REPORT TO COUNCIL
City of Sacramento

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14

STAFF REPORT
January 10, 2006

Honorable Mayor and
Members of the City Council

Subject: South Area Community Plan Update Opportunities & Constraints Report (M04-031)

Location/Council District: Council Districts 4, 5, 7 and 8

Recommendation:

Staff recommends that the Council: 1) Approve the resolution of acceptance for the Opportunities & Constraints Report, which has been revised per Council's recommendations

Contact: Susanne Cook, Associate Planner, 808-5375; Celia Yniguez, Senior Planner, 808-1969

Presenters: Susanne Cook, Associate Planner

Department: Development Services

Division: Planning

Organization No: 4827

Summary:

On November 22, 2005, Council unanimously approved the resolution to adopt the South Area Community Plan Update's Vision & Guiding Principles as amended. Council also unanimously approved an intent motion to accept the Constraints & Opportunities Report with Council's recommended changes and directed Staff to return with the modified report.

The Council changes to the Constraints & Opportunities Report are identified in a strikeout/inserted text format in Attachment A. Attachment B is a clean version with all of Council's recommended changes to the Opportunities & Constraints Report (renamed from the Constraints & Opportunities Report).

Committee/Commission Action:

Staff presented the report to the City Planning Commission (CPC) on October 6, 2005. The CPC voted unanimously to recommend approval of the Opportunities & Constraints Report.

Background Information:

In 2001 City Council authorized staff to proceed with the first phase of the Community Plan, which included all of the Airport-Meadowview Community Plan and the western portion of the South Sacramento Community Plan. First phase results included a preliminary land use plan and guiding principles. A consultant was engaged in 2004 to refine the land use plan and prepare the renamed South Area Community Plan document.

This report is designed to fulfill the intent motion adopted by Council on November 22, 2005. A full description of the background related to the Opportunities & Constraints Report for the South Area Community Plan Update is included in the staff report for the Council meeting on November 22, 2005.

The Council's recommended changes to Constraints & Opportunities Report (Attachment A) were made in the following sections:

- The Opportunities are first and the report has been renamed, "Opportunities & Constraints."
- The first bullet under the Infill/Development Opportunities section regarding, "Local Perceptions of Affordable Housing" (pg. 2) has been removed.
- The caption under the photo of Barbara Comstock Morse Elementary School (pg. 5) has been revised to indicate that this is one of three elementary schools in the North Laguna area.
- The second bullet under the Environmental Conditions section regarding, "Flooding Potential" (pg. 5) has been expanded to emphasize that the South Area is susceptible to flooding.
- The first two bullets under the Market Conditions section regarding, "Poor Community Image" and "Competition for Employment" (pg. 6) have been removed.
- A bullet regarding the Bruceville Road corridor was added in the Infill and Development Opportunities (pg. 9) in the section under "Corridor Revitalization."

The Opportunities & Constraints Report identifies the opportunities and constraints for development and growth in the South Area Community Plan Update area. Staff is

requesting approval of a resolution of acceptance for the Opportunities & Constraints Report.

Financial Considerations: None.

Environmental Considerations:

The Opportunities & Constraints Report is not a project under Sections 21065 of CEQA and CEQA Guidelines Section 15378 (b)(2). This report is therefore covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment (CEQA Guidelines Section 15061(b)(3)).

Policy Considerations:

The Opportunities & Constraints Report as amended by Council is consistent with the General Plan Guiding Principles, the City's Smart Growth Principles as well as with Council's 2005 Strategic Action Plan.

Emerging Small Business Development (ESBD):

No goods or services are being purchased.

Respectfully submitted by:

Carol Shearly
Director of Planning

Recommendation Approved:

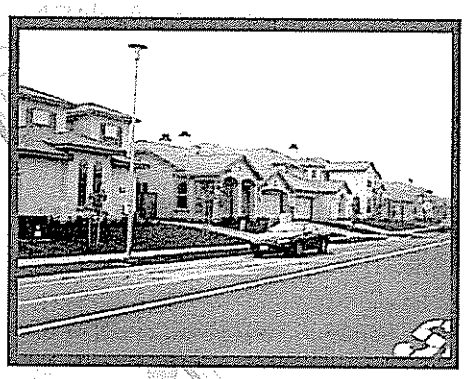
RAY KERRIDGE
City Manager

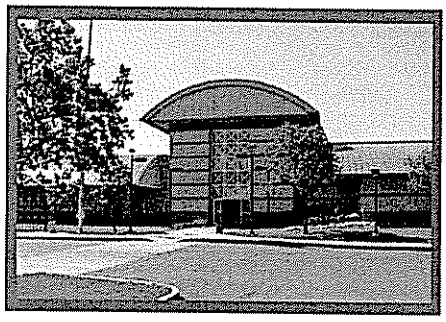
Table of Contents:

Pg. 1-3 Report
Pg. 4-23 Attachment A – Constraints & Opportunities Report with noted Council changes
Pg. 24-42 Attachment B – Opportunities & Constraints Report as amended by Council
Pg. 43-44 Resolution – Acceptance of the Opportunities & Constraints Report

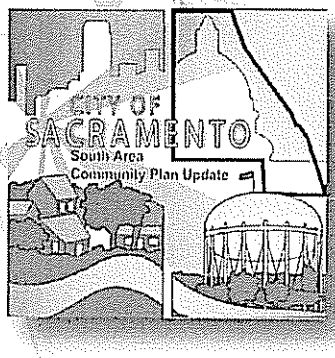
Attachment A

47th St.
Light Rail
Station





Florin
Light Rail
Station



Meadowview
Light Rail Station

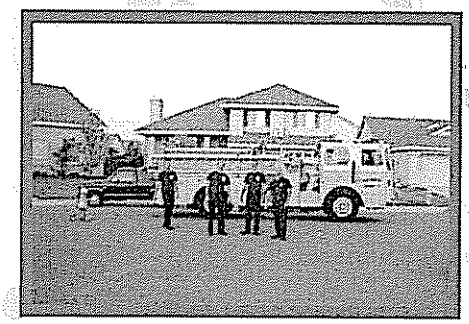
~~Constraints and~~ Opportunities and Constraints

SOUTH AREA COMMUNITY PLAN

Public Review Draft

as revised by Council November 22, 2005

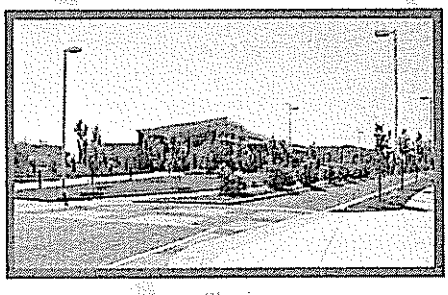
Morrison Creek
Light Rail Station
(Proposed)

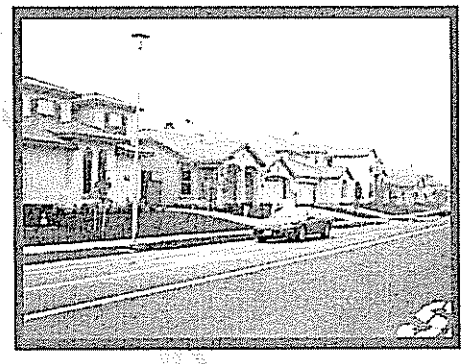


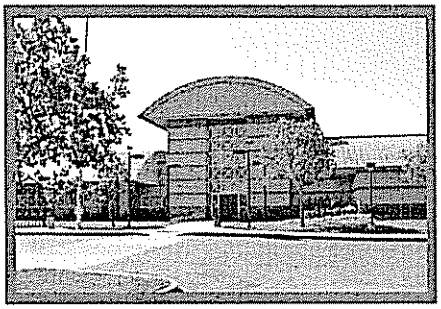
Consumnes River College
Light Rail Station
(Proposed)

November 4, 2005

47th St.
Light Rail
Station







Florin
Light Rail
Station

CITY OF
SACRAMENTO
South Area
Community Plan Update

Meadowview
Light Rail Station

~~Constraints and~~ Opportunities and Constraints

SOUTH AREA COMMUNITY PLAN

Public Review Draft

as revised by Council November 22, 2005

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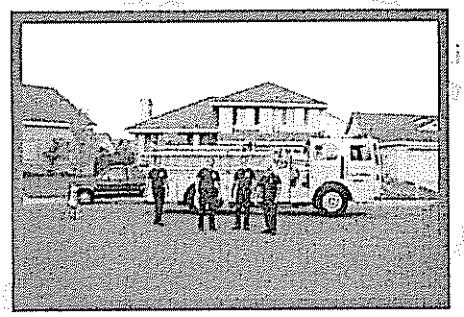
Light Rail Station
(Proposed)



Consumnes River College
Light Rail Station
(Proposed)

November 4, 2005

and Constraints

~~Constraints and~~ Opportunities

SOUTH AREA COMMUNITY PLAN UPDATE

Public Review Draft

Revised November 4, 2005

Introduction

This document discusses the major constraints to and opportunities for growth and development within the South Area Community Plan planning area (see Figure 1), which includes the following major neighborhoods: Meadowview, Airport, Golf Course Terrace, Parkway, Woodbine, Brentwood, Freeport Manor, Mangan Park, Valley Hi, and North Laguna. Most of the constraints and opportunities described in this report are identified in the Sacramento General Plan Technical Background Report; Jobs-Housing-Transportation Study; South Area traffic analysis; stakeholder interviews; and local redevelopment, revitalization, and urban design plans. The analysis focuses on several areas including: infill and development opportunities, infrastructure, public facilities and services, schools, environmental conditions, and market conditions. The purpose of this report is to provide a background for a discussion of land use alternatives and critical policy issues to be addressed in the Community Plan Update.

Figure 1 – South Area Community Plan Area

The Constraints discussion was switched with the Opportunities discussion. As a result, the Opportunities discussion is in the first half of the report while the Constraints discussion is in the second half of the report.

Constraints

Despite the numerous opportunities for growth and development in the South Area described later in this report, there are several important economic, physical, and environmental constraints that may impede future growth. Economic constraints will largely affect how fast the South Area will develop, while physical and environmental constraints will influence to a great extent the location of development. The constraints are discussed in the following six categories: infill/development, infrastructure, community facilities, schools, environment/resources, and market conditions. These constraints are described in the section below and illustrated in Figure 2.

1. Infill/Development Opportunities

- ~~*Local Perceptions of Affordable Housing* – Active community groups involved in the planning process for several residential projects in the South Area maintain the position that affordable housing units have the potential to reduce the desirability of neighborhoods if the units are not carefully owned or managed.~~
- *Lack of Local Commercial Uses* – Although the public perception is that there is too much commercial, the South Area actually has a lack of neighborhood-serving commercial uses, such as grocery stores and restaurants. As a result, residents must travel relatively long distances to shop/dine, which adds to congestion problems along the Area's major arterials.

