ORANGEVALE COMMUNITY PLAN

TECHNICAL REPORT
1976

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Report Organization Page

The report is organized in the following way:

CHAPTER 1 outlines the recent historical development of the Plan, a community description and goals and objectives.

CHAPTER 2 presents a statistical profile of the area's housing and population, along with some analysis of the data.

CHAPTER 3 summarizes the land use recommendations.

CHAPTER 4 itemizes existing and proposed transportation facilities and contains comments on possible improvements.

CHAPTER 5 addresses the public service provision to Orangevale - schools, parks, libraries, fire protection, sanitary sewers, water, solid waste and miscellaneous.

CHAPTER 6 contains suggested implementation techniques and a conclusion.

CHAPTER 1

INTRODUCTION

PURPOSE OF THIS REPORT

This document represents a summarization of the data, issues and debate which went into the formulation of the Orangevale Community Plan Land Use Map during 1975-76. The general revision to the Orangevale Community Plan Land Use Map of 1970 was initiated by a request of the Sacramento County Board of Supervisors in the Spring of 1975, who, at that time, wanted a clear formulation of community-wide land use goals and objectives. The task was accomplished by the subsequently appointed Orangevale Community Planning Advisory Committee and interested citizens in a year-long series of community meetings. The Advisory Committee's proposal for land uses was transmitted to the Sacramento County Policy Planning Commission who, after four formal hearings, approved an amended version on March 16, 1976. The Board of Supervisors, after three hearings, adopted the final version on August 4, 1976.

This text should be used by interested parties desiring insight into the facts and issues behind the formulation of the land use plan. A shorter version, showing only the land use map, goals and objectives, and short narrative is intended for distribution as a policy implementing device.

COMMUNITY DESCRIPTION

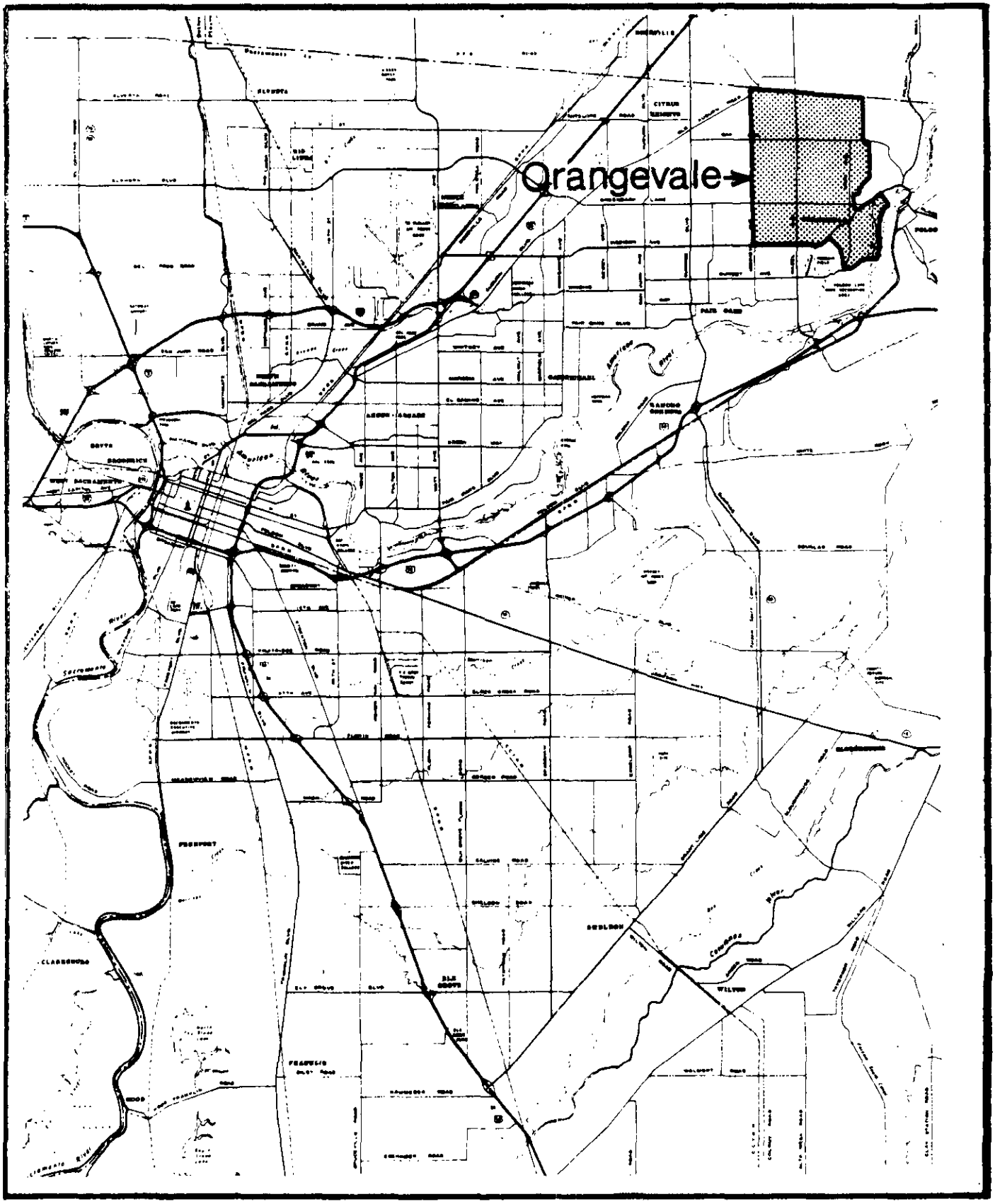
The Orangevale Community is defined, for the purposes of this plan, as the area bounded by the Placer County Line on the north, Kenneth/ Wachtel Avenues on the west, the Folsom City Limits on the east and Madison Avenue/Blue Ravine on the south (see Maps 1 and 2). The total area is approximately 10.4 square miles (27 sq. km.) or 6700 acres. The Plan boundaries do not necessarily correspond to post office, special district or other community descriptions.

The terrain is characterized by slightly rolling "pre-foothill" topography. Two perennial creeks (Linda and Cripple) cross the area. A variety of indigenous vegetation including native oaks can be found, especially in the northeast portion, in and near the proposed Indian Stone Corral Regional Park. There are virtually no prime agricultural soils (Storie Index 80-100) within the community; however, there are still some commercial fruit and nut orchards and a significant amount of home gardening done on lots up to 10 acres. Horse keeping, cattle raising and miscellaneous animal husbandry is common. Small lot subdivisions are extensive south of Greenback Lane; however, there are numerous small subdivisions - many built in the 1950's - in the northern portions also. (See Map 3.)

