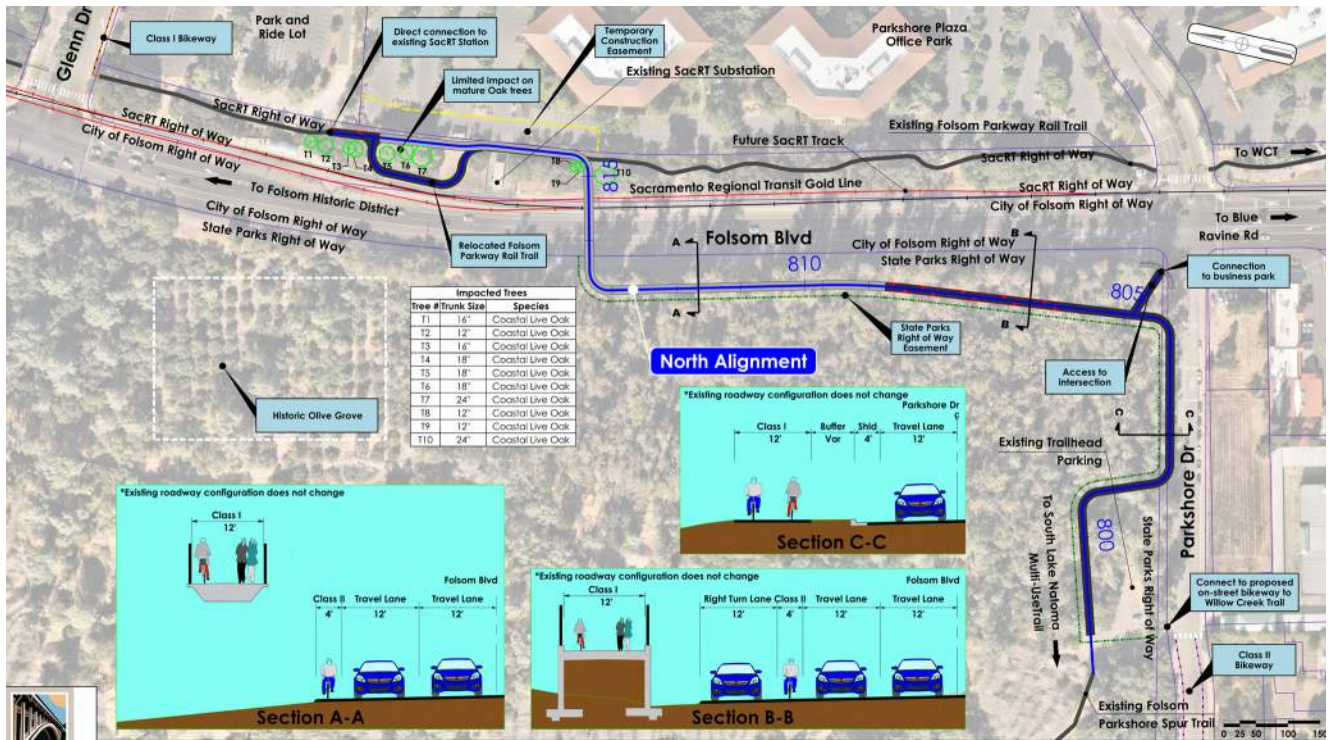


Figure 8. Potential future bicycle/pedestrian overpass (City of Folsom, Dokken Engineering)

#### i. Vehicular Circulation and Access

Although there are some existing vehicular access points to Lake Natoma they are limited and some of the entrances are difficult to maneuver from the busy roadways.

New or improved vehicular access points to public parking lots and boat launch facilities should be located where there is the least potential environmental damage to the River District’s environment and impact to the circulation to the surrounding neighborhoods.

The following vehicular access points are recommended to be enhanced and future traffic/demand studies are suggested to increase access to these areas in the River District:

- Black Miners Bar/Greenback Lane
- Willow Creek/Folsom Boulevard
- Parkshore Drive/Folsom Boulevard
- Iron Point across Folsom Boulevard from the Light Rail Station

The community supported the following specific vehicular enhancements to improve vehicular access and safety:

- Traffic signal at Folsom Auburn Road at Berry Creek
- Crosswalks at Forrest Street at Natoma Street

Additionally, the following public parking improvements were considered to make the River District a more enjoyable place to visit:

- Enhance existing public parking lots with large evergreen trees to provide shade on parked vehicles and utilize evergreen shrubs to screen parked vehicles from the street while allowing for views into the site for security.
- Provide electric vehicle charging stations at public parking facilities to attract visitors to stop in the River District to charge their cars while visiting restaurants and shops.

## ii. Trail Circulation and Access

The existing trail system in the River District is extensive and the facilities accommodate a variety of users. There is an existing Class I route with only minor breaks at Hazel Avenue/Nimbus Dam and in the Historic District. There is a districtwide need to improve trail connections.

Trails and access generated the most community feedback, reflecting a strong desire to enhance trail facilities within the River District. This includes improving the ease of bicyclist and pedestrian access to Lake Natoma and the Historic District, incorporating trail loops for variety, and integrating additional wayfinding signage districtwide.

It is also a State Park goal to enhance trail connections and access to Lake Natoma (ULN#3), but there are limited areas where new trails can be located due to steep topography around Lake Natoma. Priority should be given to exploring better linkages and enhanced connections to the existing trail system such as:

- Working with State Parks to identify possible new trail locations and trail access connections with increased wayfinding and interpretive signage.
- Providing additional routes on local streets, where feasible, to improve connectivity for bicyclists and pedestrians traveling to designated trail access points.
- Promoting safety and educating the community about trail etiquette with signage describing rules for use of multi-use trails.
- Renovating dirt trails to increase usage and create a more interconnected and accessible trail system, while also improving their sustainability to prevent potential erosion, soil damage, and water quality impacts.
- Integrating a consistent 3-foot to 5-foot-wide decomposed granite soft trail, where space allows, along heavily used paved trails to give walkers additional space. Establish and prioritize trail maintenance funding for "universal access."
- Providing increased pedestrian amenities along the trail system, located to enjoy the surrounding scenic views, such as overlooks and benches and picnic tables placed under shade trees and/or canopies, and environmental, cultural and historical interpretation.
- Incorporating habitat restoration and implementing weed and non-native species eradication where needed.
- Accommodating a diverse range of trail users, ages, and abilities, and providing designated/identified entryways to accessible trails at key locations throughout the River District.

The community has a strong desire to enhance the existing trail facilities within the River District, and the following ideas from the Master Plan's public outreach process should be considered:

- Improving the existing social/user-demand trail under the Rainbow Bridge and eventually connecting users to the Historic Truss Bridge, the Powerhouse State Historic Park, and the Canal Trail.
- Extending the Folsom Parkway Rail Trail across Oakdale Street and connecting with the current trail starting at Mormon Street to establish a continuous trail from Historic Folsom Station to Iron Point Station.
- Improving the existing crossing of the Rail Trail at Bidwell Street.
- Provide a trail connection to Inwood as an alternative to the more daunting Folsom Lake Crossing.
- Enhancing or adding a multi-use trail segment to give American River Canyon residents direct official access to the American River Bike Trail.
- Improving the trails in the area from Parkshore Drive up to Bidwell Street and/or Forrest Street. The loop trail should travel through the eucalyptus grove and the orchard by Glenn Drive, with a series of other unpaved mountain bike/hike trails winding throughout this area.
- Providing a pedestrian access point at American River Canyon Drive.
- Enhancing pedestrian facilities and sidewalks along Blue Ravine in the business park and providing better pedestrian connections from Blue Ravine to the Willow Creek undercrossing.
- Providing a sidewalk on the west side of the bridge over Willow Creek (Blue Ravine Road) in the business park.
- Integrating native plants throughout the River District to enhance the visual appeal along the trails and increase food, shelter, and pollination opportunities for local wildlife and birds.
- Extending dedicated mountain biking trails, but not locating new trails or access near sensitive wildlife habitat areas.

### iii. Water Access Enhancements

Access to the water is one of the major attractions to the River District but is limited due to environmental and land ownership constraints. Several public, personal paddle craft boat launch facilities are currently designated throughout Lake Natoma. These launch areas provide the opportunity for vehicles to load and unload boats, watercraft, and other equipment near the water. However, several existing water access points are difficult to see from the roadway and are hard to navigate in heavy traffic conditions.

Effective law enforcement and emergency medical response in the River District is dependent upon quick emergency response times, which at times is dependent upon ease of water access. A future emergency boat launch and/or a new fire boat storage building should be considered within the River District area to help expedite emergency responses. The community identified Black Miners Bar as the most appropriate location for this emergency access improvement. Coordination with State Parks, Folsom Fire Department, and Folsom Police Department will be required to implement the most feasible access improvement and mutual aid responsibilities. A future study is recommended to analyze the emergency response times and costs associated with a new boat launch, fire boat, and/or boat storage building at Black Miners Bar and other possible locations along Lake Natoma.

Additionally, the community recommended the following water access improvements:

- A future set of stairs at the boat launch area at Black Miners Bar, linking the boat ramp to the upper parking lot, to avoid the need for pedestrians use the vehicular access road.
- Additional permanent access points to the water, for carriable kayaks or stand-up paddle boards, (like the one under Lake Natoma Crossing with ramps to walk boards to the water.
- Stone or concrete "landings" at different elevations in the water that would extend straight away from existing ramps. This would ensure a good launch point at almost any water level.
- Steep slopes or areas with difficult access should be avoided. Installation of water access facilities should be accomplished with minimal grading and vegetation removal. Care should be taken in the design of water access locations to avoid cultural resource impacts, reduce conflicts between vehicles, bicycles, and pedestrians, and minimize visual impacts.

## **D. INTERPRETATION AND WAYFINDING IMPROVEMENTS**

The community input process revealed that increased interpretive signage was a highly desired amenity for the community and it is also a goal for State Parks to improve interpretation and education programs (FLSRA GP Culture #28 and Interpret-1) and to interpret historical features along the trails (RTMP ULN#10).

There should be a focused collaborative effort with State Parks to educate the community and visitors about the many assets within the River District, and to enhance the visibility of wayfinding elements and signage throughout the River District (refer to Chapters 3 and 5 for more information):

- Create a cohesive districtwide wayfinding and directional signage program to welcome the Folsom community and visitors and guide them to key locations.
  - › Consider adding the signage program into the City's Strategic Plan.
- Create more clearly defined entries into the River District with gateway elements, public art, and signage.
- Provide increased wayfinding and directional signage at strategic locations, such as primary intersections and public gathering areas.
- Enhance existing interpretive exhibit signage to better unify the Master Plan area and further educate visitors about the many special qualities of the River District.
- Develop and implement an interpretive resource and wayfinding sign maintenance program with identified funding.

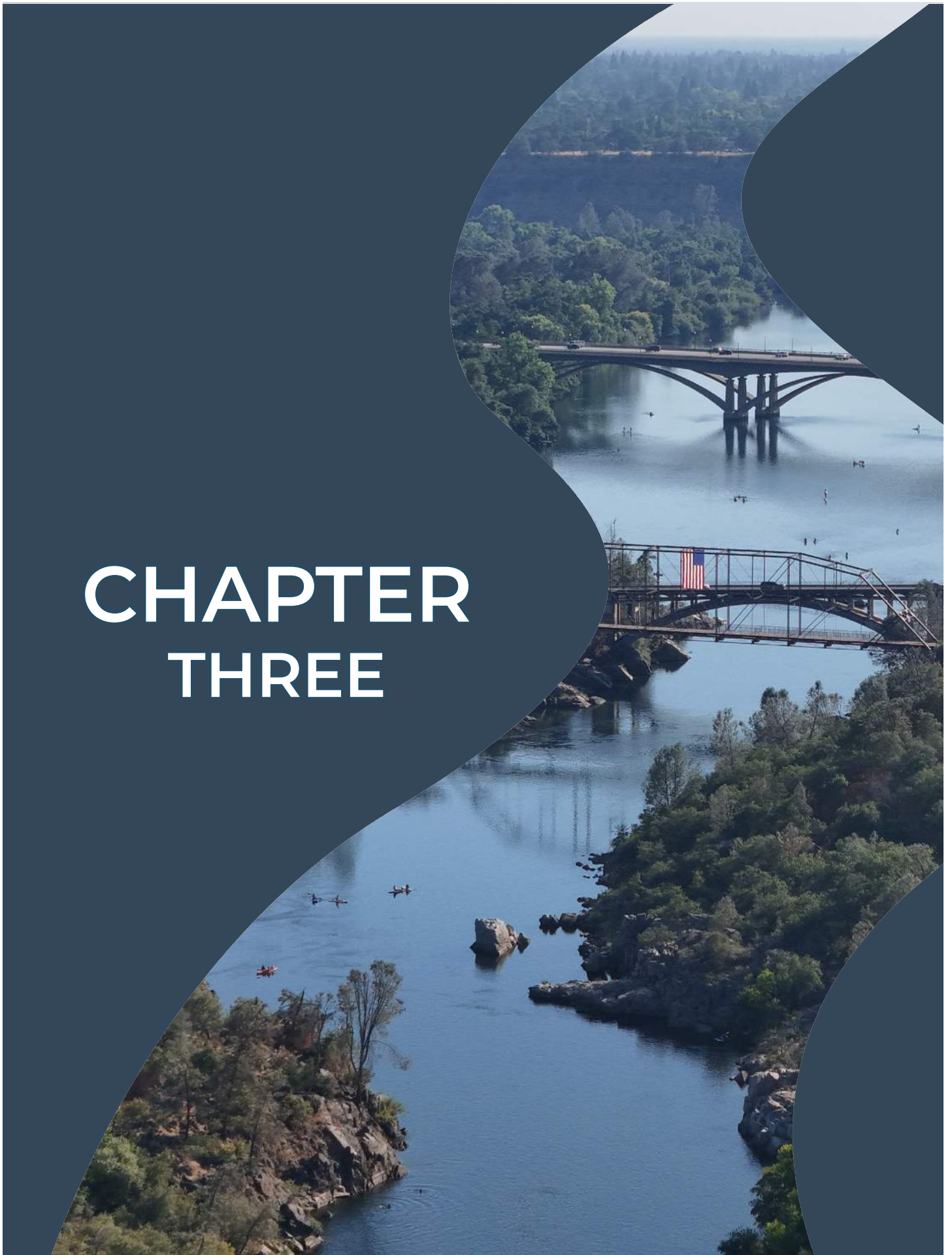


## E. IDENTIFICATION OF KEY SITES

Early in the Master Plan process, existing opportunity sites were identified which could potentially accommodate future improvements and/or make a significant enhancement to the River District. Five conceptual key site plans have been created for this Master Plan which illustrate potential future improvements within the River District, and they provide an approach to achieving the vision and planning principles for the River District. Refer to Chapter 5 for additional information.



# CHAPTER THREE



## Chapter 3

# ENVIRONMENTAL, CULTURAL, AND HISTORICAL RESOURCES

The purpose of this chapter is to identify valuable resources in the River District to ensure their enhancement or protection, to provide technical background to better understand the types and functions of the resources, and to outline the components of an educational program to interpret these resources.

### A. EMPHASIS ON PROTECTION AND ENHANCEMENT

The River District contains a diverse landscape with urbanized areas along its periphery and a variety of natural areas surrounding Lake Natoma. The River District has been a hub of human activity for thousands of years. This long history of human use is evident in the many Native American, Euro-American, and African American archaeological and historic resources found in the District.

Protection and enhancement of these valuable natural and cultural resources is an emphasis of this Master Plan. The opportunities and constraints analysis described in Chapter 2 considered these important resources and identified opportunities for enhancing and protecting these sensitive resources.

The River District contains sensitive habitats that provide for numerous species and have special regulatory protections by the California Department of Fish and Wildlife (CDFW), US Fish and Wildlife Service, and US Army Corps of Engineers. These include the following. Refer to Appendix i for more information.

- Approximately 421 acres of oak woodlands and 18 acres of mapped wetlands (in addition to Lake Natoma itself). There is also the potential for unmapped vernal pools to exist throughout the River District.
- The River District includes habitats that could include up to 10 different special status plant species. While none of these special status plants have been identified in the River District, the wetlands and grasslands in the District could support these species.
- Similarly, up to 15 species of special status wildlife could be supported by habitats in the River District. Only one special status wildlife species (valley elderberry longhorn beetle) has been detected in the River District.
- In addition, there are 14 sensitive natural communities found throughout the River District. These are native plant communities identified by CDFW as having a limited distribution and vulnerability to the effects of development. They include Valley Oak woodlands, two different riparian communities, and several different grassland communities.

This Master Plan identifies five key priority sites for potential improvements aimed at avoiding or minimizing direct impacts to sensitive habitats. Additionally, site-specific project planning would precisely map these resources and incorporate design approaches or mitigation measures to avoid degradation of sensitive habitats, consistent with regulatory requirements. The Master Plan also proposes habitat enhancement through the planting of native species throughout the River District.

- This Master Plan directs the proposed project improvements away from sensitive natural communities, wetlands, and other habitat for special status species, where feasible.
- Native American tribes in this region regard the River District area as a “cultural landscape” and it is very important to recognize the historical and pre-historical cultural resources that are located throughout the River District. It is critical to engage with Native American tribes in early consultation during the project scope development stages to prevent unnecessary or unintended impacts to cultural resources and to teach and celebrate Native American history where appropriate.
- In addition, future site-specific project planning would include surveys for the presence of special status species and/or design approaches and mitigation to minimize disturbance to these resources.
- The River District contains historic buildings and resources associated with water resources and the early settlement of Folsom. This Master Plan directs proposed project improvements away from historic resources, which would continue to be protected consistent with the City of Folsom Historic Preservation Master Plan.



*Recreational access needs to be balanced with resource protection*

The location of the River District along the American River provided an ideal setting for Native American settlement, and evidence of thousands of years of Native American habitation can be found throughout the District. While most of the River District has been surveyed for archaeological resources, a complete archaeological survey has not been completed for the entire area. This Master Plan recommends that consultation with appropriate Native American tribes and a review of cultural resource databases occur during the preliminary planning stages of individual projects. Where complete information on cultural resources is not available, additional archaeological surveys may be necessary. The design of individual projects should incorporate approaches to avoid or minimize impacts to cultural resources. This provides an opportunity to identify and protect archaeological resources early in the design process and, where appropriate, provide opportunities to interpret Native American uses in the River District.

## **B. INTERPRETATION INTERESTS & STORY/THEME OPPORTUNITIES**

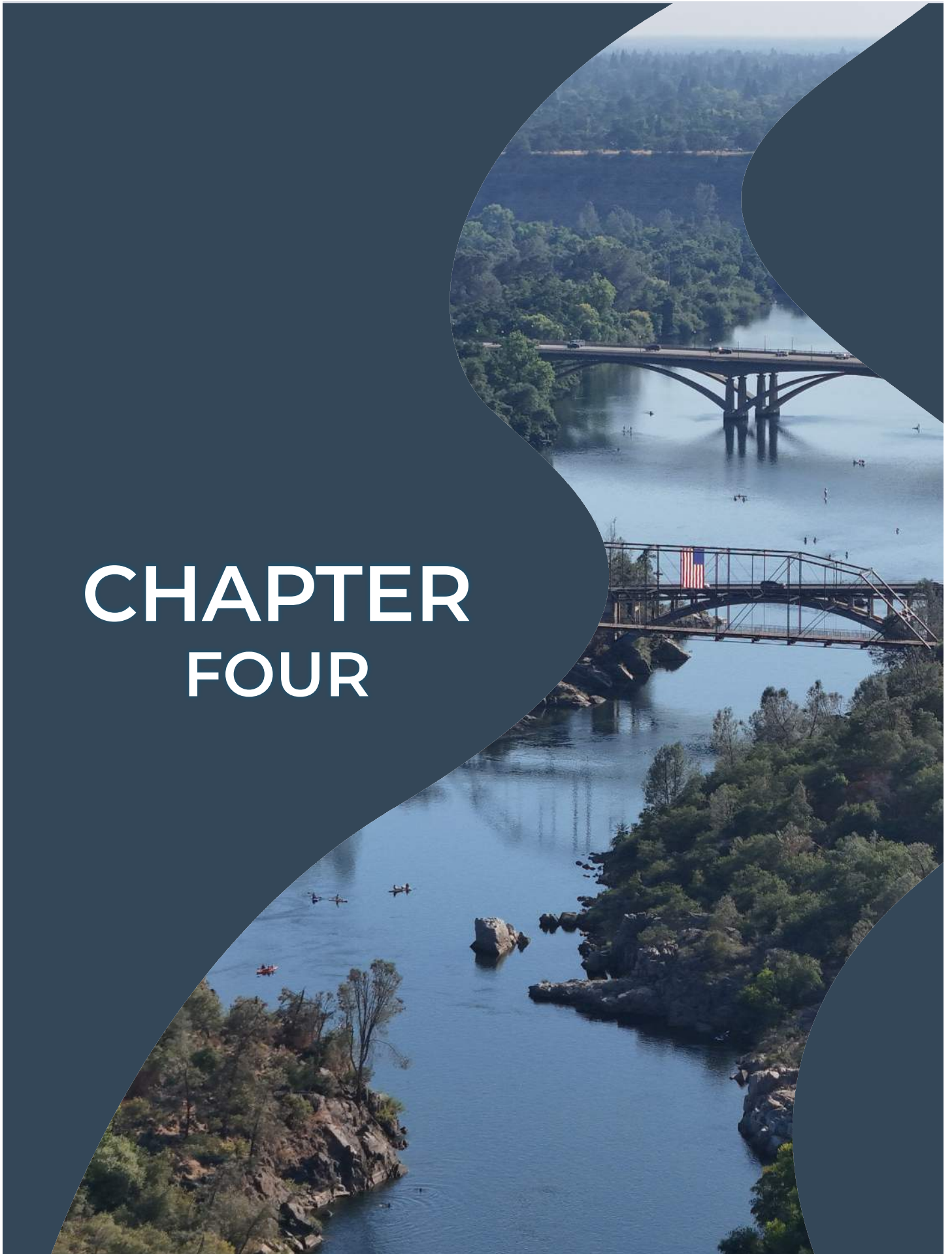
The River District contains many scenic views and historical, environmental, and cultural features that provide a unique opportunity for education and interpretation. The area's history spans over 4,000 years and is rich in cultural diversity, engineering wonders, and amazing Gold Rush mining stories. The River District also contains environmentally diverse areas with multiple types of vegetation and wildlife species.

A long-range interpretive plan should be collaboratively created with State Parks for key areas of the River District to interpret historical, cultural, and environmental information, and to describe the unique features of this special area. Collaboration and partnership opportunities exist with Folsom History, the operators of the Folsom History Museum, Chinese Heritage Museum, and the Square Outdoor Museum and Makerspace. Refer to Chapter 5 for additional information.

The FLSRA GP (pages III-60 to 66) contains a list of possible themes to consider for interpretation within the River District, and the following is a list of high-ranking topics from the Master Plan's community outreach:

- Native American history, culture, and local village life
- Powerhouse history and infrastructure, and contemporary hydroelectric power generation
- Gold Rush history and early 20th century mining/dredging
- Natural resource recovery from Gold Rush and mining damage
- Railroad and Pony Express history
- Agriculture, Willow Creek, historic orchards/groves, etc.
- Vegetation, fish, and wildlife habitats
- Celebrate the multiple ethnicities and cultures that have migrated to the area and provided important contributions to the City of Folsom, such as African Americans, Chinese, Italians, etc.

# CHAPTER FOUR



## Chapter 4

# ECONOMIC CONSIDERATIONS

This chapter summarizes the overall economic conditions existing within the River District area and includes strategies to enhance the vitality of the Master Plan area. The economic portion of the project is critical because the City needs to provide revenue to fund the costs of the Master Plan improvements.

The existing socioeconomic and real estate conditions in and around the River District area were examined and the existing composition of demographic and socioeconomic characteristics of the River District were evaluated to provide a better understanding of the dynamics and drivers of existing real estate development. Key findings of the study are listed below.

- About one-third of the City's population and housing supply are located within or adjacent to the River District area.
- The River District area comprises about one-tenth of the City's total retail inventory, but there has been very limited new retail space added to the Master Plan area over the past decade.
- There has been limited new office space or industrial space added to the River District over the past 11 years.
- Much of the River District area is largely built-out or owned by federal agencies, although there is potential for strategic growth in some infill locations.

### A. CASE STUDIES FOR RIVER DISTRICT ACTIVATION

The project team reviewed examples from other cities for ideas and inspiration for the River District Master Plan. The case studies involved land use redevelopment with open space and public space revitalization, which activated these areas and stimulated reinvestment and growth. A description of the case studies is provided in Appendix ii. The case studies identified the following potential economic development opportunities for the River District:

- The successful activation of waterfront projects included a mix of both private real estate development (e.g., residential, retail, hotel) and public realm improvements (e.g., park, trails, educational components, amphitheater, public art).
- Projects provided opportunities for encouraging water-related activities (boat launch, watercraft rentals, watercraft storage space).
- Projects leveraged existing historic structures or proximity to historic districts to add placemaking value and celebrate local history and culture.
- Public-private partnerships, or collaborative agreements between government entities and the private sector, were instrumental in facilitating the financing, design, implementation, and operation of waterfront projects.

### B. ECONOMIC ANALYSIS & OPPORTUNITIES

The project team provided an analysis of the current economic trends and existing composition of demographic and socioeconomic characteristics of the River District and City of Folsom to develop a better understanding of the dynamics and drivers of existing real estate development. The analysis found that:

- The City of Folsom has experienced moderate population and household growth between 2010 and 2021 along with considerable increases in housing supply. With the ongoing delivery of new housing development in the Folsom Plan Area, accelerated population and household growth is projected in that area over the next 10 to 15 years.

- Housing values and rental rates have increased within the River District Area and the Area maintains low residential vacancy rates, but values remain lower and vacancy rates slightly higher compared to the City.
- The River District Area contains only about one-tenth of the City's total retail inventory and close to 20% of the City's office space with very limited net new retail or office space added over the past decade.
- Over the past 11 years, hotels in the City have maintained consistently higher occupancy rates and Revenue Per Available Room (RevPAR) compared to hotels in Sacramento County.

Economic development will play an essential role in the future success of transforming the River District Area. Proactive economic development initiatives can foster job creation, support local business development and retention, develop a dynamic area with a strong sense of place, and boost access to these community benefits. The River District has the potential to play a critical role in the City's well-being, providing environmental, social, and economic benefits. Potential economic development opportunities include:

- Private real estate development, including retail, hotel, and residential uses
- Public-private partnerships (pay-to-play adventure playground, sports facilities)
- Recreational and other river-related activities
- Enhanced connections to the City's Historic District

### **i. River District Public Space Opportunities**

The City should consider opportunities to improve access and infrastructure deficiencies in terms of physical connections and improvements to the river and State Park areas.