2. Infrastructure

Wastewater

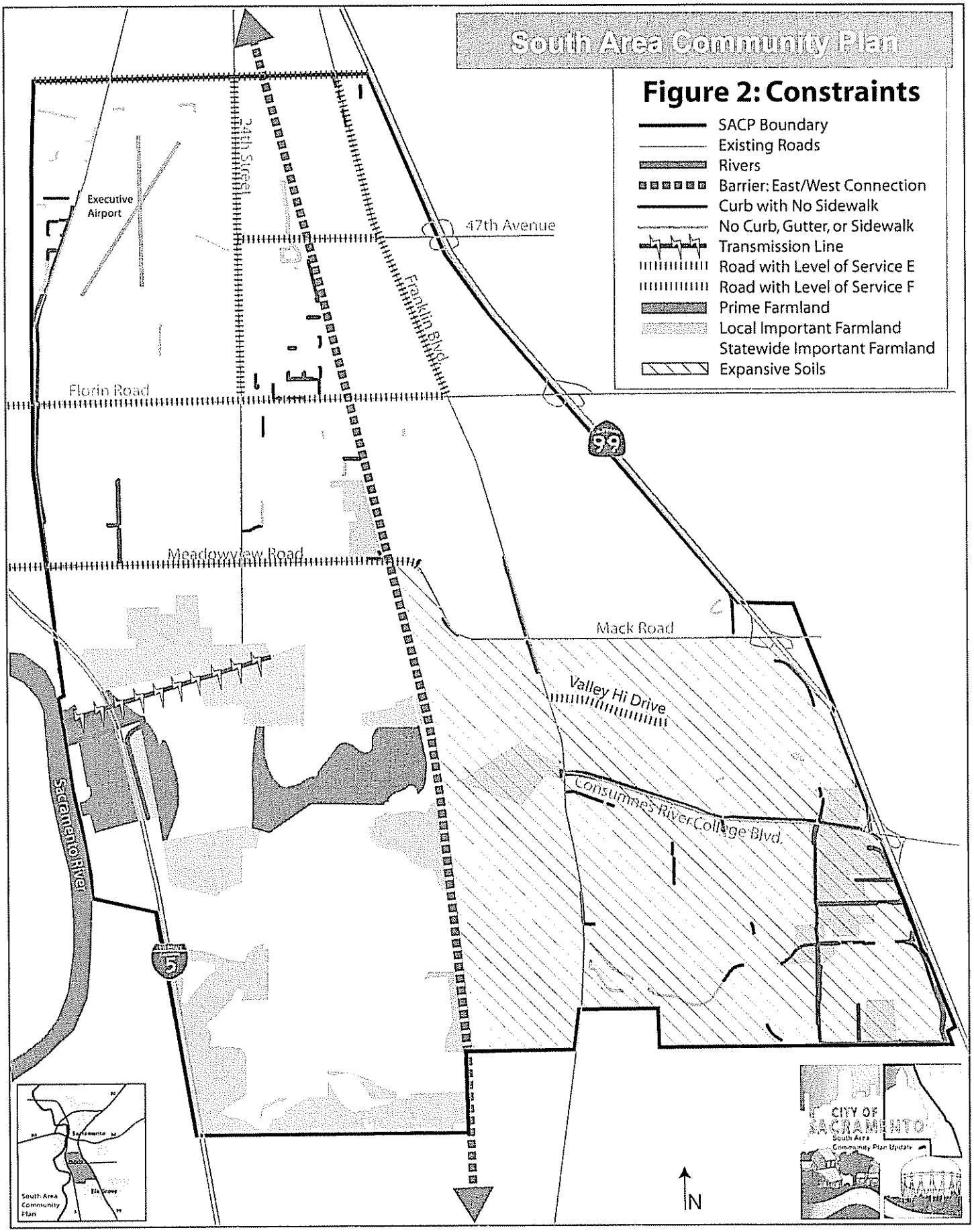
- *Wastewater Collection Deficiencies* - There are capacity deficiencies in portions of the wastewater collection systems serving the South Area. There are large amounts of inflow and infiltration from groundwater that have resulted in overburdened pipes.

Drainage

- *Street Flooding* - The Airport and Meadowview areas have experienced drainage problems that have led to street flooding. Facility improvements are needed such as upgrading of existing pump stations and pipelines and constructing new detention basins and property drainage.

Electrical

- *High Voltage Transmission Lines* - There is a high voltage transmission line in the northern part of Delta Shores area that runs southwest from the end of 24th Street to Interstate 5, about a quarter mile north of Stonecrest Avenue and Beach Lake Road (see Figure 2). Since the transmission lines cut diagonally through the property and could affect the layout of the community, decisions will need to be made on whether to design an open space corridor along the lines, redirect the lines, or underground the lines.


South Area Community Plan
Figure 2: Constraints
SACP Boundary
Existing Roads
Rivers
Barrier: East/West Connection
Curb with No Sidewalk
No Curb, Gutter, or Sidewalk
Transmission Line
Road with Level of Service E
Road with Level of Service F
Prime Farmland
Local Important Farmland
Statewide Important Farmland
Expansive Soils
Executive Airport
24th Street
47th Avenue
Franklin Blvd.
Florin Road
99
Meadowview Road
Mack Road
Valley Hi Drive
Consumnes River College Blvd.
Sacramento River
5
N
CITY OF SACRAMENTO
South Area Community Plan Update
Sacramento
Elk Grove
South Area Community Plan

Transportation

- *Sidewalk Deficiencies* - The South Area has several areas with deficient sidewalks (i.e., no curb, gutter, and sidewalks). The three most significant areas include Freeport Boulevard, Franklin Boulevard (near Florin Road), and especially the North Laguna area (Cosumnes River Boulevard, Bruceville Road, Jacinto, and Calvine). This can be especially dangerous along roads, such as Freeport Boulevard, where cars reach elevated speeds. In addition, the sidewalks in the vicinity of the light rail line grade-separation crossing of Florin Road are not "pedestrian-friendly." The sidewalks "wrap around" the crossing arms for the at-grade heavy rail tracks, resulting in less than two feet of usable area for pedestrians. The sidewalks directly under the grade-separation are three feet wide and do not have a raised curb for separation between the adjacent travel lanes.
- *Streets not Conducive to Walking* - The predominant type of local road in the Plan Area is the wide, curvilinear design typical of suburbs built prior to 1980. These roads offer plenty of capacity for local auto traffic, which was the main design criterion of that era. This type of road design tends to discourage walking and bicycling by creating relatively long, indirect paths between trip origins and destinations. In addition, the excessive street width encourages drivers to speed, which results in an unsafe pedestrian environment. Since most transit trips have a walking component at one or both ends, these street designs indirectly discourage transit.
- *Lack of Shade for Pedestrians* - Many South Area neighborhoods, especially in Meadowview and Valley Hi, lack a continuous tree canopy that would make walking more bearable for pedestrians during the summer months.
- *East-West Barrier* - The Western Pacific Railroad tracks create a major east-west barrier except at Florin and Mack Roads which provide east-west connections.
- *North-South Barrier* – If not designed properly, the Cosumnes River Boulevard extension could serve as a barrier between the northern and southern parts of Delta Shores.
- *Poor Neighborhood Design for Transit* – The Regional Transit (RT) Light Rail South Line, which opened for operations in 2003, has had limited success in the Plan Area because it is a low density, auto-oriented community. Although light rail has attracted a moderate amount of ridership from the study area, it has not alleviated traffic congestion to any noticeable degree.
- *Meadowview Bus Service Deficiencies* - The Community Bus Service Planning Study for the Oak Park and Meadowview communities identified deficiencies in the existing bus service. In analyzing the service coverage on the key streets within the Meadowview study area, the following gaps and deficiencies in the existing transit network have been identified:

    1) No north-south service on Freeport Boulevard (south of Blair Avenue), Amherst Street or 29th Street

2) No Sunday service on Franklin Boulevard south of Forest Parkway

3) No evening or weekend service on 21st Street

4) No Sunday service on 24th Street

- *Bedroom Community* - The South Area serves as one of the region's housing centers and therefore is primarily a bedroom community with few employment centers. Commuting patterns in the South Area add to freeway and arterial roadway congestion.

- *Freeway Congestion* - Freeway congestion near the South Area is worsening, largely due to growth in Elk Grove, and only a fraction of freeway users at any given time have the opportunity to choose alternative modes of transportation or travel routes to avoid delays.

- *Conflicting Roadway Functions* - The study area is served by three east-west arterials (Fruitridge, Florin, and Meadowview/Mack Roads) and two north-south arterials (Freeport Boulevard and Franklin Boulevard). These roads serve three conflicting purposes: 1) acting as the spine of commercial strips malls, 2) facilitating internal circulation within the study area, and 3) serving commuting trips either directly (for north-south arterials) or by providing access to the freeways by way of east-west arterials. These purposes are in conflict because their trips lengths (short, medium, and long respectively) require different types of road design. Short shopping trips are best served by short block lengths with ample lanes and green time devoted to turning movements, and direct driveway access from the street. Long trips are best served by very long block lengths with little right-of-way or signal time devoted to turns. Internal circulation typically functions best when ample green time is given to through movements on cross streets with less emphasis on serving through traffic on arterials or turning movements.

- *Overconcentration of Retail Uses along Arterials* - Retail land uses in the Plan Area are concentrated at a few points on a few major roads. There is a lack of neighborhood-serving retail that is actually located within a given neighborhood. This means that while trips for shopping and services can stay within the Plan Area, they are still too long to walk. Moreover, the retail concentrations are located on the same routes used to access the freeway system. The result is that every evening short-and long-distance traffic are mixed to the detriment of both (e.g., Florin Road).

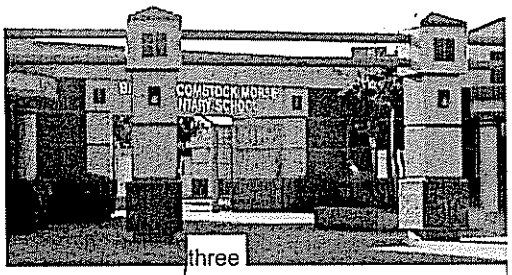
- *Overconcentration of Retail Uses near Interstate 5* - The preliminary proposal for Delta Shores includes retail commercial on the western edge of the plan area close to Interstate 5. Unless properly designed, this location may exacerbate the existing traffic conditions by interfering with commuting traffic.

- *Increased Interstate 5 Interchange Congestion* - The preliminary proposal for Delta Shores includes commercial development near the proposed Cosumnes River Boulevard/Interstate 5 freeway interchange, which will increase traffic congestion similar to other interchanges in the area (e.g., the Highway 99 interchanges at Mack and Florin Roads).

10

3. Schools

- *Inadequate School Capacity* - The South Area has a large and growing youth population (18 years and under) that will continue to stress the existing capacity of South Area schools.



Barbara Comstock Morse Elementary is one of two elementary schools in North Laguna.

4. Public Facilities and Services

Parks and Recreation

- *Lack of Public Parks and Recreational Facilities* - Compared to the rest of Sacramento, the South Area is underserved by public parks. In addition, the South Area has a parks/resident ratio of 4 acres per 1,000 residents, which is lower than the Parks and Recreation Master Plan goal of 5 acres per 1,000 residents. The greatest deficiencies are in neighborhood parks, baseball fields, basketball courts, playgrounds, and play pools/water spray features.
- *Lack of Regional Park* - There is no regional park located in the South Area. Regional park facilities are located in other parts of the City but only neighborhood and community park and recreation facilities have been built in the South Area.

Libraries & Fire Stations

- *Lack of Libraries*. The South Area is served by only two libraries – King Regional Library and the 6,000 square foot Valley Hi/North Laguna storefront library in the Southgate shopping center.
- *Fire Stations*. Portions of the South Area are of need of more fire stations.

5. Environmental Conditions

Soils

- *Expansive Soils* - Underlying soils in the Valley Hi neighborhood exhibit shrink/swell properties which may cause structural damage to foundations.

Flooding

Flooding Potential - Much of the South Area is located within the 100-year floodplain. Roughly half of the Plan Area east of Franklin is located within the 500-year floodplain.

Habitat

- *Loss of Wetlands* - A portion of the Delta Shores property contains farmed wetlands. There is also a high probability of supporting vernal pools or other seasonal wetlands and listed plant and wildlife species associated with them. There are several relatively

small areas of seasonal wetlands in the North Laguna Area that may be lost due to development.

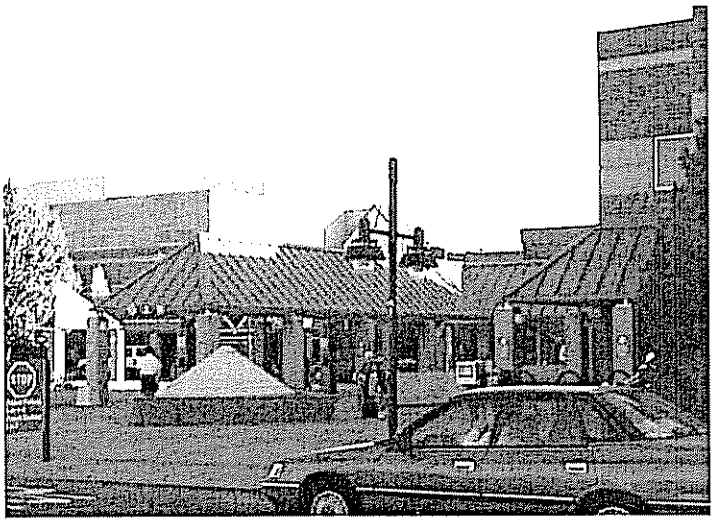
- *Habitat Loss for Raptors* - Development of Delta Shores will result in the loss of some foraging habitat for raptors, such as the Swainson's hawk.