MAP NO. 1

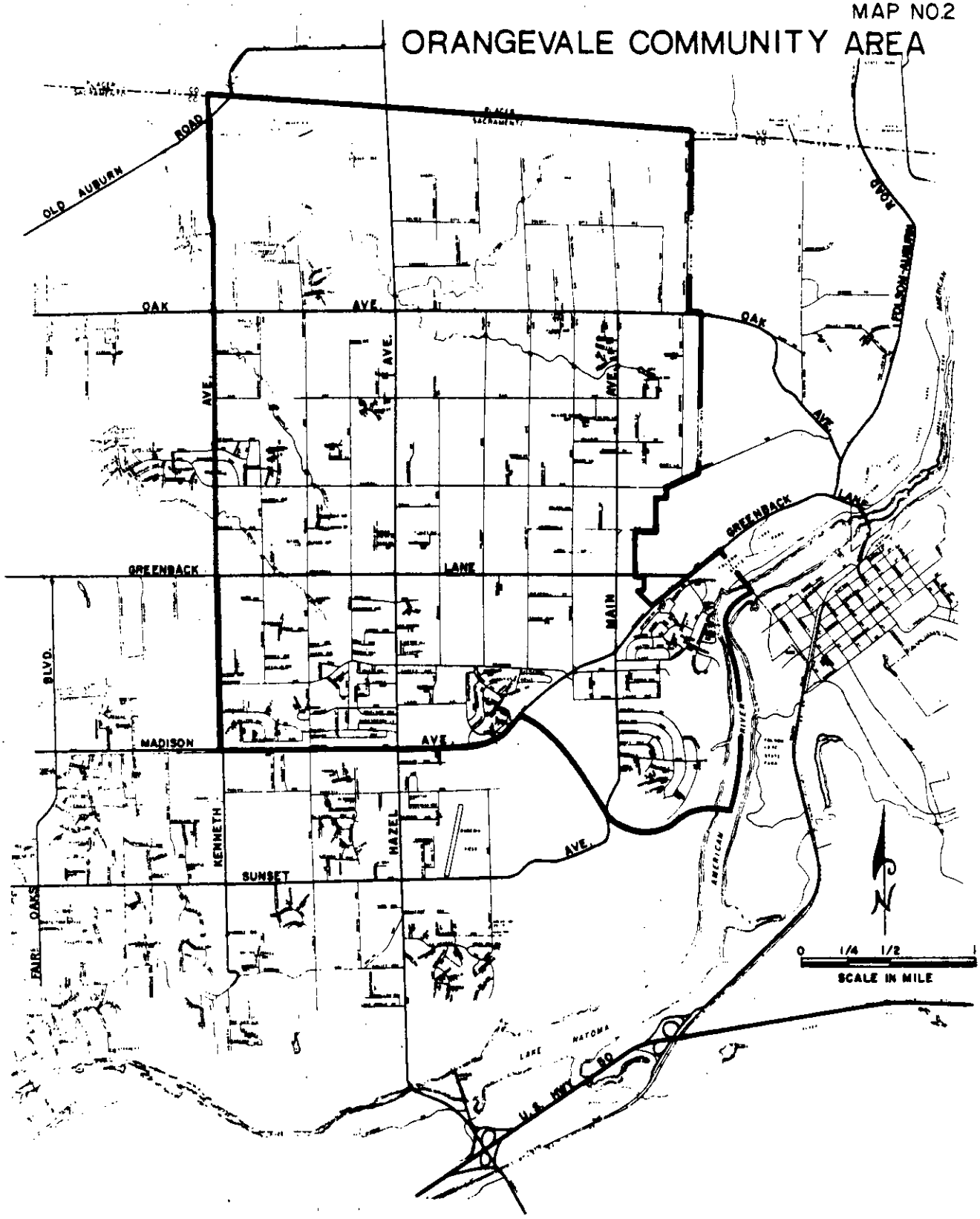
LOCATION MAP-1976

ORANGEVALE STUDY AREA



MAP NO.2

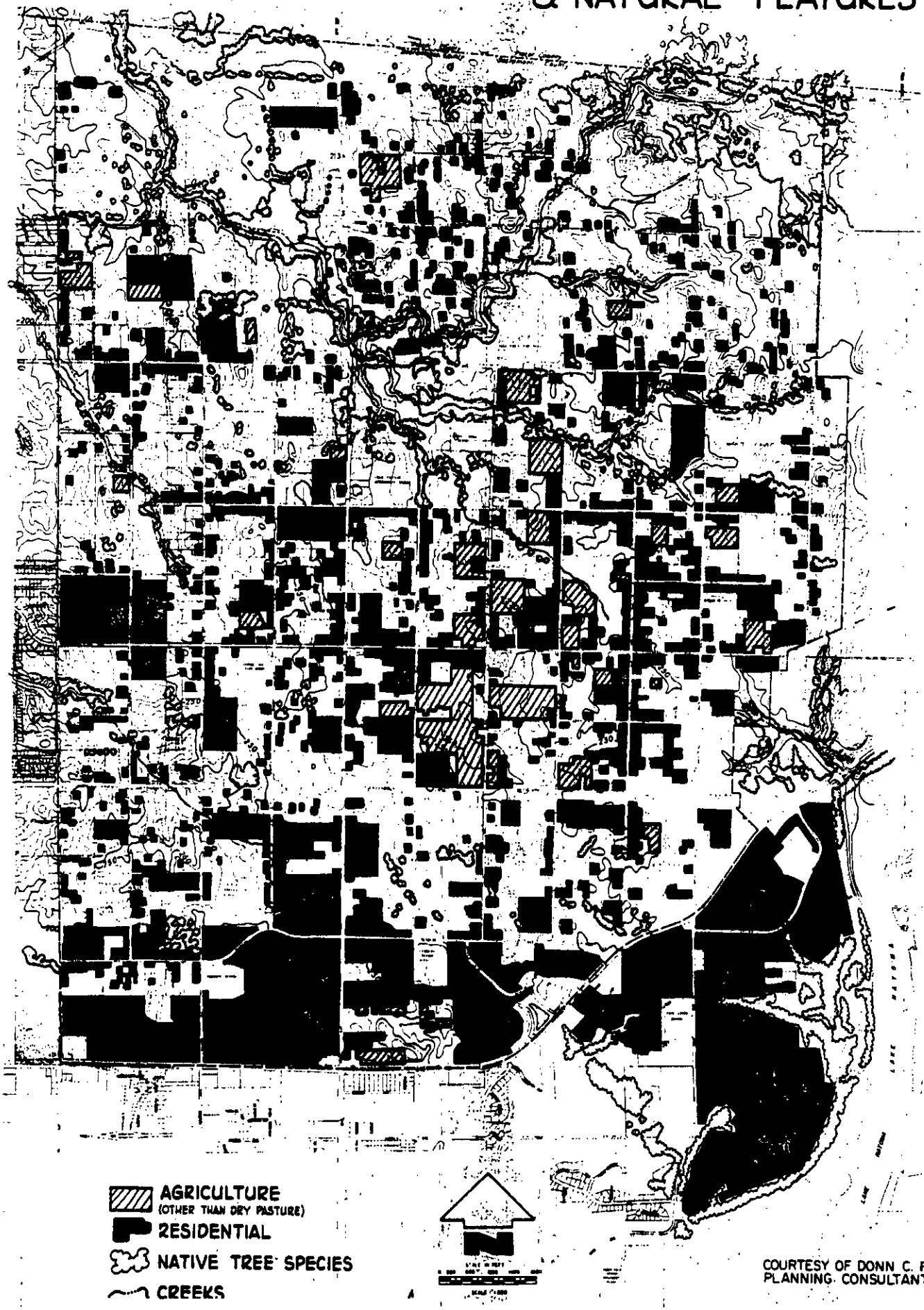
ORANGEVALE COMMUNITY AREA



COMMUNITY BOUNDARY

Map No. 3

EXISTING LAND USE & NATURAL FEATURES



COURTESY OF DONN C. REINERS
PLANNING CONSULTANT.

Greenback Lane is the commercial center of the community with major activity nodes at the Hazel Avenue and Main Avenue intersections with Greenback Lane. (See Maps 4 & 5.) The condition of the commercial facilities is subjectively viewed by many as less than desirable, and upgrading of them was expressed as a plan objective. Extensive retail shopping facilities are also available immediately outside the community boundaries.

GOALS AND OBJECTIVES OF THE PLAN

The Board of Supervisors adopted the following set of goals and objectives for Orangevale:

GOAL 1 - TO PROTECT AND ENHANCE THE HIGH QUALITY RURAL LIFESTYLE AVAILABLE IN THE ORANGEVALE AREA.

Objectives are to:

a. Preserve the amenities of open space by maintaining definite areas for large-lot agricultural residential living.

b. Provide the Sacramento County homebuyer an alternative to urban density residential developments by setting aside specific areas for agricultural residential development.

c. Protect the existing natural features of rolling terrain, rock outcropping, heritage oaks, natural stream environs, and all areas of significant vegetation by requiring new development to adapt to the existing natural condition of property.

d. Require residential developments, especially those along Greenback Lane, to present an open, natural appearance compatible with the character of the community as a whole.

GOAL 2 - TO PROVIDE OPPORTUNITY FOR BONA FIDE AGRICULTURAL PURSUITS IN THE ORANGEVALE COMMUNITY.

Objectives are to:

a. Provide areas where the raising of livestock for personal enjoyment or as a supplement to income can be carried out without fear of encroachment from high density urban development.

b. Encourage the retention of commercial agricultural activities on prime or potentially prime agricultural soils.

c. Provide opportunities for home or cooperative gardening on a large scale.

GOAL 3 - TO PROTECT AND ENHANCE THE QUALITY OF RESIDENTIAL AREAS IN ORANGEVALE.

Objectives are to:

a. Encourage planned development in areas with lot sizes of 1/4 acre or less in order to protect resource values that would be damaged or destroyed by conventional development.

b. Encouarge a more creative approach to residential development in order to adapt more to its natural surroundings.

c. Encourage community development or other programs that will provide overall upgrading and rehabilitation of the housing supply.

d. Localize multiple-family dwelling units in the area along Greenback Lane.

GOAL 4 - TO ENCOURAGE THE DEVELOPMENT OF A HEALTHY, VIABLE COMMERCIAL SECTOR IN THE ORANGEVALE COMMUNITY.

Objectives are to:

a. Localize commercial development in areas along Greenback Lane and Main Avenue.

b. Encourage commercial development that complements the commercial activities found in the Sunrise Mall complex.

c. Encourage an overall upgrading of commercial establishments to emphasize and contribute to the character and identity of the community by establishment of regulations or procedures, such as architectural review.

GOAL 5 - TO ESTABLISH A BALANCED PARK AND RECREATION PROGRAM THAT WILL MEET THE RECREATIONAL NEEDS OF ALL SECTORS OF THE COMMUNITY.

Objectives are to:

a. Provide a balanced park program for all areas of the community, with initial emphasis on meeting the needs of the residents south of Greenback Lane.

b. Encourage more effective use of school facilities to meet the recreational and community needs of the residents of Orangevale.

c. Encourage the County to preserve the natural and cultural values found in the Indian Stone Corral area.

GOAL 6 - TO ENCOURAGE THE ESTABLISHMENT OF LOCAL COMMUNITY SERVICE FACILITIES WITHIN THE BOUNDARIES OF ORANGEVALE.

Objectives are to:

a. Retain a branch of the public library in Orangevale for the benefit of the community as a whole, and of those unable to travel outside the community in particular.

The Community Plan Land Use Map and Zoning Consistency Matrix are viewed as the major instruments for implementation of the goals and objectives. Other recommended implementation techniques are mentioned in Chapter 6 of this report.

CHAPTER 2

STATISTICAL PROFILE - 1975

This section contains a summary of statistical data on Orangevale from the 1975 special census of Sacramento County and other sources. Some analysis is provided at the end of the chapter; however, the reader is encouraged to make his or her own interpretations.

Data on population projections and population holding capacity is speculative in nature and must be viewed as such. For example, the projection that the RD-30 land use designation will actually develop at 30 units per acre is questionable at the present time, but may be entirely viable given increased land costs and development patterns 10 years from now. The projections represent the most accurate that could be developed by the Planning staff.

TABLE 1

RELATIVE GROWTH TRENDS

	1950	Annual Growth Rate	1960	Annual Growth Rate	1970	Annual Growth Rate	1975
U. S.	150,697,361	1.8	179,323,175	1.2	203,235,298	.9	212,796,000*
California	10,586,223	4.0	15,717,204	2.4	19,953,134	1.2	21,185,000*
Sac. County	277,140	6.1	502,778	2.3	634,190	1.6	686,325
Orangevale	1,600*	22.0	11,600	4.0	17,222	1.4	18,484

*Estimated
Source: U.S. Bureau of the Census and
Special Census of Sacramento - 1975

Table 1 indicates that Orangevale experienced a population boom during the 1950's with a sustained high growth rate during the 60's. Since 1970, however, the growth rate has slowed significantly. This has been a reflection of the lower in-migration and birthrates Countywide, as well as the decrease in building activity in the "less-than-vigorous economic conditions" which have prevailed since then.

CURRENT MAKE-UP AND CHARACTERISTICS

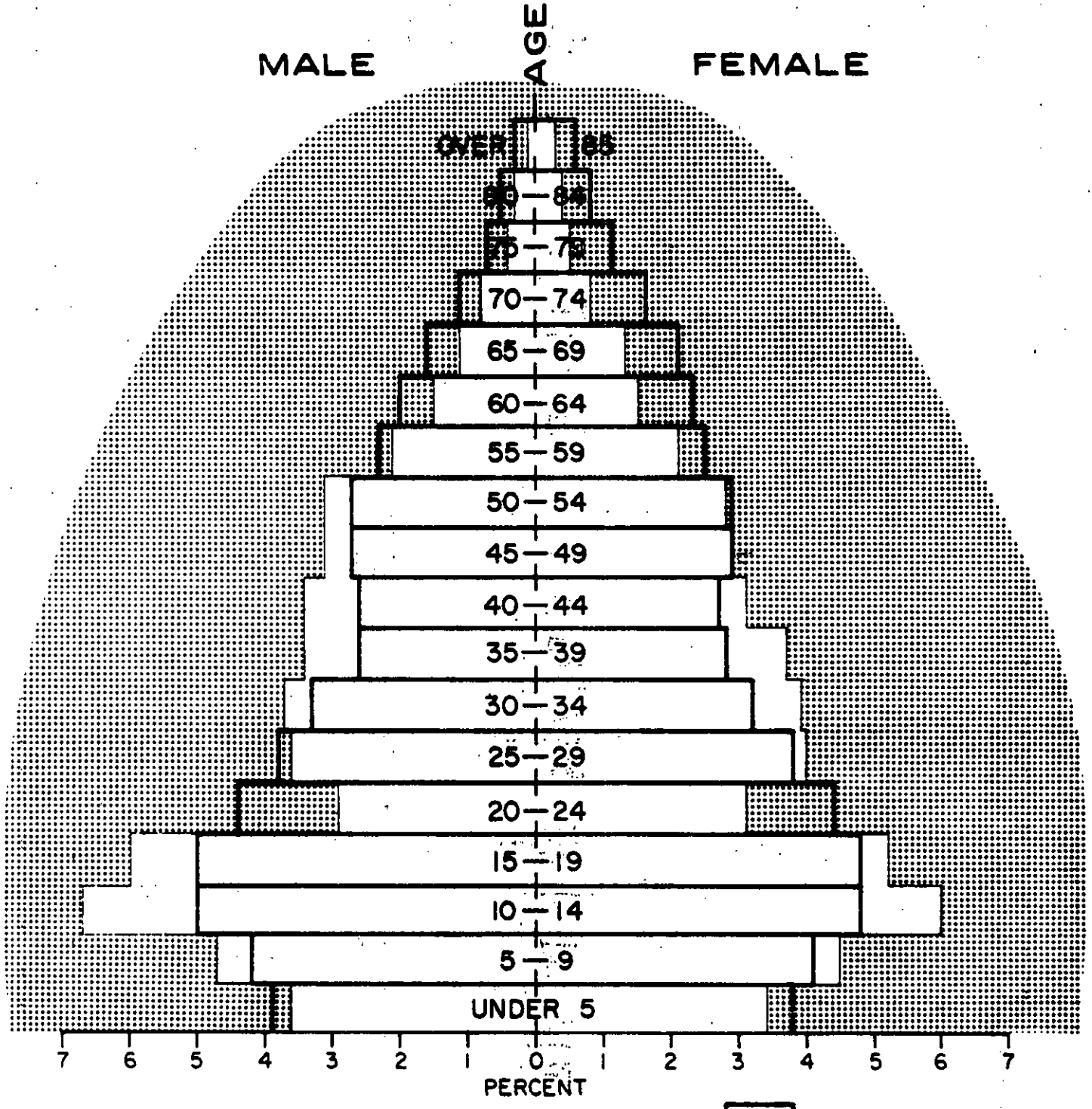
In 1975, a special census was taken in Sacramento County. The survey indicated the population and housing characteristics for Orangevale shown in Figure 1 and Tables 2-13. Analogous figures for the County as a whole are given in parentheses, where appropriate. (Note: Rounding procedures have produced figures other than exactly 100 percent in some columns.)

Total Population[1]	18,484	(686,325)*
Household Population	17,633	(671,874)
Households	5,364	(245,530)
Average Population per Household	3.28	(2.74)
Population per Single Family Household	3.45	(3.14)
Population per Duplex-Fourplex	2.51	(2.23)
Population per 5+ Household	2.23	(1.76)
Population per Mobile Home	1.90	(1.97)

*Sacramento County

[1] Figures for total population are reported for census tracts 82.02, 82.03, 82.04, 82.05 and blocks 114, 115, 116, 117, 118, 976, 977 and portions of blocks 804 and 807 of tract 81.01 of the Sacramento SMSA. All other census data is for the four whole tracts only, which comprise 96 percent of the area's population and is considered representative of 100 percent.

