



# CITY OF SACRAMENTO

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Sacramento, CA

Members in Session;

Subject: Draft Environmental Impact Report on Alkali Flat Redevelopment Plan  
Amendments and Implementation Strategy (M-84-010)

## Summary

The Housing and Redevelopment Agency has prepared a Draft Environmental Impact Report for the proposed Alkali Flat Redevelopment Plan Amendment and Implementation Strategy. The draft EIR does not find any potentially significant adverse environmental effects associated with the Plan Update or Implementation Strategy. However, several environmental effects considered less than significant have been identified and mitigation measures, if necessary, proposed.

The staff finds the draft EIR generally adequate; however, there are several points which should be addressed in greater detail in the final document. The staff recommends that the Commission approve the transmittal of this report to the Housing and Redevelopment.

## Background Information

The project site comprises 24+ square blocks in the Northwest corner of the Central City area (see Exhibit 1). The 1980 Central City Plan currently reflects the land use policies as indicated in the 1980 Alkali Flat Redevelopment Plan. The purpose of the 1984 Alkali Flat Plan Amendments and Implementation Strategy are as follows:

- Modification of the 1980 Plan Format
- Updating the Plan to bring it into conformity with redevelopment law
- To provide policy guidelines for rezoning of land in the project area
- To establish criteria and justification for office uses and conversions in the Residential Office (R-0) and General Commercial (C-2) zones
- To provide for an implementation schedule and program for completion of redevelopment in the project area.

The draft EIR identified several environmental effects considered less than significant with mitigation measures where appropriate (see Exhibit 2). Planning staff finds most of the effects and mitigation measures adequate. However, staff recommends that additional detail or information be provided in the final document.



Comments

Page A-6

- The City's Historic Preservation Program, Design Review Program and Zoning should also be elements of the Implementation Strategy.
- The conversion of E and F Streets to two-way operations should be listed under Capital Improvements.

Page B-8

- The statement of inconsistency is taking the City Growth Policy too literally. The rezoning to R-3A does not mean discouraging infill development. It does mean encouraging infill development that is compatible in density and in design. The Alkali Flat and Central City Plans adhere to the growth policy by providing flexibility for increased density. The flexibility is contingent on site size and quality of design.

Pages C-4 through C-8, E-10 and 11, H-10

- The document refers to several mitigation measures which must be implemented by the City through the Planning Process if these measures are to be realized. Specifically, the document refers to; the establishment of a policy mitigation fee (E-10 and 11), rezoning to attain plan consistency with zoning (C-4 thru C-8), and the adoption of a moratorium to prohibit demolition of historically or architecturally important structures within the proposed R-0 districts. It is important that the authority for implementation of these mitigation measures be identified.

Page C-4

- A more accurate description would be, "both the plan and implementation strategies attempts to generally maintain land uses in the pattern that currently exists.
- A comparison of the existing and proposed land use map is important to precede the discussion of zoning changes since there are some subtle but important differences.

Pages C-8 thru C-10

- The definition and use of the R-0 zone has caused questions during public meetings and is under consideration for recommended change by the Planning Division Staff. However, the following discussion is an attempt to clarify its use.

If an area is designated for entirely office use by a plan then the OB Zone is an appropriate implementing zone. If the same area has existing residential uses that may remain as long-term uses or has a unique environmental setting (i.e., historic structures) that necessitate more



stringent development standards, then the R-0 Zone could be an alternative zone. Under the R-0 Zone, the residential units would remain conforming uses and the special permit requirement for office use allows setting of conditions that may not fall within the design review authority.

Page C-12

- It is important to indicate, in the first paragraph, that the reduction of density to R-3A in the Central City was based on the finding that the R-4 density was inappropriate for the typical central city lot. The reduction was to encourage projects with densities that were more compatible with the neighborhood areas and that offered more living amenities. The reduction was also to encourage a development form that would help to conserve existing housing stock as mentioned by the EIR.

