



The Franklin Plan

Using Neighborhood-Based Energy Efficiency and Economic Development to Implement Sustainable Community Principles



Prepared for Franklin Neighborhood Development Corporation
Franklin Boulevard Business Association

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Jesus Hernandez, PhD
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Executive Summary

For the past thirty years, the South Sacramento neighborhood of Franklin has experienced severe social and economic hardship. High rates of unemployment, crime, homelessness, predatory finance, and foreclosures are just a few of the problems deeply affecting the lives of this predominantly working-class/low-income residential neighborhood.

The Franklin Boulevard Business Association (FBBA) and the Franklin Neighborhood Development Corporation (FNDC) are actively seeking ways to stabilize distressed portions of the Franklin Boulevard business corridor; a geography bounded by Sutterville Road to the north, Turnbridge Road to the south, State Highway 99 to the east and the Union Pacific Railroad Line to the west. The FNDC requested this Neighborhood-Based Energy Efficiency and Economic Development Plan with three key goals in mind:

- Create a healthy and safe place to live and work;
- Promote an active and growing business district that supports the needs of the neighborhood and local entrepreneurs;
- Become an active participant in the rapidly changing regional economy.

The development of the Franklin Plan is an important step towards meeting these goals.

The legislative push for climate readiness and building environmentally and economically sustainable places convey the fact that planning and design choices can have significant impacts on neighborhoods. Regional development planning will guide transportation choices, infrastructure investment, how we preserve our natural resources, and other aspects of livability for the years to follow. However, the recent loss of redevelopment agencies in California poses a serious challenge to implementing these strategies at the local level. Municipalities are still recovering from a substantial loss of resources and staff due to the recent fiscal crisis.

The challenge now facing municipalities is how to promote regional climate readiness strategies while avoiding the problems of unequal public infrastructure investment. Regional plans often perpetuate patterns of uneven economic development—patterns

The Franklin Plan puts in place the social and physical infrastructure needed to bridge the gap between regional distribution policies and patterns of marginal public investment to underserved neighborhoods.

that have led to serious long-term public health problems. The Franklin Plan puts in place the social and physical infrastructure needed to bridge the gap between regional distribution policies and patterns of marginal public investment to underserved neighborhoods. The Franklin Plan seeks to revitalize and restore economic and social systems important to business, family and neighborhood well-being, and reconnect a culturally diverse and vibrant neighborhood to Sacramento's economic and social fabric.

The Franklin Plan demonstrates how the neighborhood is actively rising to the challenges facing local economic development and broader environmental concerns. Operating on the assumption that public infrastructure funding is and must be equally available to all neighborhoods, The Franklin Plan relies on:

- **Innovation** - where neighborhood-oriented solutions stabilize and strengthen economic growth, energy efficiency, public health, and environmental conditions;
- **Infrastructure** - where effective and safe multi-modal transit, energy efficiency and renewable energy options mesh local economic growth with public health and environmental responsibility; and
- **Investment** - where flows of public investment capital can be equitably distributed between traditionally-targeted sites for new development and neighborhoods such as Franklin currently under economic stress from a history of disinvestment.

Although we have planning guides for the region, city and county levels, there exists no real sustainable-oriented planning for neighborhoods. The Franklin Plan fills this gap calling for practical solutions that address public health concerns, reduces the neighborhood's carbon footprint, and interrupts long-standing patterns and cyclical nature of poverty by **fusing climate readiness strategies with economic development for job creation and workforce development.**

PART ONE – INTRODUCTION

Part One of the Franklin Plan calls attention to the urgent need to stabilize distressed neighborhoods—not just Franklin but the numerous neighborhoods under stress throughout the South Sacramento area. One important goal of this plan is to halt the widening wealth gap between Sacramento neighborhoods traditionally targeted for multiple forms of public investment when compared to consistently neglected neighborhoods like Franklin. Taking into consideration historical patterns of investment with economic planning for tomorrow, it is clear that neighborhoods such as Franklin need some form of social protection to prevent further declines in social and economic investment; the economic success and rebirth of Downtown Sacramento or the greater Sacramento region does not automatically translate into economic success for South Sacramento's economically stressed neighborhoods.

The **theory of change** driving the Franklin Plan is simple. Poverty intervention, public health and safety, access to opportunity, and neighborhood building can be achieved through a neighborhood-based energy and economic development plan that embraces the intent and purpose of sustainable community strategies. This theory of change is best captured in three basic parts:

VISION

Put into practice the sustainable community strategies that act as vehicles for local environmental stewardship, effective engines of economic action, and actively push forward social equity through poverty intervention. Through this form of progressive economic development, the neighborhood becomes the base where solutions for climate change and economic growth begin.

CONCEPTUALIZATION

Synchronize local planning with regional “blueprint” planning efforts focused on reducing vehicle miles traveled (VMT), less fossil fuel consumption, and reduced infrastructure costs. Identify state and local policies on transportation, energy savings, water use and conservation, land use, and greenhouse gas mitigation that directly impact the future of Franklin and other similarly situated neighborhoods. Incorporate state, regional and industry efforts towards energy efficiency planning with comprehensive neighborhood economic and infrastructure (re)building.

IMPLEMENTATION

Link neighborhood triage and solutions planning to regional and external funding priorities. By understanding the administrative procedures and guidelines for public infrastructure funding, policy becomes a neighborhood asset. Elected officials, public agencies, utility companies and a number of regional collaboratives are actively seeking ways to bring regional resources to the neighborhood scale. The Franklin Plan provides a conduit for external agencies seeking neighborhood-scale connectivity.

PART TWO – BASELINE CONDITIONS

Part Two of the Franklin Plan relies on a Triage/Asset-Based Strategy for recognizing neighborhood needs as well as conditions external to the neighborhood that can impact and constrain future social mobility. This approach helps assess conditions that determine whether a neighborhood will either thrive or decline further into poverty and serves as a critical component for planning the economic foundation needed for building a truly sustainable environment.

Through this triage process, local needs and external barriers to accessing critical social goods can be determined. Appropriate solutions, funding strategies and implementation plans can then be shared with local government, industry and elected representatives to utilize in planning their efforts to aid in neighborhood revitalization. Collaboratives with universities, local government, elected officials and nonprofit organizations will subsequently have a common neighborhood-specific vision and platform to move forward with action steps to secure long-term funding and resources necessary for effective and meaningful neighborhood economic development.

NEIGHBORHOOD CONDITIONS

Franklin is home to an ethnically diverse and youthful population of approximately 11,000 residents experiencing significant long-term socioeconomic disparity when compared to Sacramento County as a whole. For over 50 years, Franklin has been a “port of entry” for immigrants from Central American and South East Asian countries seeking to settle in Sacramento, countries with traditionally much larger families than US born families.

Collaboratives with universities, local government, elected officials and nonprofit organizations will subsequently have a common neighborhood-specific vision and platform to move forward with action steps to secure long-term funding and resources necessary for effective and meaningful neighborhood economic development.

The Franklin workforce for the most part remains linguistically isolated, under-educated, low-skilled and unprepared to integrate into the new technology, health care, and energy-related work pathways that rely on higher levels of education and experience.

- Eighty three percent of Franklin residents are nonwhite; 51 percent of the residents Latino.
- Forty percent of residents are foreign born with one out of every three of this group being non-citizens, a rate almost three times that of the county.
- Over half (57%) of Franklin residents speak a language other than English with Spanish, Hmong, Mien, Ukrainian, and Hindi being the most prevalent. Also, 38% of residents over 18 and 35% of children under 18 are linguistically isolated (speak English “less than very well”).
- Over 40% of Franklin residents are under the age of 25.

HOUSING

Housing conditions are key economic and social barometers of a neighborhood. Because housing is so closely linked to employment centers and climate adaptation strategies, it remains an important part of determining the neighborhood baseline of social and economic conditions.

- In contrast to the Sacramento county-wide homeownership rate of 60%, only 40% of homes in Franklin are owner-occupied.
- Ninety-two percent of homes were built prior to 1990, suggesting a critical need for energy efficiency and maintenance.
- Sixty-two percent of renter households pay over 35% of their income towards housing
- Many homes were converted into rentals during the subprime housing boom as owners pulled their equity and moved towards higher-priced residential locations outside of Franklin.
- Concentrations of multi-family rentals contribute to instability with a combination of crime, poverty and unemployment making the area less desirable. A number of absentee landlords fail to properly maintain their investment properties.

INCOME AND HEALTH

- Census data reveals that 47% of Franklin children are living in poverty and that 42% of Franklin households with children under 18 receive benefits from the Supplemental Nutrition Assistance Program (SNAP).
- For households in North City Farms the average annual household income is \$35,650 or 55% of the county average. In South City Farms, household income is 41% (\$26,827) and in Bowling Green 43% (\$28,179) of the county average.
- According to the Economic Policy Institute, the average Franklin family needs more than twice the amount of their current median income just to get by.
- In resident surveys a majority of respondents indicated that they do not have health care insurance and do not know where to go for health care. Transportation is a major problem in getting to health care facilities.
- Franklin is a Federally Designated Medically Underserved Area and identified as a Community of Concern in the UC Davis Community Health Needs Assessment.

EDUCATION AND EMPLOYMENT

The Franklin workforce for the most part remains linguistically isolated, under-educated, low-skilled and unprepared to integrate into the new technology, health care, and energy-related work pathways that rely on higher levels of education and experience. Low levels of educational attainment contribute to chronic unemployment rates and distressed income levels for Franklin.

- Thirty-nine percent of Franklin residents aged 24 years or older are without a high school diploma, more than twice the rate of the county.
- Only 8% of Franklin residents have a bachelor's degree.
- At the time of this research, 22% of the Franklin workforce was unemployed, 14% higher than the county average.
- Equally troubling, 42% of Franklin residents over age 16 were not participating in the labor force. Those that are working remain concentrated in declining blue-collar and low-wage employment sectors and overly represented in service, sales, construction and maintenance, and production jobs.

TRANSPORTATION

Transportation predetermines the success of neighborhood development as it lays the foundation for place-making activities to occur and as a result, has a profound effect on the daily lives of residents. The economic vitality of cities and regions is contingent upon the ability of neighborhood residents to get to work, to engage in commerce and leisure, and to reach places where social goods are exchanged.

- Census data reveals that one-in-five South Sacramento households does not have access to a car making access to public transit a most important neighborhood priority.
- Bus service neglects the majority of North City Farms and all of South City Farms as well as the heart of the Franklin business corridor, thus missing important portions of residential and commercial areas that are vital to the area's social and economic stability.
- The north/south orientation of bus line 67 runs parallel to the Sacramento Regional Transit Light Rail (LRT) Blue Line and therefore negates any connectivity with light rail services. There are no connectors to the 47th Avenue Station.
- Public transit in Franklin suffers from a lack of integration between different modes of transit such as walking and biking and fails to address unmet transit needs.
- Public transit in Franklin lacks internal/external connectivity and actually encourages car use rather than reducing vehicle miles traveled.
- The lack of safe bike and pedestrian options limits LRT as an effective neighborhood transportation option.

BUSINESS ENVIRONMENT

- Business owners are concerned with an increased homeless population.
- Business owners expressed concerns with the physical environment of the business district as the Franklin corridor is not visually attractive or aesthetically pleasing.
- Similar to resident survey respondents, business owners expressed the need for a community service center that provides a safe environment for recreational, educational, and job training needs for community members of all ages.
- Business owners state that the lack of pedestrians and bike riders through the area indeed affects their establishments and that sidewalk and bike lanes are important to their entrepreneurial success. The corridor is unsafe for pedestrians and cyclists due to high traffic speeds and the lack of crosswalks.
- Utility costs, insurance costs and working capital are the most important financial issues facing business owners.

Transportation predetermines the success of neighborhood development as it lays the foundation for place-making activities to occur and as a result, has a profound effect on the daily lives of residents.

More important, the Franklin Plan provides the building blocks for circular economic activity—where ecologically driven, equity-conscious public investment is restorative and regenerative by design at the neighborhood scale.

- Transportation to and from work, job training and job readiness are important concerns for business owners regarding their employees. The lack of higher education and English language ability of workers presents problems for many business owners.
- Neighborhood socioeconomic and business conditions signal that Franklin may be suffering from a “poverty trap,” a concept with macroeconomic foundations suggesting current poverty causes future poverty. In Franklin, poverty is a multi-scaled process that goes beyond households and extends to the neighborhood scale where external contributors directly impact neighborhood stability. The lack of health care delivery, employment, education, connective public infrastructure and uneven public investment are key factors that make poverty a prospective process in Franklin.

PART THREE – NEIGHBORHOOD AND ECONOMIC DEVELOPMENT

Working off the assumption that public infrastructure funding is and must be equally available to all neighborhoods, Part Three outlines the social and physical infrastructure needed to bridge the gap between long-standing patterns of public disinvestment and neighborhoods in economic and social distress. More important, the Franklin Plan provides the building blocks for circular economic activity—**where ecologically driven, equity-conscious public investment is restorative and regenerative by design at the neighborhood scale**. Through these building blocks, Franklin residents and business owners can directly contribute to state and regional efforts targeting sustainable economic development and environmental stewardship.

The Franklin Plan is a neighborhood-specific environmental strategy focusing on energy efficiency and public health through four primary targets: climate readiness, health, education, and housing. Together, these targets serve as a pathway for poverty intervention through neighborhood-guided external public infrastructure investment, human capital investment, and workforce development. The result will produce the desired circular economic activity where Franklin residents work in Franklin jobs that serve Franklin residents. Neighborhood stabilization and economic development relies on this circular activity. The Franklin Plan also calls for developing local renewable energy sources in a manner that stimulates local economic development while complementing long-term human capital investment and macro-level energy efficiency goals.

Goal: Revitalize the Franklin Business Corridor using Smart Growth principles that complement Blueprint and Climate Readiness Strategies

The Franklin Boulevard business corridor is the heart of the Franklin neighborhood. Successful revitalization of the neighborhood must begin here. Franklin Boulevard corridor is envisioned as a vibrant, mixed-use space that builds on its heritage while transforming it into an active neighborhood-oriented, pedestrian friendly place. A “**Complete Streets**” treatment at the core of the Franklin business corridor on Franklin Boulevard provides the foundation for a multi-modal transit system where access to safe alternative modes of transportation will decrease auto use. The Complete Streets concept will bring the physical infrastructure necessary for place-making and enhancing our business environment. The corridor re-design will also encourage “nodal development” where small clusters (nodes) of businesses and buildings can become conducive to economic development, job creation, and sociability. A Complete Streets

design provides a “green canopy” over public space that can capture carbon releases and provide opportunity for heat mitigation.

A “**Road Diet**” decreases business corridor auto traffic north of the City/County line from four lanes to two with appropriate left-hand turn lanes. The Road Diet will de-emphasize the use of the business corridor as a high-speed pass-through for auto users avoiding congested traffic on the adjacent State Highway 99 and re-emphasizes the business corridor as a safe pedestrian/bicycle friendly public space where residents can frequent and support local businesses and services in a safe, healthy environment. This active transit strategy promotes public health priorities in The California Endowment’s Building Healthy Communities zone, which includes Franklin.

Planning for the Complete Streets redesign and Road Diet is now in progress supported by a \$443,000 Community Design Grant from the Sacramento Area Council of Governments, a \$250,000 Community Design Block Grant and a \$150,000 transportation grant from the City of Sacramento.

Free transportation services via the **Franklin Neighborhood Shuttle** will provide internal connectivity to neighborhood businesses and services while providing external connectivity with the under-utilized regionally-oriented light rail system for residents to access employment and educational opportunities beyond the district. The Franklin Shuttle provides a foundation for future Rapid Bus Transit options serving as a rider “feeder” system to RT bus and light rail operations. The Shuttle will increase personal mobility without reliance on auto use while addressing the neighborhood’s long-term unmet transit needs.

Goal: Promote safe, energy efficient, affordable housing and homeownership opportunities

Two opportunity sites will provide energy efficient housing, mixed use development, and a park for public space and a public market. Investment in these sites will leverage multi-modal transportation plans along the business corridor via a **small TOD** approach that links housing, public space, retail and commercial with the complete streets treatment of the Franklin corridor. The neighborhood shuttle will connect housing to buses and light rail. Locating residential and mixed-use opportunities near streetscape and transportation improvements will promote a walk/bike friendly corridor where residents can easily access and support neighborhood retail and services through a variety of transit modes.

Goal: Promote efficient energy and renewable energy options that respond to climate adaptation mandates while reducing energy costs for residents and businesses

Aging buildings and homes in Franklin operate with high energy costs from inefficient energy use. In a neighborhood where nearly 40% of residents experience poverty and local business revenue remains unstable from the recent recession, energy costs are a barrier for promoting sustainability. The low rate of property ownership makes on-site energy improvements difficult as well as cost prohibitive. The Franklin Plan calls for an **Energy Efficiency Program** where Franklin businesses and households can receive energy conservation and awareness education, energy audits, retrofits, weatherization,

The Road Diet will de-emphasize the use of the business corridor as a high-speed pass-through for auto users avoiding congested traffic on the adjacent State Highway 99 and re-emphasizes the business corridor as a safe pedestrian/ bicycle friendly public space where residents can frequent and support local businesses and services in a safe, healthy environment.

and drought-tolerant landscaping services performed by a trained workforce comprised of Franklin residents.

A **Renewable Energy Program** responds to regional climate readiness plans with electricity production from solar panel installation on large vacant industrial lots. With the FNDC acting as an independent energy provider, solar farms on vacant lots will produce energy that can be purchased by utility companies, which in turn can provide energy to Franklin business owners, local nonprofit organizations, and low income households at a reduced rate. This will also reduce the financial burden to SMUD for its Energy Assistance Program Rate (EAPR), which offers low-income customers a discount on monthly energy costs. Revenue from energy sales will be used to create the FNDC Neighborhood Innovation Fund to finance the Franklin Neighborhood Shuttle allowing the neighborhood to mitigate long-standing unmet transit needs.

Recycle programs will help food-related businesses respond to the phasing out of food wastes and other products from landfills by January 2020 (See Assembly Bill (AB) 1826). The resulting “feedstock” production can be used to produce renewable natural gas from an anaerobic digester system. Capitalizing on locally-produced feedstock, a digester system can also provide fuel for an economically-significant freight industry in Franklin. Franklin is home to an important cluster of freight transportation companies that move approximately one billion dollars in products and goods from West Coast locations such as the Port of Oakland to Sacramento then south to Los Angeles and north to Washington State. A Franklin or South Sacramento digester site can play an important role as the freight industry heeds the mandate to move towards renewable energy sources.

Goal: Develop a Local Health Care Delivery System

Without the presence of a Federally Qualified Health Clinic, Franklin needs a 5-days-a-week neighborhood-focused health care delivery system. With emphasis on home health allied services, health care trained neighborhood workers will deliver on-the-ground health services to local residents; bringing in clients to a neighborhood clinic staffed with nurse practitioners and support staff. For more intensive care, telehealth services can connect practitioners with physicians and mitigate current transportation barriers to receiving care. This can reduce emergency room visits, minimize delivery costs, and provide universities with preceptor program opportunities. Training programs linked to a neighborhood clinic provide entry-level opportunities to health services while maintaining the goal of using the neighborhood as the “Planning Umbrella.” Such health care planning must be connected with local service providers La Familia Counseling Center and the Community Resource Project; both have the social and locational infrastructure needed for culturally competent health service delivery.

Goal: Establish “Cradle to Career” opportunity networks for long-term workforce development

Energy efficiency and renewable energy plans and health care delivery, key elements of economic development in Franklin, can only take hold through a comprehensive human capital investment in neighborhood workforce development. With assistance

The Franklin Plan calls for an Energy Efficiency Program where Franklin businesses and households can receive energy conservation and awareness education, energy audits, retrofits, weatherization, and drought-tolerant landscaping services performed by a trained workforce comprised of Franklin residents.

from community partners, La Familia Counseling Center and the Community Resources Project (CRP), FNDC will develop opportunities for internships and on-the-job training that provide pathways to higher education and access to professional-level opportunities in the energy and health care professions. Skill development and job creation will place special attention to the mechanisms that connect education to employment in Franklin. The cradle to career pathways promotes the heart of the Franklin Plan: Franklin people working in Franklin jobs for Franklin people.

Goal: Promote Business Development

Rebranding Franklin Boulevard as the Historic Monterey Trail provides a solid marketing plan that, when integrated into the Complete Streets redesign, will help create the physical and artistic enhancements for placemaking and identity needed to promote the business district.

- A façade matching grant and loan program will help revitalize the frontage of the business district's aging commercial building stock.
- A Farmers Market will activate the boulevard as a safe friendly place, help with the needs of low-income residents, and complement the planned streetscape project. The market will draw consumers and generates local sales, promoting the business district in its rebranding effort.
- A public marketplace (Mercado) should be considered to complement the complete streets and road diet plans.
- A Street Vending Ordinance will convert what is now classified as illegal activity into legal small-scale entrepreneurship long associated with Latino and immigrant neighborhoods. Street vending attracts consumers to the district and activates the boulevard as a safe and enjoyable place.
- The Franklin Micro Lending Program, an FNDC partnership with Opening Doors, a Community Development Financial Institution, provides Franklin businesses with quick, temporary working capital.

OPPORTUNITY AND IMPLEMENTATION

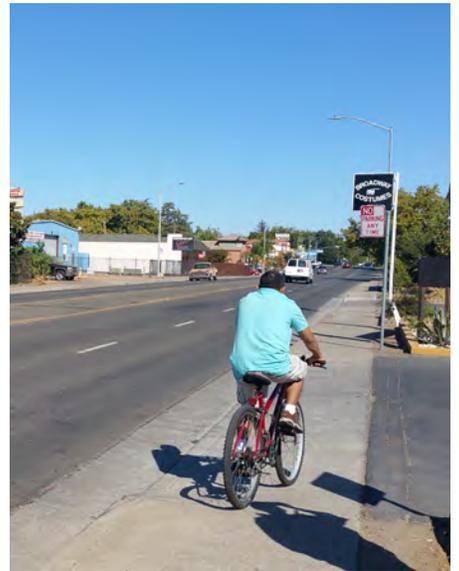
Franklin is ideally situated geographically for public investment opportunities. The California Environmental Protection Agency has designated North Franklin census tracts in the top 25 percent of neighborhoods in the state that are highly vulnerable to the dangerous combination of poverty and pollution. This designation creates eligibility for "Cap and Trade" (SB 535 & AB 1550) funding for infrastructure projects that help reduce greenhouse gas emissions, alleviate public health concerns, and support sustainable development in distressed neighborhoods.

Franklin is located within the federally-designated Promise Zone for Sacramento making it eligible for Federal grants and technical assistance for neighborhood revitalization. Franklin is also located within The California Endowment's Building Healthy Communities boundary and is designated as a "Community of Concern" by the four local major hospital systems: Kaiser Permanente, Dignity Health, Sutter Health, and UC Davis Health in their recent Community Health Needs Assessments. Health providers and foundations are increasingly sensitive to the effects of urban planning and climate adaptation on public health in impoverished neighborhoods. This growing public health concern positions Franklin with opportunities for innovative and strategic partnerships

With emphasis on home health allied services, health care trained neighborhood workers will deliver on-the-ground health services to local residents; bringing in clients to a neighborhood clinic staffed with nurse practitioners and support staff.

with the health and energy industries as well as community reinvestment funding from local financial institutions.

The Franklin Plan is a solutions-oriented approach that links neighborhood needs with state and regional calls for sustainable and equitable investment in people, place, and business. Substantial neighborhood participation in this plan indicates the residents' strong desire to improve conditions in the Franklin neighborhood. Franklin is now well positioned for building the model neighborhood that meshes environmental stewardship, public health, and economic stability with long-term human capital investment.



1

Introduction

WHY THE PLAN?

The Franklin Boulevard Business Association (FBBA), a collaborative of local business owners along Franklin Boulevard, is actively seeking ways to stabilize the Franklin neighborhood. For the past thirty years, this South Sacramento neighborhood has been experiencing serious social and economic hardship. High rates of unemployment, crime, homelessness, predatory finance and foreclosures have deeply affected the lives of this predominantly working-class/lower-income residential neighborhood. The clusters of small businesses situated throughout the Franklin Boulevard corridor have been similarly impacted. Realizing the steady recession-driven decline in local government support and services, business leaders sought an innovative approach to tackling the challenges facing both Franklin residents and a declining business district. The FBBA formed the nonprofit Franklin Neighborhood Development Corporation (FNDC) and requested this Neighborhood-Based Energy Efficiency and Economic Development Plan with **three key goals** in mind: create a healthy and safe place to live and work; promote an active and growing business district that supports the needs of the neighborhood and local entrepreneurs, and to become an active participant in the rapidly changing regional economy. The development of this plan is an important step towards meeting these goals.

At a neighborhood meeting held by FBBA to discuss neighborhood planning efforts and the repurposing of Maple Elementary School, one of the sites recently closed by the local school district, attendees were asked to provide feedback on neighborhood conditions and needs.

“When the wheels fall off, the whole vehicle goes down. You got my prayers.”

“Please help us and God bless you.”



Maple School Closure Meeting



The above quotes from attendees suggest there is an urgency to improve life in Franklin. The workshop, as residents patiently reminded event organizers, is one of many held over the past thirty years and again captured the frustration of Franklin residents. These residents continued their call for the basic public amenities and support that is received in other more well-to-do communities throughout Sacramento. Franklin residents want quality education in their neighborhood rather than having to find ways to transport their children to schools away from their homes. They want jobs close to their homes that are relevant to participating in today's economy. They want health care, education, and services in their neighborhood along with safe, affordable places to live and to own. They want a public transit system that works. They want banking that's not predatory, a park, and a coffee shop. And, they want to stop their neighborhood from being a dumping ground for the city's problems. As one workshop attendee warns, "We need to stop gutting our poorest communities." Simply put, moving out of the neighborhood should not be the only solution for Franklin residents to improve their quality of life.

A series of events during the last four years triggered a call for action by frustrated Franklin business owners and residents.

A series of events during the last four years triggered a call for action by frustrated Franklin business owners and residents. A proposal to relocate homeless residents from Downtown Sacramento to the Franklin business corridor was met with resistance by business owners, residents and the La Familia Counseling Center. One month later, the neighborhood organized to fight a proposal for a Federal parolee re-entry program to be located in The Avenues, a crime-ridden poverty-stricken area of Franklin located just east of the former Campbell Soup facility. Clearly, residents and others viewed the siting of a parolee re-entry facility in one of the most poverty and crime-stricken sites in the county as a recipe for disaster. After months of community meetings and contested hearings with the County Planning Commission, residents and the FNDC convinced commissioners, against the strong opposition of county and federal agencies, to deny the re-entry permit. At the same time, the Sacramento City Unified School District moved to close Maple Elementary School, a school with the highest increase in test scores in the county during 2013 and a primary community hub. It was common to see residents moving from Planning Commission meetings to school board meetings taking place on the same day trying their best to defend their neighborhood from public agencies and a wave of "sacrifice zone" planning that only benefitted those outside of Franklin.

Finally, the closing of Campbell Soup, a major employer in the area since 1947, captured the plight of Franklin residents and business owners. They realized that external forces continue to dictate the social and economic future of their neighborhood. Although public policy and urban planning decisions have good intentions for the greater Sacramento region, they come with serious unintended consequences for Franklin. The Franklin Plan therefore originated from the need to protect the neighborhood from macro-level decision making by disconnected institutional silos that repeat long-standing patterns of disinvestment and neglect. This “linked fate” has become the basis for neighborhood solidarity.

The fact of the matter is that Franklin is a neighborhood worth protecting. The neighborhood has a long been a “port-of-entry” for immigrant families seeking an opportunity for a better life. Immigrant entrepreneurship has produced intergenerational businesses along the Franklin corridor that continue to reinforce neighborhood and cultural ties as these businesses pass from generation to generation. Past parades honoring Franklin’s cultural diversity and the annual National Night Out event have served to reinforce a sense of community. Hmong Innovative Politics (HIP) continually reaches out to support every neighborhood cause. La Familia Counseling Center serves as an anchor of culturally competent and relevant social services creating a safe place for all children and adults to gather. And, the FBBA organized by and for local entrepreneurs, provides support to 600-plus businesses while ensuring a clean, graffiti-free Franklin business corridor. It is clear that Franklin residents and business owners are engaged and seek ways to protect and revitalize their neighborhood.

But problems of revitalization and equitable public investment in Franklin go far beyond what residents or a community service hub or a business improvement district can practically do within their means. They do not own the physical infrastructure or the schools located in their neighborhood. When schools close and infrastructure investment is guided to “better” locations in the region, placing the brunt of neighborhood revitalization upon such organizations is simply unreasonable and shortsighted. It is illogical as well as impractical to conceptualize neighborhood revitalization as a bottom/up self-help process given the long-term effects of multi-scaled government-supported disinvestment, the resulting labor market segmentation, well-documented patterns of discrimination in employment and housing, and the racially uneven allocation of public infrastructure funding.

The Franklin Plan calls attention to the urgent need to stabilize distressed neighborhoods—not just Franklin but the numerous neighborhoods under stress throughout the South Sacramento area. One important goal of this plan is to halt the widening wealth gap between Sacramento neighborhoods traditionally targeted for multiple forms of public investment and those like Franklin that are consistently neglected. Attention to this wealth gap now becomes an absolute imperative given the suburban/downtown focus of long-term economic and infrastructure investment planning and public management in the Sacramento region.

In 2004, the Sacramento Area Council of Governments (SACOG) adopted a “Blueprint” growth strategy for 2035 that merges compact mixed-use development with transportation planning as a means to curb sprawl. The Blueprint strategy to

One important goal of this plan is to halt the widening wealth gap between Sacramento neighborhoods traditionally targeted for multiple forms of public investment and those like Franklin that are consistently neglected.

When viewed collectively, regional economic and infrastructure plans have the potential to shape economic conditions in ways that exclude Franklin and South Sacramento from participation in future regional economic growth.

build sustainable communities also places priority on the requirements of Assembly Bill (AB) 32 (California Global Warming Solutions Act of 2006) and Senate Bill (SB) 375 (Sustainable Communities and Climate Protection Act of 2008), which call for reducing future traffic congestion and lessen greenhouse gas emissions (GHG) that contribute to harmful patterns of climate change. Capitalizing on this new strategy for public investment, the Capital Region Prosperity Plan, a five-year plan developed by a coalition of private/public organizations operating under the umbrella “Next Economy,” seeks to accelerate job creation, entrepreneurship and investment in the Sacramento Area by attracting “job clusters” connected to world markets. Although not necessarily by design, the Prosperity Plan works in conjunction with Blueprint planning for growth corridors in the region’s high impact areas where housing, transit options and employment centers can be synchronized to maximize greenhouse gas emissions (GHG) and Particulate Matter reduction.

However, these future job clusters require strong economic and locational attributes along with an educated and skilled work force. Clearly, neighborhoods throughout South Sacramento, especially Franklin, are ill-equipped to participate in this transformative regional economic movement. When viewed collectively, regional economic and infrastructure plans have the potential to shape economic conditions in ways that exclude Franklin and South Sacramento from participation in future regional economic growth. Neighborhoods like Franklin with concentrations of poor, nonwhite residents that do not have a comprehensive place-based economic development strategy or the capacity to create one will likely fall further into poverty and continue to be abandoned. In fact, regional economic development strategies that bypass these economically excluded spaces threaten to perpetuate isolated “sacrifice zones” that further strip these areas of any future capacity to reduce poverty making them less likely targets for investment thus widening the existing wealth gap. Neighborhoods that fail to innovate will fall further behind and continue their steady decline.

The recent economic recession also presented quality-of-life issues in Franklin. For a number of years, both Sacramento city and county governments experienced significant declines in revenues forcing drastic cuts in operating budgets, service delivery and staff. Similar revenue declines experienced by Regional Transit and the Sacramento City Unified School District produced another wave of serious reductions in services to Franklin. State-level budget problems also resulted in terminating development and infrastructure support functions, formerly the responsibility of the Sacramento Housing Redevelopment Agency (SHRA), leaving neighborhoods without planning services essential for revitalization. This wave of local austerity economics had public agencies scaling down the very institutions that underpin neighborhood prosperity as human infrastructure spending was being cut. The ability of local institutions to respond to the growing and changing needs of neighborhoods was severely compromised.

Research on economic growth points to the importance of infrastructure investment as it boosts growth by generating massive externalities that enable other investments.¹ Infrastructure investment represents a direct investment in future collective well-being as governments can invest at a level that provokes economic and social transformation. Infrastructure systems yield extra advantages to neighborhood where such investment

1 See Babones, S. 2013. Austerity Economics and the Threat to Human Infrastructure. *A Journal of Social Justice*. 25:576-583.

takes place. Recognizing the critical role of infrastructure in economic development, it is important to point out the history of geographically uneven infrastructure investment in Sacramento. This history continues to undermine the foundations for long-term growth in Franklin and South Sacramento while confirming uninterrupted growth for communities that already enjoy a higher quality of life. The lack of equitable infrastructure investment makes a neighborhood vulnerable to stagnation and leads to a widening of the wealth gap between neighborhoods in Sacramento.

One task facing Franklin is how to deal with economic stagnation while other well-to-do communities enjoy the benefits of intense public and private investment—a process of uneven development long attributed to market “impulses” rather than continuous market interventions via public policy and urban planning. How can distressed neighborhoods effectively participate in regional sustainability strategies given the multi-scaled paucity of resources and their uneven distribution?

We know that austerity poses significant problems for divested communities. Taking into consideration historical patterns of investment and economic planning for tomorrow, it is clear that neighborhoods like Franklin need some form of social protection to prevent further declines in social and economic investment; the economic success and rebirth of Downtown Sacramento or the greater Sacramento region does not automatically translate into economic success for South Sacramento neighborhoods. Social protections can ensure that long-term planning, capital distribution, and programming activities actually reach the neighborhoods most in need. The task here is to move forward with a plan that integrates social protections, properly addresses neighborhood conditions and needs, and positions Franklin for inclusion in city, county and regional planning for sustainable environments and economic growth. Despite numerous planning guides for the region, city and county levels, no real or practical guide to sustainable-oriented planning exists for neighborhoods in this region.

The Sacramento region is clearly entering a period of intense transformation. State and federal mandates to build sustainable communities, regional movements like SACOG’s “Blueprint” urban planning, and economic development via the Capital Region Prosperity Plan (Next Economy) signal this change. The Franklin Plan attempts to capitalize on advertised social protections promulgated by state, regional, county, and city policies addressing climate change and climate readiness goals. The Plan relies on sustainable community strategies as a method to improve the quality of life for Franklin residents while intervening in planning and public policy decisions that can create tomorrow’s inequity. The goal is to create a neighborhood environment that positively affects climate change—the ultimate purpose behind the push for sustainable community strategies in the state and the region. The “greening” of Franklin must produce educational and employment paths that build a healthy, productive and safe neighborhood for residents and businesses while connecting the neighborhood to the institutional silos that shape the larger regional economy. The Franklin Plan views healthy and green development in the neighborhood as a form of social inclusion and long-term poverty intervention.

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Franklin Boulevard

The long-term result of this urban-to-suburban shift is that today's residents of Franklin, disproportionately minorities and low-wage earners, have marginal access to good jobs and essential services such as health care and shopping, much of which followed higher-income residents to the suburbs.

BACKGROUND/HISTORY

Previous studies tell us that Franklin Boulevard's history as a commercial corridor goes back to its early use as an old wagon trail that connected Sacramento to the town of Franklin and other delta communities to the south where agriculture flourished.² The corridor, which runs from Broadway through Curtis Park, Elk Grove, and the town of Franklin to the San Joaquin County line, was first known as The Monterey Trail and connected John Sutter's New Helvetia settlement with the capital of Mexican California between 1821 and 1847. The road connected Sacramento's Sutter's Fort and Stockton's Weber Place to political and economic activity in Monterey at a time when European settlements in California were under Mexican governance. The Monterey Trail became an important corridor during the Gold Rush era and early stages of economic development following California's independence from Mexico connecting Sacramento to Stockton and the Bay Area. The road was later named Lower Stockton Road, then to Franklin Boulevard after the Franklin Township.³ Sacramento's economic boom during the post-war 1940s brought new housing and business growth along the Franklin corridor. With plenty of vacant land, development in Franklin during the 1950s accommodated large scale food processing, trucking and light manufacturing. In 1958, the city annexed portions of Franklin Boulevard south of 18th Avenue. Today, Franklin is divided between city and county jurisdictions.

It is also important to place Franklin within the broader Sacramento history of residential segregation and disinvestment. Federal housing policy during President Franklin Roosevelt's New Deal era promoted the use of racially restrictive property covenants and mortgage redlining that limited housing options for minorities across the nation including Sacramento. The combination of punitive New Deal mortgage and residency restrictions, downtown redevelopment, and realtor "gatekeeping" during the 1960s and 1970s created an urgent need for a rapidly growing nonwhite population in Sacramento. As a result, Franklin became an important community entry point for ethnic and immigrant groups as housing market constraints limited options on where they could live.⁴

² See Franklin Boulevard Five-Year Investment Strategy : 1996-2000. Sacramento Housing and Redevelopment Agency. August 14, 1996; See also the Franklin Boulevard Urban Design Master Plan. Sacramento Housing and Redevelopment Agency. January 2001.

³ See Alcalá, C. 2007. Sacramento Street Whys: The Whys Guy's Wise Guide to Sacramento Street Names. Big Tomato Press.

⁴ See Hernandez, J. 2009. Redlining Revisited: Mortgage Lending Patterns in Sacramento 1930-2004. International Journal of Urban and Regional Research, Vol. 33.2. pp 291-313; Hernandez, J. 2014. Race, Market Constraints and the Housing Crisis: A Problem of Embeddedness. Kalfou: a Journal of Race and Ethnic Relations. Vol. 1, Issue 2. pp 29-58.