- Parks can generate additional tax revenues for public agencies:
  - › Well-maintained parks can increase nearby property values (within 500 ft) by up to 15%, and poorly maintained parks can detract from nearby property values.
  - › Retail spending from out-of-town visitors can result in increased sales tax revenue generation.
- Parks provide residents with direct savings:
  - › Residents' use of the city's free parkland and free (or low-cost) recreation opportunities, which saves them from having to purchase these items in the marketplace.
  - › Health benefits, or savings in medical costs, from beneficial aspects of exercise in the parks and community cohesion.
- Parks provide environmental benefits:
  - › Water pollution reductions – the retention of rainfall by the park system's trees, bushes, and soil, thus cutting the cost of treating stormwater.
  - › Air pollution reductions – park trees and shrubs absorb a variety of air pollutants.

### **ii. River District Tourism Opportunities**

Home to a growing number of attractions affords the River District the opportunity to build upon increased tourism opportunities. The Zoo Sanctuary, Powerhouse State Historic Park, Black Miners Bar, Willow Creek Recreation Area, Folsom City Park, City Hall, City Library, Rodeo Park, portions of the Johnny Cash Trail, the Historic District, and the Rainbow Bridge all provide the synergy to enhance the River District as an attractive tourism destination.

Being an area with limited offerings for overnight accommodation the River District can enhance the local offerings for tourists attracted to the beauty of the area's State Parks and Zoo, as well as local California history. By promoting these combined local attractions and offering related visitor amenities and services, travelers along Highway 50 on their way to Lake Tahoe area may choose to break up their trip to spend additional time and resources in the City of Folsom.



### iii. River District Retail Opportunities

Most of the retail in the northern portion of the River District is geared to recreation and restaurants with the potential for additional tourism-serving retail. For retail to be successful in the River District, it will need to be calibrated to a specific market niche that differs from the existing area retail. Retail has the potential to work in the River District if it can supply an unmet need within the community and pull travelers traveling along Highway 50. Successful retail concepts should be positioned as activating amenities and/or in conjunction with tourism-related uses, as discussed above.

### iv. River District Housing Opportunities

Like many communities in the State and across the nation, housing demand in the City has continued to outpace supply over the last several decades. This under supply has increased housing costs, impacting affordability and disproportionately affecting the most vulnerable populations. The Folsom River District has and will continue to provide additional residential units, relieving some of this pressure; however, there will be a continued need for housing at a variety of income levels, especially what has been coined as the “missing middle.” Missing middle housing is a term used to describe “a range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood.” Missing middle housing types include duplexes, four-plexes, cottage courts, and courtyard buildings, which help provide diverse housing options for the community.

Missing middle can also be used to describe housing that is affordable by design. Affordable by design residential units can include the following:

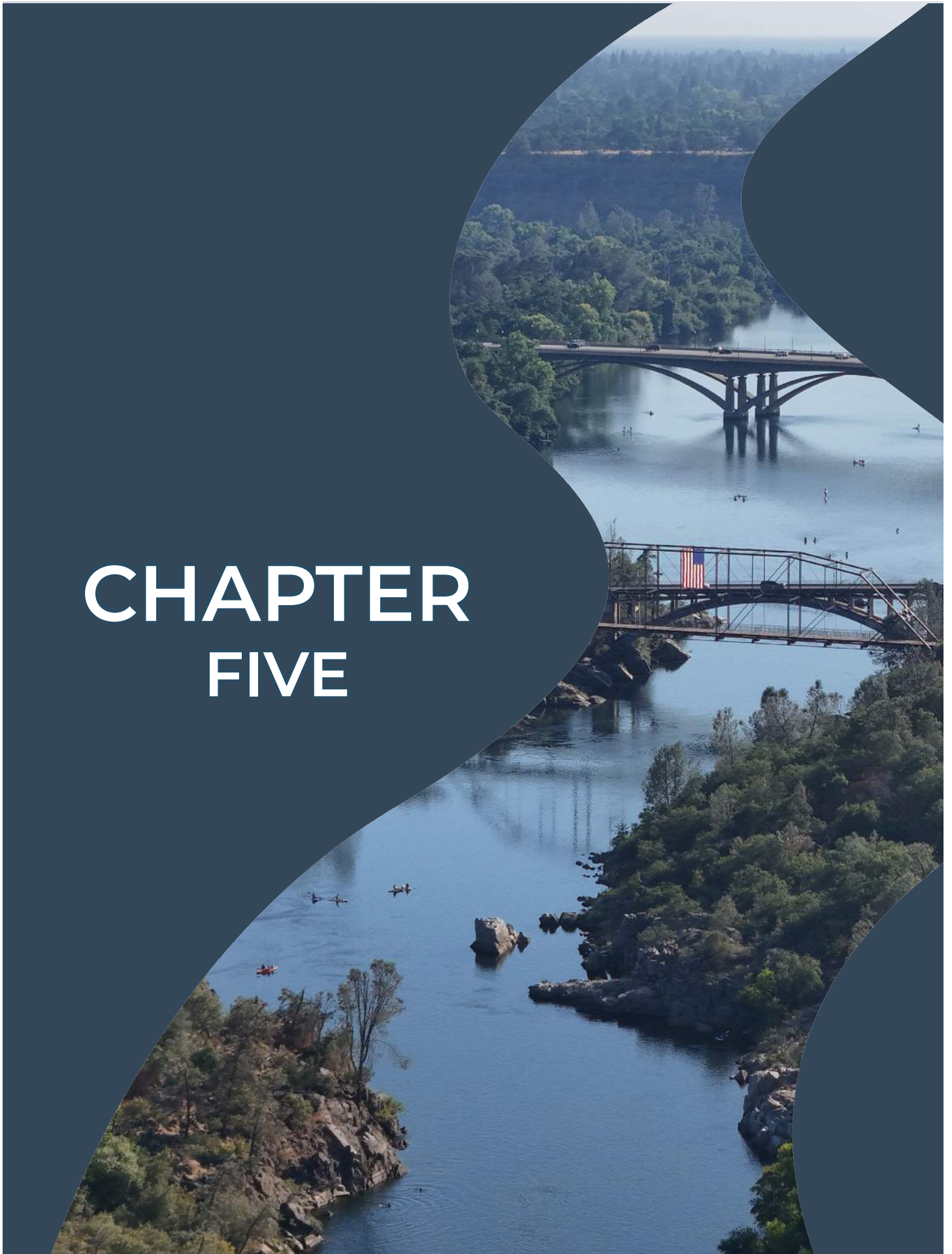
- **Physical design of units** - Units that have a smaller square footage or lot size, or attached units such as condominiums, townhomes, and apartments.
- **Tenancy** - Housing setups such as co-housing or single room occupancy (SRO) where common areas are typically shared.
- **Financing elements** - These include alternative financing structures in the form of housing cooperatives where each tenant owns a share of the housing, but not their unit outright, and rent-to-own units, where tenants typically pay rent for a certain amount of time with the option to purchase the home before the lease expires. In some cases, part of the rent is applied toward the purchase price.

Another housing option is using the Surplus Land Act. Under the California Surplus Land Act, when public agencies plan to sell or lease public property, they must first offer it for developing low- and moderate-income housing to affordable housing developers and other entities through a structured process. An exemption to offering it for housing is provided in the law for parks and recreation uses. This includes

- Listing the property on a state-maintained registry.
- Interested parties then can negotiate with the City, which can give preference to proposals offering a high number of affordable units. At least 25 percent of units must be affordable. The City may also offer the land for parks and recreation.
- Without an agreement, the City can proceed with the sale, but any future residential development with 10+ units must include at least 15 percent affordable housing.

Any property in the River District owned by an agency with intent to declare the land as surplus would be subject to compliance with current Surplus Land Act regulations and procedures.

# CHAPTER FIVE



# Chapter 5

## DESIGN CONCEPTS FOR KEY SITES

This chapter contains a list of design ideas and potential improvement opportunities for specific locations within the River District. The CAC prioritized five key sites shown in Figure 9 from several options because they can deliver the most impact and benefit to the River District area. The concepts in this chapter are provided to set a framework for a strategic approach to optimize the improvement potential of the River District area.

### A. DESIGN CHARACTER AND INTENT

The sheer size of the River District means it is impractical to prepare a conceptual design for the entire Master Plan area. Instead, the CAC worked with the project team to identify a prioritized list of key sites to focus on conceptual and illustrative designs in more detail. The final key sites were chosen because they met one or more of the City's goals for this Master Plan (improving access to the water, enhancing recreational opportunities, and/or stimulating economic growth). Additionally, the sites were required to fit into one or more of the following set of criteria:

- **Feasibility** – Sites that had a more realistic chance of being improved were prioritized. That included property in public ownership (preferably the City of Folsom).
- **Environmental constraints** – Areas that a preliminary environmental assessment determined to be the least sensitive were prioritized. It is acknowledged that there are many sensitive environmental and cultural factors along the river corridor and that any specific project will require further analysis pursuant to CEQA.
- **Community interest** – Each key site selected received strong interest during the community engagement process and was supported by the CAC.
- **Variety** – Although not a specific consideration, the key sites represent a variety of different project types within the River District, including urban, natural, recreational, and commercial uses.

### GUIDING PLANNING PRINCIPLES

#### PRINCIPLE 1

- » Engage in early consultation with State Parks and Native American tribes where appropriate

#### PRINCIPLE 2

- » Increase safety and ease of access for pedestrians, bicyclists and vehicles

#### PRINCIPLE 3

- » Create connections for increased recreational or economic opportunities

#### PRINCIPLE 4

- » Celebrate the City's historical, cultural, and environmental resources where appropriate

#### PRINCIPLE 5

- » Commit to "best in class" efforts to inspire residents and visitors as projects and programs are implemented

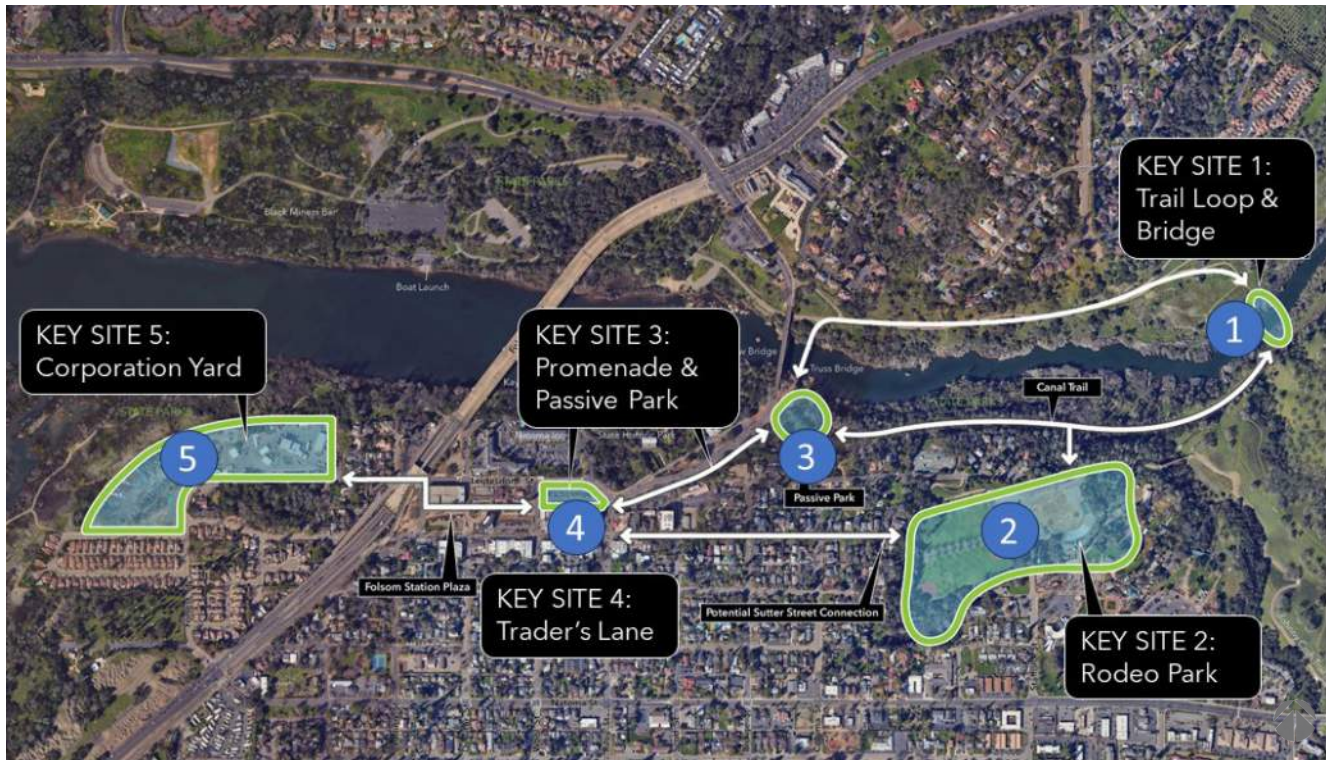


Figure 9. The five key sites and linkages

## B. DESCRIPTION OF KEY SITE PLAN FEATURE AREAS

The five key sites described below have been selected because they have the potential to be highly and positively impactful to the River District. If realized, these improvements could amplify the City's relationship to the river and help to stimulate reinvestment in the River District area. As illustrated in Figure 9, these key sites collectively form a strong interconnected tapestry throughout the most heavily visited areas of the River District. If this vision is achieved, there will be innumerable secondary benefits to the City of Folsom in terms of visitor experience and economic activity.

### i. Key Site 1: North Subarea Loop Trail and Bridge

The Canal Trail, which runs along the top of the historic canal on the east side of the river from Greenback Lane to a locked gate near the prison property line, is a very popular walk with locals and has some of the most spectacular vantage points of the river and a wide diversity of terrain. However, it is somewhat hidden, the access points are difficult to find for visitors, and it is currently limited to an out-and-back experience. The idea of creating a relatively easy loop trail by connecting the Canal Trail with the American River Parkway on the other side of the river was identified as a desirable amenity by both the CAC and the broader community.

To achieve this goal, a new single-span bridge across the river is envisioned to complete the loop. The proposed crossing point was determined after an analysis of the physical constraints; however, this is only a potential location which was identified to illustrate a connection concept which could occur at another location within the River District if needed. The bridge was found to be best located on a gently sloping access from existing trails which is approximately a half a mile from Greenback Lane at a distinct bend in the river, and the elevation of both riverbanks is approximately equal. This bridge location would offer views of the river in both directions, providing a point of interest to draw visitors onto the trail.



Figure 10. Schematic diagram of trail loop and connections achieved by addition of new bridge



Figure 11. Potential location for bridge based on accessibility and construction feasibility

Several iconic bridges already contribute to Folsom's identity, and this would provide another opportunity to create a memorable destination with a landmark architectural statement. The bridge's architectural character should complement its setting through scale and materials but does not necessarily need to be designed in a traditional style, and it should be designed and located to minimize environmental, cultural, and visual impacts.

The route is rich with natural and cultural history and is ripe for interpretation. Upon completion of the new bridge, this project would result in a one-mile loop from the Truss Bridge and offer a natural extension to the River Promenade discussed in Key Site 3 below. Intermediate access points should be established or enhanced to further improve connectivity to other facilities including the River Promenade (Key Site 3), Rodeo Park (Key Site 2) and the Johnny Cash Trail.

The bridge and creation of a looped trail connection align with State Parks' goals (FLSRA GP: pages ES-11, III-80, III-81, and III-85) and aim to interpret historic features along the American River Bike Path (ULN#10). This concept includes proposed improvements to State Parks property, though these ideas have not yet been endorsed by State Parks. The project will follow State Parks' processes and design discretion. However, the City should work proactively with State Parks to identify opportunities for partnering to achieve common goals.

As a long-term potential connection with this proposed looped trail system, the City should work with State Parks to extend a pedestrian trail to the old Folsom Dam. This area offers many opportunities to provide interpretive information about the original dam remnants and their connection to FPSHP.

## **A. Key Site 1 Planning Objectives**

The Loop Trail and bridge is consistent with this Master Plan's planning principles described in Chapter 1.

- OBJECTIVE 1 - Engage in early consultation with State Parks and Native American tribes
  - › This will be critical to ensure the project meets State Parks' requirements and that Native American tribes' interests and suggestions are integrated.
- OBJECTIVE 2 - Increase safety and ease of access for pedestrians, bicyclists, and vehicles
  - › This will be realized by the installation of the bridge which will provide safer off-street connections.
- OBJECTIVE 3 - Create increased recreational or economic opportunities
  - › This will be achieved by the bridge creating tourism interest along the trail system and linking with other recreational areas and trails.
- OBJECTIVE 4 - Celebrate the City's historical, cultural, and environmental resources
  - › This will be achieved by identifying and creating appropriate interpretive themes and story lines.
- OBJECTIVE 5 - Commit to "best in class" efforts to inspire residents and visitors
  - › This will be achieved using quality materials and unique and innovative design elements to create a distinctive bridge and trail experience which entices residents and locals to visit the River District area.

## **B. Preliminary Environmental Assessment of Key Site 1**

The North Subarea Loop Trail and Bridge Concept is in a portion of the River District with several environmental constraints. The primary constraints in this location are the high landslide susceptibility due to proximity to steep riverbanks and the potential for encountering significant cultural resources. Construction of the new pedestrian bridge and connecting trails will require evaluations by geotechnical experts to evaluate landslide risk. Additionally, assessments by cultural resource experts and Native American tribes should be conducted to minimize and avoid potential impacts to cultural resources, ensuring a safe and sustainable design approach.

The existing Rainbow Bridge and Truss Bridge are designated scenic resources, and the design of the new pedestrian bridge should consider aesthetic styles that are compatible with the existing bridges, or that reflect unique connections to Folsom’s historical and cultural past, while minimizing impacts to scenic views.

This site includes sensitive natural communities, with Interior Live Oak Alliance present on the south bank of Lake Natoma, and White Alder Alliance present on the north bank. Care should be taken to minimize direct and indirect disturbance to these communities.

As with most of the River District, this area has a high potential for previously undiscovered archaeological resources. A complete archaeological survey of the site should occur prior to preliminary design of the new pedestrian bridge and trail connections. This will allow archaeological resources to be identified early and avoided or otherwise protected.

### **C. Economic Analysis of Key Site 1**

New park and trail improvements can generate significant economic benefits for communities by attracting tourism, boosting local businesses, and increasing tax revenues through higher property values and visitor spending in nearby shops and hotels. They enhance quality of life, making areas more appealing to residents and businesses, while also creating jobs—from short-term construction jobs to ongoing maintenance positions. Additionally, park and trail improvements encourage health, wellness and social cohesion, which can help lower public healthcare costs over time.

#### **ii. Key Site 2: Rodeo Park**

Nestled below City Park, and adjacent to the Zoo Sanctuary and the Johnny Cash Trail, Rodeo Park features aging natural grass sports fields, a central parking lot, and an arena that is home to the Folsom Rodeo each summer. This site was identified by the CAC as having high potential for revitalization for several reasons such as:

- Underutilized space around the rodeo arena that could be redesigned to make it more flexible throughout the year.
- Other existing uses such as the zoo, train ride, library, and sports facilities provide a built-in synergy of family-oriented activities including regional tourism demand.
- The facility is City-owned and previously developed, which means upgrades are less constrained and more feasible and realistic.

The Rodeo Park improvements are envisioned to improve the connection between the City Hall complex, Historic District, and Lake Natoma trails, while also providing increased family and youth-oriented activities and increasing recreational amenities and regional tourism demand within the River District area.

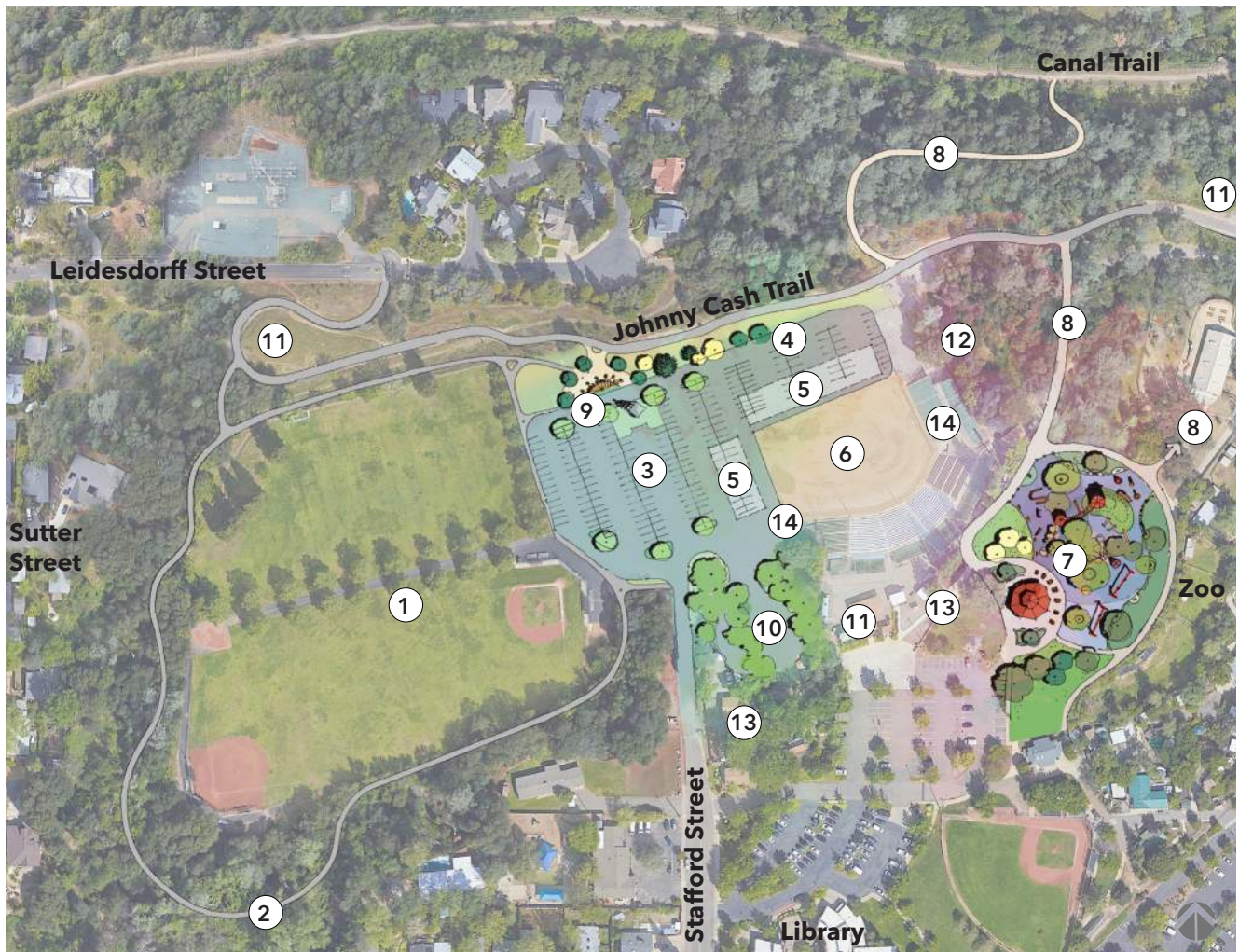
This Master Plan concept takes a phased approach to the potential Rodeo Park improvements. The proposed improvements are described in three main phases; however, there are numerous ways to implement discrete projects within each phase, depending on Council priorities and the availability of funding.

#### **Phase One**

Initially, there are several modest projects that could be implemented independently. Collectively, they lay the groundwork for the more ambitious long-term vision described below. Phase One could include:

- The addition of new pedestrian pathways around the southwest end through the existing woodland would provide a new recreational amenity for exercising and improve overall circulation around the park along with connections to State Parks trails and the Johnny Cash Trail. This enhancement would also increase visibility for safety and security within the woodland and help to reduce fire risk by reducing the fire ladder and fuel load potential.

# Rodeo Park - Phase 1 Concept



## Key to Features

1. Upgraded sport fields with sports lighting
2. Walking path
3. Recondition parking to gain more spaces
4. Expanded parking/flex space
5. Temporary bleacher location
6. Rodeo arena
7. Renovated playground and picnic area
8. Trail connection
9. Bike trail entry node/plaza
10. Maintenance and storage
11. Johnny Cash art node

## Phase 1 Summary

This phase would involve making improvements to existing facilities, including:

- Upgrades to the playground and group picnic areas between the bleachers and the zoo.
- Upgrades to the sports fields to accommodate higher level play and tournaments. This might include synthetic turf and sports lighting.
- Accessibility and pedestrian circulation improvements including a perimeter trail, and stronger connections through the park to the Johnny Cash Trail (and beyond).
- Reduction of dirt area around the rodeo arena to just the size needed for rodeo events. Temporary rodeo bleachers would be placed as shown. Remaining area would be paved for additional flex space and/or parking throughout the year.

Figure 12. Rodeo Park Conceptual Plan, Phase 1



- Upgrade the sports fields to tournament quality. This should include sport lighting carefully designed to minimize light trespass to adjacent residences and consideration of synthetic turf that would facilitate all-weather and year-round use. The existing field layout and central promenade and colonnade of trees would remain.
- Reduction of the unpaved rodeo area to the size required for rodeo events (approximately 150 feet by 250 feet). The surrounding area would be reclaimed for flexible park uses, including overflow parking, markets, and special events. The rodeo organizers would still be able to program the space as they currently do, by installing temporary bleachers to the south and west of the arena. This improvement concept also has the indirect benefit of reducing sediment-laden stormwater runoff because unprotected soil is reduced, and best management practices (BMPs) could be installed with parking lot improvements. Close coordination with the Chamber of Commerce will be needed to avoid unnecessary complications to their rodeo event operations.
- Renovation of the existing playgrounds next to the zoo. The plan envisions a large new, inclusive playground with shaded picnic areas for groups and individual families. This would also include the formalization of the path that connects to the Johnny Cash Trail (currently a gravel road).
- Formalization of the existing informal trail to the Canal Trail starting behind the rodeo arena. This trail should include wayfinding and interpretive signage to provide direct access to the river from Rodeo Park and directions to other points of interest (e.g., Sutter Street, Johnny Cash Trail, etc.).
- Creation of a small bicycle staging plaza midway along the western edge of the park to provide an entry portal onto the Johnny Cash Trail. With three future public artworks planned in close proximity, this location has potential for high use. It should include wayfinding and interpretive signage, benches, and amenities such as bike racks, a bike repair station, and a drinking fountain/bottle filler.
- Provision of a pedestrian connection to Sutter Street at the southwest end of the park. This would create a walkable connection between two popular activity centers, Rodeo Park and the Historic District. However, at this time, a connection in this location would require traversing private property and could only be accomplished with the cooperation of the owner by way of an access easement or other formal agreement.
- Inclusion of a fallout zone for use during fireworks events that will remain clear at all times of people, vehicles, and flammable items.