ORANGEVALE
POPULATION PYRAMID 1975
(AGE AND SEX)



SOURCE: U.S. BUREAU OF CENSUS
1975 COUNTY CENSUS

TABLE 2

HOUSEHOLD INCOME - PERCENT IN EACH CATEGORY

	Orangevale	Unincorporated County Areas	City of Sacramento	County Totals
< $2000	1.5	2	4.5	3
$2000 - 3999	6	6	10.5	7.5
4000 - 5999	5.5	5.5	8	6.5
6000 - 7999	5.5	7	7	7
8000 - 9999	7.5	7.5	7	7
10000 - 14999	22	18	13	16
15000 - 19999	17.5	14	8.5	12
20000 - 29999	10	11	7	9
30000+	2.5	4	2.5	3
No Response	22	26	32	28
Median	$12,882	$12,732	$9,088	$11,337

TABLE 3

EMPLOYMENT DATA

	Male		Female	
	% Total Population	% Labor Force	% Total Population	% Labor Force
Employed Full Time	22.2	58.6	8.5	22.5
Employed Part Time	1.6	4.3	3.4	8.9
Unemployed	1.3	3.4	.9	2.3
Full-Time Student	16.5	N/A	14.3	N/A
Not in Labor Force	8.9	N/A	22.4	N/A
TOTALS	50.5	66.3	49.5	33.7

TABLE 4

ETHNIC GROUP MOST HOUSEHOLD MEMBERS IDENTIFIED WITH

No Response	1.0	(5.3)%
White	95.9	(80.5)%
Black	.4	(5.3)%
Mexican American or Chicano	1.1	(3.7)%
Japanese	.2	(1.2)%
Chinese	.2	(1.3)%
Native American	.5	(.5)%
East Indian	.1	(.1)%
Filipino	.1	(.5)%
Other	.5	(1.3)%

TABLE 5

PERCENT HOUSEHOLDS WITH ONE MEMBER NOT SPEAKING ENGLISH

No Response	.9	(5.7)
Speak English	98.7	(91.5)
Spanish	.1	(1.1)
Mandarin	.1	(.1)
Cantonese	0	(.3)
Japanese	.1	(.2)
Filipino	.1	(.1)
Portugese	0	(.1)
Korean	0	(0)
Other	.1	(.1)

TABLE 6

PERCENT DISABLED

No Response	1.5	(6.5)
Wheelchair or Frame	1.4	(1.8)
Crutches, Cane, Artificial Limb	1.5	(1.7)
Unable to Read with Glasses	.5	(1.0)
Difficulty Hearing with Aide	.7	(.8)
Mentally Retarded	.5	(.5)
Cerebral Palsy	.3	(.2)
Epilepsy	.3	(.2)
Other Walking	4.6	(3.5)
No Disability	88.5	(82.8)

TABLE 7

PERCENT USING VARIOUS MEDICAL FACILITIES

No Response	2.1	(8.9)
Private Physician	65.6	(54.9)
Kaiser	21.3	(17.3)
Medical Center	.7	(3.3)
County Health Department Clinic	.5	(1.6)
V. A. Hospital	.8	(1.1)
Hospital Emergency Room	.7	(1.3)
Pharmacist	0	(.2)
Other	7.0	(8.5)
None	1.6	(2.5)

TABLE 8

TRANSPORTATION DATA
PERCENT USING VARIOUS TYPES*

No Response	1.3	(6.7)	Bicycle	.4	(.8)
Drove Car Without Passengers	63.5	(54.4)	Walked	.4	(1.5)
Drove Car With Passengers	7.9	(5.4)	Worked at Home	1.0	(.8)
Rode in Someone Else's Car	2.5	(1.8)	Other Type Transportation	1.	(1.1)
Bus	1.6	(2.6)	Did Not Work on Last Day	20.3	(24.7)

*Based on mode used by primary wage earner on day preceding answering of census question.

TABLE 9

COMMUTE DATA
PERCENT OF PRIMARY WAGE EARNERS
COMMUTING TO VARIOUS LOCALES

No Response	3.0	Rancho Cordova	6.0
North Natomas	.4	Downtown	13.9
Rio Linda-Elverta	.6	Land Park-Pocket-Meadowview	.2
North Central Area	9.2	East City	1.4
Citrus Heights	3.8	South Sacramento	3.5
Orangevale	11.2	Laguna Meadows	0
Folsom Area	3.2	Elk Grove	.2
South Natomas	.1	Rural Sacramento County	1.9
North Sacramento	3.3	Galt	.1
Arden Arcade	2.2	Outside Sacramento County	9.7
Carmichael	2.7	Unemployed Full-Time Student or Not in Labor Force	20.4
Fair Oaks	3.0		

TABLE 10

HOUSING UNIT INFORMATION

Total Housing Units	Type Unit	Number	% of Total	
5546	Single Family	4854	87.5	(64.4)
(261,265)	Duplex/Fourplex	203	3.7	(13.0)
	5+	94	1.7	(18.5)
	Mobile Home	395	7.1	(3.6)

TABLE 11

NUMBER OF BEDROOMS IN UNIT

No Response	1.5	(5.0)%
Sound - 1 Bedroom	5.1	(15.5)%
Sound - 2 Bedroom	19.0	(29.9)%
Sound - 3 Bedroom	60.2	(37.2)%
Sound - 4 Bedroom	11.9	(9.5)%
Sound - 5+ Bedrooms	1.3	(1.0)%
Unsound - 1 Bedroom	.1	(.4)%
Unsound - 2 Bedroom	.2	(.4)%
Unsound - 3 Bedroom	.3	(.3)%
Unsound - 4+	.2	(.2)%

TABLE 12

RENTS AND MORTGAGES

No Response	12.6	(14.1)%
Own - $0-99	6.4	(5.0)%
Own - $100-149	20.7	(12.1)%
Own - $150-224	21.8	(13.8)%
Own - $225+	12.5	(9.5)%
Paid For	11.3	(13.0)%
Rent - $0-49	.3	(1.3)%
Rent - $50-99	2.2	(5.6)%
Rent - $100-149	4.3	(11.3)%
Rent - $150+	7.8	(13.7)%

TABLE 13

VACANCY DATA

TYPE UNIT	Percent Vacant	Reasons for Vacancy* - Percent of Percent Vacant						
		No Response	Under Const.	Seasonal	For Sale	For Rent	Other	Undetermined
Single Family	2.9 (3.7)	1.4 (.6)	4.3 (14.5)	- (1.2)	56.0 (33.4)	23.4 (21.7)	9.2 (9.2)	5.7 (13.3)
Duplex/Fourplex	10.3 (8.7)	- (.9)	- (4.0)	4.8 (.2)	81.0 (15.3)	14.3 (64.7)	- (4.5)	- (7.6)
5+	20.2 (12.9)	- (.3)	- (4.3)	- (.1)	- (7.5)	94.7 (81.2)	- (3.2)	5.3 (1.4)
Mobile Home	.3 (.3)	- (-)	- (-)	- (-)	- (14.8)	- (29.6)	- (22.2)	100.0 (14.8)

*There were no units in Orangevale shown as temporary, occasional or migratory

ANALYSIS OF POPULATION DATA

The census data provides some insight into the characteristics of the Orangevale population. For example:

(1) The 1970 census indicated an Orangevale population of 17,222. The 1975 census showed 18,484.[2] The annual growth rate has thus been 1.4 percent since 1970 with a total 7.3 percent increase in five years. This was considerably less than both the 3.9 percent rate experienced in the 60's and the 2.5 percent rate anticipated for the area in the County General Plan. Based on this revision, the 1980 population will be 22,770, or 15 percent below the 26,870 figure projected in the Sacramento County General Plan Technical Report. In addition, the area would have to be subjected to a sustained 5.2 percent growth rate between 1975 and 1990 before it even approached the revised plan's maximum holding capacity of approximately 40,000. This possibility is highly unlikely, given the area's current parcel configuration, with numerous one, two, five and ten acre parcels in separate ownership.

(2) The average family size in Orangevale has followed the nationwide downward trend. For example, in 1960 it was 3.77 persons per household, whereas in 1975 it was 3.28. This 1975 family size is still considerably higher than the Countywide average of 2.74. The single family household figures are 3.45 in Orangevale compared to 3.14 Countywide. These figures reflect a strong trend in the community for family-oriented lifestyles. On several occasions the Advisory Committee expressed its desire to maintain a semi-rural setting conducive to this type of single family living. The median age of a female Orangevale resident is 27.5 (compared to 28 Countywide and 30 in the City of Sacramento). Figure 1 shows a substantial number of women still of childbearing age in Orangevale. However, the median age of the entire population in Orangevale has moved from 23.6 in 1960 to 26.5 in 1975, indicating a maturation of the population there. Still, the percentage of people under 18 years old in Orangevale is 36.7 compared to 30.2 percent Countywide, with 5.8 percent over 65 years old compared to 8.3 percent Countywide.

(3) The median income is very close to the average for all unincorporated areas of the County.

(4) Unemployment in Orangevale is low -- 5.7 percent.

(5) The population is 95.9 percent white, compared with 80.5 percent Countywide. The percentage of households identifying with a particular group are further summarized, as follows, in terms of groups contributing significant percentages:

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[2] Same as footnote 1.

	Orangevale	Sacramento County
White	95.9	80.5
Black	.4	5.3
Mexican American	1.1	3.7
Native American	.5	.5
Other	1.1	4.7
No Response	1.0	5.3

(6) Large blocks of the resident population commute to the North Central (McClellan), Downtown and Rancho Cordova (Mather/Aerojet) areas as well as to outside of Sacramento County (presumably Roseville). Automobile usage is high. More commuters tend to ride together in Orangevale than in other areas; however, more people also drive a car to work alone. Transit ridership is fairly low, 1.6 percent compared to 2.6 percent Countywide. The percentage (11.2) of primary wage earners who work within Orangevale compares favorably to other "bedroom" communities such as Citrus Heights (7.1) and Fair Oaks (8.9) but looks miniscule when compared to more "self-contained" communities such as Rancho Cordova (41.5 percent).

(7) A larger percentage of the housing is in three and four bedroom single family units than Countywide, with a much larger percentage in the low-priced $100-$224 mortgage range than in the County as a whole. Twenty-one percent of the units are owner-occupied with mortgages in the $100-$149 range, compared to 12 percent Countywide and 22 percent have $150-$224 mortgages,compared to 14 percent Countywide.

(8) It is in the area of multiple units where Orangevale failed to meet the requirements of what might be considered an equitable housing mix. Five and four percent of the housing units are multiple units, compared with 31.5 percent Countywide. However, the vacancy rate for multiple family housing units is much higher (10.8 vs. 8.7 for duplex-fourplex and 20.2 vs. 12.9 for 5+ type units) in Orangevale than in the County as a whole. Although based on a small sample, these figures are a strong indication of very low demand for rental units in the area and tend to explain the small percentage of multiple units. Nevertheless, the staff recommends encouragement of the development of more multiple units in the areas specified by the Board of Supervisors as suitable for that type of development.

FUTURE PROJECTIONS VS. HOLDING CAPACITY

The Planning staff believes that the low Orangevale growth rate from 1970-1975 was skewed downward because of overall economic conditions as well as the intensity of development activity in other communities acting as a pressure release mechanism.

However, consumption of readily developable land elsewhere as well as a predicted general pickup in growth-oriented activities through the end of the decade signal an increase in the growth rate for Orangevale in the near future. From this point in time, the staff feels a 2.5 percent yearly rate is most probable. Table 14 shows predicted future population under several alternative rates:

TABLE 14

POPULATION ALTERNATIVES

	1975	1980	1990
Straight Line (1.4%)	18,484	19,815	22,770
Most Probable (2.5%)	18,484	20,913	26,770
Very High (5.0%)	18,484	23,590	38,427

The population holding capacity of Orangevale (theoretical maximum number of people accommodated in the area under the Plan) was calculated via analysis of existing densities and allowable densities in undeveloped land under the Plan. The calculation is based upon a number of constants which reasonably describe development patterns in the geographical area of concern. The assumptions used in Orangevale are itemized in Table 15, and are derived from existing development patterns and census data.