Franklin Boulevard

Freeway development in Sacramento beginning in the late 1950s reflected the movement towards a regional approach in local urban planning. The construction of State Highway 99 completed in 1961 had the effect of fragmenting Franklin communities while diverting a significant amount of traffic away from the Franklin business corridor. With the onset of Proposition 13 property tax reforms in 1978, municipalities out of necessity refocused their planning strategies to generating revenues. Regional planning emphasized low-density sprawl-type development resulting in the gradual pull of the local tax base and infrastructure funding to suburbs. This period of development severely impacted the social and economic vitality of Franklin as infrastructure investment mirrored regional planning efforts that benefited certain groups at the expense of others. By the 1980s, the urban to suburban shift in public investment contributed to a rapid decline in the neighborhood and the business district leading The Sacramento Union (local newspaper) to name Franklin Boulevard the “ugliest street in the city.”⁵

The long-term result of this urban-to-suburban shift is that today’s residents of Franklin, disproportionately minorities and low-wage earners, have marginal access to good jobs and essential services such as health care and shopping, much of which followed higher-income residents to the suburbs. Moreover, the shifting of jobs, suburban/downtown-oriented transit, closing of schools, bus service reduction, and unsafe streets all make the automobile the only method of safe and quick transportation in Franklin; meaning that cars have become an unaffordable necessity. This urban “genealogy,” where the zip code of our home now defines access to opportunity in Sacramento, is the baseline for building the Franklin Plan and determining the ability of neighborhoods to adapt to the “greening” of our regional economy.

PREVIOUS EFFORTS

Efforts to revitalize Franklin began in 1985 when a group of local business owners formed the Franklin Business Association, a business improvement association that generated funding for anti-trash and graffiti programs. Their subsequent partnership with the City of Sacramento and the Sacramento Housing and Redevelopment Agency (SHRA) led to reduced commercial signage on the boulevard, placing utility lines underground, and the construction of new curbs, gutters, sidewalks and intersection improvements. Franklin became a redevelopment area in 1993, a joint city/county partnership that led to the 1996 Franklin Boulevard Five-Year Investment Strategy, a neighborhood conceived plan for future public/private investment. The efforts also



The Sacramento Union (local newspaper) to name Franklin Boulevard the “ugliest street in the city.”

⁵ See “Flourishing Franklin.” The Sacramento Business Journal, July 19, 2006.

Although these efforts helped improve conditions in the district, economic life in Franklin has yet to reach any real level of sustainability.

produced the 2001 Urban Design Plan, which led to a business façade program, sidewalk and streetscape improvements, road investments along Fruitridge Road, and much needed CalTrans freeway off-ramp improvements. The plan also led to streetscape and sidewalk improvements along Franklin Boulevard south of 47th Avenue in the county portion of the district. A final streetscape project along the east side of the Capital Commerce Center (former Campbell Soup site) originating from the 2001 urban design plan was completed in 2015.⁶

Although these efforts helped improve conditions in the district, economic life in Franklin has yet to reach any real level of sustainability. This year marks thirty years of efforts to revitalize Franklin. Despite these efforts, when compared to other neighborhoods in the region, Franklin clearly remains far behind in terms of long-term public investment in people and place. This neighborhood plan is an attempt to integrate the planning and civic participation initiated 30 years ago with the current wave of legislative mandates for practicing principles of sustainability. The Franklin Plan is timely. New funding cycles for infrastructure support by state and regional agencies are now underway. Additional funding for projects related to GHG reduction is now available via the state’s “cap and trade” pollution credit program.⁷ These funding sources, when combined with the continued push by banks and foundations to support sustainable development, provide a unique window of opportunity to begin the “greening” of Franklin. This plan, with its focus on building a system of neighborhood-based infrastructure, establishes an important foundation to begin attracting the intergenerational cataclysmic money necessary to transform Franklin into a truly healthy and sustainable neighborhood.

POLICY, LEGISLATIVE AND ADMINISTRATIVE CONSIDERATIONS

The goal in Franklin is simple; build a neighborhood that is healthy and safe. We want an economically, socially, and environmentally vibrant place for residents, businesses, and property owners. The rich cultural histories and identities of Franklin families and businesses must be a central focus for building tomorrow. **This plan is concerned with how the built environment should support people, their activities, and their interrelations in a manner that produces a truly sustainable neighborhood.** Therefore, a successful plan must address past patterns of disinvestment and social isolation as well as outline steps for moving the Franklin business community and its residents into tomorrow’s regional economy.

The theory of change driving the Franklin plan is that poverty intervention, public health and safety, access to opportunity, and neighborhood building can be achieved through a neighborhood-based energy and economic development plan that embraces the intent and purpose of sustainable community strategies. The long-term effects will be a more efficient distribution of social goods and supporting infrastructure that will contribute significantly to reducing the city’s carbon footprint. This theory of change

⁶ Here it is important to note that the existing urban design plan was completed prior to light rail construction and prior to the regional policy shift to sustainable community strategies mandated in current regional planning efforts. As a result, the 2001 Urban Design Plan for Franklin is severely outdated and fails to respond to current social, environmental, and economic conditions in the District.

⁷ See Senate Bill 535 and the establishment of the California Communities Healthy Air Revitalization Trust.

is best captured in three basic parts described below: vision, conceptualization, and implementation.

Vision: Principles and Practice

The Franklin Plan pays close attention to *The Ahwahnee Principles* to shape a vision and direction for using concepts of sustainability—that balance between environment, economy and equity; concepts not clearly articulated in past planning efforts for South Sacramento neighborhoods, especially Franklin.⁸ These principles of community-building acknowledge that existing patterns of urban and suburban development seriously impair our quality of life and call for an integrated approach to planning that promotes socially, economically, and environmentally efficient housing, shops, work places, schools, parks and civic facilities essential to the daily life of residents. *Ahwahnee* serves as a blueprint for shaping vibrant local economies through long-term investment strategies that concentrate on the needs of residents, workers, and businesses.

Appropriately, key principles of *Ahwahnee* are poverty reduction and sustainability. Public and private investment should be targeted to reducing poverty, by promoting jobs that match the skills of existing residents, improving the skills of low-income individuals, addressing the needs of families moving off welfare, and insuring the availability of quality affordable child care, transportation, and housing in all neighborhoods. Stable employment and revenues are realized through these principles by building on local assets and advantages while protecting the natural environment. Investment strategies focused on sustainable strategies will also increase social equity and encourage local enterprise by promoting employment paths that improve the job skills of residents to complement regional economic growth plans as well as promoting local entrepreneurship.⁹

Operationalizing these principles calls for compact, multi-dimensional land use patterns that ensure a mix of uses, minimize the impact of cars, and promote walking, bicycling, and transit access to employment, education, recreation, entertainment, shopping, and services as well as a focus on energy efficiency and conservation. At the neighborhood scale, energy efficiency, economic development and transportation investments must reinforce these land use patterns and the ability to move people and goods by non-automobile alternatives wherever possible.¹⁰ It is easy to see that the concept of sustainability has at its core an emphasis on the interaction between public life and public space.¹¹

The Franklin Plan seeks to put into practice these guiding principles so that sustainable community strategies become vehicles for local environmental stewardship, effective engines of economic action, and actively push forward social equity through poverty intervention. Through this form of progressive economic development, the neighborhood becomes the base where solutions for climate change and economic

These principles of community-building acknowledge that existing patterns of urban and suburban development seriously impair our quality of life and call for an integrated approach to planning that promotes socially, economically, and environmentally efficient housing, shops, work places, schools, parks and civic facilities essential to the daily life of residents.

⁸ The *Ahwahnee Principles for Resource-Efficient Communities*, written in 1991 by the Local Government Commission, paved the way for the Smart Growth movement and New Urbanism. The *Ahwahnee Principles for Economic Development* in 1997 and the *Ahwahnee Water Principles* in 2005 were developed to complement this vision.

⁹ Ibid.

¹⁰ Ibid. See also J. Blair. 1995. *Local Economic Development Analysis and Practice*; E. Blakeley and N. Green Leigh. 2010. *Planning Local Economic Development: Theory and Practice*.

¹¹ See for example: J. Fitzgerald. 2010. *Emerald Cities: Urban Sustainability and Economic Development*; J. Gehl. 2011. *Life Between Buildings*; S. Wheeler. 2004. *Planning for Sustainable Development: Creating Livable, Equitable, and Ecological Communities*.

...the CPUC calls for the inclusion of workers from disadvantaged communities in meaningful career-track jobs targeted towards energy efficiency.

growth begin. However, it is important to note that building sustainable neighborhoods is a long-term task. The Fruitvale Village effort in Oakland, California began as far back as 1964 with sustainable-oriented development projects beginning in the early 1990s. A similar project in Boston, Massachusetts known as the Dudley Street Neighborhood Initiative began 30 years ago in 1984. It is abundantly clear that revitalizing Franklin is a task that cannot be resolved in one funding cycle.

Conceptualization: Regulation and Policy

Assembly Bill 32 (2006) declared that global warming poses a serious threat to the economic well-being, public health, natural resources, and environment of California and calls for a comprehensive multiyear program to limit California's GHG emissions at 1990 levels by 2020. Senate Bill 375 (2008) conceptualizes the call for reducing our carbon footprint in the form of Sustainable Communities Strategies (SCS) where land use, housing, and transportation are aligned in such a way that the locations of housing and employment centers are located near transit. When synchronized with local "blueprint" planning efforts focused on correcting urban sprawl, this regional coordination is in turn expected to result in shorter commutes that reduce vehicle miles traveled (VMT), less fossil fuel consumption, and reduced infrastructure costs. Such planning will also concentrate economic activities in existing communities and provide opportunities for more housing choices for all residents. In theory, SCS allows for a more efficient way to manage anticipated population increases in a manner that preserves the environment, stimulates economic activity, and addresses concerns of equity.

From an industry perspective, the California Public Utilities Commission (CPUC) asserts that energy efficiency will continue to be the keystone of California's energy strategy. The CPUC's Long-Term Energy Efficiency Strategic Plan, developed in 2007 with input from CPUC regulated investor-owned utilities, calls for a comprehensive, coordinated long-term approach to effective utilization of energy resources while also achieving GHG emissions reductions, resource conservation, waste disposal, and air quality requirements.¹² Accordingly, transportation, energy savings, water use and conservation, land use, and greenhouse gas mitigation remain the focus of statewide planning efforts and directly impact planning the future of Franklin and other similarly situated neighborhoods.

The CPUC recognizes that its primary goal of energy savings through efficiency can only be realized with contractors and workers that possess the skills needed to ensure that equipment is properly installed, commissioned, and maintained, and that buildings are designed, constructed, and retrofitted consistent with best practices and technical specifications for energy efficiency.¹³ Second, the CPUC calls for the inclusion of workers from disadvantaged communities in meaningful career-track jobs targeted towards energy efficiency.¹⁴ Consistent with statewide energy planning goals, such programs should help broaden access for disadvantaged workers and ensure that the jobs generated by ratepayer investment provide living wages and defined pathways

¹² California Energy Efficiency Strategic Plan: January 2011 Update. California Public Utilities Commission 2011.

¹³ Workforce Issues and Energy Efficiency Programs: A Plan for CA Utilities. Donald Vial Center on Employment in the Green Economy, Institute for Research on Labor and Employment. University of California at Berkeley. 2014.

¹⁴ Ibid.

for advancement while helping the state meet future energy demands responsibly.¹⁵ Developing a pool of diverse, qualified contractors and workers is key for long-term market transformation that seeks efficiency and GHG reduction goals.¹⁶ This new direction in managing statewide energy resources provides a unique window of opportunity for neighborhoods like Franklin to take full advantage of the statewide energy efficiency mandate and move towards poverty intervention and neighborhood stabilization.

Implementation: Planning and Operationalization

Senate Bill 375 links land use decisions to transportation funding. In California, transportation funding, as well as funding streams for SCS activities, passes down to the local level through a Metropolitan Planning Organization (MPO). An MPO is a transportation policy-making body made up of representatives from local government and transportation agencies with authority and responsibility in metropolitan planning areas. In Sacramento, the Sacramento Area Council of Governments (SACOG) acts as the regional MPO and is responsible for approving significant expenditures of dollars targeted for local infrastructure projects needed for local SCS implementation. SACOG is also responsible for drafting SCS implementation plans and local funding guidelines.¹⁷

Funding for implementing SCS comes from state and federal agencies which in turn pass funds to regional MPOs for distribution to cities and counties. State and regional planning ultimately relies on local implementation, which utilizes a top/down administrative funding mechanism of competitive grants where cities, counties, and local transit agencies submit grant applications to access funding for infrastructure projects. Therefore, SACOG guidelines for funding become key planning documents for drafting the Franklin Plan.

In addition to SCS planning and implementation, the State Legislature in 2012 established the California Communities Healthy Air Revitalization Trust (SB 535). The Trust uses revenues generated by the state's "Cap and Trade" program to fund programs and projects that reduce greenhouse gas emissions or mitigate direct health or environmental impacts of climate change.¹⁸ A sizable portion of investments made with SB 535 funds are targeted to specifically address the high priority needs of "disadvantaged communities," which have needs that are distinct from those of more economically stable neighborhoods.

Like the SCS funding process, SB 535 cap and trade programs use a similar administrative process for funding distribution. Cap and trade dollars are passed to several state agencies, which are then distributed through a competitive grant process. Although SB 535 provides the opportunity to begin neighborhood transformation, community developers must be cognizant of funding guidelines from each of the

¹⁵ In addition to the previous cited sources, see also Climate Change Scoping Plan, California Air Resources Board, 2008; First Update to the Climate Change Scoping Plan, California Air Resources Board, May 2014; California Transportation Plan 2040, California Department of Transportation, June 2016.

¹⁶ Ibid.

¹⁷ <http://www.sacog.org/about-sacog>.

¹⁸ California's Cap-and-Trade program is a market based regulation that is designed to reduce GHGs from multiple sources. Cap-and-Trade sets a firm limit or "cap" on GHG emissions and minimizes the compliance costs of achieving AB 32 goals. The cap will decline approximately 3 percent each year beginning in 2013. Industrial facilities purchase pollution allowances to remain in compliance with state environmental standards. Trading creates incentives to reduce GHGs below allowable levels through investments in clean technologies. See overview of California Air Resources Board Emissions Trading Program at <http://www.arb.ca.gov/cc/capandtrade/capandtrade.htm>.

By connecting local needs with state, regional, and industry funding priorities, the Franklin Plan provides a unique and important opportunity for neighborhood-based renewable energy and economic development that can address poverty and public health concerns in Franklin.

funding agencies in order to develop practical and realistic plans that can actually result in funds for local projects. In the Sacramento region, a number of public agencies are connected to SCS and SB 535 funding streams making a systems approach to neighborhood planning even more difficult for neighborhoods seeking to participate in regional and local climate readiness programming. This number does not include the number of collaboratives formed by local government agencies and their nonprofit partners that neighborhoods must work with to draft grants on their behalf for SCS and Cap and Trade related projects.

At the heart of the statewide energy efficiency movement is a clear and compelling need to meet GHG reduction goals along with environmental stewardship that results in renewable energy utilization and efficient resource management. Along with energy efficiency and equity goals comes the priority for energy related education and training to meet the new labor demand. A new emphasis is being placed on career track jobs for people from disadvantaged backgrounds to ensure that entry-level jobs with a living wage offer pathways for advancement into higher skill, higher wage jobs that can help California meet its energy efficiency goals.

The Franklin Plan follows the numerous state and regional directives to reduce greenhouse gas emissions and the effects of climate change. The Franklin Plan meshes these policies with Ahwahnee guiding principles, statewide energy efficiency framing documents, and regional and local funding guides as the starting point for planning neighborhood-based energy efficiency and economic development that embraces energy awareness, environmental stewardship, business retention and expansion, and poverty intervention. The Plan also considers local city and county climate change plans, local transportation programming guides and collaboration with key city and county staff to ensure Franklin planning remains in sync with local government implementation plans. It is only through this multi-scaled policy lens that neighborhoods such as Franklin can produce effective and practical plans that have a chance to be funded.

Finally, the Franklin Plan employs an integrated “systems” approach to reducing our carbon footprint by incorporating energy efficiency planning with comprehensive neighborhood (re)building. By connecting local needs with state, regional, and industry funding priorities, the Franklin Plan provides a unique and important opportunity for neighborhood-based renewable energy and economic development that can address poverty and public health concerns in Franklin. Below is a table of legislation, policies, and guidelines from public agencies and organizations taken into consideration when drafting the Franklin Plan.

PLANS AND STRATEGIES THAT INFORM THE DEVELOPMENT OF THE FRANKLIN PLAN

GUIDING STATE LEGISLATION

AB 32 - California Global Warming Solutions Act of 2006
SB 375 - Sustainable Communities and Climate Protection Act of 2008
SB 535 - California Communities Healthy Air Revitalization Trust/ Greenhouse Gas Reduction Fund 2012
AB 1550 - Greenhouse gases: Investment Plan, Disadvantaged Communities 2016
AB 8 - Alternative Fuel and Vehicle Technologies Funding 2013
AB 118 - Alternative and Renewable Fuel and Vehicle Technology Program 2007
AB 1826 - Organic Waste 2014
SB 350 - Clean Energy and Pollution Reduction Act of 2015
SB 32 - Statewide Greenhouse Gas Emissions Limit 2016

STATE LEVEL PLANNING

Strategic Growth Council (SGC) Strategic Plan 2012-2014
SCG Affordable Housing and Sustainable Communities Program
California Energy Commission 2012 Bioenergy Plan
Caltrans Complete Streets Implementation Action Plan 2.0
Office of Environmental Health Hazard Assessment CalEnviroScreen 2.0
Natural Resources Agency California Adaptation Planning Guide

NATIONAL POLICY ADVOCATES

Smart Growth America-National Complete Streets Coalition
Urban Land Institute - Building Healthy Places Toolkit
Architecture 2030 - Road Map to Zero Emissions
Robert Wood Johnson Foundation - Neighborhoods and Health
National Prevention Council - Environmental Change and Health

REGIONAL PLANS

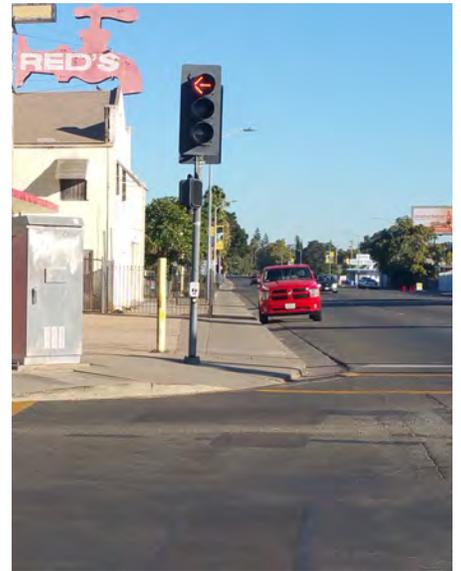
SACOG Blueprint
SACOG Sustainable Community Strategies
SACOG Active Transportation Programs
SACOG Community Design Programs
Local Government Council Center for Livable Communities

LOCAL AGENCIES

City and County Climate Change Plans
City and County General Plans
Bicycle and Pedestrian Trails Master Plan
Sacramento County Health 2014 Status Report
Sacramento Promise Zone
Sacramento Air Quality Management District

LOCAL COALITIONS

Design 4 Active Sacramento
Capital Region Climate Readiness Collaborative
The California Endowment - Building Healthy Communities
SB 535 Coalition



2

Baseline Conditions

ANALYTICAL APPROACH

This development plan relies on a Triage/Asset-Based Strategy for recognizing neighborhood needs as well as conditions external to the neighborhood that can impact and constrain future social mobility. This approach begins with “triage” for diagnosing conditions and factors that contribute to poverty-making and economic uncertainty in Franklin. Traumatized communities facing increasing levels of poverty, such as Franklin, require triage strategies for identifying the needs of a neighborhood when resources are limited.

The research strategy focuses on five important social goods essential for households and neighborhoods to thrive and achieve some degree of sustainability in the urban environment: education, employment, health, wealth and housing. It also focuses on the multiple forms of hard and soft infrastructure that connect these social goods and investigates how they may contribute to patterns of uneven access to resources and their distribution. Hard infrastructure can be simply defined as the physical improvements that determine economic development and promote economic organization and growth in a specific location.¹ Hard infrastructure focuses on the provision of basic utilities, water and waste management, and transportation systems (e.g. roads, rail, schools, sewer, broadband). Hard infrastructure also includes community facilities, public buildings, recreational and public space, where the social and cultural needs of individuals and neighborhoods are met.

Soft infrastructure is about human capital and the institutional relations that cultivate it, such as government agencies, legal and political arrangements, and universities. Soft infrastructure is not simply about providing physical assets but about enhancing skills and knowledge and access to a range of appropriate services vital for neighborhood development. Soft infrastructure is about the social relations that guide rule-making and administrative capacity-building necessary for delivering the resources

¹ See for example: Blair, J. 1995. Local Economic Development: Analysis and Practice; Local Economic Development, The World Bank <http://web.worldbank.org>; Collins Discovery Encyclopedia, HarperCollins Publishers 2005.

required for supporting neighborhood development. This definition of soft infrastructure is expanded to include systems of municipal finance and governance that establish conditions for decisions on public investment. Using the recent closure of Franklin's Maple Elementary School as an example, hard infrastructure, no matter how well designed or efficient, cannot properly function without effective soft infrastructure. When overlaid with hard infrastructure, public policy and rule-making take on a powerful public management system over how neighborhoods are created and governed.

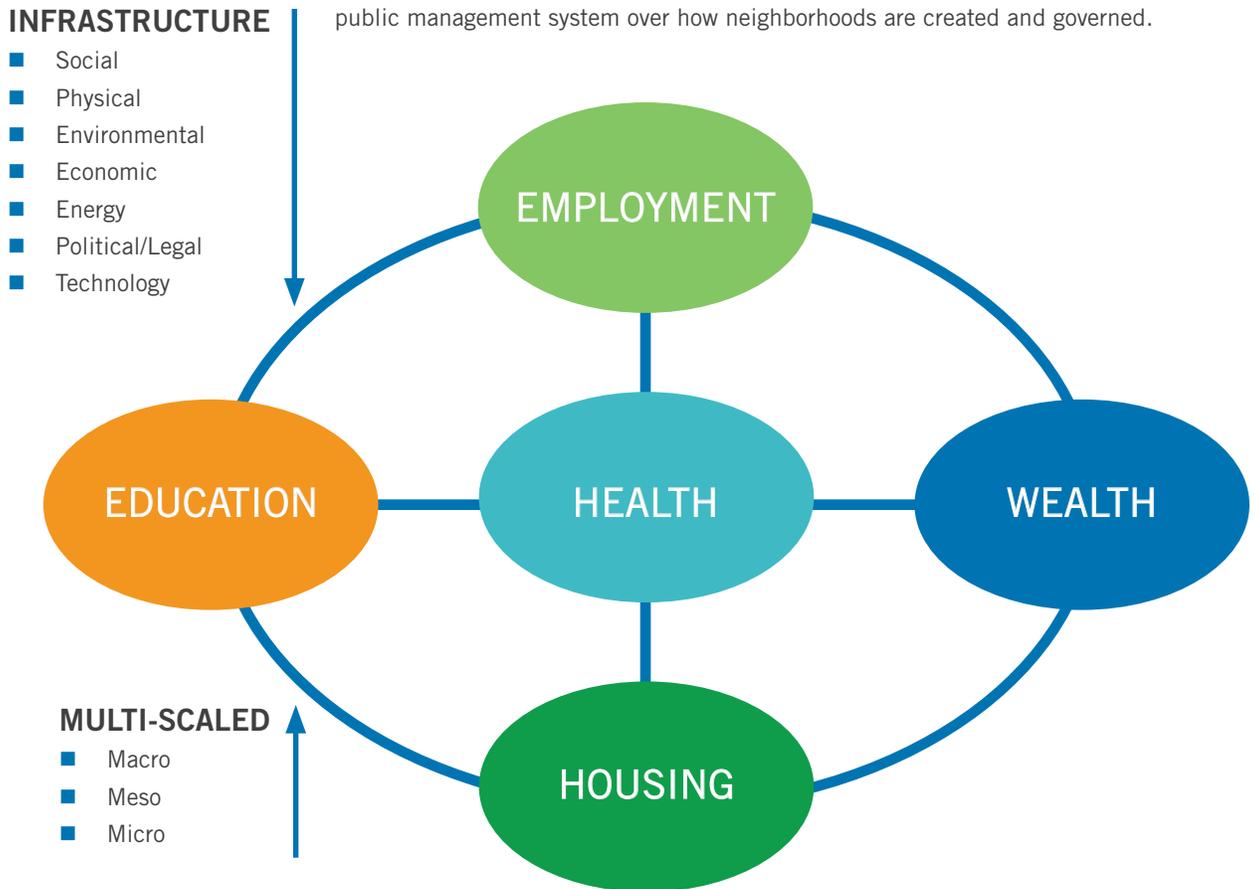


Figure 2.1: Systems Approach to Neighborhood Planning and the Distribution of Social Goods
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The figure above illustrates the interdependent relationship between social goods predictive of socioeconomic status and conditions of poverty. Each social good has a positive or negative effect on the others. For example, it is easy to see the connection between education and employment. When residents have low educational levels, employment pathways with livable wages are increasingly difficult to access, especially during times of economic recession. In turn, income is constrained and access to goods such as health care insurance, healthy foods, and affordable housing are compromised leaving households in a financially dire situation not only today but in the future. The diagram also shows how multiple forms of infrastructure provide the critical connective tissue that determines not only levels of access to these social goods but also where access to opportunity will be located turning our zip codes into unique socio-economic identifiers.² This analytical model provides a more

² See the ESRI Zipcode Lookup "What Your Zip Code Says About You" as an example http://www.esri.com/data/esri_data/ziptapestry. When entering the zip code 95824, which includes census tract 45.01 located in the heart of the Franklin District, the accompanying description states "...Many of us are recent arrivals, not highly educated, but we overcome the language barrier and earned a high school diploma. We work overtime to support our families. Most of our income goes to rent older row houses or apartments. Many of us receive supplemental income from public assistance and social security benefits. When we can, we try to help those in our culture who are living in poverty. Even though we want to be fashionable, we're not

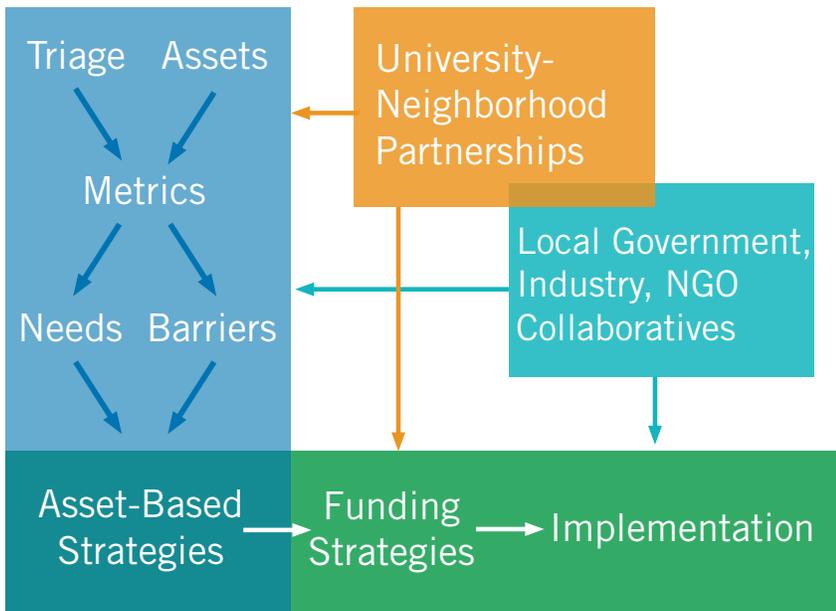


Figure 2.2: Triage/Asset-Based Strategy Approach to Neighborhood Economic Development

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comprehensive approach to understanding the number of interactive variables both qualitative and quantitative that are critical to achieving neighborhood stabilization.

As strategies for sustainability and equity become top/down administrative functions that turn regional planning into a vertical relationship based on class and race, problems of capacity and differential power arrangements between neighborhoods and public/private partnerships tend to be ignored. Our triage takes a multi-scaled systems approach to analyzing the market-based distribution system for social goods and the resulting positive or negative impacts on neighborhoods. This approach helps us assess conditions that determine whether a neighborhood will either thrive or decline into poverty and serves as a critical component for planning the economic foundation needed for building a truly sustainable environment.

It is through the triage lens that this research evaluates the delivery of social goods and infrastructure to establish the baseline neighborhood conditions necessary for practical and appropriate energy and economic development planning for Franklin. The research intentionally avoids using the term “community” as a viable tool for documenting socio-economic conditions as the term does not refer to a specific boundary but instead to a process of social cohesion. Since communities have no real defined boundaries, it is difficult to develop metrics for distribution, opportunity and levels of public infrastructure investment. As a result, the effectiveness of regional infrastructure investment plans cannot be determined or monitored at the neighborhood level. Enforcement of equity mandates is thus reduced to counting episodes of community engagement instead of accountability and imposing sanctions for unequal distribution of funding. For these reasons, the term neighborhood is used to identify a unit of analysis that allows us to develop metrics for documenting current conditions as well as assets within a known and accepted geographic boundary.

Our triage takes a multi-scaled systems approach to analyzing the market-based distribution system for social goods and the resulting positive or negative impacts on neighborhoods.

particularly brand-savvy. We save for shopping and a trip back home. When we can, we wire money home. Many of us subscribe to cable to watch BET, Spanish TV networks, and children's shows. We go online from home PCs to visit chat rooms and Spanish web sites.”

NORTH FRANKLIN DISTRICT
 BIZ LEADERS
 FEB. 11 2014
 MEETING

ASSETS

- ▷ REASONABLE RENT
- ▷ LOCATION (CLOSE TO FREEWAY)
- ▷ FBID / BIA
- ▷ CULTURE RICH
- ▷ COUNTER COMMUTE
- ▷ NEW OWNERSHIP @ CAMPBELL
- ▷ PROXIMITY TO NEIGHBORHOODS
- ▷ LOYAL CUSTOMER BASE
- ▷ ISLAND NEIGHBORHOOD (BIZ/COMM)
- ▷ SMALLER BIZ RESTAURANTS (35+)
- ▷ BEAUTY SHOPS, BAKERY, DIVERSE / SPECIAL USES
- ▷ LA FAMILIA



CHALLENGES & OPPORTUNITIES

- ▷ AREAS OF TRANSITION
- ▷ BELOW AVG. RENT RATES (SMALLER FOOTPRINTS/SGFT'S)
- ▷ REDEV. AREA / INFILL OTPS
- ▷ NEED BIGGER DRAW (FIN. MGMT)
- ▷ HOW DO WE MAKE FRANKLIN A DESTINATION?
- ▷ NEIGHBORHOOD ST. CONFIGURATIONS
- ▷ BIKE LANES (LACK OFF)
- ▷ PUBLIC TRANSIT DISCONNECTED
- ▷ BAD MEDIA (HIGH CRIME, ETC) PERCEPTION VS. REALITY
- ▷ "IF YOU BUILD IT THEY WILL COME"
- ▷ TRYING TO WORK WITH BIZ TO MODERNIZE FACE OF BIZ/BLDGS
- ▷ GEN. FEELING OF ENTIRE DISTRICT... WELL LIT. MAINTAINED...
- ▷ FIND FUNDING SOURCES TO HELP SUPPORT IMPROVEMENTS
- ▷ NO ADEQUATE PARKING / TRANSPORTATION
- ▷ NO NORMAL SERVICES FEEL. BASIC SUPPORT STRUCTURES

- ▷ NOT ENOUGH PARKS
- ▷ LOSS OF SHRA (FRANKLIN SUCCESS STRATEGY)
- ▷ BIKE / PED SAFETY

QUESTIONS:

- TRANSITION OF SUBS → ZIP CODES
- HOW DO YOU REACH THE FULL SPECTRUM OF THE COMMUNITY?
- HOW DO WE MAKE SURE CHANGES HAPPEN?

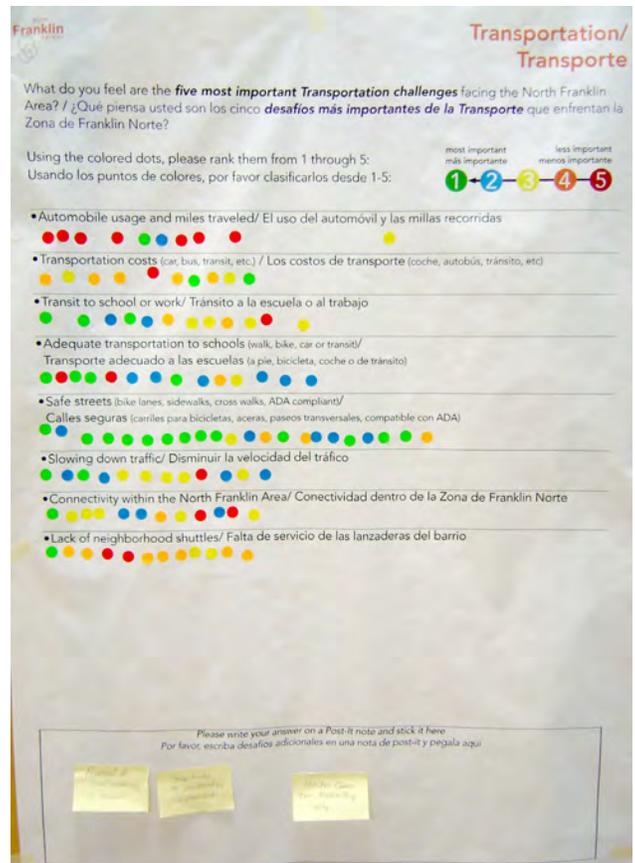


Information was gathered from field interviews with residents and property owners, observations at neighborhood, city, county and regional meetings and workshops, residential surveys, and business surveys.



Primary data sources used to assess neighborhood conditions include the five-year American Community Survey (2007-2012), interviews with residents and property owners, observations at neighborhood, city, county and regional meetings and workshops, residential surveys, and business surveys based upon the above analytical template. The surveys were developed using input from FBBA/FNDC-sponsored workshops for business owners and residents conducted by MIG, a community planning and urban design consulting firm. Workshop participants listed concerns that focused on economic development, neighborhood safety, education and employment. The results of the business workshop produced a series of questions focusing on employment, health and safety, education, wealth, housing, infrastructure, energy efficiency and transportation. The feedback from the neighborhood workshops helped produce an intercept test survey that was then deployed at places frequented by Franklin residents such as grocery stores and shopping centers.

Staff from La Familia Counseling Center assisted with deploying the test survey. Feedback from surveyors was then used to improve the survey to include more specific questions on health access and transportation. Ten bi-lingual surveyors from Mujeres Ayudando la Raza (MAR), a student organization from CSUS focusing on community service, then conducted the final door-to-door survey. A purposive approach to survey participant selection also allowed the research to target places and organizations, such as churches and service agencies where Franklin residents frequent. The advantage to this method is that a “snowball sample” could more easily target a population in terms of place and people. Surveyors could then encourage



Public workshop participants filled out surveys and used color-coded dots and post it note comments to provide feedback.

participants to identify other residents in the target area appropriate for taking the survey. This allowed survey efforts to concentrate on maximizing the response rate. Since the focus is not statistical validation or prediction, a purposive sample of 100 Franklin residents represents a practical sample size for identifying the social, economic, health and transit concerns and trends necessary for generating this report. Data was also generated from a business survey of Franklin business owners conducted in the summer of 2015 during a series of business walks with assistance from the Hispanic Chamber of Commerce and volunteers from United Latinos.

Through this triage process, local needs and external barriers to accessing critical social goods can be determined. Appropriate solutions, funding strategies and implementation plans can then be shared with local government, industry and elected representatives to utilize in planning their efforts to aid in neighborhood revitalization. Collaboratives with universities, local government, elected officials and nonprofit organizations will subsequently have a common neighborhood-specific vision and platform to move forward with action steps to secure long-term funding and resources necessary for effective and meaningful neighborhood economic development in Franklin.

DEMOGRAPHICS

The Franklin study area is roughly contained within a three-census tract area bounded by Sutterville road to the north, Highway 99 to the east, Turnbridge Road to the south and the Union Pacific Rail Line on the west. Franklin is home to an ethnically diverse

and youthful population of approximately 11,000 residents experiencing significant long-term socioeconomic disparity when compared to Sacramento County as a whole. For over 50 years, Franklin has been one of Sacramento’s most diverse neighborhoods, currently with a nonwhite population of approximately 84 percent.

Historically, Franklin has been a “port of entry” for immigrants from Central American and South East Asian countries, seeking to settle in Sacramento, countries with traditionally much larger families than US born families. Just over forty percent of residents are foreign born with one out of every three being non-citizens, a rate almost three times that of the county. Over half (57%) of Franklin residents speak a language other than English with Spanish, Hmong, Mien, Ukrainian, and Hindi being the most prevalent. Also, 38% of residents over 18 and 35% of children under 18 are linguistically isolated (speak English “less than very well”).