## **Phase Two**

This phase would add two exciting features: a Recreation Center for ages 3 to 13 and an adventure playground. Both would reinforce the spine that connects the zoo parking lot to the Johnny Cash Trail behind the rodeo arena.

- A Recreation Center, approximately 12,000 to 15,000 s.f. in size, would fill a void in the City's parks and recreation service system, catering primarily to elementary- and middle school-aged children and could contain a preschool and playground. The building would contain multiple rooms with a larger multi-purpose room to be used for educational purposes. The Recreation Center could provide activities throughout the school year and include after-school programs and summer camps utilizing the many assets of City Park and Rodeo Park (zoo, Georgia Murray Library, live steam train, sports fields, and new River District improvements).
- An "adventure playground" behind the northern bleachers provides a destination amenity in a unique environment featuring peculiar landforms formed by historic mining operations. Designed to engage with nature, this area envisions elevated play experiences amongst the native oaks and at ground level, built into the terrain. It would invoke a hidden world and allow children's imaginations and bodies to run free. Because of the nature of the equipment - such as zip lines and elevated rope apparatuses - this area would likely need to have controlled access. Whether it would be operated by the City or by a concessionaire would need to be determined later, as would the concept of charging admission. Further exploration of this concept by the Parks and Recreation Commission and staff is an implementation measure.

## Rodeo Park - Phase 2 Concept



### Key to Features

1. Upgraded sport fields with sports lighting
2. Walking path
3. Reconfigured parking to gain more spaces
4. Expanded parking/flex space
5. Temporary bleacher location
6. Rodeo arena
7. Renovated playground and picnic area
8. Trail connection
9. Bike trail entry node/plaza
10. Maintenance and storage
11. Recreation Center
12. Adventure Playground in existing woodland
13. Passive landscape area
14. Johnny Cash art node

### Phase 2 Summary

This phase would add additional amenities and features along the spine between the rodeo and the zoo, providing more cohesion between spaces, and adding key activation nodes, including:

- Recreation Center for city programming.
- Unique 'Adventure Play' zone offering a unique and challenging environment to visitors. This area would be staffed/supervised and secured for safety.
- Passive park areas that provide pleasant transitions between activity nodes.

Figure 13. Rodeo Park Conceptual Plan, Phase 2

- Rodeo Arena improvements to enhance seating comfort, accessibility (ADA), visibility, patron comfort (shade), restrooms and concession areas (food trucks).

### Phase Three

The third and final phase considers a scenario without the rodeo facility, should it be moved to a new venue in the future. This change would open the heart of the park to create a dynamic family hub surrounded by and connected with previously constructed amenities.

- A large interactive waterplay area with complementary elements such as shade structures, picnic lawns, restrooms/concessions, and a large gracefully sloped lawn that would be the perfect spot to relax and people watch. Traditional swimming pools and the associated operation and staffing costs can be avoided while still generating substantial revenue.
- Allows for an expansion of the adventure play area and formalization of the parking lot. Accessible circulation routes would be integrated to provide strong connections between upper and lower levels.
- As the final part of this last phase, the plan calls for the removal of the City maintenance yard at the zoo parking entry. This use can be accommodated off site or adjacent to the parking lot below. In its place, a beautified landscape area would be installed, with the potential for future expansion of the parking lot in front of the new Youth Recreation Center.

## A. Key Site 2 Planning Objectives

The Rodeo Park improvements are consistent with this Master Plan's planning principles described in Chapter 1.

- OBJECTIVE 1 - Engage in early consultation with State Parks and Native American tribes
  - › Although coordination with State Parks is not likely to be needed for the Rodeo Park improvements, there are areas of the City Park and its surroundings which are shown on important cultural resource maps, and it will be critical to ensure the Native American tribe's interests and suggestions are integrated in the preliminary design stages.
- OBJECTIVE 2 - Increase safety and ease of access for pedestrians, bicyclists, and vehicles
  - › This will be realized by the improved connections to the Historic District, City Hall complex, trails within adjacent State Parks property, as well as facilities to support use of the Johnny Cash Trail.
- OBJECTIVE 3 - Create increased recreational or economic opportunities
  - › This will be met by creating additional recreation facilities that not only serve the Folsom community but also build upon the existing regional tourism base. Long-term operation costs and revenue recovery are important considerations for future park improvements, and the economic potential and operation and maintenance costs should be carefully analyzed when scoping Rodeo Park improvements.
- OBJECTIVE 4 - Celebrate the City's historical, cultural, and environmental resources
  - › This will be accomplished by incorporating wayfinding and interpretive signage that connects to key historical and cultural points of interest in the River District area. There are increased opportunities with the youth-oriented facilities to implement unique learning methods, such as interactive interpretive nodes, linked or progressive story themes, etc.
- OBJECTIVE 5 - Commit to "best in class" efforts to inspire residents and visitors as projects and programs are implemented
  - › This will be achieved by exploring and evaluating cutting-edge recreation amenities to differentiate Rodeo Park from other parks in the region. The focus will be on family and children's active, adventure recreation to avoid duplication and competition with other recreation outlets in the region. The design will incorporate innovative technology and BMPs for critical supporting infrastructure, such as sports and facility lighting and public buildings, while emphasizing accessibility (ADA) at new and existing facilities.

# Rodeo Park - Phase 3 Concept



## Key to Features

1. Upgraded sport fields with sports lighting
2. Walking path
3. Reconfigured parking to gain more spaces
4. Sloped lawn
5. Picnic area
6. Splash pad
7. Renovated playground and picnic area
8. Trail connection
9. Bike trail entry node/plaza
10. Maintenance and storage
11. Recreation Center
12. Adventure playground in existing woodland
13. Passive landscape area
14. Restrooms/Concessions
15. Johnny Cash art node

## Phase 3 Summary

In the future, if the rodeo decides to relocate to a different venue, the park improvements could expand to create a central hub - a vibrant and dynamic family oriented destination:

- Expansion of Adventure Play zone.
- Large water spray park surrounded by shade pavilions, group areas, and concessions.
- Graceful sloped lawn for people-watching and family gathering.

**Note:** there is no plan at this time for the rodeo to relocate. This concept is simply intended to show a potential future vision for the park if that scenario came to be.

Figure 14. Rodeo Park Conceptual Plan, Phase 3



*Example imagery for Rodeo Park concepts. Clockwise from top left: canopy play features; treehouse structures in woodland; sloped picnicking lawn; splash pad; play integrated into slopes; canopy play features; zipline.*

## B. Preliminary Environmental Assessment of Key Site 2

The Rodeo Park site has minimal environmental constraints and is suitable for a wide variety of uses. The southern edge of the site includes soils that are mapped as having a very high shrink-swell potential. These soil types contain specific clays that can swell substantially when water is absorbed. This can result in damage to structures by causing heaving or settling. If structures are proposed along the southern edge of this site, a geotechnical investigation may be necessary to determine appropriate engineering approaches.

The existing woodland on the northeast corner of the site contains a sensitive natural community comprised of the Interior Live Oak Alliance. An adventure playground, or other proposals for this woodland, should be designed to maintain existing oaks to the extent feasible. It may be necessary to consult with a qualified arborist during the detailed design of this area.

Because this site is mostly developed, there is less risk that previously undiscovered archaeological resources would be encountered during construction. However, there is still a possibility that archaeological resources could be encountered during subsurface excavation or in previously undisturbed portions of the site, and a professional archaeologist should be involved during the detailed design process and early consultation with Native American tribes is recommended.

## C. Economic Analysis of Key Site 2

Similar to Key Site 1, public park improvements can offer economic benefits including attracting tourism, boosting local businesses, and increasing tax revenues through higher property values and visitor spending in nearby shops and hotels. Park improvements enhance the quality of life, making areas more appealing to residents and businesses, while also supporting both one-time construction jobs and ongoing maintenance positions. Additionally, park improvements encourage health, wellness and social cohesion, which can help lower public healthcare costs over time.

### iii. Key Site 3: River Promenade

The section of Riley Street/Greenback Lane between Leidesdorff Street and the Rainbow Bridge is one of the busiest multimodal nodes in the City. This area represents the easiest and most direct access to the water from the Historic District, and it has the potential to create a compelling nexus between popular commercial, recreational, and natural areas.

Improving the functionality and safety of the Riley Street/Greenback Lane corridor is a high priority as it was highlighted by significant community input and CAC consensus. This key site concept involves constructing a 20-foot to 24-foot-wide promenade which maximizes the path width on the south side of the road by utilizing all the available right-of-way and capturing wasted space along the road shoulder with the addition of low retaining walls. The promenade will have dedicated bike lanes to minimize conflicts with pedestrians and will feature shade trees, decorative lighting, and enhanced paving to enhance the sense of place and



*The area around the Truss Bridge is frequently congested with a multitude of trail users and people seeking access to the water*

# River Promenade



Figure 16. Promenade provides a safe and pleasant connection between the Historic District and the river



### Key to Features

- 1. Multi-modal River Promenade (20' to 24' wide)
- 2. New sidewalk
- 3. Traders Lane Area (see Key Site 4)
- 4. Pedestrian-only boardwalk under bridges with river overlooks
- 5. Permeable paving
- 6. Picnic shelter
- 7. Bike racks
- 8. Picnic tables and benches
- 9. Connection to Canal Trail with trailhead/wayfinding signage
- 10. River overlook

NOTE: Most of the ideas depicted at left fall within State Parks property. These ideas are not endorsed by State Parks, and any future projects would be pursuant to State Parks own processes, and their sole discretion.

Figure 15. Passive park at end of River Promenade



Figure 17. Before and after view of River Promenade concept looking down Riley Street towards Truss Bridge



draw in users from the adjacent Historic District. This new promenade will include a decorative railing along the roadway to discourage jaywalking from the Powerhouse parking lot and is suggested to be traffic-rated to protect path users from automobiles.

The upper segment from Trader’s Lane to Scott Street has a typical urban sidewalk character and is currently constrained in width in several locations by vertical grade changes which present some design challenges, but enhancing these linkages is critical to creating a strong visual cue that intuitively guides visitors. There is an existing pinch point near the remnants of the old canal infrastructure where a small amount of stone wall may need to be carefully removed or relocated to provide a continuous promenade width. An interpretive station is suggested for this location to discuss the historic hydroelectric system and canal system that delivered water to the powerplant and logs to an historic mill.

At the bottom of the hill, there is an existing flat area to the east of the Historic Truss Bridge which has excellent views of the river and a pleasant surrounding environment. This area is recommended for improvement to create a small passive park and gathering hub for the many trail users who naturally converge at this point. The improvements should include a formalized trailhead for the Canal Trail, areas for river overlooks and shaded picnicking, site furniture, and features such as permeable paving, bike racks, and wayfinding signage.

Leaving from the proposed passive park is a pedestrian-only boardwalk-style walkway that proceeds underneath the existing bridges. This section of rocky riverbank is one of the most desirous locations to reach due to its natural beauty, but it is difficult to traverse on foot. This new boardwalk would provide comfortable pedestrian access that could be achieved by routing over and around the existing boulders. If State Parks installed a trail along the waterfront of the SHP, this boardwalk would be an ideal connection point and would enhance access and activity on the river’s edge. To the west of the Rainbow Bridge, the boardwalk would veer left and connect with a new walkway segment along the Powerhouse State Historic Park frontage, effectively creating a loop down and back from the Historic District, and a safe means to cross Greenback Lane. A trail underpass at the historic canal was considered for linking under Greenback Lane; however, it was determined to not be feasible because of significant project footprint, construction impacts, and high construction cost.



*A boardwalk under Rainbow Bridge would provide access to one of the most desirable parts of the river*

## A. Key Site 3 Planning Objectives

The River Promenade improvements are consistent with this Master Plan's Planning Principles described in Chapter 1.

- OBJECTIVE 1 - Engage in early consultation with State Parks and Native American tribes
  - › This will be critical to ensure the project meets State Parks requirements and the Native American tribe's suggestions.
- OBJECTIVE 2 - Increase safety and ease of access for pedestrians, bicyclists, and vehicles
  - › This will be realized by the wider promenade and barrier which will discourage jaywalking and allow more room for the different kinds of trail users and sheer popularity of this trail segment. The promenade and boardwalk will allow for safer off-street connections and provide an enhanced ambiance and experience for trail users. In addition, the formalized trailhead for the Canal Trail will enhance bicycle access and safety will be improved through clearly designated pedestrian and bicycle routes.
- OBJECTIVE 3 - Create increased recreational or economic opportunities
  - › This will be met by more formally connecting Trader's Lane and the Historic District with the river. Additionally, providing a passive park with shaded picnicking areas and spaces to linger at the river's edge will draw in locals and visitors to enjoy the excellent views of the river.
- OBJECTIVE 4 - Celebrate the City's historical, cultural, and environmental resources
  - › This will be accomplished by wayfinding linking to key areas in the Historic District and interpretive signage highlighting the historic hydroelectric system and canal system. The environmental resources of the area will be accentuated with river overlooks and shaded picnicking areas and a boardwalk-style walkway along the waterfront.
- OBJECTIVE 5 - Commit to "best in class" efforts to inspire residents and visitors as projects and programs are implemented
  - › This will be achieved through enhancing the sense of place through the creation of a memorable pedestrian experience with unique character-defining design elements. These may include landscaping, banners, decorative lighting, paving and railing materials, and wayfinding and interpretive signage, all of which will create a cohesive ambiance that announces the entrance into the Historic District and the heart of the River District.



*Example of activated public space with representative architectural character*

## B. Preliminary Environmental Assessment of Key Site 3

The portions of this site near Greenback Lane would have very few environmental constraints because they are within urbanized areas along existing roadways. Trails closer to the river, the boardwalk under the existing bridges, and the proposed passive park would be in areas that are susceptible to landslides. The proposed trails, boardwalk, and passive park near the river are also within the 500-year floodplain and could be affected by flooding during extreme weather events. These features, and the boardwalk in particular, would require geotechnical investigations to identify appropriate engineering approaches that consider landslide and flooding risks. The proposed passive park is within the Interior Live Oak Alliance, a sensitive natural community. The park design and construction should preserve existing oak trees and minimize disturbance to surrounding vegetation.

Like much of the River District this area has a high potential for undiscovered archaeological resources, particularly in elevated areas near the river. A complete archaeological survey of the site should occur prior to preliminary design of the trails, boardwalk, and passive park to identify and protect archaeological resources.

## C. Economic Analysis of Key Site 3

Similar to Key Sites 1 and 2, the proposed public improvements offer economic benefits including attracting tourism, boosting local businesses, and increasing tax revenues through higher property values and visitor spending in nearby shops and hotels. Park improvements enhance the quality of life, making areas more appealing to residents and businesses, while also supporting both one-time construction jobs and ongoing maintenance positions. Additionally, park improvements encourage health, wellness and social cohesion, which can help lower public healthcare costs over time.

### iv. Key Site 4: Trader's Lane Area

Occupying an approximately 1.5-acre area conveniently situated between the Historic District and State Park lands, the City-owned parking lot bounded by Trader's Lane and Leidesdorff, Riley, and Wool Streets presents a wonderful opportunity to advance the City's goals of stimulating economic activity, enhancing access to the river, and providing additional gathering areas. The first impression of the Historic District for people currently approaching south on Riley Street is the back side of Sutter Street commercial buildings – including service entries, dumpsters, and an asphalt parking lot. However, this parcel is ideally suited to create a much stronger entry statement and can help to reestablish the Leidesdorff Street frontage as an integral part of the commercial core and welcome the visitors and the community into the heart of the River District.

This key site concept conceives of a new 134,000 +/- square foot building that reinvigorates the Historic District and provides additional pedestrian gathering spaces along the street. The project concept features a signature restaurant space near the Riley intersection, with a boutique hotel on the top floor, and flexible retail space facing the Trader's Lane alley with the intent of activating this space with healthy activities and uses. The middle floors of the building would include a public parking structure, which would replace the existing surface parking and Leidesdorff parallel stalls (approximately 112 existing stalls), and more than accommodate the parking needs of the hotel concept and the existing parking stalls, with approximately 166 spaces. Fire and emergency access to the site will be maintained.

The concept features quality architecture which is consistent with the Historic District Design and Development Guidelines and reflects the prominent historic buildings in the vicinity. The massing of the building would be carefully articulated to minimize its dominance over the adjacent structures, such as stepping down at the corner to allow views into the Historic District from below.

The design concept includes a gateway archway sign across Riley Street that denotes this primary entrance and enhances the unique character of Folsom by reflecting traditional forms influenced by the railroad and mining history. This archway could also function as a two-sided gateway to both the River District and the Historic District depending on the direction of approach.

## Traders Lane Area



Figure 18. Concept to redevelop Traders Lane parking lot, showing ground floor plan of new building

### Key to Features

1. Restaurant and hotel lobby (xx sf)
2. Retail facing alley (xx sf)
3. Hotel check-in entry
4. Valet/short-term parking
5. Parking garage entry
6. Ramp to 2nd floor parking
7. Elevator and stairs
8. Breezeway through building
9. Sidewalk (10' wide)
10. Alley activated with public uses
11. Public plaza
12. District gateway arch
13. Enhanced paving treatment
14. River Promenade (20' wide)



Figure 19. A roundabout was considered at Riley and Leidesdorff, but ultimately dismissed because it was detrimental to the character of the space



Figure 20. View of new building concept with Traders Lane in foreground

A small boutique hotel is suggested on the fourth floor with approximately 30 to 35 rooms. Nothing like this currently exists in the City of Folsom, and previous studies have demonstrated a desire for something similar. From an urban planning perspective, adding accommodation in the commercial district is a proven way of increasing vitality, especially after-hours, for restaurants and visitor-serving businesses. This modestly sized hotel would complement existing offerings nearby.

This area is a hub of activity, and this concept provides places for the public to recreate and people-watch, including a second-floor rooftop patio and a grand staircase for casual seating and gathering. Exterior public spaces, including a public plaza, are incorporated into the design to encourage people to spend time gathering and socializing. This plaza would visually and functionally anchor the south end of the proposed River Promenade described above with the aid of wayfinding signage and a consistent design language, such as shared paving materials, colored banners, planting palette, and/or streetscape furnishings. This site could offer a unique opportunity to provide interpretive historical information about the Folsom land grant and describe how William Alexander Leidesdorff settled this region. The intersection of Leidesdorff and Riley is frequently congested. While a roundabout was considered for this intersection, it was ultimately deemed inappropriate in scale and likely to have too many impacts on surrounding improvements.

The Trader's Lane improvements must comply with the operational needs of the City and meet applicable building and fire codes, such as a minimum clearance along Trader's Lane for emergency vehicle access, and should be consistent with the Historic District Design and Development Guidelines for the pre-1900 design of the Sutter Street Subarea. The final building design will be subject to review by the City's Historic District Commission.



Figure 21. Before and after view from Riley Street of new plaza and building at Traders Lane parking lot, with district gateway partially shown at left

## A. Key Site 4 Planning Objectives

The Trader's Lane improvements are consistent with this Master Plan's planning principles described in Chapter 1.

- OBJECTIVE 1 - Engage in early consultation with State Parks and Native American tribes
  - › Although coordination with State Parks is not likely to be needed for the Trader's Lane improvements, coordination with Native American tribes is recommended to ensure their interests and suggestions are integrated in the preliminary design stages.
- OBJECTIVE 2 - Increase safety and ease of access for pedestrians, bicyclists, and vehicles
  - › This will be realized by the creation of enhanced pedestrian spaces along Trader's Lane and Leidesdorff Street.
- OBJECTIVE 3 - Create increased recreational or economic opportunities
  - › This will be met through activating Trader's Lane with visitor-serving retail and commercial enterprises, emphasizing pedestrian connections to the River Promenade to the east and the Railroad Block/Historic Folsom Station public plazas to the west. The addition of a boutique hotel and restaurant will not only generate additional tax revenue for the City but will also encourage more visitors to stay in Folsom and explore the River District.
- OBJECTIVE 4 - Celebrate the City's historical, cultural, and environmental resources where appropriate
  - › This will be achieved by utilizing the Riley/Leidesdorff intersection as an opportunity to create a recognizable gateway entrance with signage reflecting the Historic District's traditional materials and forms which were influenced by the railroad and mining history. Wayfinding signage will link to key cultural and historic landmarks in the Historic District and interpretive signage and/or public art could describe the Folsom land grant and how William Alexander Leidesdorff settled this region.
- OBJECTIVE 5 - Commit to "best in class" efforts to inspire residents and visitors as projects and programs are implemented
  - › This will be achieved through enhancing the sense of place by creating of a memorable pedestrian experience with unique character defining design elements, such as quality architecture, distinctive landscaping, decorative lighting and paving materials, and wayfinding and interpretive signage that create a compatible ambiance to reinvigorate the Leidesdorff Street frontage and announce the entrance into the Historic District and the heart of the River District.

## B. Preliminary Environmental Assessment of Key Site 4

The Trader's Lane site is located on an existing parking lot with minimal environmental constraints. The site is on the edge of the 500-year floodplain and the south edge of the site borders an area containing soils with very high shrink-swell potential. During the design and engineering of the proposed building, it will be necessary to conduct geotechnical investigations (i.e., soil tests) to determine if there is a risk of heaving or settling. The site design should also consider the potential for flood effects during the most extreme flooding events.

This site has less risk of encountering previously undiscovered archaeological resources than other areas of the River District, but excavation could encounter buried historical or archaeological resources. Subsurface archaeological investigations and/or monitoring of excavation during construction should be considered to minimize risk to these resources.

### **C. Economic Analysis of Key Site 4**

EPS prepared a preliminary financial feasibility analysis to illustrate the opportunities and challenges facing potential new development in the Folsom River District. A static development pro forma analysis is shown in the table on the following page, and it evaluates the feasibility of the Trader's Lane mixed-use development concept with the following product types:

- Restaurant
- Retail
- Hotel
- Structured Parking

The pro forma considers planning-level costs of development to estimate the lease rates, average daily room rates, and parking revenue required to incentivize development.

#### **Preliminary Financial Feasibility Overview**

- High-level, point-in-time approach
- Tests financial feasibility using Residual Land Value (RLV) approach
- Residual Land Value equals the value of the land after all development costs have been subtracted from the revenue potential of development

#### **Development costs, market data, and uncertainty**

- Development costs for illustrative development prototypes were derived from various sources and are based on current market-rate values. Due to the specifics of individual projects and recent cost volatility, actual development costs may vary from planning-level estimates.
- Market data was considered for the City of Folsom as an example. It is important to note that market lease rates, average daily rates, and parking revenues will vary by location though Folsom was used to provide an illustrative set of results for the River District.
- The effects and volatility of interest rates also mean that achievable price points are in flux and will vary over time.

#### **Development challenges were reflected in the pro forma:**

- Current development costs are high throughout the whole State. Current lease rates and ADRs nominally offset these costs.
- Current RLV analysis reflects potential development risk



Pro Forma Factor	Assumption	Revenue/Cost	Per Sq. Ft. Revenue/ Cost
Development Program	10,455 restaurant/retail leasable sq. ft.; 31 hotel rooms; 166 structured parking spaces; 134,416 gross development sq. ft.		
<b>Revenues</b>			
Restaurant/Retail	\$30.00 psf/year; 3.2% Vacancy; 20% Opex; 7% Cap Rate	\$3,441,190	\$330
Hotel	\$145 ADR; \$100 Other Daily Income; 69% Occupancy; 20% Opex; 7.5% Cap Rate	\$20,403,210	\$488
Structured Parking	\$910 per space/year; 7.5% Cap Rate	\$2,014,130	\$25
<b>Total Revenues</b>		<b>\$25,858,530</b>	<b>\$192</b>
<b>Costs</b>			
Direct Costs		\$25,654,000	\$191
Soft Costs	~33% of Direct Costs	\$12,443,600	\$57
<b>Total Development Costs (Excluding Land)</b>		<b>\$38,097,600</b>	<b>\$283</b>
<b>Residual Land Value</b>		<b>(\$12,239,070)</b>	<b>(\$91)</b>

Note: Numbers may not sum due to rounding

Figure 22. Preliminary High-Level Financial Feasibility Analysis: Trader’s Lane Building

## v. Key Site 5: City Corporation Yard

The Master Plan includes a general land use concept for the City-owned Corporation Yard located at the southern end of Leidesdorff Street. This approach aims to balance illustrating the community's vision for the Corporation Yard with preserving flexibility for future site planning efforts. It allows for design variation and provides opportunities for additional neighborhood compatibility and land use refinements.

After several iterations and revisions, the CAC reached consensus on the land use concept shown as Figure 23. The land use categories are deliberately broad and allow for a good deal of flexibility. For example, "visitor serving" could include a myriad of uses such as a cultural facility like a museum or commercial businesses such as restaurants or retail uses, and even hospitality services. The intent of this key site plan is to identify the types of uses that are deemed to be most appropriate for this site at a conceptual level. Consideration of actual uses and relationships will need to be undertaken in the future and be considered on their merit, along with the associated infrastructure, internal circulation, and parking, which will have to be accommodated within future site plan refinements.

Because the project site abuts State Park property, it is recommended that the City work with State Parks to enhance their trails to provide more direct access to the water's edge, make looped trail connections to other destinations within the Historic District, and explore design solutions to minimize conflicts with cyclists and pedestrians.

Along the entire river side of the site, there will be an approximately 20-foot-wide pedestrian promenade providing a relatively flat and accessible route to connect various Corporation Yard destinations and the State Park trail system. This promenade will have a more refined design than the existing Lake Natoma Trail and could include low-level pedestrian scale lighting designed to be sensitive to wildlife and light pollution. Shaded benches and interpretive and wayfinding signage is also suggested.

The proposed park site occupies the general area of the actual Gold Rush's Negro Bar, an African American mining community. This is a potential unique opportunity to interpret and celebrate Black History in Folsom through public art and park design.

The plan includes five land use categories and includes character images of the variety of uses that fit into each category. While "mixed-use" was a potential land use, the CAC determined it was not a priority for this site. Instead, the CAC suggested focusing on successfully achieving the other envisioned uses. Similarly, "passive open space" was not included because the site is already adjacent to a huge passive open space - the State Park - and adding more would be redundant. However, active park uses are envisioned with the Corporation Yard.