Farmland

- *Farmland Loss* – There are two areas within the South Area that contain farmland identified by the Department of Conservation – Delta Shores and North Laguna (in the Jacinto area). Development of Delta Shores will result in the loss of farmland, including prime farmland (41.7 acres), farmland of local importance (39.2 acres), and farmland of statewide importance (38.4 acres).

6. Market Conditions

- ~~*Poor Community Image* – The South Area has suffered from a poor image that limits the number of persons living outside the area that would patronize local businesses.~~
- ~~*Competition for Employment* – The South Area is not presently viewed as a viable location for office, research and development, or light industrial development because of existing concentrations of these uses in the Interstate 80 and Highway 50 corridors.~~
- *Retail Leakage* - Although South Area retail centers have undergone significant redevelopment in the past 10 years, delivering an expanded range of goods and services, significant leakage from the area still occurs in certain regional retail categories (e.g., durable goods such as automobiles). Increased retail leakage is likely to occur from South Area households as Lent Ranch (Elk Grove) and West Sacramento regional retail centers are built.
- *Lack of Interest from Industrial Space Users* - Large industrial space users are dissuaded from the South Area by congestion on key road segments.
- *Struggling Retail Market* - The South Area's current retail markets are struggling as evidenced by low levels of commercial real estate investment in the past 20 years.
- *Lack of Job Diversity* - Jobs located in the South Area, which fall primarily into the health care, education, social services, or professional and business services sectors, lack the job diversity seen in other areas of the City and region.



Kaiser Permanente Hospital is one the of the South Area's largest employers.

12

- *Unclear Employment Outlook* - Prospects for additional South Area employment centers over the next 20 years, outside of retail uses, are unclear. The highest growth employment sectors in the City are likely to be services and government, and the South Area may participate in this growth by generating a large share of new locally owned businesses supporting these sectors. However, large office, industrial, or institutional employers apart from health care and government organizations are scarce in the South Area, and the only new facilities required in these sectors are expected to be built adjacent to existing hospitals in the coming two to five years.
- *Need for Housing Rehabilitation/Code Enforcement* -- There is a need for housing rehabilitation and code enforcement in the South Area.
- *Loss of Car Dealerships* - New car dealerships along Florin Road have dwindled in number and market share in part because of movement of several of the franchises to the Elk Grove Auto Mall. Major changes in auto retailing at the national level have moved many auto dealerships away from aging arterial corridors with mixed commercial uses to auto malls positioned within sight of major freeways. Replacement of these uses poses several challenges. Several dealers cannot relocate because of the number and location of competing dealers located within the Sacramento Region's sales territory. Second, conversion of these properties to used car sales is possible only for a portion of the sites, because the used car market can absorb only a limited amount of new establishments. Much more auto-related commercial space is currently occupied or available on Florin Road compared to the market's need for independent used and certified used cars and trucks. Last, conversion of former new car dealerships to non-auto uses will continue to occur on a case-by-case basis, but no single sector will match the land, building, and location requirements of former uses in the Florin corridor.

and Constraints

The Constraints discussion was switched with the Opportunities discussion. As a result, the Opportunities discussion is in the first half of the report while the Constraints discussion is in the second half of the report.

Opportunities

The South Area has substantial opportunity for growth and development given that it is one of the last major areas in the city containing large tracts of vacant land, and has tremendous potential for revitalization of the commercial corridors (e.g., Florin Road, Franklin Boulevard, and Freeport Boulevard). In addition, the South Area has several characteristics that make it attractive to developers, employers, and residents, including its proximity to Downtown and its affordable housing stock. These opportunities and others are described in the section below and illustrated in Figure 3.

1. Infill and Development Opportunities

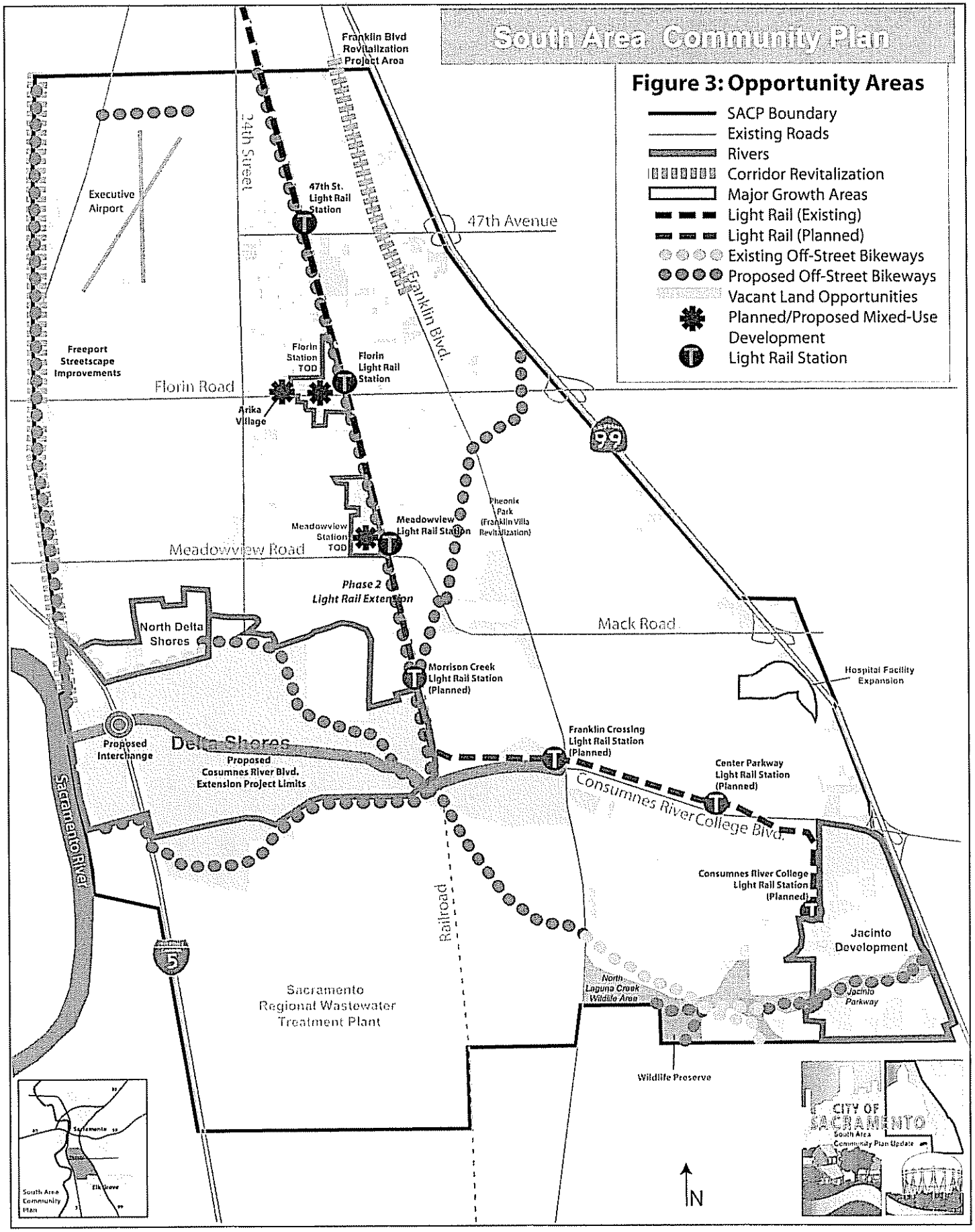
General

- *Vacant Land* - The South Area contains approximately 2,300 acres of land available for development, including 1,000 acres of greenfield land and 1,300 acres of infill land.

Corridor Revitalization

- *Freeport Boulevard Revitalization* – The City has prepared a Streetscape Master Plan for Freeport Boulevard, which was initiated by the Freeport Business Improvement Committee (FBIC) in 1997. FBIC developed three main goals for the Boulevard, including: 1) removing visual blight, 2) addressing public safety issues, and 3) promoting Freeport Boulevard as a distinct, vital commercial business corridor. The plan is one of the first steps towards unifying and creating a vibrant commercial corridor that will likely attract new businesses. The Streetscape Master Plan will provide guidance for future improvements along the corridor, including median and street tree plantings, improved bike lanes, widened/separated sidewalks and multi-use trails. The Master Plan will also make the corridor more competitive for Capital Improvement Program funds (including grants) and improved scoring in the Public Works Transportation Programming Guide, which prioritizes transportation infrastructure funding.
- *Franklin Boulevard Revitalization* -- As part of the Franklin Boulevard revitalization efforts, the Sacramento Housing and Redevelopment Agency has made several steps to revive the corridor as a functioning commercial corridor including adopting the Urban Design Master Plan, Phase 1 Streetscape Plan, and Commercial Revitalization Program. Successful implementation of these plans will create a pleasant, pedestrian-friendly shopping environment and attract infill development, transit-oriented development, and mixed use projects.
- *Phoenix Park* – In 2003, the Sacramento Housing and Redevelopment Agency transformed the blighted and crime-ridden Franklin Villa into Phoenix Park neighborhood. The revitalization effort focused on demolishing the dilapidated four-plex units and apartments and replacing them with a variety of housing choices with more amenities in an attractive, well-lit, well landscaped environment. This revitalization has helped to rejuvenate a portion of Franklin Boulevard, making it more attractive to shoppers and new businesses.

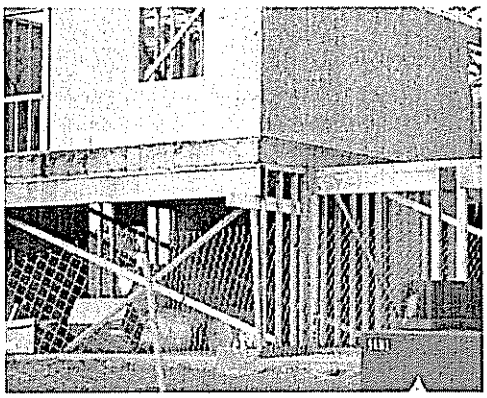
14


South Area Community Plan
Figure 3: Opportunity Areas
SACP Boundary
Existing Roads
Rivers
Corridor Revitalization
Major Growth Areas
Light Rail (Existing)
Light Rail (Planned)
Existing Off-Street Bikeways
Proposed Off-Street Bikeways
Vacant Land Opportunities
Planned/Proposed Mixed-Use Development
Light Rail Station
Franklin Blvd Revitalization Project Area
Executive Airport
24th Street
47th St. Light Rail Station
47th Avenue
Franklin Blvd.
Freeport Streetscape Improvements
Florin Station TOD
Florin Light Rail Station
Florin Road
Arika Village
99
Pheonix Park (Franklin Villa Revitalization)
Meadowview Station TOD
Meadowview Light Rail Station
Meadowview Road
Phase 2 Light Rail Extension
Mack Road
North Delta Shores
Morrison Creek Light Rail Station (Planned)
Hospital Facility Expansion
Proposed Interchange
Delta Shores
Proposed Cosumnes River Blvd. Extension Project Limits
Franklin Crossing Light Rail Station (Planned)
Center Parkway Light Rail Station (Planned)
Consumnes River College Blvd.
Sacramento River
Consumnes River College Light Rail Station (Planned)
Railroad
Jacinto Development
5
Sacramento Regional Wastewater Treatment Plant
North Laguna Creek Wildlife Area
Jacinto Parkway
Wildlife Preserve
N
CITY OF SACRAMENTO
South Area Community Plan Update
South Area Community Plan

- *Meadowview Road Revitalization* – In August 2003, the Sacramento Housing and Redevelopment Agency adopted the Meadowview Urban Design Plan. The Plan provides guidelines for the ongoing revitalization and beautification of the Meadowview community. The Plan's goal to beautify the roadway, develop a vision f design options to replace the blighted fenc
- *Florin Road Redevelopment* - In July Supervisors approved the adoption of a re The focus in this commercial corrido elimination of blight, land assembly, d commercial property, and affordable housi outside the Plan Area (between Highway 5 activities will likely create beneficial spillov Road.
- *Stockton Boulevard Revitalization* – In Supervisors approved the adoption of th This Plan provides a template for public s support private sector and neighborhood Boulevard commercial areas. This plan i guidelines, and action plan. Although Stockton Boulevard is located outside the Plan Area, revitalization efforts will likely create beneficial spillover effects west of Highway 99, similar to Florin's redevelopment efforts.