Franklin is also home to one of the largest concentration of Latinos in the county - a population with the highest fertility rate (over 15 points higher than whites) according to the most recent Community Health Status Report from the County of Sacramento,³ indicating the presence of a very young population. When combined with the increasing number of South East Asian immigrants, Franklin has one of the youngest populations

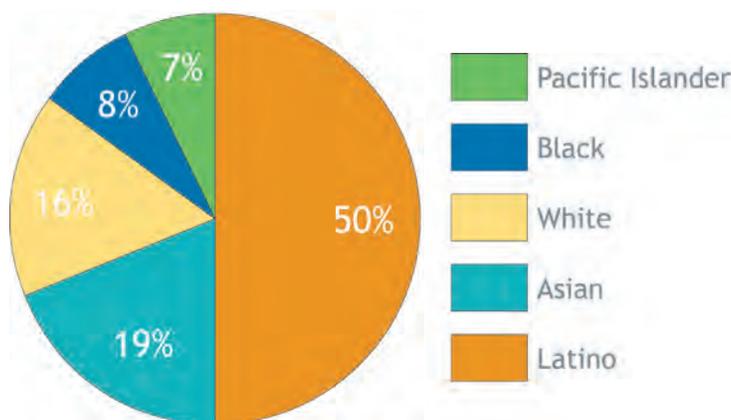


Figure 2.3: North Franklin Residents by Percent and Race/Ethnicity
Source: 5-Year ACE 2007-2012

³ Community Health Status Report. 2014. A Description of the Health Status and Mortality Experience of Sacramento County Residents. Sacramento County Department of Health and Human Services Public Health Division Disease Control and Epidemiology Unit.

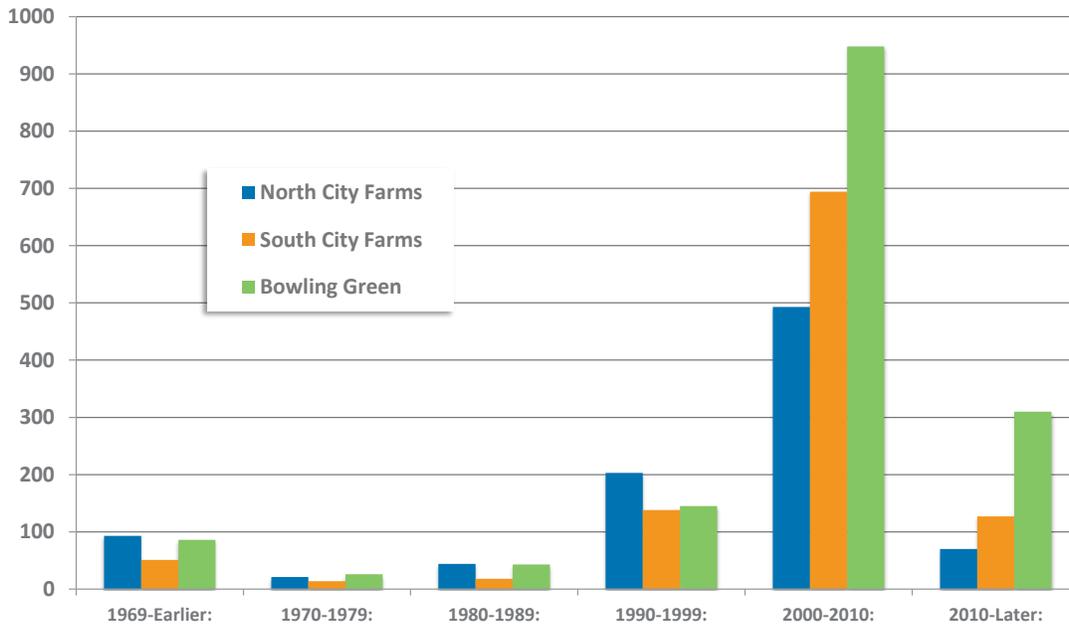


Figure 2.4: Number of Households Moving to Franklin Census Tracts by Year of Residency

in the county. One concern from this research is how a young and growing population (40% of Franklin residents are under the age of 25) in need of education and employment opportunities will be integrated into a new regional economy oriented towards technology and climate adaptation.

HOUSING

In addition to population indicators, housing conditions are key economic and social barometers of a neighborhood. Affordable housing remains critical to family well-being stability even for renters. When housing is stable for renters, families move less frequently from one neighborhood to another. Such stability helps to establish stronger social ties with residents and schools. Affordable homeownership, alongside tangible financial benefits, also brings substantial social benefits for all families residing in a neighborhood.⁴ Homeowners move far less frequently than renters and hence are embedded into the social fabric of a neighborhood for a longer period. Less frequent movement by residents acts as a crime deterrent,⁵ strengthens social ties with neighbors,⁶ and builds pathways through which resources for neighborhood building and place-making can be shared.⁷

There is also a strong correlation between homeownership and educational attainment. The decision to stay in school by teenage students is higher for those raised by home-owning parents compared to those in renting households.⁸ Studies also show that homeownership in low-income neighborhoods increases high school graduation rates.⁹ For children growing up in families with incomes less than 150 percent of the federal

4 Bratt, R. Housing and Family Well-being, *Housing Studies*, 17: 1, 13 -26.

5 G. Squires and C. Kubrin. 2006. *Privileged Places: Race, Residence, and the Structure of Opportunity*.

6 Warner, B. and P. Roundtree, 1997, "Local social ties in a community and crime model: questioning the systematic nature of informal social control," *Social Problems* 44: pp. 521-536.

7 Sampson, R., S. Raudenbush, F. Earls. 1997. "Neighborhoods and Violent Crimes," *Science* 277: pp 918-24.

8 Haynes, B. and J. Hernandez. 2008. *Place, Space and Race: Monopolistic Group Closure and the Dark Side of Social Capital*, in (eds.) T. Blokland and M.Savage. *Networked Urbanism*. Ashgate Press

9 Aaronson, D., A Note on the Benefits of Homeownership, *Journal of Urban Economics*, 47 (3): 356-369.

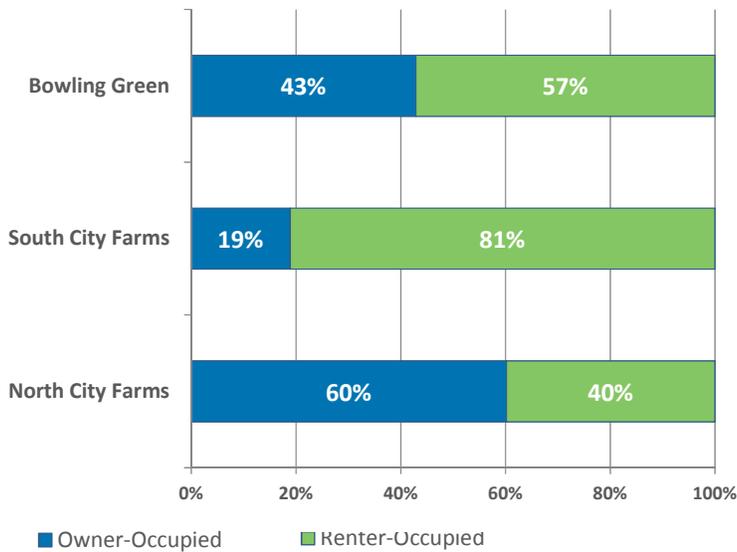


Figure 2.5: Homeownership Rates in North Franklin Census Tracts

poverty line, homeownership raises educational attainment, earnings, and welfare independence in young adulthood.¹⁰ Access to economic and educational opportunities are more prevalent in neighborhoods with high rates of homeownership and community involvement; positive educational outcomes are further enhanced by neighborhood stability achieved through homeownership.¹¹

Homeownership also has a causal effect on community investment and therefore plays a critical role in promoting neighborhood sustainability.¹² By all accounts, access to social goods like schools and health care is largely influenced by where we live. Our homes, grouped into neighborhoods, “must be viewed as constellations of opportunities” with access to social goods having powerful consequences for both residents and nonresidents.¹³ Because housing is so closely linked to employment centers and climate adaptation strategies, it remains an important part of determining

the neighborhood baseline of social and economic conditions.

Housing in Franklin can be best viewed as a set of three small neighborhoods each anchored by small churches and public schools that serve as community information hubs; all connected by the Franklin Boulevard business corridor. Approximately 1,680 single family homes along with concentrations of low-income apartment complexes make up the three-census tract residential inventory. Many of these homes were converted into rentals as owners pulled their equity and moved towards higher-priced residential locations outside of Franklin during the subprime housing boom. Franklin was one of the Sacramento neighborhoods hardest hit by the foreclosure wave beginning in the Fall of 2006. During the period 2006-2014, almost one in three (30%) of Franklin homeowners received both a Notice of Default and a Notice of Trustee sale indicating a highly unstable housing stock.¹⁴ The resulting residential displacement that came with increases in “short sales” and foreclosures made many of these homes available for investor ownership. In contrast to the county-wide homeownership rate of 60%, only 40% of homes in Franklin are now owner-occupied. Most target area residents (75%) moved into the area after 2000.

North City Farms (NCF), in the north of the business district, is bounded by Fruitridge road to the south, Sutterville Road to the north, Highway 99 to the east and 24th Street to the west. It is the oldest of the three areas. The area, which comprises census tract 36, is a product of the post-depression/post-war housing boom with the bulk of homes (78%) built before 1960. Only 0.5 percent of NCF homes were built

¹⁰ Harkness, J. and S. Neuman. 2003. Differential effects of homeownership on children from higher- and lower- income families. *Journal of Housing Research*. Washington: 2003. 14 (1).

¹¹ Harkness, J. and S. Newman, 2003. “Effects of Homeownership on Children: The Role of Neighborhood Characteristics and Family Income,” FRBNY Economic Policy Review.

¹² DiPasquale, D. and E. Glaeser. 1999. Incentives and Social Capital: Are Homeowners Better Citizens? *Journal of Urban Economics*, 45, 354-384.

¹³ L. Pulido. 2004. Environmental Racism and Urban Development. in (eds.) J.Wolsh, M. Pastor, and P. Drier. *Up Against the Sprawl: Public Policy and the Making of Southern California*.

¹⁴ Calculations using Notice of Default and Notice of Trustee Sales data from Property Radar.

after 2000. Located just south of the affluent Curtis Park neighborhood, the northern portion of NCF has become home to those home buyers seeking neighborhood stability but who are unable to afford the more expensive homes to the north. The average price for single family home in NCF is approximately \$154,000 at \$145.00 per square foot with one-third of the sales in NCF acquired between June and November 2014 immediately “flipped” by investors.¹⁵ In contrast, the average sales price in Sacramento County during the same period was \$299,000 with an average price per square foot of \$175.00.¹⁶ Of the three Franklin neighborhoods, North City Farms remains the more stable of with approximately 60 percent of homes occupied by owners and 39 percent of current residents moving in prior to 2000. For the most part, the area is fully developed. However, a few vacant and underutilized parcels do exist that can be assembled for infill residential and mixed-use development.



South City Farms (SCF) is bounded by Fruitridge Road to the north and the city limits just south of 38th Avenue in Census Tract 45.01. Most of SCF homes (85%) were built between 1950 and 1989 using similar floor plans of 800 to 1,000 square feet with one-car garages making them less popular for owner-occupant families but ideal for investors. The average price for a single family home in SCF is approximately \$111,900 at \$110.61 per square foot; a price less than half of the county average and represents a 60 percent decline from 2006 asking prices. Only 18 percent of residential properties are owner-occupied and most its residents (79%) arrived in the area after 2000.



A concentration of absentee-owned apartments, duplexes and fourplexes are in the “The Avenues,” a residential area just to the east of the Capital Commerce site at 6200 Franklin Blvd. This multi-family collection of predominantly investor-owned properties has become a cluster of low-income tenancy and assorted illegal activities raising serious concerns for neighborhood safety and stability. Some of the apartment complexes are quite large with 30 or more units in an area and have some of the highest rates of criminal activity and unemployment in the Sacramento area. [pictures of the avenues goes here] The recent closing of Maple Elementary School makes South City Farms even less desirable for a household seeking to buy a home for occupancy and long term investment. The area is mostly developed except for one opportunity site on Franklin Boulevard between 37th and 38th Avenues and a number of scattered lots in The Avenues that present significant challenges for developers.



The bulk of the Bowling Green neighborhood’s (Census Tract 45.02) housing stock (57%), was constructed during the 1960s and 1970s, an important period of suburban sprawl in South Sacramento. The average price for single family home in Bowling Green is approximately \$181,000 at \$111.00 per square foot; a price approximately 60 percent of the county average and represents a 55 percent decline from 2006 asking prices.¹⁷ Only 43 percent of residential properties are owner-occupied and the majority of Bowling Green residents (81%) moved into the area after 2000. A group of apartment complexes and multi-family rental units raises concerns with neighborhood



The Avenues has become a cluster of low-income tenancy and assorted illegal activities raising serious concerns for neighborhood safety and stability.

¹⁵ Calculations using Multiple Listing Service Sales data for 2014 from Sacramento Association of Realtors (SAR). However, homes located in a very small 2 block section of NCF directly adjacent to the southern border of Curtis Park sell for considerably higher prices (\$325,000-\$385,000) and are not reflective of the greater NCF sales prices.

¹⁶ Calculations using Multiple Listing Service data from Sacramento Association of Realtors and Trendgraphix as of December 2014.

¹⁷ Ibid.

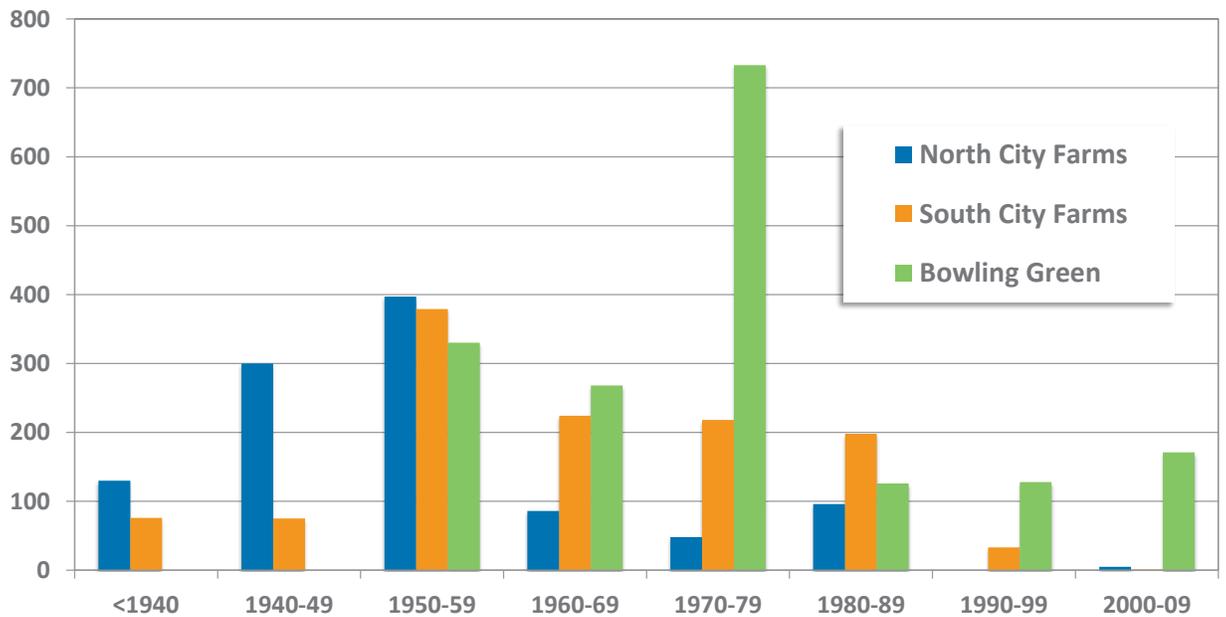


Figure 2.6: Single Family Homes in Franklin by Census Tract and Year Built

safety and stability. A number of vacant parcels exist for small scale residential development in the northern portion of the census tract.

In summary, 92 percent of homes in the three-census tract target area were built prior to 1990, suggesting a critical need for energy efficiency and maintenance that can potentially bring significant savings to Franklin households experiencing financial challenges and uncertainty. With a homeownership rate of only 40 percent and 62 percent of renter households paying over 35 percent of their income towards housing, housing conditions in Franklin indicate a wave of new residents fueled at first by a housing bubble that priced lower-income households out of the housing boom, then by the recent subprime/foreclosure crisis with unstable residents entering the community in search of affordable housing options now controlled by investors.

Concentrations of multi-family rentals in census tract 45.01 and 45.02 contribute to instability with a combination of crime, poverty and unemployment making the area less desirable for new homeowners and for retaining stable households with means for mobility. In addition, a number of absentee landlords neglect maintenance of their investment properties.

The low rates of homeownership also indicate that residents will be less inclined to move towards energy efficiency as renters are less likely to invest in home improvements for a property they do not own. Likewise, nonresident property owners will not prioritize “green” upgrades and maintenance as they will not be directly enjoying the benefits of such improvements that could be costly to maintain when properties are occupied with less-concerned temporary renters.

Important to note in the discussion of neighborhood housing is the regional priority of Transit Oriented Development (TOD) as a strategy for climate adaptation and building sustainable communities. The concept behind TOD is to mesh environmentally conscious residential development with public transit, public infrastructure planning,

and employment centers. In theory, TOD helps reduce driving, reduces greenhouse gas emissions, increases access and use of public transit, and improves local economies. Municipalities have used TOD to create a sense of place while adding retail, housing, and mixed use sites to enhance their tax bases.¹⁸ Reduced vehicle miles, according to this logic, means reduced fuel consumption, better air quality and improved environmental conditions. Increases in property values and property taxes are associated with TOD along with improved social cohesion through interactions among residents and visitors. Improved fitness and health through increased walking and biking and improved transit options for nondrivers also make TOD an attractive option for revitalizing distressed localities.¹⁹ The TOD path is also encouraged by local governments and developers as the associated public infrastructure investment ensures a spike in property values for nearby land owners.²⁰

Although Franklin has two light rail stations, the criteria now being considered by local agencies for disseminating TOD development funding may very well exclude Franklin. Public transit near Franklin does not connect to existing opportunity sites for residential development making the housing/transit proximity requirement impossible to meet. Only one opportunity site exists near the 47th Avenue station but it lies along a row of industrial and freight operations not conducive to residential development. Also, the Franklin neighborhood does not have the public amenities or “generators” that bring in market-rate residential development as well as the additional public transit investment needed to create the neighborhood efficiencies characteristic of TOD. Franklin is caught in a classic “chicken and egg” scenario where public investment in efficient transit is discouraged due to a lack of development while developers are concerned with a lack of neighborhood amenities they can leverage to attract clients to new development projects - efficient transit being one of them.

There are many impediments to realizing TOD in Franklin. First, the age of the area’s physical infrastructure presents unknown costs and liabilities for public works agencies and developers. In contrast with newer suburban residential development, Franklin’s physical infrastructure is much older with aging sidewalks, roads and utilities presenting significant challenges that add to development costs. Lots are also considerably smaller in Franklin than suburban/exurban “greenfield” sites and consequently do not bring a rate of return on investment capital that makes a project economically feasible for developers and housing agencies to realize a substantial profit. Many developers are not willing or are simply not in the position to absorb these hidden extra costs, especially for projects in neighborhoods with higher than normal crime activity.²¹

Without innovation in applying TOD guidelines, access to development capital for neighborhoods like Franklin will continue to be directed to more profitable suburban or downtown areas. The opportunity for TOD in Franklin is lost in the prioritization of developer profit and downtown and suburban stability taking priority over social equity

Although Franklin has two light rail stations, the criteria now being considered by local agencies for disseminating TOD development funding may very well exclude Franklin.

18 See: Quality of Life, (e)Quality of Place: Growing Local Economies through Equitable Transit-Oriented Development. 2014. Center for Neighborhood Technology.

19 e Capturing the Value of Transit. 2008. Prepared for the US Department of Transportation, Federal Transit Administration. Center for Transit-Oriented Development.

20 Ibid.

21 For an excellent discussion of these issues as they apply locally, see Infill Development in a Post-Redevelopment World, Domas Development. 2014; See also Sacramento Transit Oriented Development Collaboration, 2014. Financing Equitable Transit-Oriented Development in the Sacramento Region. Enterprise Community Partners, Center for Transit-Oriented Development, Enterprise Low-Income Investment Fund.

mandates to revitalize distressed neighborhoods. Thus, social equity, an important component of the regional TOD strategy, will be lost and further contribute to widening the existing neighborhood wealth gap characteristic of the Sacramento region and Franklin.

WEALTH AND HEALTH INDICATORS

Income and health indicators provide evidence of long-term socioeconomic instability in Franklin. Census data reveals that 47 percent of Franklin children are living in poverty and that 42 percent of Franklin households with children under 18 receive benefits from the Supplemental Nutrition Assistance Program (SNAP) to supplement daily nutritional needs. In comparing the Average Annual Household Income for Sacramento County (\$65,184) with Franklin, income for North City Farms households (\$35,648) is slightly more than half of the county average. For households in South City Farms, the annual household income of \$26,827 is only 41 percent of the county average. In fact, the income gap of \$38,357 between SCF households and county households is actually greater than their average annual income making the SCF census tract one of the most impoverished in Sacramento County. In Bowling Green, the average household income (\$28,179) is slightly higher than that of SCF households but is still a dismal 43% of the county average.

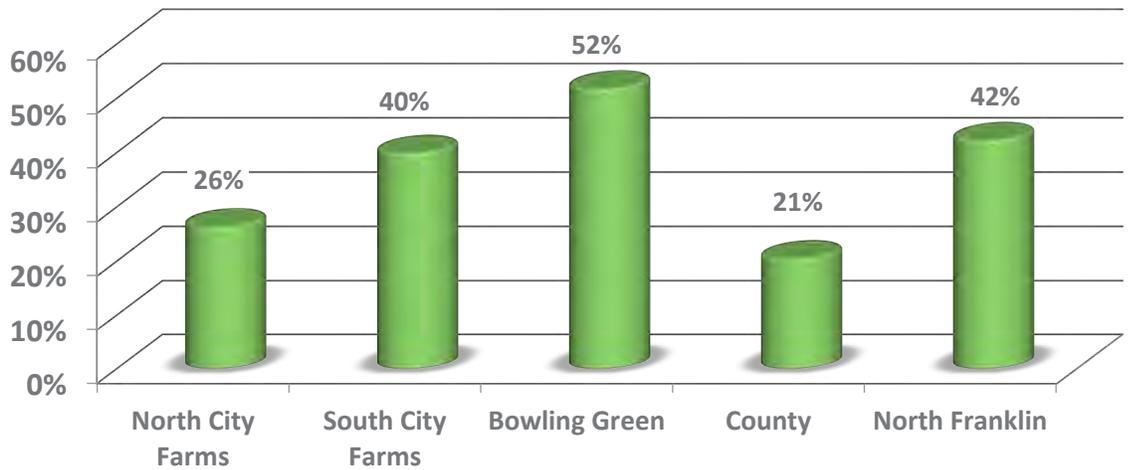


Figure 2.7: Percent of Households Receiving SNAP Assistance

The median incomes for Franklin households were also compared to estimates by the Economic Policy Institute (EPI), which calculated the income a family needs to attain a secure yet modest living standard. The EPI estimates community-specific costs of housing, food, child care, transportation, health care, other necessities, and taxes. The budgets, updated for 2013, when compared with official poverty thresholds such as the federal poverty line and the Supplemental Poverty Measure, provide a more accurate measure of economic security.²² Using a two-parent, two child household in the Sacramento metropolitan area as an example, the EPI calculates the annual total income needed to meet monthly costs associated with housing, transportation, and other necessities such as health and child care at \$65,220, an amount just over median household income for Sacramento County. The EPI estimates show the average Franklin family needing more than twice the amount of their current median income

²² See the Economic Policy Institute's Family Budget Calculator. <http://www.epi.org/resources/budget/>

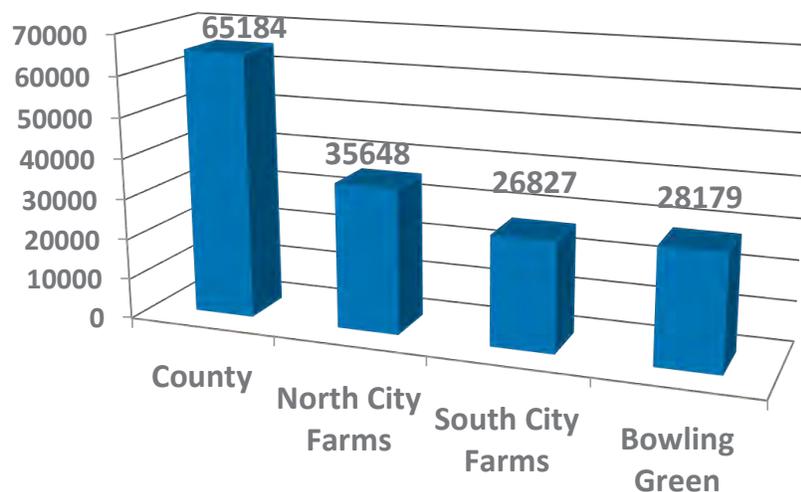


Figure 2.8: Median Household Income

just to get by indicating the precarious financial situation of neighborhood residents who are essentially liquid asset deficient with little or no signs of recovery in the aftermath of the Great Recession.²³

A recent report on household assets and opportunity by the Corporation for Enterprise Development (CFED) confirms the extreme economic conditions for area residents. Their 2015 Assets and Opportunity Scorecard for the Lemon Hill area, an area which includes Franklin residents, finds that 73 percent of area households are liquid asset poor; a rate surpassed only by the Fruitridge Pocket neighborhood just east of Franklin (75%).²⁴

The high income-to-household expense ratio along with the recent wave of foreclosures in Franklin has led to unstable housing conditions that have a negative effect on family health and contribute to the public health crisis in Franklin.²⁵ Recent studies have found that mortgage strain and foreclosure can lead to depression, anxiety, and poor mental health.²⁶ Consistent with these studies, La Familia Counseling Center reports a significant increase in the demand for mental health services in Franklin. Additionally, a recent survey in South City Farms asked residents if they or someone they knew

23 For a more detailed discussion on the racial wealth gap and its effects, see Tibbet, R. et al., 2014. Beyond Broke: Why Closing the Racial Wealth Gap is a Priority for National Economic Security. Center for Global Policy Solutions. Duke University.

24 Liquid asset poverty measures the minimum amount of liquid savings (i.e., cash, retirement savings, checking account, etc.) a household would need to get by at the poverty level in the event that an emergency left them without income. How much a household would need in liquid savings to avoid falling below this conservative threshold varies by household size. A household of four with less than \$5,963 in savings is asset poor. Source: Assets and Opportunity Local Data Center, Corporation for Economic Development. <http://localdata.assetsandopportunity.org/map>

25 See Currie J, and Tekin E. 2011. Is the Foreclosure Crisis Making us Sick? National Bureau of Economic Research, Working Paper No 17310. Available at: <http://www.nber.org/papers/w17310>; Pollack CE, and Pelizzari P, Alley D, Lynch J. 2011. Health Concerns at Mortgage Counseling Sessions: Results from a Nationwide Survey. Available at: http://www.foreclosure-response.org/assets/foreclosureresponse/Pollack_HealthConcerns.pdf; Pollack CE, and Lynch J. 2009. Health status of people undergoing foreclosure in the Philadelphia region. *American Journal of Public Health*, 99(10):1833-1839; Evans, G. 2004. The Environment of Childhood Poverty. *American Psychology*, 59(2): 77-92.

26 See Osyuk, T., Caldwell, C., Platt, R., and Misra D. 2012. The Consequences of Foreclosure for Depressive Symptomatology. *Annals of Epidemiology*, 22(6):379-387; Alley, D., Lloyd, J., Pagán, J., Pollack, C., Shardell, M., and Cannuscio C. 2011. Mortgage Delinquency and Changes in Access to Health Resources and Depressive Symptoms in a Nationally Representative Cohort of Americans Older than 50 Years. *American Journal of Public Health*, 101(12):2293-2298; Nettleton S, Burrows R. 2000. When a Capital Investment Becomes an Emotional Loss: the Health Consequences of the Experience of Mortgage Possession in England. *Housing Studies*, 2000, 15(3):463-478.

would use mental health services if located at the repurposed Maple School facility. Over 53 percent of respondents answered yes.²⁷

The South City Farms survey also asked if residents would use health care services if located at the Maple School site. Ninety percent of respondents answered yes confirming the need for health services in Franklin.²⁸ A 2012 Supporting Community Connections (SCC) Needs Assessment also substantiates the need for health care access.²⁹ Nearly 72 percent of SCC families polled did not have health insurance. Sixty-four percent of respondents said they don't know where to go for health care with transportation listed as a major problem in getting to health care facilities. Without adequate public transit, many families depend on family members who are employed to take them to medical appointments while these family members lose valuable days of wages in the process. Findings from our neighborhood survey of 100 Franklin households in North and South City Farms also support these observations. Eighty-one percent of respondents indicated that they do not have health care insurance. When asked to list the top three places you go to when you need treatment or support, 31 percent of residents surveyed listed the name of a local pharmacy such as Rite Aid or Walgreens. Only two percent of households indicated using a physician located in Franklin—a physician that is no longer in practice.

Socio-economic data for Franklin also raises concerns regarding child health and development as access to higher levels of resources may lead to differences in a child's brain structure and cognitive development.

Family income is linked to wellness factors such as nutrition, health care, schools, play areas and air quality; conditions that help shape the developing brain among children from the lowest-income families. We now know that small differences in income are associated with relatively large differences in a number of regions in the brain associated with skills important for academic success implying that income relates most strongly to brain structure among the most disadvantaged children.³⁰

Socioeconomic status (SES) is strongly associated with cognition and achievement with disparities in language and memory skills. These SES disparities in developmental trajectories of language and memory are present in children as young as 21 months of age.³¹ This important connection between income and health raises considerable concern for Franklin children as they enter the public school system given the high rates of poverty in the neighborhood.

A review of the UC Davis Health Systems (UCDHS) Community Health Needs Assessment (CHNA) also helps understand health conditions in Franklin. The CHNA is an assessment of local health conditions conducted to comply with the Patient Protection and Affordable Care Act (ACA). The ACA added new federal requirements for not-for-profit hospitals and health systems, including academic medical centers and teaching hospitals. In order to maintain tax-exempt status under Section 501(c) (3) of the federal tax code, not-for-profit hospitals are required to conduct a community health needs assessment and develop a companion implementation plan. The

27 See Maple Elementary Survey: Resident Responses to the Future Use of the Maple Elementary School Site. July 14, 2015. Center for Public Interest and Design and Sacramento Area Council of Governments.

28 Ibid.

29 See Supporting Community Connections Community Needs Assessment. La Familia Counselling Center. Sacramento County Division of Behavioral Services. March 2012.

30 See Noble, K.G., et al. 2015. Family Income, Parental Education and Brain Structure in Children and Adolescents. *Natural Neuroscience*. 18(5):773-8.

31 See Noble, K.G., et al. 2015. Socioeconomic Disparities in Neurocognitive Development in the First Two Years of Life. *Developmental Psychobiology*. 2015 Mar 30. doi: 10.1002/dev.21303.

UCD Medical Center (UCDMC) is the closest hospital facility to Franklin residents. Therefore, the UCDHS CHNA is most appropriate for our review in understanding local health conditions and disparities.³²

The CHNA relies on socio-demographic data to develop a community health vulnerability index that identifies zip codes most vulnerable to chronic disease disparities and poor mental health. Low levels of education, concentrations of nonwhite residents, high unemployment rates, lack of health insurance, limited English proficiency, high rates of female-headed households, and low rates of homeownership characterize what the CHNA identifies as a “Community of Concern” in Sacramento County where residents are living with a high burden of disease.^{33, 34}

Franklin is in three of the zip codes identified within the UCDMC geography of concern; an area that the CHNA indicates residents are highly vulnerable to chronic disease disparities and poor mental health outcomes along with higher than normal rates of emergency room visits, hospitalization for diabetes, heart disease, stroke, hypertension, respiratory illness, and substance abuse related mental health. The CHNA also found that a lack of access to primary health care services, lack of access to mental health treatment and prevention services, and lack of access to coordinated care represent significant barriers to accessing health care in the Franklin zip codes and other similarly designated communities of concern.

The UCDHS CHNA Implementation Plan provides a comprehensive list of priority health needs and environmental and behavioral health drivers characteristic of households located in the Community of Concern, a geography that includes Franklin.³⁵ However, our review of the CHNA Implementation Plan shows no indication of clear and direct strategies to mitigate these public health concerns in Franklin and other similarly situated South Sacramento neighborhoods. Although the plan makes references to community partnerships as a priority, there is no indication on how these partnerships actually create increased opportunity and access to services except at the Medical Center campus.

The CHNA Implementation plan indicates reliance on local Federally Qualified Health Centers (FQHC) for absorbing the increase in care required to meet the needs of patients identified in the CHNA.³⁶ However, this strategy may be unreasonable as these centers/clinics are small and may not have the capacity to expand to adequately meet the health needs of South Sacramento neighborhoods. Weekend (Saturday only) health clinics managed by UCDMC medical students likewise have a very limited capacity to meet neighborhood health needs. At the Imani Clinic where many Franklin residents go for services, patients must be present by 8:00 A.M. on Saturday morning to see a physician with patients often waiting until mid-afternoon to receive care. A recent

Environmental/Behavioral Health Drivers Identified in UCD CHNA for Franklin zip codes

- Lack of access to primary health care services
- Lack of access to mental health treatment and prevention services
- Lack of access to coordinated care
- Lack of access to healthy food
- Safety as a health issue
- Stress of living in poverty
- Limited opportunities for physical activity
- Lack of substance abuse treatment and prevention programs

32 See Community Health Needs Assessment. 2013. University of California, Davis Medical Center.

33 Community Health Needs Assessment Reports can be obtained at <http://www.healthylivingmap.com/report.php>

34 Our study area is located in parts of zip codes 95820, 95824, 95823. All three zip codes were designated as communities of concern by the UCDMC CHNA.

35 See 2013-2015 CHNA Implementation Plan. University of California at Davis Medical Center. The priority health needs are Diabetes, Heart Disease, Stroke, Hypertension, Mental Health, Substance Abuse, Self-Inflicted Injury, Respiratory Illness (COPD, Asthma, Bronchitis), Asthma, Assault and Unintentional Injury, and Accidents.

36 Section 330 of the Public Health Service (PHS) Act defines the Federal Health Center Program as the funding opportunity for organizations to provide care to underserved populations. A Federal Qualified Health Center (FQHC) is an outpatient clinic that qualify for specific reimbursement systems under Medicare and Medicaid that provide funding to help with the costs of uncompensated care in inner city and rural areas.

The abundance of data from multiple sources all indicate economic and public health concerns for Franklin, a federally designated medically underserved area—a designation that clearly indicates a lack of access to health related services.

survey by the clinic indicates that 69 percent of the Imani patients are Latino with an average age of 50 years. Over 96 percent of surveyed patients indicate that the clinic is their regular source of care.³⁷

Adding to this concern is increased enrollment in Covered California, the statewide health insurance program. A large number of these households are now Medi-Cal eligible at a time when health providers are turning away such patients. In addition, Senate Bill 4 (Chapter 709; Statutes of 2015) now extends Medi-Cal benefits to undocumented immigrant youths under the age of 19. When coupled with the recent cancellation of the UCDMC Medi-Cal contract for providing primary care services to Medi-Cal patients, the capacity of local health care providers to meet the demands for health care services to such places such as Franklin remains questionable. With reimbursement rates so low for Medi-Cal services, physicians are literally turning away Medi-Cal patients.³⁸ Also troublesome is that CHNA implementation plans fail to acknowledge the need for increased physical presence of adequate health care delivery systems in the neighborhood. Because the CHNA process contains no monitoring or sanction provisions, there is no accountability nor political or economic incentive for health care systems to meet the needs of neighborhoods such as Franklin.

Data from the California Environmental Protection Agency (CalEPA) also documents serious public health concerns in Franklin. The agency's CalEnviroScreen 2.0, an environmental health screening tool, evaluates multiple pollution sources in an area to determine a neighborhood's vulnerability to pollution's adverse effects. The screening tool measures a pollution burden, which consists of pollution exposures and environmental effects, and measures population characteristics such as socioeconomic factors while identifying sensitive populations (e.g. health status, race and age). The screening tool identifies census tracts that are disproportionately burdened by multiple sources of pollution and environmental conditions in addition to high concentrations of poor and minority residents. The result is an index that assigns a rank for each census tract accordingly to its level of vulnerability when compared to other census tracts across the state.³⁹ Franklin census tracts rank among the most impacted in the state in terms of vulnerability to the effects of pollution and poverty. North City Farms ranks in the top 25 percent, South City Farms ranks in the top 15 percent and Bowling Green ranks in the top 5 percent of most vulnerable census tracts in the state.

The abundance of data from multiple sources all indicate economic and public health concerns for Franklin, a federally designated medically underserved area—a designation that clearly indicates a lack of access to health related services.⁴⁰

Resident survey respondents also indicated concerns with gangs and violence (71%), drug abuse (55%), and the lack of parks and places for recreation and exercise (55%)

37 Survey data provided by Imani Clinic, May 2015.

38 See *In the Wake of the Affordable Care Act: Understanding Community Barriers and Facilitators to Health Care Access*. Findings from a Community-Based Survey of South Sacramento. Texas Health Institute. September 2016. This recent report also reinforces the findings of the CHNA and reiterates the urgency for adequate neighborhood health care services.

39 See *California Communities Environmental Health Screening Tool, Version 2.0*. Guidance and Screening Tool documentation. California Environmental Protection Agency. August 2014.