TABLE 15

HOLDING CAPACITY ASSUMPTIONS

Land Use Designation	D.U./Acre	Persons/D.U.
RD 30	30	2.23
RD 10	10	2.51
MH	7.2	1.90
RD 5	3.5	3.45
RD 4	3.0	3.45
RD 2(PD)	2.0	3.45
RD 2	1.8	3.45
AR 1/RD 1	.8	3.45
AR 2	.4	3.60
AR 5	.2	3.60

The holding capacity calculation combines these constants with planned acreages available in each category to estimate total capacity. Existing discrepancies with the Plan must be treated separately. For Orangevale, the calculations were as follows:

TABLE 16

HOLDING CAPACITY COMPUTATION

Density	Acres Available	D.U./Acre	D.U.	Persons/D.U.	Persons
RD 30	59.9	30	1,797.0	2.23	4,007
RD 10	98.1	10	981.0	2.51	2,462
RD 10(PD)	13.2	10	132.0	2.51	331
MH	43.8	7.2	315.4	1.90	599
RD 5	950.7	3.5	3,327.5	3.45	11,480
RD 4	560.1	3.0	1,680.3	3.45	5,797
RD 2	1,023.3	1.8	1,841.4	3.45	6,353
RD 2(PD)	15.0	2.0	30.0	3.45	104
AR 1/RD 1	915.1	.8	732.0	3.45	2,525
AR II	1,709.9	.4	684.0	3.60	2,462
AR II(PD)	244.0	.4	97.6	3.45	337
AR V	168.8	.2	33.8	3.60	122
				SUBTOTAL	36,579
ADD: Additional People in Existing or Potential Units on 1575 Existing Lots Which are Smaller than Plan Designation:					3,300
			PLAN HOLDING CAPACITY		39,879

The probability of some future creation of "smaller than Plan designation" lots easily boosts this figure to 40,000 persons, and this figure has been accepted as the most likely holding capacity under the Plan.

The Plan thus could accommodate growth under every projection made in Table 14, although realistically, some alterations would have to be made to accommodate a sustained 5.0 percent growth rate through 1990.

During the Plan update process the question was asked, "What would be the effect on other areas of the County if the Advisory Committee's land use plan were adopted?"

The 1970 Community Plan Map indicates a maximum population holding capacity of 50,200.[3] The 1973 General Plan Technical Report calls for a holding capacity of 42,500 persons for Orangevale. The revised proposal thus represents a 10,200 to 2,500 person reduction in holding capacity. These reductions would require roughly 160 or 645[4] acres to be developed elsewhere depending upon which theoretical difference you cared to address.

Overall, the revised Plan would allow construction of approximately 3,573 new single family homes, 910 new duplex/townhome units and 1,047 new apartment units over the current totals of 4,854, 203 and 94, respectively, based on the number of potential, versus existing units of each type. No change in the number of mobile homes is anticipated.

Basically, the Plan provides a choice for the purchaser of a home in the Sacramento housing market to locate within a rural, residential lifestyle. The Natomas area, South Sacramento, and Laguna Meadows have no inherent physical characteristics or existing development which would provide for a rural, residential living character. On the other hand, Orangevale presently has considerable existing development and existing physical characteristics which support this type of lifestyle. It is possible to protect that lifestyle via adoption of the proposed Plan. If the community were to be made to conform with the same kind of lifestyle as other urban communities in the County, then the choice of the potential homebuyer in the Sacramento County market is reduced by that amount.

Committing two-thirds of the Orangevale community to the same basic density pattern as Citrus Heights, Carmichael, Arden-Arcade, so forth--by leaving the density pattern on the existing Plan, or increasing the density--would seem to have little effect on the overall Sacramento County housing situation. It would delay a small portion of the development that would otherwise occur in the Natomas area, South Sacramento and the Laguna Meadows area. However, in no way would such a provision for Orangevale change the eventual development pattern in each of those three areas, or preclude the eventual spread of the Sacramento urban area into the hinterland. At best, all it would do would be to slow it down slightly. This does not seem important nor significant, considering the amount of land that is available and planned for eventual urban residential development in other sections of the Metropolitan area.

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[3] A discrepancy exists between this figure and the one shown in the 1969 Community Plan Text on page 3-5, which is not in agreement with the details of the Plan map.

[4] These acreage figures are based on Countywide averages of 64 percent single family (4 per acre), 13 percent duplex/fourplex (10 per acre), 19 percent multiple family (30 per acre) and 4 percent mobile home (7 per acre) and 3.14, 2.23, 1.76 and 1.97 persons per dwelling unit respectively.

CHAPTER 3

LAND USE RECOMMENDATIONS

RESIDENTIAL AREAS

Residential densities on the plan proposal are divided into 10 categories which assign densities to specific areas of from one unit per 5 acres to 30 units per acre.

Overall, the plan proposal shows a basic increase in density from north to south within the Community. North of Oak Avenue, 2 and 5 acre minimum lot sizes are the rule. Between Oak and Elm Avenues, 1 acre minimum lot sizes are called for. South of Elm Avenue, 1/2 acre is the rule but there are sections of 1 acre and also sections of smaller lots. In the Greenback Corridor, some areas are shown at 10 and 30 units per acre. South of Greenback Lane, 4-5 units per acre predominates. The adopted land use map should be referred to for policy guidance on specific parcels but a general guide is furnished in Map 4 of this report. Total acreages in each category are shown in Table 16.

The residential land use proposals were developed based on a number of criteria:

(a) Expressed desires of community residents through community meetings, interpersonal contacts and stated goals and objectives.

(b) Analysis of previous growth trends and housing demand.

(c) Consideration of existing development and facilities.

(d) Physical features (e.g., streams, soils, trees, etc.)

(e) Provision of space for higher density development as well as single family.

(f) Relationship of Orangevale to contiguous areas and to the County as a whole.

In addition to the standard land use classifications used by the County, three areas were designated as special Planned Development areas. (See Map 4.) The PD classifications include the AR II(PD), RD-2(PD) and RD-10(PD) designations. The intent of these designations is to permit overall density and usage as allowed in the underlying land use category, but to stipulate that special planning considerations be mandated for the areas specified.

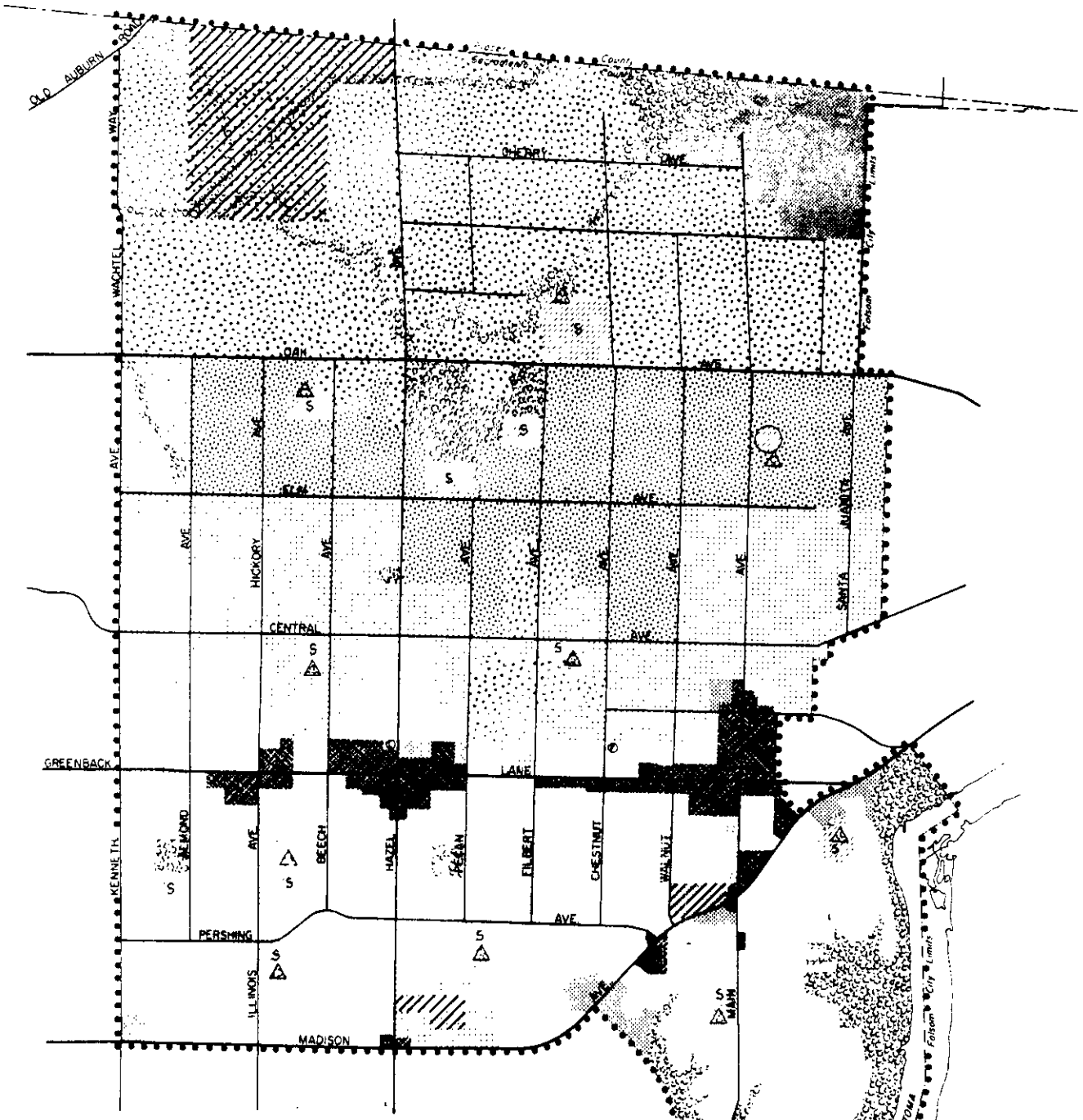
The intent of the classifications is as follows:

(1) AR II(PD) -- Agricultural/Residential Two Planned Development Land Use Category

This land use classification is shown on the Orangevale Community Plan in an area designated as particularly environmentally sensitive. The purpose

Map No. 4

ORANGEVALE COMMUNITY PLAN



AGRICULTURAL
- AGRICULTURAL RESIDENTIAL V
- AGRICULTURAL RESIDENTIAL II
- AGRICULTURAL RESIDENTIAL I

RESIDENTIAL
- RESIDENTIAL DENSITY 1
- RESIDENTIAL DENSITY 2
- RESIDENTIAL DENSITY 4
- RESIDENTIAL DENSITY 5
- RESIDENTIAL DENSITY 10
- RESIDENTIAL DENSITY 30
- MOBILE HOME

COMMERCIAL

RECREATION FACILITIES
- PARKWAYS/NATURAL AREAS
- EXISTING PARKS
- PROPOSED NEIGHBORHOOD PARKS ADJOINING SCHOOL

COMMUNITY FACILITIES
- EXISTING SCHOOLS
- PROPOSED SCHOOLS
- PUBLIC/QUASI-PUBLIC
- LIBRARY
- FIRE STATION

PLANNED DEVELOPMENT

COMMUNITY PLAN BOUNDARY

behind combining PD with the AR II land use category is to enable low density development to take place with minimum effect on the lake, stream, natural vegetation and wildlife, and archaeological/historical sites on the property. The maximum overall density in the PD area must not exceed one dwelling unit per two gross acres. Streets and driveways should be built with minimum grading. Maximum cut and fill depths should not exceed five feet. No existing trees greater than 9 inches in diameter at a point 4 feet above the ground should be cut, nor should grading occur within the root zone. Plantings and landscaping around trees should stress minimum need for irrigation. Innovative design concepts shall be encouraged which incorporate compatible residential, open space, hobby agricultural and recreational uses in development which is consistent with the characteristics of the physical environment and the surrounding neighborhood.

(2) RD-2(PD) -- Residential Density Two Planned Development Land Use Category

This land use classification is shown on the Orangevale Community Plan in an area where potential exists for conflict between existing agricultural-residential uses and proposed residential development. The purpose of combining "planned development" with RD-2 is to enable development of property for residential purposes and yet reduce potential conflicts with existing uses. The maximum overall density shall not exceed 2.2 dwelling units per acre. The same grading, tree cutting and design concepts should be applied as were specified in the AR II(PD) classification.

(3) RD-10(PD) -- Residential Density Ten Planned Development Land Use Category

This land use classification is shown in an area where potential for conflict exists between existing low density residential uses and potential new development at a higher density. The purpose of this PD classification is to insure minimization of conflict between existing agricultural/residential uses on the north and west of the area. Single family units should be constructed as a buffer between existing uses and new duplex units or, as an alternative, single family and duplex lots should be mixed and lot sizes varied so as to minimize conflict. The overall density must not exceed 10 dwelling units per gross acre.