• *Proposed Development along Bruceville Road Corridor-* The Bruceville Road corridor in the Valley Hi and North Laguna area is undergoing significant planning and development activity. To accommodate new growth in the area, the City is widening Bruceville Road from two to four lanes. Kaiser Permanente has plans to add 200,000 square feet to their existing facility by 2009. Methodist Hospital has plans for a 61,000 square foot hospital addition. Cosumnes River College will be undergoing facility expansion over the next 10 years. In 2007, Sacramento Regional Transit is expected to begin construction of Phase 2 of the South Line, which will have a station located at Cosumnes River College/College Square. College Square, located at the southeast corner of Cosumnes River Boulevard and Bruceville Road, is proposed as a transit oriented development consisting of a community shopping center and multi-family housing. Additionally, there are a few residential projects proposed along Bruceville Road (e.g., North Laguna Pointe, Cameron 5 subdivision).

Housing



- *Proximity to CBD* - As the region's urban footprint expands and major transportation routes experience increased congestion, the South Area's proximity to downtown offers new residents distinct benefits in commute time. Residents are beginning to regard the South Area as a well situated "close-in" area in which to purchase a home or rent an apartment.
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- *High-End Housing Demand* - There is a strong demand for move-up housing in the South Area. Feedback from the community to the City as well as current market trends

16

emphasize the need for higher-end housing. This high-end housing will allow families experiencing income growth to remain in the area. Characteristics of new homes in active South Area projects indicate that new homes are significantly larger and more expensive than nearby resale homes, and that homebuilders can successfully sell new, market rate units adjacent to older South Area neighborhoods.

Mixed Use Development

- *Proposed Mixed Use Development* - The City is processing an application for a mixed use development, known as Arika Village, at the corner of Florin Road and Woodbine Avenue (See Figure 3). The project will consist of two buildings on the 1.4 acre site. One building will be 4 stories and have 6,400 square feet of ground-floor retail commercial (facing Florin Road) with two-story, townhouse style apartments on the top levels. The other building will be exclusively residential with four stories of apartment flats. Each building will have tuck-under parking (i.e., parking located below the unit and is accessed from an unenclosed driveway which is at existing grade or below). A 24-hour day care facility is proposed on the site to be available to Arika Village residents, Paratransit employees, and the general public. This project will provide the density and mix of land uses needed to support the adjacent Florin Light Rail Station. In addition, the innovative design of this mixed use project may be a catalyst for future development.

Transit-Oriented Development

- *Morrison Creek Light Rail Station* - As the only currently planned station in a largely undeveloped area, and in a context of rapidly escalating land prices across the region, the Morrison Creek Light Rail Station may take advantage of higher densities of employment or housing to be built nearby (see Figure 3). Increasingly, real estate markets support greater density relative to existing uses in the South Area.

- *Increased Light Rail Ridership from Proposed Transit Oriented Developments (TOD)* – The City has prepared infrastructure assessments and urban design plans for both the Florin and Meadowview Transit Stations. The proposed land uses for the Florin TOD include a mix of residential, retail, business professional, and public uses. The proposed land uses for the Meadowview TOD include a mix of residential, retail, business professional, and public uses. The proposed development surrounding both TODs will likely increase ridership along the southern light rail line (see Figure 3).

The Florin Light Rail Station is one of three light rail stations in the South Area.

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meet other community needs in a transit supportive manner as described in more detail above.

- *Prospects for Development at the Meadowview Road Station* - Because of its accessibility to Meadowview Road and growing expenditure leakage in certain convenience retail and services categories, this location may also be attractive for general neighborhood retail development. Depending on its orientation to Meadowview Road, planned new residential development to the south and west of the station may bring additional residential market support for convenience retail and services located at or near the station.
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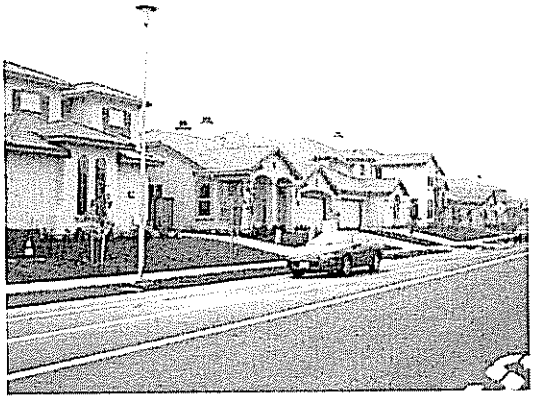
Delta Shores

- *Large Amount of Vacant Land* - Delta Shores, which contains approximately 1,000 acres of vacant land, provides one of the last expanses of greenfield development opportunities in the City. Developers for the property are currently (August 2005) in the preapplication phase and propose 5,000 homes, 1.5 million square feet of retail commercial uses, and 250,000 square feet of offices, a regional park, and other public uses.

An oblique aerial view of Delta Shores shows the tremendous potential for new development in the South Area.

- *Catalyst Development* - New neighborhoods and new commercial sites in the South Area will help to catalyze the gradual transformation of blighted areas. Construction of quality neighborhoods or commercial centers in Delta Shores will have beneficial spillover effects for real estate in existing neighborhoods and commercial corridors in the South Area. The relatively higher prices of homes and higher lease rates to be expected from Delta Shores may spur additional investment in nearby businesses and single family housing and perhaps multifamily housing. Part of this revitalization results from the attempt to capitalize on higher real estate prices, but some of the anticipated reinvestment would result from additional market support from higher income households located in Delta Shores.

- *Cosumnes River Boulevard/Interstate 5 Expansion and Interchange* - The City of Sacramento (City), in conjunction with the Federal Highway Administration (FHWA), is proposing to construct the Interstate 5/Cosumnes River Boulevard Interchange Project (see Figure 3). The proposed action would include extending Cosumnes River Boulevard from its current westerly terminus at Franklin Boulevard to an interchange at I-5, and then farther west to an at-grade intersection with Freeport Boulevard in the currently unincorporated town of Freeport. This extension will provide a connection between Interstate 5 and Highway 99 and open up I-5 to the North Laguna area. This extension would also serve as the primary east-west arterial for Delta Shores.



A single family residential neighborhood in North Delta Shores.

- *Neighborhood Integration* - The City has a great opportunity to integrate Delta Shores into existing South Area neighborhoods. The City can ensure that new communities, commercial sites, and public amenities in Delta Shores are connected to older, established neighborhoods adjoining the new development. Besides assuring that shopping and leisure opportunities to be located in Delta Shores are enjoyed by the widest possible base of residents, this gives the new neighborhoods the chance to help define the identity of the South Area.

- *Smart Growth Principles* - Delta Shores provides one of the few opportunities in the City to create a large-scale community based on the City's adopted Smart Growth principles. The City has the opportunity to provide a well-balanced community with a mix of residential, office, retail, and amenities, such as a regional park that would make the South Area more self-sufficient. The site could include a variety of housing, in a variety of types and sizes, including single family, executive lots, multifamily including mixed use, town homes, etc. The mixture of uses can be either horizontal or vertical. In addition there is an opportunity to create a bike/pedestrian-friendly community with separated sidewalks, street trees, street lights, on-street bike lanes, and off-street bikeways.

- *Potential as an Employment Center* - Preliminary discussions with the developer for Delta Shores suggest land uses yielding less than half of the number of non-retail jobs identified in the Blueprint Preferred Scenario. However, the intensity of office uses in Delta Shores may increase as market conditions change, bringing many more non-retail jobs to the area. Given the location of recent residential growth in the City and in adjacent jurisdictions, a major employment center in Delta Shores could reduce the average trip length for car commutes and enhance ridership on the extension of the light rail system south to the Delta Shores area.

2. Infrastructure

Improvements

- *Flood Control Improvements* – The Sacramento Area Flood Control Agency (SAFCA) will be making levee improvements from the Sacramento River to the UPRR tracks. The project involves raising the levee four feet from the Sacramento River to the Union Pacific Railroad tracks and constructing floodwalls along portions of Florin, Morrison, Elder, and Unionhouse Creeks located in urban areas. The purpose of the project is to provide100-year flood protection.

Transportation

- *Off-Street Bikeways* - North Laguna Creek Wildlife Area and Jacinto Creek Parkway provide several miles of off-street bikeways. Existing off-street bikeways in the North Laguna Creek Wildlife Area could be connected to an existing off street bikeway in north Delta Shores. This route could also be expanded to reach an existing bikeway along the Sacramento River.
- *Light Rail Expansion* - RT has proposed a second phase expansion to the southern light rail line that would extend light rail approximately five miles from Meadowview Road to Cosumnes River College and would include four stations beyond Meadowview:
    - Morrison Creek
    - Franklin Boulevard
    - Center Parkway
    - Cosumnes River College.

  This expansion would create more transit opportunities for Valley Hi and North Laguna residents and create new opportunities for higher density, mixed use development around the four stations.

The Meadowview Light Rail Station is the last stop on the south line.

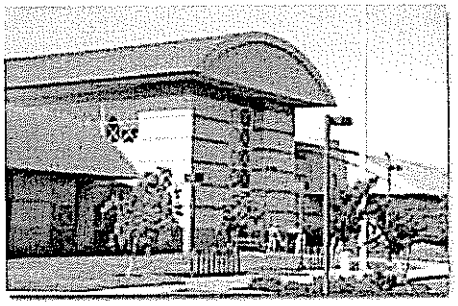
- *Reduced Congestion* – The location of jobs in the South Area, especially Delta Shores, would make the area more self-contained, thus reducing congestion on the region's road network. Given the location of recent residential growth in the City and in adjacent jurisdictions, a major employment center in Delta Shores could also reduce the average automobile commute trip length and enhance ridership on the extension of the light rail system south to the Delta Shores area.
- *Freeway Access* - The South Area has convenient freeway access (in terms of distance) to both Interstate 5 and Highway 99.
- *New Commuting Options* - There is an opportunity for a major road going north-east from the City of Elk Grove towards Rancho Cordova. This will enable at least some

suburb-to-suburb trips to avoid the downtown area entirely. In addition, this north-east road will alleviate some traffic going through the Community Plan area. The combination of Cosumnes River Boulevard/Calvine Road/Grant Line Road may serve this purpose if speeds are high enough and land use adjacencies.

3. Schools

- *Cosumnes River College* - The South Area contains Cosumnes River College that serves as a key local facility for training the South Area's labor force, which will be an essential resource for future employment in the area.
- *Potential for Joint Use Facilities* – The City has an opportunity to work with the Sacramento and Elk Grove Unified School Districts to provide joint use facilities with new schools and other public uses (e.g., parks, detention basins).

4. Public Facilities and Services



The Pannell Center is an important recreational, cultural, and civic center in the South Area.

- *Community Center* - The Samuel C. Pannell Meadowview Community Center serves an important role in the community providing recreational, cultural, and civic activities. By the end of 2005, the River Cats Independence Field, which is a baseball/softball facility that will be specially designed for disabled persons will be completed. Independence Field, which is located on the east side of the Pannell Center, will serve more than 26,000 youth with special needs within the Sacramento area.
- *Regional Park* - The City has prioritized the use of Delta Shores land contiguous with the Sacramento Regional County Sanitation District Wastewater Treatment Plant for the development of a minimum 100-acre regional park, providing both active and passive uses and regional destination features.
- *Future Community/Neighborhood Parks* – The City has purchased 17-acres of a 20-acre park at Shasta and Bruceville Road. The City also has a 10-acre park under development at Jacinto Avenue and West Stockton Boulevard.

5. Environmental Conditions

- *Accessibility to Open Space* - North Laguna contains two important parkways – the North Laguna Creek Wildlife Area and Jacinto Creek Parkway – that serve as important wildlife and recreational resources. As infill sites develop around these areas, the City has an opportunity to integrate new development with the open space

both visually (e.g., streets running parallel with open space) and in terms of connectivity (e.g., neighborhood accessibility to bike/pedestrian pathways).

