

SACRAMENTO CITY PLANNING COMMISSION

May 23, 1967

MEMBERS IN SESSION:

SUBJECT: Location Criteria - Gospel Mission Activities

The attached report was submitted to the City Council Redevelopment Committee during their many meetings on this subject. In attendance at these meetings were members of the Council Committee (Councilmen Phillip Mering, Thomas Murphy, Sun Wong), members of a sub-committee of the Planning Commission, (Commissioners Robert Jennings, Sooky Lee, Ralph Scurfield), members of the staffs of the Planning Commission and Redevelopment Agency, and representatives of the various Mission activities in the Community.

Following considerable discussion, the Committee endorsed the report in principle. The Committee further stipulated that each request must be the subject of individual review based on a specific location and program proposed. The general area of this proposal (the North B Street-Bannon Street area) was discussed at length and determined to be within the scope and intent of this report. In addition, this proposal would entail the construction of new facilities.

In accordance with the findings of this Committee, the Planning Commission, on September 27, 1966, approved a Special Permit for the Peniel Mission Rehabilitation Center a few lots to the south of the subject property.

Respectfully submitted,

  
JOSEPH AVENA  
PLANNING DIRECTOR

TO: Council Redevelopment Committee

FROM: Joseph, Avena, City Planning Director  
Howard Leonard, Chief of Relocation and Community Services  
Redevelopment Agency

SUBJECT: Location Criteria, Gospel Mission Activities

On March 22, 1966, the Planning Commission, at its regular meeting, considered an application for a Special Permit to allow the property at 1626-1628 North C Street to be utilized as the new location for the Union Gospel Mission. After due consideration, following statements presented in favor of and in opposition to the proposal, the request was denied.

The action of the Planning Commission was subsequently appealed to the City Council and at its regular meeting of April 28, 1966, the applicants withdrew their appeal. In withdrawing their appeal, the applicants requested assistance from the Council in obtaining a proper location for their Mission. The matter was referred to the City Council Redevelopment Committee, Redevelopment Agency and Planning Staff for study.

#### Background

The current problem -- location criteria for gospel mission activities -- derives from the redevelopment process in Sacramento. This process began several years ago when the Community determined that, according to Federal and State standards, Sacramento's "west-end" was a blighted area.

The redevelopment process has since then cleared, for rebuilding, almost 100 percent of some 25 blocks of these slum properties. The final project in Redevelopment Area No. 1 is currently being processed through required legislative and administrative procedures and will result in final clearance of the balance of slum properties in this area in the near future.

At the beginning stages of, and during, the ensuing process there were twelve separate groups engaged in gospel-mission type activities within Redevelopment Area No. 1. Approximately half of these agencies provided feeding stations or soup kitchens.

Final clearance of slum properties in the first two redevelopment projects and the resulting decline in the number of individuals residing in or making use of the area have reduced the number of mission activities in this area to two -- the Salvation Army Harbor Light at 608 J Street and the Union Gospel Mission at 906 - 2nd Street.

Clearance of dilapidated and deteriorating buildings, within the final project of the "west-end", will require removal of these two activities from Redevelopment Area No. 1.

## Description

The City of Sacramento in its physical environment is, to a degree, somewhat unique for a metropolitan urban community of this size. Although it has in the past been characterized as having one of the worst slum areas on the west coast, its slum area was reasonably well defined and was the only area in the community containing a large number of the necessary physical elements of this type of slum environment -- a heavy concentration of deteriorated and dilapidated old buildings of mixed stores, pawn shops, inexpensive restaurants, bars, pool halls, card rooms, and inexpensive hotels, flop-houses and other similar living accommodations.

There are no secondary areas with comparable physical conditions in the City. This factor is of prime importance to this community. Sacramento has reduced its defined "west-end" slum area considerably. It will in the next few years eliminate the balance of its physical slum environment. It now has no secondary slum area where the conditions existing in the "west-end" are duplicated. In many cities, the clearance of one slum area, merely transfers the problem to another deteriorated section of the City.

Sacramento can and should exercise every available means to prevent the start or accomplishment of a duplication of "west-end" conditions elsewhere in the community. It has the opportunity and, to date, has worked diligently toward this end.

## The problem.

Sacramento is eliminating its "west-end" slum area. It does not want to replace it with the same conditions elsewhere in the City. It would appear the two most vulnerable neighborhoods are those immediately adjacent to the "west-end". One of these is the "South Side" area from the Sacramento River east beyond South Side Park from "S" Street to Broadway. The City has actively pursued the maintenance, restoration and revitalization of this area for many years through its capital improvement expenditures, zoning and Housing Code enforcement program and other related activities.