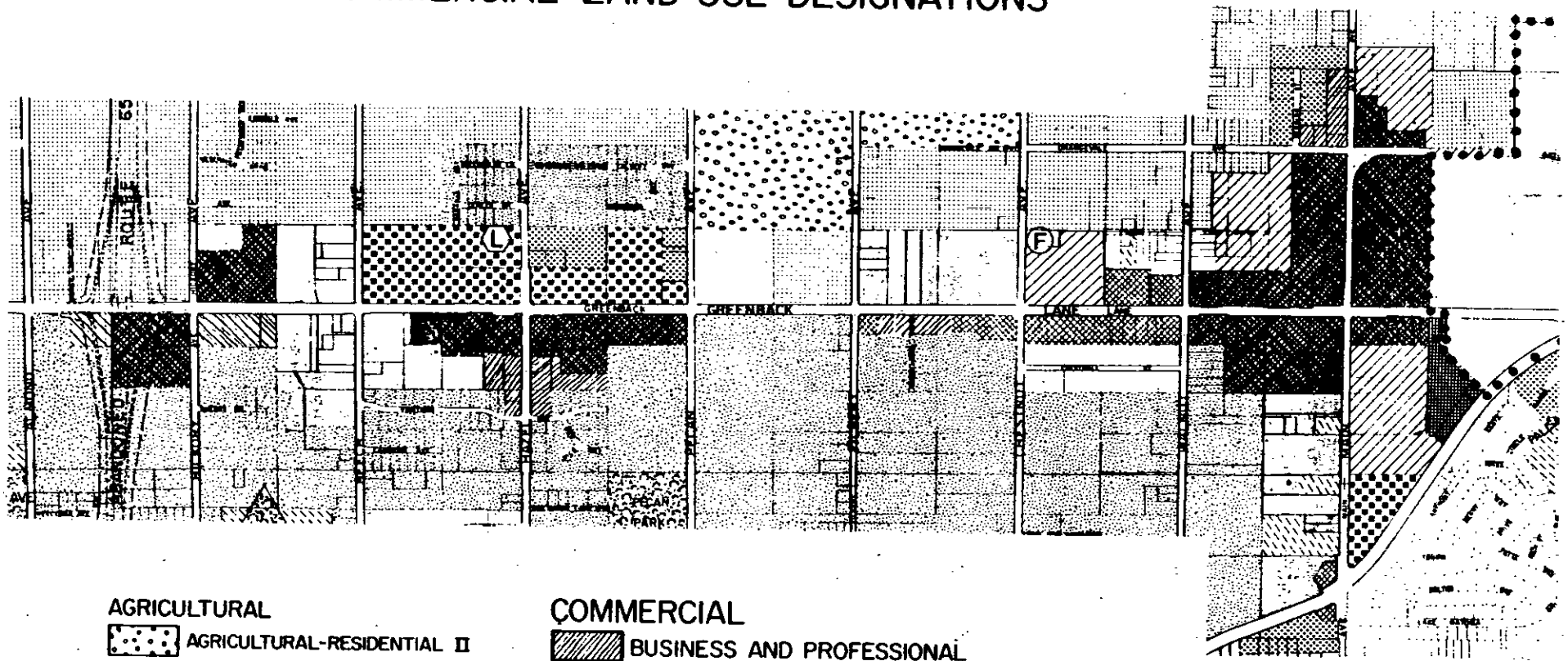
COMMERCIAL AREAS

As indicated on Map 5 of this report, the Greenback/Main Corridor is the commercial focus of the Orangevale community. Major nodes of activity occur at the Greenback/Hazel intersection and at the Greenback/Main intersection with decreasing levels of use spreading east and west from those nodes. One of the factors considered in formulation of the objectives of the plan was provision for some residential development along Greenback Lane, between commercial nodes in order to prevent solid strip commercial from one end to the other.

Criticism has been levied against the existing commercial development in Orangevale for a number of reasons including appearance, lack of

Map No. 5

COMMERCIAL LAND USE DESIGNATIONS



AGRICULTURAL
- AGRICULTURAL-RESIDENTIAL II
- AGRICULTURAL-RESIDENTIAL I

RESIDENTIAL
- RESIDENTIAL DENSITY 2
- RESIDENTIAL DENSITY 4
- RESIDENTIAL DENSITY 5
- RESIDENTIAL DENSITY 10
- RESIDENTIAL DENSITY 30
- MOBILE HOME

COMMERCIAL
- BUSINESS AND PROFESSIONAL
- SHOPPING CENTER
- OTHER RETAIL
- GENERAL COMMERCIAL
- AUTO COMMERCIAL

RECREATION
- EXISTING PARKS

COMMUNITY FACILITIES
- PUBLIC/QUASI-PUBLIC
- (L) LIBRARY
- (P) POST OFFICE

N

0 400 800 1600
SCALE IN FEET

viability in coping with competition from Sunrise Mall and inability to provide sufficient services to residents.

In analyzing these complaints, the staff and Advisory Committee members considered several factors. For example, it was assumed that Sunrise Mall and related complexes would serve a large portion of the retail shopping needs of Orangevale residents for years to come. For this reason the commercial proposals of the Committee have stressed the General Commercial category. These areas may include such facilities as building trades service yards, lumberyards and other heavy commercial activities, but may also include less intensive uses. The General Commercial category has been designed to group these uses together in several complexes along Greenback Lane. The relative scarcity of this type of development in both the Citrus Heights and Fair Oaks plan areas points to the viability of general commercial services in this area. This opinion was corroborated by the members of the Planning Advisory Committee who were involved in commercial activities in the community. Several new areas have been provided for expansion of general commercial services on the revised plan.

The previously mentioned objective of localizing and intensifying commercial areas was also strongly weighed. It was felt that architectural control would be a more plausible option if commercial development was strongly localized.

Table 17 shows the amounts of various types of commercial acreage under the 1970 Plan, the 1976 Plan, current zoning, existing land use and what the County commercial standards would require at two levels of population projection for 1990. From this table it can be seen that the proposal meets or exceeds the recommended commercial requirements except in two instances;

1. The combined shopping center/other retail acreage would be slightly less than the 1990 requirements if a 5.0 percent growth rate is assumed.

2. The auto commercial acreage is less than required for both the 2.5 and 5.0 percent growth rates.

Both of these shortcomings are strongly mitigated by existing facilities in other nearby areas however, and no real shortage of shopping center or auto commercial facilities are foreseen for Orangevale residents.

The staff concurs that a general commercial emphasis provides the best alternative for healthy future commercial activity in Orangevale.

Public uses, open space and recreational facilities are covered in Chapter 5 of this report.

TABLE 17

COMMERCIAL ACREAGE

	1970 Plan	1976 Plan	Current Zoning	Current Land Use	1990[4] Requirements - Based on 2.5 Percent Growth Rate	1990 Requirements - Based on 5.0 Percent Growth Rate
SHOPPING CENTER	48[1]	46.0	50	14	54[5]	77[6]
OTHER RETAIL	41	18.0	47[3]	27	-	-
BUSINESS & PROFESSIONAL	19	22.0	13	5	5	8
GENERAL COMMERCIAL	101[2]	104.0	74	43	35	50
AUTO COMMERCIAL	7	7.0	7	7	21	31
TOTAL COMMERCIAL ACREAGE	216	197	191	96	115	166

[1] All figures given in gross acres

[2] Included in this figure are 40 acres of commercial manufacturing

[3] Shown as Limited Commercial on the Zoning Map

[4] From Sacramento County Commercial Areas Land Use Plan, 1970, p.13, Table II, Commercial Area Space Needs, "Normal Standards"

[5 & 6] Includes both SC and OR categories. The County Standards do not differentiage between these.

ZONING CONSISTENCY

Bringing the zoning into consistency with the community plan map will be the major legal tool for implementing the Plan's policies. Consistency will be determined according to the matrix in Figure 2. In Orangevale there was a considerable number of existing lots which were not consistent with the Plan. These "grandfathered" lots have been identified on Map 6 and will not be expected to be brought into strict consistency. All other areas will be made consistent.

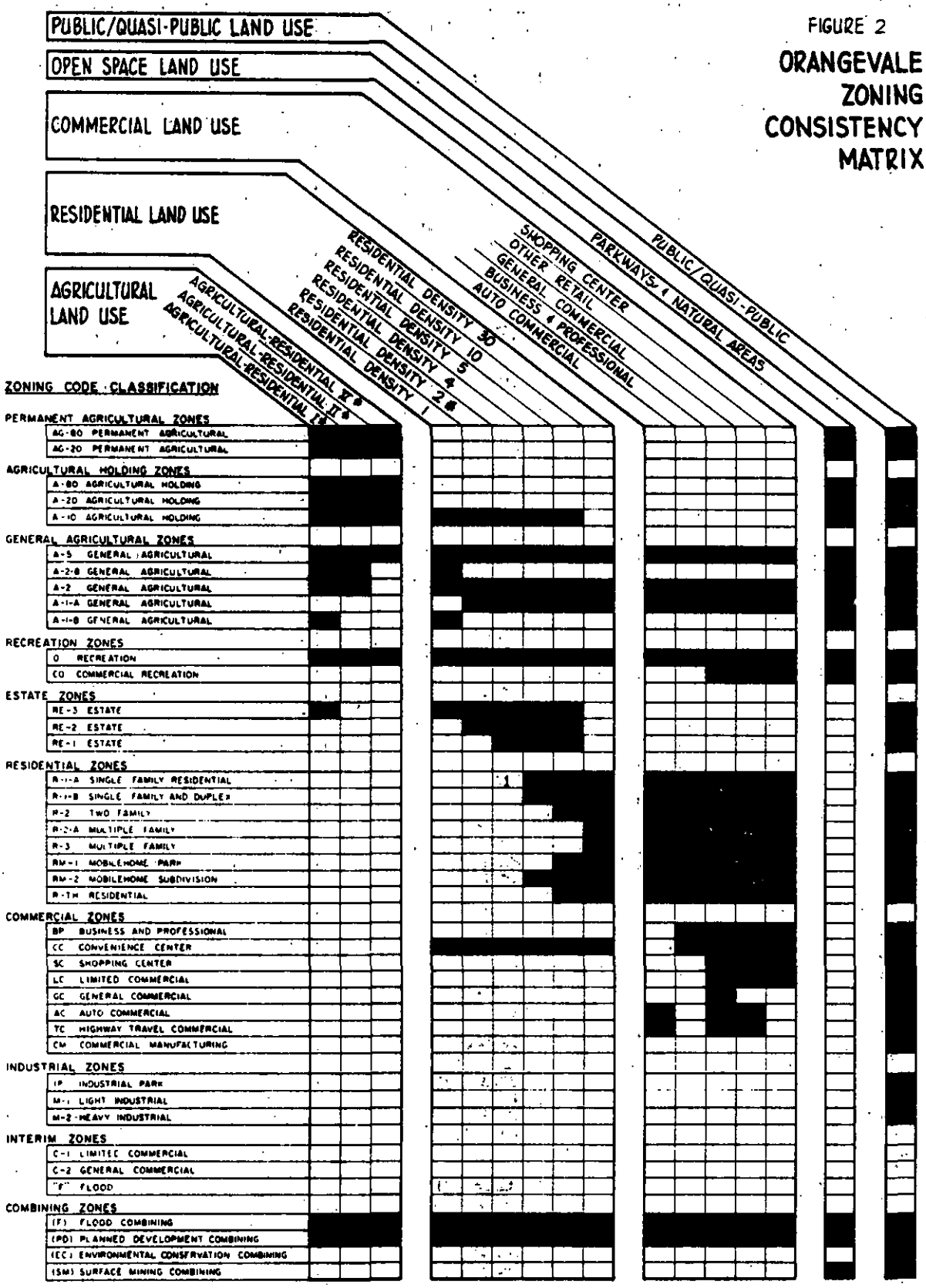
The difficulty in differentiating between the community plan land use designations (a policy level designation) and zoning (the legal implementation of policy) was frequently expressed by residents during the Plan hearings. It is hoped that this may be reconciled in the future by a consolidation of the two concepts.

In addition to the standard zoning consistency matrix as shown in Figure 2 the following consistency principles apply to the PD designations on the Plan:

Land Use Designation	Consistent Zones
AR-II(PD)	A-2(PD) A-5(PD)
RD-2(PD)	RE-2(PD) RE-3(PD) A-1-A(PD) A-2(PD)
RD-10(PD)	A-1-A(PD) R-1-A(PD) R-1-B(PD) RTH(PD) R-2(PD) RE-1(PD) RE-2(PD) RE-3(PD)

FIGURE 2

ORANGEVALE ZONING CONSISTENCY MATRIX



NOTES:

1. CONSISTANT PROVIDED THE DENSITY OF SUBDIVISIONS DOES NOT EXCEED FOUR LOTS PER ACRE.

* EXISTING DEVELOPMENT IN THESE LAND USE CATEGORIES THAT WILL BE MADE NONCONFORMING BY ADOPTION OF THE PLAN AND ARE SHOWN ON EXHIBIT "A". THESE AREAS GENERALLY WILL NOT HAVE EXISTING ZONING ALTERED TO CONFORM TO THE PLAN.

