

chapter 2

# Setting & Context





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## 2.1 Chapter Overview

This chapter provides an overview of the physical and planning context of the West Broadway Specific Plan Area. It describes the:

- ▲ Regional, city, and neighborhood setting;
- ▲ Project site and development characteristics;
- ▲ Emerging planning subareas;
- ▲ Current planning context; and
- ▲ Governing plans and regulations.



West Broadway Specific Plan Area Setting

## 2.2 Regional Context

The Specific Plan Area is centrally located in the Greater Sacramento region, adjacent to and south of Downtown Sacramento and across the Sacramento River from West Sacramento and Yolo County communities to the west; Sacramento neighborhoods and other Sacramento County communities to the east; and Placer County communities to the northeast (Figure 2-1).

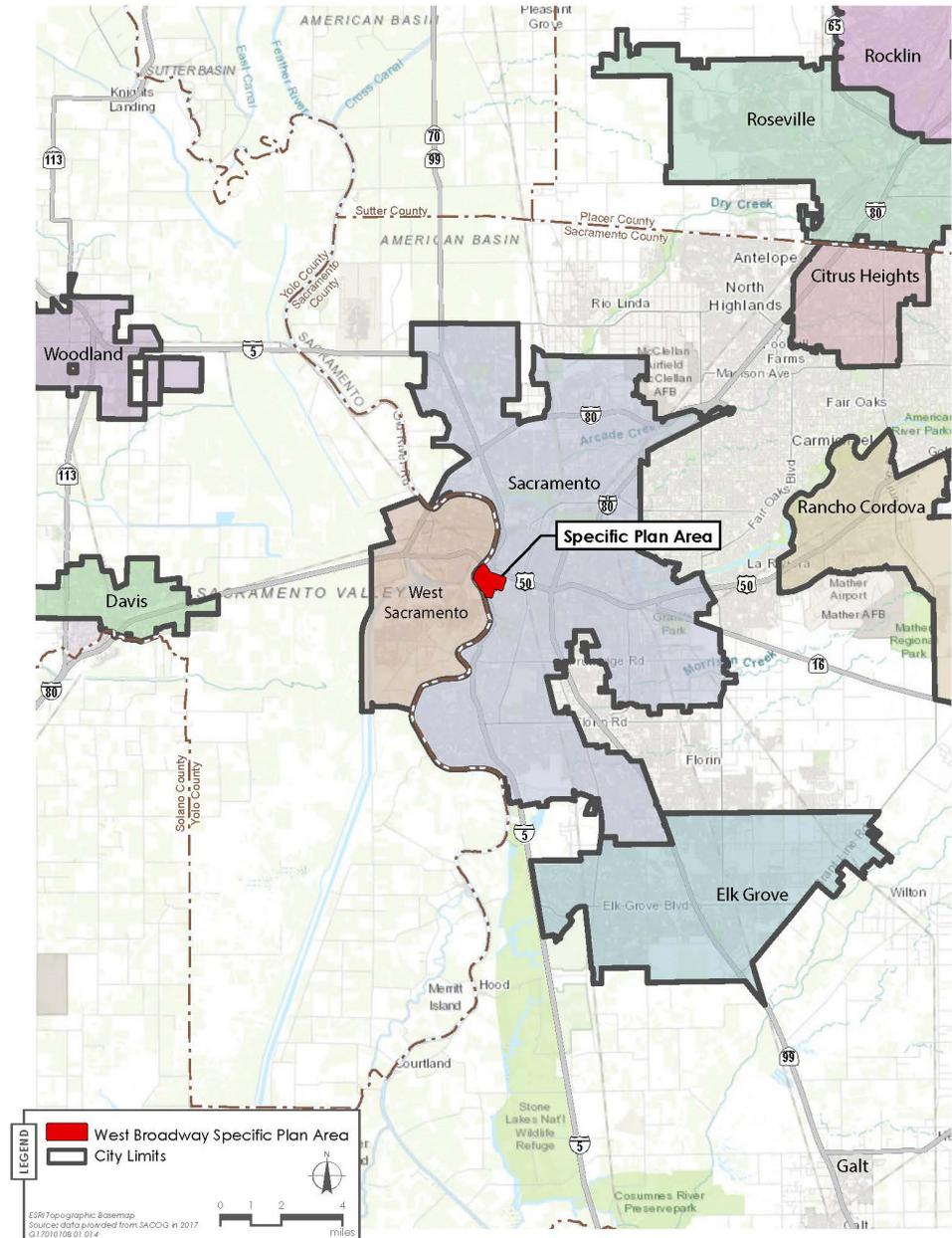
The Specific Plan Area is also located near Interstate 5 (I-5) and U.S. Highway 50 (US 50)/Business 80. The closest freeway access for the Specific Plan Area is located at an off-ramp onto X Street/Broadway from eastbound US 50, an on-ramp to I-5 north, and an off-ramp from eastbound US 50/Business 80 on 5th and X Streets. I-5 runs north-south through the Specific Plan Area, separating Miller Regional Park and the lands west of I-5 from the eastern portion of the Specific Plan Area, except at Broadway, which continues west of I-5 and provides access into the park.

