



**SACRAMENTO  
HOUSING AND REDEVELOPMENT  
AGENCY**



7

February 12, 1991

Budget and Finance and  
Transportation and Community  
Development Committees  
Sacramento, California

Honorable Members in Session:

**SUBJECT: Richards Boulevard Redevelopment Project Area - Progress  
Report for the Richards Boulevard Land Use Plan**

**SUMMARY**

In September of 1990, the ROMA Design Group of San Francisco executed a contract to prepare a Land Use Plan and Design Guidelines for the Richards Boulevard Redevelopment Project Area. This land use planning process is similar to the planning process for the Southern Pacific Railyards site, but is being performed at a general plan level of analysis. The Scope of Services for the ROMA contract breaks down the consultant's tasks into four phases:

Phase One - Identify issues and objectives, perform a reconnaissance of the project area, review existing information and materials, interview key groups and individuals.

Phase Two - Obtain more detailed information with regard to specific issues, constraints and opportunities for the project area.

Phase Three - Recommend land use and circulation plan and implementation strategy.

Phase Four - Prepare draft land use plan document and urban design guidelines.

To date the consultants have completed the first two phases, part of Phase Three, and have developed a Recommended Concept Plan for public review and comment. ROMA has also conducted a public outreach program, including four community workshops, two "resident" workshops, five PAC presentations, a number of "focus" group meetings with special interest groups in the project area, and a comprehensive questionnaire survey of the area. The culmination of this process has resulted in the scheduling of this progress report for the Redevelopment Commission's review.

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As part of the data gathering and community outreach process, ROMA consultants as well as City and Agency staff have also become aware of the potential to joining the Richards plan to the Southern Pacific plan to form "ONE PLAN." Staff is considering the impact of a combined process for the land use plan and the environmental analysis, which will be technically implementable yet capable of being legally separated in order to permit one or the other plan to go forward. Staff will come forward with a recommendation for your review and approval once a draft implementation strategy and all proposed costs are identified.

At this time, ROMA is prepared to step through the latest developments in the Richards Boulevard area as part of its presentation, utilizing the documents attached to this report, as well as other materials which will be distributed for discussion at the meeting. The attachment covers the consultant's recommended land use and circulation plan and description of each land use district. It is entitled "Recommended Circulation Framework and Land Use Concept - December 12, 1990." Thus far this material has been presented to the Richards Boulevard community and PAC, the City Planning Commission and the Technical Coordinating Committee. As a result of the most recent City Planning Commission, PAC, and Sacramento Housing and Redevelopment Commission meetings, further refinements to the draft land use concept and implementation strategy are taking place.

## BACKGROUND

The timelines for the Southern Pacific Master Plan and Richards Boulevard Specific Plan are being modified due to unforeseen delays related to the Sacramento Metropolitan traffic model needed for the environmental analysis. The revised timeline will be presented to the governing bodies at a later date.

On July 17, 1991, the Redevelopment Agency adopted a policy resolution (RA 90-061) placing certain constraints and conditions upon the Richards Boulevard land use planning process. A copy of this resolution is attached for your reference. This resolution includes primary goals which included:

- a. Increasing the housing stock and/or improving existing housing stock by increasing statutory housing set-aside funds;
- b. Inclusion of parks, open spaces, cultural and arts facilities and museum spaces in the project area;

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- c. Inclusion of pedestrian and public transit options, including light-rail extensions and a multi-modal transportation facility in the project area;
- d. Regarding the Social Service complex, inclusion of such public projects as: improvements to the 12th Street and 14th Street tunnels to increase pedestrian safety; a light rail station near the social service complex, a park with public restrooms, showers, daytime sitting areas and a children's play area; and a laundry facility;
- e. The rehabilitation of the Dos Rios Housing Project;
- f. Assurance that Basler and Dreher Street residents will not be relocated against their will; and
- g. Restriction of expenditures for toxic or hazardous waste remediation to public projects/activities.

Your committees will be able to review and comment on the results the inclusion of these goals set by the Redevelopment Agency as ROMA continues to refine the overall plan.

## RECOMMENDATION

Redevelopment staff, in conjunction with the consultants, ROMA Design Group, will present this report for your information and comment, and is prepared to receive your comments and concerns for inclusion in the proposed "Preferred Plan" document.

Respectfully submitted,

  
ROBERT E. SMITH  
Executive Director

## Attachments:

1. Recommended Circulation Framework and Land Use Concept (12/12/90)
2. Agency Resolution RA 90-061 [Planning Goals]

staffrpts\RBProg

TRANSMITTAL TO COMMITTEE:

  
JACK R. CRIST  
Deputy City Manager

(3)

**RICHARDS BOULEVARD AREA PLAN  
RECOMMENDED CIRCULATION FRAMEWORK AND LAND USE CONCEPT**

December 12, 1990

**CIRCULATION FRAMEWORK**

The circulation plan presupposes an ultimate level of development in both the Richards Boulevard Area and the Southern Pacific Railyards project as outlined below:

	<u>Commercial</u>	<u>Residential</u>
Richards Boulevard	7 - 10 million s.f.	3,000 - 4,200 units
Southern Pacific Railyards	9 million s.f.	2,100 units

It also assumes the introduction of a new light rail line extending north on 7th Street and west on Richards Boulevard. The development of a multi-modal station at 7th Street will serve as the regional center for commuter rail, intercity buses and other forms of mass transit, thus reducing the overall impact of the proposed development on the overall vehicular circulation system. (Refer to Figure 1 for Preliminary Circulation Concept.)