MAP NO. 6

LOTS NOT CONSISTENT WITH PLAN PROPOSAL

CHAPTER 4

TRANSPORTATION

AUTOMOBILE

The private automobile is beyond question the dominant mode of transportation to and from Orangevale. The 1975 census indicated that 73.9 percent of all primary wage earners in Orangevale rode in a private automobile on the previous working day (with 1.3 percent not responding and 20.3 percent not having worked on the previous day). Only 3.5 percent indicated that they used some other mode of transportation to get to work.

The abandonment of Route 65 as a major highway alignment by the California Department of Transportation has serious implications on the future level of transportation facilitation into the area, as well as land use ramifications. The existing grid network of surface roads will continue to be the basis of the transportation system. The 1975 Regional Transportation Plan shows Greenback Lane and Madison Avenue as "Urban Principal Arterials" running east from Interstate 80 through the area and Hazel Avenue running north from Interstate 50. Each of these are now four lane roads (Hazel to Oak Avenue only) with limited access encouraged. The Major Street and Highway Plan of Sacramento County designates Madison Avenue as an "Expressway" with eventual 110 ft. width and frontage roads, if required. Greenback Lane is shown as an existing "Thoroughfare" with eventual 110 ft. width and Oak Avenue, east of the abandoned Route 65 alignment, is shown as a proposed "Thoroughfare." Kenneth, Hazel, Main (south of Oak) and Oak (west of Rt. 65) Avenues are shown as existing "Arterials" with 84 ft. rights-of-way, although only Hazel Avenue (south of Oak) is currently developed to four lanes. Main Avenue (north of Oak) is shown as a proposed "Arterial." With the change to lower density development in some of the area, there is need to reanalyze the designation of some of the major streets in a factual study with reductions and increases in width, both possibly being recommended.

The remaining area is served by a grid system of 60 ft. collector streets feeding into the arterials and thoroughfares. Existing subdivisions are served by 42 ft. minor residential streets. There exists a number of dead-end streets spotted throughout the area. Although this was not voiced as a particular concern by the Citizens Advisory Committee, design of future development should resolve these situations, wherever possible.

As of April 1976, the County Public Works Department had no plans for further street widenings in Orangevale. However, it is proposed that, as developments occur, necessary widenings to conform to the Master Streets and Highways Plan and the installation of frontage improvements will be required concurrent with development. If the low density land use policies of the Plan are carried through, there should be little real need for further widenings. Daily traffic flow at major intersections were as follows:

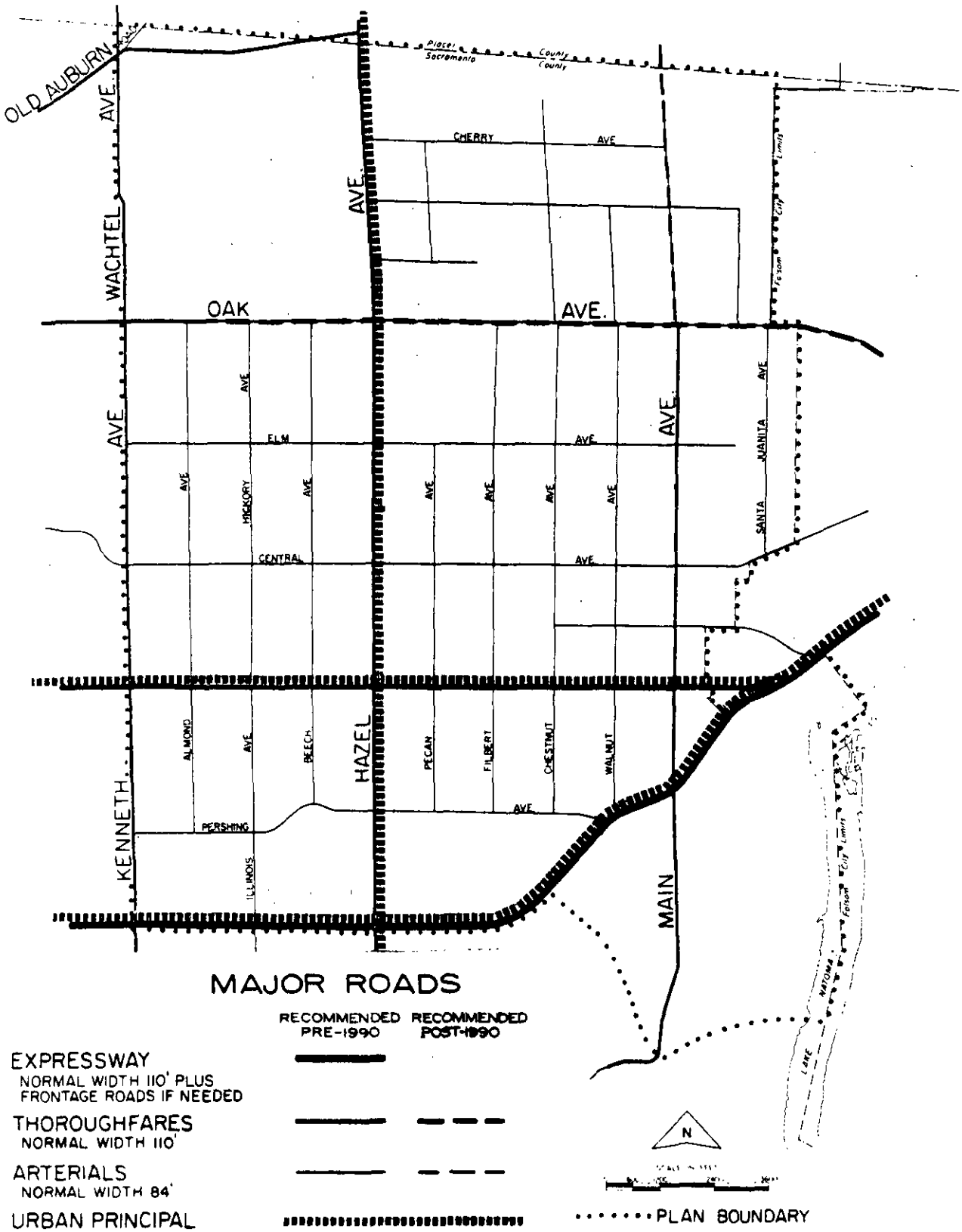
Hazel and Madison	-	27,600
Hazel and Greenback	-	23,760
Hazel and Oak	-	12,230
Kenneth and Madison	-	18,030
Kenneth and Greenback	-	14,590
Greenback and Main	-	10,540

MAP NO. 7

MAJOR STREETS AND HIGHWAYS

ORANGEVALE STUDY AREA

ORANGEVALE COMMUNITY PLAN



MAJOR ROADS

	RECOMMENDED PRE-1990	RECOMMENDED POST-1990
EXPRESSWAY NORMAL WIDTH 110' PLUS FRONTAGE ROADS IF NEEDED	▬▬▬	
THOROUGHFARES NORMAL WIDTH 110'	▬▬▬	- - -
ARTERIALS NORMAL WIDTH 84'	———	— — —
URBAN PRINCIPAL ARTERIALS	▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪▪	

PLAN BOUNDARY

SOURCE: REGIONAL TRANSPORTATION PLAN - 1995 & MAJOR STREET AND HIGHWAY PLAN - SACRAMENTO COUNTY.

Although seemingly high, these figures are small compared to the 47,200 along Watt Avenue near La Riviera Drive, or the 47,800 at Madison and Garfield. Nevertheless, some congestion is now experienced at intersections just outside of Orangevale, such as at Sunrise and Greenback, and the situation is not expected to improve.

TRANSIT

Transit ridership is low in Orangevale (1.6 percent as compared to 2.6 percent Countywide). As of July 1976, the Sacramento Regional Transit District has five lines serving the Orangevale area; 2 local and 3 express. The local lines (23 and 24) pick up along Greenback and Madison, respectively; and each serve Sunrise Mall, Foothill Farms, Country Club Center, Arden Fair and Downtown Sacramento. Two expresses (27 and 37) pick up along Greenback Lane in Orangevale and subsequently depart Sunrise Mall for I-80 and downtown. The third (83) follows an analogous routing along Madison Avenue. Roseville, McClellan and Mather Air Force Bases are accessible, although one transfer is required. The staff presently feels that Greenback Lane and Madison Avenue will continue to be the logical routes for bus service to Orangevale during the next 5-6 years.

A Folsom mini-bus shuttles people between the Main and Greenback area and Folsom. Perhaps the most important impetus to transit ridership in the area (besides increasing fuel costs) will be the expansion of park-and-ride facilities at Sunrise Mall in conjunction with improved express bus service to employment centers. Other centers besides Downtown Sacramento should seriously be considered as possible destinations for express service.

OTHER MODES

Several senior citizen service organizations shuttle elderly residents for various activities at no charge. Taxi service is expensive, but available.

The Sacramento Bikeways Master Plan calls for on-street bike lanes along the length of Kenneth, Oak, Central, Pershing, Madison and Main (to Oak) Avenues, and an off-street recreational route following the SMUD easement from Kenneth Avenue, north of oak, northeasterly to the County line, and then southeastly to the Folsom city limits. As of April 1976, there were existing on-street bikeways on Madison, Hazel (south of Central) and Oak (west of Hazel) Avenues. Near-term proposals include on-street facilities between Central and Oak Avenues on Hazel Avenue, between Hazel and Main Avenues on Oak Avenue, and between Madison and Oak Avenues on Main Avenue.

Although only one-half of one percent of the census respondents had ridden their bicycles to work, the bicycle could become a more important link in the transit system if improved park-and-ride facilities (e.g., bike lockers) were provided along transit routes.

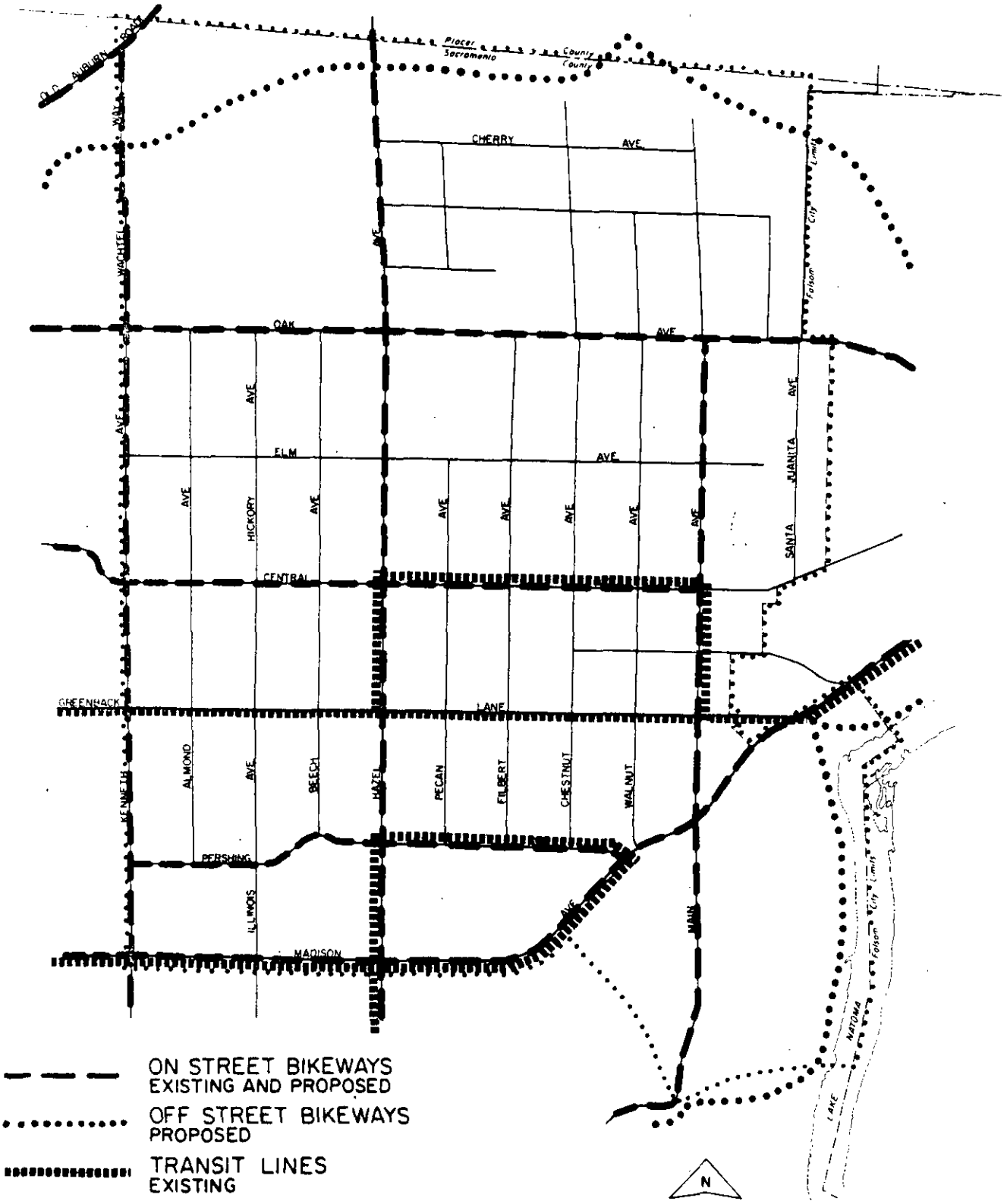
Equestrian activity is frequent in Orangevale but is largely recreational. Some agricultural use was noted. Several residents have suggested development of streets with dirt paths instead of sidewalks to encourage use of this mode.