The Sacramento Regional Transit District operates regular buses within and adjacent to the Specific Plan Area. Three bus routes serve the Specific Plan Area: 102-Riverside Commuter (Pocket Transit Center to Downtown 8th and F), 11-Natomas/Land Park (Land Park/City College to Natomas/Club Center), and 51-Stockton/Broadway (Florin Towne Center to Downtown 8th and F). Route 11 circulates closest to the Specific Plan Area, with a bus stop at 5th Street and Broadway. Routes 102 and 51 serve the periphery of the Specific Plan Area, on Broadway, at 8th and 9th Streets.

The nearest light rail stations are located approximately three-quarters of a mile to the north, at O and 8th Streets, and three-quarters of a mile to the east, at the Broadway station.

An existing rail tunnel under I-5 is planned for improvement and would provide a bike and pedestrian connection from the Specific Plan Area to Front Street and the recreational and open space amenities within Miller Regional Park and the Sacramento River Parkway.

Figure 2-1: Specific Plan Regional Map



Source: SACOG data, 2017

## 2.3 City and Neighborhood Area Context

### 2.3.1 Existing Neighborhoods

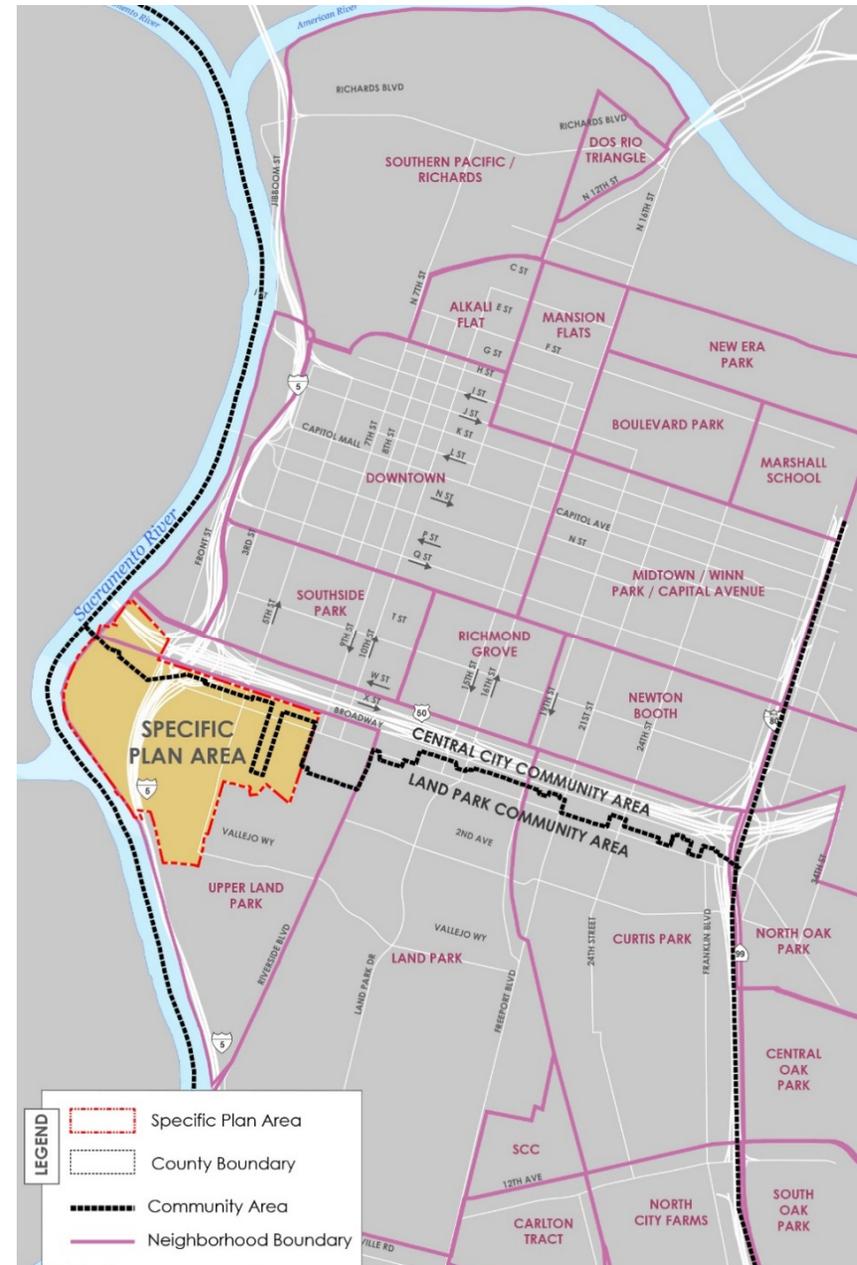
The Specific Plan Area is in the Upper Land Park neighborhood near older, traditional neighborhoods in the city, such as Land Park and Curtis Park to the south and east. It is south of the neighborhoods in the Central City and approximately 1 mile southwest of the center of Downtown Sacramento (Figure 2-2).