**MAJOR EAST-WEST ROADS**

This plan assumes a moderate level of transit ridership. In practice, the roadways may be smaller with fewer lanes required if the level of development is not achieved or mass transit becomes a more dominant form of transportation to the Center City.

**Richards Boulevard Couplet/Extension:** Richards Boulevard is widened to five-lanes westbound (Figure 2) and incorporated into a ten-lane couplet running east-west between I-5 and 10th Street. The existing Bannon Street right-of-way is widened to 5th Street and a new right-of-way is utilized for the east bound leg of the couplet (Figure 3). The couplet joins to form a ten-lane boulevard along a widened North D Street (Figure 4), or, alternatively, continues as a couplet, across 12th Street to 16th Street and then eastward to join a widened Richards Boulevard connector to Business 80.

**Vine Street Extension:** In order to facilitate east-west movement in the area north of the Richards Boulevard couplet, the existing Vine Street right-of-way would be extended westward to create a five-lane, two-way street that links with Richards Boulevard and 12th Street (Figure 5). Right turn only would be allowed on to 12th Street.

**Riverfront Drive:** Access to new residential areas and recreational opportunities along the American River is provided by a two-way, two-lane Riverfront Drive along the edge of the levee (Figure 6). The Drive would continue as a four-lane, two-way roadway under the Route 160 bridge entrance to where it links with the Richards Boulevard extension. A right-turn onto Richards Boulevard would allow easy access to Route 160 northbound, via 16th Street. The Riverfront Drive would connect with Richards Boulevard and the I-5 interchange to the west via an extension of 3rd Street.

**North B Street:** North "B" Street combines with "B" Street south of the Southern Pacific tracks to form a couplet between 5th and 12th Streets (Figure 5). As the five-lane westbound leg of the couplet, North B Street would carry a significant amount of traffic bound for downtown from Route 160.

**MAJOR NORTH-SOUTH ROADS**

**Gateway Boulevard (12th Street Extension):** As the extension of Route 160 into the downtown, 12th Street would be widened as a major gateway boulevard extending between the American River bridge and North "B" Street (Figure 7 and 8). The existing LRT alignment would remain in its current location, and a new four or five-lane roadway would be constructed to the east of the tracks. The Gateway Boulevard (Figure 9) would connect with the two-way, two-lane diagonal boulevard that terminates in the Cultural Park of the Southern Pacific Railyards project. This heavily landscaped parkway would function as a major entrance to the Center

City from the north and would conceptually link the riverfront/cultural parks along the Sacramento River with the American River Parkway at the Route 160 bridge. Significant new right-of-way on the east side of the existing 12th Street will be required to achieve this dramatic and efficient gateway plan. South of North B Street, 12th Street will continue to provide one-way access to the downtown along its existing alignment. A LRT station is proposed for the area between North C Street and Richards Boulevard.

**16th Street:** Functioning as the one-way north bound arterial in a couplet with 12th Street, 16th Street will continue to provide access out of downtown to Route 160 and to Business 80 via the Richards Boulevard extension. No widening of 16th Street is anticipated.

**7th Street:** 7th Street is envisioned as the major symbolic north-south boulevard in the Center City. Due to its transit orientation south of Richards Boulevard, 7th Street will have minimal traffic carrying capacity. North of Richards Boulevard, 7th Street would be a two-way, two-lane roadway, linking Richards Boulevard with the American River. LRT stops are proposed at the multi-modal station, the intersection of Richards Boulevard and 7th Street and the intersection of Richards Boulevard and 5th Street (Figure 10).

**5th and 6th Street:** Functioning as major north-south arterials, the 5th/6th Street couplet will be five or six-lane roadways terminating in the northern leg of the Richards Boulevard couplet (Figure 5).

**3rd Street:** 3rd Street is an important one-way arterial southbound linking the western end of the Vine Street extension with the Richards Boulevard couplet and B Street to the south of the multi-modal station (Figure 5).

## LAND USE CONCEPTS

### Area A: Eastern Riverfront - 45 Acres

- Poor soil conditions limit development to primarily landscaping, parks, golf course, and other non-building types of uses.
- Consultant recommended land use: 18 hole golf course and community park facilities.

### Area B: Blue Diamond Vicinity - 70 Acres

- Blue Diamond Almond Growers Coop is a major employer and has a substantial long-term investment in its facility. Due to other adjacent land uses such as the co-generation plant and electrical transformers, lack of roads, and the impact by the rail alignment, it is appropriate to maintain and preserve existing land uses.
- Consultant recommended land use: industrial.

### Area C: Expansion of Basler-Dreher Neighborhood - 40 Acres

- The established single family neighborhood and minimal surrounding development offer a long-term opportunity for housing provided land prices are maintained that would allow for low to medium density residential development.
- Consultant recommended land use: Reserve area for low/medium density (5 - 10 units per acre) residential development. Existing businesses are permitted to remain. Changes in use to higher density commercial would not be permitted.

