



Planning and Design Commission Report

915 I Street, 1st Floor

Sacramento, CA 95814

www.cityofsacramento.org

File ID: 2018-00938

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Public Hearing Item 07

West Broadway Specific Plan

File ID: 2018-00938

Location: District 4

Recommendation: Review and comment

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Presenter: Helen Selph, Associate Planner, (916)-808-7852, Community Development Department

Attachments:

- 1-Description/Analysis
- 2-Project Scope of Work and Boundary Map
- 3-Project Schedule
- 4-Key Findings from Stakeholder Focus Groups
- 5-Public Notification Strategy for Community Workshop
- 6-Concept Plans from Community Workshop
- 7-Draft Project Objectives and Planning Principles

Description/Analysis

Issue Detail: The West Broadway Specific Plan will provide a vision for the development of a 292-acre infill area which is generally bounded by the Sacramento River on the west; U.S. Highway 50 and Broadway on the north; Muir Way and 5th Street on the east; and 4th Avenue on the south.

Various public and private sector initiatives have examined the subareas of the project area, but a comprehensive plan has never been adopted by the City. The planning process will involve the neighborhood in creating a vision for the development and redevelopment of the area. The overarching goal of the West Broadway Specific Plan is to stitch the various disparate subareas together into a cohesive plan. The Plan will also help to enhance the current Riverfront planning efforts.

An Environmental Impact Report, infrastructure finance plan and other technical documents will identify public improvements necessary to support new urban development, which will help to streamline the housing development process.

The Plan will be developed consistent with the framework of the 2035 General Plan, which anticipates a mix of traditional and urban scale housing with neighborhood commercial uses.

The purpose of this report is to advise the Planning and Design Commission of the status of this project, and to obtain feedback from the Commission on the public outreach, draft project objectives and planning principles (Attachment 7) and concept plans that were developed for the first community workshop (See Attachment 6). Staff anticipates coming back to the Commission in April 2019 as shown on the project schedule (Attachment 3).

It is anticipated that the plan will be adopted in July 2019.

Policy Considerations: The proposed project is consistent with the City's goals and policies as established in the 2035 General Plan. These policies include:

LU 1.1.4 Leading Infill Growth. The City shall facilitate infill development through active leadership and the strategic provision of infrastructure and services and supporting land uses.

LU 1.1.5 Infill Development. The City shall promote and provide incentives (e.g., focused infill planning, zoning/rezoning, revised regulations, provision of infrastructure) for infill development, reuse, and growth in existing urbanized areas to enhance community character, optimize City investments in infrastructure and community facilities, support increased transit use, promote pedestrian- and bicycle-friendly neighborhoods, increase housing diversity, ensure integrity of historic districts, and

enhance retail viability.

H-1.3.5 Housing Type Distribution. The City shall promote an equitable distribution of housing types for all income groups throughout the city and promote mixed income neighborhoods rather than creating concentrations of below-market-rate housing in certain areas.

H-1.2.2 Compatibility with Single Family Neighborhoods. The City shall encourage a variety of housing types and sizes to diversify, yet maintain compatibility with, single-family neighborhoods.

H-1.2.5 Neighborhood Input on Development. The City shall continue to work with neighborhood associations and residents through the planning and delivery of residential development to ensure that neighborhoods are safe, decent, and pleasant places to live and work.

Economic Impacts: The economic impacts of the West Broadway Specific Plan will be an increase in housing and economic activity in and around the project area which will support more small and medium sized businesses and job growth.

Environmental Considerations: No project is being proposed at this time. Staff is only presenting information and seeking Commission and public input. Environmental review pursuant to CEQA will be conducted prior to the adoption of the West Broadway Specific Plan.

Public Comments: On May 8, six stakeholder focus groups were convened to obtain preliminary information about the issues that would be used to inform the community workshop. These focus groups consisted of business interests and the Greater Broadway Partnership, neighborhood associations and property owners, schools and school district representatives, representatives/residents of Alder Grove, Marina Vista, and William Land Park Woods, and representatives of community-based organizations. A summary of the key findings from the stakeholder focus groups is included as Attachment 4.

On July 25, the City hosted a community workshop and scoping meeting to obtain input from the community on conceptual plans developed by the consultant team. A second community workshop is planned for January 2019. The concept plans from the community workshop have been included as Attachment 6.