Pages D-5 thru D-7

- The Draft EIR indicates that a number of dwelling units will be eliminated and that low income residents will be displaced. This loss of housing stock and resident displacement is attributed to office conversions, residential rehabilitation, as well as a change in the plan to encourage moderate or higher income housing in the project area. A quantitative estimate of these impacts should be provided so that the extent of unit loss and resident displacement can be adequately addressed.

Page E-1

- The EIR should indicate that the 1980 Central City Community Plan changed the status of E & F Streets from major to local streets and called for conversion to two-way operation by 1983-84. This has been done up to 17th Street. Conversion West of 17th has been delayed. Upon conversion, the related impacts would be less traffic and slower speeds.

E-7

- The parking requirement for General Office use is one space per 400 square feet, not 1 space per 300 square feet.

H-8

- Industrial uses are the least likely to use an existing Victorian structure.

Historic and Architectural Preservation, page H-1, 4th paragraph

- The City is not at this time proposing to nominate any buildings to the National Register due to staff workload.
- Two National Register Historic Districts have been considered for nomination to the National Register of Historic Places on December 5, 1983 and one (1) National Register Historic District will be considered on May 11, 1984. All three (3) districts are within Alkali Flat. (See page H-3).



Exhibit H-2

- 508 and 512-14 10 St. are two (2) buildings. An East/West property line should be noted on the map.

530 10th Street is now also listed as a priority structure.

The following non-residential essential structure is also on the official Register: 1127 "C" Street. The following non-residential priority structures are also on the official Register: 530 10th Street, 404-08, 516-20, 528-30 and 710-14 12th Street, 1201-17 and 1236 "C" Street, 1001 "E" Street. Listed non-residential structures may also be threatened by new development.

Page H-5, the Impacts, Paragraph 3

- The reason most often given for a change to R-0 zoning by a developer is to save the historic structure. The cost to rehabilitation for residential use is given as not economically feasible. In some ways this implies that if R-0 zoning is not given, the building will come down.

Recommendation

Staff recommends that the Planning Commission approve this report, along with any additional comments deemed appropriate for transmittal to the Housing and Redevelopment Commission.

Respectfully Submitted,

*Art Gee*

Art Gee



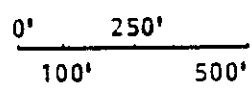




**EXHIBIT A-3 PROJECT AREA LOCATION**



 Alkali Flat Project Area Boundary





- Provide for an implementation schedule and program for completion of redevelopment in the project area.

The specific goals of the Redevelopment Plan are as follows:

- Housing -- the provision of safe, decent, adequate, and sanitary housing through the development and rehabilitation of a mixture of housing types for all income groups.
- Significant Structures -- the restoration of historically or architecturally significant structures.
- Economic Development -- the creation of additional employment opportunities for project area residents, particularly by area businesses and industry by assisting in the creation of an economically viable commercial and industrial area.
- Traffic -- the provision of a parking and circulation system which is conducive to a neighborhood character by reducing or rerouting through commuter traffic and preventing further intrusions of non-residential parking in residential areas.
- Financial -- the maximization of private participation and investment in the redevelopment effort.
- Capital Improvements -- the elimination of environmental deficiencies in the project area, including substandard alleys and sidewalks.

#### Redevelopment Plan Objectives

It is proposed to achieve the goals described above by meeting the following objectives:

##### Housing

- Rehabilitation of all residential structures within the project area through a targeted rehabilitation program at terms which are economically feasible for low and moderate income persons with emphasis being initiated in the eastern portion of the project area proceeding to the west.
- Development of up to 100 market rate housing units, for ownership, with Redevelopment Agency assistance in the way of site assemblage and finance.



**EXHIBIT B-3**

**Summary Description and Impacts of Proposed Project and Alternatives**

**Description and Impacts of Proposed Project**

Proposed Redevelopment Plan and Implementation Strategy update 1972 Plan, as amended in 1980 for rehabilitation of residential housing units and provision of low and moderate income housing, revitalization of commercial uses along 12th Street, and architectural and historical preservation. The amended Plan recommends rezonings and specific expenditures of public funds to implement policies.