6. Market Conditions

- *Regional Retail Potential* - Delta Shores has strong potential for regional retail development (especially goods and entertainment venues) which would likely meet the needs of South Area households along the Interstate 5 and Highway 99 corridors. Large format retailers desire both the visibility of the frontage property and a location convenient to new households in the Interstate 5 trade area, which itself is underserved by regional retail centers. Currently, residents must leave the City for certain goods or drive significant distances to make specialty or entertainment purchases. An accompanying benefit to the City is the receipt of general fund sales taxes otherwise lost to other jurisdictions and generation of a variety of employment opportunities that might be easily filled by South Area residents.

This commercial center on the northwest corner of Bruceville Road and Center Parkway in North Laguna provides food, entertainment, and recreational opportunities to residents of the South Area.

- *Potential Interest by Regional Retailers* - Delta Shores and residential infill development will elevate arterial traffic flows throughout the South Area and may increase the level of interest by regional retailers in its commercial corridors. Traffic counts are at a threshold where some national retailers may consider the corridors as viable store sites from a vehicular traffic perspective. The construction of additional housing will give the area wider appeal to more of these specialty or larger format merchants. Other market conditions in the South Area, such as household income, physical conditions of retail properties, or store access and visibility, could also play a significant role in such decisions.

- *Retail Development Revitalization* - Incremental revitalization of retail sites along commercial corridors such as Florin Road is likely to continue, as both national retailers and local businesses reposition key struggling retail centers.

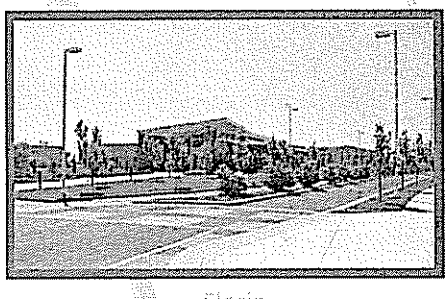
- *Niche Market Potential* - Local entrepreneurs have access to significant capital within family networks and understand niche market opportunities, particularly when serving consumer needs unique to one or more of the South Area's many ethnic populations. Asian niche retail development has recently moved west from its start along Stockton Boulevard. Thriving Hispanic bakeries, food stores, and restaurants along Franklin

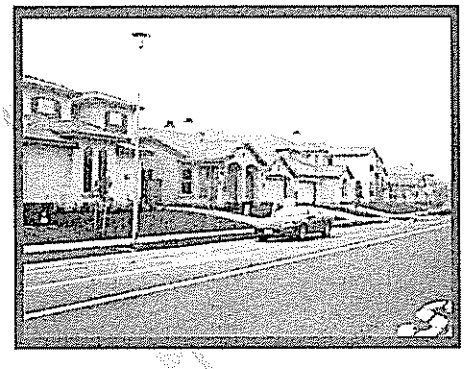
Boulevard, 24th Street, and Fruitridge Road also testify to the market dynamism of immigrant business owners and their market support from the immigrant community and others.

- *Blighted Retail Conversion* - An increased demand for higher density housing, such as condos, townhomes, and apartments, may result in complete or partial conversion of old and blighted strip centers.
- *Car Dealership Replacements* - While the Florin Road corridor will not likely see its departing new car dealerships replaced with other new car sales and service operations, additional re-use opportunities are likely to surface, including used car dealers and auto-related businesses, such as repair and fleet maintenance.
- *Hospital Facility Expansion* – Two of the South Area's major employers – Kaiser Permanente and Methodist Hospitals -- have plans to expand their existing facilities. Kaiser has plans to add 200,000 square feet to their existing facility by 2009, while Methodist has plans for a 61,000 square foot new hospital addition.
- *Potential for Institutional Development* - Although large office, industrial, or institutional employers (apart from health care and government organizations) are scarce in the South Area, Delta Shores has the potential to lure institutional employers such as the state government whose needs may overlap with the locational and transit attributes of the area.
- *Housing Affordability* - South Area's housing market is currently positioned as one of the more affordable markets in the City since resale housing costs are below the citywide average.
- *Housing Supply* - New housing construction in Delta Shores will offer the City an opportunity, if the timing is correct, to maintain a healthy supply of residential lots so that housing prices do not unnecessarily escalate relative to prices in the region.
- *Housing Type Diversity* - In the larger region, there is emerging demand for smaller and higher density housing units because of population shifts and the desire for affordability. Great potential exists for additional growth and diversity of housing product types in the South Area.

Attachment B

47th St.
Light Rail
Station





Florin
Light Rail
Station

CITY OF
SACRAMENTO
South Area
Community Plan Update

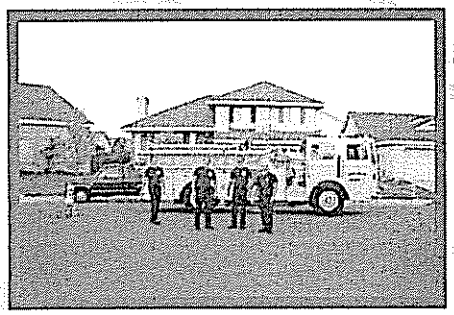
Meadowview
Light Rail Station

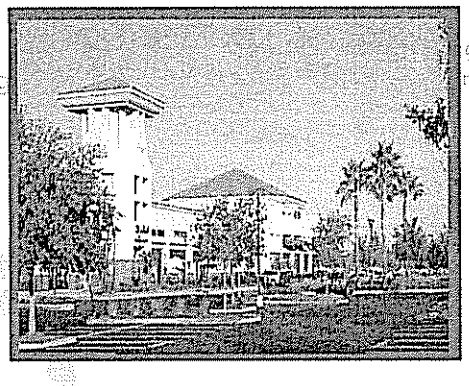
Opportunities and Constraints

SOUTH AREA COMMUNITY PLAN

Public Review Draft

Morrison Creek
Light Rail Station
(Proposed)





Consumnes River College
Light Rail Station
(Proposed)

December 29, 2005

Opportunities and Constraints

SOUTH AREA COMMUNITY PLAN UPDATE

Public Review Draft

Revised December 29, 2005

Introduction

This document discusses the major opportunities for and constraints to growth and development within the South Area Community Plan planning area (see Figure 1), which includes the following major neighborhoods: Meadowview, Airport, Golf Course Terrace, Parkway, Woodbine, Brentwood, Freeport Manor, Valley Hi, and North Laguna. Most of the opportunities and constraints described in this report are identified in the Sacramento General Plan Technical Background Report; Jobs-Housing-Transportation Study; South Area traffic analysis; stakeholder interviews; and local redevelopment, revitalization, and urban design plans. The analysis focuses on several areas including: infill and development opportunities, infrastructure, public facilities and services, schools, environmental conditions, and market conditions. The purpose of this report is to provide a background for a discussion of land use alternatives and critical policy issues to be addressed in the Community Plan Update.

Figure 1 – South Area Community Plan Area

Opportunities

The South Area has substantial opportunity for growth and development given that it is one of the last major areas in the city containing large tracts of vacant land, and has tremendous potential for revitalization of the commercial corridors (e.g., Florin Road, Franklin Boulevard, Mack Road, and Freeport Boulevard). In addition, the South Area has several characteristics that make it attractive to developers, employers, and residents, including its proximity to Downtown and its affordable housing stock. These opportunities and others are described in the section below and illustrated in Figure 2.

1. Infill and Development Opportunities

General

- *Vacant Land* - The South Area contains approximately 2,300 acres of land available for development, including 1,000 acres of greenfield land and 1,300 acres of infill land.
- *Local Commercial Uses* – There is an opportunity to provide neighborhood-serving commercial uses, such as grocery stores and restaurants, within future mixed-use development along the existing commercial corridors, within proposed Transit Oriented Development sites, and within infill sites.

Corridor Revitalization

- *Freeport Boulevard Revitalization* – The City has prepared a Streetscape Master Plan for Freeport Boulevard, which was initiated by the Freeport Business Improvement Committee (FBIC) in 1997. FBIC developed three main goals for the Boulevard, including: 1) removing visual blight, 2) addressing public safety issues, and 3) promoting Freeport Boulevard as a distinct, vital commercial business corridor. The plan is one of the first steps towards unifying and creating a vibrant commercial corridor that will likely attract new businesses. The Streetscape Master Plan will provide guidance for future improvements along the corridor, including median and street tree plantings, improved bike lanes, widened/separated sidewalks and multi-use trails. The Master Plan will also make the corridor more competitive for Capital Improvement Program funds (including grants) and improved scoring in the Transportation Programming Guide, which prioritizes transportation infrastructure funding.
- *Franklin Boulevard Revitalization* -- As part of the Franklin Boulevard revitalization efforts, the Sacramento Housing and Redevelopment Agency has made several steps to revive the corridor as a functioning commercial corridor including adopting the Urban Design Master Plan, Phase 1 Streetscape Plan, and Commercial Revitalization Program. Successful implementation of these plans will create a pleasant, pedestrian-friendly shopping environment and attract infill development, transit-oriented development, and mixed use projects.

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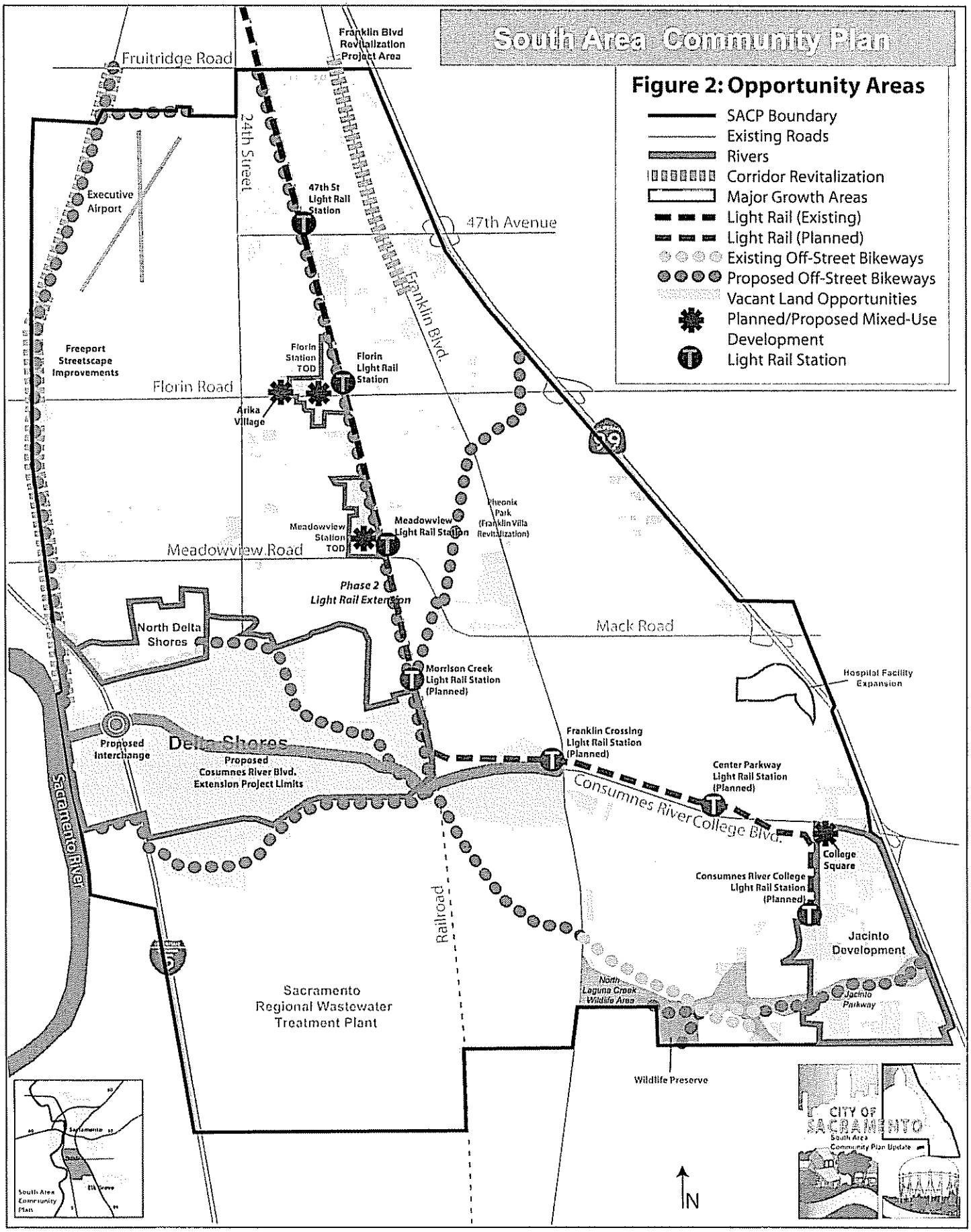
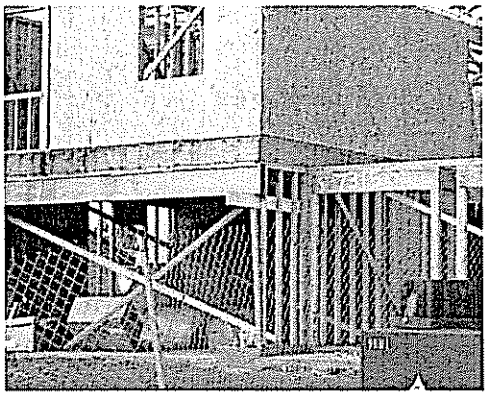