### 2.3.2 Broadway Commercial Corridor

The Specific Plan Area is also within the Greater Broadway District. Broadway is a 5.6-mile-long commercial corridor that stretches from 3rd Street on the west to 28th Street on the east. The corridor, formerly known as Y Street, was once the southernmost street in the original Sacramento City grid, and because of its proximity to the Sacramento River, railroad, and, later, freeways, it has a long history of being an activity center for local industry and commerce. Past uses and activities in the area have been primarily industrial in nature, including the processing, sale, packaging, and shipping of raw goods to the Bay Area and across the continental United States via rail and freight trucks.

Broadway continues to be a city and regional destination, providing an eclectic mix of uses and businesses, including retail and commercial uses, ethnic and mainstream restaurants, and office and industrial uses. Just north of and parallel to Broadway, between W and X Streets, one of the region's largest certified Farmers' Markets and a monthly antique fair are held every Sunday under the US 50 freeway. Not only a hub for shopping and dining, the district is also a place to live, work, and recreate. Plans in progress envision Broadway becoming a more walkable boulevard to better serve the city neighborhoods around it. A key goal and vision for the Specific Plan Area will be to leverage the activities and improvements occurring within the Broadway corridor to support and attract the commercial retail and neighborhood amenities and additional housing investment desired in the Specific Plan Area.

