

SACRAMENTO CITY PLANNING COMMISSION

REPORT OF PLANNING DIRECTOR, R. L. Rathfon - Sept. 10, 1964

PETITION TO REZONE

OWNER OF RECORD: Alleuvian Land Company, Inc. 2201 Q St., Sacramento
FUTURE OWNER: Same
APPLICANT: Lee Realty Co. by W. H. Lee, 2401 I St. Sacramento

LEGAL DESCRIPTION OF PROPERTY: Co. Assessors Records Bk 38-21
Parcels 34-B and 43 & 44.

LOCATION: No. side Elder Creek Rd between Ring Drive & Logan Street.
SIZE: Sq.Ft. 1,062,864 Acreage-24.40 Parcels-1

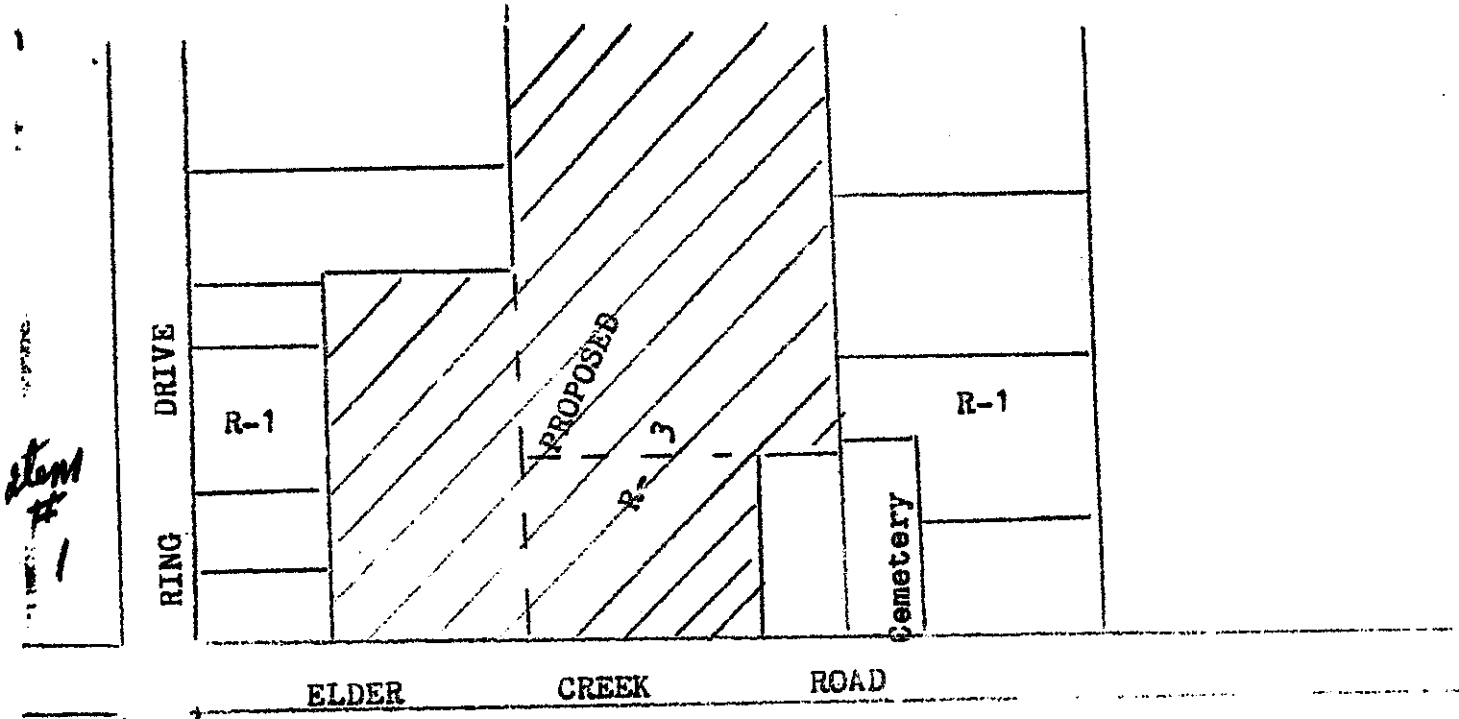
USE: Existing - Vacant Proposed - Multi-Unit Apt. House
ZONING: Existing - R-1 Proposed - R-3

REQUEST: To rezone R-1 single family to R-3 Light Density Multi-family in order to develop property with co-op apartment house development with off-street parking area.

NO APTS: 332 PARKING REQUIRED: 332 PARKING PROPOSED - 425

NO. APTS. PERMITTED BY ZONE 709

STATEMENT: Site plan submitted does not have required 25' front setback for parking area on Elder Creek Road Frontage.



64-134

R-1

SACRAMENTO CITY PLANNING COMMISSION

December 15, 1964

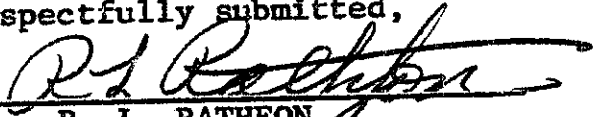
MEMBERS IN SESSION:

Attached is a staff report on the study of rental housing zoning for the Elder Creek Community. Although there is only one zoning request in this area currently being considered by the Commission, it was believed that an appraisal of the entire area and its adopted plan are necessary to properly evaluate this proposal.