40 See the US Department of Health and Human Services, Health Resources and Service Administration: Federally-Designated Medically Underserved Area at <http://muafind.hrsa.gov/index.aspx>

as contributors to poor neighborhood health; all are indicators of economic instability and health vulnerability.⁴¹

It is clear that household and neighborhood-level poverty has a direct effect on a person’s ability to stay healthy. From a social epidemiological perspective, these social determinants of health present some very real challenges to neighborhood stability as well as a very urgent public health problem in Franklin. Environmental hazards, lack of public space such as parks, inadequate public transit to access health care, concentrated poverty, low school performance, high unemployment rates, housing instability and high crime rates, just to name a few, must be viewed as urgent public health concerns, especially when they remain concentrated over such a long period of time in one locality. Moreover, the lack of public investment in health delivery in distressed neighborhoods is painfully obvious when comparing Franklin to suburban locations. Reliance on the current system of student-operated Saturday clinics and FQHCs located in other neighborhoods will not provide the capacity needed to address the increasing health concerns identified in the UCDMC CHNA. With a new population of Franklin residents enrolled in health insurance programs through the ACA and undocumented youth via SB 4, access to health services is now an urgent priority that requires a more decentralized system of health care delivery based on patient and neighborhood need rather than a return on investment.

EMPLOYMENT AND EDUCATION INDICATORS

Historically, the work force in Franklin functioned as labor support for the region’s post-World War II economy. Food processing at the former Campbell Soup cannery generated a number of spin-offs that resulted in blue-collar jobs along the Franklin corridor. Trucking, warehouse, and light manufacturing firms located to Franklin drawn by the availability of large tracts of vacant and inexpensive land. Automobile sales from the old Florin Road Auto Mile, now relocated to the center of the suburban housing boom in Elk Grove, also produced spin-offs that resulted in many job opportunities. Over the years, Franklin became an employment center for many immigrants where low-educated, non-English speaking workers could obtain good paying jobs to support their families. Many of these jobs became intergenerational with sons and daughters working in the same places as their fathers and mothers. Those jobs are no longer in Franklin.

At the time of this research, 22 percent of the Franklin workforce were unemployed, 14 percent higher than the county average. Equally troubling, 42 percent of Franklin residents over age 16 were not participating in the labor force. Those that are working remain concentrated in declining blue-collar and low-wage employment sectors. When compared with county averages, the Franklin workforce is overly represented in service, sales, construction and maintenance, and

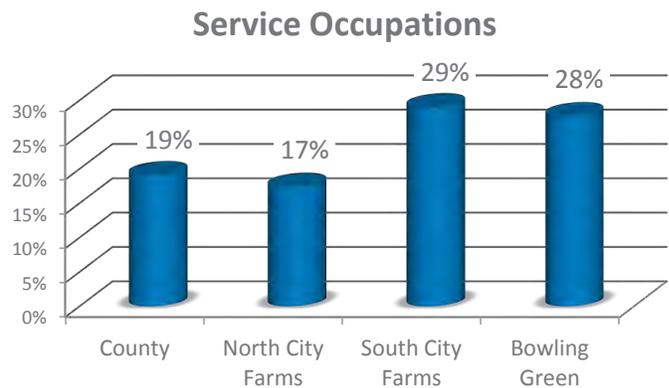


Figure 2.9: Service Occupations

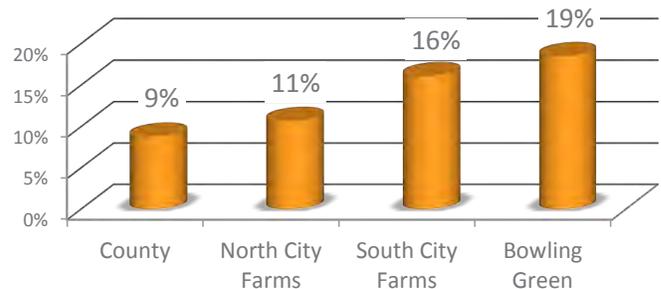


Figure 2.10: Natural Resources, Construction and Maintenance Occupations

41 See UCDMC CHNA Implementation plan at note 53.

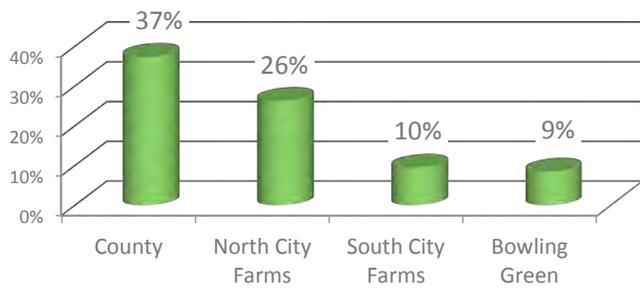


Figure 2.11: Management, Business, Science, and Arts Occupations

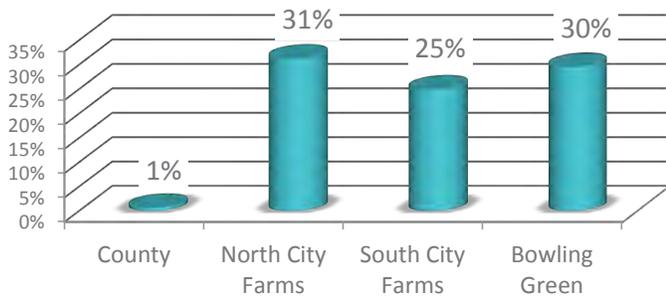


Figure 2.12: Production, Transportation, and Material Moving Occupations

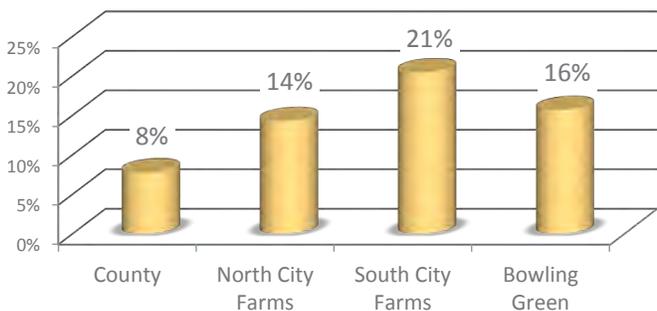


Figure 2.13: Sales and Office Occupations

production jobs—all of which are more adversely impacted during economic recessions. The Franklin workforce also remains noticeably underrepresented in management, business and science occupations.⁴²

The Franklin workforce for the most part remains linguistically isolated, under-educated, low-skilled and unprepared to integrate into the new technology, health care, and energy-related work paths that rely on higher levels of education and experience. Thirty-nine percent of Franklin residents aged 24 years or older are without a high school diploma, more than twice the rate of the county. Only eight percent of Franklin residents have a bachelor's degree. Such low levels of educational attainment contribute to chronic unemployment rates and distressed income levels for Franklin.

It is well known that socioeconomic conditions impede learning and that health conditions are closely tied to educational attainment. “Out-of-School” factors common among the poor are known to significantly affect the health and learning opportunities of children, and limit what schools can accomplish on their own. These factors include inadequate medical, dental, and vision care, inadequate medical insurance, food insecurity, environmental pollutants, family stress, and neighborhood conditions. These factors trigger a host of poverty-induced physical, sociological, and psychological problems that children bring to school, ranging from neurological damage and attention disorders to excessive absenteeism, linguistic underdevelopment, and oppositional behavior.⁴³ Adolescents who experience worse health are substantially less likely to complete high school and to transition to post-secondary education.⁴⁴ Child poverty also contributes to low student test scores and graduation rates.⁴⁵

Discussions with teachers, school board members, and parents in school district committees along with observations and interactions with parents in public meetings, survey data and a number of demographic data sources indicate that these “out-of-school factors” are clearly present in Franklin and play a powerful role in generating and maintaining existing achievement gaps. Teachers report how Franklin and South Oak Park students are not always successful in making decisions between surviving in school and surviving in their neighborhood. Teachers also note how a number of students from Franklin are enrolled in Credit Recovery School where classroom interaction

⁴² Source: 2012 5-year American Community Survey

⁴³ Berliner, D. 2009. Poverty and Potential: Out-of-School Factors and School Success. Boulder and Tempe: Education and the Public Interest Center & Education Policy Research Unit.

⁴⁴ Haas, S. and N. Edward. 2008. Health and the Educational Attainment of Adolescents: Evidence from the NLSY97. Author(s): Journal of Health and Social Behavior, Vol. 49, No. 2, pp. 178-192.

⁴⁵ Weiss, E. and D. Long. 2013. Market-oriented Education Trumps Reality: The Impacts of Test-Based Teacher Evaluations, School Closures, and Increased Charter School Access on Student Outcomes in Chicago, New York, and Washington, D.C. Broader, Bolder Approach to Education.

is replaced by online courses to make up classes needed to graduate.⁴⁶ Although graduation happens, what level of education received is still questioned by teachers. Students often don't complete courses because they cannot read at course level. How online coursework resolves this dilemma is still debatable.

Also of concern is the connectivity between educational programs for Franklin students and regional employment pathways now being forged by Sacramento's Next Economy, the shared economic development strategy for the Capital Region. NextEd, the workforce development and education affiliate of the Sacramento Metro Chamber of Commerce, supports educational programs and policies to develop a pipeline of talent for the career paths targeted by the Next Economy. Through their Capital Academies and Pathways (CAP) program, NextEd provides funding for career focused course sequences or electives offered in high schools that help prepare students with the critical skills to be successful in their future careers as well as inform them of career options that are relevant and critical to our region's economy. CAP programs include coursework on sustainable agriculture, technology, digital media, green energy technology, architectural design and engineering, biotechnology and other educational pathways related to Next Economy job clusters. Again, given the data available, there is reason for concern that Franklin students may not be fully prepared for participating in the Next Economy workforce. High levels of youth unemployment and a shortage of people with critical job skills confirm the need for concern.

It is increasingly apparent that the current economic segregation between census tracts in Sacramento exacerbates inequality between high-income and low-income children. This wealth gap impacts the educational achievement of low-income children⁴⁷ and harms their long-term educational attainment.⁴⁸ When schools are so highly segregated by income and race, problems related to poverty occur simultaneously, with greater frequency, and act cumulatively in schools serving disadvantaged communities.⁴⁹ It is this cumulative effect that raises concern in Franklin. Franklin students are still in need of very basic items such as dental care, mental health counseling, or even a safe place to go to after school. Failing to provide support that alleviates impediments posed by poverty ensures continued low student test scores and graduation rates, and large gaps between average test scores of white and affluent students and test scores of minority and low-income students.⁵⁰ Without any real comprehensive and coordinated interventions that focus on the Franklin neighborhood, we should expect negative long-term educational attainment patterns as well as employment challenges to continue in Franklin given the troubling indicators noted above.

It is increasingly apparent that the current economic segregation between census tracts in Sacramento exacerbates inequality between high-income and low-income children.

⁴⁶ See also: Online program gets struggling high school students ready to graduate: Aventa Learning by K12 helps credit-deficient students catch up, return to school. District Administration, October 2011. District Administration Custom Publishing Group.

⁴⁷ Mayer, S. 2002. How Economic Segregation Affects Children's Educational Attainment. *Social Forces*, Vol. 81, No. 1, pp. 153-176.

⁴⁸ Quillian, L. 2014. Does Segregation Create Winners and Losers? Residential Segregation and Inequality in Educational Attainment. *Social Problems*, Vol. 61, Issue 3, pp. 402-426.

⁴⁹ See Weiss and Long at note 63

⁵⁰ Ibid.

TRANSPORTATION

Public transit is the most efficient means for allowing large numbers of people to move freely through cities making it an essential tool in the development of our cities, regions, and states.⁵¹ The importance of public transit to neighborhood sustainability is no different. Transportation predetermines the success of neighborhood development as it lays the foundation for place-making activities to occur and as a result, has a profound effect on the daily lives of residents. The economic vitality of cities and regions is contingent upon the ability of neighborhood residents to get to work, to engage in commerce and leisure, and to reach places where social goods are exchanged.⁵²

One important way to get to work is via public transit. A high-quality public transit network can allow employers to benefit from the clustering of people and businesses, and thereby raise productivity in neighborhoods such as Franklin. Public transit also supplies travel choices for workers, and remains especially important to populations that can't afford a car. Census data reveals that one-in-five South Sacramento households do not have access to a car making public transit a most important public amenity.⁵³ Research shows that problems with the daily commute don't affect just workers—they also affect the “bottom line” of employers.⁵⁴

Simply put, transportation is essential for the market economy of our cities to function.⁵⁵ Logically then, transportation investment leads to wealth accumulation and economic growth. In turn, differential investment levels in transportation infrastructure signals a wealth gap between neighborhoods, a problem clearly visible in the Sacramento region. Over three-quarters of all jobs in the 100 largest metropolitan areas are in neighborhoods with transit services.⁵⁶ The importance of effective public transit in Franklin is apparent to both households and local businesses, especially given the suburbanization of jobs in the region and how it obstructs transit's ability to connect workers to opportunity and jobs to local labor pools.⁵⁷ In our survey of Franklin business owners, 59 percent of respondents indicated that transportation to and from work is one of their most important concerns for their business regarding their employees. It is easy to see that public transportation is indeed vital to maintaining a stable business district.

The problem of differential public transit investment in Sacramento neighborhoods is of the utmost importance given the geographically-oriented ethnic mix of the city. Research shows that nonwhite neighborhoods with concentrations of poverty remain highly dependent on public transit. To the extent that nonwhites and recent immigrants are more likely to have low incomes, access to employment and transit dependence will continue to have both economic growth and equity consequences.⁵⁸ Nonwhites are

51 See J. Walker. 2012. *Human Transit: How Clearer Thinking about Public Transit can Enrich our Communities and our Lives*. Island Press.

52 Ibid.

53 See “Car ownership takes hit: Number of households without own vehicle up 25 percent during region's economic slide.” *The Sacramento Bee*. October 1, 2012

54 See Tomer, A. *Where the Jobs Are: Employer Access to Labor by Transit*. Brookings. July 2012.

55 Ebberts, R. 2000. *Understanding the Impact of Transportation on Economic Development*. *Transportation in the New Millennium: State of the Art and Future Directions*, Perspectives from Transportation Research Board Standing Committees. Transportation Research Board.

56 See Tomer at note 72.

57 Ibid.

58 R. Crane, A. Valenzuela, D. Chatman, L. Schweitzer, and P. Wong. *California Travel Trends and Demographics Study Final Report* prepared by Institute of Transportation Studies University of California, Los Angeles prepared for California Department of Transportation Division of Transportation.

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several times more likely than whites to use public transit for non-work travel and about twice as likely as whites to walk for non-work travel. African Americans are nine times as likely and other people of color are two to three times as likely, as whites to use public transit for non-work travel.⁵⁹ African Americans and Latinos are also three to four times more likely than whites to use public transit to get to work.⁶⁰ These differences in travel by ethnicity are likely attributable to class and to spatial segregation with the evolving ethnic mix of the state having numerous impacts on our public transportation system.⁶¹

It is important to recognize how class differences between different ethnic groups pertain not just to income, but to differences in asset wealth, social networks, and residential segregation. We cannot understand transit conditions in Sacramento and in Franklin without considering these factors. When we add to these factors the combination of housing costs and transportation expenses, a metric the Center for Housing Policy refers to as a household's "cost burden," the urgency of effective neighborhood transit takes on greater importance.⁶² The household cost burden in the greater Sacramento area is 62 percent of the household budget for moderate-income households, an amount that ranks as the seventh highest cost burden in the nation.⁶³ Given the previously noted problems of affordable housing and concentrated poverty in Franklin, the combined burden of housing and transportation costs demonstrate how such costs are out of sync with local incomes leaving households in poverty with the burden of deciding whether to pay housing costs or transit expenses first.⁶⁴

The assessment of public transit in Franklin focuses on the following question: "Does public transit in Franklin provide a safe, affordable, efficient, environmentally sound, and integrated transportation network that promotes expanded economic and neighborhood development?" Regional Transit (RT) bus service and Light Rail service are reviewed along with bike and pedestrian safety, and road conditions along the Franklin Boulevard corridor. We evaluate the current transit conditions and the implications on the neighborhood's ability to participate and contribute to state and regional sustainability goals. We are concerned with dispersal – do transit options take residents where they need to go; and with the integration and connectivity between different modes of transit – can residents increase personal mobility without the use of a car?

BUS SERVICE

Two RT bus routes service the Franklin area. Line 61 provides services along Fruitridge Road, a very active artery of traffic moving west/east from South Land Park to Power Inn Road. The route services Franklin residents from roughly 6:00 a.m. to 9:00 p.m. Monday through Friday. Buses pass through the business corridor on an hourly basis. Line 61 ranks as the 25th most utilized bus line in the RT service area with 666



Office of State Planning. December 2002.

59 Polzin, S., X. Chu, et al. 1999. Demographics of People of Color: Findings from the National Personal Transportation Surveys. Washington, DC. Center for Urban Transportation Research for Battelle Memorial Institute.

60 C. Reschovsky. March 2004. Journey to Work: 2000. Census 2000 Brief. US Census Bureau

61 See R. Crane, A. Valenzuela, D. Chatman, L. Schweitzer, and P. Wong at note 76.

62 Losing Ground: The Struggle of Moderate-Income Households to Afford the Rising Costs of Housing and Transportation. The Center for Housing Policy and The Center for Neighborhood Technology. October 2012.

63 Ibid.

64 Ibid.



average daily boardings. Regional Transit does not provide weekend service on this route.⁶⁵ Going west, the bus enters the study area at the intersection of Martin Luther King Jr. Boulevard and Fruitridge Road and exits the area at 24th street and Fruitridge Road passing through the business district for approximately one-half mile making a stop at the light rail station one block east of 24th Street. However, the heart of the Franklin business district, as well as its housing units, is situated along the north/south corridor of Franklin Boulevard. As a result, Line 61 provides no internal connectivity to the Franklin corridor for residents in the study area and only provides external connectivity for those passengers close to Fruitridge Road and traveling to east/west destinations outside of the study area.

There are no connectors to the 47th Avenue Station as well as connectivity to services and retail located in the heart of the business district. Residents are unable to take full advantage of an important and valuable public transit resource.

Bus Line 67 runs north/south from Arden Fair to Florin Center entering Franklin at the northern end of the business district at the Broadway/Franklin Boulevard intersection when going southbound. It enters the study area when crossing Sutterville Road and proceeds south to 21st Avenue exiting the business district when turning east to South Oak Park. Line 67 reenters the business district at 41st Avenue providing service to the impoverished residential area of the district known as “The Avenues.” The route proceeds to 47th Avenue then south on Franklin to Florin Road exiting the business district at the Turnbridge Road intersection. Line 67 ranks as the 9th most utilized bus line in the RT service area with 1,583 average daily boardings Monday through Friday and is RT’s 7th most utilized route on Saturdays.⁶⁶

Our rider audit of Line 67 counted the number of passengers boarding and exiting buses on this route between 6:30 a.m. and 5:30 p.m. in five hour shifts over a two-day weekday period in September 2014. One rider boarded the south bound bus beginning at Sutterville Road and ending at the Florin/Franklin stop. Another rider boarded the north-bound bus at the Florin Road stop exiting the bus at the Franklin/Sutterville stop. Riders would then board buses going in the opposite direction. In this manner, a team of four riders could observe passengers boarding and exiting buses in the study area for the eleven-hour period that captured the majority of passenger activity during peak working/commuting hours.

The audit observed a total of 419 passengers riding northbound and 398 passengers riding southbound between Florin Road and Sutterville Road. Sixty-nine percent of northbound passengers riding through Franklin on Line 67 actually boarded the bus

⁶⁵ Regional Transit Quarterly Ridership Report Period Ending September 30, 2014.

⁶⁶ Ibid

outside of the study area. Thirty-one percent of passengers boarded between Sutterville Road and Turnbridge Road, with over half (57 percent) from stops located in The Avenues and South Oak Park, both locations are to the east away from the Franklin corridor. Eighty-five percent of northbound passengers boarded a bus prior to entering the district or away from the business corridor. In other words, only 15 percent of observed passengers boarded a bus on the Franklin business corridor. Southbound trips showed virtually identical results.

It is clear from our bus audit that Line 67 provides critical bus services to residents of The Avenues and South Oak Park, locations where public transit is most needed. However, the audit observed that the route omits the two-mile core of the Franklin Business district from 21st Avenue on the north end to 47th Avenue on the south end. As a result, the route neglects the majority of North City Farms and all of South City Farms as well as the heart of the Franklin business corridor, thus missing important portions of residential and commercial areas that are vital to the area's social and economic stability. Furthermore, the north/south orientation of the line runs parallel to the Light Rail (LRT) Blue Line and therefore negates any connectivity with light rail services. There are no connectors to the 47th Avenue Station as well as connectivity to services and retail located in the heart of the business district. Residents are unable to take full advantage of an important and valuable public transit resource. From our observations, this is an important and critical gap in developing a transit system that adequately serves both Franklin residents and businesses.

The lack of bus connectivity to the 47th Avenue Light Rail Station is a critical unmet transit need; one that if remedied, could provide safe and convenient access to the LRT station while increasing LRT ridership and fare revenue. The Social Services Transportation Advisory Council (SSTAC) public hearing process provided Franklin residents the opportunity to voice their concerns regarding regional public transportation. The 2015 Unmet Transit Needs Findings for the Sacramento Regional Transit District and other local municipalities completed by SACOG as part of their meeting compliance with the Transportation Development Act recorded complaints by Franklin residents regarding the lack of connectivity to the LRT Blue Line. However, the report notes that bus connectivity to the 47th Avenue station is “an unmet transit need that is not reasonable to meet.”⁶⁷

Hit hard nearly a decade ago by the recession, Regional Transit has never quite recovered financially. Ridership dropped more than 20 percent from 2009 to 2011 after RT drastically cut service and increased fares.⁶⁸ The lack of riders and revenue has severely impacted the agency's capacity to rebuild since the recession. With a ten percent fare increase and cuts to a number of bus routes occurring in July 2016, fewer riders see the transit system as effective or affordable.⁶⁹ Thus it is clear that the administrative process for Franklin residents to escalate transit concerns via SSTAC cannot at this time provide administrative relief and that they need to consider other options to improve their neighborhood-specific transit conditions.



⁶⁷ See February 12, 2015 report: SACOG Board of Directors Item #15-2-2 Consent. Approve Unmet Transit Needs Findings for Sacramento Regional Transit District, Sacramento, Sutter, Yolo, and Yuba Counties, and the Cities Therein. See specifically, Attachment C, item 56.

⁶⁸ See Sacramento RT Faces Critical Year for Ridership, Revenue. The Sacramento Bee. March 13, 2016; Regional Transit Board Eyes November Tax Measure. The Sacramento Bee. March 15, 2016.

⁶⁹ Ibid.

We realize that RT must prioritize services based on resident needs and the routing of Line 67 away from the business corridor and through The Avenues and South Oak Park is an important step towards aiding two residential areas in severe economic distress. For these residents, transit is an important part of a diminishing safety net of services in Sacramento that must be preserved. Consequently, the neighborhood is now faced with the dilemma of advocating for adequate transit services to the business district and to residents of South and North City Farms without affecting critical services currently provided by RT to The Avenues and South Oak Park.



LIGHT RAIL SERVICE

Regional Transit provides light rail services to Franklin residents via its Blue Line. The Blue Line runs north/south along the west end of the study area with one station at Fruitridge Road and one at 47th Avenue; both approximately one-half mile west of Franklin Boulevard. The Blue Line provides important connectivity for Franklin residents to C.K. McClatchy High School and Sacramento City College to the north, to the city's Central Business District, and to transit connections serving the eastern portion of the county. Franklin residents also benefit from the southern extension of the Blue Line, which provides connectivity with Cosumnes River College. The 47th Avenue station also provides park and ride access to approximately 200 daily commuters to downtown destinations during the work week. However, the lack of bus connectivity means Franklin residents must walk or bike to light rail stations, an option that can be dangerous given the speed of auto traffic and narrow sidewalks and difficult in extreme weather conditions. Only four percent of Franklin resident survey respondents indicated using light rail at least once a week. Once on board, the light rail ride is comfortable, and on time to destinations along the Blue Line route making it an efficient use of the rider's time. Clearly, this is an underutilized neighborhood asset.

PEDESTRIAN AND BICYCLE TRANSIT

Our initial observations of pedestrian and bicycle transit options in Franklin and accessibility to Light Rail Stations raised considerable alarm. Along the Franklin corridor, narrow sidewalks with electrical poles and numerous driveway cutouts on the sidewalks create unsafe conditions for pedestrians, especially for disabled wheelchair-bound pedestrians and parents walking with children and strollers. Many wheelchair pedestrians are forced to leave the sidewalk to avoid hazards putting them in the path of high-speed traffic. The lack of crosswalks along the corridor finds pedestrians crossing the boulevard in unsafe situations, often competing with cars using the "suicide" turning lanes. Similarly, bike riders find themselves in dangerous situations without a bike lane and with high speed traffic. During peak-traffic hours, the corridor becomes a pass-through for vehicles avoiding the congestion of Highway 99 adding to the high-speed movement and dangerous conditions for pedestrians and bicyclists. Recent changes to the California Vehicle Code, known as the Three Feet for Safety Act,⁷⁰ now require the driver of a motor vehicle that is overtaking or passing a bicycle proceeding in the same direction on a highway to do so at a safe distance with at least three feet of separation between any part of the motor vehicle and any part of the bicycle or its operator. It is questionable whether current road conditions along the Franklin corridor allow compliance if a driver is using the right-hand lanes of the street when any cars are parallel parked on the boulevard.

⁷⁰ See Assembly Bill 1371, Chapter 331, September 23, 2013.

Fruitridge Road is a major east/west corridor with four lanes of motor vehicles traveling through the business district at speeds consistently greater than 40 miles per hour. High utilization coupled with high vehicle speeds makes bike transit dangerous at times despite the presence of a bike lane. Similar to the Franklin corridor, narrow sidewalks with electrical poles and numerous driveway cutouts on the sidewalks create unsafe conditions for pedestrians, especially for wheelchair pedestrians and parents walking with children and strollers to the Fruitridge light rail station. The high vehicle use on the corridor also presents congestion problems as train riders attempt to board vehicles waiting for their arrival at the Fruitridge station. The lack of parking at this station creates dangerous conditions when the line of waiting vehicles and buses picking up passengers at the station extends into Fruitridge Road during peak traffic hours.



The 47th Avenue corridor runs west from the Sacramento Executive Airport at 24th Street and provides connectivity to Highway 99. The corridor also connects Franklin to the greater South Sacramento region west of the freeway. It also serves as an important freight corridor with increasing use by freight vehicles. The conversion of the Capital Commerce Center (the former Campbell Soup site) to a freight-oriented “inland port” is attracting important opportunities for economic development as well as much needed jobs lost due to the closing of Campbell Soup. The recent relocation of a Macy’s regional distribution center to the site provides good indication of the economic impact resulting from the site’s transformation as it can potentially become a key employment center not just for Franklin but also for the county. To enhance its economic potential, Capital Commerce is currently working with CalTrans to obtain a designation under the Surface Transportation Assistance Act that allows for larger trucks to transport goods in and out of the location.



The freight corridor does present some safety issues for residents accessing the 47th Avenue light rail station. The four-lane asphalt corridor and the parking lots that line them are without green canopies and absorb a substantial amount of heat that further hinders walkability to the light rail station during extreme heat days. The traffic speed along the corridor presents additional safety issues. A woman walking on the sidewalk near the light rail station with her two-year-old child in a stroller was killed by a motorist in September 2014. A bicyclist was also killed while riding in the bike lane by a hit-and-run driver in June 2014.



It is important to note that the corridor was not designed to be a pedestrian friendly site – it was designed to move freight well before the construction of the light rail station. However, it lies between the light rail station and the Avenues making it a highly used corridor for Franklin pedestrians and bicyclists attempting to use light rail. The lack of bus connectivity to light rail accentuates this safety problem. The freight-oriented purposing of the 47th Avenue corridor indicates that alternative forms of transit and connectivity are needed as larger sidewalks and safer bike paths are not viable options due to limits on available land.



In October 2013, the FBBA presented to WALKSacramento and the Sacramento Area Bicycle Advocates (SABA) portions of their preliminary plan for reducing the speed of traffic (“road diet”) and a number of safety-oriented solutions that could address transit concerns throughout the district. The FBBA’s strategy was to generate data

to aid in verifying if the transit concerns of Franklin residents and businesses were indeed significant. The FBBA requested a walk and bike audit to assess walk and bike conditions along the Franklin Boulevard corridor. With a generous donation from The California Endowment on behalf of the Franklin neighborhood, WALKSacramento and SABA were able to conduct a community walk and bicycle ride audit on March 15, 2014. Participants included representatives from WALKSacramento, Sacramento Area Bicycle Advocates, FBBA, City of Sacramento Department of Public Works, La Familia Counseling Center staff and patrons, and more than twenty neighborhood members.



WALKSacramento participants.

The audit confirmed our initial observations and provided qualitative descriptions to support our concerns. A summary of the audit's key findings include:

- The four-lane configuration for vehicle travel on Franklin Road provides an incentive for automobiles and trucks to drive at high speeds that discourages walking and bicycling along and across the street.
- There are few safe crossings on Franklin Blvd. between Sutterville Road and 47th Avenue. As a result, pedestrians and bicyclists cross mid-block often using "suicide" median turning lanes to reach destinations.
- There are many local street connections along Franklin Road that do not align with other streets for clear four-way intersections making it difficult to provide safe controlled crossings and traffic control for pedestrians and bicyclists.
- Franklin Boulevard lacks bicycle lanes between Sutterville Road and 47th Avenue.
- There is no defined bicycle route to reach the Fruitridge and 47th Avenue light rail stations across the railroad tracks.
- The neighborhood is not connected to the city Master Bicycle Plan.
- The neighborhood could benefit from a Safe Routes to School program.

Together, the above data reveal three basic problems with public transportation in Franklin. First is the problem of dispersal, simply defined by the question "Do transit options take me where I need to go?" The problem of dispersal can be seen in the lack of public transit through the core of the Franklin business district and the downtown/suburban orientation of transit. With minimal connectivity to bus or light rail, residents of North City Farms and South City Farms near the Franklin business core, which comprise two-thirds of Franklin households, have reduced access to public transit. Neighborhood retail sites such as the Franklin Center and resource centers like the La Familia Counseling Center and local churches are primarily accessed via automobile. Getting to and from the business district is clearly a concern with business owners. When asked if transportation to and from work was important to running a successful business, 59% of respondents to our business survey stated transportation was a concern. Thirty-nine percent of respondents also stated that transportation was an issue when interviewing potential new hires. In short, public transit in Franklin does not always take residents where they need to go.

Public transit in Franklin also suffers from a lack of integration between different modes of transit. Narrow and in some cases, non-existent sidewalks and bike lanes discourage contact with local business except via automobile. The lack of safe bike and pedestrian options also places limits on LRT as an effective neighborhood transportation option and remains an obvious impediment to constructing a neighborhood-specific multi-modal transportation infrastructure. The lack of bus connectivity to the 47th

Avenue light rail station is a critical unmet transit need. To be effective, a public transit system must include short and long range connected modes of transit that provides residents with connectivity to neighborhood resources as well as to regional employment centers and entertainment/recreation opportunities.

Finally, Public transit is oriented to downtown and destinations outside of Franklin. Bus routes running parallel to LRT from South Sacramento to Downtown are counter-intuitive to transit integration and connectivity. The north/south parallel orientation of both bus services and light rail services eliminates the possibility of transfers and connections between the two modes of transit. This orientation precludes any “feeder” transit to stations thus minimizing light rail use and increasing reliance on auto transit. Together, these problems severely limit the utility of the service as well as options for improving personal mobility, a priority for any transit system. Public transit in Franklin actually encourages car use rather than reducing vehicle miles traveled. It is clear that regional-oriented transit planning is not intended to address Franklin neighborhood needs.

Franklin needs a public transit infrastructure that provides a safe, affordable, efficient, environmentally sound, and integrated system of transportation that promotes regional, county, and city sustainability goals, as well as public safety and public health. Without this key building block, it will be difficult to promote and expand economic and neighborhood development along this business corridor.

BUSINESS ENVIRONMENT
BUSINESS DISTRICT DESCRIPTION

Organizing by Franklin Boulevard business owners began in 1985 when the Franklin Boulevard Business Improvement Area (BIA) was formed. Seeing the need for street cleaning services and additional services for the business corridor, the Franklin Property Business Improvement District (PBID) was formed in 2005 in accordance with the Section 36600 et seq. of the California Streets and Highways Code, the Property and Business Improvement District Law of 1994. The PBID legal structure provided the administrative capacity to raise more funds for street cleaning and other services desired by Franklin business owners. Currently, the Franklin PBID has a ten-year term that began on January 1, 2012 and is set to expire on December 31, 2022. Today, the PBID provides special benefits to individual parcels located within its boundaries including cleaning, security, beautification and other programs to parcels within the boundaries of the district. Over 600 businesses contribute to the Franklin PBID that serves to attract new customers to the district, increase sales, and increase occupancies within the district. New services include security, additional sidewalk cleaning and landscaping services keeping the PBID

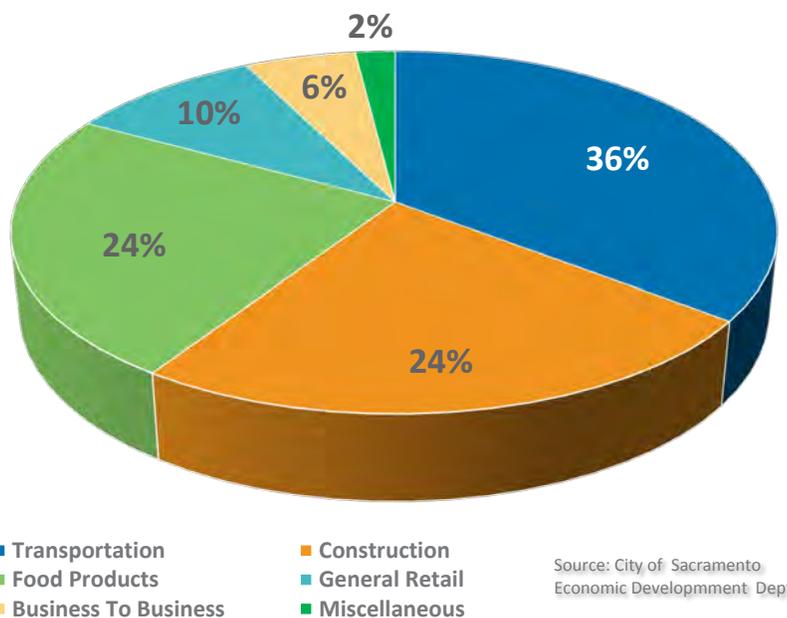


Figure 2.14: North Franklin Sales Tax Revenue 2003-2011 by Economic Category

Source: City of Sacramento Economic Development Dept.

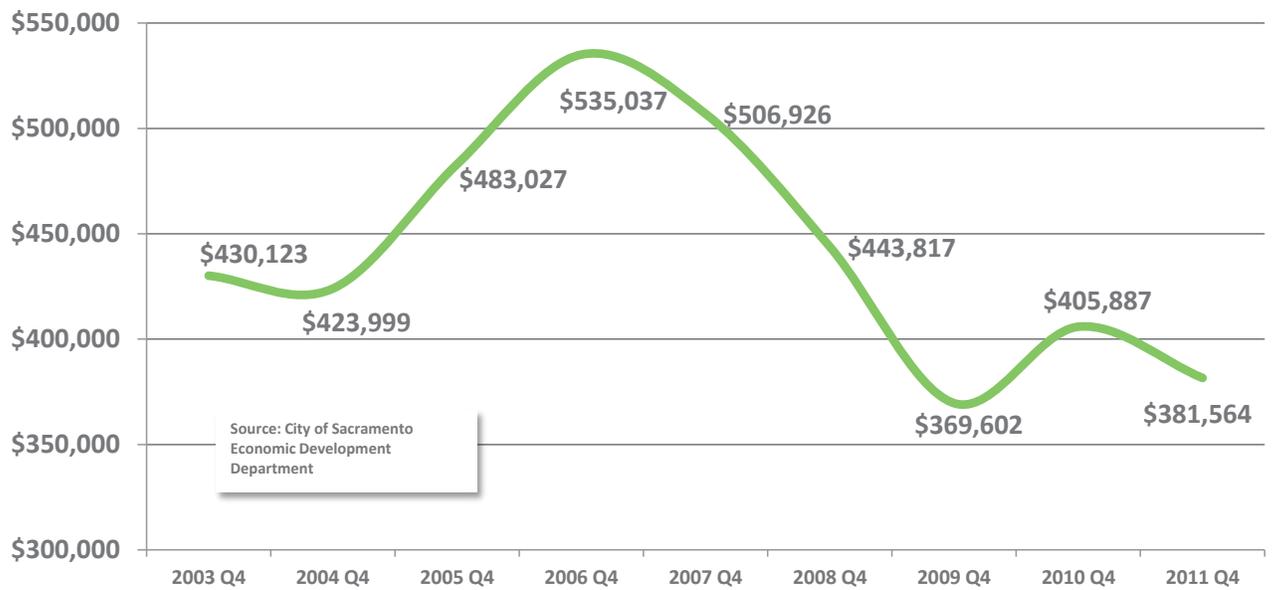


Figure 2.15: North Franklin Sales Tax Revenues 2003-2011
 (Annual rolling totals ending in 4th quarter of each calendar year)

The housing bubble and the subsequent recession that took place in recent years had a significant impact on many local businesses and residents.

area clean, safe, orderly, and attractive. The PBID also provides a well marketed district identity with special events and programs to increase commerce within the boundaries. The property uses within the general boundaries of the PBID are a mix of retail, commercial, office, industrial, ecumenical, civic, educational and parking.