### Area D: Arts District - 75 Acres

- The existing character of the area is established primarily by the small parcels and multiple ownership of older warehouses and industrial buildings. However, the proposed circulation plan for 12th and Richards Boulevard will divide the area into two distinct areas - a triangle north of Richards Boulevard (approximately 10 acres) and a larger area extending south of Richards Boulevard to the Southern Pacific Rail alignment. Due to the heavy traffic and proposed widening of 12th Street into a landscaped Gateway Boulevard, the Arts District will be oriented towards 16th Street and remaining local roads.
- Consultant recommended land use: The triangular area bounded by Richards Boulevard (existing North D Street), 12th Street and 16th Street should accommodate commercial retail, allowing for up to 150,000 s.f. of community serving or promotional retail space. The area to the south of Richards Boulevard should remain light industrial in character with variances permitted for alternative housing projects (SRO's, homeless shelters, live/work studios, and social services), and for small commercial office projects which do not exceed 50,000 s.f. Existing businesses are permitted to remain.

**Area E1: Expansion of Dos Rios Neighborhood - 110 Acres**

- The area's adjacency to the American River Parkway, the relatively low density of existing industrial/warehouse uses, and the existing residential uses create an opportunity for the long-term development of a large new residential neighborhood in the Richards Boulevard Area.
- Consultant recommended land use: Reserve the area for medium density residential (15 - 20 units per acre). Assemble approximately 13 acres for an expanded school/park site. Develop a higher density infill program for the existing Dos Rios neighborhood. Existing industrial/warehousing uses can remain. Changes in use to higher density commercial development would not be permitted.

**Area E2: Riverfront Residential - 90 Acres**

- The attractive character of American River Parkway offers an opportunity for changing adjacent industrial land uses to residential. The extension of Vine Street westward would create an appropriate boundary between commercial and new residential uses.
- Consultant recommended land use: Reserve area for medium density residential development (15 - 20 units per acre). Accommodate special height, use, amenity and public access criteria within 600' of the American River Parkway levee in accordance with the American River Parkway overlay zone and create five to ten acres of neighborhood park. Allow existing industrial/warehousing uses to remain. Changes in use to higher density commercial development would not be permitted.

**Area F: Mixed-Use Transit Oriented Zone - 230 Acres**

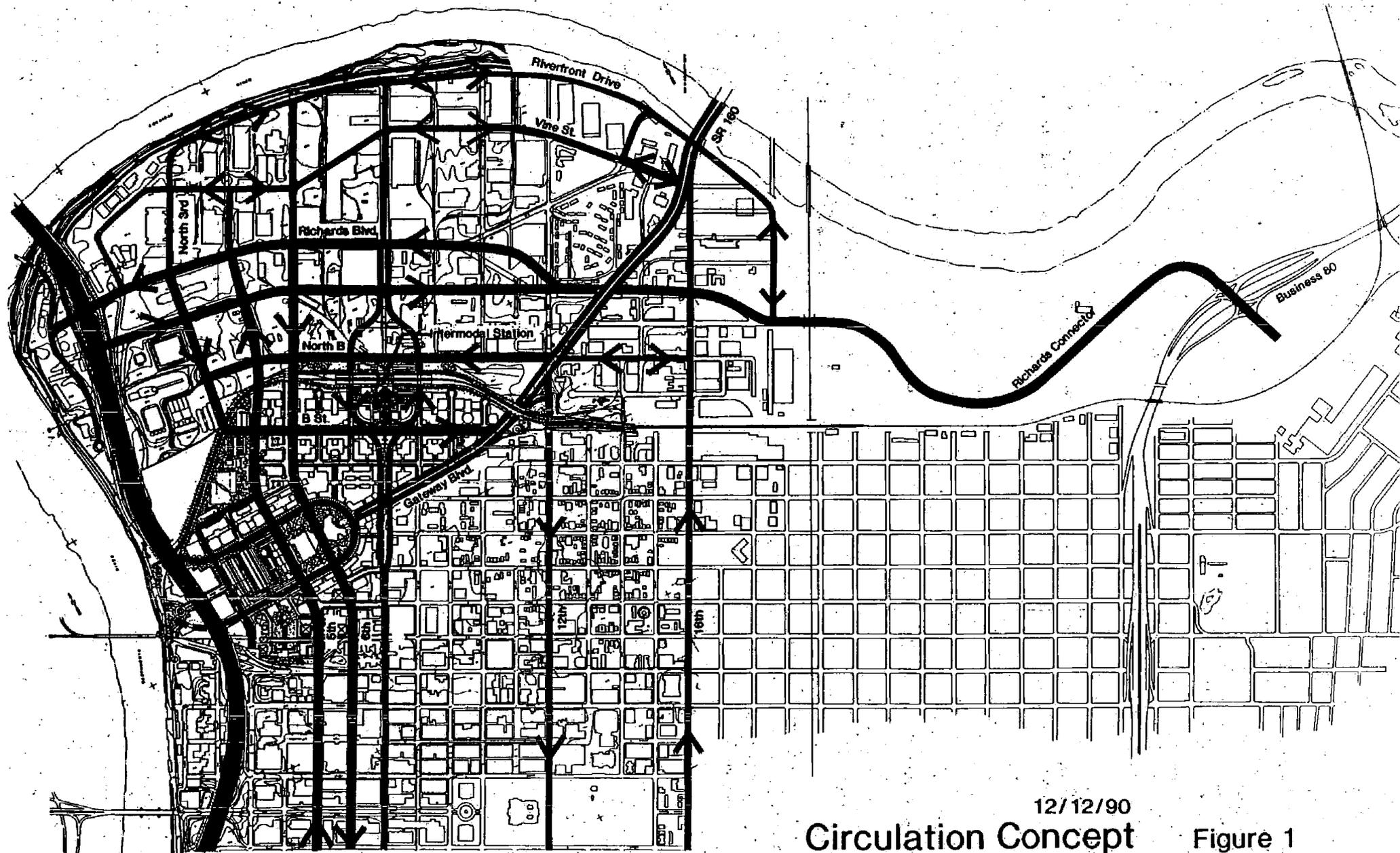
- Transit stops along the proposed 7th Street LRT and proximity to the multi-modal station will create significant opportunities for commercial office development. In particular, State and Federal related support office space is encouraged to locate on transit corridors. Parking should be restricted to low ratios of spaces/employees in order to encourage ridership.
- Consultant recommended land use: Encourage higher density (0.7 - 1.0 FAR) commercial office development throughout the area. Existing industrial/warehousing uses can remain. Mixed-use projects that incorporate residential, retail, hotels, and recreational uses into projects should be looked upon favorably by the city.