The following is a brief resume of the findings of this study:

1. The area currently has a very low ratio of rental housing units in comparison to the average for the entire Metropolitan area.
2. The adopted Community Plan for the area recognizes this, and provides for future development of a generous ratio of rental housing units compared to single family dwellings.
3. The adopted Community Plan, however, does not recommend the establishment of rental housing zoning east of 65th Street Expressway on either Elder Creek or Lemon Hill Roads.
4. The applicant's proposal does not follow the adopted plan for the community in either location or scope. There has been no showing of necessity for setting aside the application of the General Plan.
5. Therefore, the applicant's proposal cannot be recommended.

Respectfully submitted,


R. L. RATHFON
Planning Director

RLR:vb

1

64-163

SACRAMENTO CITY PLANNING COMMISSION

October, 1964

REPORT ON RENTAL HOUSING ZONING IN THE ELDER CREEK NEIGHBORHOOD

The City Planning Commission currently has under consideration a rezoning request to establish a 23+ acre parcel of multiple family zoning on the north side of Elder Creek Road east of 65th Street Expressway. Because of the location and scope of this proposal, it is deemed advisable to make a comprehensive review of land use projections for the area and to evaluate such projections as they apply to:

1. Previous zoning actions establishing multiple family zoning in the area.
2. The amount of undeveloped land in the area already zoned for rental housing units.
3. Current and anticipated future housing needs in the area by considering desirable ratios of single family dwellings to rental housing units.
4. An evaluation of the recently prepared plan for the area which has been adopted by the Planning Commission and the City Council.

ZONING HISTORY

The Elder Creek Area was annexed to the City in 1959. Initial City Zoning for the area established a multiple family pattern chiefly along the South side of Frustridge Road. Subsequent rezonings have been granted on various parcels along Lemon Hill Road and Elder Creek Road from 65th Street Expressway west to Stockton Boulevard. No rental housing zoning has been established to date on these major streets east of the 65th Street Expressway intersection.

The applicant's property has, to date, been the subject of the following Commission actions:

1. October 11, 1960. Approved the tentative map of Elder Creek Park, a single-family subdivision development of 132 R-1 Lots.
2. April 28, 1964. Informal request for Commission opinion as to suitability of site for trailer park development. Not recommended.
Applicant: Alleuvian Land Company.
3. July 28, 1964. Request for permission to initiate proceedings to rezone property from R1 to R3 zone. Granted.
Applicant: Lee Realty and Alleuvian Land Company.

4. September 10, 1964. Rezoning petition filed. Public Hearing held. Continued to October 6, 1964 meeting.
Applicant: Lee Realty Co. & Alleuvian Land Co.
Proposal: Cooperative apartment development of 332 units.
Results: Applicants withdrew proposal and requested continuance to submit an entirely new proposal.
5. October 6, 1964. New proposal submitted. Calls for development of conventional apartment complex to be built in three stages.
First stage - 110 units. Second stage - 173 units.
Third stage: Not specified. (if average density of first two stages is applied, this would be 259 additional units).
Assumed proposed density overall: 542 units.
Maximum permitted under R3 Zoning: 568 units (23+ acres at 1500 Sq.ft. land per unit).
Applicant: Alleuvian Land Company.

As correlary zoning history, it should be noted that on February 11, 1964, the Commission refused permission to an applicant to initiate proceedings to rezone property from R1 to R3 on a 2½ acre parcel (66 units) on Lemon Hill Road east of 65th St. Expressway. A portion of the staff report on this request reads as follows:

"Would a strip of multiple family development nearly a mile long (from 65th St. Expressway to Power Inn Road) be a desirable situation? There is no point where multiple family zoning can be cut off. This would open the way for similar development on Elder Creek Road".

DEVELOPMENT

The development of existing R3 zoned parcels to date has been minimal. Only two projects have been constructed or are under construction. One is on Fruitridge Road, of 74 units, and the other is on Lemon Hill Road of 36 units. It is interesting to note that the largest rental housing complex (85 units) in the area has recently been completed on an L shaped parcel fronting Stockton Boulevard and Lemon Hill Road, a parcel which is zoned C2 and not R3.

NEEDS

To make a reasonable appraisal of housing needs for any area is at best a difficult task. To further refine these needs into desirable ratios of single family dwellings and rental housing units (duplexes and apartments) is of value only if such ratios can be compared with some known benchmark.

In past studies of this type, the Planning Staff has relied on the 1960 Census data of existing housing types for the Metropolitan Area as its benchmark. For example:

1960 Census Totals - Sacramento Metropolitan Area
1960 Census Totals - Sacramento

	Total Dwlg. Units	IF	%	2F	%	MF	%
Entire Metropolitan Area	164,540	133,933	81	7335	5	23,272	14

Compare this:

1960 Census Totals Elder Creek Area (Tracts 32 & 48)

	Total Dwlg. Units	IF	%	2F	%	MF	%
Elder Creek Area	2483	2458	99	15	-	10	-

It is obvious that in 1960 the amount of rental housing units (duplexes and apartments) in the Elder Creek Area were minimal.