The other neighborhood is the Alkali Flat area -- the area north of "I" Street, west of 12th Street, designated as Redevelopment Area No. 2. This area is experiencing a form of private redevelopment through the replacement of deteriorated housing with new public buildings in the City-County office complex, related new private office building construction and expansion of heavy commercial-light industrial activities. Certainly no action should be taken which would impair or seriously harm this private redevelopment process.

## Analysis

The staffs of the Planning Office and Redevelopment Agency have been directed to

study the question of replacement locations for existing gospel-mission activities. Specific sites are not considered as these are determined through the public hearing process. The primary purpose of this study is to determine what types of areas can best accommodate these uses.

In approaching the question, it is believed that by the process of elimination certain areas can be omitted from consideration.

One. It is apparent that gospel-mission activities should not be placed in existing residential neighborhoods in any of its single family or multiple family housing complexes.

Two. They are not an appropriate land use in shopping center developments, the central business district (downtown), nor do they appear to be a logical activity within commercial developments along major streets or within general commercial areas.

Three. The suggestion has been made that close-in agricultural areas would be an appropriate location, presumably on the premise that "isolation" would soften their impact in the community. The principal argument against these locations, however, is that close-in agricultural areas are generally the residential neighborhoods of the future.

Four. The only remaining patterns of basic land use to be considered are the heavy commercial and industrial areas. There are minus factors related to the location of the study use within these areas. However, by the process of elimination, they provide the best remaining "less chance" alternative for the community. In considering a site within such areas, however, a specific effort must be made to select a site which would, because of its configuration, access, abutting land uses, and development potential provide a physical facility which can become an asset, rather than a liability. To "shop" these areas for an available existing depreciated structure and attempt to convert it for a use not appropriate to its original design and construction, with a minimum capital outlay, should not be recommended.

Five. The relocation of gospel-mission activities to either the South side or Alkali Flat neighborhoods is not recommended.

Conclusion.

During the course of this study, there appeared to be pertinent questions with which the community should concern itself. These are questions which would affect the consideration of any permits for a mission or similar activity and its respective locations within the community.

The Community should question the scope and degree of each mission activity. Is it primarily a feeding station for the transient or periodic transient, with or without overnight sleeping accommodations? Is it primarily a rehabilitation center where its participants are housed during the course of rehabilitation? Is its activity, by volume and scope, primarily directed toward assisting the social and economic needs of local residents such as the old age pensioner, the temporarily unemployed, or other needy of the Community? Is it a specialized facility developed to provide a particular service for a particular need in the Community? Each of these orientations could result in a different type of activity thereby providing for a different scope of location criteria.

Respectfully submitted,

In 1957 it was estimated that approximately 5,000 residents and transient individuals were living in a 24-block section of the Redevelopment Area, known as the Labor Market Area. Today less than 1,000 residents and transients live in the nine remaining blocks of the Labor Market Area. These men are not destitute, although many exist on very small incomes. There are, in addition, an estimated 200 indigent alcoholics with no visible means of support frequenting the area. These indigents of the West End, as well as some low-income residents and transients, patronize the two feeding stations still in operation. Information concerning the organizations which operate these feeding stations is set forth below.

Union Gospel Mission

The Union Gospel Mission, a member of the International Union of Gospel Missions, has been in operation in Sacramento since the spring of 1962. With local operations in control of a board of directors made up of citizens of Yolo and Sacramento counties, it exists on donations from churches and individuals. The mission provides free meals and clothing for needy individuals, predominately transients, as well as nightly religious services--frequently conducted by local churches. According to an estimate by the superintendent of the local Mission, "90 percent of the men who come to the mission for food are "alcoholic"-- persons who cannot or will not stop drinking". The Union Gospel Mission serves one meal each evening to persons who attend their vesper service which is held at 7:30 P. M. six days a week, with the Sunday service and meal at an earlier hour.

Salvation Army

The Salvation Army, an international organization, has been active in Sacramento since 1885. The Salvation Army Advisory Board of Sacramento, composed of prominent local citizens, and the Service Extension Committees give of their time and effort to assist in religious and charitable work in Sacramento County. Income is received from the United Crusade; membership, Christmas, and unsolicited contributions; and fees for certain services.

To accomplish their goal of the permanent regeneration of the whole man the Salvation Army maintains many facilities. For example, in Sacramento they operate a neighborhood center for young people; a residence for girls; a men's social service center (which rehabilitates men with personal, physical or social handicaps, alcoholics and parolees); a center for the feeding of homeless, destitute men; and a welfare service bureau where emergency and short term service is available to residents and transients on a 24-hour basis.

- 1/ "Relocation Plan: Slum Area Labor Market, Sacramento" by Davis McEntire. Front-6th Streets-S.P. Depot-Alley, Capitol Mall-N Streets
- 2/ Sacramento Bee, April 26, 1966.