Sustainability: The preparation of a specific plan for the project area will facilitate infill development, reuse, and reinvestment in an existing urbanized area. Increased housing opportunities near the urban core will reduce long commutes and dependence on the use of the private automobile, reduce the use of fossil fuels and greenhouse gas emissions, and help meet air quality standards.

Commission/Committee Action: Not applicable

Rationale for Recommendation: The West Broadway Specific Plan will include land use regulations and policies designed to streamline the housing development process and support new development in the Plan area, consistent with the 2035 General Plan, which includes a mix of traditional and urban-scale housing with neighborhood commercial uses. It will also consider a new vision for Miller Park and the Sacramento Marina.

Project Scope of Work

Project Boundary

The 270-acre study area is generally bound by the Sacramento River on the west; U.S. Highway 50 and Broadway on the north; Muir Way and 5th Street on the east; and 4th Avenue on the south, as shown on the map below.



Scope of Work

The scope of work includes the preparation of a specific plan and environmental impact report (EIR) for the study area shown above and the following related technical documents:

1. An existing conditions analysis that will include:
 - A review of historical development patterns of the study area, relevant studies, plans, or other documents.
 - A preliminary investigation and overview of known, eligible, and designated historic and cultural resources in and adjacent to the plan area, including the New Helvetia Historic District (listed in the National Register for Historic Places).
 - A transportation and traffic analysis, including peak period traffic counts, traffic signal timings, controls, lane configurations, posted speed limits, and crosswalks.

2. An infrastructure analysis of existing systems within the study area, including the combined sewer system, water, gas, electric, telecommunications, street lights, traffic signals, separate sewer and drainage systems. The analysis will examine any existing known system deficiencies and anticipated growth impacts from the PUD area and potential affordable housing site redevelopments.
3. The Specific Plan will include land use regulations and policies designed to streamline development envisioned for the area consistent with the 2035 General Plan, which includes a mix of traditional and urban scale housing with neighborhood commercial uses. Tasks include:
 - Development projections for the 10-year and 2035 buildout horizons.
 - Identify General Plan and zoning changes needed to facilitate development according to the Plan.
 - Prepare goals, policies and implementing actions for land use and urban form.
 - Prepare land use plans, design guidelines, and standards to support the vision.
 - Identify community amenities necessary for a complete neighborhood.
 - Prepare a circulation plan that will identify vehicular, pedestrian, bicycle, and transit improvements that are needed.
 - Prepare an infrastructure plan that will identify infrastructure needed for the 10-year and 2035-time horizons.
 - Prepare a public infrastructure financing plan that will identify funding needed for infrastructure improvements and identify financial feasibility of the Plan and financing strategies and mechanisms.
4. The Environmental Impact Report will analyze the impacts of development according to the Specific Plan for the study area.
 - The potential for redevelopment of Alder Grove and Marina Vista is uncertain at this time and is under SHRA's jurisdiction. Therefore, the Specific Plan EIR will take a very general approach to evaluating the impacts of reuse of these areas and additional environmental review (including NEPA) will be required for Alder Grove and Marina Vista.
 - Technical studies to support the EIR will include:
 - Air quality and greenhouse gas emission impacts.
 - Transportation impacts: VMT, roadway, freeway off-ramp queuing, bicycle, pedestrian, transit, and construction impact.
 - Noise analysis/modeling and recommended noise attenuation.
 - Cultural Resources study for archaeological and historic resources that may be affected by plan implementation, including the New Helvetia Historic District.

West Broadway Specific Plan

Project Schedule

Interest Based Stakeholder Meetings	May 2018
Community Workshop #1	July 2018
Public Scoping Meeting (EIR)	July 2018
Planning and Design Commission Workshop #1	July 2018
Community Workshop #2	February 2019
Specific Plan/EIR Public Review DRAFT	March 2019
Planning and Design Commission Hearing	April 2019
Final Environmental Impact Report	June 2019
City Council Hearing	July 2019

West Broadway Specific Plan Stakeholder Focus Group Interview Meeting Summary



OVERVIEW

The stakeholder focus group interviews focused on outreach to individuals or organizations that live, do business in, and/or are actively involved within the Specific Plan Area. Six groups, representing different areas of interests, were interviewed. These groups included:

- ▲ Business Groups and Owners;
- ▲ Local Neighborhood Associations;
- ▲ School Districts and Schools;
- ▲ Public Housing Community and Affordable Housing Builders;
- ▲ Private Developers and Builders; and
- ▲ Local Community Organizations.