- A small amount of residential is shown at the north end of the site to provide a transition from the existing single-family homes on Leidesdorff Street.
- There are approximately 6.5-acres of commercial and visitor serving, some of which have artisan and makerspace uses blended in. Examples of this are the public markets that can be found in several communities, including the Barlow in Sebastopol, the Oxbow Market in Napa, and Tin City in Paso Robles.
- The new visitor-serving and artisan-makerspaces should complement, not replicate, existing Historic District retail and commercial outlets.
- An approximately 1-acre area is earmarked for an entertainment facility at the angle point of the site facing the river. This could be a venue that hosts open-air theatre and music performances or private special events like weddings and social gatherings.
- Six acres of active open space is included at the south end of the site. Representing approximately one-third of the Corporation Yard, this could be transformed into a public park with picnicking, walking trails, playgrounds, and gathering areas. A parking lot is indicated that would be available not only to park visitors, but also to paddlers for accessing the lake.

# Corporation Yard



### Land Use Categories

- Active Park (6-ac)
- Commercial & Visitor Serving (3-ac)
- Artisan/Makerspace blended with Commercial & Visitor Serving (e.g. Public Market) (3.5-ac)
- Entertainment (1-ac)
- Residential (0.5-ac)

### Key to Features

1. Pedestrian friendly upgrades to Leidesdorff St for strong connection to Historic District commercial core
2. Pedestrian promenade, 20' wide, on City property
3. Parking for park and river access
4. Suggested pedestrian trail improvements to create loops in and out of site and provide additional access to water (in State Park)
5. Focal point of interest - such as public art or architecture

Figure 23. Conceptual land use plan for the Corporation Yard



*Representative character images of Visitor Serving and Artisan/Makerspace land use concepts for the Corporation Yard. Clockwise from top left: nature center/museum; pedestrian friendly dining and retail; event space; artist studio; Oxbow Public Market; craft food and beverage; markets.*

- Two areas are undesignated (labeled as TBD) adjacent to the existing neighborhood on Young Wo Circle. There was much discussion about this part of the site, including some support for residential, and some for more green space; ultimately the committee opted to preserve flexibility for the future and not commit at this time.
- A mid-19th century railroad engineer, Theodore Judah, created the first surveyed map of the town of Folsom for William Alexander Leidesdorff. The map comprised of a fourteen by seven block grid with twenty named streets, and today most of these street alignments remain. The historic Judah Map included the Corporation Yard area and this map should be used as an organizing theme for future site planning efforts, providing continuity to the gridded streets already in place.
- Pedestrian connections within the existing Historic District should be amplified to encourage exploration of other possible routes, not just Sutter Street.
- The concept also shows the extension of Leidesdorff Street and Forrest Street until they intersect at a roundabout. This provides two points of ingress and egress to the site for distribution of traffic concentration and emergency access.



*Representative character images of Entertainment land use concepts for the Corporation Yard. Clockwise from top left: Outdoor theater in Lake Tahoe; social gathering at The Barn in Sacramento; outdoor performance space.*

## A. Key Site 5 Planning Objectives

The Corporation Yard improvements are consistent with this Master Plan's planning principles described in Chapter 1.

- OBJECTIVE 1 - Engage in early consultation with State Parks and Native American tribes
  - › This will be important to ensure the project is coordinated with State Parks trails, facilities, and amenities. Additionally, coordination with Native American tribes is recommended to ensure their interests and suggestions are integrated in the preliminary design stages.
- OBJECTIVE 2 - Increase safety and ease of access for pedestrians, bicyclists, and vehicles
  - › This will be realized by creating enhanced trail connections to the river and a pedestrian promenade, as well as adding trail loops and connections to the Historic District.
- OBJECTIVE 3 - Create increased recreational or economic opportunities
  - › This will be met through the creation of commercial/visitor serving uses, entertainment, and artisan maker spaces along with the active open space areas.
- OBJECTIVE 4 - Celebrate the City's historical, cultural, and environmental resources
  - › This will be achieved through the incorporation of public art and/or interpretive signage which can advance the understanding of black miners in Folsom, and wayfinding signage will link to key cultural and historic landmarks in the Historic District. There are increased opportunities with youth-oriented facilities to implement unique learning methods. The surrounding environmental resources will be enhanced with improved trails and provide more direct access to the water's edge.
- OBJECTIVE 5 - Commit to "best in class" efforts to inspire residents and visitors as projects and programs are implemented
  - › This will be accomplished by enhancing the sense of place for the River District through the creation of a memorable pedestrian experience with unique character-defining design elements. These elements include quality architecture, distinctive landscaping, decorative lighting, high-quality site furnishings and paving materials, public art, and wayfinding and interpretive signage. Additionally, this key site will create a incorporate artisan and maker opportunities, with increased potential for unique retail investments. Together, these elements will create a unique and innovative space with a revitalized ambiance which will help to reinvigorate the River District

## B. Preliminary Environmental Assessment of Key Site 5

The Corporation Yard site is already developed and used in a light industrial capacity and includes minimal environmental constraints. Primary considerations for this site are related to land use compatibility. The site abuts a residential neighborhood along Young Wo Circle and Forrest Street. Care should be taken to minimize dust and noise impacts on adjacent residential areas during construction, and the site design and programming should consider the potential for long-term noise and traffic impacts to residential neighborhoods.

Because of its current use as a corporation yard, there is a risk of soil contamination from leaks or spills of fuel, oil, paints, lubricants, solvents, or other commonly used hazardous materials. While there is no evidence of contamination, soil testing may be appropriate prior to construction to determine if any remediation is necessary.

The State Park land between the site and the river includes sensitive natural communities. Trail connections between the site and the adjacent State Park should be designed to provide access while minimizing disturbance to native vegetation. Like the Trader's Lane Site, this site has a limited risk of including previously undiscovered archaeological resources, but excavation could encounter buried historical or archaeological resources. Subsurface archaeological investigations and/or monitoring of excavation during construction should be considered to minimize risk to these resources.



*Representative character images of public park land use concepts for the Corporation Yard. Clockwise from top left: playground; flexible use areas; pickleball; family and group picnic.*

### C. Economic Analysis of Key Site 5

The proposed development of the Corp Yard includes opportunities for commercial/visitor uses, residential units, entertainment space, artisan/maker space, along with open space. As indicated in Chapter 4, the Riverfront Area has the opportunity to enhance the local attractions for locals and tourists already in the area visiting the existing attractions such as State Parks and the Zoo. Market trends for retail reflect consistently low vacancy indicating demand for retail, entertainment space, artisan/maker space, and commercial/visitor space; however, at this time lease rates may not be sufficient enough to offset the high costs of construction in the current market.

Residential market trends indicate the need for housing in the City of Folsom with increasingly low vacancy rates coupled with increasing housing costs reducing supply for existing and future residents. While, the Folsom Plan Area has and will continue to provide additional residential units relieving some of the pressure, the proposed housing units in the Corp Yard could further bolster the City's housing inventory and there will be a continued need for housing at a variety of income levels.

Residential ownership products in the current market achieve higher values and have lower construction costs compared to the lower achievable market rents and higher construction costs for multifamily rental units. The financial feasibility of rental residential land use types are primarily driven by the cost of development significantly outweighing current market rents. For rental residential units to realize financial feasibility, there would need to be significant rental rate increases.

Additional approaches the City could consider for reducing costs and overall development risks include:

- Direct public subsidies
  - › Provide direct loan or grant funding. The City could secure direct funding through federal, State, and regional grants to subsidize desired infill projects in the River District.
  - › Obtain gap financing. The City could explore adoption of one or more innovative financing tools that could be used to help fill funding gaps (e.g., revolving loan fund).
- Indirect public subsidies
  - › Waive or defer building and development fees. Jurisdictions have some leverage in instituting policies and programs to address building and development cost constraints. The City also could consider developing a lower fee structure or waiving fees for projects containing affordable housing, infill projects, and other missing housing types to improve feasibility.
  - › Consider land acquisition and disposition. The City could consider the acquisition of real estate and donate to private developers or allow deferred payment to eliminate, reduce, or defer land costs.
  - › Fund backbone infrastructure improvements. Although this analysis excluded any costs related to offsite infrastructure improvements, intensified infill development often necessitates upgrades to backbone infrastructure, representing another development cost and feasibility challenge. The City could obtain funding for capital investments in infrastructure to support development in the River District.
- Streamline development and environmental review processes
  - › Streamline development review. Consider streamlining the development review process for infill projects that meet objective standards by granting ministerial approval. Streamlined development review processes can save time and money by eliminating discretionary reviews, public hearings, and additional environmental review.
  - › Streamline environmental review. Consider completing a City-sponsored and City-funded California Environmental Quality Act (CEQA) analysis for the Project to pre-clear opportunity sites.
- Consider regulatory changes
  - › Reduce parking requirements. Parking is a costly addition to many developments, specifically the high costs of structured parking, and reduces the developable space for residential units. Reducing parking requirements can reduce the cost of a project while increasing the density.
  - › Increase building height and density. Consider increasing minimum and maximum allowable densities and zoning requirements to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.
  - › Support a wide array of housing types. Update planning regulations to encourage or require new subdivisions to include two-, three-, and four plexes, or other missing housing types that are designed to look cohesive with adjacent single-family homes.



## C. PROGRAMMATIC OPPORTUNITIES

The programs described below have been selected because they have the potential to be positively impactful to the River District. If realized, these programs could further the sense of place and vision for the River District area.

### i. Pedestrian Connection Plan

The community mentioned the importance and value of a linked pedestrian route with enhanced experiences and organized, safe and attractive pedestrian routes. A cohesive plan should be developed to integrate these linkages, such as illustrated diagrammatically in Figure 9:

- Between the Corporation Yard to the Northern Segment Canal Trail/Bridge
- Connecting Traders Lane, Historic Folsom Station (railroad plaza and amphitheater and future buildings), Leidesdorff St. and new pedestrian loops in the Corp Yard.

### ii. Wayfinding Plan

The River District is large, with many points of interest and an intricate network of trails. Some of these are well known and easily accessed while others are less obvious and intuitive. A comprehensive and consistent wayfinding plan with enhanced gateway and directional signage should be provided to assist visitors with navigation throughout the Master Plan area and strengthen the relationship between the urban and natural areas. Wayfinding signage is an important communication tool and can provide users with directional assistance, educational opportunities, and inform users about trail etiquette, permitted activities, and regulations.

The wayfinding plan should include improved directional signs to help guide pedestrians, bicyclists, and vehicles to specific locations in the River District area. Part of this wayfinding plan should include the creation of River District branding that can reinforce its identity in the same way the Historic District has done. Because much of the River District is under the jurisdiction of State Parks, this wayfinding plan should be cooperatively created to provide consistency of information and a cohesive design.

The wayfinding plan should be carefully designed to meet various objectives including:

- Create a more distinctive River District identity using cohesive branding, logos, and colors for wayfinding signage and gateway elements to enhance the unique historic character of the River District.
- Provide gateway signage at key entrance points to the River District. Integrate accent landscape elements such as decorative paving, pedestrian scale lighting, and accent vegetation to announce arrival into the River District.
- Major gateways at primary intersections should also include cohesive vertical elements where possible, such as monuments, public art, decorative entry fencing, walls, trellises, interesting lighting, and/or large potted plants to further accentuate the entrances.
  - › Suggested locations for gateway signs include Folsom Boulevard near Highway 50 and Museum Flat (south end) between the Historic District and river at the intersection of Riley and Leidesdorff Streets (central area), and near the intersection of Folsom Boulevard and Greenback Lane (north side).
- Incorporate roadway directional signage to assist motorists in navigating to public access areas, including various points along Folsom Boulevard, Greenback Lane, Natoma Street, and throughout the Historic District.
- Provide changeable and themed banners along primary roadways, where feasible, in the River District area to promote seasonal events. The banners should mimic other River District wayfinding signage designs, fonts, and colors to emphasize the River District as a cohesive and unified area. The Historic District should include these same theming elements but also integrate a unique identity to distinguish the commercial core.

- Integrate trail directional signage to clearly identify routes, neighborhood connections, trailheads, points of interest, and identify key attractions within the River District area. Trail signage shall be cooperatively created with State Parks.
- Ensure directional signage utilizes common, universal symbols that are graphically easy to read and understand. The signage should clearly denote locations of key shopping areas, public parking, bicycle parking, civic buildings, and tourist destinations.
- Directional signage should include directional arrows and distances and/or walking and biking times to key destinations.
- Consider including a changing digital display in key areas outside the Historic District to announce upcoming community events on directional maps located in key locations and primary gathering areas.
- Wayfinding directional signs should be located to reduce glare on the face of the sign, preferably under the shade of a tree and/or placed adjacent to streetlights to ensure visibility in the evening.
- Directional signs should be integrated with other pedestrian amenities, such as benches and trash receptacles, and accentuated with landscaping where feasible.
- Consider long-term maintenance needs including periodic replacement and discuss as an annual budgetary item.

### **iii. Streetscape Improvements**

Streetscape improvements are recommended to enhance the safety of the key pedestrian crossings and to create a more defined sense of place for the River District area. Refer to the Historic District Design and Development Guidelines regarding the Historic District Circulation Plan and proposed new street layouts.

- Primary roadways within the Master Plan area should be enhanced with themed elements within the public right-of-way to clearly designate the River District area, promote pedestrian and bicycle use and enjoyment, incentivize redevelopment, and create a safe and inviting atmosphere.
- Enhance existing primary roadways and key alleyways with accent landscaping, pedestrian scale lighting, decorative paving at key crosswalks, and pedestrian amenities such as benches, shade trees, and trash receptacles. Consider providing conveniently located water bottle refilling areas and dog bag stations within or adjacent to primary gathering areas.
- Evaluate opportunities to separate pedestrians from vehicular travel lanes, with potted plants, low bollards, landscaped planters, raised planters, seat walls, benches, or a consistent pattern of on-street parking to clearly identify these spaces as people places.
- Carefully consider appropriate opportunities to integrate accent lighting to enliven and activate pedestrian gathering areas such as overhead string lights, hanging lights, and/or lights wrapped around street trees.
- Work with the City's Arts Commission to strategically locate public art in highly visible areas where there are high amounts of pedestrian traffic or places where people congregate such as parks, plazas, and along primary alleyways and roadways. Consider providing both temporary and permanent art installations on public and/or private property to increase visual interest throughout the River District.
- Provide a more comfortable transit environment by enhancing bus shelters and transit stops as transit use increases in the future. Seek opportunities to promote and increase ridership.
- Install corner bulb-outs and shortened crosswalks, where feasible, to decrease the number of traffic lanes a pedestrian must cross and narrow streets to allow for enhanced bike lanes and pedestrian walkways. Additionally, look for opportunities to integrate refuge islands, priority pedestrian signal timing, in-road flashing lights, and/or decorative crosswalks in key locations with high levels of pedestrian or bicycle activity.
- Evaluate opportunities to enhance primary public alleyways, where feasible, with decorative elements as pedestrian-scale and accent lighting, public art/murals, potted plants, landscaping, and decorative paving in key locations.

#### iv. Recreation Enhancements

Recreational use encourages healthy lifestyles, builds community and family unity, and creates community support for parks and open space. Surrounding populations are anticipated to grow in adjacent urban areas and the River District recreational amenities must routinely be evaluated for their desired carrying capacity. Existing park and trail facilities should also be regularly evaluated to accommodate future growth. Failure to evaluate, maintain, and renovate recreation amenities and trails to match community demand will result in unsatisfactory experiences and environmental degradation because of overuse. Parks and recreation improvements ranked high in the amount of community feedback and interest, and the River District offers ample recreational opportunities with its vast size and diverse resources. Additionally, special events and festivals were the highest ranked recreation activity from the online questionnaire. This indicates an opportunity for the City to work with State Parks and private promoters to introduce new community programs for both residents and tourists. This Master Plan recommends building upon the existing facilities to create more opportunities for outdoor gathering and recreational activities:

- Work with State Parks to expand year-round recreational facilities and public gathering opportunities within the River District.
- Evaluate opportunities to provide a more diverse mix of recreation and tourism activities that are compatible with nearby land uses and integrate a blend of recreational uses that are appealing to all age groups and abilities. Enhance underutilized spaces to better facilitate events such as underutilized parking areas or smaller vacant sites.
- Provide increased seasonal events and community activities to attract users to the River District area and contribute to an important revenue stream that can help support on-going operations and maintenance. Special events are encouraged because they can introduce new users to the River District and can potentially result in an expanded base of community awareness and increased long-term support for future improvements. Seasonal events and activities should occur in a manner that minimizes impacts on other River District users, natural resources, and aesthetics of the Master Plan area. The Folsom community provided the following list of events and activities to consider for the River District:
  - › Outdoor events such as art shows, farmers markets, and start/finish runs or bike races/events
  - › Revitalized orchards, restored oak woodlands, botanical gardens, community gardens, community teaching garden with CA native plants, and butterfly/ pollinator gardens
  - › Covered picnic areas and barbecue facilities
- Evaluate opportunities for unique recreational experiences that build on existing activities and demand such as a water tour - canoe, kayak, stand-up paddleboard (SUP) interpretive tours of points of interest seen from the water. These activities can be offered seasonally or monthly during the warmer months.
- Recreational facilities should be designed to blend into the surrounding natural environment. Consider utilizing nature-oriented play and art elements throughout the River District to highlight the surrounding environment.
- To encourage increased use of the River District's recreational facilities and integrate maps which identify other recreational and activity areas within the Master Plan area.
- Outdoor lighting in recreational areas should be carefully located to provide security while minimizing impacts to wildlife and night sky aesthetics, such as optimizing foot candle ratios and providing shielding, full cut off optics, timers, and/or motion sensors.

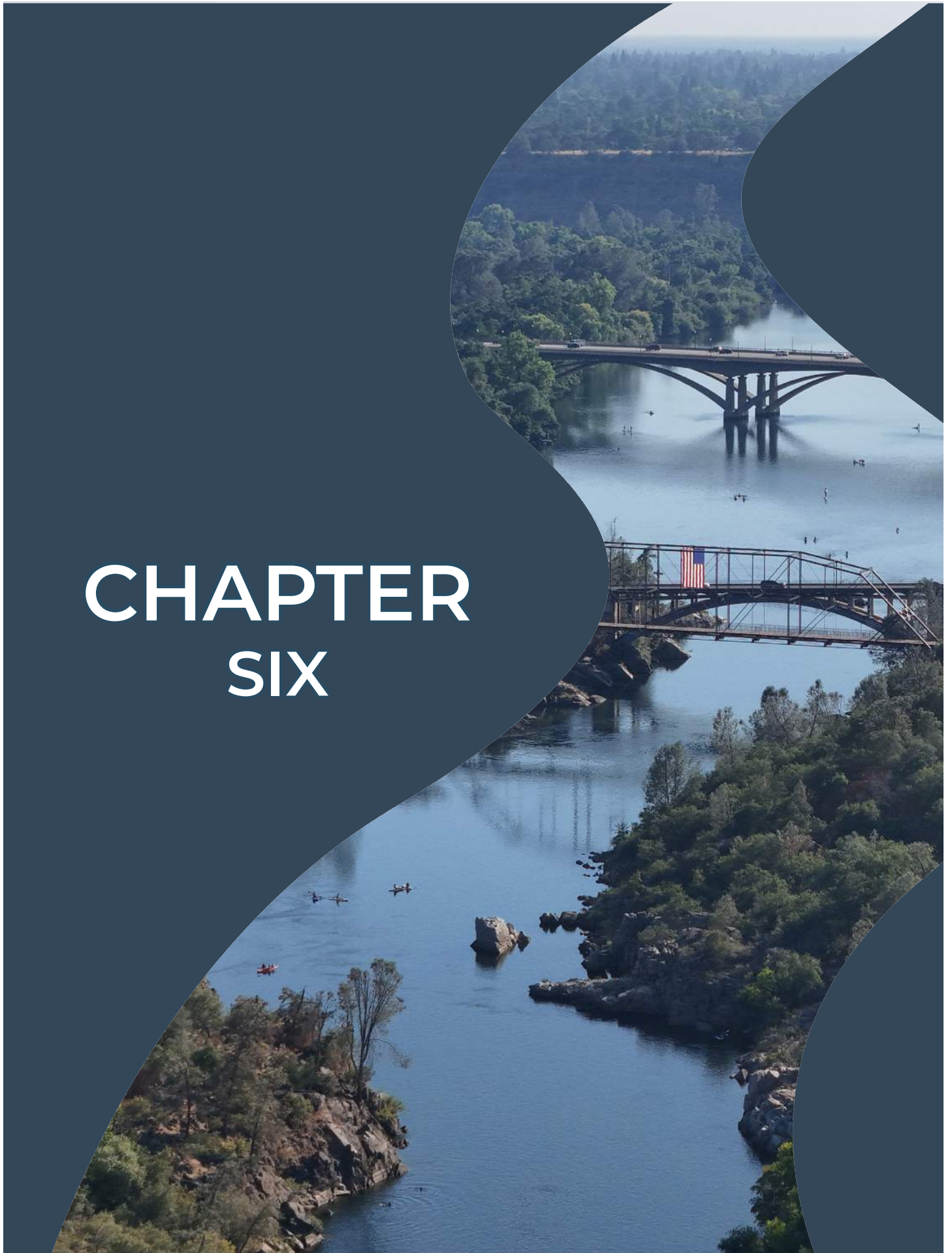
## **v. Interpretation Plan**

A long-range interpretive plan is recommended to be created through a cooperative effort led by State Parks. Refer to Chapter 3 for a list of potential interpretation topics and themes.

The Interpretation Plan should include the following components:

- Locate interpretive signs and educational elements throughout the River District to serve all segments of the community.
- The interpretation signage should appear consistent on both City property and State Parks lands to unify the River District area.
- Provide a mix of interpretive exhibits and educational information through various forms of signage, such as trailside interpretive signs, kiosk exhibits, historical markers, self-guided walks and tours, and brochures. Additionally look for opportunities to integrate cultural events and living history programs to foster a better understanding of the unique history and diverse cultures of the River District area.
- Integrate unique and innovative methods of interpretive and wayfinding elements into private and public projects to add to the unique character and visual interest at the pedestrian level in key locations, such as decorative paving with tiles or plaques containing street names or historical information, or concrete paving with imprints of local wildlife or vegetation.
- Utilize the vast themes and story lines from the River District in existing City communication tools, such as the semi-monthly newsletter, weekly e-newsletter, and social media channels.
- Consider long-term operations and maintenance costs when developing the plan so that maintenance and replacement is funded.

# CHAPTER SIX



# Chapter 6

## IMPLEMENTATION

This Master Plan will be implemented through a combination of public and private investment, with many components potentially eligible for grant funding due to their pedestrian and bicycle-friendly nature and their relationship to places of cultural and historical significance. Funding will be required for both capital improvements and the ongoing maintenance and operational costs associated with these improvements. This chapter outlines strategies for implementation and recommendations to encourage and incentivize new improvements in the River District area.

### A. IMPLEMENTATION RECOMMENDATIONS

For planning purposes, the River District Master Plan implementation recommendations have been divided into three basic categories. A list of considerations for prioritizing the proposed River District improvements are listed below in Section B and summarized in Table 6-1:

- Major Capital Improvements - include the five key site areas described in Chapter 5 and key potential projects identified during the Master Plan planning process and generally align with the City of Folsom's Capital Improvement Plan efforts.
- Districtwide Improvements - trail and access improvements, wayfinding and interpretation elements, gateway features, streetscape enhancements, and landscaping.
- Strategic Initiatives - facilitate, partner, or engage in subsequent property development or improvements consistent with City and State Parks plans, processes, and environmental review.

The following recommendations provide strategies to begin implementing individual components envisioned in the Master Plan.

**Recommendation 1: Set the stage for future investment with improvements to the physical setting in the River District. These investments could include, but are not limited to:**

- Develop and consistently apply a design language for the district to reinforce its identity and presence in the city. This could include things like branding, furniture, signage, construction materials, and design details
- Add River District gateway monuments, banners, and wayfinding/directional signage
- Improve streetscapes with enhanced paving at key areas, landscaping, lighting, and pedestrian amenities
- Encourage outdoor dining and gathering spaces
- Enhance public park and recreational spaces
- Encourage installation of placemaking elements such as public art pieces
- Widen and repair sidewalks, and improve crosswalks

**Recommendation 2: Focus on defining and attracting development opportunities for key sites. This could include the following efforts by the City:**

- Outreach to individual property owners to identify specific candidate sites for renovation, reuse, or redevelopment
- Prepare additional design prototypes to determine feasible redevelopment (or intensification) options for additional key sites
- Prepare a pro forma financial analysis to assess the economic feasibility of design prototypes
- Consider establishing a merchant or business organization to advocate for programs, projects, and priorities in the River District.

**Recommendation 3: Pursue federal, state, regional, and local funding sources for infrastructure and planning projects.**

- The implementation of the River District Master Plan will require significant, long-term funding. The City should work with agencies with interests in, or have jurisdictional responsibilities within the River District, to explore dedicated source(s) of funding.
- The implementation of the River District Master Plan will require significant, upfront capital and long-term maintenance funding from both existing and potential new sources of public and private funding. In addition, implementation will require time and support from City staff and the broader community.
- Existing sources of funding may include the City's General Fund or the Capital Improvement Plan (CIP). These funding sources can be used to fund a range of activities, including ongoing operations and maintenance, economic development projects, and infrastructure improvements, including streetscape, parks and open space, and other capital improvements. However, these funding sources rely on annual authorization by City Council and include a variety of funding streams that can vary on an annual basis.
- New funding sources include grants, taxes and assessments, public-private partnerships, and other commonly used public funding and financing tools. These sources can be used to fund parks and open space and other infrastructure improvements, historic preservation, environmental cleanup, public art, and other economic development projects. There are differing levels of funding capacity and benefits and drawbacks for each source, which should be considered before pursuing a particular funding source.
- A new sales tax measure, Measure G, is a citizen's initiative placed on the November 2024 ballot. If approved by voters, this new sales tax rate could provide funding for parks and other infrastructure projects, as determined by City Council action.
- The City should work with agencies with interests in, or have jurisdictional responsibilities within the River District, to explore dedicated source(s) of funding.
- Public-private partnerships may be advantageous to pursue as opportunities arise.

## **Implementation Categories**

There are three overarching categories which contain organize the proposed River District improvements. These categories are not intended to be implementation priorities, but they are provided to group projects with similar land ownerships, and in some cases costs.