What provisions have been made to provide enough zoning for anticipated rental housing needs? Consider the following:

Recent units built in the area	195
No. units permissible under existing City R3 Zone	900
No. units permissible under County Maximum MF Zoning (1)	1300+
Maximum units permissible under adopted City Plan	<u>2350</u>
Total maximums units permissible under Plan + County Zoning	<u>3850+</u>

The following chart illustrates how "planned" ratios of housing types in the Elder Creek area compare with 1960 census ratios of existing housing types in the Metropolitan area:

	Total DWLG. UNITS	IF	%	2F	%	MF	%
Metropolitan Area 1960	164,540	133,933	81	7335	5	23,272	14
Elder Creek Area Mx. Development	12,250	7,000	57	1400	11	3,850	31

The above figures for housing land use potentials in the Elder Creek Area are maximums -- that is, if all possible lots were built to their maximum permitted densities. In actual practice, these maximum densities are seldom built on every parcel throughout the whole community. The important point, however, is that a "generous" ratio of housing types for the Elder Creek Area has been included in the adopted Community Plan.

(1) The Southerly half of the study area (Census Tracts 32 & 48) between Elder Creek and Florin Roads is County unincorporated area.

64-166

THE COMMUNITY PLAN

In April, 1964, a Community Plan for this area was prepared and subsequently adopted by the Planning Commission and the City Council. This plan recognized and provided for generous amounts of rental housing in the area.

In contrast to the applicant's proposal, however, the plan located rental housing on Lemon Hill and Elder Creek Roads, but only in the area between 65th Street Expressway and Stockton Boulevard. This was done chiefly for the following reasons:

1. The area East of 65th Street Expressway lends itself to normal subdivision development better than the area West of the Expressway. Previously approved tentative maps in the area, plus staff studies, confirm this.
2. The area between the Expressway and Stockton Boulevard is, with existing land uses, a more compatible area to rental housing development. Existing development east of the expressway is almost exclusively single family homes.
3. A reasonable pattern, both in length and scope, can be adopted for the Stockton Boulevard-65th Street Expressway complex. It has a definable beginning and ending which is not excessively long, as would be the case of a one-mile strip between the Expressway and Power Inn Road.
4. Finally, it is our belief as the planned neighborhood pattern for this area indicates, that normal subdivision patterns of single family dwellings east of 65th Street Expressway are both desirable and feasible.

LOCAL PATTERNS

In March of 1964, the Staff submitted to the Commission "A Study of Rental Housing Zoning in Three Selected Areas of the City of Sacramento". The following portion of that report adequately concludes the staff opinion on this request:

"The real danger of an imbalance of land use ratios between various housing types is not the overall pattern for the entire Metropolitan area. This hopefully will adjust itself to supply-demand influences of available financing, vacancy factors, and other non-direct controls.

The real danger appears to be the influence of overzoning for rental housing on the smaller neighborhood units. Some of the problems created by such overzoning and imbalance are:

1. When overzoning for rental housing occurs, a saturation point is reached before all properties so zoned can be developed and the value of unbuilt or underbuilt property is drained off. These properties then become problem parcels and result in many different land use and zoning requests not compatible to the surrounding area or acceptable land use patterns.

2. Overzoning and overbuilding for rental housing in any neighborhood unit tends to change the character of the area from a typical single family environment. Contrary to popular belief, overconcentration of rental housing does not create neighborhood and community values, but actually exploits and capitalizes on the openness of adjoining single family residences.

3. Especially in non-core areas of the community, there is little justification from the view point of availability of space, to create large rental housing areas. Over-concentration of rental housing can result in barracks type structures and a lack of adequate site planning, and its accompanying amenities, all of which can lead to future blight of the surrounding area, as well as the projects themselves.

4. Zoning of large areas for rental housing can be based on the submission of an attractive project with low densities, ample open space, good site planning amenities, or it can be adopted without any plans being submitted. In either case, there is still a danger to the local neighborhood. Under normal zoning procedures, the property, once zoned, can be built to its legal maximum density and minimum allowable open space -- or the property can be split into several ownerships, each with an individual development uncoordinated to the entire site.

Any large area of rental housing which is not compatible to the character of its adjacent single family neighborhood will detract rather than enhance the value of the area.

5. Any condition, good or bad, which results from rental housing development will effect the values and character of the neighborhood in which it is located. Overzoning for this type of development cannot conceivably enhance local environment and should be avoided, particularly in the low density neighborhoods".

THE APPLICANT'S PROPOSAL

Plans submitted by the applicant propose a large 23-acre quadrangle type of development to contain over 500 apartment units, the sole amenity of which is a generous central court area.

Not only is the location improper, but the design and scope of the project cannot be recommended. There appears to be no justification for this use on this land without considering the same use on other properties in the entire complex between 65th Street Expressway and Power Inn Road.