**Area G: Riverfront Commercial - 60 Acres**

- The area's proximity to I-5 has encouraged substantial new investment in the construction of hotels and commercial uses in the area.
- Consultant recommended land use: Maintain the commercial/recreational orientation of this area.

**RICHARDS BOULEVARD PROGRAM (BUILDOUT)**

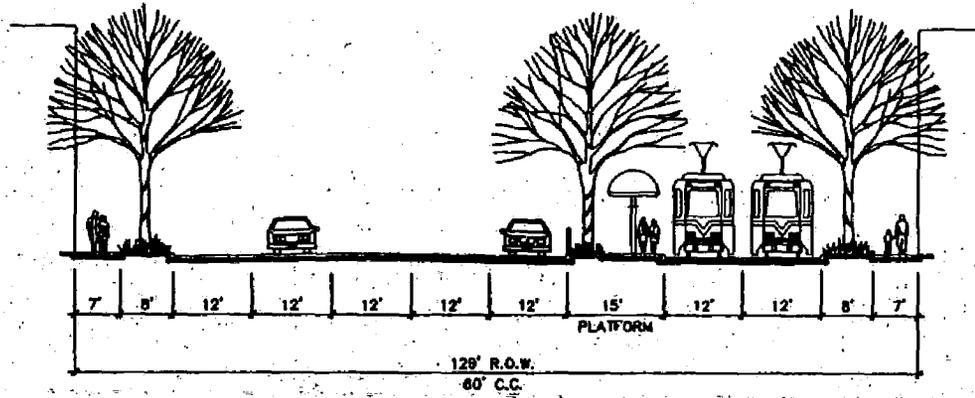
Area A:	No new development
Area B:	No new development
Area C:	200 - 400 new residential units (low/medium density)
Area D:	200 - 300 new residential units (alternative housing) 100,000 - 150,000 s.f. of community/promotional retail 200,000 - 300,000 s.f. of flex-space small office space
Area E1:	1,500 - 1,900 new residential units (medium density)
Area E2:	1,200 - 1,600 new residential units (medium density)
Area F:	7,000,000 - 10,000,000 s.f. of commercial office space and support retail (0.7 - 1.0 FAR)
Area G:	No significant change in development
Total:	7,000,000 - 10,000,000 s.f. of commercial office space 200,000 - 300,000 s.f. of flex-space 100,000 - 150,000 s.f. of retail 3,100 - 4,200 units of housing