### ***Category 1***

Projects on properties that the City owns and controls, and would be publicly funded:

- Rodeo Park (Key Site 2)
- River Promenade - City Owned (Key Site 3): improvements to portions within the public right-of-way and City owned property

### ***Category 2***

The projects requiring collaboration and/or approval of State Parks or other agencies:

- River Promenade - State Parks Owned (Key Site 3): portions within State Parks lands, including the passive park and boardwalk
- Trail Loop and Bridge (Key Site 1)

### ***Category 3***

Public-private partnership projects, both of which are complex and expensive to develop:

- Trader's Lane (Key Site 4)
- Corporation Yard (Key Site 5)



## B. CAPITAL PROJECT PRIORITY CONSIDERATIONS

Attempting to prioritize the list of Master Plan projects is challenging because so much is dependent on funding. Additionally, City priorities are not static - this is a long-term plan, and trends, attitudes, and values continuously evolve.

The more ambitious ideas - Key Sites 4 and 5 - would be immediately transformative and would provide a catalyst for private investment and economic stimulus. However, these would also require favorable market conditions attractive to private parties, and substantial City investment including potentially significant off-site utility infrastructure upgrades.

The River Promenade project - Key Site 3- addresses arguably the most immediate need for the community; the congestion and safety of this corridor were of the highest concern to both the CAC and general community throughout the Master Plan process. If constructed, this project will functionally connect the Historic District to the river and form a critical link between other key sites.

There are numerous smaller projects that would be less impactful, but significantly easier to accomplish. These include things such as new trail connections and design elements that start to define the district's character and identity. If completed, these could help to generate excitement and momentum to advance the River District vision.

The following table contains a list of projects that emerged from the Master Plan process. This table does not attempt to rank the projects in order of priority for the reasons discussed above. The relative costs are provided to give future decision makers a basic understanding of the project scope in terms of anticipated magnitude costs, and the listed in a very general relative scale from low to high for comparison.

River District Project Summary				
Master Plan Goal	Project	Potential Funding Source	Relative Cost	Notes
<b>Capital Projects</b>				
Recreation	Rodeo Park, Phase 1	Public <sup>2</sup>	Moderate/High	Can be divided into numerous smaller projects
Recreation	Rodeo Park, Phase 2	Public <sup>2</sup>	High	Can be divided into numerous smaller projects
Economic Development	Trader's Lane Site	Public-Private	High	
Recreation/Access	River Promenade <sup>1</sup>	Public <sup>2</sup>	Moderate/High	
Recreation/Access	Passive Park (bottom end of River Promenade) <sup>1</sup>	Public <sup>2</sup>	Low/Moderate	
Recreation/Access	Boardwalk under Rainbow Bridge <sup>1</sup>	Public <sup>2</sup>	Moderate	Contingent on River Promenade and Passive Park development
Recreation	Bridge at North Segment <sup>1</sup>	Public <sup>2</sup>	Moderate	
Economic Development	Corporation Yard Site	Public-Private	High	Can be divided into numerous smaller projects
	District Gateway - South End	Public <sup>2</sup>	Low	
	District Gateway - Trader's Lane	Public <sup>2</sup>	Low	
Recreation/Access	Improve Willow Creek parking lot and amenities <sup>1</sup>	Public <sup>2</sup>	Moderate	

**Continued on next page**

Figure 24. River District project summary

Recreation/ Access	Docks under Folsom Blvd Bridge <sup>1</sup>	Public <sup>2</sup>	Low/ Moderate	
Recreation/ Access	Trail connection - JCT to Canal Trail (near North Bridge) <sup>1</sup>	Public <sup>2</sup>	Low	
Recreation/ Access	Trail connection - Rodeo Park to Canal Trail <sup>1</sup>	Public <sup>2</sup>	Low	
Recreation/ Access	Trail connection - Rodeo Park to Sutter Street	Public <sup>2</sup>	Low	Project crosses private property and would need to be negotiated.
Recreation/ Access	Trail connection - Canal Trail to Passive Park at Truss Bridge <sup>1</sup>	Public <sup>2</sup>	Low	
<b>District-Wide Improvement Projects</b>				
Recreation	Interpretive Exhibits <sup>1</sup>	Public <sup>2</sup>	Low	
Recreation	Wayfinding/directional signage <sup>1</sup>	Public <sup>2</sup>	Low	
Recreation	Habitat restoration (e.g. invasive plant removal) <sup>1</sup>	Public <sup>2</sup>	Moderate	
Recreation	Trail furnishings (e.g. benches, bike racks) <sup>1</sup>	Public <sup>2</sup>	Low	
Recreation/ Access	Trail improvements between Corporation Yard and river <sup>1</sup>	Public <sup>2</sup>	Low	

Footnotes:

1. Project is partially or entirely in State Parks jurisdiction and would require approval and coordination with State.
2. Includes public funding such as the City general fund, grants, bonds, and/or special tax measures.

## C. RECOMMENDATIONS FOR NEXT STEPS

The next steps in the River District’s planning process can take many forms and this chapter provides a guide to move the vision forward. The review process will entail more thorough site studies and analysis of traffic conditions, utility services, flood plain concerns, and property and easement restrictions. Subsequent steps will include substantial additional public review, the preparation of construction documents and permitting for key site projects. and site and project specific CEQA environmental review.

### i. Potential Future River District Programs and Measures

The following programs and measures are recommended to bring more visitors into the River District area, enhance the sense of place, and increase safety:

- Promote River District bridge tours, public art walks, and water tours.
- Work with State Parks to facilitate additional programs and community events and work together to better integrate the Powerhouse SHP into the Historic District.
- Coordinate with State Parks to implement public art along the trail system in key locations, such as the Pillar Mural Project at the Lake Natoma Crossing.
- Work with State Parks to provide vehicle access improvements into Willow Creek and Black Miners Bar such as line of sight, vegetation clearing, and incorporating accel and deceleration vehicular travel lanes.
- Coordinate with State Parks to install a Welcome Center/Visitor Center/Cultural and Interpretation Center potentially at Black Miners Bar and/or “Museum Flat” (Folsom Blvd and Hwy 50).

Create incentives to facilitate renovation/reuse of existing commercial and office buildings in the River District. These incentives could include:

- Provide matching grant program by the City to help finance the cost of façade improvements
- Reduced/waived City fees for planning and/or building permits
- Provide low-interest loan program for major building renovations
- Include some incentives as a “limited time offer,” or having a first-come first-served orientation, to encourage early adopters

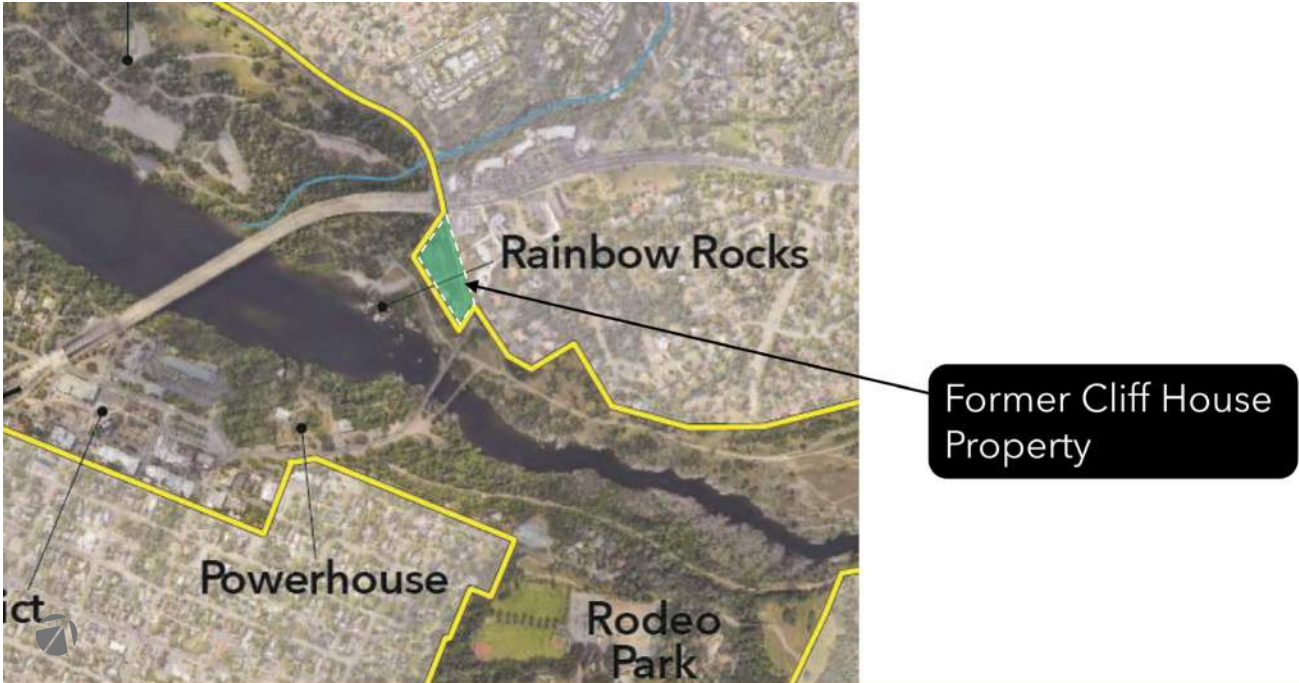
### ii. Potential River District Phase 2 Projects

This Master Plan provides an overview of the entire River District area with the intent to provide increased recreational opportunities and access, enhance economic growth opportunities, and protection of environmental, cultural, and historical resources. As the conceptual plans in this Master Plan move forward, further studies may be required by qualified professionals. Additionally, future studies and planning are recommended to further enhance the River District area:

- Future site specific, or project specific, master plans with associated CEQA analysis, such as the Corporation Yard Specific Plan.
- Potential refinements to the River District Master Plan boundary - there was interest from some CAC members in potentially expanding the River District Master Plan boundary in five locations which are shown on the following pages. These adjustments to the River District boundary are subject to future consideration and will require additional studies. The potential future additions to the boundary include:
  - › Areas 1 and 2 - The CDCR Old Folsom Prison property and a small City-owned park site adjacent to the prison
  - › Area 3 - Crawdads on the Lake restaurant site (former Cliff House)
  - › Area 4 - Folsom Junction/Wye Property
  - › Area 5 - Natoma Ground Sluice Diggings area

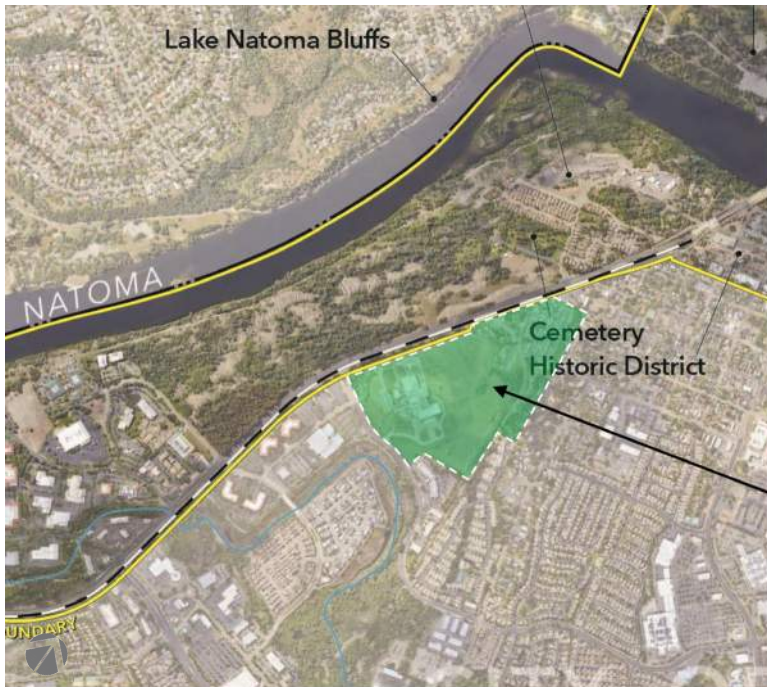


Areas 1 & 2: Old Folsom Prison & City-Owned Park



Area 3 :Crawdads on the Lake (former Cliff House)

Figure 25. Potential future refinements to the River District Master Plan boundary (continued on the next page)



Folsom Junction

Area 4: Folsom Junction



Ground Sluice Diggings

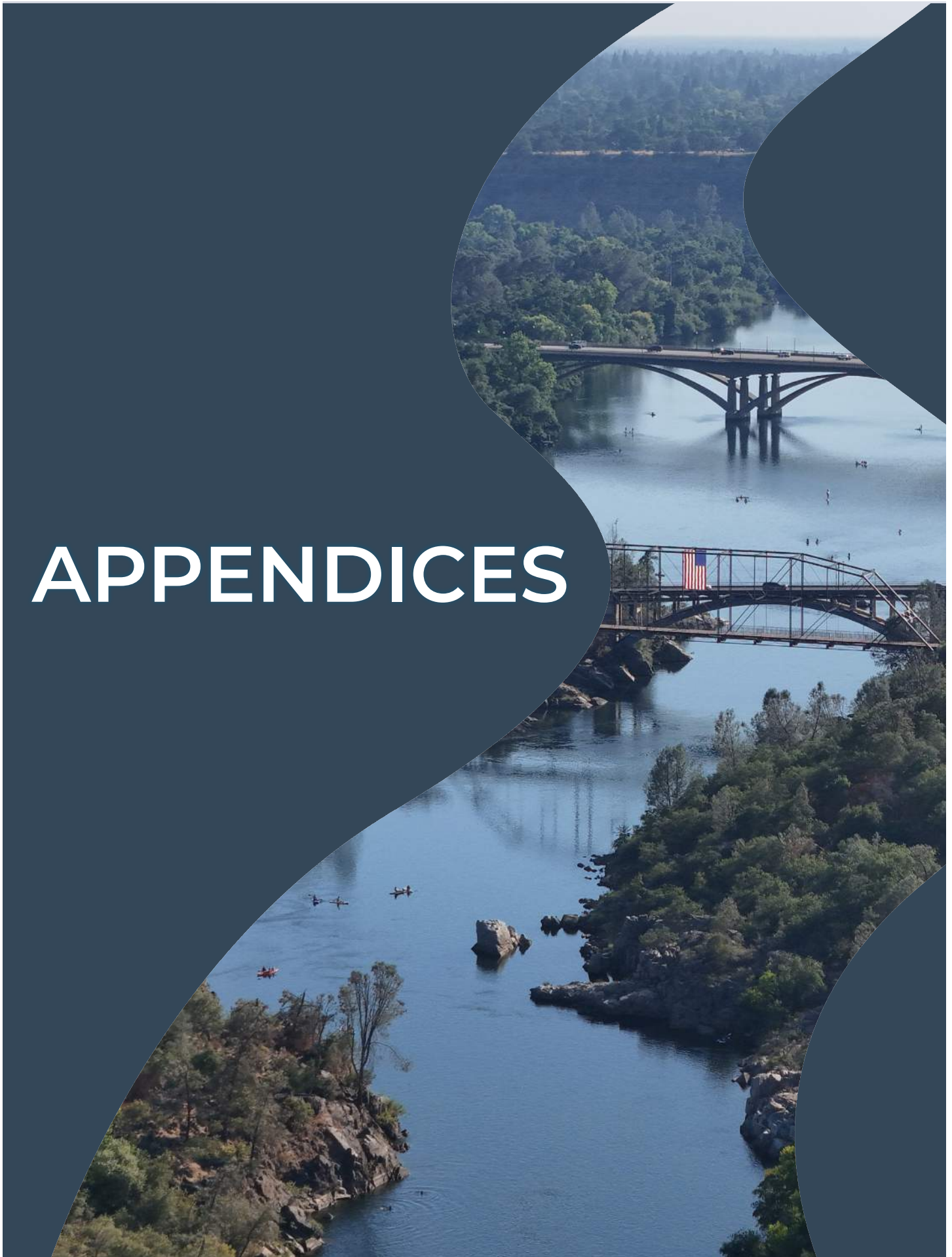
Area 5: Natoma Ground Sluice Diggings

- Partnering with State Parks - The City desires to build upon its relationship with State Parks for both the advancement of master plan objectives and concepts, and also objectives contained in the FLSRA General Plan and the Road and Trail Management Plan. Programs and improvements common to State Parks' documents and the River District Master Plan have been identified by both the public and the CAC. These represent opportunities to create additional partnerships between the agencies to advance proposals that might otherwise be overlooked or bypassed. This River District implementation chapter is intended to be a fluid and responsive to community interests, and updated periodically over time. The following are recommended actions to enhance partnerships with State Parks:
  - › Commit to regular meetings (not less than annually) with State Parks Gold Fields staff to review master plan implementation progress and project objectives.
  - › Provide city council direction to staff regarding annual city strategic initiatives, master plan objectives, and expected outcomes
  - › Develop program and project definitions aligned with city and community interests
  - › Identify capital funding feasibility strategies
  - › Identify long-term operations and maintenance costs, feasibility and strategies
  - › Review the master plan annually during the city council's strategic planning sessions, and the long-term capital improvement program (CIP) and identify funding for prioritized projects

### **iii. Possible Future River District Studies**

- Wayfinding Plan - Work collaboratively with State Parks on the creation of a cohesive brand and theme for the River District and a comprehensive interpretation plan.
- Public Art Plan - Work collaboratively with Folsom's Art Commission and State Parks to integrate temporary and permanent art exhibits within the River District. Consider creating a comprehensive "Art Walk" with a network of public art placed along trails and primary public roadways.
- Trails and Access Plan Update - Work with State Parks to determine the most appropriate locations for trail improvements, new trail connections, highlighting scenic vistas, and water access enhancements, such as:
  - › American River Canyon Drive and Greenback Lane user trail
  - › Shoreline Trails along BMB shoreline and FPSHP shoreline
- Emergency Access Plan - Work with State Parks, the Folsom Fire Department, and Police Department to prepare an analysis of emergency access points and needed improvements, including the most feasible locations for future emergency boat-launching facilities within the River District.

# APPENDICES





# APPENDICES

- i. OPPORTUNITIES AND CONSTRAINTS MEMORANDUM
- ii. ECONOMIC CASE STUDIES
- iii. SUMMARY OF COMMUNITY OUTREACH DATA AND SURVEY RESPONSES
- iv. CORPORATION YARD - PLANNING STUDIES
- v. CAC MEETING AGENDAS

# Memo



455 Capitol Mall, Suite 300  
Sacramento, CA 95814  
916.444.7301

---

**Date:** December 6, 2023  
**To:** Lief McKay and Debbie Jewell, RRM Design Group  
**From:** Lily Bostrom and Adam Lewandowski, Ascent Environmental  
**Subject:** Folsom City River District Opportunity and Constraints

---

## 1.1 PURPOSE OF THIS MEMO

This memorandum describes the potential environmental opportunities and constraints related to development and redevelopment of public lands in the Folsom City River District. Identified environmental opportunities and constraints in the River District are mapped and summarized below. For mapping purposes, the River District was divided into three segments, the Northern Reach, the Central Reach, and the Southern Reach.

## 1.2 ENVIRONMENTAL OPPORTUNITIES AND CONSTRAINTS

A summary of the level of environmental constraints for public parcels in the Folsom City River District and are shown on Exhibits 1a through 1c below. Environmental considerations that were used to develop the constraints ratings include 100-year flood zones, 500-year flood zones (including the 200-year flood zone), areas with very high landslide susceptibility, areas with high soil shrink-swell potential, and sensitive habitats (i.e., wetlands, protected wildlife habitat and plants/vegetation). The relative level of constraints are organized into four categories: redevelopment unlikely, least constrained, moderately constrained, and highly constrained. Each of these are described in more detail in Table 1. Constraint categories were applied to City-owned property and state/federal-owned properties within the River District, as shown on Exhibits 1a through 1c. City-owned property could be developed with new buildings and structures, while development on state or federal land would more likely be limited to trails, parks, and open space. Therefore, the constraints ratings are slightly more conservative on City-owned land than on state/federal land.

As shown on Exhibits 1a through 1c, the least constrained areas include the area west side of Lake Natoma north of the Rainbow Bridge, parcels in the Historic District and near/within the City's corporation yard, the area between Glenn Light Rail Station and Lake Natoma, and the area immediately west of Iron Point Light Rail Station. The most highly constrained portions of the River District generally include the areas immediately adjacent to Lake Natoma (due primarily to high landslide susceptibility), and other areas with high landslide susceptibility (e.g., the northwest portion of Black Miners Bar) and/or areas with wetlands and other waters present (e.g., the wetland near Willow Creek in the Southern Reach). Refer to Table 1 below for a summary of each of the environmental constraints ratings and associated appropriate development and uses for each.

**Table 1 Environmental Opportunities and Constraints Ratings**

Environmental Constraints Rating	Summary of Rating	Appropriate Uses / Development
Redevelopment Unlikely (white)	These areas are already developed with established land uses that are unlikely to change (e.g., Folsom City Zoo, cemetery, developed areas of Black Miners Bar)	N/A (continuation of current uses)
Least Constrained (green)	No environmental constraints identified on city-owned property Zero to one minor constraint identified on state/federal property	Structures/buildings, trails, recreational amenities
Moderately Constrained (yellow)	One or two minor constraints identified on city-owned property Two minor constraints identified on state/federal property (no wetlands or high landslide susceptibility areas present)	Trails, recreational amenities; structures/buildings possible but may require specialized design or mitigation
Highly Constrained (orange)	These areas have wetlands present, high landslide susceptibility, or three or more overlapping environmental constraints	Trails, recreational amenities; structures/buildings would only be possible with specialized design and/or mitigation

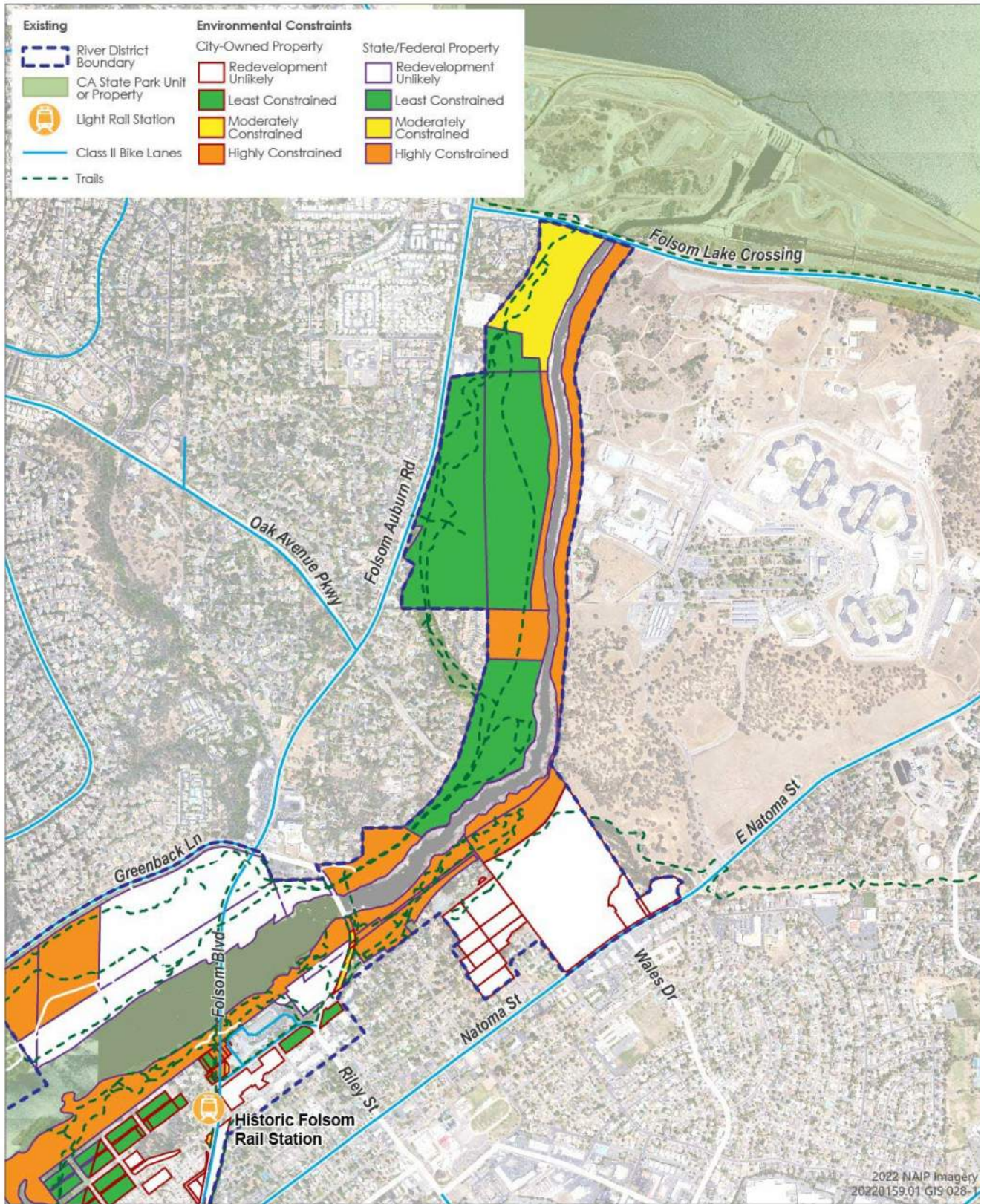
Note: a stricter system for rating city-owned land was used because it is assumed that proposed development could involve new structures; environmental constraints affect the ability to build new structures more than they do for new and/or improved recreational amenities such as trails or benches.

As shown in Table 1, the most flexibility with regard to redevelopment in the River District occurs in the areas that are least constrained, shown in green in Exhibits 1a through 1c. From an environmental perspective, any type of development (e.g., trails, buildings) could be appropriate in these areas. As constraints increase, the ability to develop new buildings and structures decreases. The ‘Highly Constrained’ areas shown in orange contain wetlands, high landslide susceptibility, or three or more other overlapping environmental constraints. While developing a building or structure may be possible in these areas, it would be more difficult due to the need to mitigate for the presence of several environmental resources and/or hazards.