South Area Community Plan
Figure 2: Opportunity Areas
SACP Boundary
Existing Roads
Rivers
Corridor Revitalization
Major Growth Areas
Light Rail (Existing)
Light Rail (Planned)
Existing Off-Street Bikeways
Proposed Off-Street Bikeways
Vacant Land Opportunities
Planned/Proposed Mixed-Use Development
Light Rail Station
Fruitridge Road
Franklin Blvd Revitalization Project Area
24th Street
Executive Airport
47th St Light Rail Station
47th Avenue
Franklin Blvd.
Freeport Streetscape Improvements
Florin Station TOD
Florin Light Rail Station
Florin Road
Arika Village
Phoenix Park (Franklin Villa Revitalization)
Meadowview Station TOD
Meadowview Light Rail Station
Meadowview Road
Phase 2 Light Rail Extension
Mack Road
North Delta Shores
Morrison Creek Light Rail Station (Planned)
Hospital Facility Expansion
Proposed Interchange
Delta Shores
Proposed Cosumnes River Blvd. Extension Project Limits
Franklin Crossing Light Rail Station (Planned)
Center Parkway Light Rail Station (Planned)
Consumnes River College Blvd.
Sacramento River
College Square
Consumnes River College Light Rail Station (Planned)
Railroad
Jacinto Development
Sacramento Regional Wastewater Treatment Plant
North Laguna Creek Wildlife Area
Jacinto Parkway
Wildlife Preserve
CITY OF SACRAMENTO
South Area Community Plan Update
IN

- *Phoenix Park* – In 2003, the Sacramento Housing and Redevelopment Agency transformed the blighted and crime-ridden Franklin Villa into Phoenix Park neighborhood. The revitalization effort focused on demolishing the dilapidated four-plex units and apartments and replacing them with a variety of housing choices with more amenities in an attractive, well-lit, well landscaped environment. This revitalization has helped to rejuvenate a portion of Franklin Boulevard, making it more attractive to shoppers and new businesses.
- *Meadowview Road Revitalization* – In August 2003, the Sacramento Housing and Redevelopment Agency adopted the Meadowview Urban Design Plan. The Plan provides guidelines for the ongoing revitalization and beautification of the Meadowview community. The Plan's goals are to identify streetscape enhancements to beautify the roadway, develop a vision for the Meadowview community, and present design options to replace the blighted fencing along Meadowview Road.
- *Florin Road Redevelopment* - In July 2005, the Sacramento County Board of Supervisors approved the adoption of a redevelopment plan for the Florin Road area. The focus in this commercial corridor includes transportation improvements, elimination of blight, land assembly, design standards for new and renovated commercial property, and affordable housing. Although the project area is located just outside the Plan Area (between Highway 99 and Stockton Boulevard), redevelopment activities will likely create beneficial spillover effects west of Highway 99 along Florin Road.
- *Stockton Boulevard Revitalization* – In 1999, the Sacramento County Board of Supervisors approved the adoption of the Broadway/Stockton Urban Design Plan. This Plan provides a template for public sector investment over a five-year period to support private sector and neighborhood investment in the Broadway and Stockton Boulevard commercial areas. This plan includes an overall framework plan, design guidelines, and action plan. Although Stockton Boulevard is located outside the Plan Area, revitalization efforts will likely create beneficial spillover effects west of Highway 99, similar to Florin's redevelopment efforts.
- *Proposed Development along Bruceville Road Corridor*– The Bruceville Road corridor in the Valley Hi and North Laguna area is undergoing significant planning and development activity. To accommodate new growth in the area, the City is widening Bruceville Road from two to four lanes and will also be including four additional traffic signals at major intersections along Bruceville Road. Kaiser Permanente has plans to add 200,000 square feet to their existing facility by 2009. Methodist Hospital has plans for a 61,000 square foot hospital addition. Cosumnes River College will be undergoing facility expansion over the next 10 years. In 2007, Sacramento Regional Transit is expected to begin construction of Phase 2 of the South Line, which will have a station located at



28

Cosumnes River College/College Square. College Square, located at the southeast corner of Cosumnes River Boulevard and Bruceville Road, is proposed as a transit-oriented development consisting of a community shopping center and multi-family housing. Additionally, there are a few residential projects proposed along Bruceville Road (e.g., North Laguna Pointe, Cameron 5 subdivision).

Housing

- *Proximity to CBD* - As the region's urban footprint expands and major transportation routes experience increased congestion, the South Area's proximity to downtown offers new residents distinct benefits in commute time. Residents are beginning to regard the South Area as a well situated "close-in" area in which to purchase a home or rent an apartment.
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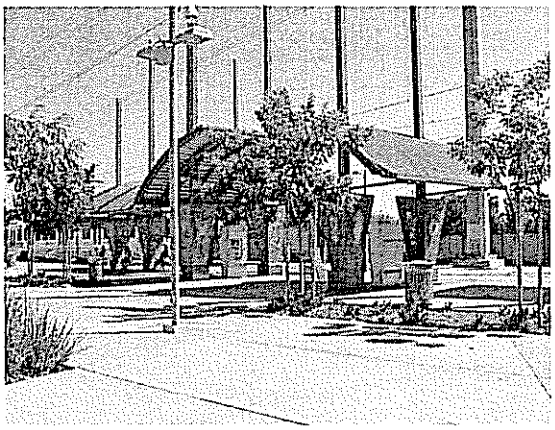

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30

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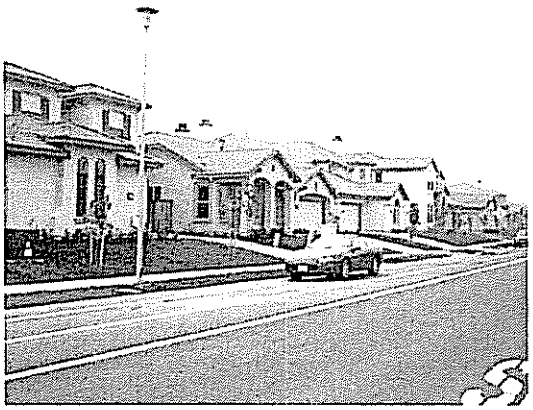
- *Large Amount of Vacant Land* - Delta Shores, which contains approximately 1,000 acres of vacant land, provides one of the last expanses of greenfield development opportunities in the City. Developers for the property are currently (August 2005) in the preapplication phase and propose 5,000 homes, 1.5 million square feet of retail commercial uses, and 250,000 square feet of offices, a regional park, and other public uses.

An oblique aerial view of Delta Shores shows the tremendous potential for new development in the South Area.

- *Catalyst Development* - New neighborhoods and new commercial sites in the South Area will help to catalyze the gradual transformation of blighted areas. Construction of quality neighborhoods or commercial centers in Delta Shores will have beneficial spillover effects for real estate in existing neighborhoods and commercial corridors in the South Area. The relatively higher prices of homes and higher lease rates to be expected from Delta Shores may spur additional investment in nearby businesses and single family housing and perhaps multifamily housing. Part of this revitalization results from the attempt to capitalize on higher real estate prices, but some of the anticipated reinvestment would result from additional market support from higher income households located in Delta Shores.

- *Cosumnes River Boulevard/Interstate 5 Expansion and Interchange* - The City of Sacramento (City), in conjunction with the Federal Highway Administration (FHWA), is proposing to construct the Interstate 5/Cosumnes River Boulevard Interchange Project (see Figure 3). The proposed action would include extending Cosumnes River Boulevard from its current westerly terminus at Franklin Boulevard to an interchange at I-5, and then farther west to an at-grade intersection with Freeport Boulevard in the currently unincorporated town of Freeport. This extension will provide a connection between Interstate 5 and Highway 99 and open up I-5 to the North Laguna area. This extension would also serve as the primary east-west arterial for Delta Shores.

- *Neighborhood Integration* - The City has a great opportunity to integrate Delta Shores into existing South Area neighborhoods. The City can ensure that new communities, commercial sites, and public amenities in Delta Shores are connected to older, established neighborhoods adjoining the new development. Besides assuring that shopping and leisure opportunities to be located in Delta Shores are enjoyed by the widest possible base of residents, this gives the new neighborhoods the chance to help define the identity of the South Area.



A single family residential neighborhood in North Delta Shores.

- *Smart Growth Principles* - Delta Shores provides one of the few opportunities in the City to create a large-scale community based on the City's adopted Smart Growth principles. The City has the opportunity to provide a well-balanced community with a mix of residential, office, retail, and amenities, such as a regional park that would make the South Area more self-sufficient. The site could include a variety of housing, in a variety of types and sizes, including single family, executive lots, multifamily including mixed use, town homes, etc. The mixture of uses can be either horizontal or vertical. In addition there is an opportunity to create a bike/pedestrian-friendly community with separated sidewalks, street trees, street lights, on-street bike lanes, and off-street bikeways.

- *Potential as an Employment Center* - Preliminary discussions with the developer for Delta Shores suggest land uses yielding less than half of the number of non-retail jobs identified in the Blueprint Preferred Scenario. However, the intensity of office uses in Delta Shores may increase as market conditions change, bringing many more non-retail jobs to the area. Given the location of recent residential growth in the City and in adjacent jurisdictions, a major employment center in Delta Shores could reduce the average trip length for car commutes and enhance ridership on the extension of the light rail system south to the Delta Shores area.

2. Infrastructure

Improvements

- *Flood Control Improvements* – The Sacramento Area Flood Control Agency (SAFCA) will be making levee improvements from the Sacramento River to the UPRR tracks. The project involves raising the levee four feet from the Sacramento River to the Union Pacific Railroad tracks and constructing floodwalls along portions of Florin, Morrison, Elder, and Unionhouse Creeks located in urban areas. The purpose of the project is to provide100-year flood protection.

32

Transportation

- *Off-Street Bikeways* - North Laguna Creek Wildlife Area and Jacinto Creek Parkway provide several miles of off-street bikeways. Existing off-street bikeways in the North Laguna Creek Wildlife Area could be connected to an existing off street bikeway in north Delta Shores. This route could also be expanded to reach an existing bikeway along the Sacramento River.
- *Light Rail Expansion* - RT has proposed a second phase expansion to the southern light rail line that would extend light rail approximately five miles from Meadowview Road to Cosumnes River College and would include four stations beyond Meadowview:
    - Morrison Creek
    - Franklin Boulevard
    - Center Parkway
    - Cosumnes River College.

  This expansion would create more transit opportunities for Valley Hi and North Laguna residents and create new opportunities for higher density, mixed use development around the four stations.

The Meadowview Light Rail Station is the last stop on the south line.