12/12/90  
**Circulation Concept**      Figure 1

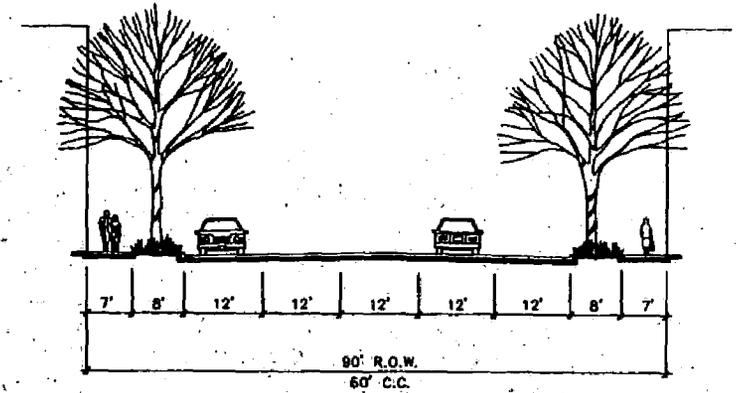
# RICHARDS BOULEVARD REDEVELOPMENT PLAN

*Prepared by ROMA Design Group and Associated Consultants.*



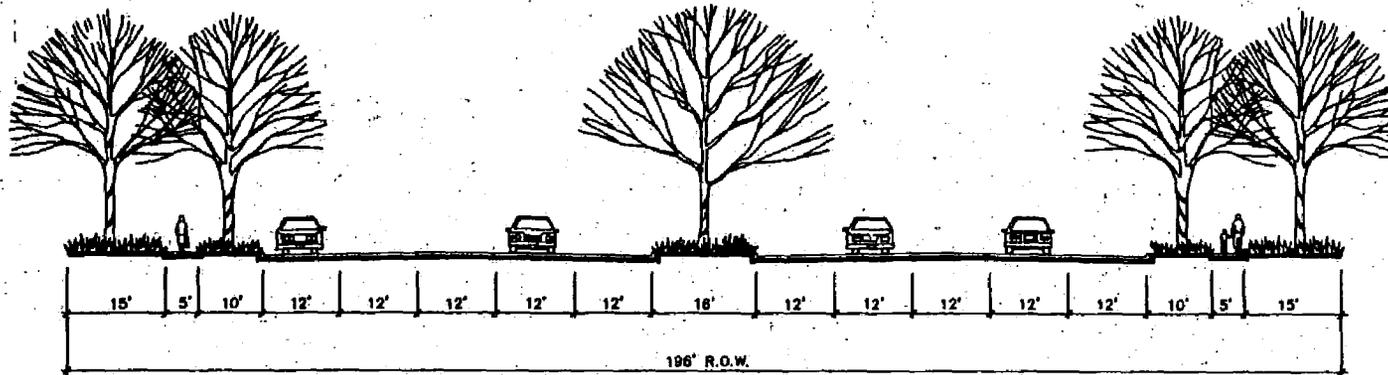
RICHARDS BOULEVARD  
WEST BOUND OF 7TH STREET

FIGURE 2