The following provides a summary of the key themes heard from these interviews.

Key Themes / Messages from Stakeholder Interviews

- ▲ **Consider Potential Benefits to the Entire Community.** Ensure the Plan benefits the community as a whole.
 - Help facilitate redevelopment. Remove contamination in the Plan Area, including the tank farms and vacant properties in the Industrial Subarea south of Broadway.
 - Create new jobs and move-up housing opportunities.
 - Improve services for area residents.
 - Continue to improve Broadway as a regional destination. Better integrate the Plan Area with the east side of Broadway.
 - Provide a transition in density adjacent to single family neighborhoods.
 - Improve Miller Park as a neighborhood amenity and regional destination.

Site Opportunities

- ▲ **Project Area Location.** Broadway is a key city portal within 10 minutes to Downtown and other destinations in the city.
 - Once a huge entertainment mecca for the city, should focus on making Broadway a regional destination for shopping and entertainment.

West Broadway Specific Plan Stakeholder Focus Group Interview Meeting Summary



- Improve the aesthetics and gateway entrance into Broadway from Highway 50.
 - Adjacent to the river.
- ▲ **Positive Project Development Transformation Occurring with New Development in the Plan Area.**
- The Mill Project and mixed-use projects on Broadway are good additions to the area. The Mill is working with schools to develop Floyd Farm, an urban farm that will become a teaching environment for area schools and include a production garden for harvesting produce to be sold at the Mill Market, a new public market under development. The project is also coordinating with the city and State Parks on the underpass and trail to Front Street.
 - Mixed-use infill project is under way on Broadway with 60 apartments fronting Broadway and a mini self-storage behind it facing X Street and the freeway.
- ▲ **Improve Access to the River and Activate Miller Park.** Take advantage of the natural draw of the river and make it a community resource.
- Consider activating Miller Park and the marina with food and entertainment uses, as well as improved recreational activities.
 - Suggestion of the need and opportunity for the marina to be a safe place for non-motorized boating on the river.
 - Removal of tank farm sites can help activate and improve the entrance and access to the marina and provide opportunities for additional park programming and/or private uses that are more compatible with the neighborhood.

Concerns

- ▲ **State of Affordable Housing Communities.** These need improvement and better services for residents, including transit and transportation.
- ▲ **Promote a mixed-income community.**
- Mix market rate housing units with affordable housing units in the affordable housing communities. The overconcentration of low and very low income in the affordable housing communities is a concern for adjacent neighbors. Architectural design compatibility with surrounding single-family neighborhoods is needed with future affordable housing development/redevelopment.

West Broadway Specific Plan Stakeholder Focus Group Interview Meeting Summary



- Concern was expressed that more integration is needed at the schools in the Plan Area, particularly at the elementary school. seems only kids in the public housing community go to schools in the Plan Area, which doesn't result in integration.
- ▲ **Broadway Bridge Traffic.** Concern from residents that too much traffic from West Sacramento will be diverted into the area and congest highway approaches and on-ramps. Interest in making the bridge a lower volume roadway that is more pedestrian and bike-friendly and neighborhood-oriented and in diversion of traffic to other parallel streets upon crossing the bridge into Sacramento.
- ▲ **Neighborhood Safety**
 - Walkability of the area for school children; children are using informal paths and entries to school.
 - Setzer Tunnel under I-5 is not being actively used and is a safety concern for adjacent neighborhoods.
 - Loitering and homeless on the properties adjacent to and west of I-5 and people loitering or living out of cars in Miller Park.
 - Cut-through and speeding traffic through neighborhoods during commute hours to head Downtown when traffic on freeways is backed up.
- ▲ **Lack of Neighborhood Services,** such as a grocery store, community center, and other neighborhood services for area residents.
- ▲ **Neighborhood Compatibility.** Need more sensitive densities adjacent to single family neighborhoods. Affordable housing developments need to be more compatible in site and architectural design with the adjacent area.

Land Use Needs and Interests

- ▲ A neighborhood grocery store and food options with walking distance of residents in the Specific Plan Area.
- ▲ 1,000 youth are in Marina Vista and Alder Grove. There is need for youth activities, places to congregate, safe play areas, and a place to operate after school education and enrichment programs, such as a centrally located community center and/or library and swim center.
- ▲ More housing in the Specific Plan Area.
- ▲ Retail and mixed-use development on Broadway with active ground floor uses that get people out and walking around.