RECESSION IMPACT

The housing bubble and the subsequent recession that took place in recent years had a significant impact on many local businesses and residents. As previously noted, Franklin census tracts experienced concentrations of subprime lending, mortgage defaults and foreclosures resulting in displacement and increased investor ownership of single family homes. Many homeowners experienced a loss of employment during this time that contributed to displacement. The housing crisis also brought new residents displaced from other locations due to the affordability of rental property in Franklin.

Consumer financial instability clearly affected the revenues of local businesses. Looking at data on district sales tax revenues, we see a significant increase in taxes paid by Franklin businesses to the City of Sacramento during the period 2003-06. However, as the effects of the recession took hold in 2009, these revenues fell below pre-recession totals. By 2011, sales tax revenues were still below pre-recession rates indicating that the Business District is still on the road to recovery.

BUSINESS SURVEY

A survey of business owners throughout the district both in the county and city was used to gain a better sense of the local business climate since the onset of the recession. A random sample of 52 owners included all the major categories of businesses (e.g., automotive, restaurant, retail) in the business improvement district. The surveys, developed using input from business owners attending a workshop initiated by the NFB, were conducted on two separate occasions in Summer/Fall 2014 by a group of volunteers the Hispanic Chamber of Commerce and Latinos Unidos. Targeted areas of

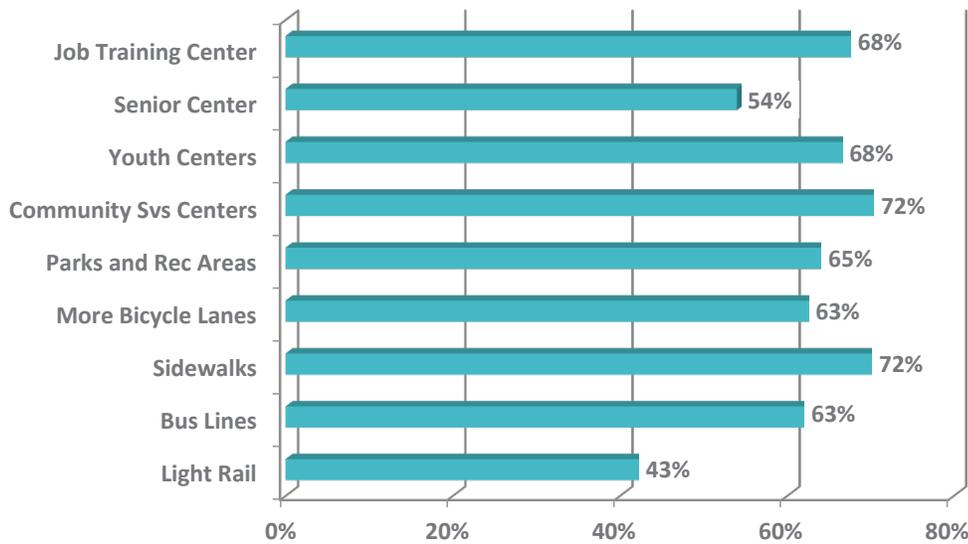


Figure 2.16: What Facilities are Most Important to Improve the Area?

the district include the core of the business corridor on Franklin Boulevard, Fruitridge Road east of Highway 99, 24th Street north of Fruitridge Road, and the Bowling Green area south of 47th Avenue.

Business in Franklin is a mix of recent and long-term entrepreneurs. Just over one in five (22%) businesses responding to the survey have been operating under two years. Another eleven percent has been in operation from three to five years signaling a willingness for small business to relocate to the district. Almost one in three respondents (30%) reported that they have been operating in Franklin for over 15 years reflecting a modicum of stability in the District. Although 50 percent of respondents indicated employing less than six employees, they operate the very type of small businesses that contribute to place-making and a sense of community in older neighborhoods residents seek to preserve.

Client Base

The business district attracts a client base from both the neighborhood and the surrounding region. Business survey respondents indicate that 45 percent of their business comes from those living and working in the Franklin area reflecting a good amount of local business support from district residents. Sixty-one percent of respondents view their business as a local destination where people can buy one or two items and leave. Survey results also show evidence of a regular client base coming from outside of the district. Thirty-five percent of respondents indicated that a number of their clients come from different parts of the region and 20 percent of respondents indicated that they have clients from beyond the region that frequent their place of business. Most respondents (53%) also view their business as a regional destination where clients can buy one or two items and leave.

Physical Environment

Survey respondents expressed concerns with the physical environment of the business district as the streetscape along the Franklin corridor is not visually attractive. Many respondents (63%) indicated that the business district is not a place for leisure



Side street adjacent to Highway 99 east of the business district off 19th Avenue.

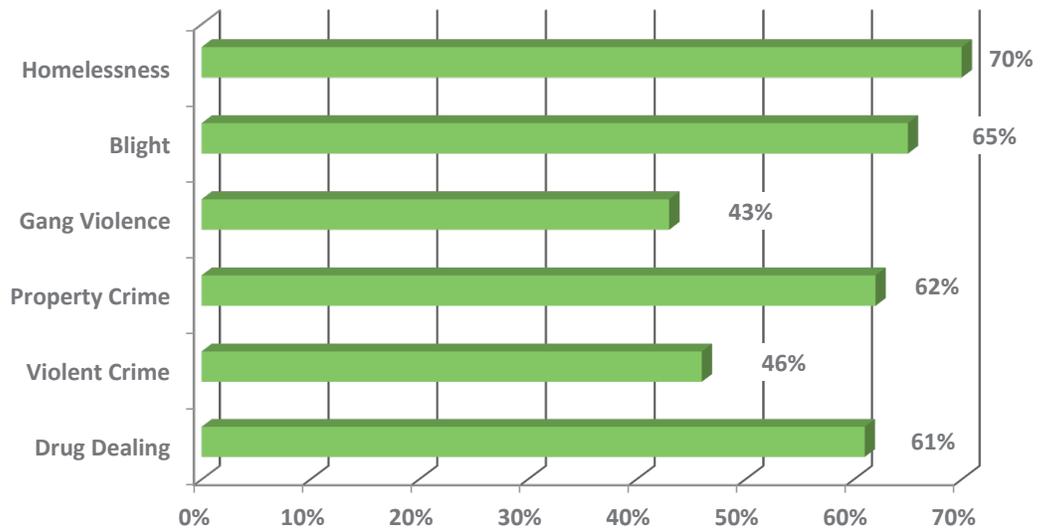


Figure 2.17: What are the Most Important Safety Issues Facing Your Business?

or relaxing and that this was not a destination to spend the day (56%). Nor was it a great place to walk and ride a bike (56%). However, business owners still consider the Franklin corridor as a family business district (44%) and a retail district with unique specialty shops and restaurants (46%).

When asked “What facilities are most important to improve the area?” business owners responded with two priorities: services and transportation infrastructure. Similar to resident survey respondents, business owners expressed the need for youth and senior centers as well as a community service center that provides a safe environment for recreational, educational, and job training needs for community members of all ages. Business owners also identified the need for multi-modal transit infrastructure. They are aware that the lack of pedestrians and bike riders through the area indeed affects their establishments and that sidewalk and bike lanes are important to their entrepreneurial success. Some places along the corridor are unsafe for pedestrians and cyclists due to high traffic speeds and the lack of crosswalks. A paucity of trees line the corridor and the lack of green public space such as parks and recreation areas, facilities key to the type of place-making that support small-business communities, is also a concern for Franklin business owners.

Safety Concerns

Business survey respondents identified a number of public safety issues that they felt negatively impact the potential for successful retail establishments along the business corridor. Business owners are concerned with an increased homeless population along streets adjacent to Highway 99 that makes its way to the business district. Owners also expressed concern with blighted storefronts that result in an unattractive retail environment.

Owners identified drug dealing, property and violent crimes, and gang violence as problems that impact both area residents and potential shoppers. Owners expressed the need to make people feel safe when frequenting the business corridor and that attention to homelessness, crime and blight will aid in the recovery and stabilization of the area.

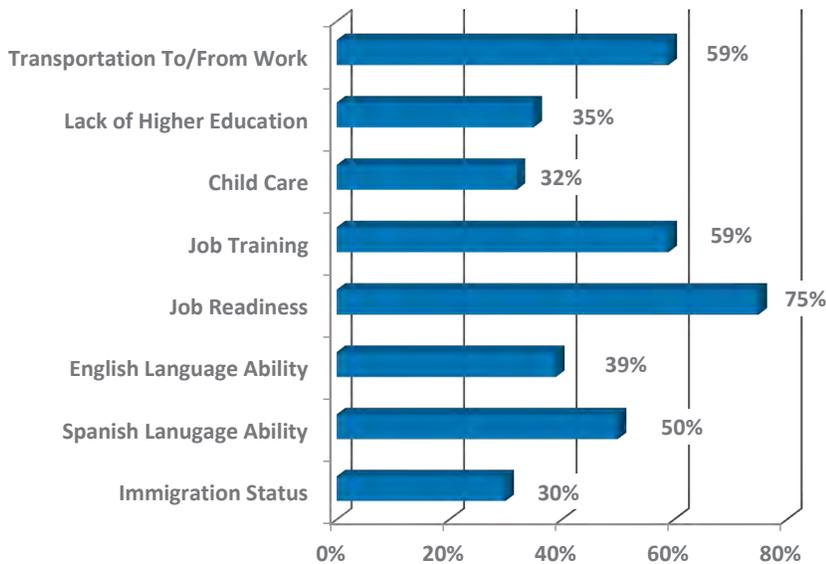


Figure 2.18: What are the Most Important Concerns for Your Business Regarding Employees

Employee Readiness

Business owners expressed a number of concerns with employee personal situations that can impact job performance and as a result, daily business operations. Employees getting to and from work remains an issue for the majority of survey respondents reflecting the need for improved public transit in the district. Child care and the legal status of employees are also issues noted by respondents that can affect work attendance and reliability. But perhaps a greater concern of business owners is employee skill development. Surprisingly, three-fourths of survey respondents indicated that job readiness was an issue. The lack of higher education and English language ability presented problems for many business owners. With one of the largest concentration of Latinos in the region located in Franklin, the ability to speak Spanish is also a priority for 50 percent of employers in the business district. Skill development is clearly a priority for Franklin business owners.

Financial Concerns

Financial concerns for Franklin business owners fall into two basic categories – employee benefits and operating costs. Survey respondents indicate that employee related benefits such as workers’ compensation insurance, health care costs, and unemployment insurance are major issues facing district business owners. With approximately 33 percent of Franklin businesses in existence for five or less years, these employee-related costs do represent a challenge for a number of small businesses recently moving to the business corridor. These fluctuating operating costs can constrain the availability of working capital that could otherwise be directed to building improvements or utility and rent costs. These survey responses from owners

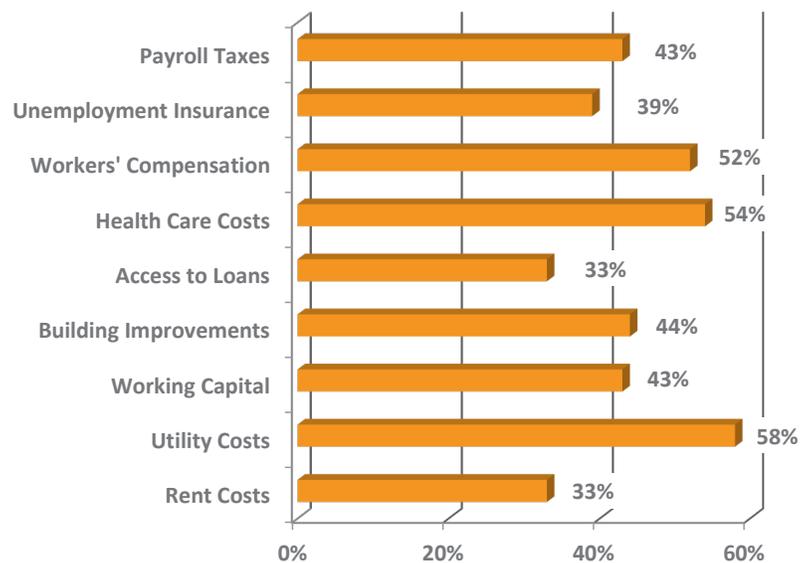


Figure 2.19: What are the Most Important Financial Issues Facing Your Business?

Clearly, the health services, technology and energy sectors must have increased connectivity to Franklin for successful revitalization to take root so that residents and youth learn the skills they need to succeed in career paths while meeting the demand for skilled labor in these sectors.

indicate a need for short-term or interim financing programs. Access to micro-lending programs may be a practical starting point to address some of these concerns.

SUMMARY

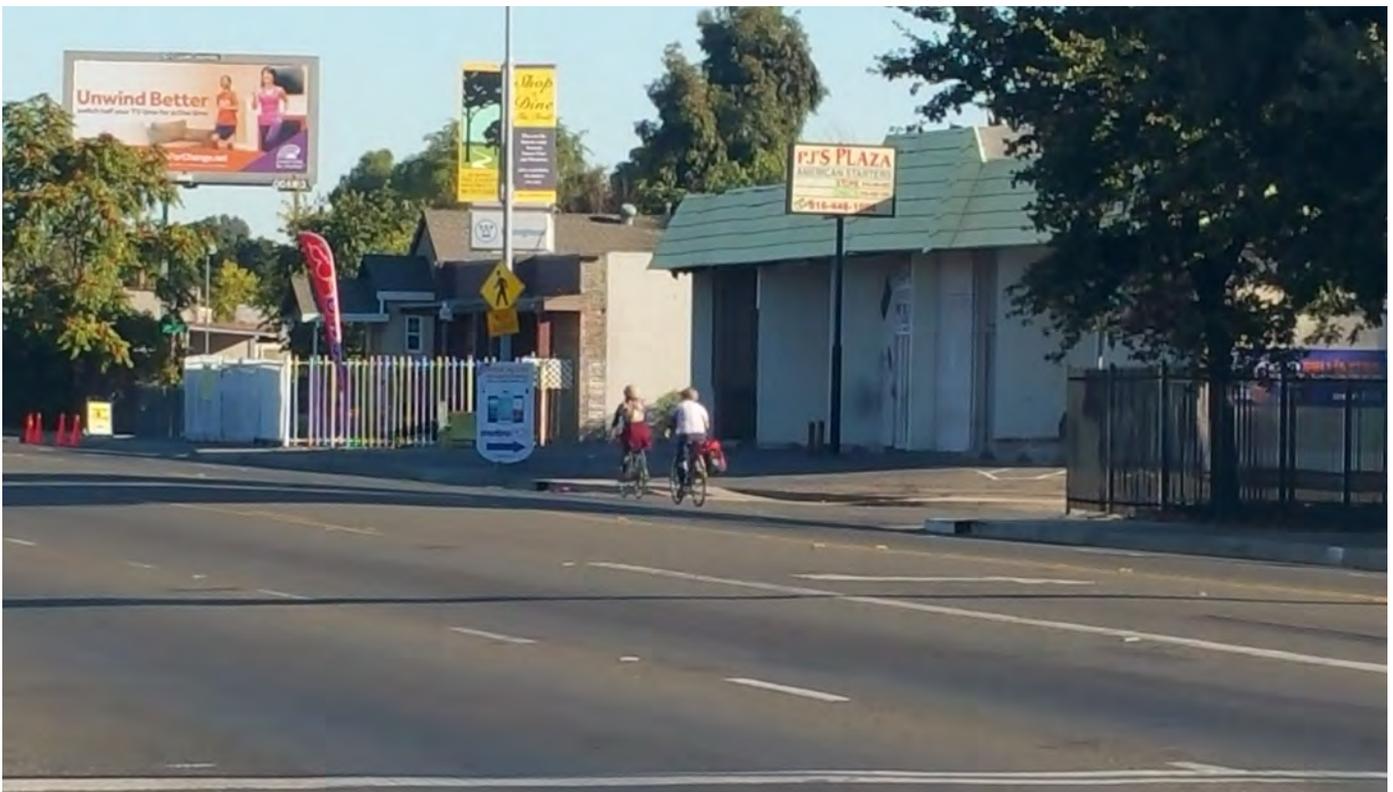
When combined, the socioeconomic and business conditions presented here signal that Franklin may be suffering from a “poverty trap,” a concept with macroeconomic foundations suggesting current poverty causes future poverty.⁷¹ In Franklin, poverty is a multi-scaled process that goes beyond households and extends to the neighborhood scale where current multiple contributors to poverty (e.g. health, income, education, lack of connective public infrastructure and investment) will lead to future poverty.

Given these social, economic and physical conditions, there is a serious need for public interventions to address the persistence of poverty in Franklin especially with 40 percent of the Franklin population under 25 years of age. It is clear that the conditions for social and economic disparities to widen in the future are now firmly in place unless serious well-planned interventions take place. How will this population be integrated in the regional economy in a productive and meaningful way that achieves an effective balance between equity, economy and ecology - between region, city and neighborhood?

Survey findings suggest a need for focusing on skills development, with special attention to the mechanisms that connect education to employment locally as well as regionally. Clearly, the health services, technology and energy sectors must have increased connectivity to Franklin for successful revitalization to take root so that residents and youth learn the skills they need to succeed in career paths while meeting the demand for skilled labor in these sectors.

Finally, meaningful neighborhood needs assessments that consider structural constraints to accessing public resources must be frequent and on-going so that residents and local governmental agencies understand how public investment policies and decision-making can hinder or enhance economic recovery and stabilization in Franklin

71 See for example Bowles, S. and S. Durlauf, K. Hoff. 2016. Poverty Traps. Princeton University Press; Lenton, P and P. Mosely. 2012. Financial Exclusion and the Poverty Trap: Overcoming Deprivation in the Inner City. Routledge.



3

Neighborhood Economic Development

INTRODUCTION

Baseline socio-economic conditions in Franklin presented in Part 2 of this report reveal a neighborhood with high unemployment and poverty rates, marginal access to health care, and levels of education that may not lead to meaningful inclusion in employment pathways for the rapidly changing Sacramento regional economy. Our “triage” also shows that a lack of transit options along with adverse environmental conditions, and a lack of public amenities such as parks, banks and school choices have diminished the neighborhood’s quality of life. Finally, the economic fallout from the foreclosure crisis coupled with continued uneven public investment patterns have left Franklin businesses and residents in a state of fiscal distress.

At the municipal scale, local government agencies are now showing signs of recovery from recessionary fiscal conditions and staff reductions. However, given staffing shortages, municipalities have difficulties providing the capital, personnel, and technical investment required to move climate readiness efforts to the neighborhood level where public works projects, public health, and educational support are most needed to operationalize sustainable community strategies. For places like Franklin attempting to meet “green” legislative goals, accessing the various forms of public capital needed to meet these mandates while halting the trend of increasing poverty presents enormous challenges. Furthermore, the lack of technical resources and human capital possessed by impoverished neighborhoods to formulate plans may result in uneven competition throughout the region when prioritizing projects deemed worthy of funding.

Macro-level State priorities for climate readiness center on the reduction of greenhouse gas emissions back to 1990 levels by the year 2030. Regional planning therefore focuses on reducing Vehicle Miles Traveled by synchronizing housing development with employment centers and transportation infrastructure. State legislation also focuses on energy efficiency, waste and water management, and renewable energy projects that

Working off the assumption that public infrastructure funding is and must be equally available to all neighborhoods, the Franklin Plan seeks to create the model neighborhood that puts in place the social and physical infrastructure needed to bridge the gap between public investment and areas of distress.

can expedite environmental stewardship. Meeting these macro-level goals requires a significant investment in human capital that produces a trained and diverse energy industry labor force able to move towards equitable infrastructure placement. State priorities are also reflected in education funding reform via the Local Control Funding Formula that now mandates community inclusion in local budget and curriculum decisions. Important opportunities now exist for collaborative planning efforts to impact the ways local schools are managed and to ensure that local school agendas meet the needs of neighborhoods. Finally, the Federal Patient Protection and Affordable Care Act (ACA) requires that non-profit health delivery systems conduct Community Health Needs Assessments every 3 years and develop implementation plans that address health deficiencies in identified “communities of concern.” Federal policy provides an opportunity for health systems to proactively intervene in neighborhoods where public health support is most needed.

Together, these changes to public policy provide a unique window of opportunity for Franklin and the starting point for planning its future. The Franklin vision relies on:

- **Innovation** - where neighborhood-oriented solutions stabilize and strengthen local economic and environmental conditions;
- **Infrastructure** - where effective multi-modal transit, energy efficiency and renewable energy meshes local economic growth with environmental responsibility and public health; and
- **Investment** - where flows of public investment capital can be equitably distributed between traditionally-targeted sites of new development and neighborhoods like Franklin currently under economic stress from a history of disinvestment.

The current situation of neighborhood distress and changes to public policy can be seen as a unique opportunity for North Franklin to reshape local economic development where **meaningful and productive work paths** bring connectivity with the regional economy while creating a socially and economically vibrant place for both business and family.

Working off the assumption that public infrastructure funding is and must be equally available to all neighborhoods, the Franklin Plan seeks to create the model neighborhood that puts in place the social and physical infrastructure needed to bridge the gap between public investment and areas of distress. The Plan also seeks to revitalize and restore economic and social systems important to family and neighborhood well-being. More important, the Franklin Plan provides the building blocks for circular economic activity—where ecologically driven, equity-conscious public investment is restorative and regenerative by design at the neighborhood scale. This circular economic action is the key to successful implementation of sustainable community strategies. Franklin residents and business owners will then directly contribute to state and regional efforts targeting sustainable economic development and environmental stewardship.

FRANKLIN-ORIENTED DEVELOPMENT

The implementation of climate readiness policies and sustainable community strategies is a coordinated effort between multiple scales of social relations: macro (state/region), meso (municipal) and micro (neighborhood). Although the bulk of the Sustainable Community Strategy (SCS) planning in Sacramento relies on a regional approach, we again draw attention to the neighborhood as a unit of analysis that is of equal

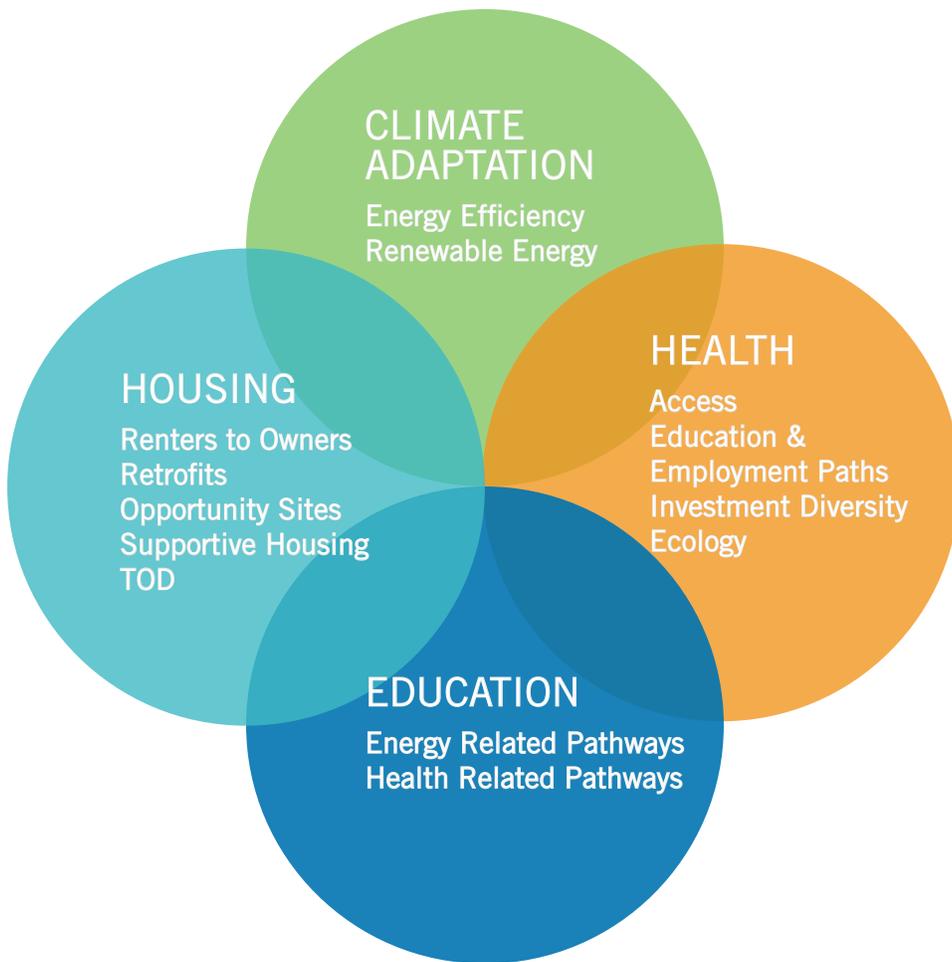


Figure 3.1: Primary Pathways for Neighborhood Economic Development

importance to reaching climate readiness goals. We see the sustainable community strategy as a practice of economic and social inclusion coupled with environmental stewardship. Our task is to bring the extensive planning efforts of regional and municipal agencies down to the neighborhood level. To this date, there is little direction on how neighborhoods can and should participate in the economic and environmental transformation of our region.

We focus on four primary pathways for neighborhood economic development: climate readiness, health, education, and housing. These legislative priorities briefly outlined in Part One of this report have resulted in state government exploring ways to fund a new wave of building socially and economically vibrant places to live by placing the environment and neighborhoods as priorities. Focusing on these four legislative targets also helps us to understand the soft and hard infrastructure needed to meet legislative goals and in turn lead to job creation and business retention while increasing household incomes. Meeting these legislative goals creates a window of opportunity for rebooting the financial stability of the Franklin Business District and households. Ultimately, this strategy should result in creating a healthy and safe environment as well as building a sense of place and sociability that promotes active and healthy living. Local businesses will benefit from increased activity to the business district, which will in turn bring increased tax revenues to local municipalities.

CLIMATE READINESS IN FRANKLIN

Our climate readiness goal is to impact current conditions on heat mitigation, storm water management and reducing greenhouse gas emissions in a manner that leads to neighborhood stabilization. We target fossil-fueled transit, the built environment, infrastructure, and investment in residents to develop the human capital needed for neighborhood stability. Our strategy is a neighborhood-based environmental plan focusing on energy efficiency through an effective neighborhood-centered multi-modal transit system that reduces reliance on fossil fuels; energy user conservation awareness program for households and business; property energy retrofits that reduce the rate of GHG emissions from the built environment; and creating a “green canopy” with public space that can capture carbon releases while improving the infrastructure necessary for place-making and enhancing our business environment. The Franklin climate readiness strategy also calls for developing local renewable energy sources in a manner that stimulates local economic development while complementing long-term human capital investment and macro-level energy efficiency goals.



Figure 3.2: Integrating Neighborhood Economic Development with Climate Readiness Policy

INTEGRATED MULTI-MODAL TRANSIT

With public transit oriented to downtown and destinations outside of Franklin, public transit options do not take all Franklin residents where they need to go. Public transit does not provide service to the core of Franklin’s business district, South City Farms, and most of North City Farms; these census tracts contain the largest number of Franklin residents and the core of the business district. The lack of integration between transit modes means a lack of connectivity between short and long range modes of transit and the inability to transfer between one mode of transit to another. To be an effective component of neighborhood-focused economic development, public transit must be oriented towards the neighborhood in a manner that promotes personal mobility with internal connectivity to neighborhood businesses and services without the use of a car.

Personal mobility also requires safe and reliable external connectivity to employment and educational centers throughout the city and region. Connections to regional bus and light rail routes can support and promote an efficient transit system that attracts services and keep businesses open in Franklin while reciprocally increasing ridership

and fares for Regional Transit. An efficient multi-modal neighborhood transit system can also help create local “generators” such as new housing, and business and services such as banks and health facilities that will reduce vehicle use for Franklin residents.

COMPLETE STREETS

The foundation for an effective multi-modal transit system in Franklin is a Complete Streets treatment of the Franklin Boulevard corridor. The term “Complete Street” refers to a roadway that adequately accommodates all users of a transportation system, particularly public transit users, bicyclists, pedestrians (including individuals of all ages and individuals with mobility, sensory, neurological, or hidden disabilities), and motorists, to enable all travelers to use the roadway safely and efficiently.¹ A Complete Street design triggers public health benefits as residents build physical activity into their daily life. Complete Street projects are also related to broader economic gains such as increased property values and stimulate job creation at a higher rate than street improvements that are only designed for vehicles; bike and pedestrian activity tend to increase sales for local businesses.²

A Complete Street concept is proposed for the portion of the corridor beginning just north of 23rd Avenue and extending south to 26th Avenue. The street redesign builds off previous efforts from the City of Sacramento, Sacramento Housing and Redevelopment Association and substantial community input calling for safer street conditions along Franklin Boulevard.³ The desire for safe streets in Franklin was again voiced more recently in resident and business surveys noted in Part 2 of this plan.

The proposed Complete Street improvements also create a variety of new open spaces that provide comfort for all street users by integrating streetscape amenities such as unimpeded sidewalks, and shade-providing trees. Design-appropriate streetlights will provide more light with less energy use. New activity nodes include pocket plazas, entry courtyards for buildings, outdoor seating, and sidewalk promenades that respect and maximize unique opportunities presented by individual existing and planned private development. The Complete Street concept also encourages the use of bicycle transit along the business corridor and throughout Franklin. Traffic calming measures will encourage automobile drivers to respect the non-auto oriented uses of the street while ensuring that these amenities do not negatively impact persons with disabilities. The Complete Street design incorporates ecologically-conscious design solutions including bioswales, stormwater planters, and native planting that reflect the conservation values of Franklin, the City of Sacramento, and regional SCS planning.

These features will establish a distinctive and cohesive character and unify the street with a common palette of streetscape elements including street lights, benches, bicycle racks, trees, and public space. In concert with existing activity nodes and planned new development, these improvements will provide an encouraging and hospitable environment for new activity and energy along the Franklin corridor. They



Freeport Boulevard Bike Lanes and Traffic Calming

1 H.R. 1443 introduced the Complete Streets Act of 2009 to Congress. Although the proposed legislation failed to receive congressional approval, the language of the bill provides an excellent working definition of Complete Streets (See <https://www.govtrack.us/congress/bills/111/hr1443>). See also Evaluating Complete Streets Projects: A Guide for Practitioners. The National Complete Streets Coalition, Smart Growth America.

2 See Complete Streets Stimulate the Local Economy. National Complete Streets Coalition, Smart Growth America. <http://www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals/factsheets/economic-revitalization/>. See also Safer Streets, Stronger Economies: Complete Streets project outcomes from across the country. March 2015. Smart Growth America, National Complete Streets Coalition.

3 See the Franklin Boulevard Urban Design Master Plan. Sacramento Housing and Redevelopment Agency 2001.

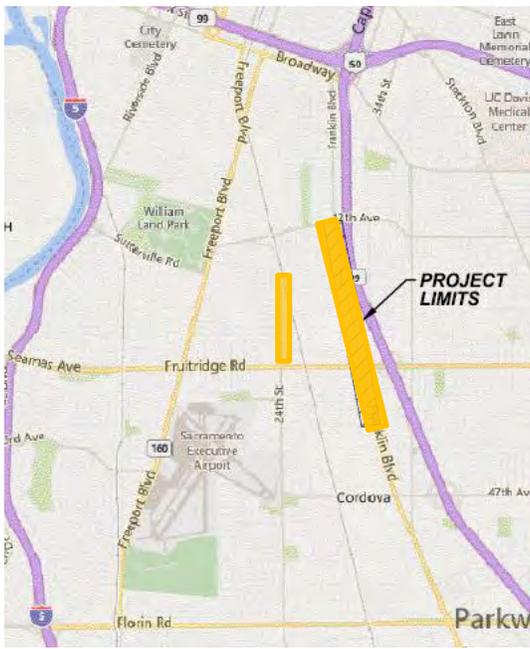


Figure 3.3: Location Map for Franklin Road Diet

will help activate and animate pedestrian use by encouraging art exhibits, a weekly farmers market, and public awareness events like health care and energy conservation fairs. Such activity brings a sense of identity that encourages ownership of the streetscape by its various users and meets the needs and reflects the vision of people who live and work along the business corridor and in the surrounding neighborhood.

The Franklin Boulevard business corridor is the heart of the Franklin neighborhood. Successful revitalization of the neighborhood must begin here. We envision the Franklin Boulevard corridor as a vibrant, mixed-use space that builds on its heritage while transforming it into an active neighborhood-oriented, pedestrian friendly place. This plan proposes improvements that ensure universal access across Franklin Boulevard using ADA accessible pedestrian pathways with well-defined crosswalks that strengthen pedestrian connectivity. This will knit together the residents and businesses on both sides of the street helping to build what Michelle Reeves from Civilis Consultants refers to as “Nodal Development” where small clusters (nodes) of businesses and buildings can become conducive to economic development and sociability by taking advantage of basic design principles.

However, there exist a number of challenges to creating a safe, healthy and economically viable business corridor in Franklin. Many sections of the sidewalks are pedestrian and ADA-unfriendly and lack sufficient tree cover to protect pedestrians from the elements. The lack of crosswalks severely diminishes the overall sense of comfort and safety. Fast moving “through” automobile traffic detracts from a bike-, pedestrian-, and business-friendly experience ensuring that the automobile remains the dominating feature of the landscape. Together, these challenges produce a lack of overall identity and cohesive set of streetscape elements that should work together to provide a sense of place-making that celebrates the rich culture and history of Franklin families and businesses.

The figures below show how the current transit context of the Franklin business corridor is characterized by four lanes of road traffic: two northbound and two southbound lanes. A fifth lane down the middle of the corridor functions as a “suicide” or left turn lane.

Past efforts at streetscape enhancements to make the Franklin Boulevard corridor pedestrian and bicycle friendly were not possible as the emphasis was on maintaining the existing street design of four lanes currently dedicated to auto traffic. This auto-oriented focus prevented the installation of bike lanes and larger sidewalks for pedestrian safety.

The proposed design eliminates two lanes of traffic thus allowing the desired streetscape to fit within the existing right of way. These improvements will need to be further refined based on detailed traffic and infrastructure analysis that will be conducted during the development of construction drawings and project specifications and estimates. The figures below show how the corridor would be reduced to two lanes of traffic - one each for northbound and southbound auto traffic. The existing center lane will be converted to Green Canopy landscaping and allowing for left hand turns when

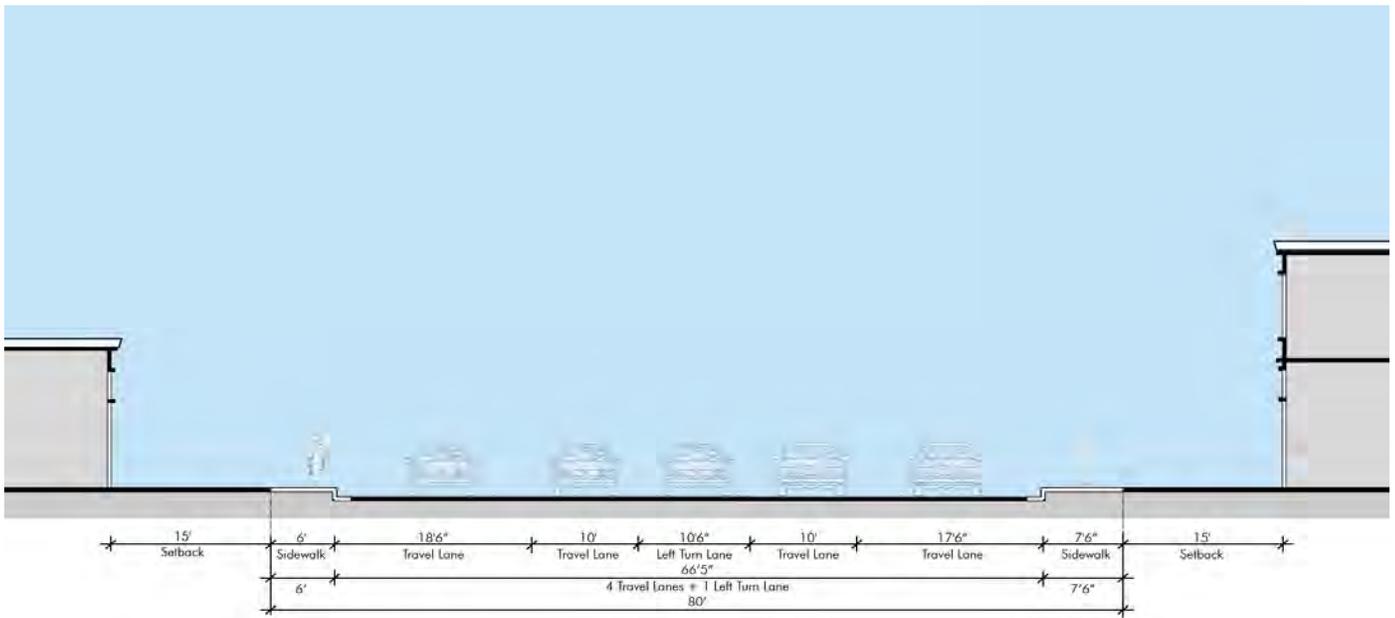


Figure 3.4: North Franklin Boulevard, Sacramento, CA – Existing Prototypical Section (Looking North)

Drawings and simulations courtesy of MIG Consulting Services

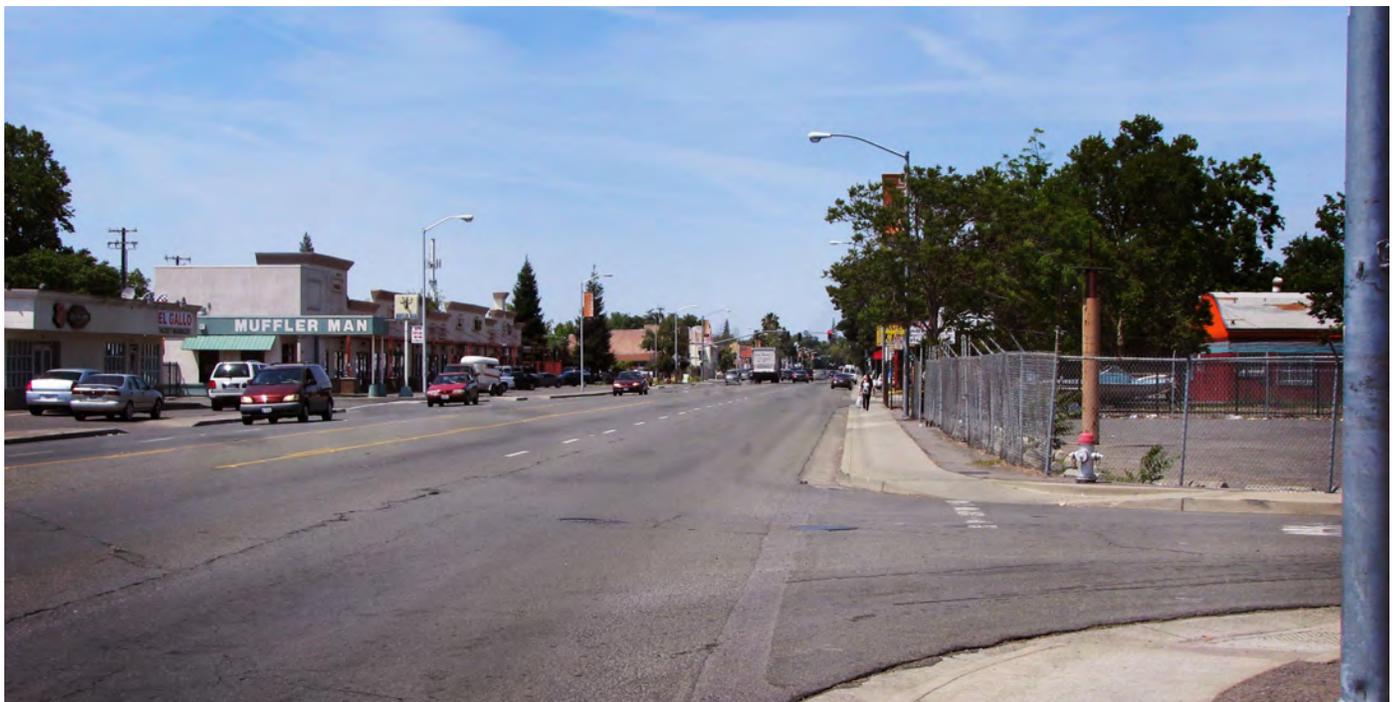


Figure 3.5: Franklin Boulevard at 23rd Avenue – Existing Conditions (Northbound View)

appropriate. The Complete Street treatment will provide more efficient flow of traffic at a slower speed placing an increased emphasis on bike and pedestrian modes of transit while providing for climate readiness features to be installed on the corridor.