MAP NO. 8

BIKEWAYS AND TRANSIT LINES

ORANGEVALE STUDY AREA

ORANGEVALE COMMUNITY PLAN



ON STREET BIKEWAYS EXISTING AND PROPOSED

OFF STREET BIKEWAYS PROPOSED

TRANSIT LINES EXISTING

PLAN BOUNDARY

SOURCE: REGIONAL TRANSIT INTERIM SYSTEM MAP.
SACRAMENTO COUNTY BIKEWAY MASTER PLAN.

CHAPTER 5

PUBLIC FACILITIES

SCHOOLS

The San Juan Unified School District provides public school services and facilities for the entire Orangevale community area for all grades, kindergarten through 12th. Table 18, showing capacity vs. projected 1976-77 enrollment, points out some immediate problem areas as well as some longer range considerations.

The table indicates that aside from an immediate problem at Twin Lakes Elementary School, which could be addressed by a boundary adjustment, the real crunch is in the intermediate schools. The near capacity enrollment at Louis Pasteur is expected to worsen to 300 students over-capacity by 1980 if no further development occurred. The District is at this time aware of the situation and is in the process of site selection for a new school, probably in the vicinity of Fair Oaks Boulevard and Greenback Lane in Citrus Heights. Construction, however, is contingent upon additional funds from a bond issue. The District is not anticipating problems at the high school level over the next ten years.

A new elementary school north of Oak Avenue in Citrus Heights may affect some students in northwest Orangevale. The proposal discussed in the 1975-90 School District Comprehensive Plan for an elementary site near Main and Oak Avenues by 1990 does not appear feasible at this time.

The La Vista Continuation High School on Almond Avenue is regional in nature and is not expected to pose attendance problems.

Private school enrollment figures are difficult to obtain by community area. The following private schools operate within Orangevale:

Desiderata Community School	ungraded	30 students
Orangevale Christian Day School	1-12	5 students
Orangevale Seventh-Day Adventist School	1-8	70 students

The public school units/student factors shown in the following table reflect the private school enrollment and it has thus been considered in the computation of capacity. The percentages enrolled in private schools are not expected to change significantly in the near future.

The figure of 2127 new units accommodatable under present elementary school capacity is probably accurate to within 10± percent without extensive busing. This does not compare favorably with the 5530 new units possible under the Plan (3573 single family, 910 duplex-townhome and 1047 apartment). Reanalysis of the situation will be required after approximately one-half the current vacant holding capacity is utilized. No serious problems should ensue before 1990 under either the straight line or most probable population projections, or before 1983 under the very high projection. If a sustained 5.0 percent growth rate is encountered, problems at the elementary level will be evident in the mid-1980's. The school district planning staff concurs that

TABLE 18

SCHOOL CAPACITIES

Grades	School	Capacity	Projected 1976-77 Enrollment	Excess Capacity	% Allocated to Orangevale	New Orangevale Students Accommodatable	Housing Units Per Student*	New Orangevale Units Accommodatable
K-6	Oakview	668	571	97	75	73	2.2	161
	Green Oaks	500	256	244	100	244		537
	Coleman	479	389	90	40	36		79
	Orangevale	355	283	72	100	72		158
	Roberts	668	411	257	100	257		565
	Pershing	608	453	155	50	78		171
	Twinlakes	389	383	6	50	3		7
	Palisades	515	311	204	100	204		449
	TOTAL	4182	3057	1125		967		2127
7-8	Louis Pasteur	1093	1087	6	40	2	5.9	12
	Andrew Carnegie	1225	1130	95	15	14		83
	TOTAL	2318	2217	101		16		95
9-12	Casa Roble	2088	1763	325	40	130	5.0	650
	Bella Vista	2153	2107	46	15	7		35
	TOTAL	4241	3870	371		137		685

*SJUSD Averages for Northeast Area schools.

the district would have problems accommodating the higher growth rate projections. They view a population of 26,000 as maximum accommodatable without new schools being built. Under current funding limitations, the necessitation of a new school should be avoided.

PARKS

The demand for parks is lower in north Orangevale because of other open space available. In the southern portion, more sites are required to accommodate the generally higher densities there.

The Sunrise Recreation and Park District is the agency responsible for the provision of park services to all of the Orangevale community area except the southwest and southeast corners which are under the auspices of the Fair Oaks Recreation and Park District. Orangevale is at the eastern end of the Sunrise District which extends westward to Roseville Road. Madison Avenue basically constitutes its southern boundary, except in Orangevale where Pershing Avenue is the south boundary west of Hazel Avenue, and a line extending southeasterly from the intersection of Madison Avenue/ Blue Ravine is the south boundary on the eastern side of Orangevale.

The District currently has seven acquired sites in Orangevale. The following table indicates each site's location, size and existing and proposed facilities. There are currently no new sites proposed by the Sunrise District. The Fair Oaks District Master Plan indicates a site planned in the vicinity of Roberts school; however, acquisition will be a problem there.

In addition to the locally oriented park system, the Sacramento County Park and Recreation Department has approved plans and begun acquisition for a 64-acre regional park at the Indian Stone Corral (Robber's Roost) site along the County line between Cherry and Mountain Avenues in northeast Orangevale. This site has natural amenities (creek, trees, rock outcroppings, wildlife, etc.) which lend themselves to hiking and riding. The development plans are oriented toward provision of natural areas for educational and recreational hiking. The park will be regional, rather than community in nature, but will be a definite asset to the Orangevale area.

(See the Transportation section of this report for a description of the Bikeways System.)

Several large open areas under State ownership remain in the southeast portion of the community along Lake Natomas.

The Goals and Objectives of the Plan stated that future park facilities should be concentrated south of Greenback Lane. This is a logical suggestion in light of the higher densities there and is being recognized by the park planners.

TABLE 19

PARK FACILITIES

Site	Location	Size	Existing Facilities	Proposed Facilities
Orangevale Community Park	N. of Elm between Hazel and Filbert	76 acres	Ball Fields Tot Lot Turf Area Horse Riding	Picnic Areas Trail System Campfire Arena
Orangevale Youth Center	Hazel, N. of Central	5.5 acres	Community Center Bldg. Ballfield Tot Lot	N/A
Almond Avenue Park	Almond, N. of Pershing	9 acres	Turf Area Picnic Area Pond	Ampitheater
Pecan Park	Pecan, N. of Pershing	10 acres	N/A	Picnic Area Tot Lot
Palisades Park	Lake Natoma Dr., N. Palisades School	1.5 acres	N/A	Turf Area Picnic Area Tennis Courts
Snipes-Pershing Park	Snipes Blvd. S. of Pershing	4.5 acres	Tot Lot Picnic Area	Additional Picnic Open Multi-Use Horseshoe Pitching
Rollingwoods Park	Main Ave. in Rollingswood Subdivision	7* acres	N/A	Natural Area Picnic Area Tot Lot

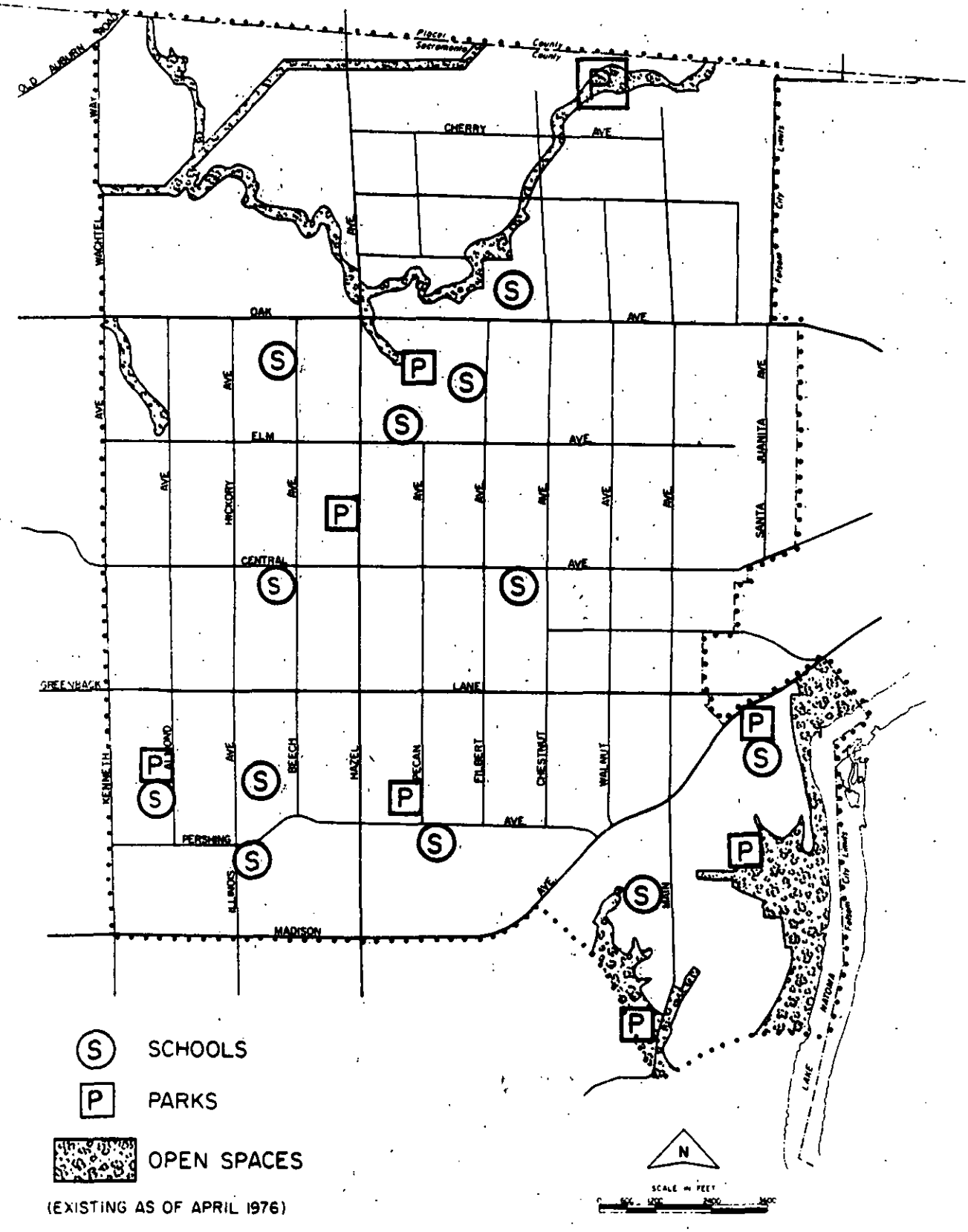
*3.5 acres in Fair Oaks Park District

MAP NO. 9

SCHOOLS, PARKS & OPEN SPACES

ORANGEVALE STUDY AREA

ORANGEVALE COMMUNITY PLAN



(EXISTING AS OF APRIL 1976)

LIBRARIES

The Sacramento City/County Library System Master Plan Element for Library Physical Development outlines sweeping changes in the library system for the County. The regional concept of 8000-12,000 sq. ft. facilities with improved services at each is at the basis of the plan proposals. Three new facilities have recently been opened under this concept and two more are currently under construction.