West Broadway Specific Plan Stakeholder Focus Group Interview Meeting Summary



- ▲ Large space for events, gathering places, and entertainment on the Broadway corridor.
- ▲ Activation of Miller Park with restaurants and event space. Suggestions also by the community to consider developing a recreation spot at the marina for water recreation and access to the river for non-motorized boating and paddling, such as kayaking, canoeing, and stand up paddling; incorporating a community-wide attraction, such as a nature center, community center / recreation center or other community facility; incorporating entertainment, such as a restaurant, amphitheater, and etc. and stringing activities on the bike route along the river.
- ▲ Tank farm lands also suggested for residential or hotel development and as a city gateway site off the Broadway Bridge.
- ▲ Adequate parking for residents and businesses in the Specific Plan Area.
- ▲ Industrial-style retail in the Industrial Subarea, similar to some of the areas around Jack London Square.
- ▲ More lunch destinations on this part of Broadway for employees in the Plan Area.

Circulation, Transportation

- ▲ Need for more pedestrian-friendly connections to Downtown and Midtown.
- ▲ Enhance bike and pedestrian access throughout the Plan Area, including safe routes to the schools, to uses on Broadway, to transit facilities, and to the marina and riverfront trails.
- ▲ Enhance the safety of streets. In particular, address cut through traffic to Downtown and speeding traffic through neighborhoods that occurs when Highway 50 is backed up. Narrow and slow down traffic on wide streets, such as 5th and Santa Buena Streets with traffic calming features.
- ▲ Sutterville Bridge to connect to Southport in West Sacramento would be another key community connection.
- ▲ Take advantage of the steam excursion train from Old Sacramento to Miller Park for accessing Broadway.

West Broadway Specific Plan

Notification Strategy for Public Workshop #1

Community Workshop Date & Time: Wednesday, July 25, 2018, 5:30 – 7:30 p.m.

Location: Laetaata Floyd Elementary School, 401 McClatchy Way, Sacramento, CA 95818

Email Notification

- Stakeholder Database

Email Reminders

- One Week Before
- Two Days Before

Flyers / Posters

- Businesses nearby project area
 - Sellands
 - Jamie's Broadway Grille
 - 5th Street Restaurant and Bar Supply
 - A1 Towing
 - Bardis Homes
 - BT Marine
 - Flawless Boxing and Fitness
 - Horizon Distributors
 - House Sacramento
 - Move Studio
 - Rubicon
 - Sacramento Marina
 - Saldviar Auto Body
 - Setzer Forest Products Inc.
- Stack of flyers for local residents
 - Marina Vista
 - Alder Grove

Electronic Newsletters

- City of Sacramento City Express Blog
- Councilmember Hansen's District Newsletter
- Councilmember Schenirer's District Newsletter

Calls and emails to Key Stakeholders

- Alder Grove Public Housing Community
- Arthur A. Benjamin Health Professions High School
- Bardis Homes
- Greater Broadway Partnership
- KXTV / ABC 10
- Land Park Community Association
- Leataata Floyd Elementary School
- Marina Vista Public Housing Community