ROAD DIET

A key feature of the Complete Street treatment for the Franklin corridor is a lane reduction from four to two lanes of traffic, more commonly known as a “Road Diet.” The lane reduction allows us to create a more efficient transportation system that pays close attention to all modes of transit where more people can move while using less space.

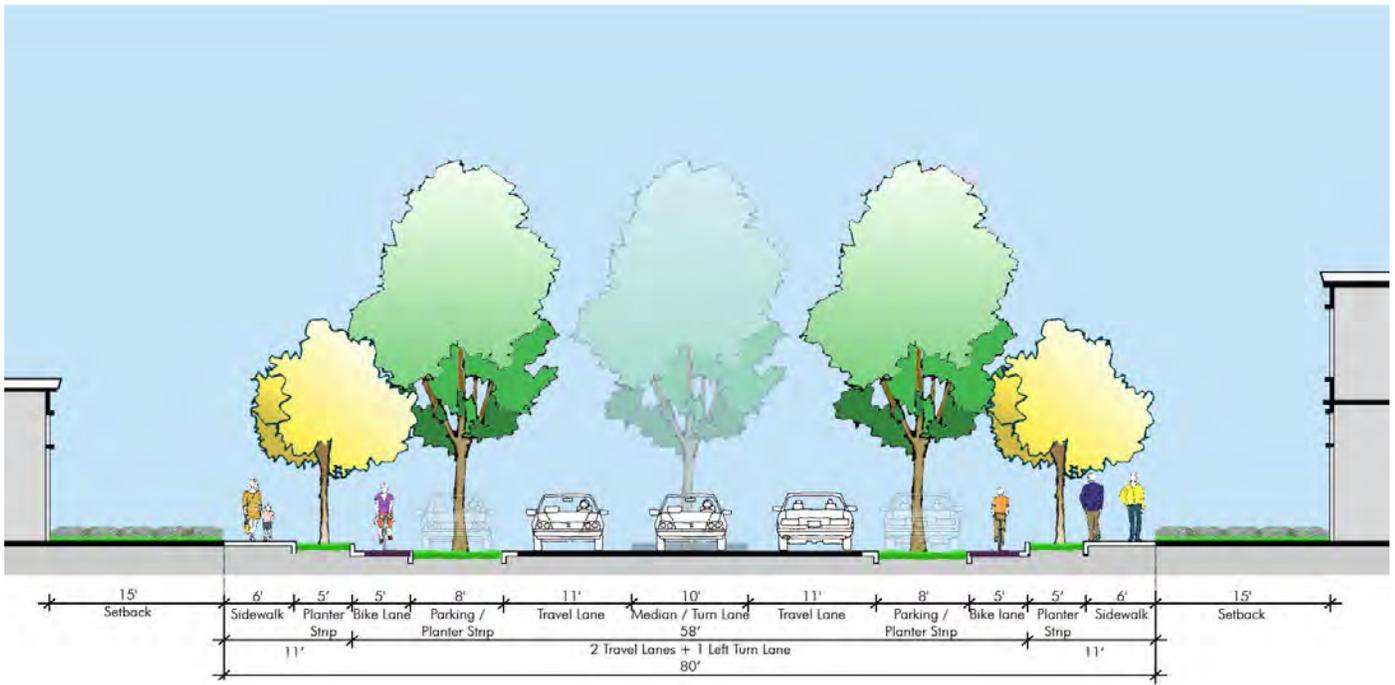


Figure 3.6: Franklin Boulevard, Sacramento, CA – Proposed Prototypical Section (Looking North)



Figure 3.7: Franklin Boulevard at 23rd Avenue – Existing Conditions (Northbound View)



Figure 3.8: Franklin Boulevard Streetscape Conceptual Layout and Location.

This figure shows the area for the proposed Complete Street treatment; an area on the corridor beginning just north of 23rd Avenue and proceeding south to 26th Avenue.

The lane reduction will reduce the conflict between modes of transit while promoting safety and healthy place-making. We recommend extending the road diet concept from Sutterville Road going south to the city/county line just north of the Capital Commerce Center site.

In addition to activating the business core with safe transit options, the road diet will also help activate the transformation of the Maple Neighborhood Center, a recent school closure now converted into an important neighborhood hub of services, recreation, public space and public market activities. The road diet will slow traffic and provide safe pedestrian connectivity with St. Rose’s Catholic Church, an important neighborhood asset located just east of the site.

We also propose a road diet along the 24th Street corridor between Sutterville Road and Fruitridge Road that runs along the east side of the Hollywood Park neighborhood and the west side of the North Franklin Business District. We are concerned with how the speed of traffic detracts from a pedestrian-friendly experience in a primarily residential neighborhood. The road diet can also increase pedestrian and bike traffic to businesses along the 24th Street corridor.

Road diets stimulate multiple modes of transit, streamline traffic, and create safe alternatives to auto use while helping to improve business conditions in active transit corridors. It is now common to see road diet treatments used throughout the City of Sacramento. Road diets are now a key feature of the ongoing redesign and traffic reorganization of the Downtown and Midtown areas. Freeport Boulevard in Land Park also was converted from four lanes to two bringing safety to bicyclists on an extremely active business corridor that includes traffic from Sacramento City College and McClatchy High School and future traffic from Curtis Park Village, an upscale in-fill residential development currently under construction. Bike lanes and crosswalks now encourage more frequenting of local businesses and restaurants by adults as well as safety

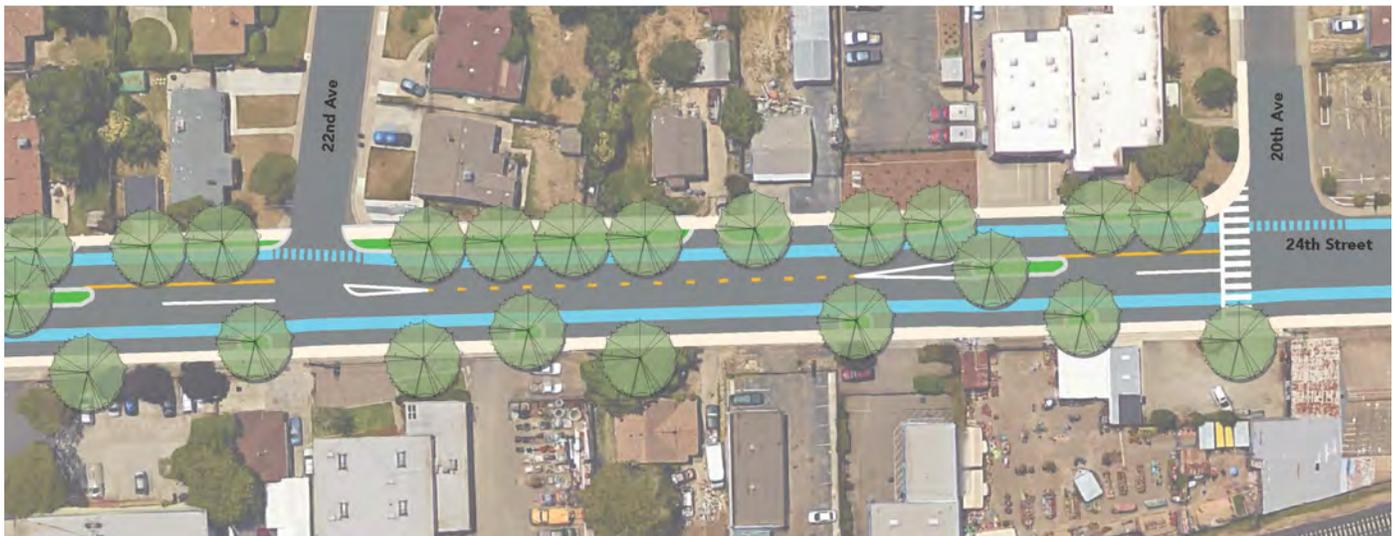


Figure 3.9: 24th Street Streetscape Road Diet Conceptual Layout Reduces Four Lanes of Traffic to Two Lanes



Examples of Road Diets in East Sacramento

for SCC students. Public buses can still provide services and autos move at a slower pace thus creating a shared use of the roads that allow for safety, place-making, and sociability. Land Park Drive is another example of reducing traffic from four lanes to two along a high-use corridor that connects the Downtown/Midtown grid with the busy public recreation area of William Land Park with Fairytale Town, the Sacramento Zoo, a golf course, baseball diamonds, and a public stage for theatre. The Land Park road diet creates a healthy pedestrian and bike environment where residents and visitors can safely navigate public recreation space.

The Folsom Boulevard and J Street corridors between 39th Street and 59th Street in upper-income East Sacramento are good examples of how road diets were used without impacting local business revenues—a primary concern of business owners in North Franklin. These East Sacramento corridors contain a dense mixture of residential, commercial and small retail properties and eateries, and are economically active and highly desirable places to work, live, and locate a business. In a door-to-door survey of 50 businesses (excluding fast-food outlets) conducted by UC Davis research interns during July 2014, business owners were asked if the street redesign from four lanes to two lanes negatively affected their business. Only two business owners on the Folsom corridor complained about the road diet having a negative effect—an effect attributed to a lack of crosswalks making pedestrian crossing difficult in front of their stores, not the slowing of traffic. The road diet on J Street was installed even with the traffic-busy Mercy Hospital located on the corridor just east of the 39th Street intersection. According to the City of Sacramento, the road diet was “... important both for public safety and quality of life in East Sacramento” and the project provides “... a more pedestrian and bicycle friendly environment that also benefits retail businesses.”⁴

Similar road diet plans are also underway for the Broadway business corridor as part of the Greater Broadway Partnership’s Corridor Vision Plan. The Broadway corridor, located at the south end of the original city grid, is currently lined with an assortment of restaurants and cafes, the historic Tower Theatre and a variety of business establishments. As

⁴ See Two East Sacramento Streets going on road diets: City to slow traffic on J Street and Folsom Boulevard. Press Release, City of Sacramento Department of Public Works. June 21, 2013.

in Franklin, Broadway business owners remain concerned with unsafe high-speed auto traffic, unsafe walking conditions, and the lack of bike lanes and shade that inhibits growth along the business corridor. The Partnership seeks to transform Broadway into one of Sacramento’s premier pedestrian streets by using a road diet to slow the pace of traffic and increase the visibility of storefronts to passing motorists. Streetscape improvements will be devoted to the pedestrian and bicycle experience. Broadway visitors will be encouraged to “park once and walk” along a business corridor with a generous tree canopy, a comfortable scale of buildings next to sidewalks, a diverse street scene, and ample, well-placed parking.⁵

A survey of complete streets projects from across the country by the Smart Growth America’s National Complete Streets Coalition corroborates the benefits of such projects. The survey found that employment levels rose, and the number of new businesses increased after Complete Streets improvements, suggesting that Complete Streets projects made the street more desirable for businesses. Property values increased as well as private sector investment. Trips by foot, bicycle, and transit almost always increased after the Complete Streets projects. Taken along with the safer conditions mentioned above, these active transportation options add to the case for the health and economic benefits of a Complete Streets approach.⁶

More evidence of the benefits of complete street projects comes from the City of Lancaster, California, which has become the “go-to” case study for municipalities across the nation seeking to revitalize their declining business districts. By narrowing nine blocks of West Lancaster Boulevard from four to two travel lanes, installing a tree-lined median for gathering and parking, widening sidewalks and landscaping, the city created a retail and entertainment destination and a hub for community events, known as the BLVD. The City of Lancaster estimates its investment in the project spurred \$107 million in private investment and more than \$273 million in total economic output, including 48 businesses and 1,902 new jobs (1,100 construction and 802 permanent jobs). In 2012, sales tax revenue was 96 percent greater than 2007 preconstruction revenue.⁷

The combination of complete streets and road diets is clearly an effective strategy for redesigning Sacramento’s distressed business corridors accelerating economic development while creating safe and healthy neighborhoods with active transportation plans. Place-making becomes a pathway for neighborhood economic development. Likewise, neighborhood-oriented economic development becomes a pathway for place-making in a manner that promotes public health as well as economic vitality. With substantial input and staff work from the NFBFD and UC Davis, the City of Sacramento applied for and was recently awarded a Community Design Grant from the Sacramento Area Council of Governments in the amount of \$443,000 to begin planning for redesigning the Franklin business corridor and for an infrastructure inventory of the area. With help from Councilmember Jay Schenirer, an additional \$250,000 in Community Block



Examples of Road Diets in East Sacramento

⁵ See *Broadway Vision Plan*, December 2012. Prepared for the Greater Broadway Partnership and the City of Sacramento by the Sacramento District Council, Urban Land Institute.

⁶ See *Safe Streets, Stronger Economies: Complete Streets Project Outcomes from Across the Country*. National Complete Streets Coalition. Smart Growth America. March 2015.

⁷ See *The BLVD Transformation Project*, The Lancaster Redevelopment Agency. 2012.

A neighborhood shuttle system will provide connectivity between multiple modes of transit, a direct connection to neighborhood stores and services, and make residents less dependent upon fossil-fuel transit—an important goal of climate readiness and sustainable community strategies.



Mike McKeever, CEO from SACOG, presents Community Design Grant for Franklin Streetscape Project to City Councilmember Jay Schenirer and County Supervisor Phil Serna.

Grant funds and \$150,000 in Local Transportation funds were added to the project for a total design and outreach budget of \$843,000.

NEIGHBORHOOD SHUTTLE SYSTEM

Complementing the Complete Streets proposal is a neighborhood shuttle system that will run along the Franklin corridor from Sutterville Road to the 47th Avenue Light Rail Station and then to Florin Road. As previously noted in Part 2 of this plan, public transit options in Franklin currently do not provide efficient connectivity for residents with neighborhood services and businesses. The north/south parallel orientation of both bus services and light rail services eliminates the possibility of transfers and connections between the two modes of transit thus minimizing public transit efficiency and increasing reliance on auto transit. A neighborhood shuttle system will provide connectivity between multiple modes of transit, a direct connection to neighborhood stores and services, and make residents less dependent upon fossil-fuel transit—an important goal of climate readiness and sustainable community strategies. ADA compliant shuttles equipped with bike racks, will provide increased mobility for passengers in wheel chairs and those using bikes throughout the Franklin District to the light rail stations providing external connectivity with more regionally-oriented public transit options.

Shuttle systems in various forms have been introduced to Sacramento suburban neighborhoods. McClellan Park operates a free shuttle from the former military base to the Roseville Road light rail site. In Citrus Heights, City Ride, a joint project between Regional Transit and the City of Citrus Heights, offers curb-to-curb service to any destination within the city. Shopping centers, restaurants, movie theaters, parks and community service centers are now within reach without the use of an auto. In addition, City Ride provides direct services to Mercy San Juan Medical Center in Carmichael and Kaiser Medical Center in Roseville, both located just outside of the city limits. The City of Rancho Cordova offers Rancho CordoVan, which currently operates three routes that

serve the Villages of Zinfandel (commonly known as Stone Creek), Anatolia neighborhoods, Kavala Ranch and Sunridge Park. These routes operate Monday through Friday in the mornings and evenings connecting suburban commuters to light rail at the Zinfandel Regional Transit Light Rail Station in addition to local businesses and services along the route.

In North Natomas, the North Natomas Transportation Management Association, a neighborhood nonprofit organization made up of residents and local business representatives, operates a neighborhood shuttle system with four routes serving the North Natomas area. Augmenting RT bus services and the planned Green Line Light Rail service that will connect downtown Sacramento to the Sacramento International Airport located to the west of North Natomas, the shuttles provide internal connectivity to local business centers and services as well as external connectivity to Downtown employment. Neighborhood shuttles in North Natomas are an example of how local transit services are an important building block for transit-oriented development throughout the region that ties employment centers to regional transportation and new suburban residential housing projects.

Currently, solutions to unmet transit needs in transit-challenged neighborhoods remain contingent upon the ability of Regional Transit operators to provide services. This may not be realistic given the current fiscal constraints experienced by RT, which recently implemented fare hikes and unsuccessfully sought additional funding in the November 2016 election via Measure B to offset increased long-term operating expenses. We realize the difficulty with scaling down regionally-oriented public transit for a greater concentration on neighborhood-level mobility; especially when the regional economy requires the movement of large populations throughout a wider geographical area in an efficient but cost effective manner. However, it is important to recognize that transit planning to meet the changing needs of low-income, under-resourced neighborhoods is consistently given a lower priority due to a variety of administrative and economic concerns at the regional level. Despite these administrative obstacles, the planning and operation of a neighborhood-focused transit option independent of regional constraints remains vital to activating the Franklin business core as well as projects like the Maple Neighborhood Center Public Market currently in the planning stages by the La Familia Counseling Center.

The FNDC will begin to formalize transportation planning efforts using the structure of a transportation authority similar to other place-based small-scale transit systems in Sacramento County. This administrative structure will allow the FNDC to pursue grant opportunities for funding a pilot shuttle program along the Franklin Boulevard business corridor. Funding associated with Safe Routes to School, Employee Transit Programs, Bike/Pedestrian and assorted climate readiness programs are available for local transportation authorities. A two-year pilot will seek funding from foundations, utility companies, and other sources of public funds similar to small-scaled transportation agencies currently operating in the region. A formal transit authority administrative structure can also position FNDC to obtain local Measure A funds specifically targeted for equipment and operational costs associated with neighborhood shuttle systems.⁸



North Natomas and Rancho Cordova Shuttles

⁸ The Sacramento Transportation Authority, formed to manage and account for Measure A funds, currently sets aside \$83,000 each month to be applied towards the development of a neighborhood shuttle program. The current balance set aside for the shuttle program is approximately

The neighborhood shuttle is a practical way to begin the transition to a more distributed and integrated public transit system with connections between neighborhoods and regional systems providing more comprehensive service that increases personal mobility while decreasing reliance on fossil-fuel transit.

This temporary funding will allow the FNDC to transition into a more permanent long-term revenue source from renewable energy production (discussed below) that will pay for ongoing shuttle operation costs and help create a financially sustainable and permanent neighborhood transit system. The Franklin shuttle proposal does not anticipate seeking financial assistance from Regional Transit.

The neighborhood shuttle is a practical way to begin the transition to a more distributed and integrated public transit system with connections between neighborhoods and regional systems providing more comprehensive service that increases personal mobility while decreasing reliance on fossil-fuel transit. A more decentralized neighborhood-operated transit option can appropriately respond to the changing needs of urban residents in transit-challenged neighborhoods as well as help attack urgent environmental planning needs at the local scale—access to public transit is a key strategy to reduce environmental impacts from auto transit.⁹ We see the neighborhood shuttle system as an important contribution to the future redesign of public transit where neighborhood-oriented transit acts as a feeder to “Rapid Bus Transit” and existing light rail transit. Places with efficient public transportation options have significantly lower unemployment rates, lower growth in family assistance, lower growth in SNAP payments, and higher population and employment growth.¹⁰ By simply introducing a free shuttle service into a low-income neighborhood, residents can live healthier, productive, more connected lives. We view the circular economic functionality of the Franklin shuttle system as a model for and as a precursor to future neighborhood-oriented transit innovation in transit-challenged areas of Sacramento.

FOUNDATION FOR TRANSIT ORIENTED DEVELOPMENT

The integration of complete streets, road diets and neighborhood shuttles in Franklin allows for solutions that meet the more immediate transit needs of residents and provides an interactive access to the business district core. The integrated approach directly promotes health and safety, increases business/resident connectivity, and provides increased personal mobility. This approach offers a strategy for managing environmental concerns such as heat mitigation and storm water management and also provides the foundation for bringing Transit Oriented Development (TOD) to transit-challenged neighborhoods.

This last point is of utmost concern as TOD-type development is now the dominant form of real estate development in the U.S. according to the Transit Oriented Development Institute.¹¹ Likewise, regional planning throughout California now emphasizes the use of TOD as a strategy for both environmental and economic revitalization in urban areas and as a containment strategy for urban sprawl. This approach to planning is increasingly incorporated into guidelines for local infrastructure funding and is now an integral part of urban planning in Sacramento region. TOD is also used to revitalize economically depressed areas with Santana Row in San Jose, Horton Plaza in San Diego, the BVLVD transformation in Lancaster, the Fruitvale District and the

\$7,500,000. The STA has yet to develop a neighborhood shuttle program to make these funds available.

9 See for example M. Chester, S. Pincell, Z. Elizabeth, W. Eisenstein, and J. Matute. Infrastructure and Automobile Shifts: Positioning Transit to reduce Life-Cycle Environmental Impacts for Urban Sustainability Goals. *Environmental Research Letters* (8) 2013.

10 See for example D. Faulk and M. Hicks. The Economic Effects of Bus Transit in Small Cities. *Public Finance Review* September 2010 vol. 38 no. 5. 513-539.

11 See Newsletter. Transit Oriented Development Institute. December 20, 2016.

International Boulevard in Oakland, and Downtown Sacramento and West Sacramento as examples of recent planning efforts. The growing practice of TOD also highlights the interdependence between transit, housing affordability, economic opportunity, health outcomes, and social equity for low- and moderate-income households, as well as neighborhoods and their adjacent business corridors. TOD promotes public transit use and can bring change and prosperity to low-income neighborhoods and neglected business districts.

The Franklin Plan successfully integrates access to light rail, well defined public spaces, green canopied streets, and mixed-use opportunities and promotes pedestrian scale activity and active ground floor retail experiences essential for place-making and business district revitalization.¹² The Franklin Plan calls for infrastructure investment characteristic of TOD but just at a smaller, more neighborhood scale. In short, a small-scale TOD infrastructure investment, or “**small TOD**,” provides the elements of place-making that can transform a declining urban area like Franklin and position it for long-term public and private investment.

OPPORTUNITY SITE #1

With planning for the redesign of the Franklin corridor under way and plans for a neighborhood shuttle in motion, there now exists a unique opportunity to create and connect public space to the business corridor. A number of vacant lots are located along 26th Avenue approximately 500 feet west of the proposed corridor Complete Street improvements. The FNDC understands the need for place-making that can support local economic development efforts and contribute to a healthy community in an area underserved by our public parks system.



Aerial and Street Views of Opportunity Site #1 at 26th Avenue and 26th Way

NEIGHBORHOOD PARK

The Franklin Plan proposes a small one acre park to be located at the corner of 26th Avenue and 26th Way—an abandoned street currently owned by the City of Sacramento. The location of the park is situated far enough from busy streets to feel protected. The park will invite regular use by a representative cross-section of the community while also supporting occasional festivals and special events. This means that

¹² See Hook, W. and S. Lotshaw, A. Weinstock. (2013). More Development for Your Transit Dollar: An Analysis of 21 North American Transit Corridors. Institute for Transportation and Development Policy; Statewide Transit-Oriented Development Study: Factors for Success in California, Final Report. California Department of Transportation. September 2012.

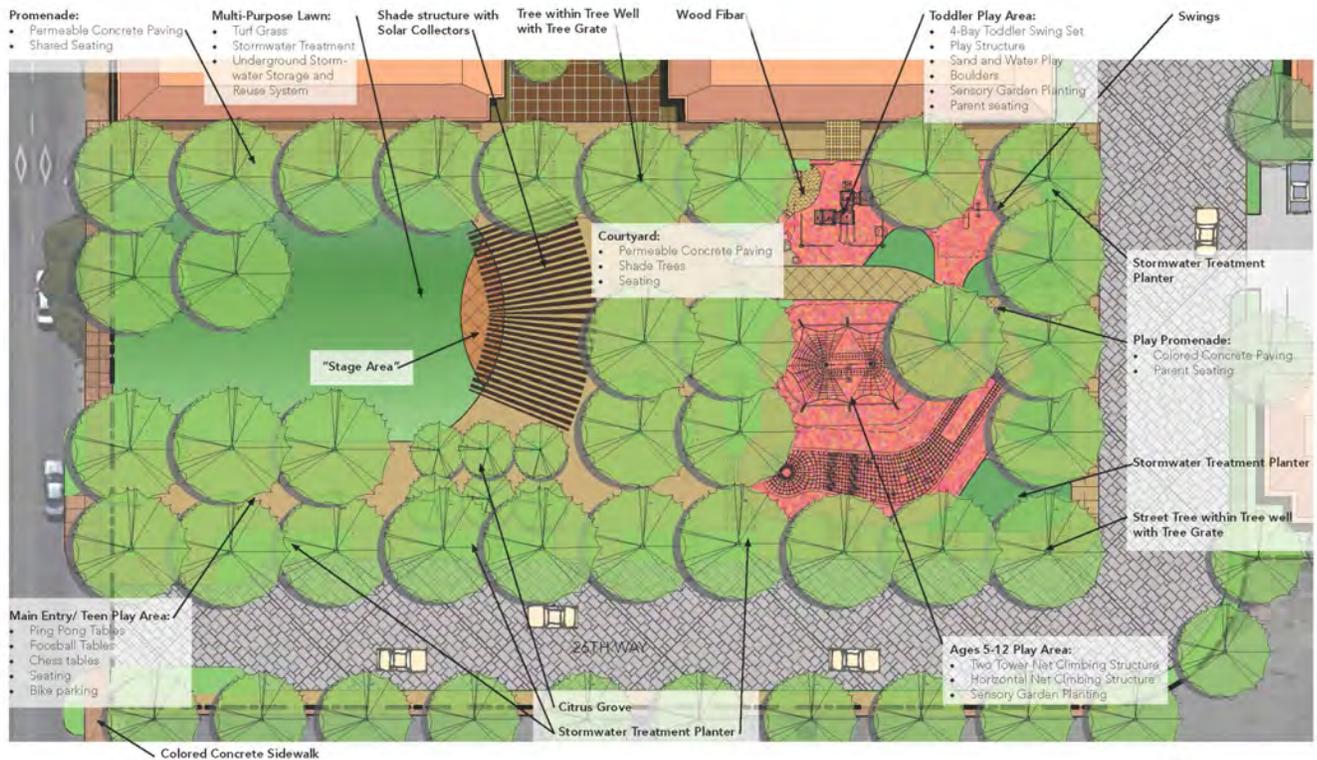


Figure 3.10: 26th Way Park Conceptual Layout

the park needs to support a variety of activities that occur at different times of the day and year to attract regular participation.

The park is planned with energy conservation as a priority. Stormwater treatment with an underground storage and reuse system, shade structures with solar collectors, an extensive green canopy for shade and heat mitigation, and stormwater treatment planters for edible landscaping are prominent features. Program elements recommended for the site include the following:

- Separate play/ gathering areas for toddlers, kids and teens area
- Stage area for events
- Site furnishings that encourage people to stay, including a variety of seating options (benches, seat walls, movable tables and chairs), and bicycle parking
- Well-located waste/recycle receptacles
- Restroom. A single occupancy restroom, placed in a visible location, is costly but necessary if people are going to spend time in the park. This could be phased in, using a temporary restroom until a permanent facility can be put in place.
- Picnic/group gathering spaces. Space for at least three groups of 15 to 20 (at minimum) should be provided, so that multiple family groups can use the park at the same time. At least one should be a covered space.
- Interactive play space. This should be designed to incorporate play and learning, and should be more than a manufactured play structure. Sand and water should be incorporated, and the play area should be universally accessible.
- Shaded areas. Shade can be provided by shelter structures, shade cloth or canopies, pergolas or large trees. A portion of the seating areas and at least one picnic area should be shaded. Shading part of the play area should be considered.

- Power service and locations to support the envisioned range of programs and activities that will occur at the park, including concerts, movies, festivals and even food carts.
- Integration of art. Art could be integrated into the park in a variety of ways. The Franklin neighborhood mural program could be expanded to the park, either in permanent murals or to create a temporary mural installation, possibly involving youth in the creation of art. Art can be integrated into the site, such as in the design of the play area, seating or shade structures. Pieces of art, ideally designed for the site, could be incorporated.
- Interactive fountain. An interactive fountain would be a significant draw for families. An interactive fountain would be preferable to a sprayground, because it can be turned off and used as a plaza for events or in cooler months or for special events. Though less flexible, a sprayground would also be a major attractor. Any interactive fountain or sprayground should be located at a distance from the sand in the play area.
- Office space (for government, social services or small retail) on the north and west borders of the park. A regular office presence would provide “eyes on the park” and improve public safety.
- A public market (Mercado) would complement the connectivity between complete streets, public transit and public space.
- Restrooms, storage space, and a rental room for events or public meetings should be considered.
- Small-scale courts or games, such as volleyball or outdoor ping pong tables can be integrated into a small urban space without limiting its flexibility for other uses. Tables for games such as chess or dominos could also be available.
- Food/beverage service. Space for one or more food carts and vendors should be considered, as regular food service will encourage use. A leasable café space is also an option, but would require more investment and a greater understanding of the market.
- Open lawn area. If the site is large enough, an open lawn area allows a wide range of uses.

Examples of regular programs include farmers markets, regular food carts/street vendors, exercise or walking classes, parents/grandparents/kids play groups or even afterschool programs.

In addition, regular programs and activities should be defined, and potentially the park should be staffed. Regular programs may be seasonal, weekly or even daily. Examples of regular programs include farmers markets, regular food carts/street vendors, exercise or walking classes, parents/grandparents/kids play groups or even afterschool programs.

Permeable paving will connect park courtyard and pathways to mixed-use buildings integrated along the west and north boundaries of the park. The proposal provides the essentials of place-making by connecting sidewalks and bike paths to public space and to surrounding business and residential areas.

small TOD

Our **small TOD** approach to this opportunity site helps activate an important intersection of the business corridor currently in a state of neglect by using an effective transition from green street improvements and traffic management tools to public space. Connecting environmentally and people-friendly street scape improvements with a more controlled traffic speed brings a more inviting shopping experience while the neighborhood shuttle brings people safely to and from the area without the use of a car. Extending the Complete Street green canopy to the shopping center and to a



Figure 3.11: Opportunity Site Connectivity to Complete Streets Redesign Project

permanent public gathering place such as a park encourages more pedestrian and bike interaction with local businesses. In addition to creating a safe and comfortable pedestrian and biking experience, the **small TOD** approach brings a sense of identity that will encourage ownership of the corridor by its various users. The improved environment will bring a multi-modal entry into the business corridor and act as a key pedestrian friendly mixed-use amenity that showcases public space, public art and local business. The improvements help promote recent arrivals to the business corridor like Boost Mobile, El Salon Hair Studio, Rodeo Wear and Vanessa’s Artesanias as well as supporting long-term establishments such as Siam Thai Restaurant, La Esperanza Bakery and



Figure 3.12: Conceptual View of Park and Mixed-Use 26th Way Opportunity Site

Morant's Old Fashion Sausage Shop, nearby establishments that reflect the diversity of the Franklin business community and residents.

The **small TOD** approach in Franklin encourages ecologically-conscious design solutions that reflect as well as complement the vision of city and regional planners and those promoting the building of healthy neighborhoods. **Small TOD** directly addresses the needs of people who live and work along the corridor and in the surrounding neighborhood.

HOUSING

Upgrading the housing stock in older urban areas is always difficult due to the age of the physical infrastructure and the unknown costs and liabilities for public agencies and developers. We anticipate that a portion of the Community Design Grant recently awarded to the City of Sacramento for the redesign of the Franklin corridor will be set aside for an infrastructure survey. The infrastructure survey will generate information needed to incorporate housing options in our **small TOD** planning for Franklin.

The small TOD approach in Franklin encourages ecologically-conscious design solutions that reflect as well as complement the vision of city and regional planners and those promoting the building of healthy neighborhoods.



Figure 3.13: Conceptual Layout for Opportunity Site #1 – Connectivity with Housing, Public Space, Mixed-Use, Streetscape and Shuttle Service

The conceptual layout above provides an example of how new housing options can be integrated with neighborhood infrastructure plans outlined above. Our **small TOD** proposal leverages streetscape investment by converting approximately 11 acres of unused vacant land to a new zero-net affordable housing development. A green belt provides connectivity with the proposed park and mixed-use facilities where residents can access retail and services within walking distance from their home. The opportunity site can incorporate rental housing above the mixed-use facilities that will surround the park as well as supportive (e.g. senior housing) and cooperative housing arrangements blended with single family home development. The priority is for a variety of housing types that take into consideration the income level of Franklin residents. Given our analytical approach that emphasizes the neighborhood as the primary unit of analysis, design and development must be sensitive to the socio-economic conditions of neighborhood residents with economic inclusion as a priority.

The preference for new housing in Franklin is affordable homeownership, which has long been the primary component of household wealth for minority families.

The preference for new housing in Franklin is affordable homeownership, which has long been the primary component of household wealth for minority families.¹³ With approximately 50 percent of Franklin renters paying over 35 percent of their monthly income towards rent, the construction of new affordable single family homes income presents significant challenges. To better understand the potential for homeownership, we apply the median household income for each of the Franklin census tracts documented in Part 2 of this plan to the maximum allowable mortgage payment for a federally insured FHA mortgage. FHA guidelines generally allow a maximum of 43 percent of monthly income to be applied to a mortgage payment and other household debt such as revolving or installment credit lines. Assuming a household has no other debt or adverse credit ratings, we calculate the maximum allowable FHA monthly mortgage payment and the associated purchase price. We then compare the potential purchase power of residents with the average current sales price in each of the census tracts.¹⁴

Table 3.1: Homeownership Affordability¹⁵

Homeownership Affordability and Qualifying for FHA Mortgage Financing for North Franklin Residents			
	North City Farms	South City Farms	Bowling Green
Median Annual Income	\$35,648.00	\$26,827.00	\$28,179.00
Avg. Monthly Income	\$2,970.67	\$2,235.58	\$2,348.25
Max. Allowable Debt Ratio (43%)	\$1,277.39	\$961.30	\$1,009.75
Max. Allowable Mortgage Payment	\$1,277.39	\$961.30	\$1,009.75
Estimated Qualifying Purchase Price	\$198,000.00	\$149,000.00	\$151,000.00

Table 3.1 shows the difference between the mortgage amounts Franklin households would qualify for based upon their income and the average purchase price in each of the three Franklin census tracts. In North City Farms, the estimated qualifying purchase price for the average household is approximately \$198,000, in South City Farms \$149,000, and in Bowling Green \$151,000. Given this level of purchasing power and the rising cost of new construction, it is difficult to rely on new single family home construction as a primary housing option.

Self-help programs such as Habitat for Humanity, that couple strict income ceilings to concentrate on their target of low-income residents along with “sweat equity” could be one option for affordable homeownership in North Franklin. Unfortunately, the loss of funding from state redevelopment funds, funding reductions to the CalHome Program, the California Self-Help Housing Program (CSHHP), and the Building Equity and Growth in Neighborhoods Program (BEGIN), have greatly impacted the ability for self-help programs to deliver new homes, much less “zero net” homes, at a price near

¹³ See Lipsitz, G. and M. Oliver. 2010. Integration, Segregation, and the Racial Wealth Gap, in *The Integration Debate: Competing Futures for American Cities*, Eds. C. Hartman and G. Squires. New York: Routledge; Squires, G. and C. Kubrin. 2006. *Privileged Places: Race, Residence, and the Structure of Opportunity*. Boulder: Rienner

¹⁴ We use a 3.5 percent down payment, a 3.5 percent interest rate, a 1.25 percent property tax rate and a 0.35 factor for a monthly mortgage insurance premium required by FHA as part of our monthly payment calculation of principle, interest, taxes and insurance on a 30 year loan. See guidelines at <http://portal.hud.gov/hudportal/HUD>.