**Mitigation Measures Necessary to Reduce Impacts to Less Than Significant Level**

Development would continue according to the existing Plan, undertaken primarily as private efforts. No rezoning would occur, and only limited public investment for ongoing programs would continue.

**Description of Alternatives Compared With Proposed Project -- No Project Alternative**

**POTENTIALLY SIGNIFICANT ADVERSE ENVIRONMENTAL EFFECTS**

None identified.

None Required.

Impacts previously identified in prior EIR (land use, traffic, noise) could be reduced to less than significant levels with implementation of mitigation measures.

**ENVIRONMENTAL EFFECTS CONSIDERED LESS THAN SIGNIFICANT**

**Land Use**

Rezonings of some existing R O areas to O B zoning would eliminate city review of individual projects now required in R O zones and would reduce city control over preservation of significant structures and neighborhood character.

Rezonings of residential areas to R-3A would reduce allowable densities but could help retain the urban scale of development while still allowing for provision of additional housing units.

Minor changes in M 1 and C-2 zoning but could result in mixed commercial uses by permitting office or residential development above ground floors.

Areas proposed to be zoned O B could remain zoned R O, thus maintaining the visual amenities of the area without diminishing substantially the availability of office space.

None required.

None required.

Continued conversion of R O zoned buildings to office uses would result inevitably in transforming R O areas exclusively to office uses and would continue dislocation of existing residents of areas.

Maintenance of R-4A zoning probably would result in demolition of existing units and redevelopment at maximum zoned density, thus transforming neighborhoods visually and, due to construction costs, socioeconomically.

Commercial revitalization probably would remain stalled, and blight would not be eliminated. Large scale office development inappropriate for 12th Street could continue north, displacing existing commercial and residential uses.



**EXHIBIT -- CONTINUED**

Summary Description and Impacts of Proposed Project and Alternatives

Description of Alternatives Compared With Proposed Project -- No Project Alternative

Mitigation Measures Necessary to Reduce Impacts to Less Than Significant Level

Description and Impacts of Proposed Project

Population, Housing, and Employment

Residential population would not increase appreciably but would change appreciably with increased number of families and more households with moderate or higher incomes.

Majority of housing programs (to build new or rehabilitate existing units) would cater to moderate income households while future development activities would result in displacement of housing affordable to low income persons.

Employment opportunities would expand with office growth and commercial revitalization but would not create jobs for existing unemployed, underemployed, or hard-to-employ area residents.

Traffic

Construction of 7th and D Street connection would divert through traffic from neighborhood streets but would attract other traffic going to and from downtown due to the improved access. Future traffic volumes on D Street would affect adjacent residents and industrial uses adversely.

Office development would exacerbate existing parking problems, as would commercial revitalization (especially with removal of on-street parking along 12th Street with construction of LRT line). Drivers hunting for parking space would cause traffic congestion.

None required. Plan specifically attempting to increase proportion of moderate income residents in order to stabilize community and to equalize previous programs which focused on low income persons.

Temporary or permanent relocation housing affordable to low income persons should be available as existing residents are displaced either through existing Agency programs or by requiring a proportion of below market rental units in relation to market rate units provided, preference to displaced persons to move back into rehabilitated units, etc.

Area residents could take advantage of existing job training, retraining, and placement programs in order to qualify for existing and future employment opportunities in the region. The lack of job opportunities cannot be mitigated except for potential short-term construction jobs during Plan Implementation.

The 7th and D Street corridor would require improvements to accommodate projected traffic volumes; consideration should be given to installing turn lanes and traffic signals at 12th and D Streets. The only measure available to reduce impacts on adjacent uses on D Street (to direct outbound traffic on F Street) would be contrary to the objective to reroute through traffic to the perimeter of the project area.

A parking mitigation fee could be collected from office developers who apply for parking variances in order to fund off-street parking lots or structures which would improve local parking availability. Consideration should be given to maintaining parking on the west side of 12th Street (except in the AM peak hour).