West Broadway Specific Plan

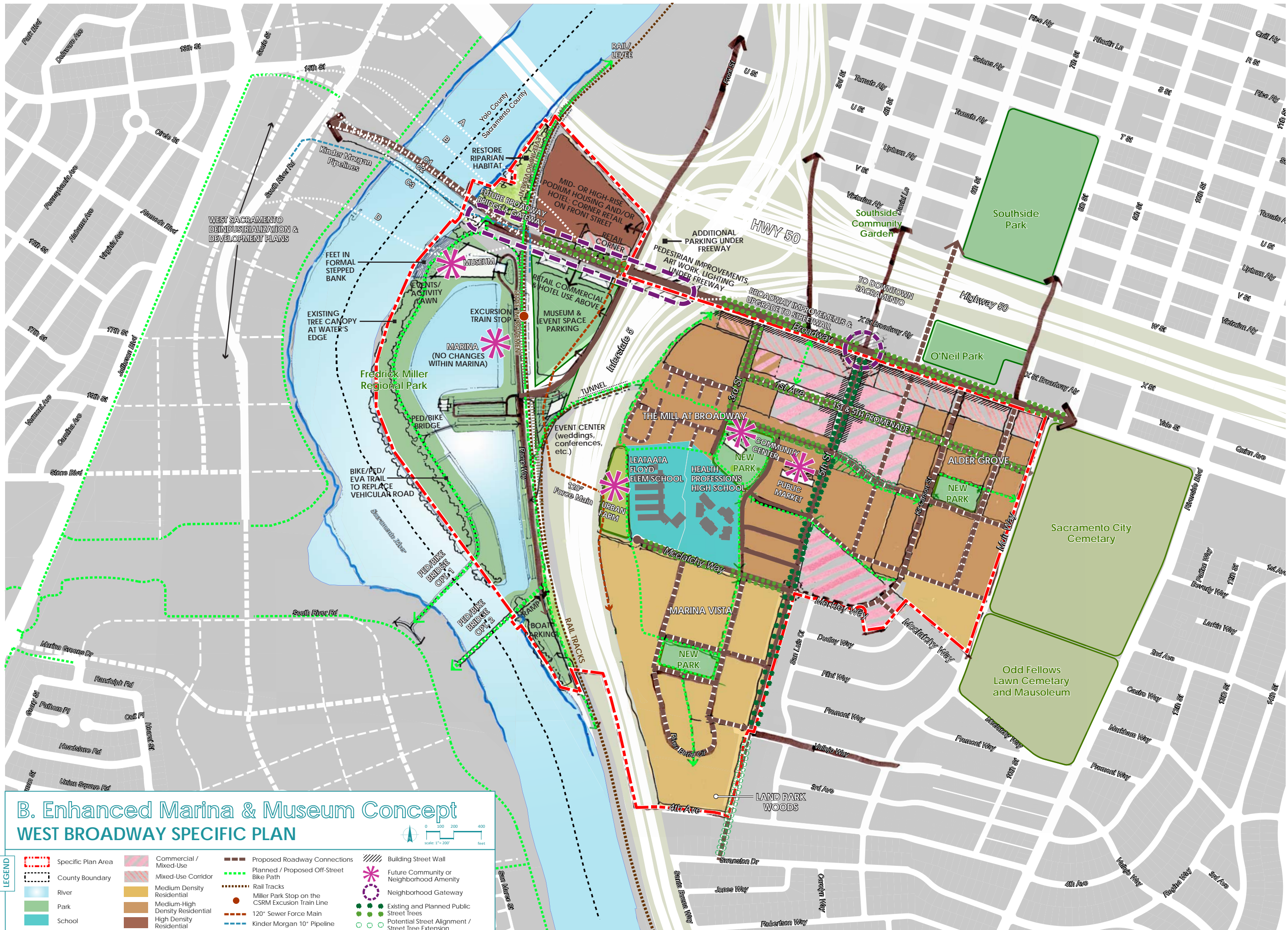
Notification Strategy for Public Workshop #1

Calls and emails to Key Stakeholders

- Mercy Housing/ William Land Woods Affordable Housing Community
- Northwest Land Park LLC
- Sacramento Area Bicycling Advocates (SABA)
- Sacramento City Unified School District
- Selland Group
- SKK Developments
- SKK Developments
- The Hodgson Company
- The Mill at Broadway Homeowner's Association
- Upper Land Park Neighbors
- WALK Sacramento
- Westcore Properties

Social Media Shares

- Boulevard Park Neighborhood Association
- City of Sacramento Public Works / Information
- D&S Development
- DMV Headquarters
- Downtown Sacramento Partnership
- Environmental Council of Sacramento (ECOS)
- Fulcrum Properties
- Greater Sacramento Economic Council
- Health Professionals High School
- Heller Pacific
- Helsing
- Latino Center of Art and Culture
- Lozeau Drury LLP
- Mill at Broadway Homeowner's Association
- Mutual Housing
- Paratransit, Inc.
- Preservation Sacramento
- Rubicon
- Sacramento Housing Alliance
- Sacramento Metropolitan Air Quality Management District (SMAQMD)
- Sacramento Regional Transit
- Sacramento Transit Advocates and Riders (STAR)
- SacTRU
- Southside Park Neighborhood Association
- Wellspring Women's Center
- Women's Civic Improvement Club of Sacramento