¹⁵ Purchase price and monthly affordability calculated using ChicagoAgent 3.2.7 application for Realtors.

\$200,000 or at a price suitable for North Franklin residents. It is doubtful that any for-profit builder will be able to match the low home prices of a self-help builder. However, organizations such as Habitat for Humanity should be included in this housing plan so that some portion of housing can be targeted for low-income homeownership to the extent possible.

Accordingly, opportunity sites in North Franklin should consider a mix of affordable housing strategies that complement streetscape and transportation plans and provide energy efficient dwellings within the budgets of its low- and moderate-income households. The focus should be on committed affordable units in a setting that do not mirror “big box” apartment complexes. To the extent possible, priority should be given to current Franklin residents as tenants. Using projects developed by Mutual Housing of California as an example, the ideal affordable housing program in North Franklin should at a minimum provide the following:

- On-site management in secure setting
- Proven ability to interact with tenants in a manner that prevents blight and crime
- Linkage with local programs and services
- Proven ability to provide housing for the needy, the elderly, working-poor households, the disabled, and others that the market does not serve adequately
- Educational support such as pre-school promotion and connection with early education resources, after-school programs, homework help and enrichment and sports activities for youth
- Summer Lunch Programs and Back to School Support
- Financial literacy workshops including topics such as credit building and repair, budgeting, retirement planning, planning for college and access to local food assistance when needed
- Access to computers in labs and digital literacy training
- Incorporate bike share and electric car share programs and linkage to neighborhood energy awareness campaigns where residents learn about the environment and sustainability issues
- Neighborhood activities and programming such as resident councils and resident impact committees, cooking classes, tai chi, chess club, art classes, senior wellness classes, reading to kids, Neighborhood Watch, bingo, movie nights and other activities.

The need for affordable housing options in Franklin is clear. A 2014 SACOG white paper on market trends identifies a growing Generation Y population (those born between 1980 and 2000) and continued immigration as having a major impact on housing demand in the years to come.¹⁶ In Part 2 of this plan, we noted how Franklin census tracts have one of the youngest populations in the county in addition to their long-standing role as a “port of entry” for immigrants in the Sacramento Area. Franklin sits at an important crossroads where equitable public investment and neighborhood-oriented planning can revitalize an area needing a solid infrastructure to support future population growth or be left behind as more profit-oriented development located away from older distressed neighborhoods remains the regional priority.

SACOG Blueprint Principles for Regional Planning

- Transportation Choices
- Mixed-Use Developments
- Compact Design
- Housing Choice & Diversity
- Use of Existing Assets
- Quality Design
- Natural Resources Conservation

¹⁶ See Trends in the Housing Market: An Update on Changing Demographics and Consumer Preferences. Sacramento Area Council of Governments. August 14, 2014.

Transit Oriented Development Institute: Elements of Place-Making

- Close Proximity to Rail Station
- Well-Defined Public Spaces
- Mixes of Uses
- Pedestrian Scale
- Active Ground-Floor Retail
- Sidewalk Cafes
- Tree-Lined Streets
- Reduced and Hidden Parking

The Community Design Grant previously referenced above begins the preliminary design work for Franklin **small TOD** that will allow a successful connection between new zero-net energy housing options, public space, mixed-use facilities, retail, and streetscape improvements with multi-modal transit options. The proposed **small TOD** approach provides a practical approach to revitalizing a distressed business corridor in a manner that meets SACOG's Blueprint Principles for regional planning where housing opportunities connect with transportation choices in a manner that capitalizes on existing resources.

Franklin **small TOD** also addresses the Transit Oriented Development Institute's "Elements of Place-Making," where several elements, both physical and operational, are brought together to create a successful economic and social place. The neighborhood shuttle brings connectivity to light rail. Streetscape improvements provide a green canopy while the park provides a well-defined public space that activates the pedestrian scale by connecting mixed-use facilities with an activated ground floor retail that can now attract public gathering places like a coffee shop or cafe.

We believe that transit oriented development is not a "one size fits all" tool that just emphasizes large-scale new development. TOD principles can also be used at the neighborhood scale to mesh necessary infrastructure investment with reliable and accessible transit as well as new and existing housing in a manner that leads to place-making. We understand the need for metropolitan regions to use TOD in promoting more ecologically sensitive patterns of growth with large-scale development, but our **small TOD** approach to neighborhood planning demonstrates how transit, infrastructure and housing can promote stability in distressed neighborhoods and also contribute to macro/regional climate readiness goals.

ENERGY EFFICIENCY AND RENEWABLE ENERGY

Policy-makers now stress the important connection between health, the built environment and the need for global climate change practices. In the Sacramento region, energy efficiency and renewable energy are continually emphasized as important components of climate readiness planning. Our ongoing concern is that current climate readiness planning is, for the most part, regionally oriented. Although well-intentioned and necessary, macro-level energy planning is not intended for small space problem-solving and therefore does not adequately address how readiness practices can take hold at a more micro or neighborhood scale. More important, the lack of available guidance on how to implement energy and climate readiness mandates at the neighborhood scale leaves regional agencies and their collaboratives in a challenging situation when attempting to address how distressed neighborhoods can make serious contributions to regional environmental goals. Likewise, neighborhoods face difficult administrative hurdles in accessing regional resources and public investment needed for economic stability.

We know that the linkages and synergies between climate policy and sustainable development become most obvious at the local level.¹⁷ In the urban environment, the local scale is where the social and technological innovations that help in the reduction

17 See Kern, K. and G. Alber. Governing Climate Change in Cities: Modes of Urban Climate Governance in Multi-Level Systems. Chapter Eight in Competitive Cities and Climate Change. October 2008.

of GHG emissions and adaptation to new challenges actually take hold. Employing an integrated “systems” approach to climate readiness effectively incorporates energy efficiency planning with comprehensive neighborhood (re)building. Through this approach, public infrastructure investment and energy efficiency become strategies to meet equity, economic, and environmental priorities while attempting to close a persistent racial and spatial wealth gap. Again, our emphasis is on circular economic action that is both restorative and regenerative by design. Building off of streetscape, transit and infrastructure planning initiated with the help of the SACOG Community Design Grant, the Franklin Plan incorporates energy management into strategies of stabilization, sustainability and place-making.

ENERGY EFFICIENCY PLANNING

Given the age of buildings in the area, energy efficiency planning and retrofitting would significantly reduce utility costs for many North Franklin business establishments. Although local utility companies offer energy planning for businesses, very few in North Franklin have taken advantage of this assistance. Similarly, the age of the Franklin housing stock presents considerable challenges for energy efficiency and signals a critical need for residential energy planning.

Making commercial and residential buildings in Franklin energy efficient can produce economic and environmental advantages to both business and residents. Businesses reduce operating expenses that can be redirected to employment opportunities or benefits such as health insurance. Also, the more energy efficient a home is the lower the risk of mortgage default.¹⁸ Home energy efficiency can benefit utility companies servicing Franklin as households realize savings from the roll-out of energy efficiency programming in the area. This could result in reduced use of low-income utility payment assistance programs with the savings in turn reinvested in local energy programming such as financing for large-scale community solar installations. The FNDC should consider the following components for an effective full service energy efficiency program that can contribute to local economic stability as well as regional environmental goals that can provide healthier living environments.

Neighborhood Energy Audit Program

Establish a Neighborhood Energy Audit Program to assess the energy needs and efficiency of Franklin homes, multi-family properties and commercial buildings. The audit will inform property owners on how their buildings may be losing energy and money and how such problems can be corrected to make the structures more energy efficient. Energy audits will evaluate the energy and water efficiency of residential and commercial building systems such as heating, cooling, lighting, and water heating with a series of diagnostic tests that identify specific problem-areas for energy efficiency. The audits will recommend improvements that can save energy and increase capital. The energy audit will also project the payback period (length of time it will take to recover any amount spent on energy upgrades) for identified upgrades as well as a savings generated by the improvements. Over time, the amount of money saved can be considerable and recycled into the local economy.

Employing an integrated “systems” approach to climate readiness effectively incorporates energy efficiency planning with comprehensive neighborhood (re) building.

¹⁸ See Home Energy Efficiency and Mortgage Risks. University of North Carolina Center for Community Capital and the Institute for Market Transformation. March 2013.

A conservation and awareness campaign that educates students, households, and business owners on how to become wiser energy users by conserving energy and resources will ensure the full benefit of green investments.

Establish a Green Retrofit Program

Green retrofits are any changes that make a building or home more energy efficient. Green retrofits reduce a property's energy and water usage, lower operational and maintenance costs, improve the users' quality of life, and reduce a building's impact on the environment.¹⁹ The program should consider the following for commercial, multi-family and residential buildings:

- Replacement of old appliances with energy efficient products such as water heaters, washers and dryers, and lighting.
- Building improvements such as dual pane windows, doors, and insulation.
- Heating, Ventilation & Air Conditioning (HVAC) improvements.
- Indoor air quality improvements, including exhaust fans and the use of low or no-VOC (volatile organic compounds) paints.
- Drought tolerant landscaping including gray water irrigation and drought resistant gardens.
- Weatherization and home maintenance.
- Solar Photovoltaic (PV) Systems in both residential and commercial applications and solar arrays. Solar systems should also provide shade for parking lots to roof tops that can mitigate the heat from asphalt use.
- Solar systems for large vacant industrial lots in the area that can provide support for neighborhood solar collaboratives to form.
- Reduce the recovery or "break-even" period for savings to be realized by property owners from solar investment by improving energy "Buy-Back" opportunities to the extent possible.
- Provide access to financing that makes investment in green retrofits economically practical.

Conservation and Awareness Campaign

A conservation and awareness campaign that educates students, households, and business owners on how to become wiser energy users by conserving energy and resources will ensure the full benefit of green investments. Such a campaign will support the retrofit program by identifying households and business owners in need of energy related services and by providing a recruitment pathway for local energy workforce training programs. The campaign can also connect to resources from external agencies. For example, the Sacramento Tree Foundation, offers tree planting and educational services, and the Sacramento Air Quality Management District offers rebates for wood burning stove replacement that emit lower greenhouse gases. The use of these resources can also be easily integrated into energy audit and green retrofit activities. As part of this campaign, the FNDC should develop a process for actively seeking out similar resources that can be integrated into neighborhood energy planning efforts.

Cradle-to-Career Pathways

Moving the concept of neighborhood-scale energy sustainability from planning to practice requires education, training and job placement. A "Cradle-to-Career" approach to energy planning is needed to ensure long-term neighborhood participation in regional environmental efforts that also contribute to neighborhood stabilization. The conservation and awareness campaign will assist local middle and high schools with

¹⁹ See Multifamily Green Retrofit Toolkit. United States Department of Housing and Urban Development.

incorporating neighborhood energy and sustainability planning into the learning experience and include outreach to parents.

The Sacramento City Unified School District's (SCUSD) Capital Academies and Pathways (CAP) program provides linkage with Next Economy regional job clusters, which includes energy related construction. Cradle-to-career planning in Franklin should emphasize connectivity between the CAP construction curriculum at Luther Burbank High School and local green retrofit activities. The FNDC is currently working with the Community Resource Project (CRP) in designing a program to develop a properly trained and credentialed workforce of Franklin residents that can provide reliable and ongoing complete energy services. The CRP is a local nonprofit organization currently engaged in weatherization and solar installations for single family and multi-family residences. The Franklin energy program will provide internship opportunities for CAP students where they can be exposed to practical hands-on education in green construction, and on-the-job training while providing direct energy services for Franklin businesses and households. La Familia Counseling Center can assist with local recruitment and job readiness, and facilitate SETA funding for on-the-job training and career placement activities. Connecting this job training to certificate programs at local community colleges can lead to a more customized training approach that best meets the needs of the neighborhood energy plan.

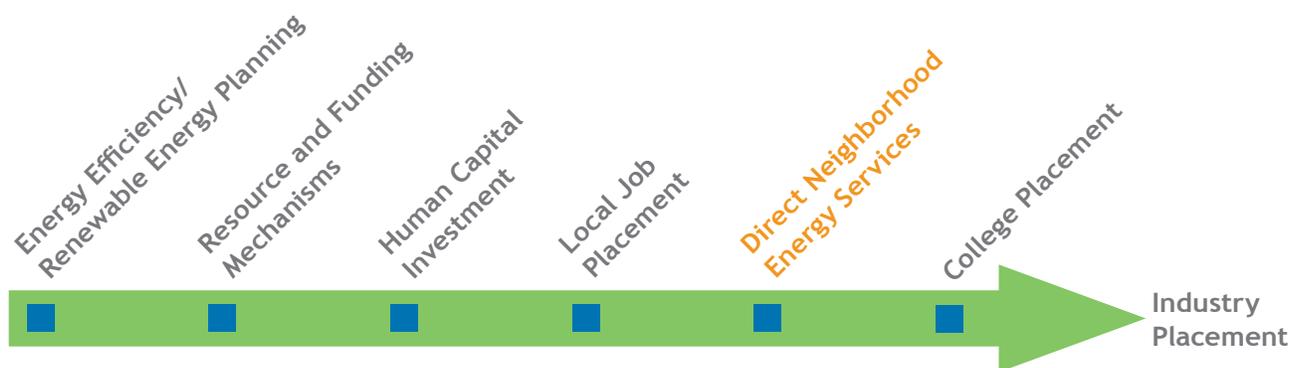


Figure 3.14: Franklin Energy Cradle-to-Career Pathway

The FNDC is also working with CRP to extend their existing energy services to include small commercial buildings, which make up the base of the Franklin business corridor. The CRP expanding into small business energy efficiency programs will create linkage with the Sacramento Municipal Utility District (SMUD) (e.g. Complete Energy Solutions and Small Commercial Deep Energy Retrofit programs) and also more job opportunities for local residents. Education specifically for green retrofitting and all aspects of solar technology can be a starting point to develop the local workforce needed for solar installations and construction activities, complement on-the-job training for auditors, installers and construction staff, and provide pathways for adults currently seeking employment. Linking this pathway to certificate-level training in energy management and energy-related construction and design coursework at nearby Los Rios Community College campuses and energy auditor training from the Energy Efficiency Center at The University of California, Davis would be a plus.

Property ownership and the structural conditions of buildings and homes are barriers that limit or reduce energy solutions for business owners to energy efficiency activities such as lighting and small-scale retrofits to buildings rather than renewable energy options.

Through this neighborhood partnership approach, the education to employment pathway is created to provide direct energy services in Franklin. This cradle-to-career model of neighborhood-focused energy planning, where neighborhood residents acquire skills to provide neighborhood households and businesses with direct energy services, is the foundation for circular economic action that is both restorative and regenerative by design. The Franklin model can serve as a template for similarly distressed neighborhoods throughout the region.

RENEWABLE ENERGY

Our business and neighborhood surveys indicate that utility costs are a concern for Franklin neighborhood businesses and households. Our business survey shows that 58 percent of Franklin business owners consider utility costs as one of their most important financial issues. Also, a growing number of Franklin households receive SMUD's Energy Assistance Program Rate (EAPR), which offers low-income customers a discount on monthly energy costs. The FNDC remains concerned with how rising utility costs can negatively impact both businesses and households.

The most common method for owners to reduce costs is of course to install solar panels on buildings and homes for energy production. However, there are significant barriers that prevent such an option. Most business owners along the Franklin business corridor lease the building where their businesses are located. Likewise, the majority of households in Franklin are renters. Given the age and condition of these building and homes, many would not be able to install solar panels without significant and expensive upgrades. Also, solar installations are quite expensive and long-term financing means a financial "break even" period that is approximately 10 years away. Thus, it is not practical for small-business owners or renters in an economically depressed neighborhood to make large personal investments in property they do not own.

Property ownership and the structural conditions of buildings and homes are barriers that limit or reduce energy solutions for business owners to energy efficiency activities such as lighting and small-scale retrofits to buildings rather than renewable energy options. Likewise, weatherization programs remain the focus for residential homes and apartments. These conditions make full participation in regional climate readiness plans difficult for the Franklin neighborhood. Unfortunately, current energy programs offered by local utility companies and public agencies have limitations that can actually work against sustainability initiatives and unintentionally exclude an important segment of the urban community vital to achieving climate readiness goals as well as equity objectives.

The Franklin Energy Collaborative - Neighborhood Solar Program

Neighborhood assets in the form of large industrial lots can be used to address the Franklin energy problem. Throughout the Franklin area, a number of these lots have been vacant and unimproved for over 20 years. Also, many large industrial lots have acreage that remains landlocked with no street access therefore limiting their commercial use. One example of an underutilized vacant lot is the former Skyview Drive-In, which opened in 1949 as one of Sacramento's very first drive-in theatres. Located directly across the street from the Capital Commerce Center (previously the Campbell Soup Cannery) on 47th Avenue, the Skyview expanded to three screens by 1973

showing “3 hits for 3 bucks a carload.” The Skyview closed in 1989 and the land has remained vacant since that time. Residential development on this site is highly unlikely since the land is now surrounded by several freight companies which are part of an important freight network that moves commodities throughout the Sacramento region, across the West Coast from Los Angeles to Washington, and connects with Midwest and East Coast distribution networks.

The former Skyview lot presents a unique opportunity for neighborhood-produced renewable energy that can potentially reduce utility costs for homeowners and businesses while generating income for FNDC neighborhood projects. The Franklin Plan calls for the installation of a solar farm using photovoltaic solar panels on the 11-acre Skyview site. Our preliminary estimates call for a three-megawatt system that can produce approximately 6 million kilowatt hours of electricity on the site each year. The NFDC plans to expand energy production to other vacant sites and create a “renewable energy corridor” in Franklin. Locational advantages also include proximity to major powerlines for easy connection to the SMUD power grid making energy use possible near the production site. An Electronic Vehicle (EV) fueling station can also complement the site to service City and County fleet vehicles and an EV neighborhood shuttle.

There are a number of organizational models for community solar programs throughout the country that provide sufficient direction for FNDC to follow. The FNDC and UC Davis are currently working on selecting a legal and financial model suitable for the exchange of renewable energy with local utility companies. Also contributing to this collaborative, CRP is providing estimates on equipment and installation costs, system design assistance, and will be partnering on the installation of the system. Through these neighborhood-focused solar projects, CRP will provide on-the-job training opportunities for Franklin cradle-to-career participants. The La Familia Counseling Center can assist with local workforce development and recruitment. SMUD is currently providing technical assistance on project development. We can begin to see how the Franklin Energy Collaborative will impact much more than a household utility bill.

In addition to reducing energy costs for participating businesses, there are several co-benefits resulting from the Franklin Neighborhood Solar Program. For example, proceeds from energy exchange can be used to create a Neighborhood Innovation Fund for operating the Franklin Neighborhood Shuttle so that it can be financially independent of any public funding and alleviate existing unmet transit needs—transportation remains a priority for revitalizing the business district. Revenues can also be used towards development of the proposed park on 26th Avenue to complement small TOD planning. As the solar program continues to grow, funds can be used for smaller solar projects such as parking lot covers and shade for “pocket” parks on small vacant lots along the business corridor. Such projects will complement as well as leverage the Complete Streets project now in the planning stages for Franklin Boulevard. A portion



The Skyview Drive-In Circa 1964

Using community solar farms as a means to produce revenues for neighborhood projects will require a local workforce capable of moving renewable energy projects beyond a residence or business and into larger systems of production.

of solar energy produced could also be set aside for SMUD's Community Solar Shares program to help offset the cost of providing a reduced rate on monthly utility costs for low-income households and reduce the financial burden of Franklin residents receiving rate discounts. When used in combination with CRP's Low Income Weatherization Programs, Franklin solar production has the potential to reduce costs to homeowners and SMUD.

Co-benefits also include contributing to the Franklin Cradle-to-Career energy employment workforce development pathway as well as measurable environmental benefits gained through solar energy production (include projected carbon savings). Through this neighborhood-focused approach to renewable energy production, the FNDC can directly address the need to reduce business and residential utility costs, produce revenues for neighborhood related projects, promote workforce development and stimulate local economic development. Again, the Franklin Plan demonstrates how economic development and climate readiness can be restorative as well as regenerative in design and in practice at the neighborhood scale.

Using community solar farms as a means to produce revenues for neighborhood projects will require a local workforce capable of moving renewable energy projects beyond a residence or business and into larger systems of production. An educated and trained local energy workforce is critical to increasing capacity for additional community solar projects and moves towards becoming an independent power provider. With these plans for Franklin's economic future, we can see the importance of a Franklin energy-related cradle-to-career pathway and the need for energy-specific workforce development in Franklin.

Anaerobic Digesters

Assembly Bill No. 1826 (Chapter 727, Statutes of 2014) phases out the transferring of food wastes to landfills. The bill requires that a business generating four cubic yards or more of commercial solid waste per week, after January 1, 2019, must arrange for organic waste recycling services. The amount decreases to 2 cubic yards after January 1, 2020. With over 90 percent of Franklin area restaurants, delis, bakeries, and food markets impacted by this mandate, an organic recycle program will be needed to divert organic wastes from landfills.

The requirement to recycle organic wastes presents an opportunity for the business district. Organic waste, or feedstock, can be converted into renewable natural gas (RNG) through the use of anaerobic digesters. The gas produced from such digesters can provide a replacement fuel for fossil-fueled vehicles used by a number of city and county agencies and businesses. The concentration of diesel-fueled vehicles along the 47th Avenue freight corridor will soon need to move to alternative fuels and thus provides a built-in client base for locally produced RNG. An RNG producing digester located in the Franklin freight area can be a major contribution to regional goals of GHG reduction, provide local employment opportunities, and allow compliance with AB 1826 mandates. Such a program can be expanded to include businesses throughout the greater South Sacramento area that face AB 1826 concerns and can contribute to the feedstock needed to make such a project economically feasible.

There are a number of vacant industrial sites in Franklin and throughout South Sacramento that could possibly accommodate a digester project. The FNDC should investigate the possibility of siting a digester and Renewable Natural Gas (RNG)/ Compressed Natural Gas (CNG) fueling station near the Franklin freight corridor, a location ranked by the CalEPAs CalEnviroScreen 2.0 in the top five percent of census tracts vulnerable to environmental hazards. A coordinated recycle program to generate “feedstock” for a digester will also provide job opportunities for the area. Locational advantages include proximity to a PG&E natural gas pipeline located near the Western Pacific Rail Road tracks.

There is evidence of success in the region with the partnership of Clean World and Atlas Waste Disposal operating a digester and RNG fueling station near the Fruitridge Road waste transfer station. However, no such sites exist near South Sacramento and will result in organic wastes being transferred to locations out of the area. Not only would Franklin and South Sacramento lose a valuable asset that can produce employment opportunities, the hauling of wastes to sites located miles away from the business district further contributes to GHG emissions. Moreover, the distance of RNG/CNG fueling stations from Franklin and the South Sacramento area remains a barrier for businesses and agencies seeking to use clean fuels thus precluding an opportunity to make important contributions to regional climate readiness plans.

“Clean fuel” fueling stations are a much-needed infrastructure component in regional climate readiness planning. Without fueling stations along important freight destinations in Sacramento and across the state, it is difficult for freight operators to make the switch from diesel fuel to cleaner options. The presence of an economically significant freight corridor on 47th Avenue indicates that an RNG/CNG fueling station would benefit local freight operators, especially with the Capital Commerce Center now attracting tenants such as the Macy’s regional distribution site. An electronic vehicle (EV) fueling station for city and county fleet vehicles can also complement such a site.

The Logic of Neighborhood-Focused Energy-Related Investment

Planning for practical applications of energy efficiency and renewable energy in Franklin demonstrates how neighborhoods can apply macro-level public policies to confront long-term conditions of social and economic isolation. When using a rigorous

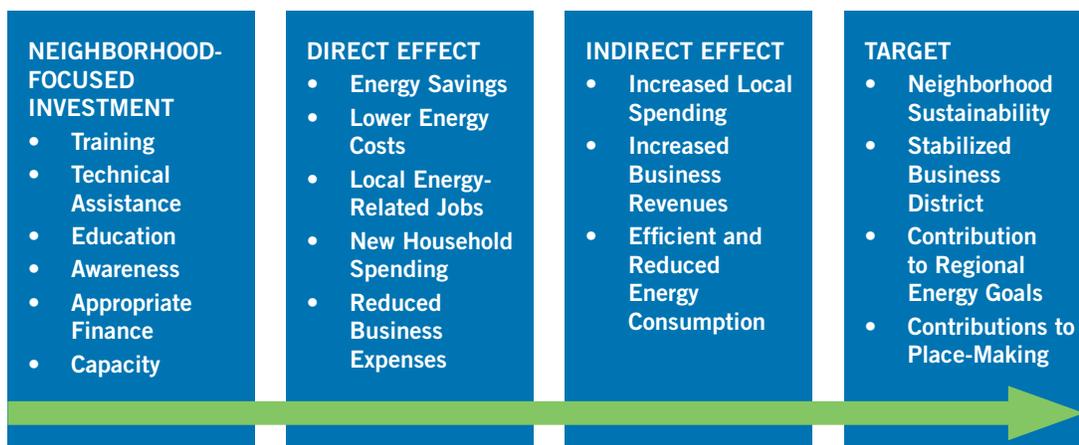


Figure 3.15: The Logic of Energy-Related Neighborhood-Focused Investment ©JCHResearch 2016



Southgate Veterinary Hospital

analysis of neighborhood conditions as a baseline, energy planning can provide a direct intervention in education, employment and housing problems facing distressed neighborhoods.

A neighborhood-focused investment in energy training, conservation and awareness will have a direct and positive effect on both business owners and households. The resulting capacity for green retrofits results in lower energy use, increased household spending power from reduced energy bills and local energy related employment, and reduced business operating expenses.

Opportunity Site #2

- Complements small TOD concept
- Senior housing
- Student housing
- Mixed-use retail
- Zero-net development
- Shuttle connection to light rail & business district
- Shared EV use to UCD campus
- Cradle to Career connectivity with SCUSD and UCD

Revenue generated from solar farming and reinvested into projects such as neighborhood shuttles and providing discounted energy for businesses and households will generate local economic spinoffs with increased local spending by residents, increased net revenues to local businesses, and more efficient energy consumption. In turn, progress is made towards stabilizing the neighborhood and business corridor in multiple ways and directly contributing to regional environmental goals.

Most important, the neighborhood-focused investment approach operationalizes place-making activities that lead to true neighborhood sustainability where ecologically driven, equity-conscious public investment is restorative and regenerative by design at the neighborhood scale, a primary goal that we continually emphasize as the foundation for neighborhood solutions-oriented planning.

OPPORTUNITY SITE #2

The Southgate Veterinary Hospital is a well-established veterinary practice situated on a large 5-acre farm-like property located just south of 47th Avenue on the Franklin Business Corridor. The hospital offers a variety of services including preventative medicine, diagnostic testing, treatment, pain management, surgeries, bathing, and boarding.

The owner of the facility recently contacted the FNDC regarding the possibility of adding senior housing to the site as well as expanding the scope of the hospital's mission to include education and employment pathways to the veterinary industry. These ideas are clearly in sync with FNDC's neighborhood-oriented planning. The site provides a unique opportunity to connect education, employment, health and housing in one location and capitalize on neighborhood shuttle plans for connecting the Franklin business



Opportunity Site #2

corridor to the Blue Line's Light Rail station just blocks to the north on 47th Avenue. Moreover, site development will also take advantage of recent street improvements by Sacramento County to the Franklin Boulevard corridor between 47th Avenue and Florin Road.

Opportunity Site #2 brings together in one location all of the elements of Franklin sustainability planning. Senior housing responds to needs identified in both resident and business surveys. Student housing allows for connectivity with the UC Davis School of Veterinary Medicine helping students gain valuable hands-on training at an established animal hospital. Shared Electric Vehicle (EV) use for UCD veterinary students can provide fossil-free transit to the Davis campus. Student internships and the opportunity for educational programming will introduce nearby middle school and high school students to the veterinary profession. Such a program can help recruit minorities and disadvantaged students to the profession. Small retail stores facing the street will provide more shopping and services for Franklin residents while generating tax revenues to the district. Zero-net energy efficient housing addresses renewable energy goals. Linkage to health and senior programs at the La Familia Counselling Center can provide support for seniors as well as opportunities to expand health care delivery training programs to the site. Access to the neighborhood shuttle will be just steps away and provide connectivity to light rail and to services and stores throughout the business corridor. Opportunity site #2 effectively links the **small TOD** concept with workforce development, transit, education, employment and health.

NEIGHBORHOOD-FOCUSED HEALTH CARE DELIVERY

Recent Community Health Needs Assessments (CHNA) conducted on behalf of Dignity Health, Kaiser Permanente, Sutter Health and UC Davis Health Systems identify a North/South geography of public health concerns in Sacramento stretching from North Highlands south to the Meadowview neighborhood. It is clear from these reports that the bulk of health concerns in the region are situated in areas with high concentrations

of nonwhite residency and poverty. Franklin is one such neighborhood located within this geography.²⁰

Franklin is a Federally Designated Medically Underserved Area. Its long-term role as a port of entry for immigrant groups presents challenges for health care access and delivery. Franklin has a high concentration of Medi-Cal patients and uninsured households and is also populated with an increasing number of parolees and ex-felons that remain ineligible for public benefits. The urgency for health care in Franklin is even more pronounced with the implementation of the Affordable Care Act, which has increased the number of Medi-Cal eligible patients in the area. Recent state legislation classifying undocumented immigrant children as Medi-Cal eligible again intensifies the demand for health services.

The Franklin Plan calls for a more decentralized alternative to health care delivery that can minimize operating costs.

Clearly there is a long-standing need for health care delivery in Franklin. However, current options for residents are only available outside of the neighborhood. Moreover, current CHNA implementation plans focus on regional solutions and do not consider the need for neighborhood-based infrastructure planning. As regional health systems continue to face fiscal constraints, a “Return-On-Investment” strategy remains a priority when expanding their service geography. Low Medi-Cal reimbursement rates therefore place limits on the ability to extend care to places like Franklin. Finally, UC Davis Health Systems, which is the closest health care provider to Franklin, currently has no plans to extend any community-oriented services beyond the Oak Park neighborhood. When coupled with their Medi-Cal contract cancellation, we see no extension of services from UCD reaching Franklin in the near future.

The challenge now facing the Franklin neighborhood is how to bring professional-level health services to the area. Although health care delivery goes beyond the current capacity of a business improvement district and a neighborhood development corporation, this does not prevent the neighborhood from clearly articulating its needs.

Franklin needs a health program with a local presence that can provide five-days-a-week services to growing Medi-Cal and uninsured populations.

The program should have lab and radiology services available within close proximity to avoid transportation problems that will discourage patients from obtaining the necessary ancillary services to complete patient care. The program should also provide the foundation for “Cradle to Career” education and employment pathways into the health care industry. Meeting these neighborhood needs will begin to address short-term needs of access to care while leading to long-term economic spinoffs normally associated with health care delivery facilities, e.g. employment, increased traffic in local establishments, and local spending.

In contrast, current planning efforts by agencies responsible for neighborhood well-being consistently fail to view health care delivery as an actual social determinant

²⁰ Community Health Needs Assessments for Dignity Health, Kaiser Permanente, Sutter Health, and UC Davis Health Systems can be found at <http://healthylivingmap.com/report.php>

of neighborhood health and its important role as a building block for local economic development. The connection to health care delivery and neighborhood stability is evident as we see large institutional-scale health care providers in the region openly focus on targeting new localities of regional suburban and downtown growth with world-class health care facilities where a greater return-on-investment is possible. This ongoing unequal distribution of health resources and health care delivery infrastructure widens the racial/spatial wealth gap in the Sacramento region not only today but in future years making Franklin residents dependent on services outside of their neighborhood.

The Franklin Plan calls for a more decentralized alternative to health care delivery that can minimize operating costs. Cost efficiency is critical to attracting on-the-ground coordinated health care delivery to distressed neighborhoods. Such an approach can only be successful by using the neighborhood as the planning umbrella allowing the neighborhood to capitalize on existing resources to integrate local employment, workforce development, and educational opportunities with programming for local services.

Building off of the traditional public health model that brings health care directly into homes and neighborhoods, a neighborhood-centered health care program could include a three part system of care: a community health worker program that serves as a bridge between the neighborhood and health care providers, and government and social service systems; a nurse practitioner (NP) program that can provide high-quality, cost-effective individualized care comparable to the health care provided by physicians; and a telehealth network where neighborhood NP programs can access consulting clinicians for coordinating any necessary primary and specialty care. This approach to community health can improve patient experience, provide a framework for coordinated care, address population health, and lower the costs associated with reaching underserved populations identified in recent Community Health Needs Assessments.

A community health worker is a frontline public health worker who resides locally and/or has an unusually firsthand understanding of the community served.

COMMUNITY HEALTH WORKER PROGRAM

A community health worker is a frontline public health worker who resides locally and/or has an unusually firsthand understanding of the community served. These local ties enable the worker to serve as a liaison or intermediary between health systems, social services and the neighborhood to help navigate access to services and improve the quality and cultural competence of service delivery including translating and interpreting for both clients and health care/social service providers. The worker provides door-to-door contact with households where such On-the-Ground outreach allows 1) on-site assessment of a patient's home conditions; 2) opportunities for case management and data collection; and 3) support for ongoing treatment.

A community health worker program can also incorporate the more medically-oriented services of a home health agency where workers provide help in the home of patients instead of in a health facility or institution. Such patients may be disabled, chronically ill, or frail elderly adults, who may need assistance with everyday tasks. With proper training and education, program participants can take on duties of checking patients' pulse rate, temperature, and respiration rate; maintaining records of patient care, condition, progress, or problems; assisting with simple prescribed exercises and medications administration; and changing simple dressings. With additional training and certifications, aides could assist with an assortment of allied health functions.

A Nurse Practitioner program in Franklin could provide individualized care focusing on patients' conditions as well as prevention, wellness, and patient education priorities.

Child care services and county-funded In-home Supportive Services positions can be developed into local job tracks as well as entrepreneurial devices. Within a more formalized structure, e.g. as a neighborhood home health agency that is directly affiliated with a neighborhood-based health care provider, such a program could receive referrals for care from hospitals and contribute to shaping a neighborhood-oriented health care system with the potential for local health care jobs to offset future emergency room visits and costs.

Building educational pathways into a community health worker program can provide a transition from high school internships to community college medical assisting programs, home health aide certifications, and other allied health career opportunities. Pathways are formed for high-quality direct neighborhood allied health services and for eventual placement in the health care industry. This can also encourage higher education for entry into the medical profession. In addition to creating education and employment opportunities, a community health worker program can be a practical first step for building the patient/clinician trust that you see in neighborhoods with regular health care systems where patients actually have their own primary care providers assigned to them. Local educational programs, such as the Charles A. Jones Career and Educational Center, a Sacramento City Unified School district career technical education program for adults located just 2 miles from the business district and local community colleges, should be considered as potential partners when developing this program.

NURSE PRACTITIONER PROGRAM

The first person a patient now sees for medical attention in most health care delivery systems is a Nurse Practitioner (NP). An NP is a health care professional that has completed advanced education and training in the diagnosis and management of common medical conditions, including chronic illnesses and can provide a broad range of health care services. They provide some of the same care provided by physicians and maintain close working relationships with physicians. An NP can serve as a patient's regular primary care provider and provide high-quality, cost-effective individualized care that is comparable to the health care provided by physicians. NP services are often covered by insurance providers.

A Nurse Practitioner program in Franklin could provide individualized care focusing on patients' conditions as well as prevention, wellness, and patient education priorities. Services could include physical examinations and obtaining medical histories; diagnosing and treating acute illnesses, infections and injuries; treating and monitoring chronic diseases (e.g. diabetes, high blood pressure); and ordering, performing and interpreting diagnostic studies (e.g., lab tests, x-rays, EKGs). Nurse practitioners can also prescribe medications, physical therapy and other rehabilitation treatments. They can provide prenatal care, well-child care and family planning services including screening and immunizations.

Locating NP services in the neighborhood would result in direct care and follow up care being administered locally. Such a program provides an opportunity to build community relationships between residents and health care providers as patients will see the same clinician regularly. Informing patients about their health care and encouraging them

to participate in decisions are central to the care provided by NPs. This can mean fewer and less expensive services and treatments in facilities outside of the neighborhood, including costly emergency room services. And when meshed with a telehealth program, NPs can collaborate with physicians and other health professionals as needed to provide appropriate referrals, counseling and advising on treatment options, and educating patients on health behaviors and self-care skills. The program should be structured to provide preceptor opportunities for local university nursing programs.

TELEHEALTH PROGRAM

Medically underserved areas in places like North Franklin and throughout California have historically had inadequate access to health care specialists. This disparity in access has led to adverse results for patients who might have otherwise had excellent outcomes.²¹ Telemedicine is especially useful for patients who cannot access specialists in their community, patients from differing cultural and linguistic backgrounds, patients of lower socioeconomic status, patients who prefer to receive care at home instead of in hospitals, institutionalized populations such as prisoners or the elderly, and patients who need special interpreting skills that are not available locally.²² Telehealth, a term often interchanged with telemedicine services, allows health care providers to treat patients via specialized videoconferencing equipment which offers secure connectivity. It has been more widely offered over the last five years and now promoted by health plans such as Cigna Inc., UC Davis Health System, and others.²³

Through telemedicine, patients do not have to leave their community and can gain access to specialists located miles away and avoid public transit problems. Through this method, there is a live interactive two way audio video exchange between the patient, their primary care physician, and the specialist. Telehealth allows for a consultative model where there is a bidirectional education and communication occurring between the primary care provider and the specialist. The primary care provider remains responsible for the patient's treatment plan which results in improved coordination and quality of care.²⁴ Through telehealth facilitated consultations with community-based NP programs, physicians can keep tabs on patients requiring more intensive levels of care and make decisions on what to do if a patient's condition worsens and provide guidance for local treatment and case management. The program allows patients to receive faster access to primary and specialty care services and can also provide preceptor opportunities for university medical students.