Figure 2-2: Surrounding Area Neighborhoods



Source: City of Sacramento data, adapted by Ascent in 2018

### 2.3.3 River/Riverfront Access and Development

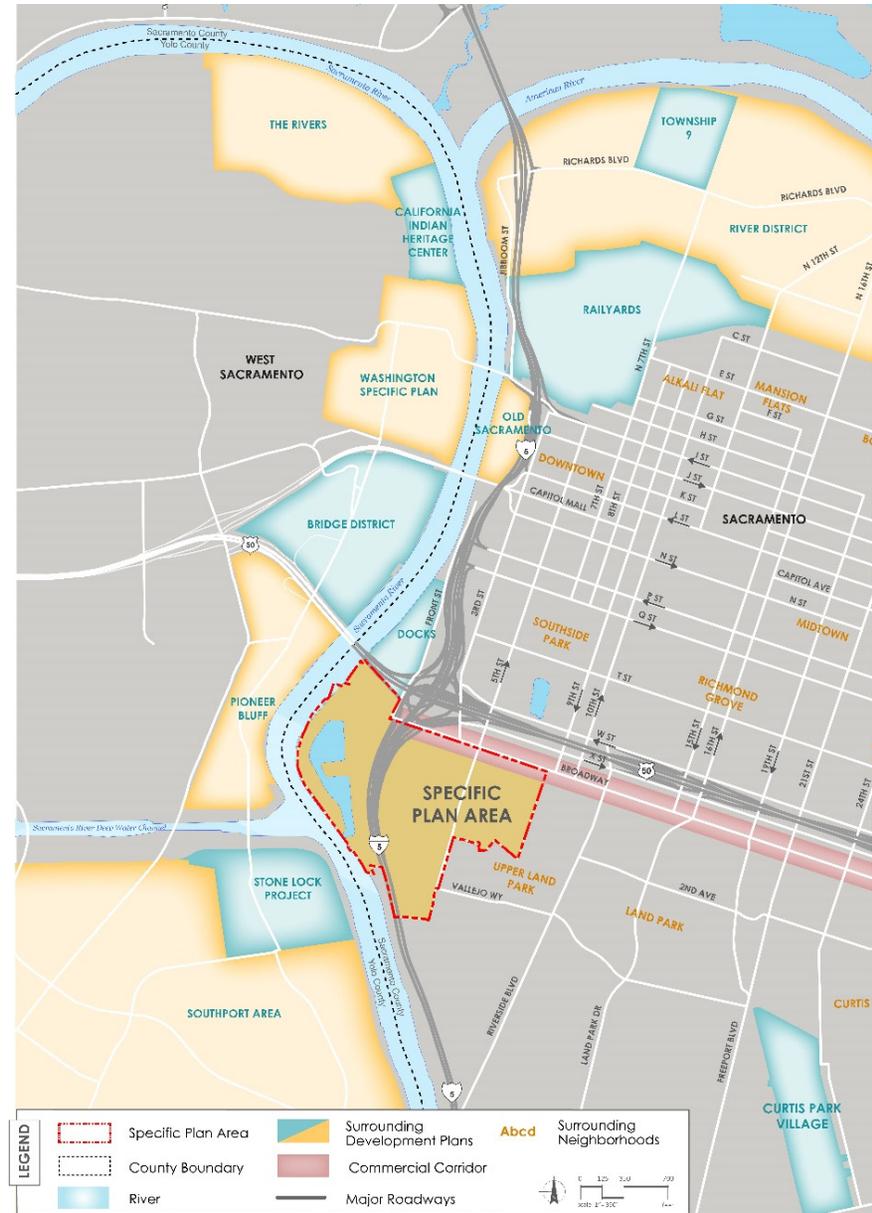
Miller Regional Park, located in the western portion of the Specific Plan Area, occupies significant frontage on the Sacramento River, making it an important regional facility for public recreation, views, and river access. Like other rivers in the United States, the Sacramento River was once a key transportation hub for the shipment and movement of goods. Initially used in the transport of lumber, it was later used for the shipment of commercial agriculture produced in the Sacramento Valley. River transport was replaced by rail and truck transport in the 1920s, leaving behind warehouse, distribution, and other industrial facilities along the river. These sites, such as the fuel storage tank facilities adjacent to Front Street, present opportunities and challenges to reclaim the riverfront for contemporary uses and recreation.

The Specific Plan Area also sits in the context of several large river/riverfront development plans and communities on both sides of the Sacramento River in Sacramento and West Sacramento, including the Pioneer Bluff and Stone Lock areas west of the Specific Plan Area (Figure 2-3). The Broadway Bridge, a planned multi-modal vehicular, bike, pedestrian, and transit bridge, will add another river crossing to connect the two cities and help to reduce vehicle congestion on the Tower and Pioneer Bridges.



Miller Regional Park has scenic views along the Sacramento River.

Figure 2-3: Sacramento River/Riverfront Developments



Source: City of Sacramento data adapted by Ascent in 2018

## 2.4 Neighborhood Area Character

The Specific Plan Area encompasses approximately 244 acres, bounded by the Sacramento River to the west, the centerline of Broadway and US 50 to the north, Muir Way and 5th Street to the east, and 4th Avenue and Merkley Way to the south. The developed form, land uses, and ownership characteristics in the Specific Plan Area reflect the area's history and former industrial activities.

The Specific Plan Area consists of 130 parcels with various landowners. The majority landowners are the Sacramento Housing and Redevelopment Agency (SHRA), who manages and maintains the Alder Grove and Marina Vista public housing communities through the public housing program administered by the U.S. Department of Housing and Urban Development (HUD); City of Sacramento, who owns Sacramento Marina and Miller Regional Park; Northwest Land Park LLC, developer of The Mill at Broadway; and the Sacramento City Unified School District, with district maintenance offices, corporation yards, and two schools located within the Specific Plan Area. The remainder of the Specific Plan Area are small parcels with different individual owners.