Specific Plan Area

County Boundary

River

Park

School

Commercial / Mixed-Use

Mixed-Use Corridor

Medium Density Residential

Medium-High Density Residential

High Density Residential

Proposed Roadway Connections

Planned / Proposed Off-Street Bike Path

Rail Tracks

Miller Park Stop on the CSRM Excursion Train Line

120" Sewer Force Main

Kinder Morgan 10" Pipeline

Building Street Wall

Future Community or Neighborhood Amenity

Neighborhood Gateway

Existing and Planned Public Street Trees

Potential Street Alignment / Street Tree Extension

RESTORE RIPARIAN HABITAT

FUTURE BROADWAY BRIDGE GATEWAY

MID- OR HIGH-RISE PODIUM HOUSING AND/OR HOTEL CORNER RETAIL ON FRONT STREET

RETAIL CORNER

ADDITIONAL PARKING UNDER FREEWAY

PEDESTRIAN IMPROVEMENTS, ART WORK, LIGHTING UNDER FREEWAY

BROADWAY IMPROVEMENTS & UPGRADE TO STREET WALL

TO DOWNTOWN SACRAMENTO

THE MILL AT BROADWAY

LEATAATA FLOYD ELEM SCHOOL

HEALTH PROFESSIONS HIGH SCHOOL

NEW PARK

COMMUNITY CENTER

PUBLIC MARKET

ALDER GROVE

NEW PARK

MARINA VISTA

NEW PARK

LAND PARK WOODS

Southside Community Garden

O'Neil Park

Sacramento City Cemetery

Odd Fellows Lawn Cemetery and Mausoleum

WEST SACRAMENTO DEINDUSTRIALIZATION & DEVELOPMENT PLANS

Frederick Miller Regional Park

MUSEUM

EVENTS/ACTIVITY LAWN

EXCURSION TRAIN STOP

MARINA (NO CHANGES WITHIN MARINA)

FEET IN FORMAL STEPPED BANK

EXISTING TREE CANOPY AT WATER'S EDGE

BIKE/PED/EVA TRAIL TO REPLACE VEHICULAR ROAD

PED/BIKE BRIDGE OP#1

PED/BIKE BRIDGE OP#2

BOAT PARKING

RAIL TRUCKS

120" Force Main

Urbans Farm

0

100

200

400

feet

scale: 1"=200'

0

100

200

400

feet

scale: 1"=200'

0

100

200

400

feet

scale: 1"=200'

DRAFT - 07/17/18

West Broadway Specific Plan

Draft Planning Principles

1. “Stitch together” dissimilar land uses in the Specific Plan Area into a cohesive, walkable, mixed-use neighborhood.
 - a. Rezone outdated land uses, such as the existing fuel storage tank sites near the terminus of Broadway.
2. Activate Miller Regional Park and the Sacramento Marina
 - a. The Park is a regional amenity on one of the widest and most accessible land parcels fronting the Sacramento River.
 - b. The Park has considerable potential as a key visitor amenity along an emerging riverfront museum trail.
3. Create a range of new housing opportunities and choices.
 - a. The mix of land uses and densities allowed by the Plan will support a variety of housing product types.
4. Foster safe, walkable neighborhoods through traffic calming and improved multimodal connectivity.
 - a. Extend the Central City grid south of Broadway to create walkable neighborhood blocks in the Plan area that are better connected to the Central City and surrounding neighborhoods.
 - b. Improve multi-modal connectivity within the Plan area to key public facilities, including parks, schools, trails, and other community amenities.
 - c. Extend bike and pedestrian improvements to the west end of Broadway.
5. Encourage “active” uses along Broadway and “industrial retail” mixed-use development with active ground floor uses on the Industrial sub-area lands along 1st Avenue and 5th Street.

Draft Project Objectives

1. Enhance the West Broadway corridor as a future gateway and bridge connection between the cities of Sacramento and West Sacramento.
2. Leverage the planned improvements in the Broadway Complete Streets Plan to support mixed-use development along West Broadway.
3. Provide new mixed-use development, reuse, and redevelopment opportunities within the Industrial sub-area lands along 1st Avenue and 5th Street.
4. Encourage new infill residential development within the Specific Plan area that supports a variety of housing choices.
5. Enhance public recreation, use, and waterfront access at Miller Regional Park.
6. Improve the street grid connections within the Specific Plan area to surrounding uses and neighborhoods.
7. Enhance and improve the safety of bike and pedestrian travel connections within the Specific Plan area to schools, public facilities, and neighborhood services.
8. Promote opportunities for neighborhood-serving uses, such as a grocery store and venue(s) for after school programs and activities for area youth.