- *Reduced Congestion* – The location of jobs in the South Area, especially Delta Shores, would make the area more self-contained, thus reducing congestion on the region's road network. Given the location of recent residential growth in the City and in adjacent jurisdictions, a major employment center in Delta Shores could also reduce the average automobile commute trip length and enhance ridership on the extension of the light rail system south to the Delta Shores area.
- *Freeway Access* - The South Area has convenient freeway access (in terms of distance) to both Interstate 5 and Highway 99.
- *New Commuting Options* - There is an opportunity for a major road going north-east from the City of Elk Grove towards Rancho Cordova. This will enable at least some suburb-to-suburb trips to avoid the downtown area entirely. In addition, this north-east road will alleviate some traffic going through the Community Plan area. The combination of Cosumnes River Boulevard/Calvine Road/Grant Line Road may serve this purpose if speeds are high enough and land use adjacencies.

3. Schools

- *Cosumnes River College* - The South Area contains Cosumnes River College that serves as a key local facility for training the South Area's labor force, which will be an essential resource for future employment in the area.

- *Potential for Joint Use Facilities* – The City has an opportunity to work with the Sacramento and Elk Grove Unified School Districts to provide joint use facilities with new schools and other public uses (e.g., parks, detention basins).
- *New Schools* – The City has an opportunity to work with the Sacramento and Elk Grove Unified School Districts to provide additional schools to accommodate the youth population. A new middle school is being built next to the existing John Still Elementary school, while Delta Shores provides an opportunity to plan for schools in the early stages to accommodate an increase in the youth population.

4. Public Facilities and Services

The Pannell Center is an important recreational, cultural, and civic center in the South Area.

- *Community Center* - The Samuel C. Pannell Meadowview Community Center serves an important role in the community providing recreational, cultural, and civic activities. By the end of 2005, the River Cats Independence Field, which is a baseball/softball facility that will be specially designed for disabled persons will be completed. Independence Field, which is located on the east side of the Pannell Center, will serve more than 26,000 youth with special needs within the Sacramento area.
- *Regional Park* - The City has prioritized the use of Delta Shores land contiguous with the Sacramento Regional County Sanitation District Wastewater Treatment Plant for the development of a minimum 100-acre regional park, providing both active and passive uses and regional destination features.
- *Future Community/Neighborhood Parks* – The City has purchased 17-acres of a 20-acre park at Shasta and Bruceville Road. A portion of this site will be for the proposed library and community center planned for this area. The City also has a 10-acre park under development at Jacinto Avenue and West Stockton Boulevard.

5. Environmental Conditions

- *Accessibility to Open Space* - North Laguna contains two important parkways – the North Laguna Creek Wildlife Area and Jacinto Creek Parkway – that serve as important wildlife and recreational resources. As infill sites develop around these areas, the City has an opportunity to integrate new development with the open space both visually (e.g., streets running parallel with open space) and in terms of connectivity (e.g., neighborhood accessibility to bike/pedestrian pathways).

6. Market Conditions

- *Regional Retail Potential* - Delta Shores has strong potential for regional retail development (especially goods and entertainment venues) which would likely meet the needs of South Area households along the Interstate 5 and Highway 99 corridors. Large format retailers desire both the visibility of the frontage property and a location convenient to new households in the Interstate 5 trade area, which itself is underserved by regional retail centers. Currently, residents must leave the City for certain goods or drive significant distances to make specialty or entertainment purchases. An accompanying benefit to the City is the receipt of general fund sales taxes otherwise lost to other jurisdictions and generation of a variety of employment opportunities that might be easily filled by South Area residents.

- *Potential Interest by Regional Retailers* - Delta Shores and residential infill development will elevate arterial traffic flows throughout the South Area and may increase the level of interest by regional retailers in its commercial corridors. Traffic counts are at a threshold where some national retailers may consider the corridors as viable store sites from a vehicular traffic perspective. The construction of additional housing will give the area wider appeal to more of these specialty or larger format merchants. Other market conditions in the South Area, such as household income, physical conditions of retail properties, or store access and visibility, could also play a significant role in such decisions.

This commercial center on the northwest corner of Bruceville Road and Center Parkway in North Laguna provides food, entertainment, and recreational opportunities to residents of the South Area.

- *Retail Development Revitalization* - Incremental revitalization of retail sites along commercial corridors such as Florin Road is likely to continue, as both national retailers and local businesses reposition key struggling retail centers.

- *Niche Market Potential* - Local entrepreneurs have access to significant capital within family networks and understand niche market opportunities, particularly when serving consumer needs unique to one or more of the South Area's many ethnic populations. Asian niche retail development has recently moved west from its start along Stockton Boulevard. Thriving Hispanic bakeries, food stores, and restaurants along Franklin Boulevard, 24th Street, and Fruitridge Road also testify to the market dynamism of immigrant business owners and their market support from the immigrant community and others.

- *Blighted Retail Conversion* - An increased demand for higher density housing, such as condos, townhomes, and apartments, may result in complete or partial conversion of old and blighted strip centers.
- *Car Dealership Replacements* - While the Florin Road corridor will not likely see its departing new car dealerships replaced with other new car sales and service operations, additional re-use opportunities are likely to surface, including used car dealers and auto-related businesses, such as repair and fleet maintenance.
- *Hospital Facility Expansion* – Two of the South Area's major employers – Kaiser Permanente and Methodist Hospitals -- have plans to expand their existing facilities. Kaiser has plans to add 200,000 square feet to their existing facility by 2009, while Methodist has plans for a 61,000 square foot new hospital addition.
- *Potential for Institutional Development* - Although large office, industrial, or institutional employers (apart from health care and government organizations) are scarce in the South Area, Delta Shores has the potential to lure institutional employers such as the state government whose needs may overlap with the locational and transit attributes of the area.
- *Housing Affordability* - South Area's housing market is currently positioned as one of the more affordable markets in the City.
- *Housing Supply* - New housing construction in Delta Shores will offer the City an opportunity, if the timing is correct, to maintain a healthy supply of residential lots so that housing prices do not unnecessarily escalate relative to prices in the region.
- *Housing Type Diversity* - In the larger region, there is emerging demand for smaller and higher density housing units because of population shifts and the desire for affordability. Great potential exists for additional growth and diversity of housing product types in the South Area.

Constraints

Despite the numerous opportunities for growth and development in the South Area described earlier in this report, there are several important economic, physical, and environmental constraints that may impede future growth. Economic constraints will largely affect how fast the South Area will develop, while physical and environmental constraints will influence to a great extent the location of development. The constraints are discussed in the following six categories: infill/development, infrastructure, community facilities, schools, environment/resources, and market conditions. These constraints are described in the section below and illustrated in Figure 3.

1. Infill and Development Opportunities

- *Lack of Local Commercial Uses* – The South Area actually has a lack of neighborhood-serving commercial uses, such as grocery stores and restaurants. As a result, residents must travel relatively long distances to shop/dine, which adds to congestion problems along the Area's major arterials.

2. Infrastructure

Wastewater

- *Wastewater Collection Deficiencies* - There are capacity deficiencies in portions of the wastewater collection systems serving the South Area. There are large amounts of inflow and infiltration from groundwater that have resulted in overburdened pipes.

Drainage

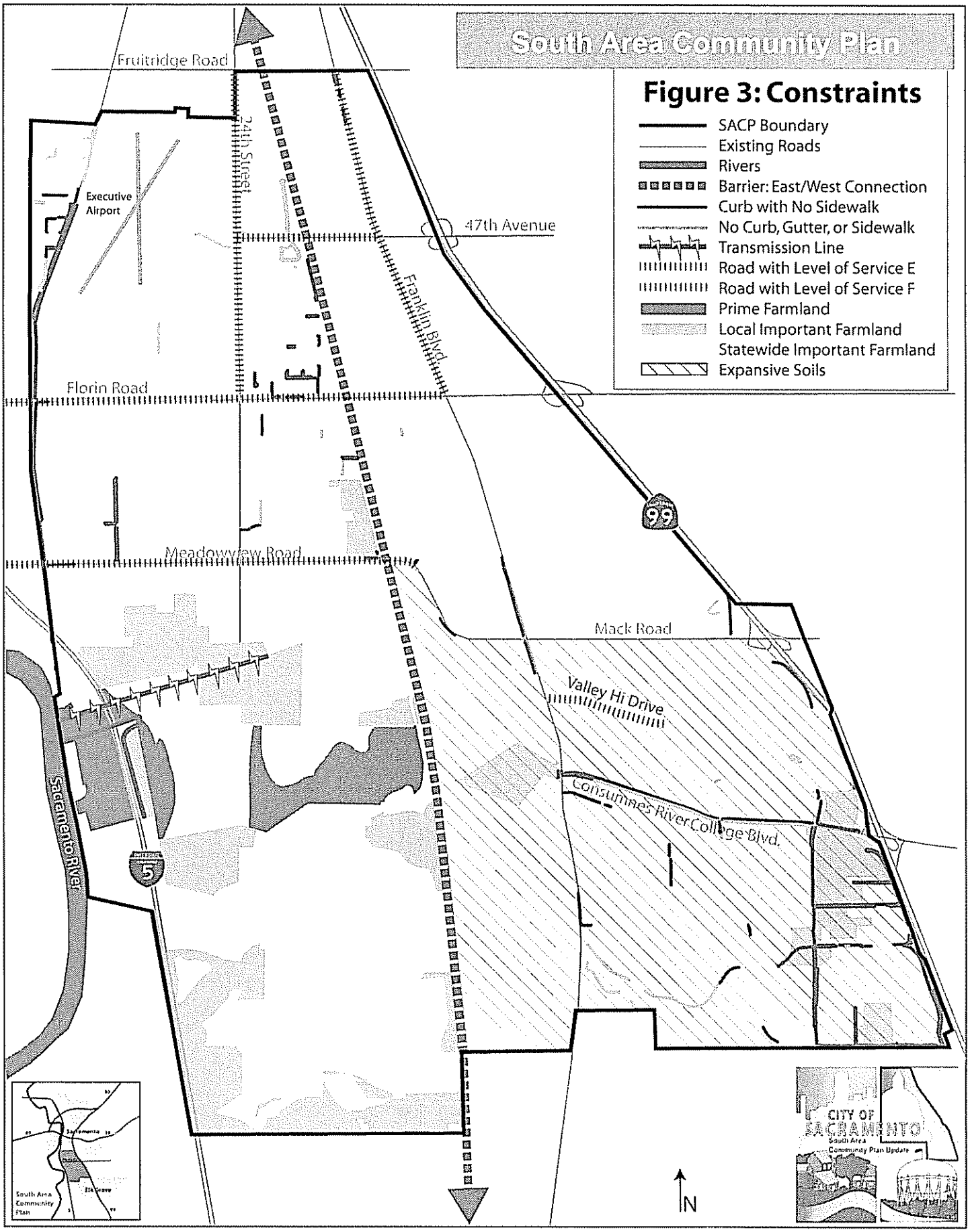
- *Street Flooding* - The Airport and Meadowview areas have experienced drainage problems that have led to street flooding. Facility improvements are needed such as upgrading of existing pump stations and pipelines and constructing new detention basins and property drainage.

Electrical

- *High Voltage Transmission Lines* - There is a high voltage transmission line in the northern part of Delta Shores area that runs southwest from the end of 24th Street to Interstate 5, about a quarter mile north of Stonecrest Avenue and Beach Lake Road (see Figure 2). Since the transmission lines cut diagonally through the property and could affect the layout of the community, decisions will need to be made on whether to design an open space corridor along the lines, redirect the lines, or underground the lines.

Transportation

- *Sidewalk Deficiencies* - The South Area has several areas with deficient sidewalks (i.e., no curb, gutter, and sidewalks). The three most significant areas include Freeport Boulevard, Franklin Boulevard (near Florin Road), and especially the North Laguna area (Cosumnes River Boulevard, Bruceville Road, Jacinto, and Calvine).


South Area Community Plan
Figure 3: Constraints
SACP Boundary
Existing Roads
Rivers
Barrier: East/West Connection
Curb with No Sidewalk
No Curb, Gutter, or Sidewalk
Transmission Line
Road with Level of Service E
Road with Level of Service F
Prime Farmland
Local Important Farmland
Statewide Important Farmland
Expansive Soils
Fruitridge Road
24th Street
Executive Airport
47th Avenue
Franklin Blvd.
Florin Road
Meadowview Road
Mack Road
Valley Hi Drive
Consumnes River College Blvd.
Sacramento River
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CITY OF SACRAMENTO
South Area Community Plan Update

This can be especially dangerous along roads, such as Freeport Boulevard, where cars reach elevated speeds. In addition, the sidewalks in the vicinity of the light rail line grade-separation crossing of Florin Road are not "pedestrian-friendly." The sidewalks "wrap around" the crossing arms for the at-grade heavy rail tracks, resulting in less than two feet of usable area for pedestrians. The sidewalks directly under the grade-separation are three feet wide and do not have a raised curb for separation between the adjacent travel lanes.