The piecemeal growth of the area is reflected in the dead-end roadways and driveways that serve discrete land uses and do not connect with the surrounding street grid. This pattern is also reflected in the existing land use and urban form. As shown in the photo to the right, new residential development occurring at The Mill at Broadway is juxtaposed with large industrial and commercial buildings and warehouses and older public housing developments that do not relate to each other. The neighborhood is currently disjointed and chaotic looking, with few streets to connect the area. The few streets that do connect, such as Muir Way and southern portions of 5th Avenue, have large street trees that provide shade and support the neighborhood identity of the surrounding community.

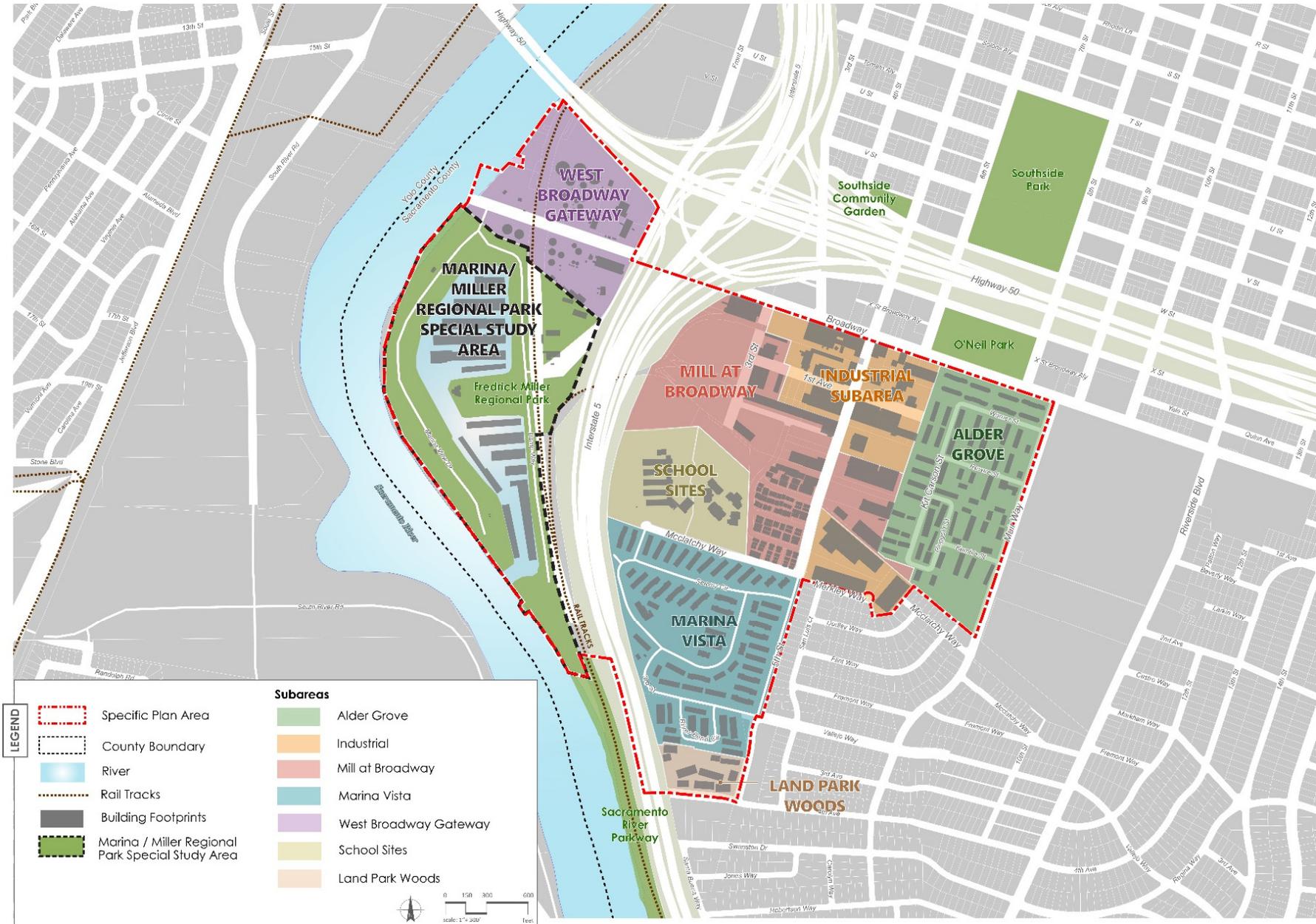


*The Mill at Broadway (top) adjacent to commercial and industrial uses and older public housing developments at Alder Grove and Marina Vista.*

