

**COUNTY OF SACRAMENTO
CALIFORNIA**

For the Agenda of:
December 17, 2008
Agenda Item No. 2

TO: CARMICHAEL–OLD FOOTHILL FARMS COMMUNITY COUNCIL

FROM: PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT

SUBJECT: FAIR OAKS BOULEVARD CORRIDOR PLAN WORKSHOP GENERAL PLAN AMENDMENT, COMMUNITY PLAN AMENDMENT AND ZONING CODE AMENDMENT

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Overview:

The purpose of this workshop is to submit the Draft Fair Oaks Boulevard Corridor Plan to the Council for review, and to request the Council’s recommendation for endorsement. Subsequent to the Council’s review and recommendation, the Sacramento County Board of Supervisors will hear the Plan at its January 28, 2009 workshop, and will forward the Plan to the Department of Environmental Review and Assessment as appropriate, for preparation of the environmental document. The Draft Plan’s goal is to recreate the Fair Oaks Boulevard Corridor as a “Main Street” for the Carmichael Community. Through collaboration between community members and other stakeholders, the Plan provides land use, economic development and public infrastructure investment guidance for the Corridor’s development in the coming decades.

Recommendations:

Endorse the draft of the Fair Oaks Boulevard Corridor Plan and forward to the Board of Supervisors for their endorsement prior to submittal to the Department of Environmental Review and Assessment (DERA) for preparation of the environmental document.

I. INTRODUCTION AND BACKGROUND

The Fair Oaks Boulevard Corridor Plan is an outcome of the Carmichael Community Plan’s vision for the Corridor as Carmichael’s “Main Street.” Once adopted, it would be a specific plan for land uses, roadway design and infrastructure improvements in the Corridor planning area. The Plan’s intent is to create a community center for Carmichael, by revitalizing the Corridor with pedestrian-friendly mixed-use infill development, and public infrastructure and other investment.

The Fair Oaks Boulevard Corridor planning effort began with a series of five interactive resident and stakeholder workshops held for the Carmichael Community Action Plan, culminating in Fair Oaks Boulevard Concept Plan, in April 2006. The Board of

Supervisors directed that this Concept Plan, which concentrated on the area now called the Colony Main Street District, be used as the framework for creation of the Fair Oaks Boulevard Corridor Plan. The Concept Plan set forth Planning Principles for the Corridor, to direct development and investment for the revitalization of Carmichael's "Main Street."

- a. Create a "Colony Main Street District" between Marconi Avenue and Carmichael Park that provides a social and economic focus for the community.
- b. Make the Main Street a mixed-use place that includes a mix of commercial services, residential and community uses.
- c. Cluster uses around open space to create a sense of place throughout the Corridor.
- d. Interconnect new and existing uses to side streets and along Fair Oaks Boulevard with sidewalks and driveways, for greater connectivity.
- e. Make the Colony Main Street District a comfortable and interesting walking and multi-modal experience.

Staff held two subsequent community planning workshops to gain community input to inform and strengthen the Concept Plan's land use and circulation concepts. The first workshop, held December 4, 2006, solicited input on circulation for the Corridor planning area, including important community destinations to be served; critical connections between destinations; and design features that would enhance connectivity and pedestrian safety. The second workshop, held October 30, 2007, solicited input on a "Smart Growth Street" concept for the Corridor Plan. This concept had resulted from the synthesis of prior community input, which indicated a desire for a balanced planning approach to meeting community, environmental, economic and transportation objectives. As the result of input from the October 2007 workshop, staff held two workshops with the Community Council and the Board of Supervisors in early 2008. At those workshops, the Community Council and the Board gave staff feedback and ultimately endorsed portions, or all of the Smart Growth Street concept.