- *Streets not Conducive to Walking* - The predominant type of local road in the Plan Area is the wide, curvilinear design typical of suburbs built prior to 1980. These roads offer plenty of capacity for local auto traffic, which was the main design criterion of that era. This type of road design tends to discourage walking and bicycling by creating relatively long, indirect paths between trip origins and destinations. In addition, the excessive street width encourages drivers to speed, which results in an unsafe pedestrian environment. Since most transit trips have a walking component at one or both ends, these street designs indirectly discourage transit.
- *Lack of Shade for Pedestrians* - Many South Area neighborhoods, especially in Meadowview and Valley Hi, lack a continuous tree canopy that would make walking more bearable for pedestrians during the summer months.
- *East-West Barrier* - The Western Pacific Railroad tracks create a major east-west barrier except at Florin and Mack Roads which provide east-west connections.
- *North-South Barrier* – If not designed properly, the Cosumnes River Boulevard extension could serve as a barrier between the northern and southern parts of Delta Shores.
- *Poor Neighborhood Design for Transit* – Non auto-oriented access to the light rail stations in the South Area is poor. In addition, the areas around the existing light rail stations are either vacant or contain low density development.
- *Meadowview Bus Service Deficiencies* - The Community Bus Service Planning Study for the Oak Park and Meadowview communities identified deficiencies in the existing bus service. In analyzing the service coverage on the key streets within the Meadowview study area, the following gaps and deficiencies in the existing transit network have been identified:

  1) No north-south service on Freeport Boulevard (south of Blair Avenue), Amherst Street or 29th Street

  2) No Sunday service on Franklin Boulevard south of Forest Parkway

  3) No evening or weekend service on 21st Street

  4) No Sunday service on 24th Street
- *Bedroom Community* - The South Area serves as one of the region's housing centers and therefore is primarily a bedroom community with few employment centers. Commuting patterns in the South Area add to freeway and arterial roadway congestion.

- *Freeway Congestion* - Freeway congestion near the South Area is worsening, largely due to growth in Elk Grove, and only a fraction of freeway users at any given time have the opportunity to choose alternative modes of transportation or travel routes to avoid delays.
- *Conflicting Roadway Functions* - The study area is served by three east-west arterials (Fruitridge, Florin, and Meadowview/Mack Roads) and two north-south arterials (Freeport Boulevard and Franklin Boulevard). These roads serve three conflicting purposes: 1) acting as the spine of commercial strips malls, 2) facilitating internal circulation within the study area, and 3) serving commuting trips either directly (for north-south arterials) or by providing access to the freeways by way of east-west arterials. These purposes are in conflict because their trips lengths (short, medium, and long respectively) require different types of road design. Short shopping trips are best served by short block lengths with ample lanes and green time devoted to turning movements, and direct driveway access from the street. Long trips are best served by very long block lengths with little right-of-way or signal time devoted to turns. Internal circulation typically functions best when ample green time is given to through movements on cross streets with less emphasis on serving through traffic on arterials or turning movements.
- *Overconcentration of Retail Uses along Arterials* - Retail land uses in the Plan Area are concentrated at a few points on a few major roads. There is a lack of neighborhood-serving retail that is actually located within a given neighborhood. This means that while trips for shopping and services can stay within the Plan Area, they are still too long to walk. Moreover, the retail concentrations are located on the same routes used to access the freeway system. The result is that every evening short-and long-distance traffic are mixed to the detriment of both (e.g., Florin Road).
- *Overconcentration of Retail Uses near Interstate 5* - The preliminary proposal for Delta Shores includes retail commercial on the western edge of the plan area close to Interstate 5. Unless properly designed, this location may exacerbate the existing traffic conditions by interfering with commuting traffic.
- *Increased Interstate 5 Interchange Congestion* - The preliminary proposal for Delta Shores includes commercial development near the proposed Cosumnes River Boulevard/Interstate 5 freeway interchange, which will increase traffic congestion similar to other interchanges in the area (e.g., the Highway 99 interchanges at Mack and Florin Roads).

3. Schools

- *Inadequate School Capacity* - The South Area has a large and growing youth population (18 years and under) that will continue to stress the existing capacity of South Area schools. Current school locations may not be consistent with the future need.

Barbara Comstock Morse Elementary is one of three elementary schools in North Laguna.

4. Public Facilities and Services

Parks and Recreation

- *Lack of Public Parks and Recreational Facilities* - Compared to the rest of Sacramento, the South Area is underserved by public parks. In addition, the South Area has a parks/resident ratio of 4 acres per 1,000 residents, which is lower than the Parks and Recreation Master Plan goal of 5 acres per 1,000 residents. The greatest deficiencies are in neighborhood parks, baseball fields, basketball courts, playgrounds, and play pools/water spray features.
- *Lack of Regional Park* - There is no regional park located in the South Area. Regional park facilities are located in other parts of the City but only neighborhood and community park and recreation facilities have been built in the South Area.

Libraries & Fire Stations

- *Lack of Libraries.* The South Area is served by only two libraries – King Regional Library and the 6,000 square foot Valley Hi/North Laguna storefront library in the Southgate shopping center.
- *Fire Stations.* Portions of the South Area are in need of more fire stations as there are only two fire stations in the South Area. These two fire stations are Fire Station 7 located at Valley Hi and Wyndham Drives and Fire Station 16 at Gardendale Road and 24th Street.

5. Environmental Conditions

Soils

- *Expansive Soils* - Underlying soils in the Valley Hi neighborhood exhibit shrink/swell properties which may cause structural damage to foundations.

Flooding

- *Flooding Potential* – Since much of the South Area is located within the 100-year floodplain, the area is susceptible to flooding until existing levees along the Florin, Morrison, Elder, and Unionhouse Creeks are raised. [A 100-year flood is expected to occur on average every 100 years, based on historical data. The 100-year flood has a one percent chance of occurring in any given year.] In addition, roughly half of the Plan Area east of Franklin is located within the 500-year floodplain.

Habitat

- *Loss of Wetlands* - A portion of the Delta Shores property contains farmed wetlands. There is also a high probability of supporting vernal pools or other seasonal wetlands and listed plant and wildlife species associated with them. There are several relatively small areas of seasonal wetlands in the North Laguna Area that may be lost due to development.
- *Habitat Loss for Raptors* - Development of Delta Shores will result in the loss of some foraging habitat for raptors, such as the Swainson's hawk.

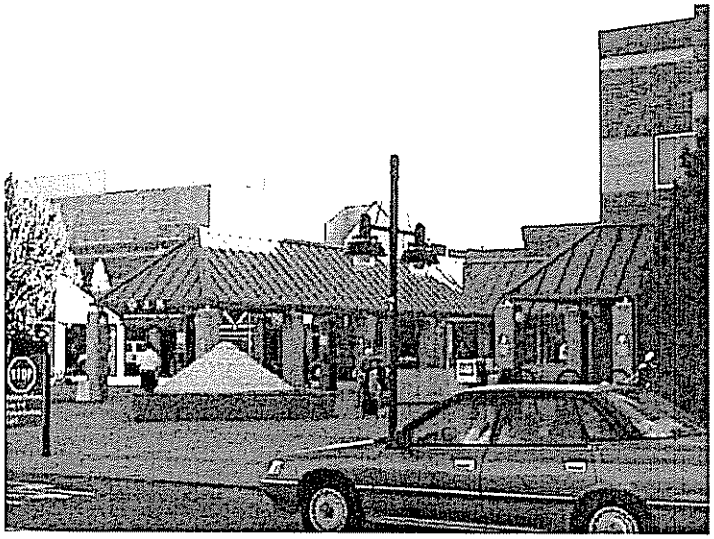
Farmland

- *Farmland Loss* – There are two areas within the South Area that contain farmland identified by the Department of Conservation – Delta Shores and North Laguna (in the Jacinto area). Development of Delta Shores will result in the loss of farmland, including prime farmland (41.7 acres), farmland of local importance (39.2 acres), and farmland of statewide importance (38.4 acres).

6. Market Conditions

- *Retail Leakage* - Although South Area retail centers have undergone significant redevelopment in the past 10 years, delivering an expanded range of goods and services, significant leakage from the area still occurs in certain regional retail categories (e.g., durable goods such as automobiles). Increased retail leakage is likely to occur from South Area households as Lent Ranch (Elk Grove) and West Sacramento regional retail centers are built.
- *Lack of Interest from Industrial Space Users* - Large industrial space users are dissuaded from the South Area by congestion on key road segments.
- *Struggling Retail Market* - The South Area's current retail markets are struggling as evidenced by low levels of commercial real estate investment in the past 20 years.

- *Lack of Job Diversity* - Jobs located in the South Area, which fall primarily into the health care, education, social services, or professional and business services sectors, lack the job diversity seen in other areas of the City and region.



Kaiser Permanente Hospital is one the of the South Area's largest employers.

- *Unclear Employment Outlook* - Prospects for additional South Area employment centers over the next 20 years, outside of retail uses, are unclear. The highest growth employment sectors in the City are likely to be services and government, and the South Area may participate in this growth by generating a large share of new locally owned businesses supporting these sectors. However, large office, industrial, or institutional employers apart from health care and government organizations are scarce in the South Area, and the only new facilities required in these sectors are expected to be built adjacent to existing hospitals in the coming two to five years.

- *Need for Housing Rehabilitation/Code Enforcement* -- There is a need for housing rehabilitation and code enforcement in the South Area.

- *Loss of Car Dealerships* - New car dealerships along Florin Road have dwindled in number and market share in part because of movement of several of the franchises to the Elk Grove Auto Mall. Major changes in auto retailing at the national level have moved many auto dealerships away from aging arterial corridors with mixed commercial uses to auto malls positioned within sight of major freeways. Replacement of these uses poses several challenges. Several dealers cannot relocate because of the number and location of competing dealers located within the Sacramento Region's sales territory. Second, conversion of these properties to used car sales is possible only for a portion of the sites, because the used car market can absorb only a limited amount of new establishments. Much more auto-related commercial space is currently occupied or available on Florin Road compared to the market's need for independent used and certified used cars and trucks. Last, conversion of former new car dealerships to non-auto uses will continue to occur on a case-by-case basis, but no single sector will match the land, building, and location requirements of former uses in the Florin corridor.

RESOLUTION NO.

Adopted by the Sacramento City Council

January 10, 2006

ACCEPTING THE OPPORTUNITIES & CONSTRAINTS REPORT AS A FRAMEWORK DOCUMENT FOR THE SOUTH AREA COMMUNITY PLAN UPDATE (M04-031)

BACKGROUND

A. In 2001 City Council authorized staff to proceed with the first phase of the Community Plan, which included all of the Airport-Meadowview Community Plan and the western portion of the South Sacramento Community Plan. First phase results included a preliminary land use plan and guiding principles. A consultant was engaged in 2004 to refine the land use plan and prepare the community plan document.

B. The Opportunities and Constraints Report discusses the major opportunities for and constraints to growth and development within the Community Plan area. The purpose of this report is to define and describe the key physical, environmental, economic, cultural, and social issues to be addressed in the Community Plan. Information in the Report is drawn from the City of Sacramento General Plan Technical Background Report, the South Area Community Plan Jobs-Housing-Transportation Study, South Area Traffic Analysis, focus group interviews, and local development, revitalization and urban design plans. This report will provide the background needed to prepare the land use alternatives and policy for the Community Plan.

C. Staff received one public comment on the Constraints & Opportunities Report.

D. The Opportunities & Constraints Report is designed to fulfill the intent motion adopted by Council on November 22, 2005.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

Section 1. The Opportunities & Constraints Report identifies key issues to be addressed in the South Area Community Plan Update.

Section 2. The Opportunities & Constraints Report is accepted as a basis for the development of both the South Area Community Plan Update land use alternatives and future policies.

Adopted by the City of Sacramento City Council on date by the following vote:

Clerk will insert the Vote Here