Even the "skid row alcoholic"--if he is motivated--is considered by the Salvation Army to be a prospect for their intensive rehabilitation program which seeks to get at the causes of alcoholism. From the men who visit their feeding station Salvation Army staff members are able to screen out the "motivated alcoholic" and the unemployed employables, who can benefit from an intensive rehabilitation program. Parolees are generally sent to Salvation Army by their parole officers.

The Salvation Army feeding station provides two meals every day; hours during the summer months are 10:30 A. M. and 6:30 P. M. Although religious services are held Monday, Wednesday, and Friday evenings and on Sunday, attendance at these services is not a prerequisite to receiving a meal.

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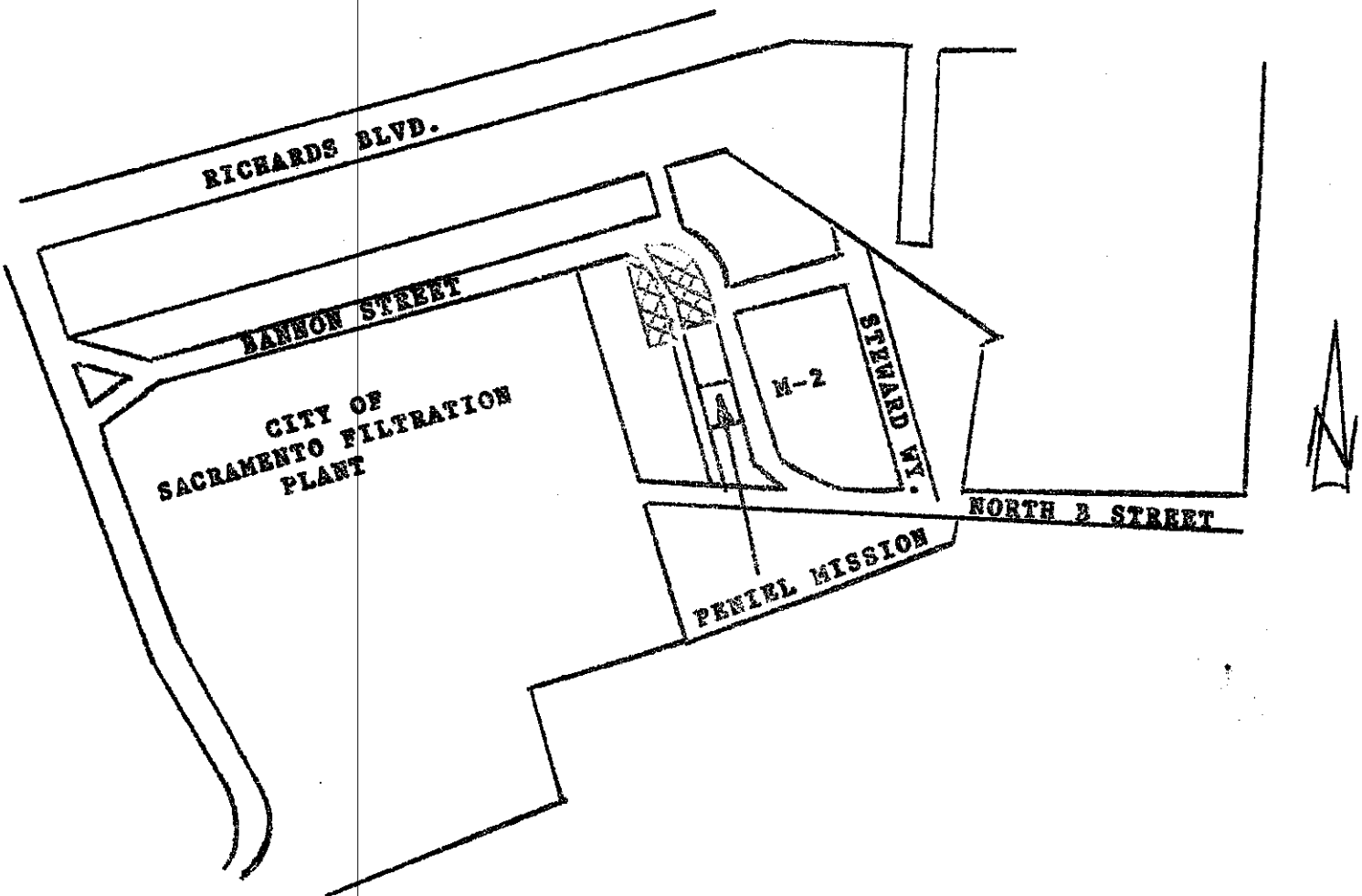
REQUEST FOR SPECIAL PERMIT to locate the Union Gospel Mission in a M-2 Heavy Industrial Zone, according to submitted plot plan.