Smart Growth Street

On January 30, 2008, Staff requested the Council's endorsement of the Smart Growth Street Concept, the Mixed-Use Land Use Concept, the Circulation Framework, and the Smart Growth Street Roadway Design be forwarded to the as a recommendation to the Board of Supervisors for their workshop on the Corridor Plan on February 13, 2008. At the January 2008 hearing, the Council voted unanimously (8-0) to endorse the Smart Growth Street Concept, the Mixed-Use Land Use Concept, and the Circulation Framework. However, the vote on the Smart Growth Street using a "4+" Roadway Design was a tie, meaning that this motion to endorse the "4+" roadway design failed. Four Council members voted for the "4+" design, and four voted against the design. A second

motion to endorse a 6-lane roadway design was also a tie, meaning that motion failed as well. Next, the Council voted 4 to 4 to send both the “4+”-lane and the 6-lane options forward. This motion also failed. As a result, no recommendation was made by the Community Council on endorsing a specific roadway design.

At the Board workshop on February 13, 2008, the Board endorsed all four staff recommendations including the endorsement of the Smart Growth Street 4+ roadway as the preferred alternative.

The Smart Growth Street is the Draft Plan’s guiding concept. The Smart Growth Street is a balanced approach to Corridor planning, incorporating objectives in the following areas of Corridor growth and development:

- *Community* - New investment in the Fair Oaks Boulevard Corridor Planning area should promote social interaction and improve neighborhood access and connections.
- *Environment* - The roadway design and new private development should improve the environmental conditions in Carmichael and the region.
- *Economy* - Economic objectives should focus on increasing the quality of businesses and enhancing the image of Fair Oaks Boulevard as a commercial and neighborhood address.
- *Transportation* - Overall circulation objectives should reflect the desire for a street and district that works for all modes of travel and access, with an emphasis on pedestrian travel and access.

The Smart Growth Street is essential to the Vision statement for the Fair Oaks Boulevard Corridor Plan administrative draft. Planning staff and the Citizen’s Advisory Committee used input from the community, Community Council and Board of Supervisors workshops to refine the land use and circulation concepts in the Draft Plan currently submitted for review and requested endorsement.

II. DRAFT FAIR OAKS BOULEVARD CORRIDOR PLAN

The Draft Plan consists of sections including *Vision, Concepts, Goals, and Principles; Development Standards; Design Guidelines; and Implementation*. Now that the endorsement of the Smart Growth Street has occurred, Staff is asking the Community Council, and then the Board of Supervisors, to give that same endorsement for the Draft of the Corridor Plan.

Vision, Concepts, Goals and Principals

The *Vision* section presents the Corridor as a pedestrian-friendly “Main Street” with a balanced mix of uses, and introduces the Smart Growth Street concept. It further describes the “Main Street” as being made up of inter-connected districts (see attachment A) which comprise a range of functions, as follows.

- The *Main Street District* is Carmichael’s economic and social center - - “a place to spend time.”
- The *East Fair Oaks Boulevard District* is to be a distinctive pedestrian-scaled mixed-use district that primarily serves neighborhoods within Carmichael.
- The *Manzanita District* is to be a destination with a distinctive pedestrian-scaled character, which accommodates local mixed-use neighborhood development and regional-serving commercial and entertainment uses.
- The *South Gateway District* is a small-lot commercial area that has traditionally offered a mix of community auto-oriented businesses.

Subsequent sections of the Draft Plan set forth the development standards, design guidelines and implementation measures to apply the “Main Street” vision, and Smart Growth Street concept, to the Fair Oaks Boulevard Corridor.

Development Standards

The *Development Standards* section provides quantitative direction for land uses, transportation and other physical development in the Corridor planning area. Development standards provided therein support the “Main Street” vision and Smart Growth Street concept by prescribing a balanced mix of uses, and circulation standards that facilitate connectivity and access for pedestrian and other modes of travel. This section discusses the land use designations (see attachment B) and contains the table identifying the permitted land uses (see attachment C). Development Standards for each of the four districts are also contained in the section (see attachment D).

Land Use: The Corridor Plan has three land use designations: Commercial Mixed-use (CMU), Residential Mixed-use (RMU), and Public/Institutional (P-I). The CMU designation has generally been placed on the frontage of all of the parcels fronting on Fair Oaks Boulevard and Manzanita Avenue. The RMU designation is located on the back of these same parcels. There are some variations to this in each of the districts. The concept is that the buildings that front on the Boulevard will be more intensely developed with commercial and/or office uses and the residential uses would either be located above these uses on the front portions of the lots, or more likely would be located to the rear of these

uses. The residential uses would either stand alone or be located above the commercial and/or office uses.