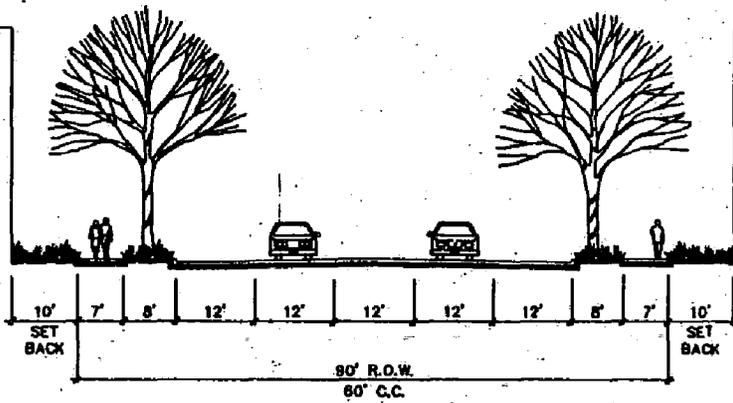
RICHARDS BOULEVARD EAST BOUND

FIGURE 3



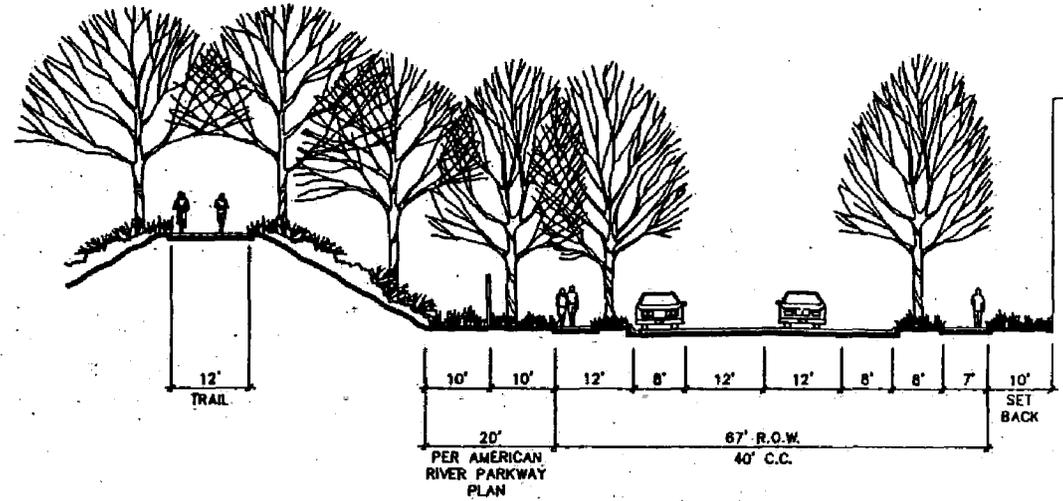
RICHARDS BOULEVARD  
CONNECTOR

FIGURE 4



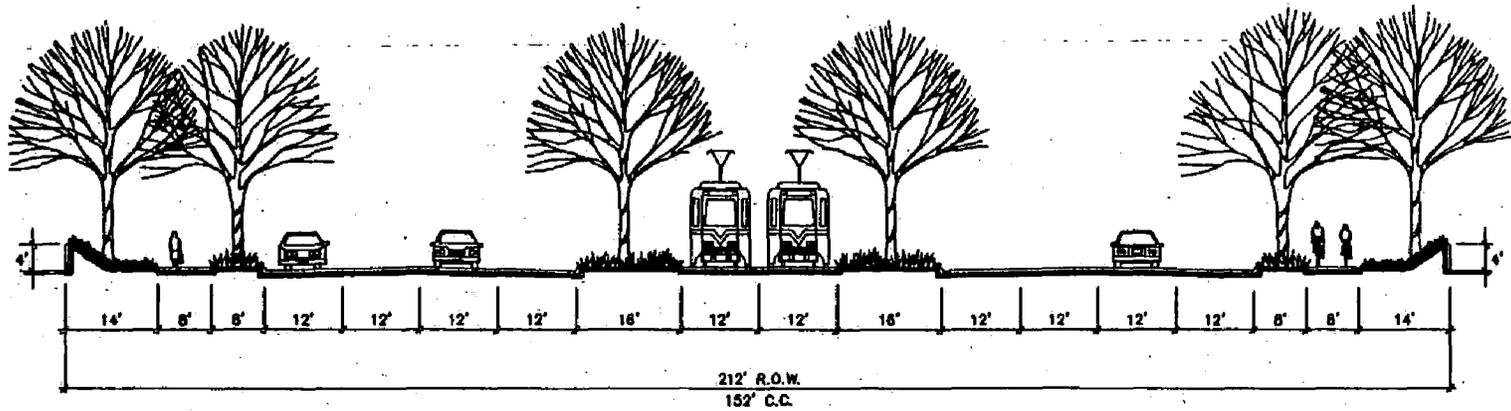
VINE STREET  
B / NORTH B STREETS  
NORTH 3RD STREET  
5TH / 6TH STREETS

FIGURE 5