Community would remain predominantly low income economically, thus susceptible to dislocation due to conversion of housing to office uses. This instability would discourage moderate income or more affluent persons from moving to and revitalizing the area.

Conversion and/or rehabilitation of existing structures would continue to reduce the area's housing stock and would contribute to gradual gentrification to which low income persons would be most susceptible.

Impact on employment opportunities for local residents similar to proposed project.

Traffic volumes would increase on residential streets due to increased trip generation with office development. Total volumes without the 7th and D Street connection would not be as great as with that connection because additional traffic would not be attracted into the project area.

Impacts similar to proposed project because conversion of R-O areas to office use would be expected to continue as would use of project area for parking by persons working and visiting nearby civic buildings outside of Alkali Flat.





**EXHIBIT -- CONTINUED**

Summary Description and Impacts of Proposed Project and Alternatives

Description and Impacts of Proposed Project

Mitigation Measures Necessary to Reduce Impacts to Less Than Significant Level

Description of Alternatives Compared With Proposed Project -- No Project Alternative

Fiscal Considerations

An eight year projection for expenditures and recapture of Agency funds was prepared. There would be a small negative cash flow between tax increment spending and revenue in year three of the projection period. Positive cash flow in the other years should be sufficient to provide a positive balance overall.

Adjustments in the Home Ownership Program (to reduce construction cost and reduce size of bond) and delaying the acquisition of one or both of the motels would increase the return of cash to the Agency for future investments.

No specific financing proposed. Not possible, therefore, to evaluate fiscal consequences.

Public Services

Emergency Services. Successful implementation could improve delivery of police and fire protection services and simultaneously reduce the demands on these city agencies.

Schools. Adequate classroom probably exists to accommodate students although increased enrollments would contribute cumulatively to the need for additional classroom space.

Schools. Increased enrollments of minority students could affect desegregation efforts adversely but increased non-minority population could help District's desegregation programs.

Water Facilities. While existing facilities and supplies would be adequate to serve future users, water lines may have to be extended to serve some projects.

Storm and Sanitary Sewer. Some localized ponding presently occurs due to deteriorating drainage facilities and lack of capacity although development according to Plan implementation would not exacerbate existing drainage problems.

None required.

None required.

Racial and ethnic composition of future residents cannot be projected, and, thus, impacts cannot be quantified or mitigation measures recommended.

City policy requires that properties abut water lines which are located in alleys. Since not all parcels abut alleys, it may be difficult to extend service to those lots unless the city waives its requirements on a case-by-case basis.

Implementation of a city replacement and rehabilitation program will proceed independent of Redevelopment Plan development activities.

Response times to the project area generally would be good. The perception of Alkali Flat as a high crime area, however, would continue.

No change from present conditions due to large proportion of single and old residents. Decreasing residential population with continued office conversion would result in fewer school age children.

Effect similar to proposed project.

Impact similar as proposed project.

Impact similar as proposed project.



**EXHIBIT -- CONTINUED**

<u>Summary Description and Impacts of Proposed Project and Alternatives</u>	<u>Description and Impacts of Proposed Project</u>	<u>Mitigation Measures Necessary to Reduce Impacts to Less Than Significant Level</u>	<u>Description of Alternatives Compared With Proposed Project -- No Project Alternative</u>
Parks and Open Space. Would not significantly affect city's proposed Recreation Master Plan. Area would remain deficient, however, in park acreage.	Develop creative solutions (such as joint use with other public and non-profit agencies and with privately owned recreation facilities) to meet recreation needs of project area residents.	Impact similar as proposed project.	Impact similar as proposed project.
<u>Historic and Architectural Preservation</u> Demolition of significant structures located in R O zones would be forbidden and five infill sites would be provided to relocate other buildings threatened with demolition, although ten buildings on the city's official register (including two on the National Register) potentially could be threatened with demolition in the future (see Exhibit H-7).	Significant structures should be relocated within the project area. Plan programs should be extended to specific structures, and zoning inconsistencies should be corrected to preserve historically and architecturally significant structures.	Impact similar as proposed project.	Impact similar as proposed project.