Permitted Uses: The following table represents the anticipated mix of uses in the CMU and RMU designations.

	Retail	Office	Residential
	Range	Range	Range
CMU	50 to 70 %	10 to 30 %	10 to 30 %
RMU	20 to 40 %	0 to 30%	50 to 80 %

The table showing the permitted uses defines uses in three different ways. The uses are grouped in broad categories and then some specific uses are further refined as permitted, conditionally permitted or just not allowed.

- a. Allowable Use – Allowable or Permitted uses are allowed by right without the need for discretionary review by the Planning and Community Development Director, Community Planning Commission, or Board of Supervisors.
- b. Conditionally Allowable Use – Conditionally allowable uses would include uses that are permitted under certain circumstances, depending on factors such as size or scale of the use. Some of these uses would be allowable upon the approval of a Minor Use Permit approved or disapproved by the Planning and Community Development Director; other uses would be allowable upon the approval of a discretionary Use Permit approved by the Community Planning Commission. Some uses would require special conditions in order to be considered “permitted”.
- c. Not Allowed – Uses not allowed under any condition within the district identified.

Development Standards: Each of the four land use districts has its own set of development standards. These standards address building height, setbacks, density of the residential components and the floor area ratios of the commercial and office areas, and the parking requirements. Signage standards are also identified. The intensity of the uses will vary with the Main Street District being the most intense, with taller buildings.

Circulation and Roadway Improvement Standards: This section also contains the circulation diagram and the roadway improvement standards that are based on the Smart Growth Street 4+ roadway endorsed by the Board of Supervisors in February 2008.

Design Guidelines

The *Design Guidelines* section provides qualitative criteria for community design along the Corridor. It provides direction to support Smart Growth Street objectives. It includes pedestrian-friendly circulation design elements to support Transportation objectives. It also includes sustainable design elements to support Environment objectives, such as passive water quality measures, energy-efficiency measures, and enhanced tree shading. Its criteria for enhanced community design will help create favorable conditions to meet Community and Economic objectives.

Each of the four districts has their own design standards that complement the County Commercial and Mixed Use Design Guidelines previously adopted by the Board of Supervisors (see attachment E). The guidelines address Urban Design (site planning, street design and streetscape , block sizes, lot patterns and building orientation, parking and loading areas, landscaping and the transition to the residential areas), Architecture (building form and massing, architectural features, materials and colors, lighting, screen walls and security fences), and Signage.

Implementation

Finally, the *Implementation* section details the actions and measures required to achieve the Fair Oaks Boulevard Corridor vision, including regulatory and administrative actions; investment and financing measures; and an implementation schedule. This section provides a summary of actions and measures intended to provide a framework for the ongoing implementation of the vision for Carmichael's "Main Street." Further work continues at the staff level to refine the needed infrastructure for the Corridor Plan. An analysis of the existing conditions and needs for the ultimate build-out is being done by various County departments and outside agencies. This information will be included in the final Corridor Plan and environmental document.

III. SUMMARY AND NEXT STEPS

Following this workshop at the Community Council, another workshop will be held before the Board of Supervisors in January 2009. Staff requests that the Council endorse the Draft of the Fair Oaks Boulevard Corridor Plan and forward that recommendation to the Board of Supervisors. The staff recommendation to the Board of Supervisors will be that they endorse the Draft Plan, and direct that the Draft Plan be submitted to DERA for environmental review pursuant to the California Environmental Quality Act. Further public hearings on the Corridor Plan will be conducted after the environmental review is complete in late 2009 or early 2010. The submittal to DERA will include the roadway plan for the portion of the Corridor from Marconi Avenue to Engle Avenue. That roadway plan is consistent with the Smart Growth Street 4+ roadway design endorsed by the Board of Supervisors in February 2008.

IV. ATTACHMENTS

- A. Map showing Fair Oaks Blvd Corridor Districts
- B. Map showing Fair Oaks Boulevard Corridor Land Uses
- C. Fair Oaks Boulevard Corridor Permitted Land Uses
- D. Fair Oaks Boulevard Corridor District Development Standards
- E. Sacramento County Commercial and Mixed Use Design Guidelines

This staff report was prepared on December 8, 2008.