OWNER: Arthur E. & Beryl E. Eissinger - 450 Paradise Drive-Carmichael  
APPLICANT: Union Gospel Mission by Roger C. Phillips-Board of Directors

PROPERTY: Approximately 436 Bannon Street. Parcel 2 & Parcel 5-A,  
Miles property survey.  
No. Parcels: 2. Aggregate size: 1.865 Acres +. 52,213 Sq. Ft.

ZONING: M-2 Heavy Industrial.

STATEMENT: Proposed 8400 Sq. Ft. 1-story building is to contain a 150 seating capacity chapel, dining room, and kitchen facilities, dormitory, bath facilities, staff quarters, and medical-dental clinic. 11 off-street parking spaces are to be provided, according to submitted plot plan.





SACRAMENTO CITY PLANNING COMMISSION

June 27, 1967

MEMBERS IN SESSION:

SUBJECT: Request For Special Permit - Union Gospel Mission  
Approximate Location - 436 Bannon Street.

At the regular meeting of the Planning Commission on May 23, 1967, a hearing was held on the subject application. After considerable discussion, the hearing was closed and the matter taken under advisement. The Commission set the matter for determination at its regular meeting of June 27, 1967.

At the May 23rd meeting, it was also indicated that the Cities of Fresno and San Jose had faced a similar problem relative to the relocation of gospel mission activities from their redevelopment areas. The staff was directed to contact the Planning Departments of these cities to determine their experience in this matter. The following information is furnished as a result of our contact with these two agencies:

FRESNO

The Fresno Rescue Mission was originally located in the Chinatown Rehabilitation area within a building scheduled for demolition. This enterprise was successfully relocated in an industrial area. The property on which it was relocated was zoned M-1 and M-2 and was specifically rezoned to C-4 to permit the Mission to construct a modern facility in order to carry out its rehabilitation program. (Apparently a rescue mission is a permitted use in the C-4 zone, according to Fresno's zoning ordinance). They further indicated that they felt the site was particularly well located since it is near the railroad and on the industrial side of the freeway (well buffered from the adjacent areas).

Public hearings by the Planning Commission on the rezoning which, in effect, constituted approval of the location and use began in February, 1964, and extended through several meetings up to May, 1964. Representatives of the mission activity and industrial property owners in the area attended the various meetings and voiced their respective opinions concerning the matter. It appears there is a close similarity between the application and circumstances currently before the Sacramento City Planning Commission and that facing Fresno in 1964. After considerable discussion the Fresno Planning Commission unanimously approved the rezoning and the proposed facility was subsequently established.

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SAN JOSE

The San Jose Rescue Mission started about 10 years ago in an area of town which had "skid row" characteristics. The Redevelopment Agency's program for this area proposed demolition of the mission building. As a result, the activity was relocated approximately five years ago to an area zoned M-2 Light Industrial. The San Jose Zoning Ordinance permitted a rescue mission as an allowable use in the industrial zone, therefore no zoning or special permit hearings were required.

San Jose states that neither the Police or Building Departments have received any complaints regarding the operation of the mission, to the contrary, it was indicated the mission activity was operated on a very high plane and is well accepted in the community. It was further indicated that the general attitude toward the job they are doing could be partially evaluated by the great amount of community participation in the program. Over 1000 church congregations of all denominations, ten doctors, sixteen nurses, two barbers, and others actively participate in donating time and labor.

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The preceding comments from the cities of Fresno and San Jose indicate a general acceptance in those communities of their relocation program for gospel mission activities displaced by the redevelopment process. While a certain amount of discretion must necessarily be utilized in making direct comparisons, it is believed the following elements of the application for Special Permit under consideration by the Sacramento City Planning Commission are similar to those which exist in Fresno and San Jose.

1. The mission activities were originally located in central core blighted areas in the path of the redevelopment process.
2. The mission activities are an accepted program in the community and a place must necessarily be provided therein for such activities.
3. Both Fresno and San Jose mission activities were relocated into industrially oriented areas. The proposed location for the Union Gospel Mission is in an industrially oriented area.

The Commission will recall from previous meetings and reports the subject of relocation criteria for gospel mission activities has been studied at length by the Council Redevelopment Committee, a sub-

committee of the Planning Commission, and the staffs of the Planning Department and the Redevelopment Agency. As a result of these studies, location criteria indicating a heavy commercial or industrially oriented area was considered appropriate to this use.

The application currently before the Commission meets the recommended criteria of the relocation study.

Respectfully submitted,

  
JOSEPH AVENA  
PLANNING DIRECTOR