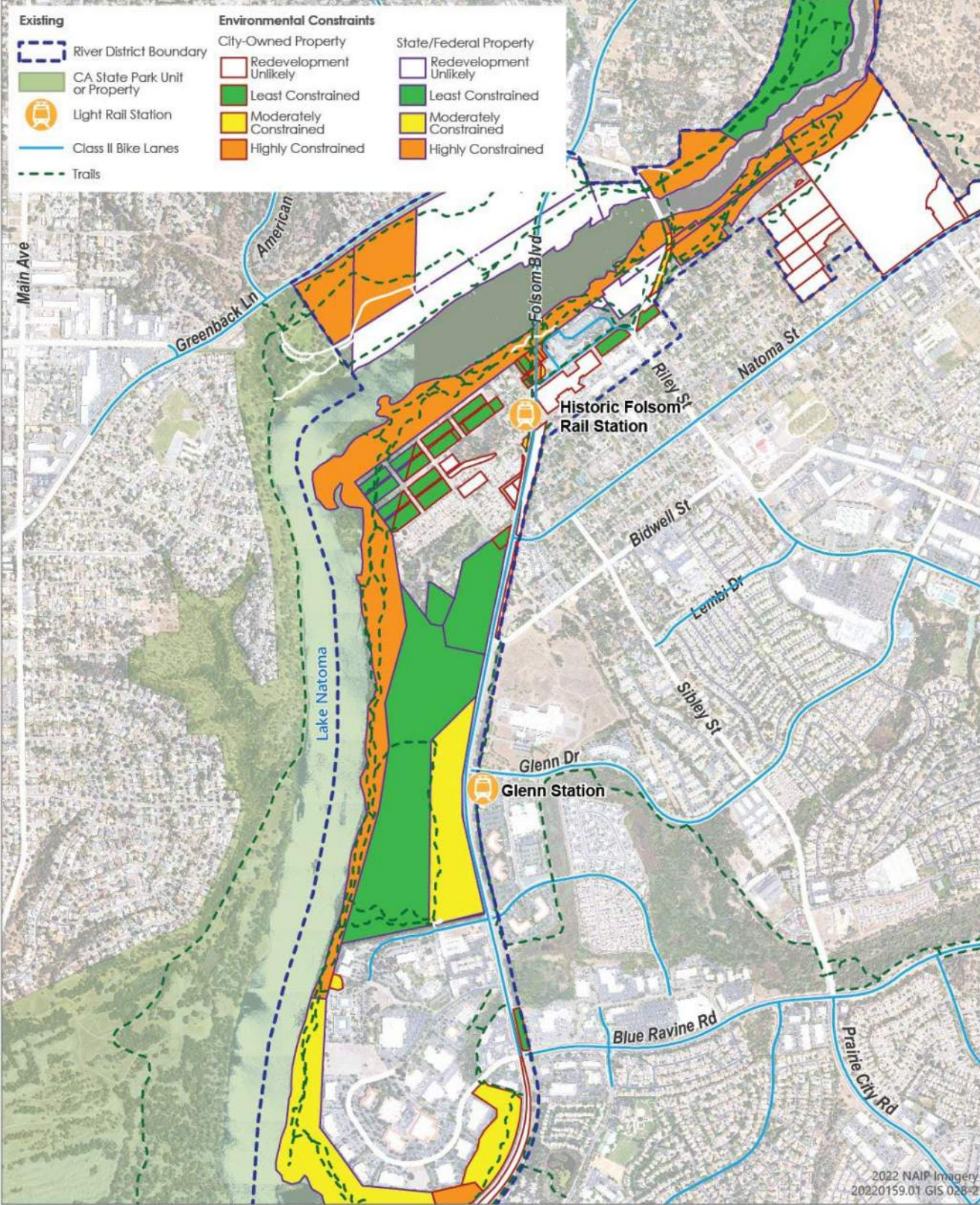
As a part of the opportunities and constraints analysis, Ascent reviewed a variety of environmental constraint types, including potential hazards (geologic, flooding, and hazardous materials), natural and biological resources, sensitive receptors, scenic resources and scenic views, cultural resources, as well as opportunities for enhanced recreation. Ascent created maps depicting each of these opportunities and constraints (see Appendix A). Each category of opportunities or constraints are discussed in detail below. Cultural resource investigations determined that the entire River District has the potential to contain significant cultural resources. All development would require site-specific cultural investigations prior to construction. Due to the need for site-specific cultural investigations and the confidentiality of site-specific cultural resource information, information on known resources is not included in this memo.



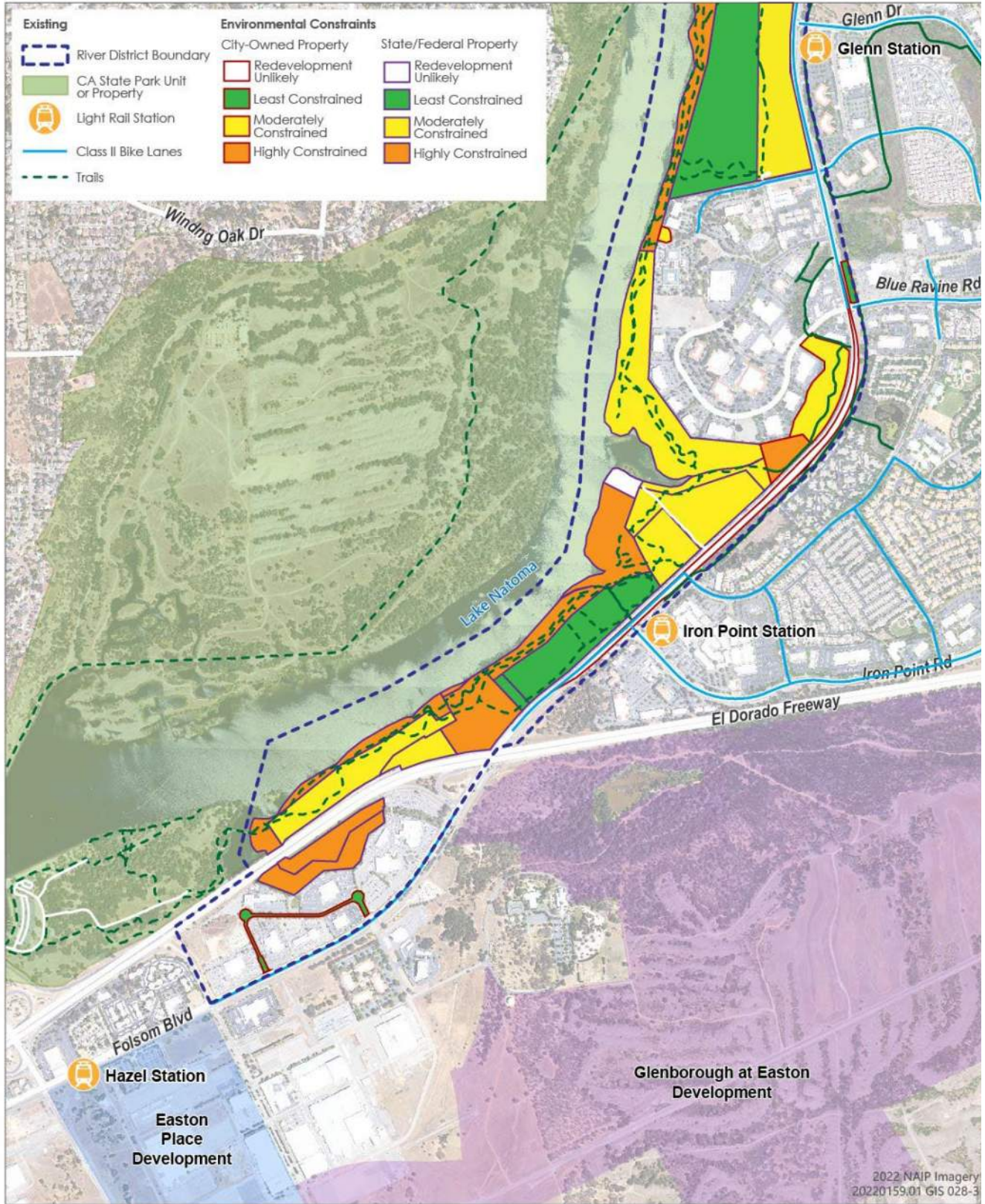
### Exhibit 1a | Environmental Opportunities and Constraints Map: Northern Reach



### Exhibit 1b | Environmental Opportunities and Constraints Map: Central Reach



### Exhibit 1c | Environmental Opportunities and Constraints Map: Southern Reach



## Potential Hazards

Potential hazards to development in the River District include geologic hazards, flood hazards, and known hazardous materials sites. Ascent identified areas with very high soil shrink-swell potential (i.e., unstable soils), high landslide susceptibility, 100-year flood zones, 500-year flood zones (including the 200-year flood zone), and known hazardous materials sites from the State Water Resources Control Board's GeoTracker and the Department of Toxic Substances Control's EnviroStor websites. While 10 known hazardous materials sites were identified within or immediately adjacent to the River District, none of the sites were active or had any current land use or development restrictions; therefore, they are not shown on the map or discussed further.

As shown on the hazards maps in Appendix A, there are areas with very high shrink-swell potential, high landslide susceptibility, 100-year flood zones, and 500-year flood zones (including the 200-year flood zone) throughout the River District. Areas with very high shrink-swell potential and/or high landslide susceptibility would be more difficult to develop due to the need to incorporate building design standards that consider these potential soil hazards. Specifically, development would need to adhere to the California Building Standards Code (CBSC, California Code of Regulations [CCR] Title 24). The CBSC includes regulations for seismic safety, excavation of foundations and retaining walls, and grading activities. Particularly in high landslide areas, certain types of development are not appropriate, such as new residences, schools, or other areas where people may congregate. Development in floodplains is possible and would need to meet the requirements of the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP), the flood provisions in the CBSC, and local floodplain management regulations.

## Sensitive Receptors, Scenic Resources, and Natural Resources

Ascent reviewed and mapped sensitive receptors to air quality emissions and noise within 0.25-mile of the River District, and city-designated scenic resources and scenic views, sensitive natural communities and habitats including wetlands, and documented special-status wildlife occurrences within the River District (and immediately adjacent in the case of the known wildlife occurrences). Given the complexity of regulations around natural and biological resources, a separate Biological Resources Constraints Memo has been prepared and is attached as Appendix B. Detailed descriptions of the sensitive natural communities and habitats including wetlands, and documented special-status wildlife occurrences are included in Appendix B, along with detailed mapping and a discussion of development constraints and regulatory requirements. Therefore, detailed discussion of natural and biological resources is not included in this memo.

As shown on the maps in Appendix A, there are several sensitive receptors (e.g., residences, schools) located immediately adjacent to the River District in the Northern Reach and Central Reach. While the presence of sensitive receptors would not prohibit development, potential impacts to sensitive receptors from air quality and noise associated with development would need to be considered during review under the California Environmental Quality Act (CEQA). In cases where noise and air quality emissions thresholds would be exceeded, mitigation measures to reduce impacts would need to be implemented.

Scenic resources and scenic views are present throughout the Folsom River District. Scenic views are areas that have been identified in adopted plans and from which a scenic vista is available, such as from Greenback Lane above Black Miners Bar. These include views from city-designated scenic corridors. Scenic resources are both landscape and built features of interest, some of which provide panoramic views. Examples of scenic resources in the River District include the Truss Bridge and the Rainbow Bridge. Although the presence of scenic resources, corridors, and views likely would not preclude development, development that is visible from designated scenic views and corridors would need to consider to what degree it may alter the existing scenic view and avoid substantially degrading the view. In addition, development in and around scenic resources would need to avoid damaging the scenic resources and qualities that qualify them as scenic. These aspects of development would need to be considered during CEQA review.



## Recreational Opportunities

There are multiple existing trails and recreation areas within and surrounding the Folsom River District, which are shown on the Opportunities Map in Appendix A. Given this, there are several opportunities in the River District to improve trail connections, enhance existing trails, and make other improvements to existing recreational areas. Recreational opportunities on City-owned lands include creating a continuous trail connection between Powerhouse State Historic Park and the existing trails to the east and west, improving connections from existing light rail stations to the River District and existing trails, and providing additional trail connections into open space areas surrounding existing development. Textboxes with identifying City recreational opportunities and California State Parks recreation improvement proposals are included on the Recreational Opportunities maps in Appendix A. There are also opportunities for restoration within the River District, which is described in detail the Biological Resources Constraints Memo in Appendix B.

## 1.3 REFERENCES

### Hazards

California Department of Toxic Substances Control. 2023. EnviroStor: A & S Custom Plating Co (34340107). *Summary*. Available: [https://www.envirostor.dtsc.ca.gov/public/profile\\_report?global\\_id=34340107](https://www.envirostor.dtsc.ca.gov/public/profile_report?global_id=34340107). Accessed September 29, 2023.

———. 2023. EnviroStor: City of Folsom Corporate Yard Landfill (60000962). *Summary*. Available: [https://www.envirostor.dtsc.ca.gov/public/profile\\_report?global\\_id=60000962](https://www.envirostor.dtsc.ca.gov/public/profile_report?global_id=60000962). Accessed September 29, 2023.

———. 2023. EnviroStor: Woodbridge Site (34150008). *Summary*. Available: [https://www.envirostor.dtsc.ca.gov/public/profile\\_report?global\\_id=34150008](https://www.envirostor.dtsc.ca.gov/public/profile_report?global_id=34150008). Accessed September 29, 2023.

———. 2023. EnviroStor: R Squared Circuits, Inc. (71003111). *Summary*. Available: [https://www.envirostor.dtsc.ca.gov/public/profile\\_report?global\\_id=71003111](https://www.envirostor.dtsc.ca.gov/public/profile_report?global_id=71003111). Accessed September 29, 2023.

DTSC. See California Department of Toxic Substances Control.

State Water Resources Control Board. 2023. GeoTracker: Village Cleaners (SL0606761416). *Summary*. Available: [https://geotracker.waterboards.ca.gov/profile\\_report?global\\_id=SL0606761416&mytab=esidata&subcmd=edfsummarytable#esidata](https://geotracker.waterboards.ca.gov/profile_report?global_id=SL0606761416&mytab=esidata&subcmd=edfsummarytable#esidata). Accessed September 29, 2023.

———. 2023. GeoTracker: Willow Creek (T0606799076). *Summary*. Available: [https://geotracker.waterboards.ca.gov/profile\\_report.asp?global\\_id=T0606799076](https://geotracker.waterboards.ca.gov/profile_report.asp?global_id=T0606799076). Accessed September 29, 2023.

———. 2023. GeoTracker: Shell Service Station (T0606797486). *Summary*. Available: [https://geotracker.waterboards.ca.gov/profile\\_report.asp?global\\_id=T0606797486](https://geotracker.waterboards.ca.gov/profile_report.asp?global_id=T0606797486). Accessed September 29, 2023.

———. 2023. GeoTracker: Nimbus Flat State Park (T10000001706). *Summary*. Available: [https://geotracker.waterboards.ca.gov/profile\\_report.asp?global\\_id=T10000001706](https://geotracker.waterboards.ca.gov/profile_report.asp?global_id=T10000001706). Accessed September 29, 2023.

SWRCB. See State Water Resources Control Board.

### Recreation

California State Parks. 2023 (January). *Folsom Lake State Recreation Area & Folsom Powerhouse State Historic Park. Road & Trail Management Plan*. Available: [https://www.parks.ca.gov/pages/1324/files/Final\\_FLSRA\\_RTMP\\_508.pdf](https://www.parks.ca.gov/pages/1324/files/Final_FLSRA_RTMP_508.pdf). Accessed August 30, 2023.





———. 2010 (June). *Folsom Lake State Recreation Area & Folsom Powerhouse State Historic Park. General Plan/Resource Management Plan. Volume 1: Chapters I-III: Final General Plan & Resources Management Plan.* Approved October 8, 2009. Available: [https://www.parks.ca.gov/pages/21299/files/FLSRA\\_GP\\_RMP\\_Vol1\\_Final\\_Plan.pdf](https://www.parks.ca.gov/pages/21299/files/FLSRA_GP_RMP_Vol1_Final_Plan.pdf). Accessed August 30, 2023.

City of Folsom. 2018 (March). *2035 General Plan Update Draft PEIR.* Chapter 16: Public Services and Recreation Resources. Available: <https://www.folsom.ca.us/home/showpublisheddocument/11509/637963449709500000>. Accessed August 30, 2023.

———. 2021. *Folsom General Plan 2035.* Adopted August 28, 2018; Amended August 24, 2021. Available: <https://www.folsom.ca.us/home/showdocument?id=12958&t=638100643766099105>. Accessed August 30, 2023.

### Scenic Resources

City of Folsom. 2018 (March). *2035 General Plan Update Draft PEIR.* Chapter 6: Aesthetics. Available: <https://www.folsom.ca.us/home/showpublisheddocument/11529/637963449743100000>. Accessed August 30, 2023.

———. 2021. *Folsom General Plan 2035.* Adopted August 28, 2018; Amended August 24, 2021. Available: <https://www.folsom.ca.us/home/showdocument?id=12958&t=638100643766099105>. Accessed August 30, 2023.

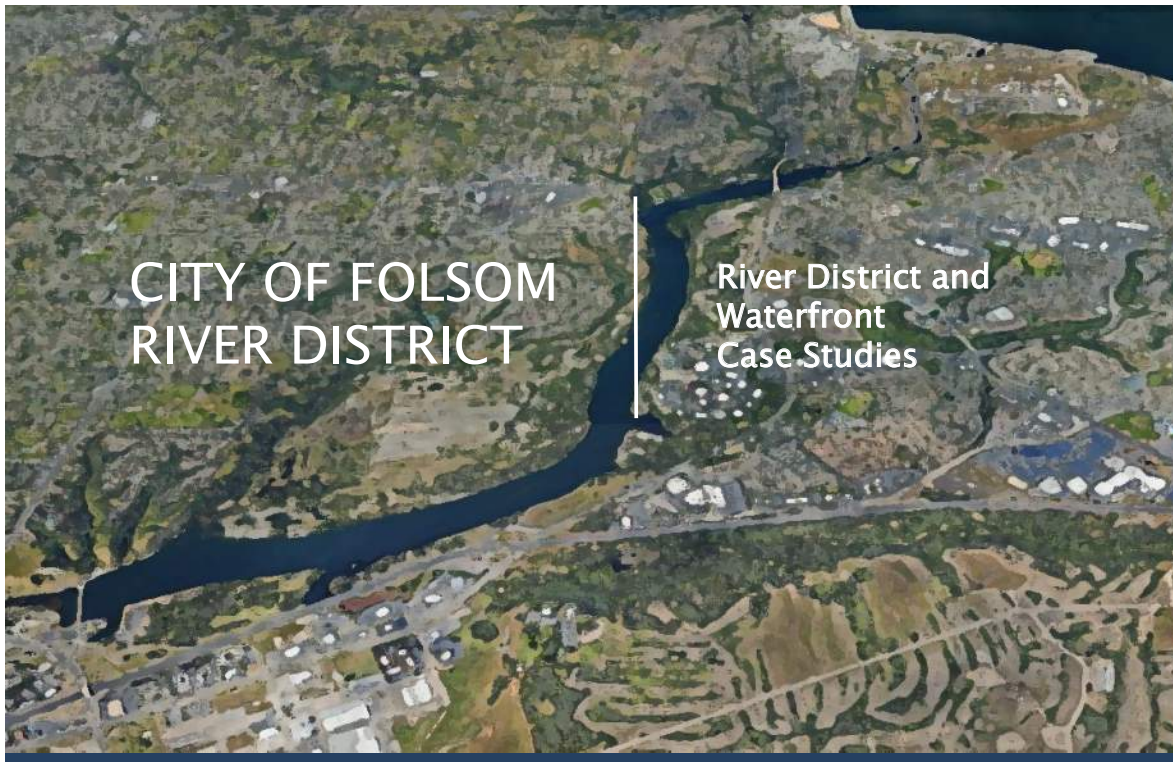
### Sensitive Receptors

City of Folsom. 2021. *Folsom General Plan 2035.* Adopted August 28, 2018; Amended August 24, 2021. Available: <https://www.folsom.ca.us/home/showdocument?id=12958&t=638100643766099105>. Accessed August 30, 2023.

### Graphic/GIS Sources

- Shrink-swell potential: Data downloaded from NRCS in 2022.
- Landslide susceptibility: Data downloaded from the Department of Conservation and the California Geological Survey in 2020. Data is based on Wills C.J., Perez, F., Gutierrez, C., 2011, Susceptibility to deep-seated landslides in California: California Geological Survey, Map Sheet 58.
- 100-year and 500-year floodplains: Data downloaded from Federal Emergency Management Agency in 2023.
- Opportunities (e.g., parks, trails, bike lanes):
  - Data received from CA State Parks in 2023
  - Data received from the City of Folsom in 2023





Economic & Planning Systems, Inc.  
*The Economics of Land Use*

455 Capitol Mall, Suite 701 • Sacramento, CA 95814  
916.649.8010 • [www.epsys.com](http://www.epsys.com)

## INTRODUCTION

### CASE STUDY LOCATIONS

- Bend, OR
- Greenville, SC
- Asheville, NC
- Martinez, CA

# BEND, OREGON

## OLD MILL DISTRICT – DESCHUTES RIVER

# BEND, OR

## OLD MILL DISTRICT ALONG THE DESCHUTES RIVER

- Year Adopted: 1998
- City Population at Adoption: 34,154
- History:
  - 1920s: 5 operating mills; depletion of Oregon’s forests and a changing economy; the last mill closed in the 1980s
  - 1994: public access to 14,000 feet of riverfront
  - 1995: river trails created for public use
  - 1997: a fish ladder installed in the Colorado Street bridge for fish migration
  - 1998: approval of Oregon’s land use laws and city zoning requirements to develop the site
- Economic Development:
  - Historic preservation/adaptive reuse
  - Private Developer–led
  - Phased development



photo courtesy Old Mill District & courtesy Deschutes Historical Museum



photo courtesy Old Mill District, photographer Nate Wyeth

## OLD MILL DISTRICT – BEND, OR



**180,000** sq. ft. of commercial (retail, dining, office, hotels)  
**150+** residential units  
**11** adaptively reused historic buildings  
**8,000**-person maximum-capacity outdoor amphitheater  
**31,000** sq. ft. approved additional retail  
**9** approved residential units in the pipeline

LAND USE

**100 acres** of open space  
**3 miles** public riverfront for walking/bicycling, connecting to Downtown and the regional trail network  
**River activities** include tubing, rafting, paddle boarding, swimming, and fly fishing  
**Community events** include art, music, food, and seasonal festivals  
**Celebrates and educates** the public about the District's history

OPEN/PUBLIC SPACE

## GREENVILLE, SOUTH CAROLINA

### FALLS PARK ON THE REEDY RIVER/HISTORIC WEST END OF DOWNTOWN

## GREENVILLE, SC

### FALLS PARK ON THE REEDY RIVER/HISTORIC WEST END OF DOWNTOWN

- Year Adopted: 2004
- City Population at Adoption: 56,764
- History:
  - 1989: Downtown Development Strategy identified the Reedy River as a priceless asset to the downtown and tourism and identified the need to remove the Camperdown Bridge
  - 1980s–1990s: City used TIF to revitalize many publicly owned buildings, streetscapes, landscaping, and infrastructure
  - 2000s: Falls Park on the Reedy Master Plan was brought to fruition, the bridge was removed, pedestrian bridge installed, landscaped, two plaza levels with private restaurant and public restrooms
- Economic Development:
  - Public–Private Partnerships led to revitalization and development
  - Repurposed surface parking lot into residential development
  - Branding of 5 key corners, streetscape improvements



# FALLS PARK – WEST END – GREENVILLE, SC

**LAND USE**

The **\$13M** cost of Falls Park helped revitalize South Main Street by spurring **\$100M+** in private investments

Peace Center: **2,100-seat** concert hall, **400-seat** theater, **outdoor amphitheater**

Bon Secours Wellness Arena: **15,000-seat** sports and entertainment venue

Fluor Field: **5,700-seat** ballpark

NOMA Square: **largest outdoor plaza** downtown

One City Plaza: mixed-use **office, retail,** and **university**

RiverPlace: **73** residential units, **217** hotel rooms, **230,000** sq. ft. commercial space

**OPEN/  
PUBLIC SPACE**

**355-foot** suspension Liberty Bridge

**32-acre** green space in downtown's historic West End

**23-mile** multiuse trails to landscaped gardens, Cleveland Park, Greenville Zoo

**125+** public art installations

Historic wall from the site's original **18th century** grist mill

Saturday market with **75+** local vendors, live music

Economic & Planning Systems, Inc. (EPS) EPS PPT Presentation | 7

# ASHEVILLE, NORTH CAROLINA

## FRENCH BROAD RIVER – RIVER ARTS DISTRICT

# ASHEVILLE, NC

## FRENCH BROAD RIVER – RIVER ARTS DISTRICT

- Year Adopted: 1990
- Population at Adoption: 66,184
- History:
  - 1880s new industrial/residential area near the river following Asheville's connection to the Western North Carolina railroad
  - 1916: Flood washed away existing attraction Riverside Park
  - 1920s–1930s: residents moved; the industrial area stayed
  - 1940s–1980s: neglected and abandoned and then home to public housing projects
  - 1989–1990: the RiverLink committee and Riverfront Plan were established to reincorporate the riverfront into the fabric of the community
  - 1991: Carolina Power & Light donates land that becomes French Broad River Park
  - 1994: French Broad River Park opens
  - 2000s: The Wilma Dykeman Riverway Master Plan & the Greenways Master Plan
- Economic Development:
  - “One more day” implemented as a strategy for development/revitalization to help keep tourists that are there to visit the Biltmore Estate to stay one more day in Asheville
  - Link the river to Downtown
  - How to make the river the region's most salient characteristic
  - Monthly bus tours visiting Asheville's older neighborhoods and other attractions along the river



## FRENCH BROAD RIVER- RIVER ARTS DISTRICT - ASHEVILLE, NC

**24-acre** New Belgium Brewery on former landfill  
**200+** Artist Studios / Artists  
**12,000+ sq. ft.** of marketplace space for antiques, vintage, and imports  
**Form-based code** applied to the River Arts District  
Pipeline includes **237** residential units, **70-room** boutique hotel, **16,000 sq. ft.** of retail, new campground

**\$50M** River Arts District Transportation Improvement Plan transformed a **2.2-mile** stretch of roadway along the riverfront  
**17 miles** of existing and projected greenway systems  
**5.33-acre** open green space and park; recently completed Phase 1 includes grading to create a paved path, landscape plantings and wetlands, educational signage, and fencing.  
Farmers markets, river activities, street art, live music, second Saturday art stroll

**LAND USE**

**OPEN PUBLIC SPACE**

Economic & Planning Systems, Inc. (EPS)

EPS PPT Presentation | 10



# MARTINEZ, CALIFORNIA

## WATERFRONT MARINA

# MARTINEZ, CA

## WATERFRONT MARINA

- Year Implemented: Est. adoption December 2023
- Current Population: 37,300
- History:
  - A large portion of the area is Public Trust Lands held in a trust by the State, limited to regional- and water-dependent or related uses that serve public purpose
  - Current uses include the Martinez Marina, Bait Shop, Yacht Club, amphitheater, dog park, disposal pond, picnic area, parking lots, Sea Scouts, Eagle Marine, and Waterfront Park
  - Amtrak runs along the boundary with a station nearby
  - Waterfront Marina Trust Lands Use Plan Public Review Draft, August 2023
- Economic Development:
  - Develop a regional recreational destination by activating the waterfront and marina areas
  - Create flexible space for a variety of experiences and users
  - Align with downtown plans and investment to achieve shared goals
  - Connect Martinez to the water