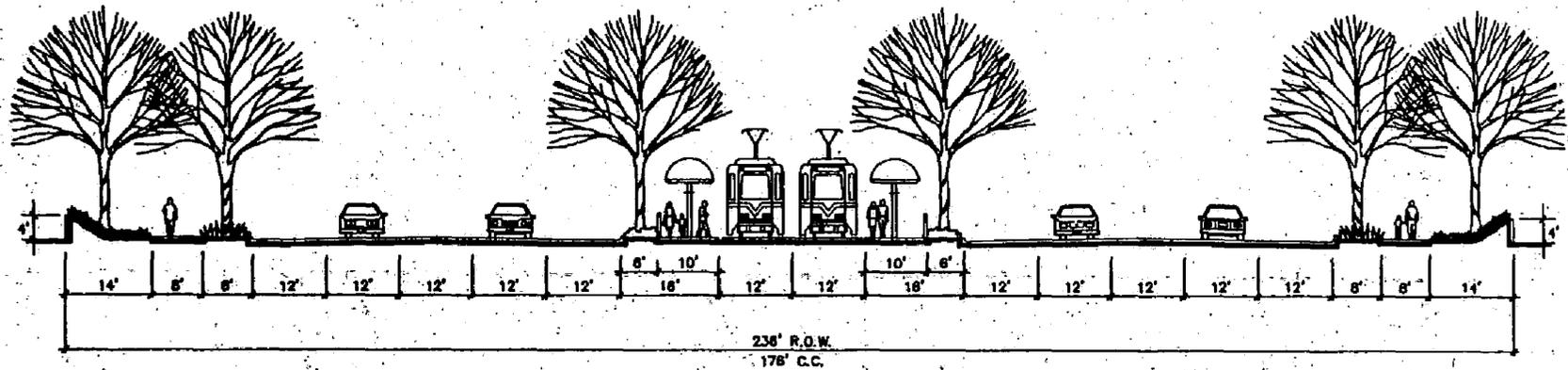
RIVERFRONT DRIVE

FIGURE 6



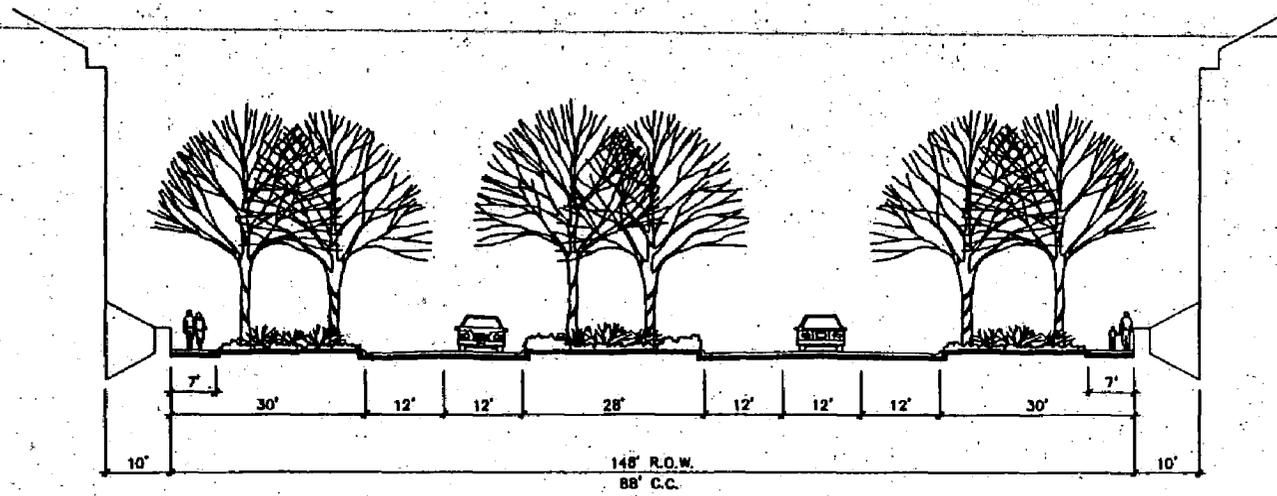
GATEWAY BOULEVARD BETWEEN  
SUNBEAM AVENUE AND NORTH D STREET

FIGURE 7



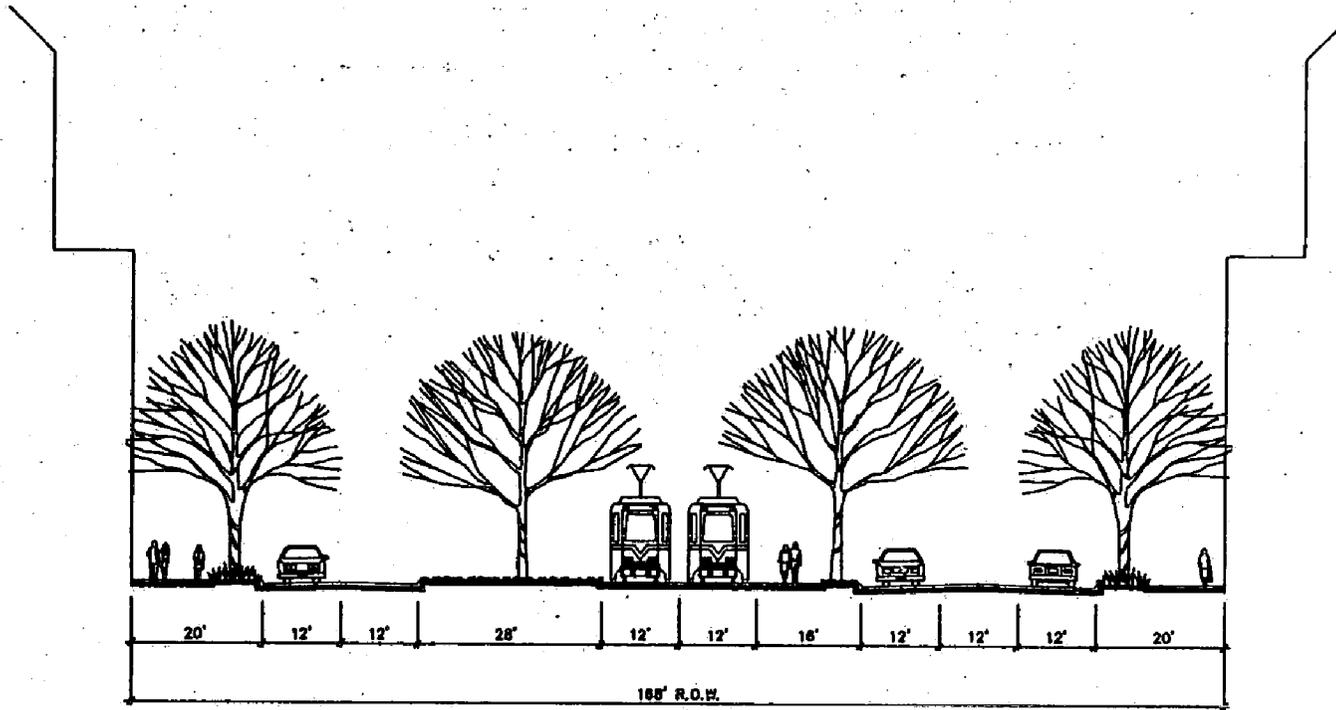
GATEWAY BOULEVARD BETWEEN  
NORTH D STREET AND NORTH B STREET.