The projected completion of the 12,000 sq. ft. Fair Oaks/Orangevale Branch at Madison Avenue and Fair Oaks Boulevard in August 1976, tentatively means that the currently operating 3200 sq. ft. Fair Oaks Branch and the 4454 sq. ft. Orangevale Branch (at Hazel and Greenback) will close. An analysis of the population base which is projected to be served by the new branch (i.e., all of Fair Oaks and Orangevale and part of Citrus Heights) tends to corroborate the decision to close the two branches. The future population in the Fair Oaks/Orangevale service area is much less than that projected for either the Sylvan Oaks or Rancho Cordova areas, which are both going to be highly overcrowded by 1990. (Roughly 70,000 compared to 100,000 and 90,000, respectively.) All three branches have maximum service area populations of 50,000 for continued optimum performance, according to the Library Master Plan.

Retention of a community facility in Orangevale was stated by the Orangevale Community Planning Advisory Committee as an objective of the Orangevale Community Plan, although no clear-cut implementation plan was proposed. The Planning staff feels that a smaller branch in Orangevale is advisable, both from a community-oriented viewpoint and from the viewpoint of relieving pressure on the regional branches. This opinion is further strengthened by the excessive distances, in some cases more than four miles, which some Orangevale residents would have to travel to get to the regional branch. However, increased fiscal stress may make this option untenable. It is suggested that utilization of mobile library service be examined which could provide a regularly scheduled stop in the outlying areas of the Orangevale community. This would serve to resolve the problem of excessive distances which some Orangevale residents would have to travel.

FIRE PROTECTION

Fire protection services in Orangevale are provided by the Citrus Heights Fire District (north of Pershing Drive) and the Fair Oaks Fire District. The two districts have Insurance Services Office (ISO) ratings of five and six, respectively, which are considered average for suburban fire districts. The existing stations on Chestnut, just north of Greenback, and on Illinois, just north of Blythe are the only facilities within the boundaries of Orangevale. A third site, at Kenneth and Oak Avenues, has been planned for several years but is not yet finally approved. A station outside the community at Hazel Avenue and Roediger Lane in Fair Oaks serves Orangevale south of Pershing Drive. A possible new site near Main and Buffalo Avenues is being considered by the Fair Oaks District for improved service to the southeast Orangevale/Rollingwoods area. The nearest other Citrus Heights District station is on Greenback Lane near Mariposa Ave.

Service to Orangevale is generally considered to be good within both districts with response times averaging three minutes. Development of the site at Kenneth and Oak would, however, constitute a definite improvement in service to northern Citrus Heights and Orangevale, which are currently the farthest from existing facilities.

SEWER SERVICES

The Northeast County Sanitation District oversees sanitary sewage facilities throughout Orangevale. Map 10 shows the areas not currently served by sewers. Areas not served have limited development potential and are shown on the Plan in larger lot sizes. Extension to particular parcels or groups of parcels may occur on a piecemeal basis. The Water Quality Division of the County Public Works Department indicates that sewer assessment districts for the areas presently unsewered will be formed although no schedule had been set as of July 1976. The County Health Department has indicated that most of this area has poor soil conditions for private disposal systems. The Plan attempts to include those areas in larger lot designations.

WATER

The Citrus Heights Irrigation District, Fair Oaks Irrigation District, Orangevale Mutual Water Company, and the San Juan Suburban Water District each provide water service to specified areas in Orangevale. In addition to its retail business, some of which is in eastern Orangevale, the San Juan Suburban Water District wholesales water to the other three agencies named above. San Juan is a part of the San Juan Community Services District which has authority to provide many services besides water. The San Juan Suburban was formed to provide and protect water rights for the other three, and actually includes them within its boundaries. Supply is plentiful and it is generally felt that other agencies could be served as well.

The Citrus Heights Irrigation District is an independent special district serving portions of western Orangevale. It purchases most of its water from San Juan Suburban but also pumps from seven wells. It is governed by an elected three-member board and has an elected Assessor/Collector.

The Fair Oaks Irrigation District serves portions of southern Orangevale and has supply and governing mechanisms similar to Citrus Heights.

The Orangevale Mutual Water Company is a mutal, non-profit company which services most of central Orangevale. It supply is totally from San Juan Suburban. It is governed by a stockholder-elected, five-member board.

Map 10 indicates areas not currently serviced by water facilities.

SOLID WASTE

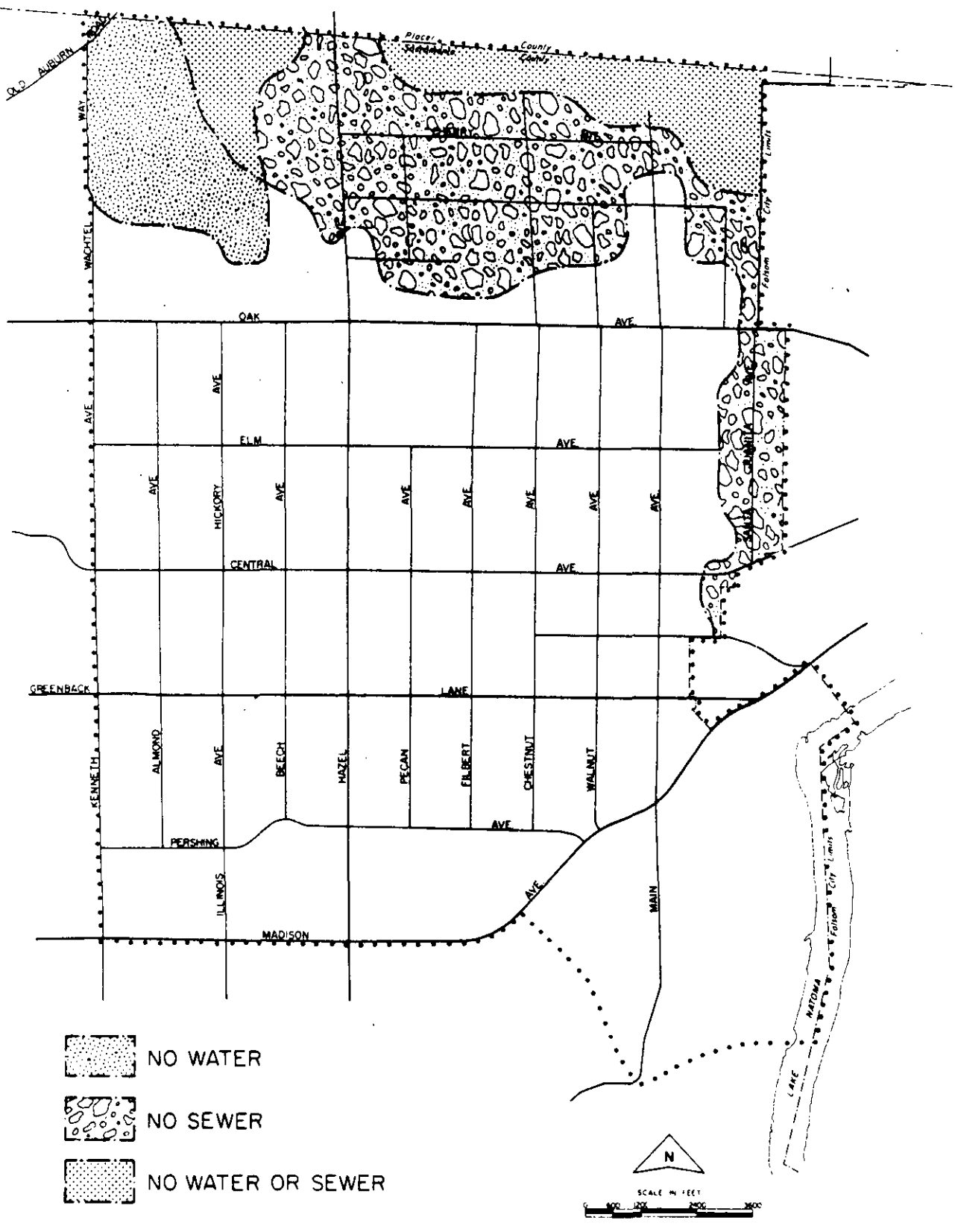
Residential solid waste material in Orangevale is handled by the publicly-operated Sacramento County Refuse Enterprise. All material must be containerized and anything in excess of two standard cans must be placed at curbside.

MAP NO. 10

UTILITIES COVERAGE

ORANGEVALE STUDY AREA

ORANGEVALE
COMMUNITY
PLAN



COURTESY DONN C. REINERS
PLANNING CONSULTANT.

Commercial waste is handled by any one of six private permittees who compete openly throughout Sacramento.

No local problems are anticipated in this area within the scope of this Plan period.

OTHER AGENCIES PROVIDING SERVICES TO ORANGEVALE
(This listing makes no claim to comprehensiveness)

Granite Resource Conservation District - inactive
Metropolitan Storm Drainage District
Sacramento County Street Lighting Maintenance District
Fair Oaks Cemetery District
Sacramento Municipal Utility District
Pacific Gas & Electric Company
Pacific Telephone & Telegraph Company
Roseville Telephone Company
Sacramento County Air Pollution Control District
Sacramento-Yolo Mosquito Abatement District

CHAPTER 6

FUTURE DIRECTIONS

PLAN IMPLEMENTATION

The Orangevale Community Plan Land Use Map represents a blueprint for the future physical development of Orangevale. It establishes policy guidelines to be followed by public and private entities in the proposal and development of projects in the area.

Zoning consistency will go a long way toward physical plan implementation and is viewed as a major step in that process. However, a number of objectives listed in the Plan will not be addressed by constraints on the use of the land alone, but will require positive action by community members, private developers and government officials.

For example, the desire for a library facility, a second fire station or improved school service will not be directly addressed by the land use plan. Nor will the need for architectural review, increased investment in commercial development or construction of needed multiple family rental units in affordable price ranges. These problems will have to be addressed by the ongoing efforts of community interest groups, individual investors and governmental bodies. The Orangevale Community Planning Advisory Council is charged with the ongoing monitoring of the Plan from the viewpoint of the community. They may be able to provide the nucleus for initiation of requests for ad hoc committees or other actions to deal with special problems such as libraries, schools or other specific concerns.

As a minimum, the following actions should be taken to implement the goals and objectives of the Plan and to address the various problems identified in this report:

(1) Zoning should be brought into consistency with the Plan as outlined in Chater 3 of this report.

(2) The Orangevale Community Planning Advisory Council should take an active role in monitoring current plan proposals for compliance with Plan objectives.

(3) The County Public Works Department should periodically review the road designations in Orangevale based upon population assessment and implement construction programs where required. The bikeways plan should continue to be implemented.

(4) The San Juan Unified School District should take steps to alleviate overcrowding and to provide maximum use of school facilities to community residents. These steps should include a minimum use of boundary adjustments and construction of a new intermediate school, as well as improved scheduling of facility use and coordination with park districts, and development interests.

(5) The Sunrise and Fair Oaks Recreation and Park Districts should continue to actively seek and develop sites to serve the area's residents, especially in the more populated sections.

(6) The Citrus Heights and Fair Oaks Fire Districts should continue to pursue improved service facilities for the area.

If all the problems identified in the report are going to be dealt with, additional actions would have to be taken on the part of different groups or jurisdictions. These actions might include:

(1) Forming a special committee to study and propose viable architectural review standards for the commercial sector of Orangevale.

(2) Designing improved park and ride facilities along transit routes to better fit the rural orientation of the community.

(3) Forming a special committee to make recommendations on possible alternatives for improved library service to Orangevale.

(4) Clarification by LAFCO of the relationship of the Orangevale community to the City of Folsom. Does the sphere of influence of Folsom logically extend into Orangevale and, if so, to what extent?

CONCLUSION

Orangevale should remain a rurally oriented community. Emphasis should be placed on preservation of open space and continuance of agricultural pursuits. Ample room for higher density development exists in communities closer to major work centers where the emphasis is more properly placed in light of energy and air quality considerations.

However, the concerns for equity in housing opportunity expressed in recent judicial decisions cannot be ignored. The statistics indicate that Orangevale has a high percentage of existing housing in lower price ranges but do not indicate whether this trend will continue. In fact, recent housing cost analyses indicate that it will not. It is likely that Orangevale will continue as a white, middle-class suburb with de facto exclusion of moderate- and low-income families becoming an increasing trend. The dilema which exists between social and environmental goals is thus exemplified here. The question of how to address it remains. Encouragement of experimentation in housing construction is one alternative. Emphasis on maximum use of areas designated for multiple family development is another. Whether these actions will be sufficient remains unanswered. The solution definitely does not lie in proliferation of more subdivisions which basically solve neither social or environmental problems and often tend to aggravate both.

The Sacramento County General Plan strongly supports the concept that overall densities in areas on the urban fringes, such as Orangevale, should be kept down. The fact that unchecked "sprawl" creates more fiscal problems than it solves has been amply demonstrated in numerous California communities. Striking the balance is what is needed, and will require constant political attention in years to come.