Economic & Planning Systems, Inc. (EPS)

# WATERFRONT MARINA – PROPOSED – MARTINEZ, CA

**Marina Promenade Zone** includes Marina Village: **16,000 sq. ft.** of restaurant space in waterfront buildings, **9,600-sq.-ft.** bait shop & fish market  
**15,000-sq.-ft.** education and events center  
**354** boat slips  
**2** public launches  
**162** dry storage spaces

**Tideland Zone** includes walking paths, wayfinding signage, trailhead picnic areas, elevated boardwalks and viewing decks, and tideland restoration

**Waterfront Park Zone** will maintain existing bocce courts, baseball fields, multipurpose fields, expanded skate park and dog park, added picnic pavilions, BBQs, and a community stage  
Expanded **ferry/water taxi service**  
**Kite flying** area

**LAND USE**

**OPEN PUBLIC SPACE**

Economic & Planning Systems, Inc. (EPS)

EPS PPT Presentation | 13

Appendix iii: SUMMARY OF COMMUNITY OUTREACH DATA AND SURVEY RESPONSES



Slide 2

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24 

## Engagement Statistics



CITY OF FOLSOM  
DISTINCTIVE BY NATURE

Website was active for **8** weeks

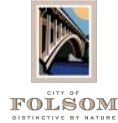
- Individual participants: **300**
- Comments on map: **526**
- Questionnaire responses: **165**

Slide 3

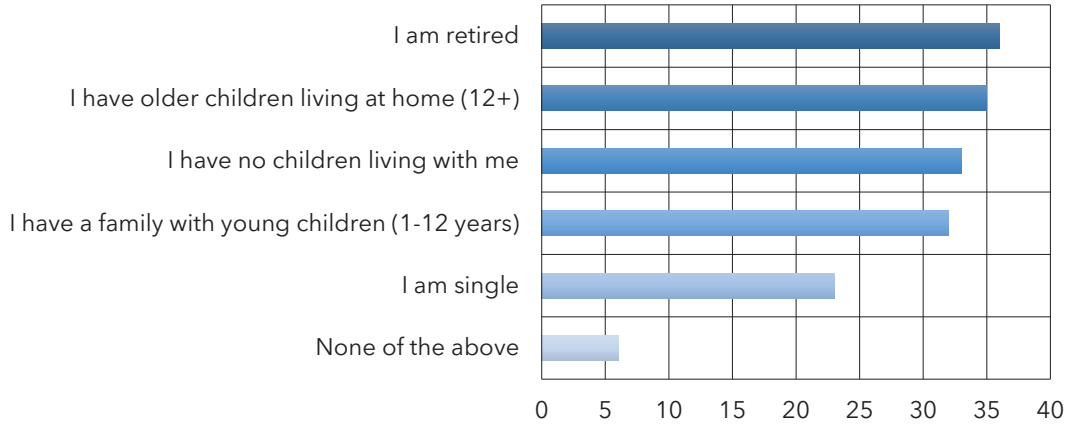
RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24 

# Online Questionnaire



## What statement best describes you?

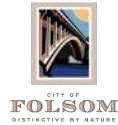


Slide 4

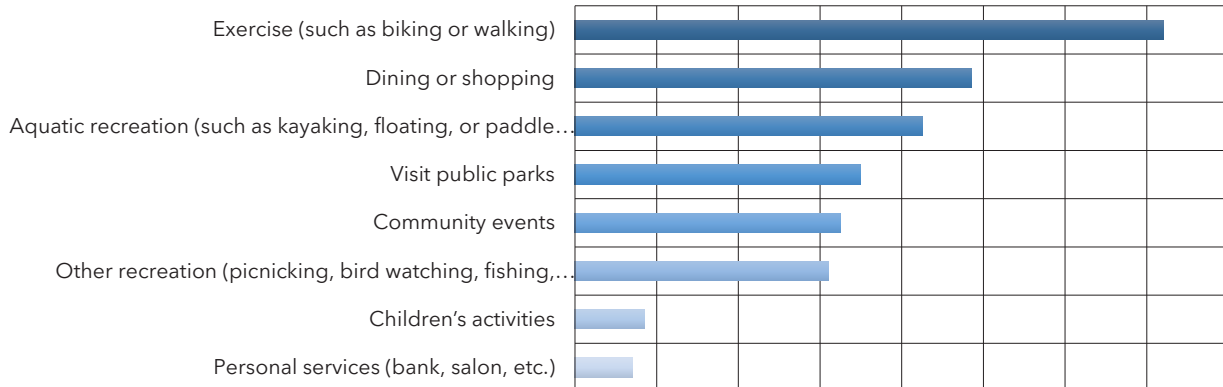
RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24 irrm design group

# Online Questionnaire



## Why do you usually visit the River District area?



Slide 5

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

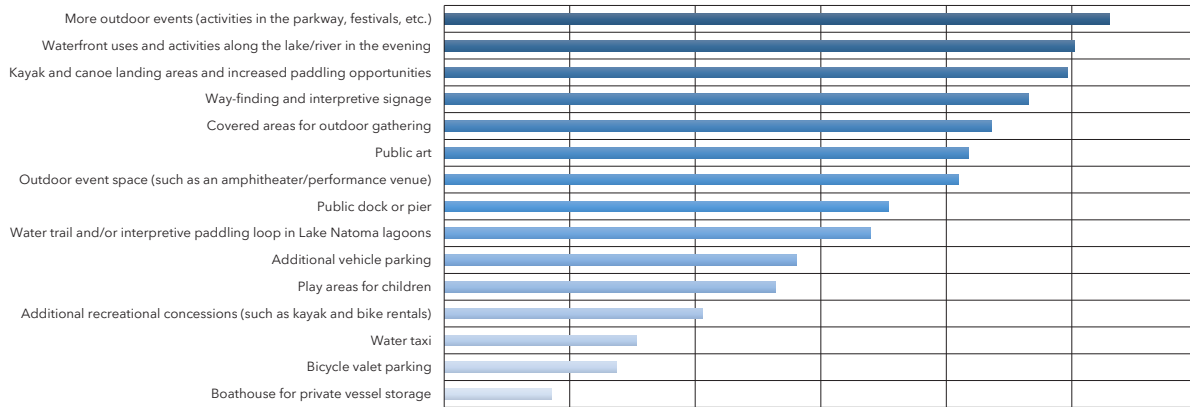
2/28/24 irrm design group

# Online Questionnaire



CITY OF FOLSOM  
DISTINCTIVE BY NATURE

## What new recreational uses/amenities in the River District would you support?



Slide 6

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24

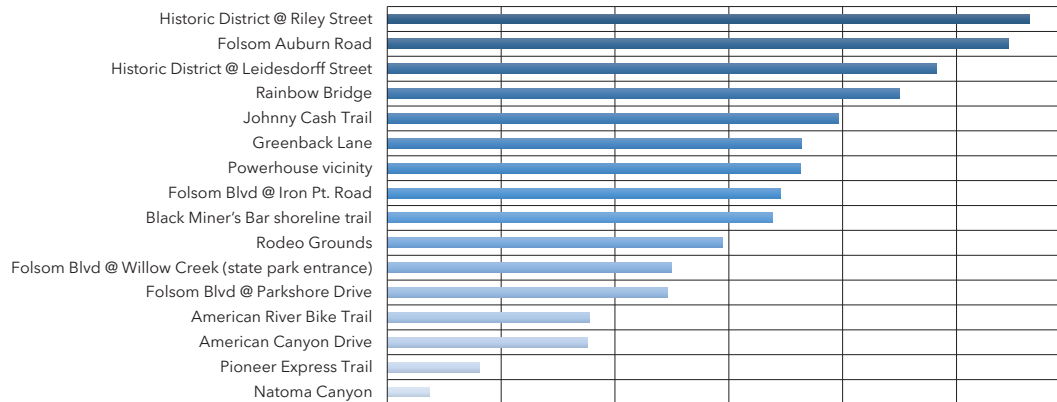


# Online Questionnaire



CITY OF FOLSOM  
DISTINCTIVE BY NATURE

## In the future, where should enhanced trail connections to the water be prioritized?



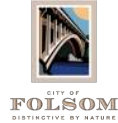
Slide 8

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

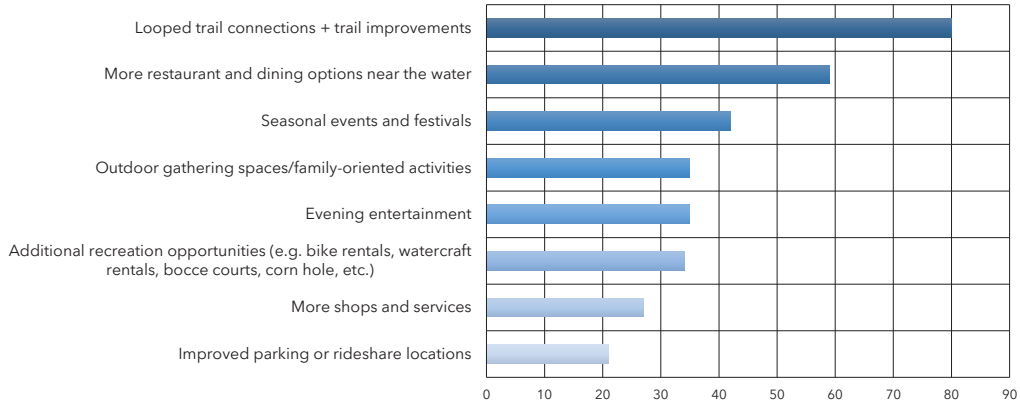
2/28/24



# Online Questionnaire



## Which of the following would attract you to the River District more often?



Slide 9

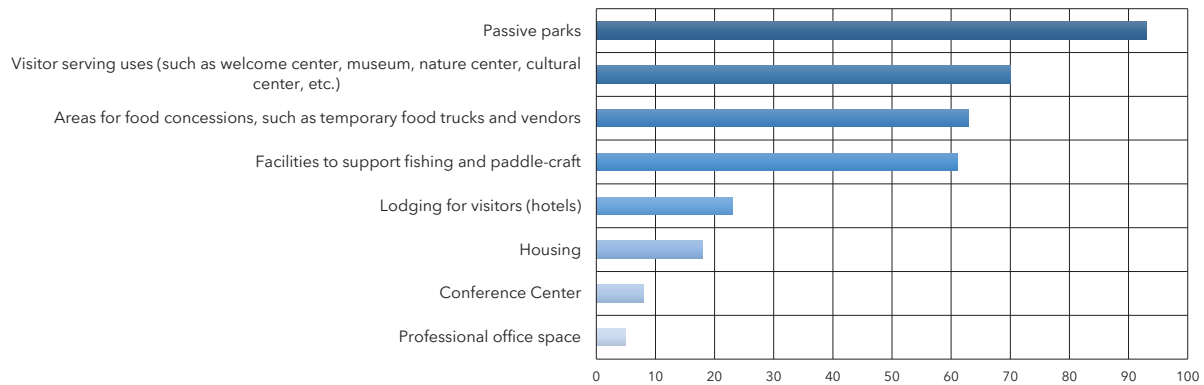
RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24 irrm design group

# Online Questionnaire



## Which of the following do you believe would be appropriate additions to the River District?



Slide 10

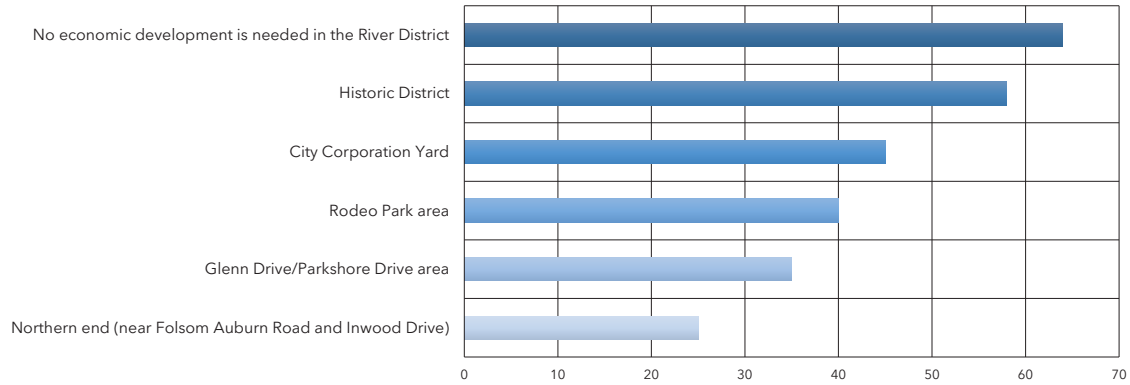
RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24 irrm design group

# Online Questionnaire



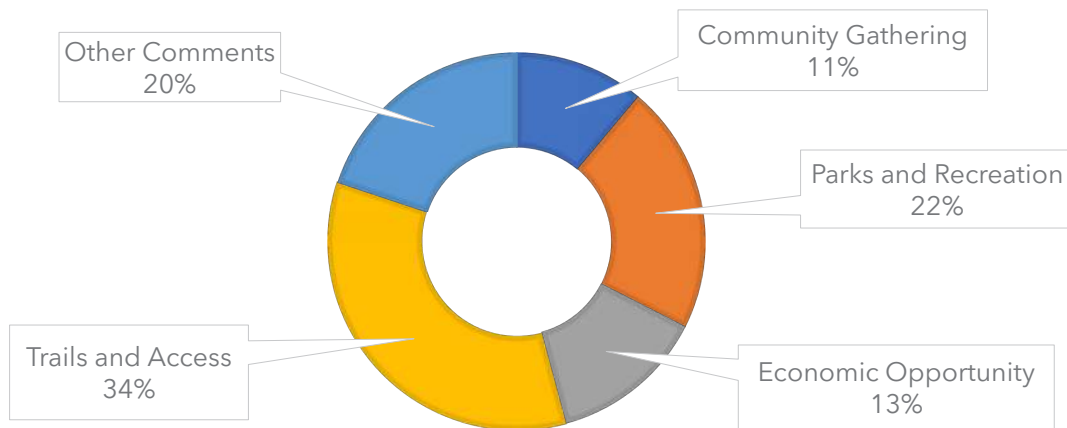
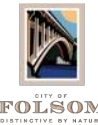
What specific areas would you most prefer to see economic development occur?



Slide 11

# Engagement Statistics

Distribution of Map Comments by Topic



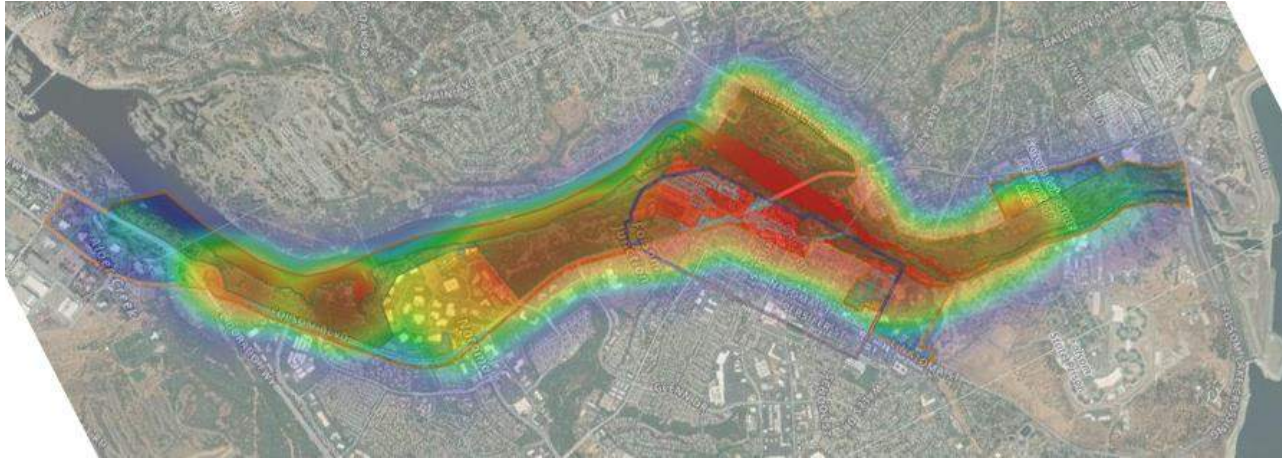
Slide 12

# Engagement Statistics

## Distribution of Map Comments by Location



CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE



Slide 13

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24



# Idea Prioritization



CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

## PROCESS FOR PRIORITIZING THE MAP COMMENTS:

1. Similar ideas grouped together by topic and sentiment
2. Assigned a numerical value for each of the following criteria:
  - a) Consistency with State Parks Goals
  - b) Consistency with City Master Plan Goals
  - c) Environmental Constraints
  - d) Property Ownership
  - e) Supported by the CAC
  - f) Net "likes" ("dislikes" subtracted from "likes")
3. Scores added together to give overall score

Slide 14

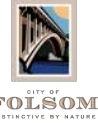
RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24





# Idea Prioritization



## Methodology Example

Overall Score	Idea (similar comments combined)	Net Likes	Supported by CAC		Consistent with City Goals		Property Owned by City		Environmental Constraints		Apparent Consistency with State Parks Goals	
404	<b>Create an improved trail under Rainbow Bridge to connect users to the Walker (Truss) Bridge.</b> This would align nicely with other suggestions for continuing the trail past the lake side of the Powerhouse, but if that idea is not approved this should still be a priority and can connect up with the existing trail along the road and through the Powerhouse parking lot.	104	100	Yes	100	Yes	0	No	0	High	100	Yes
						Recreation and Access						RTMP: Construct ADA accessible trail at Folsom Powerhouse State Park & Increase trail connections and access (ULN #3 & #4 + Figure 8)  RMP: Class 1 trail from Lake Natoma Crossing Bridge to Truss Bridge (POWERHOUSE-15)

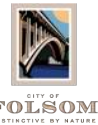
Slide 15

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

2/28/24 irrm design group

# Idea Prioritization

## High Scoring Ideas/Sentiments from Social Pinpoint



South	Central	North
Overlooks of the lake	Waterfront trail in front of Powerhouse ("Bridge-to-Bridge")	Improve and extend Canal Trail, including footbridge across river
Improve Willow Creek launch area	Improve safety and connectivity between Historic District and Rainbow Bridge	Improve Rodeo Park area to make it a multipurpose facility
Provide Native American interpretation	Add public docks for personal watercraft (kayak, SUP, etc.)	Improve access to Black Miners Bar boat launch area
Education about nature	<i>Much interest and varying perspectives in Corp Yard site</i>	Enhance area near south end of Truss Bridge, with water access

Slide 16

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

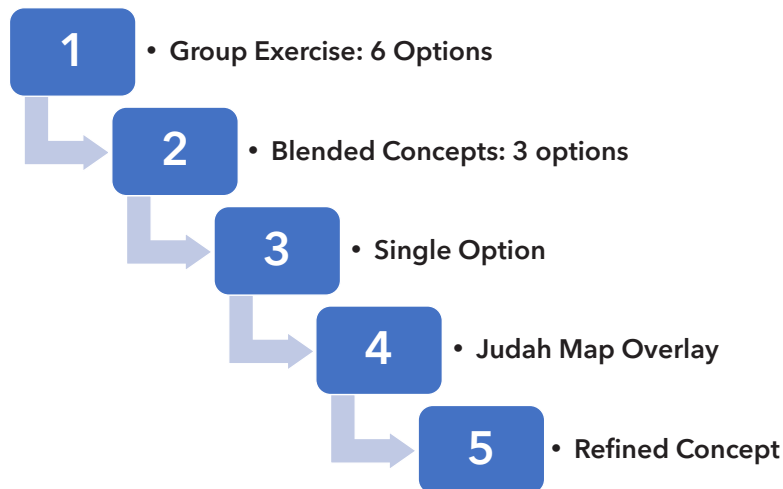
2/28/24 irrm design group



# Corporation Yard

## Land Use Concept Refinement

# Corporation Yard Process





# Six Concepts with a lot in common



Slide 32

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 rrm design group



# Parkland / Open Space



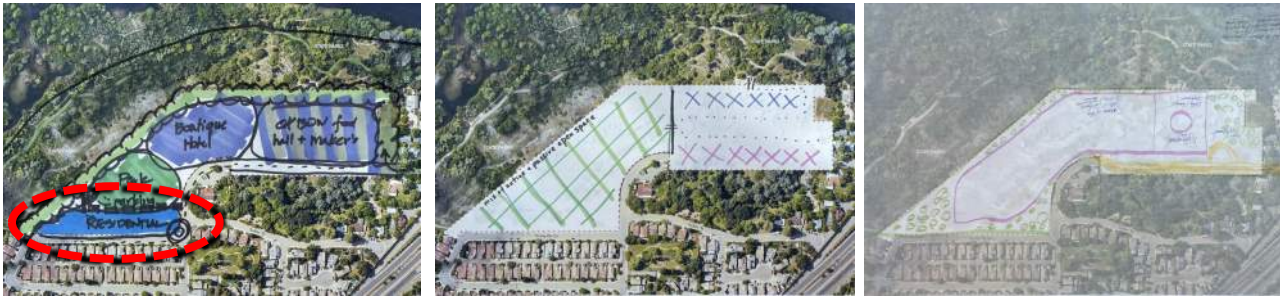
Slide 33

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 rrm design group



## Residential



Slide 34

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 



## Mixed Use



Slide 35

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 



# Commercial / Visitor Serving



Slide 36

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 



# Entertainment



Slide 37

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 



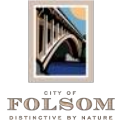
## Green Edge



Slide 38

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

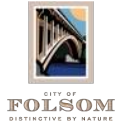
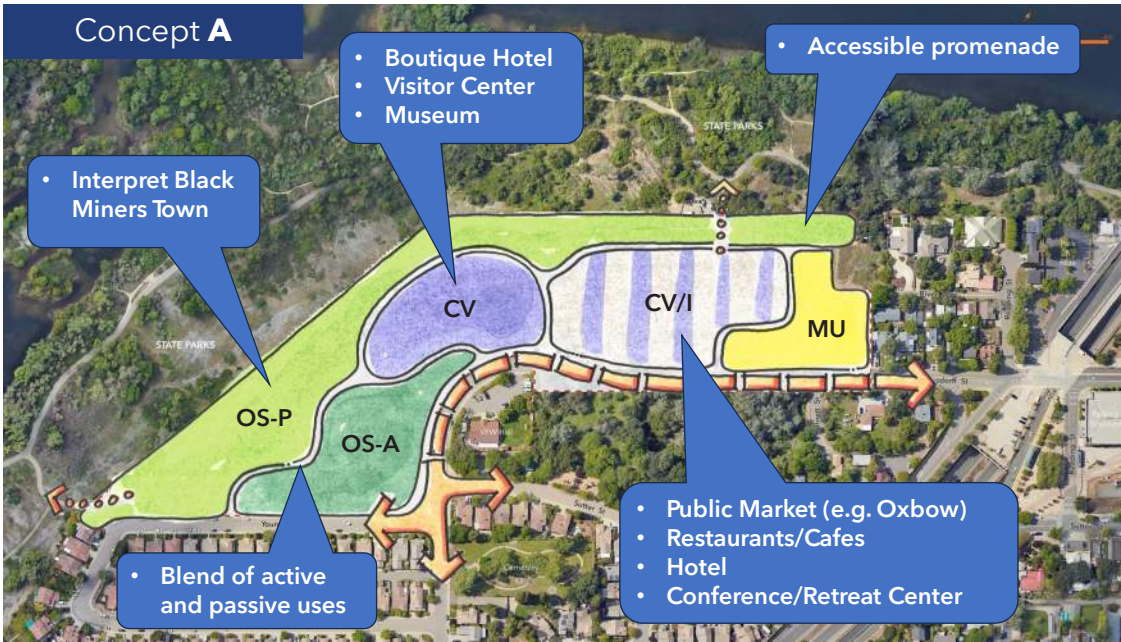
4/24/24 



Slide 39

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

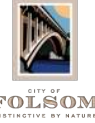
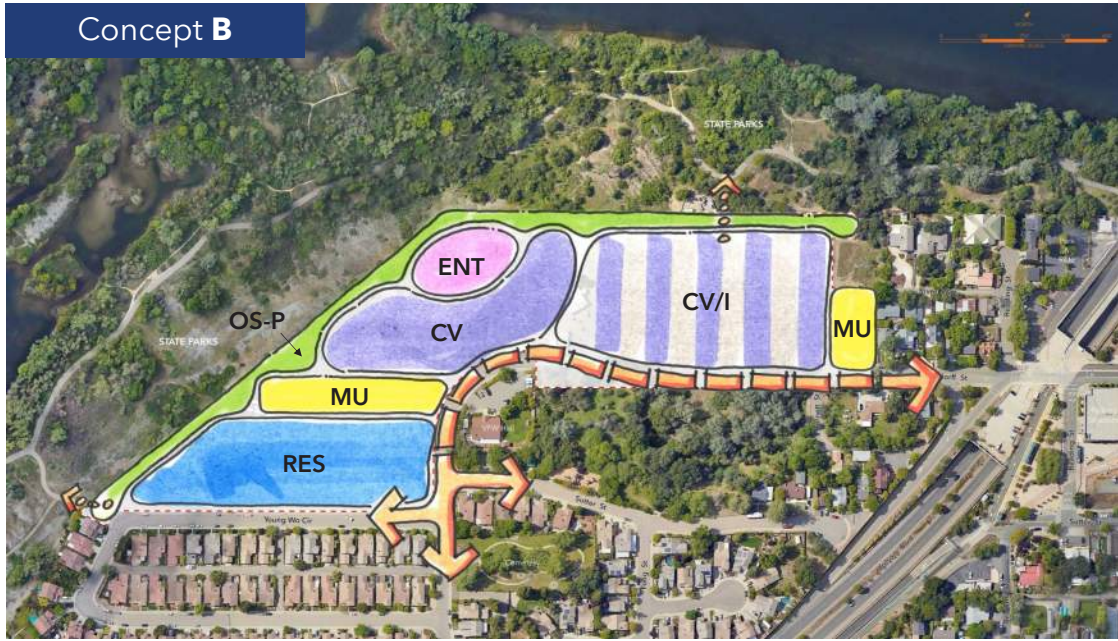
4/24/24 rrm design group