FIGURE 8



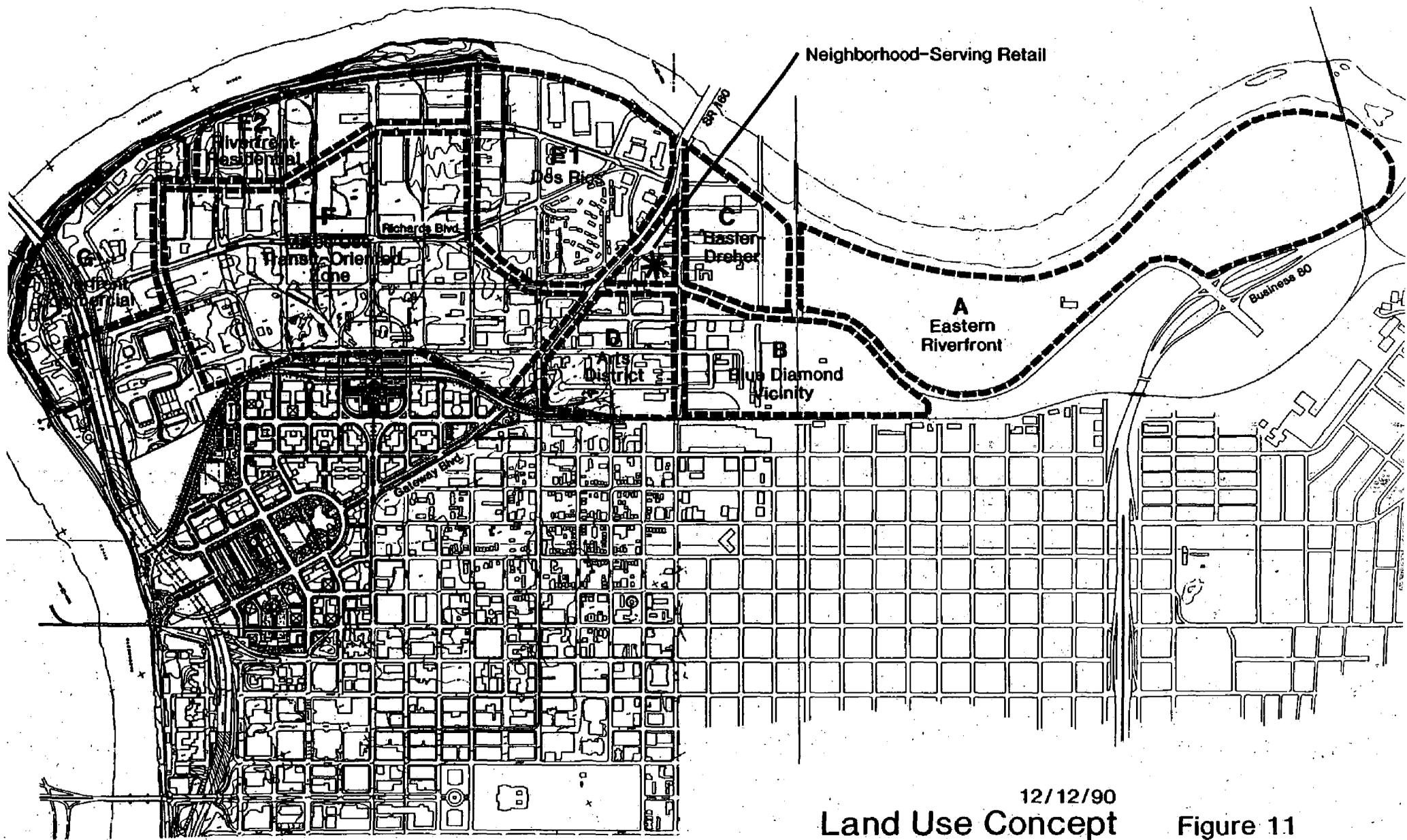
GATEWAY BOULEVARD  
SOUTH OF NORTH B STREET

FIGURE 9



7TH STREET

FIGURE 10



12/12/90  
**Land Use Concept**      **Figure 11**

# RICHARDS BOULEVARD REDEVELOPMENT PLAN

*Prepared by ROMA Design Group and Associated Consultants*

# RESOLUTION NO. 90-061

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO.

ON DATE OF JUL 17, 1990

**DIRECTION TO INCLUDE, AS GOALS FOR  
PLANNING OF RICHARDS BOULEVARD REDEVELOPMENT PROJECT,  
HOUSING; PARKS; CULTURAL AND MUSEUM FACILITIES AND  
PUBLIC AND PEDESTRIAN TRANSPORTATION**

NOW, THEREFORE, BE IT RESOLVED BY THE REDEVELOPMENT  
AGENCY OF THE CITY OF SACRAMENTO:

Section 1: In review of land use and planning for the  
implementation of redevelopment in the Richards Boulevard  
Redevelopment Project Area, the staff and advisors are directed to  
review and incorporate the following as primary goals:

a. The increase of housing stock in, or serving, the  
Project Area and the preservation and improvement of  
existing housing, through the expenditure of tax  
increment funds in excess of statutory housing set-aside  
funds in determining the expenditure of the 20% housing  
set-aside, only the funds spent for a net increase in  
housing shall be considered, and relocation or  
rehabilitation expenses, shelter relocation or expansion  
or development costs, and cost of constructing the  
"detox" facility shall specifically not be considered in  
such determination.

b. The inclusion, or improvement as the case may be, of  
parks and open spaces, cultural and arts facilities and  
museum spaces (including a proposed children's museum) in  
the Project Area.

c. The inclusion, or improvement as the case may be, of  
pedestrian and public transit in the Project Area with  
special attention to light-rail extensions through the  
area, light-rail stations serving the area and a multi-  
modal transportation facility.

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RESOLUTION NO.: 90-061

DATE ADOPTED: \_\_\_\_\_

d. Amending the list of public projects to include the following:

- i. A residential treatment facility in addition to the proposed "detox" facility.
- ii. Improvements to 12th Street and 14th Street tunnels to increase pedestrian safety.
- iii. A light-rail station near the facility for consolidated social services.
- iv. A park with public restrooms, showers, daytime sitting areas and a children's play area.
- v. A laundry facility.

e. The rehabilitation, as opposed to relocation, of the Dos Rios Housing Project.

f. Assurance that Basler and Dreher Street residents not be relocated against their will.

g. Restriction of expenditures for toxic or hazardous waste remediation to public projects.

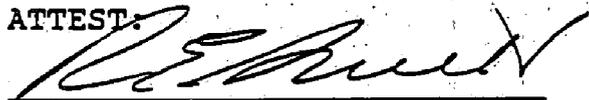
Section 2: Staff is directed to return September 15, 1990, with an initial staff report considering the alternatives for redevelopment of North Sacramento, including designation of North Sacramento as a survey area and amendment of the Richards Boulevard Redevelopment Plan project area boundaries to encompass North Sacramento.

Section 3: Staff is directed to study the feasibility of establishing a facilities benefit district to assist in the financing of necessary infrastructure within the Richards Boulevard project area.

ORIGINAL SIGNED

CHAIR

ATTEST:



SECRETARY

Sare/reso/RBGoals

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RESOLUTION NO.: 90-031

DATE ADOPTED: JUL 17 1990