Typically associated with rural health care access, telehealth is increasingly used in urban areas neglected over the years as infrastructure investment is now commonly placed in newer recently developed suburban locations. The "Big Box" approach to locating health facilities where a larger number of insured clients can access care by car provides an economy of scale where investment brings a profitable rate of return not possible in inner city neighborhoods. Telehealth can help close the services gap in neighborhoods like Franklin producing benefits for both providers and patients by providing better access to care and eliminating many unnecessary visits to more expensive sites.

Through telemedicine, patients do not have to leave their community and can gain access to specialists located miles away and avoid public transit problems.

21 UC Davis Health Systems Center for Health and Technology. <http://ucdmc.ucdavis.edu/cht/clinic/>

22 Yellowlees, P., M.M. Burke, S.L. Marks, D.M. Hilty, J.H. Shore. 2008. Emergency Telepsychiatry.

23 See Telehealth Services Becoming More Popular with Consumers and Insurers. The Business Times. January 4, 2016.

24 See Yellowlees, et al. at note 112.

The goal is to tie these front-line jobs to clearly defined career pathways where education and training could create ladders of opportunity for millions of Americans to move from entry-level jobs into middle-class careers; the logic being that these jobs will play a critical role as our system increasingly focuses on value-based care, care coordination, and other skilled services.

The limited reimbursement environment for telehealth may present challenges.²⁵ However, telehealth's reduced costs provide health systems subject to ACA compliance with alternative strategies for addressing population health in CHNA designated "Communities of Concern," such as Franklin.

Since Federally-Qualified Health Clinics (FQHC) receive higher reimbursement rates for services provided to underserved populations where services remain limited, partnering with a FQHC is a practical strategy for designing and executing a neighborhood-focused health care delivery model. The presence of an FQHC in Franklin would lessen the need for telehealth as physicians would be physically located in the neighborhood—a scenario actually preferred by neighborhood organizations. However, a local FQHC seeking to expand their current services to Franklin would need financial assistance.

A financing collaborative consisting of the four major regional health systems (Dignity Health, Sutter, Kaiser Permanente, UC Davis) subject to ACA compliance can be formed to help fund such a start-up. Foundations such as The Sierra Health Foundation and The California Endowment who are seeking innovative ways to improve access to underserved neighborhoods could also be enlisted as partners. A revolving fund created by this collaborative to facilitate the appropriate financing for FQHC expansion can provide a practical mechanism for collaborative members to comply with ACA requirements. With the proper financial support from collaborative members, a reputable FQHC provider could provide nursing, medical, physician assistants, counseling psychology, and dental care at neighborhood sites most in need. FQHC expansion can also lead to more preceptor programs benefiting both teaching institutions and neighborhoods. Accessibility via a local physically-present health care delivery system will offset emergency room visits and costs in the long term. Savings can be reinvested into expanding neighborhood-oriented health care delivery and cradle-to-career pathways.

Recognizing the need for health care related employment in distressed areas, the Obama Administration launched the Health Career Pathways initiative in April 2016 as a strategy to create ladders of opportunity for Americans to middle-class jobs. White House staff claim that in the next decade, 3.5 million new jobs in the U.S. will be created in the healthcare sector. The goal is to tie these front-line jobs to clearly defined career pathways where education and training could create ladders of opportunity for millions of Americans to move from entry-level jobs into middle-class careers; the logic being that these jobs will play a critical role as our system increasingly focuses on value-based care, care coordination, and other skilled services. The initiative recognizes the need for a minority pipeline of qualified health professionals in underserved areas.²⁶

Sacramento is one of seven cities designated as a Health Career Pathways Community through this initiative. A collaborative consisting of local health systems Dignity Health, Sutter Health, UC Davis Health, and Kaiser Permanente is now charged with developing competency models for allied health and other critical professions that will lead to long-term career pathways. By partnering with local workforce boards, intermediaries, and multiple community colleges, the collaborative, in theory, should increase the

²⁵ See Community Health Centers and Telehealth: A Cost Analysis Report and Recommendations. Center for Connected Health Policy. July 2015; Can Telehealth Work for Community Health Centers? Health Care Informatics. September 20, 2015.

²⁶ See April 25, 2016 White House briefing on Expanding Career Pathways and Connecting Americans to Healthcare Jobs. <https://www.whitehouse.gov/blog/2016/04/25/expanding-career-pathways-and-connecting-americans-healthcare-jobs>

regional supply of skilled health care professionals. However, without incorporating neighborhood-specific planning into its agenda, the collaborative will miss an important opportunity to integrate restorative and regenerative circular economic development into health care planning. The Franklin neighborhood-focused health care delivery model provides the regional-level collaborative with a practical strategy to capitalize on existing neighborhood resources for increased education and employment in neighborhoods such as Franklin that face multiple structural barriers to jobs and health care access.

THE NEED FOR CULTURALLY-RELEVANT HEALTH CARE

Culturally competent healthcare systems—those that provide culturally and linguistically appropriate services—have the potential to reduce racial and ethnic health disparities. Social, legal and economic acculturation presents daily challenges for Latino and immigrant families in accessing opportunity to employment, education, and health care, and in obtaining safe and suitable shelter. When clients do not understand what their healthcare providers are telling them, and providers either do not speak the client’s language or are insensitive to cultural differences, the quality of health care can be compromised.²⁷

It comes as no surprise that Latino families in urban environments characterized by high rates of poverty and social isolation suffer from an unusually high rate of stress and health problems. All too often, these stressors trigger mental illnesses requiring immediate attention that family members and friends are ill-equipped to provide. Navigating this urban environment inevitably requires trust in local support agencies where language and culture are constant barriers. The paucity of culturally-specific support can traumatize families experiencing dire economic and emergency situations.²⁸ Any solution to health care delivery in Franklin must leverage local service providers as a foundation for building a culturally competent neighborhood-focused physical health care delivery system.

The La Familia Counseling Center (LFCC) located in Franklin currently offers a number of programs that help families in need of intervention oriented services. Their “Cultura de Salud” (CdS) philosophy is the foundation for a unique, culturally-oriented support system where clients can feel safe in sharing and articulating the particular traumas they would normally internalize. The design of CdS is to achieve the defined goals of family wellness and resiliency through a culturally-centered multi-faceted experiential process.²⁹ Services are directed towards the whole person in relation to the particular familial, cultural, ethnic, political, historical, social and economic context. Services are embedded in the community provided by staff that are involved with and committed to the client. LFCC staff, grounded in CdS principles of community service, becomes temporarily integrated into the client’s extended family playing an integral role in the family relationship in a time of crisis, and at other times, merely as part of the community.

The paucity of culturally-specific support can traumatize families experiencing dire economic and emergency situations.

²⁷ See Cultural Competence in Health Care: Is it Important for People with Chronic Conditions? Issue Brief Number Five, February 2004. Health Policy Institute. Georgetown University.

²⁸ Ibid.

²⁹ The Cultura de Salud finds its origins in a community mental health services model developed by La Familia staff in the 1970s. See Fernandez, Z. and A. Barnes. 1978. The Enchilada Approach to Reawakening Therapy. La Familia Counseling Center.

Providing 5-days-a-week physical health care services along with health care-related workforce development via a cradle-to-career health professions pathway is essential to a vision of restorative and regenerative circular economic action in Franklin where Franklin residents work in Franklin supporting Franklin residents.

Through the CdS lens, LFCC offers a number of services such as child mental health services, a family behavioral health program and a Birth and Beyond program that teaches child development and parenting skills while linking families to health services. They also provide educational opportunities, leadership development and positive reinforcement activities for youth. LFCC also offers a Community Health Navigator Program that helps residents stay connected with health care providers. Scheduling appointments, transportation to appointments, translating for clinicians and medical staff, completing paperwork, making sure patients understand their medical prescriptions, and conducting health awareness workshops, are some of the important services offered via the navigator program. These “navigation” services are an important connection between Franklin patients and clinicians external to the neighborhood who are unable to convey health related information and instructions for follow up care.

The wide array of services provided via the Cultura de Salud approach, from short-term psychiatric stabilization, to youth development and parental support, are all offered in home, school, and office settings with a strength-based family focused approach and have become an important part of the Franklin social infrastructure.

Likewise, the Community Resource Project has become an important neighborhood asset with the recent opening of a Federally-sponsored Women, Infants and Children Supplemental Nutrition Program (WIC) in Franklin. The WIC program provides food to low-income pregnant, postpartum and breastfeeding women, infants and children until the age of five. The program provides a combination of nutrition education, supplemental foods, breastfeeding promotion and support, and referrals to health care and social service agencies. Together, these two organizations’ programs provide a solid foundation for neighborhood connections, referrals, case management, prevention and health care education. More important, these organizations have laid down the social and locational infrastructure necessary for a decentralized cradle-to-career health care delivery system to take root.

It is this type of community-based health-related service that needs to be expanded to include a system of physical and allied health care delivery in Franklin. Providing 5-days-a-week physical health care services along with health care-related workforce development via a cradle-to-career health professions pathway is essential to a vision of restorative and regenerative circular economic action in Franklin where Franklin residents work in Franklin supporting Franklin residents. The concept of building sustainable communities is not limited solely to environmental infrastructure but also includes social infrastructure and therefore also applies to health care delivery. Health care delivery and health-related workforce development must be seen as necessary building blocks for successful economic development not just in Franklin but in every neighborhood.

BUSINESS DEVELOPMENT

The Franklin Business District is situated along an older commercial corridor that has existed for over 60 years. Its 1950’s style of urban design and planning consists of low lying one and two story buildings set far back from the boulevard with parking lots in front. Compared to other parts of the city and county of Sacramento, the corridor has remained largely ignored when it comes to public infrastructure improvements and

progressive urban planning that have helped more affluent areas improve and thrive. In addition, the lack of a community vision has made Franklin an easy target for “sacrifice zone” type planning such as facilities for parolees and the homeless - a situation that, in more recent times, has been aggravated by the closure of the former Campbell Soup Cannery and Maple Elementary School.

Since the elimination of California Community Redevelopment law in 2012, there has been no city or county commercial programs to improve the district’s aging private infrastructure and alleviate the challenges presented by a decaying commercial corridor. However, the recent Community Design grant from SACOG for the Complete Streets redesign of the business corridor offers a solid foundation for revitalizing the business district and the neighborhood. Many of the concerns expressed by business and property owners along the corridor regarding the need to promote commerce, district image, and the social gathering experience will be alleviated with the successful installation of the proposed Complete Streets redesign. Sidewalk improvements, crosswalks, a green canopy, the slowing of traffic, and bike lanes incorporated in the redesign will provide the foundation for place-making desired by business owners.

The FNDC now has the opportunity to capitalize on the proposed infrastructure investment for the corridor by creating a cohesive and active public street realm that integrates physical improvements with public activities. Event and recreation programming, district image and identity, and support for local business operations will help the FNDC create a boulevard experience for the non-vehicle user, which in turn, will bring opportunity to promote business along the corridor. An active business corridor with increased pedestrian traffic will also reduce crime—a major concern of business owners.

REBRANDING THE DISTRICT

The FBBA has taken an important step toward revitalizing the business corridor by initiating a rebranding project that reflects the area’s historical connection to the former Capital of Mexico in what is now Monterey County. Historian Elizabeth Pinkerton of Elk Grove and the approved National Registry of Historic Places application for Elk Grove’s Ehrhardt House show that present-day Franklin Boulevard was established as the main land route from Sutter’s Fort, Sacramento’s primary 19th-Century agricultural and trade colony, to Monterey, California. The Trail was used primarily for travel, trade and commerce between the two regions during a time of dynamic transition that saw the shifting of control from missionary rule of Mexican-California (1821-1847) to secular government and powerful ranching families.

The FBBA recognizes Franklin Boulevard as the Historic Monterey Trail - a valuable historical asset and resource that adds to the rich, dynamic history and culture of Mexican-California, the Sacramento region and the State of California. The FBBA has begun the rebranding of the business corridor as the Historic Monterey Trail District and must now ensure that this branding effort is integrated into the Complete Street redesign. A well-planned branding strategy, when meshed with the proposed infrastructure investment, will help create the physical and artistic enhancements that develop a sense of place and district identity needed to promote local business. Banners and flags, signs and posters, shelters, plantings, outdoor seating, public art (community,



functional, abstract), murals, lighting, digital displays, and other amenities (e.g., water fountains, bike parking) all add to the branding and place-making experience.

FAÇADE MATCHING GRANT AND/OR LOAN PROGRAM

The elimination of redevelopment also resulted in the eradication of many matching grant and loan programs for building façade upgrades and building improvements. The FNDC should begin to develop practical financing options for façade work along the corridor. Initial planning efforts with Opening Doors, a local Community Development Financial Institution, will continue towards developing a façade loan program that will help revitalize the frontage of the district’s aging commercial building stock. The loans can be supplemented with funding from banks subject to the Community Reinvestment Act (CRA). Given the NFDC’s 501(c)(3) tax status, the corporation can begin to seek financial assistance from banks using community development programs to meet their CRA requirements. Using this approach, property owners and/or tenants could apply for a combination of funding using matching grants and low interest loans to finance the majority of the façade revitalization effort.

MICRO LENDING AND BANKING

Over 40 percent of respondents to our recent business survey noted that short term working capital remains a problem for business owners. Similarly, over 40 percent of respondents stated that funds for building improvements are an issue and 33 percent stated that access to loans is a problem. Local businesses also expressed the need for small short-term loans while awaiting revenues from invoiced services. One significant long-term barrier to access financial products is the lack of a bank or non-predatory financial institution in Franklin. Business owners must leave the neighborhood to access real, business-oriented financial services. Often, the legal residency status of business operators and potential entrepreneurs remains a barrier that creates “unbankable” business owners.

Likewise for residents, the lack of banking access in Franklin presents a number of problems. Payday lending and check cashing remain the primary financial service for many. Without a safe place to deposit and use personal funds via checking accounts, financial transactions are all too often conducted on a cash basis leaving households vulnerable to abuse. Many residents carry a substantial amount of cash on them as a result of cashing their checks without the option of deposit and are often the victim of predatory financial transactions and/or robbery that is frequently accompanied by physical harm. Uncertainties in residential status and the lack of an Individual Taxpayer Identification Number help create an unbankable, under-served population making it difficult to establish credit and access consumer-friendly mainstream banking opportunities. Without access to safe and supportive banking services, the financial potential of Franklin businesses and households will not be realized and the neighborhood will remain unable to capitalize on this important financial asset.

Solutions to the Franklin banking problem are twofold. First, FNDC has been working with Opening Doors Inc., a local Community Development Financial Institution (CDFI), in developing a pilot micro loan program for Franklin business owners. Opening Doors has secured funding for the pilot, which provides quick access to short-term working capital for small businesses. The pilot offers loans from \$2,500 to \$7,500 and targets

One significant long-term barrier to access financial products is the lack of a bank or non-predatory financial institution in Franklin.

Latino business owners—especially owners with residency issues. The pilot provides the opportunity to expand micro-lending capacity while introducing additional financial products as well as financial education programs to business owners.

Second, FNDC is now investigating options for attracting a full-service bank to the neighborhood. Using the Complete Streets project and **small TOD** plans as leverage, FNDC will actively seek to recruit a full-service bank to the area. With over 600 businesses located in the area and a long-term economic development plan in place, Franklin is now well positioned for bringing a full-service bank to the area. Such an establishment will allow Franklin residents to safely store and access money, and avoid multiple forms of predatory banking such as check cashing places. Local banking will help build a level of trust with residents as they see investment take place in their neighborhood. One important co-benefit is that a local bank will draw more business to the corridor as people who cash checks and access banking services will frequent local stores, services and eateries.

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FARMERS MARKET

Touted as the farm-to-fork capital of the nation, Sacramento is a municipality known to place a high value on localized production, nutritional education, and direct linkages between farmers and consumers. However, Franklin has yet to share in these benefits. While public markets have become a well-developed facet of life in neighborhoods directly adjacent to Franklin and throughout the city, the Franklin Boulevard corridor and associated residential areas currently do not benefit from the quantitative and qualitative advantages brought to neighborhoods by a responsibly managed farmers market.

Starting a farmers market in the neighborhood can help revitalize the Franklin business corridor. Simply put, a farmers market draws consumers. This, in turn, generates sales and exposure for local businesses. Markets can also provide a time and place for non-profit groups, community organizations, government agencies, and others, to provide information on topics such as local classes, health issues, and summer activities and as a result, markets can serve as important building blocks for stronger communities.³⁰ A well-planned farmers market integrated into the FBBA's district rebranding effort can contribute to the goal of creating a safe, festive, and healthy atmosphere where all members of the neighborhood can shop and socialize.

Farmers markets are an excellent way to address local nutritional needs of many low-income residents by making available a more diverse and affordable selection of fresh produce especially if arrangements can be made for the use of WIC and EBT cards for purchases. The Oak Park Farmers Market is one such market that successfully utilizes the EBT payment feature. One important attribute of a farmers market is the ability to promote place-making, a primary goal of the FNDC vision. Research shows that in addition to providing fresh food for consumers and positive economic impacts for local businesses, farmers markets create space for social activity and are strong components in building a sense of community.³¹ Customers are more likely to interact with other customers at the farmers' market since shopping takes place alongside taking in the scene, encountering friends and acquaintances, and lingering and talking. This

³⁰ Starting a Farmers Market. 2005. The Farmers Market Management Series, Vol 1. UC Small Farm Center.

³¹ Brown, Cheryl & Miller, Stacy. 2008. "The Impacts of Local Markets: A Review of Research on Farmers Markets and Community Supported Agriculture (CSA)" American Journal of Agricultural Economics. 90: 5 p. 1296-1302 Oxford University Press.

Relationships of reciprocity develop when local business planning supports market vendors who in turn may donate quantities of food for community meals, school programs, and emergency food assistance (contributions to the food system).

connecting of the economic and the social is a crucial keystone process of farmers markets. By recasting food marketing relationships as broader human relationships, farmers markets offer a different mix of criteria to consider in purchasing food than do supermarkets.³² Farmers markets are community social and economic institutions by joining together and supporting seemingly separate social and economic building blocks: the local resource bases and skills of producers, the needs and preferences of local households, and the development goals of communities.³³

Farmers markets, regardless of location, generally occupy public spaces that are open to anyone. This public aspect of farmers markets distinguishes them from grocery stores and supermarkets making fresh food more available to local residents while helping to revitalize local business. The diversification of products normally offered at farmers markets in turn lures new community residents to shop often creating a regional attraction as a provider of culturally appropriate foods that draws a wider range of residents to the site.

Opportunities to link the business district rebranding with the farmers market can bring attention through events that showcase different community organizations, business fairs, etc. Relationships of reciprocity develop when local business planning supports market vendors who in turn may donate quantities of food for community meals, school programs, and emergency food assistance (contributions to the food system). The economic interactions that take place at farmers markets are combined with a variety of social interactions that make the markets valued community institutions. The FNDC should sponsor relevant themed events that promote interaction between residents and the business community as well as surrounding communities and the region. For example, relevant themed events could include Dia de los Muertos (Day of the Dead), Lent and Easter, Las Posadas, Cinco de Mayo, Hmong New Year and Hmong 'Raising the Mountain' celebrations.

Finally, farmers markets are multipliers for local and regional economic activity that produce a return-on-investment. In terms of quantitative outcomes, a 2007 study by Econsult found that for every \$1.00 invested in small city markets there was a county level economic impact of between \$1.31 and \$1.65. This multiplier comes from indirect and induced expenditures. The impact of market management was even more significant, with a local economic impact of 1.86.³⁴ In addition to these traditional quantitative impacts, the study found that public markets positively increased qualitative concerns such as enhancing neighborhood image, expanding consumption options (goods and services), and increased revenues from travel and tourism.

Starting a farmers market in Franklin will require a significant planning effort and administrative oversight on the part of FNDC for an effective program to take hold. As part of the planning process, the FNDC should consider the following:

³² Gillespie, G, D.L. Hilchey, C.C. Hinrichs, and G Feenstra. 2007. "Farmers' Markets as Key stones in Rebuilding Local and Regional Food Systems." In C.C. Hinrichs and T.A. Lyson, eds. *Remaking the North American Food System: Strategies for Sustainability*. Lincoln, NE: University of Nebraska Press, pp. 65-83.

³³ Ibid.

³⁴ Econsult Corp. 2007. "Estimating the Economic Impact of Public Markets." Project for Public Spaces. p.16-18.

- As part of recreating the District's image and identity, a farmers market should, to the extent possible, be relevant to the surrounding residential community and support the existing restaurants and other food markets to be successful.
- According to the UC Small Farm Center, consumers flock to farmers markets for two main reasons: the wide selection of fresh, affordable produce and specialty food items and the opportunity to gather with friends.³⁵ Customers expect much more diversity in the product selection today than they did a decade ago, and markets are providing a better mix.³⁶ Management for the farmers market must ensure that these important qualities are consistently met.
- The site should accommodate 50 vendors and comfortable customer aisles. More space allows for expansion as word-of-mouth builds the customer base. Being visible to a heavily trafficked street decreases the need for advertising. Site permanence helps build the customer base as long as the site is strong.³⁷
- Develop a board that can provide strong management and leadership. Markets need to have strong boards that avoid micro-management and complement a strong manager who listens to advice and is highly self-motivated. With greater size, boards develop committees to raise funds, connect with the larger community, envision the ultimate impacts and plan or implement new programs.³⁸
- Physical location is a vital component in creating a successful market. The visibility of the location to traffic, specifically the number of cars which pass the area on a given day.³⁹ With proximity to the Golden State Highway (State Highway 99), multiple residential neighborhoods, and placement on a main thoroughfare, North Franklin is an ideal location for a market.
- A strong consideration for the physical location of a market is parking.⁴⁰The FBBA must identify potential sites along the Franklin corridor that can provide ample off street parking with overflow parking in adjacent unpaved lots. The FBBA should ensure that the sites do not impose on the current retail operations of existing businesses.
- Research local best practices prior to developing an action plan. There are many successful farmers markets in the area that can provide insight on the certification process, access to local farmers, and proper market management.

Locating a farmers market at the former Maple Elementary School site, now managed by the La Familia Counseling Center, provides an opportunity to mesh community activities with church goers from St. Rose's Catholic Church, an established and enduring cultural center for North Franklin residents and for much of Sacramento's Latino community. The market will help activate the new Maple Neighborhood Center as an important neighborhood resource in addition to complementing the planned redesign of Franklin Boulevard. The road diet planned along Franklin Boulevard between the community center and St. Rose's Church will slow four lanes of high-speed traffic and allow for safe crossing from Church activities to the farmers market and social services at the Maple Neighborhood Center. We can begin to see the place-making co-benefits emerge from the Franklin Plan as an array of services and public activities promoted

We can begin to see the place-making co-benefits emerge from the Franklin Plan as an array of services and public activities promoted through substantial efforts by La Familia are aided by hard infrastructure improvements from street redesign.

³⁵ See UC Small Farm Center at note 25.

³⁶ Portland Farmers Markets/Direct-Market Economic Analysis: Characteristics of a Successful Farmers Market. Farmers Market America. September 2008.

³⁷ Ibid

³⁸ Ibid

³⁹ Portland Farmers Market Association. 2009. "Site Evaluation Toolkit (SET)." Page 2

⁴⁰ Ibid.

through substantial efforts by La Familia are aided by hard infrastructure improvements from street redesign.

STREET FOOD VENDING ORDINANCE

Street vending is a tradition in Mexico with a long history of contributing to neighborhood economies as well as place-making activities and is now a part of the social fabric in Latino neighborhoods throughout the United States. The prominence of street vending in the United States goes back to the early days of the Southern Pacific railroad around the 1870s⁴¹ when “tamale men” from Mexico pushed carts throughout El Pueblo de Los Angeles.⁴² To this day, street vending continues to be an important form of income generation for immigrant residents attempting to integrate in the local economy.

The City of Sacramento currently allows street food vending (e.g., carts, trucks) only in the downtown area of Sacramento. However, street food vending remains an integral part of the Mexican culture and embedded in the social and economic fabric of Franklin. With over 50 percent of its residents classified as Latino, it is no surprise to see street vendors on sidewalks throughout Franklin Boulevard on any given day despite the efforts of city code enforcement to halt the practice. (section could use fotos of street vendors)

Promoting local foods through street vending is known to create a sense of place, a primary goal of the FNDC, which leads people outside of the neighborhood to actively seek out small unique business clusters to frequent. In Portland, the local food that street vendors sell helps develop a sense of place, attracting tourists and other nonresident members of the “creative class” that value diversity, tolerance, and individualism. They actively seek out “unique neighborhoods and urban design features such as density, walkability, and interesting amenities.”⁴³ While street vendors cater to the cultural makeup of the community, the production and selling of traditional food also attracts consumers from the region in search of a business and social climate that diverges from multinational chains.⁴⁴

Street vending can serve as an avenue for job creation for North Franklin residents lacking the capital needed for larger business startup - pushcarts and food carts require smaller levels of investments thus allowing small-scale entrepreneurs to achieve their goal of business ownership.⁴⁵ Street vending as an entry-point to small business ownership promotes a chain of direct, indirect, and induced effects that serve the neighborhood through increased economic activity, safety, and placemaking. These micro-businesses promote a wider set of economic activity that extends to local residents and to the city at large. Local residents can benefit through the creation of jobs and wages from street vending.⁴⁶ In a recent Portland study, food cart vendors mostly support themselves and their families with 63% of surveyed vendors agreeing

41 Simopoulos, A. P., & Bhat, R. V. (Eds.). 2000. *Street foods*. Basel, Switzerland: Karger.

42 Elliott, Farley. 2015. *Los Angeles Street Food: A History From Tamaleros to Food Trucks*. American Palate.

43 L. Newman and K. Burnett. 2013. *Street Food and Vibrant Urban Spaces: Lessons from Portland, Oregon*. *Local Environment*, 18:2, 233-248, DOI:10.1080/13549839.2012.729572

44 Ibid.

45 Kapell, H., P. Katon, A. Koski, J. Li, C. Price, and K. Thalhammer. 2008. “Food Cartology: Rethinking Urban Spaces as People Places”. Urban Vitality Group and City of Portland Bureau of Planning.

46 Carpenter, D. 2015. “Upwardly Mobile Street Vending and the American Dream”. Arlington: Institute for Justice.

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or strongly agreeing with the statement: The food cart has been a good way for me to support my family and myself.⁴⁷

Concerns with street vending in business corridors suggest that street vendors hold a competitive advantage to brick-and-mortar establishments and can impede daily operations. However, studies from larger cities with street vending that include pushcarts and food stands demonstrate the potential benefits anticipated by having street vendors in the vicinity of brick-and-mortar businesses. Moreover, operating in a regulated sector of the labor market, street vendors indirectly contribute to the local economy by supporting a stream of businesses through the purchase of intermediate goods and services.⁴⁸ Vendor and supplier transactions induce household spending with the wages earned recycled into the local economy supporting jobs that local vendors and their families frequent.⁴⁹ This form of economic activity, where vendors in turn support local business, aids in negating potential impacts on brick-and-mortar businesses.

Food sanitation and hygiene practices associated with street vending continue to be fears expressed by local business owners who feel that unsanitary conditions may result in illnesses and unwanted negative attention to their area. However, despite resistance to street vending based on the claims of potential food hazards, the Institute of Justice analyzed thousands of inspection reports covering mobile vendors, restaurants and other purveyors of food from seven of America's largest cities and found that street vending could be just as safe as restaurants. They found that food trucks and carts had fewer violations than restaurants and that the differences were statistically significant.⁵⁰

The physical presence of purposeful and neighborly vendors on the street is also associated with reduced incidents of crime. Their presence can reduce conditions of anonymity that encourages anti-social behavior, increase neighborhood stability, while contributing to community economic viability. When vendors are present in areas with higher incidence of crime, a concern expressed by Franklin business owners, it is likely that their presence is helping to make that neighborhood safer. Research shows that areas with street vendors adding to the “eyes on the street” show lower levels of criminal activity as the increased physical presence of pedestrians that vendors attract discourages deviant behavior.⁵¹ Street vending, when well organized can also serve to “rescue” or reuse vacant lots to avoid conditions of blight.⁵² Street vending can also be used to support other establishments that may benefit from locating vendors on their site to compensate for their lack of food services to customers.

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47 Flores, A. Twitter Me This: Taco Trucks and Cupcakes—Gentrification, Evolution or Something In Between? Conference Presentation, American Planning Association. New Orleans. 2010.

48 Burns, P., D. Flaming, and Y. Liu. 2015. “Sidewalk Stimulus: Economic and Geographic Impact of Los Angeles Street Vendors”. 2015. Economic Roundtable. Los Angeles. The UCLA Street Vendor Project found that 70% of street vendors purchased supplies from local stores or supermarkets.

49 Personal spending by New York City vendors’ employees and suppliers’ employees supported an estimated 478 jobs, \$33.5 million in wages and \$55.7 million in added value in 2012. See Burns, et al. at note 44.

50 See Erickson, A. C. (2014). Street Eats, Safe Eats: How Food Trucks and Carts Stack Up to Restaurants on Sanitation. Institute for Justice. See also Tester, J. M., Stevens, S. A., Yen, I. H., & Laraia, B. L. (2010). An analysis of public health policy and legal issues relevant to mobile food vending. *American Journal of Public Health*, 100(11), 2038-2046. The authors note how state retail food codes focus on protecting the public from food-borne illness, with provisions designed to prevent contamination and promote hygiene. Pg. 2039

51 See Burns, et al. at note 49.

52 See Flores, et al. at note 48.

One primary goal in activating the Franklin business corridor is to leverage and complement the Complete Streets redesign currently in progress along with the district rebranding.

Cities with large Mexican populations like Los Angeles are in the process of introducing a street vending ordinance that will allow street vending, particularly of pushcarts and stands, to become a legal practice.⁵³ Likewise, the FNDC should work with city and county staff to pilot a street vending ordinance along the Monterey Trail District but must first weigh the potential benefits and consequences for the business corridor, local government, and Franklin residents. Mitigating concerns regarding potential impacts to existing businesses, impacts to public safety, and the potential cost to cities suggest street vending will require a degree of planning and administrative oversight for an effective program to take hold in Franklin. As part of a pilot and/or permanent street food vending ordinance, the FBBA should consider the following:

- Economic activity: Develop street vending policies that promote economic development and complement branding efforts and the Complete Streets redesign. Identify policies and regulations that act as a barrier (e.g., permitting). Avoid potentially adverse impacts to brick and mortar businesses.
- Public space: Research and develop policies regarding space requirement, encroachment issues, time constraints, proximity rules, and geographic and density limitations.
- Public health: Research regulations and develop comprehensive policies for sound sanitation and food safety practices.
- Public safety: Research and develop policies regarding public safety issues such as the use of private property, vending near schools, and pedestrian safety.
- Allow for a limited number of permits at pre-determined locations during a pilot stage.
- The FNDC should explore opportunities to partner with street food vendors to provide garbage cans, umbrellas and refrigeration in order to ensure sanitation as well as consistent district branding.
- Coordinate the use of the Franklin Micro Lending Program to help finance the startup costs associated with licensing, permits and other regulatory imposed costs. The FNDC should also initiate a grant program to help offset these costs. In this manner, it is easier to encourage vendors to participate in a formal street vending program while reducing enforcement costs and the potential for health and safety violations.
- Create an environment for street vendors that encourages connectivity with small business development resources they traditionally are hesitant to use.

ACTIVATING THE BUSINESS DISTRICT

One primary goal in activating the Franklin business corridor is to leverage and complement the Complete Streets redesign currently in progress along with the district rebranding. This can be accomplished with placemaking activities and services that improve the quality of life of Franklin residents. A public market (Mercado), a full-service bank, coffee shop or similar meeting place along with a site for 5-days a week health care services are practical examples of projects that can shape a safe and active boulevard encouraging residents to frequent local businesses first. A weekend farmers market and street vending will enhance and promote placemaking opportunities. Attracting clients from adjacent neighborhoods will be an important co-benefit

53 See for example The Los Angeles Street Vendor Campaign at <http://streetvendorcampaign.blogspot.com/>; See also Ramona Gardens becomes first public housing project with an open-air market. Los Angeles Times, October 29, 2016.

of placemaking activities. However, the focus is, and must remain, on improving the quality of neighborhood life for Franklin residents without displacement.

Opportunity site #1 on the corner of 26th Avenue and 26th Way, approximately 500 feet west of the business corridor should be seen as the primary site for these activities to occur. With mixed use buildings planned on the borders of the proposed park, the site provides opportunities for small businesses and services with pedestrian connectivity to the Complete Streets treatment along Franklin Boulevard. A number of smaller opportunity sites along the boulevard should also be considered. A vacant half-acre parcel of land at 4115 Franklin Boulevard and a commercial building of approximately 9,000 square feet at 5028 Franklin Boulevard currently used as storage are ideal locations for activation. Also, the commercial property at 5960 Franklin with 13,000 square feet of available space would be a practical site for health care related activities given its proximity to St Rose's Catholic Church and to the Maple Neighborhood Center now operated by La Familia. Activating these sites with neighborhood-oriented services will encourage others property owners along Franklin Boulevard to improve their sites as the Complete Street redesign begins.

THE FRANKLIN PLANNING COLLABORATIVE

The tasks outlined in the above plan provide a solid planning foundation for economic development to take hold in Franklin. However, planning for neighborhood public space, infrastructure improvements, transportation, workforce development and cradle-to-career networks in energy and health care are not simple tasks for a neighborhood organization to carry out on its own. Revitalizing a distressed neighborhood is far beyond the capacity of a single neighborhood organization.

Fortunately, there is small core of organizations that constitute a solid base for coordinating economic planning activity in Franklin. In addition to the Franklin Boulevard Business Association serving the business district since 1985, the La Familia Counseling Center has established itself as a long-term neighborhood asset providing services in Franklin for over 40 years. The Community Resources Project currently operates the Louise Perez Resource Center where they provide weatherization and energy related services to low income households in addition to a WIC program. CRP is increasing its community service programming at the site. The newly formed Franklin Neighborhood Development Corporation is dedicated to implementing this plan and is now working on building its administrative capacity. These four organizations have increasingly overlapping goals, interests and activities making planning and coordination essential for successful neighborhood-oriented economic development and neighborhood transformation in Franklin to take root.

A rare opportunity exists for these organizations to form a neighborhood management and planning collaborative for Franklin. By identifying and nurturing their overlapping interests, a collaborative of these groups would yield advantages that can expedite a more rapid deployment of this neighborhood economic development plan. There is plenty of common ground amongst these organizations. Synchronizing their activities associated with workforce development, transportation, community-oriented policing, health care delivery, and education and employment programs would also provide

Finally, synchronizing neighborhood efforts will increase the potential to impact external regional planning regarding health care delivery location, transportation and infrastructure investment, and educational pathways important for long-term stabilization.

notice to governmental agencies and external nonprofits that coordinated neighborhood planning is now underway in Franklin.

Finally, synchronizing neighborhood efforts will increase the potential to impact external regional planning regarding health care delivery location, transportation and infrastructure investment, and educational pathways important for long-term stabilization. It is through this effort that Franklin can become an active participant in the multi-scaled governmental process for distributing public investment that currently bypasses the neighborhood. The Franklin Plan prioritizes internal growth where investment is focused on neighborhood quality of life through improving the social and physical infrastructure and human capital development so that Franklin residents work in Franklin promoting Franklin businesses and providing direct services to and for Franklin residents.



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Finally, the Board of Directors from the Franklin Boulevard Business Association must be recognized for seeking an innovative approach to tackling the challenges facing the Franklin neighborhood by requesting this plan. Their mission is simple: create a healthy and safe place to live and work; promote an active and growing business district that supports the needs of the neighborhood and local entrepreneurs, and become an active participant in the rapidly changing regional economy. Hopefully, the development of this plan can assist with meeting these goals.

The author takes sole responsibility for any errors or omissions in this work.

Jesus Hernandez, PhD

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About the Author

The research of urban sociologist Dr. Jesus Hernandez is dedicated to understanding social problems that affect community cohesion, neighborhood development, and quality of life. His research focuses on how institutional structures and market interventions articulate the nexus between race and economy and highlights the importance of equitable urban planning, housing finance, and public policy in building effective community-based economic development strategies. Although trained as an urban sociologist, his areas of specialization also include community development, economic geography, and race relations.

His research places a priority on the dynamics between urban governance, private enterprise and the practice of community economic development, focusing on how these associations can either create safe, sustainable communities or produce disparate impact and uneven economic growth that interrupts local efforts towards neighborhood stabilization. Emphasizing the use of case study methods that merges elements of economic sociology, urban geography, and social history, his evaluation-oriented forensic approach to studying neighborhood stabilization and market performance brings a more complete understanding of how the racial and spatial concentration of poverty can impact implementing sustainable community strategies in neighborhoods experiencing long-term disinvestment and poverty.

He can be contacted via email at jchernandez@ucdavis.edu. His academic publications can be found at Research Gate https://www.researchgate.net/profile/Jesus_Hernandez4/contributions.

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