Slide 40

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

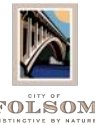
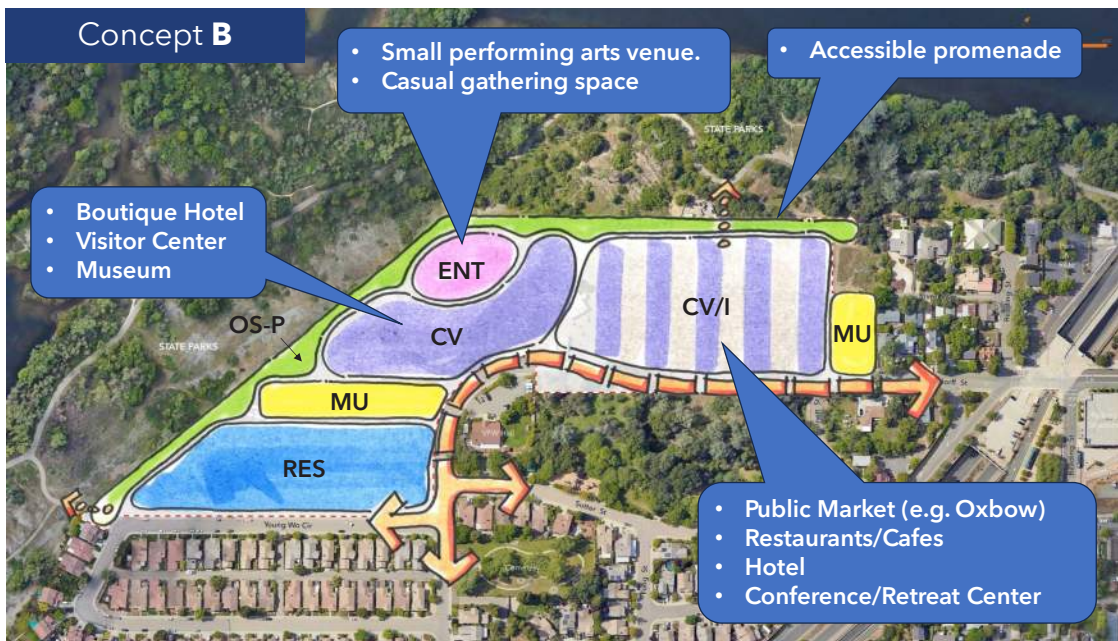
4/24/24 rrm design group



Slide 41

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24



Slide 42

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24



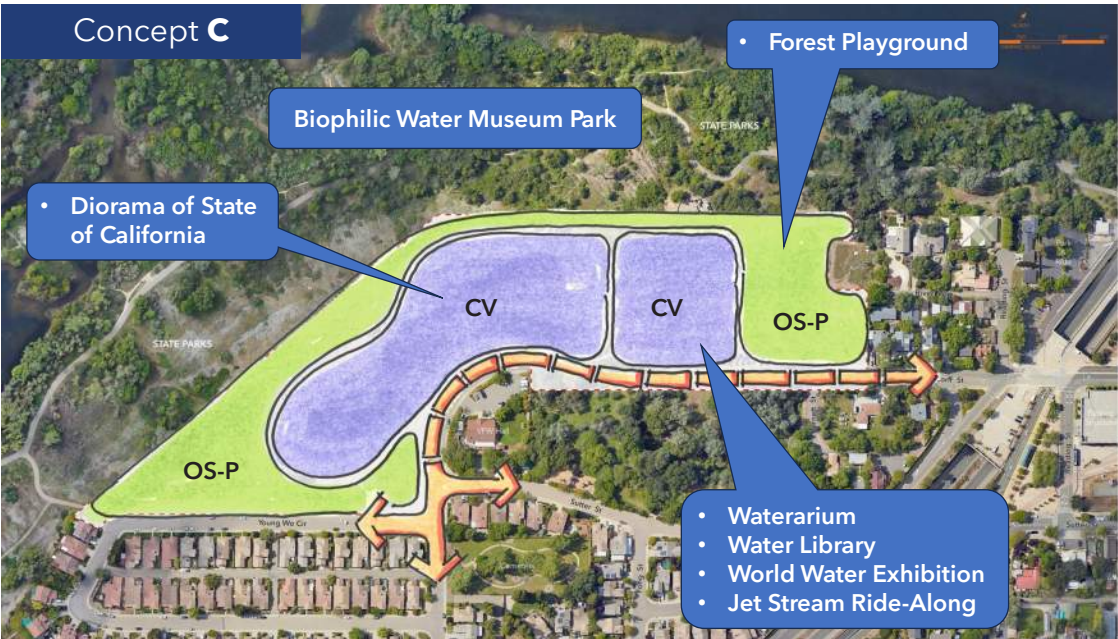




Slide 43

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 rrm design group



Slide 44

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 rrm design group



CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

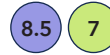
Concept A



Concept B



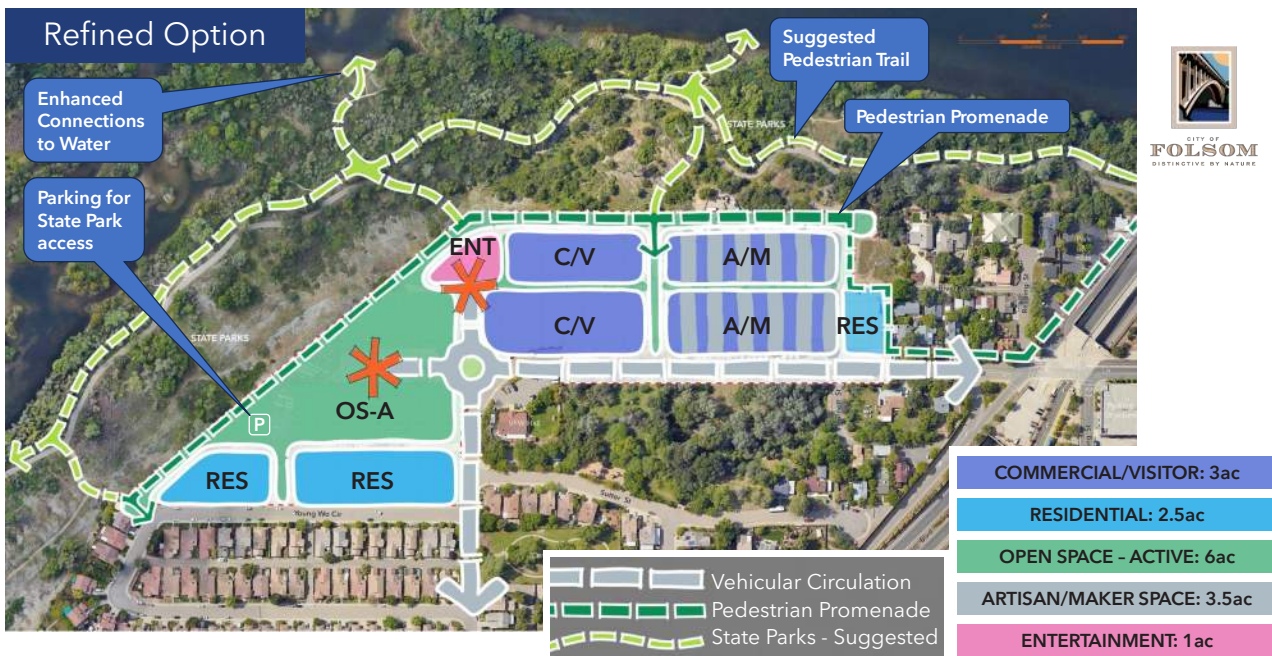
Concept C



Slide 24

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

1/24/24 rrm design group



Slide 4

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 rrm design group

Refined Option



Sebastopol



CITY OF FOLSOM

DISTINCTIVE BY NATURE



Napa



San Luis Obispo



Paso Robles

Slide 5

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 irrm design group

Refined Option



Lake Tahoe



Sacramento



Asilomar



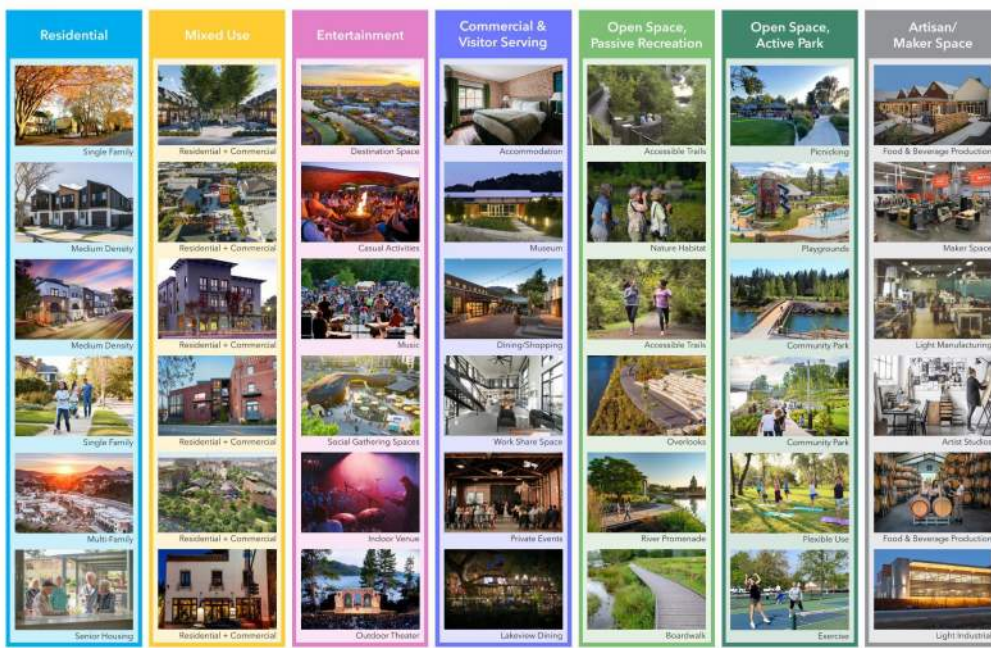
Slide 6

RIVER DISTRICT MASTER PLAN | Citizen's Advisory Committee

4/24/24 irrm design group

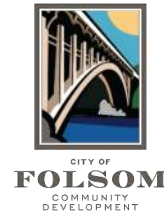


Slide 4



Slide 7

**River District Master Plan Citizens Advisory Committee  
Meeting Agenda**  
**Folsom Public Library Georgia Murray Building Meeting Room**  
**411 Stafford Street, Folsom, CA**  
**August 31, 2023**  
**6:00 p.m.**

**Committee Members:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dulgar	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**1. Call to Order****2. Roll Call**

**3. Business from the Floor** - Members of the public are entitled to address the Committee concerning any item within the Committee's subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**4. Discussion Items**

- a. Welcome and Introductions
- b. Purpose, Scope and Ground Rules
- c. Brown Act Overview
- d. Election of Chair/Vice Chair
- e. Future Meeting Schedule and Time

**5. River District Video Introduction****6. Committee Member Perspectives – Review of Committee Worksheet (attached)**

- a. What does success look like...fast forward 10 to 20 years in the future?
- b. What are our collective goals?
- c. What are you most excited about?
- d. What are you most concerned about?

**5. Informational Items**

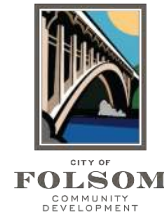
**6. Next Meeting Date**

**7. Adjournment**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting. Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*

**River District Master Plan Citizens Advisory Committee  
Meeting Agenda  
RG Smith Room, Folsom Community Center  
52 Natoma Street, Folsom, CA  
September 27, 2023  
6:00 p.m.**



**Committee Members:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dular	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**1. Call to Order**

**2. Roll Call**

**3. Business from the Floor** - Members of the public are entitled to address the Committee concerning any item within the Committee’s subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**4. Discussion Items**

- a. RRM Design Group Scope of Work and Milestones (5 min)
  - i. Potential mid-project review with the City Council
- b. What does a master plan look like? (10 min)
- c. Preliminary River District Master Plan Table of Contents (5 min)
- c. Common themes from the August 31<sup>st</sup> worksheet exercise (10 min)

**5. CA State Parks Presentation – Folsom Lake State Recreation Area General Plan and Road and Trail Management Plan (30 min)**

**6. Opportunities and Constraints (60 min)**

- a. Citizens Advisory Committee
  - i. Process and Ground Rules (use of the “dust bin, parking lot, continue/approve” voting blocks for certain discussion items)
- b. Interactive committee work group discussion and identification of potential district assets, areas and unique opportunities to meet the intent of the General Plan, as well as district elements such as hazards, cultural and environmental resources that represent project constraints or opportunities for protection and enhancement.

**7. Informational Items**

**8. Next Meeting Date**

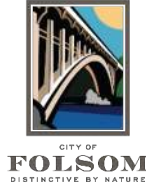
**9. Adjournment**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*





**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
October 25, 2023, 6:00 PM  
Folsom Community Center, RG Smith Meeting Room  
52 Stafford Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dulgar	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee’s subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**DISCUSSION ITEMS**

1. CAC Process and Ground Rules – 5 min
2. CAC Tentative Advanced Schedule and Agenda Topics (outline attached) – 10 min
  - a. RRM Scope of Work/Design Process

**CAC WORK GROUP ACTIVITY/DISCUSSION**

1. Opportunity and Constraints – Interactive discussion and identification of potential district assets, areas of unique opportunities to meet the intent of the General Plan, as well as district elements such as hazards, cultural and environmental resources that represent project constraints or opportunities for protection and enhancement.
  - a. Continue with River District North Area Group Discussion – 30 min
    - i. Group report back on priority Opportunities and key Constraints – 10 min
  - b. River District South Area Group Discussion – 50 min
    - i. Group report back on priority Opportunities and key Constraints – 10 min

**INFORMATIONAL ITEMS**

1. CAC Meeting Notes – September 27, 2023 (attached to email)
2. Cultural Resource Constraints Memo from Ascent Environmental (attached to email)
3. Summary of State Parks Stakeholder Meeting (outline attached)
4. Online Community Survey – Folsom Blvd Overcrossing <https://www.surveymonkey.com/r/FolsomOC>

**NEXT MEETING DATE**

Wednesday, December 13, 2023 – 6:00 pm; Folsom Community Center, RG Smith Room

**ADJOURNMENT**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*



**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
December 13, 2023, 6:00 PM  
Folsom Community Center, RG Smith Meeting Room  
52 Stafford Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dulgar	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee’s subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**ACTION ITEM**

1. Folsom Blvd Overcrossing, Preferred Alternatives Review and Recommendation to City Council – 30 min  
Presentation from Parks and Recreation Department - Brett Bollinger, Sr. Trails Planner (included with agenda)

**INFORMATION ITEMS** – 15 min

1. Environmental Constraints Technical Memorandum (included with agenda)
2. Orangevale Notification (discussion only)
3. Social Pinpoint Interactive Mapping Tool (discussion only)
4. CAC Meeting Notes from October 25, 2023 meeting (included with agenda)

**CAC WORK GROUP ACTIVITY/DISCUSSION**

1. Opportunity and Constraints – Interactive discussion and identification of potential district assets, areas of unique opportunities to meet the intent of the General Plan, as well as district elements such as hazards, cultural and environmental resources that represent project constraints or opportunities for protection and enhancement.
  - a. River District Central Subarea Group Discussion – 75 min
    - i. Group report back on priority Opportunities and key Constraints – 25 min

**NEXT MEETING DATE**

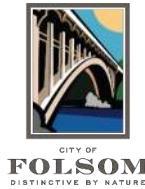
Wednesday, January 10, 2024 – 6:00 pm; Folsom Community Center, RG Smith Room

**ADJOURNMENT**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*



**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
January 24, 2024, 6:00 PM  
Folsom Community Center, RG Smith Meeting Room  
52 Natoma Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dulgar	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Jim Srinivas Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee’s subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**INFORMATION ITEMS**

1. CAC Meeting Notes from the January 10, 2024 meeting (included with agenda along with the Corporation Yard conceptual land use plans created by individual CAC work groups)

**GROUP DISCUSSION/RECOMMENDATIONS**

1. RRM Design Group will prepare and present for discussion a synthesis of prior CAC opportunities and constraints issues for the various subareas of the River District identified during prior meetings – 30 min.
2. RRM Design Group will prepare and present for discussion two to three alternatives, representing a synthesis of CAC Corporation Yard conceptual land use plans completed at the January 10<sup>th</sup> meeting (included with the agenda) – 45 min.

**WORK GROUP ACTIVITY/DISCUSSION**

1. Interactive discussion and identification of potential Rodeo Arena and surrounding area assets, areas of unique opportunities to meet the intent of the General Plan, as well as district elements such as hazards and potential constraints, cultural and environmental resources, adjacent residential areas, and nearby existing uses that will influence reuse ideas for the Rodeo Arena and its surrounding area.
  - a. Group discussion regarding key opportunities and constraints and “general” land use categories and/or facility programming ideas to increase use – 30 min
  - b. Group report back on conceptual plans – 15 min

**NEXT MEETING DATE**

Wednesday, February 28, 2024 – 6:00 pm; Folsom Community Center, RG Smith Room

**ADJOURNMENT**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*



CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
February 28, 2024, 6:00 PM  
Folsom Community Center, RG Smith Meeting Room  
52 Natoma Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dulgar	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee’s subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**INFORMATION ITEMS** – 10 min

1. CAC Meeting Notes from the January 24, 2024 meeting (included with agenda along with the three refined Corporation Yard conceptual land use plans discussed by the CAC)
2. Email communication received by the City from residents and interested parties (included with the agenda).
3. River District Organizing Committee summary recommendations (included with the agenda).

**GROUP DISCUSSION/RECOMMENDATIONS**

4. RRM Design Group will prepare and present for discussion a synthesis of the comments received from the Social Pinpoint public engagement platform regarding the public’s interests and concerns within the River District – 30 min.
5. RRM Design Group will prepare and present for discussion, based on CAC comments, a refinement of the preferred Corporation Yard general land use plan concept – 30 min.
6. RRM Design Group will prepare and present alternatives, representing a synthesis of CAC Rodeo Park conceptual land use plans completed at the January 24<sup>th</sup> meeting (included with the agenda) – 30 min.
7. CAC discussion with RRM Design Group regarding recommendations for design/planning work on the “Key Sites” as defined in RRM’s scope of work – 15 min.

**NEXT MEETING DATE**

Wednesday, March 27, 2024 – 6:00 pm; Folsom Community Center, RG Smith Room

**ADJOURNMENT**

***NOTICE:** Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any “Business from the Floor,” follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager’s Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk’s Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*





CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
March 27, 2024, 6:00 PM  
Folsom Community Center, RG Smith Meeting Room  
52 Natoma Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dular	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee's subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**INFORMATION ITEMS** – 20 min

1. CAC Meeting Notes from the February 28, 2024 meeting (included with agenda)
2. Social Pinpoint and Online Questionnaire Summary (included with agenda)

**GROUP DISCUSSION/RECOMMENDATIONS**

3. RRM Design Group will prepare and present for discussion, based on CAC comments, additional refinements of the evolving Corporation Yard general land use plan concept – 30 min.
4. RRM Design Group will prepare and present for discussion, based on CAC comments, additional concepts for Rodeo Park and surrounding areas. – 40 min.
5. CAC discussion with RRM Design Group regarding recommendations for design/planning work on the "Key Sites" as defined in RRM's scope of work – 25 min.

**NEXT MEETING DATE**

Wednesday, April 24, 2024 – 6:00 pm; Folsom Community Center, RG Smith Room

**ADJOURNMENT**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*



CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
April 24, 2024, 6:00 PM  
Folsom Community Center, RG Smith Meeting Room  
52 Natoma Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dular	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Srinivas Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee's subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**DISCUSSION ITEMS**

1. Master Plan Project Expectations and Schedule (memo from Pam Johns, Community Development Director included with agenda) – 5 min
2. Surplus Land Act (discussion with Pam Johns, Community Development Director, summary presentation slide deck from League of California Cities/Kosmont Companies included with agenda) – 15 min
3. River District Master Plan Boundary Comparison of General Plan vs Organizing Committee – 15 min

**GROUP DISCUSSION/RECOMMENDATIONS**

4. CAC recommendation of Corporation Yard general land use plan concept – 20 min.
5. RRM Design Group will prepare and present for discussion, based on CAC comments, additional refinements of the evolving Rodeo Park general land use/recreation program. – 30 min.
6. CAC discussion with RRM Design Group regarding recommendations for design/planning work on the "Key Sites" as defined in RRM's scope of work – 30 min.

**INFORMATION ITEMS**

7. CAC Meeting Notes from the March 27, 2024 meeting (included with agenda)

**NEXT MEETING DATE**

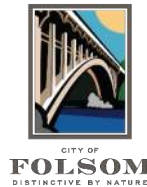
Wednesday, June 5, 2024 – 6:00 pm; Folsom Community Center, RG Smith Room

**ADJOURNMENT**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*



**RIVER DISTRICT MASTER PLAN  
CITIZENS ADVISORY COMMITTEE MEETING AGENDA  
July 24, 2024, 6:00 PM  
Folsom Community Center, (RG Smith Meeting Room)  
52 Natoma Street, Folsom, CA**

**COMMITTEE MEMBERS:**

Lynne Bailey	Rita Mukerjee Hoffstadt	Krystal Moreno
Jennifer Cabrera	Karen Holmes	Scott Muldavin
Bruce Cline	Lisa Horton	Brian Murch
Claudia Cummings	Will Kempton	Mike Reynolds
Brian Dulgar	Jennifer Lane	Edward Roza
Pat Flynn	John Lane	Devin Swartwood
Joe Gagliardi	Barbara Leary	Crystal Tobias
Deborah Grassl	Jim Lofgren	Jim Yanaparti

**CALL TO ORDER**

**ROLL CALL**

**GROUP DISCUSSION/REVIEW AND COMMENT**

1. RRM Design Group will prepare and present for discussion, the final-draft illustratives of the Key Sites (location diagram included with the agenda) prioritized from the May 22<sup>nd</sup> meeting. The illustratives will be included in the master plan as examples of potential design/planning solutions to achieve the objectives of the General Plan – 60 min.

The Key Sites include:

- a. Rodeo Park
  - b. North Subarea Pedestrian Bridge
  - c. River Promenade
  - d. Traders Lane
2. RRM Design Group will prepare and present for discussion, a matrix of the goals and guidelines from the Folsom Lake State Recreation Area General Plan summarized and focused specifically on the River District Master Plan, Lake Natoma, and public feedback previously received – 30 min.
  3. CAC discussion with RRM Design Group regarding the draft outline of the River District Master Plan document (included with the agenda) – 15 min.
  4. CAC consideration of adding a committee meeting in August (Thursday, August 15<sup>th</sup> or Monday, August the 26<sup>th</sup>) – 5 min.

**INFORMATION ITEMS**

5. CAC Meeting Notes from the June 5, 2024 meeting (included with agenda)

**BUSINESS FROM THE FLOOR**

Members of the public are entitled to address the Committee concerning any item within the Committee's subject matter jurisdiction. Public comments are limited to no more than three minutes. Except for certain specific exceptions, the Committee is prohibited from discussing or taking action on any item not appearing on the posted agenda.

**NEXT MEETING DATE**

To Be Determined

**ADJOURNMENT**

*NOTICE: Members of the public are entitled to directly address the Committee concerning any item that is described in the notice of this meeting, before or during consideration of that item. If you wish to address the Committee on an issue which is on this agenda, please complete a blue/green speaker request card, and deliver it to a staff member prior to discussion of the item. When your name is called, stand to be recognized by the Chair and then proceed to the podium. If you wish to address the Committee on any other item of interest to the public, when the Chair asks if there is any "Business from the Floor," follow the same procedure described above. Please limit your comments to three minutes or less.*

*In compliance with the Americans with Disabilities Act, if you are a person with a disability and you need a disability-related modification or accommodation to participate in this meeting, please contact the City Manager's Office at (916) 461-6010, or [mkasama@folsom.ca.us](mailto:mkasama@folsom.ca.us). Requests must be made as early as possible and at least two full business days before the start of the meeting.*

*Any documents produced by the City and distributed to the Committee regarding any item on this agenda will be made available at the City Clerk's Counter at City Hall located at 50 Natoma Street, Folsom, California during normal business hours.*

Planning Commission  
River District Master Plan (SPEC24-00211)  
August 28, 2024

# **Attachment 4**

## **CEQA Exemption Memorandum**

# Memo



455 Capitol Mall, Suite 300  
Sacramento, CA 95814  
916.444.7301

---

Date: August 21, 2024

To: Robert Goss, City of Folsom

From: Adam Lewandowski, Pat Angell, and Lily Bostrom; Ascent Environmental

Subject: Folsom River District Master Plan, Feasibility and Planning Studies Statutory Exemption (14 CCR Section 15262) applicability.

---

Pursuant to 14 CCR Section 15262, the California Environmental Quality Act (CEQA) does not apply to a project involving only feasibility or planning studies for possible future actions which the agency, board, or commission has not approved, adopted, or funded. The action does require consideration of environmental factors. This exemption does not apply to the adoption of a plan that will have a legally binding effect on later activities.

The City of Folsom is proposing to approve the River District Master Plan (Plan). As described on page 9 of the Public Draft Master Plan, "[t]he purpose of this Master Plan is to establish an achievable vision, shape future growth, and implement an achievable action plan for the City of Folsom. The Master Plan provides a framework for implementation with key site design concepts to inspire future private redevelopment and incentivize public improvements that reflect the community's values and vision for the River District. Additionally, it documents many other areas of interest for future analysis and consideration for improvements, both programmatic and physical, to the River District area."

The Plan evaluates the feasibility of public and private investment and redevelopment throughout the plan area. It provides an overall vision for the district based on extensive community and stakeholder engagement. While the Plan includes design concepts for key sites, these design concepts are intended to inspire future public and private investment that reflects the vision for the Plan Area. The Plan does not approve construction of improvements associated with the design concepts or commit any entity to making physical changes to the environment. Any future activities within the Plan Area would require additional planning, design, and environmental analysis prior to approval. As a feasibility and visioning document, the Plan does not alter existing zoning, development standards, or other regulations that would have a legally binding effect on later activities within the Plan Area.



During the preparation of the Plan, the City of Folsom considered environmental factors. Environmental factors including environmental hazards, sensitive natural resources, sensitive receptors, and cultural resources were evaluated in the opportunities and constraints analysis in Chapter 2 of the Plan, and are summarized in Chapter 3, "Environmental, Cultural, and Historical Resources" of the Plan. The environmental factors considered in the plan identified opportunities for public and private investment that minimize environmental effects, however the environmental considerations in the Plan does not replace the need for site-specific environmental analysis of future projects within the Plan Area. The environmental factors considered in preparation of the Plan provided no evidence to suggest that adoption of the Plan would result in a significant impact on the environment.

For these reasons, the Folsom River District Master Plan is statutorily exempt from CEQA consistent with 14 CCR Section 15262.