## 2.5 Planning Subareas

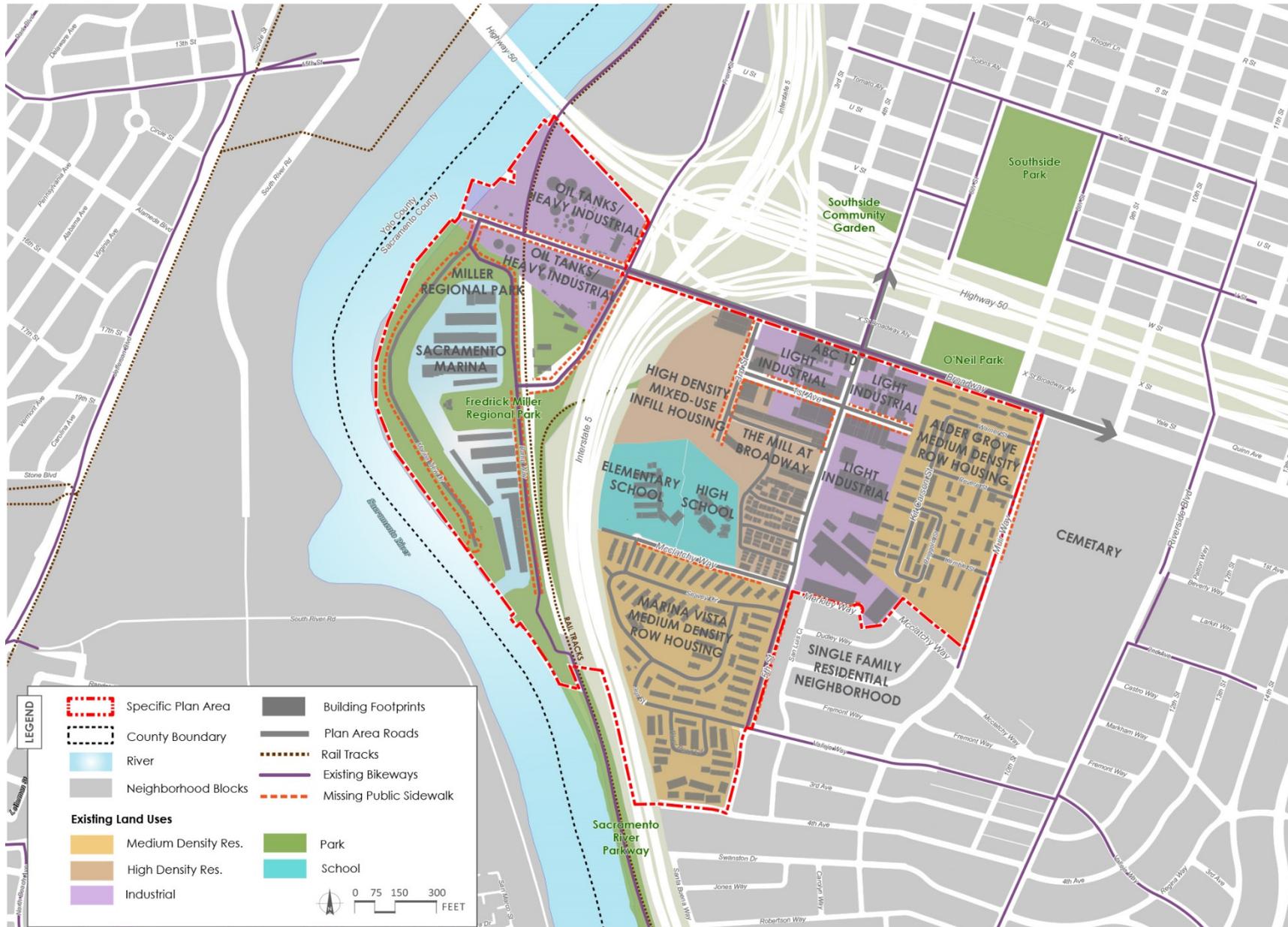
For purposes of planning, placemaking, and understanding the development potential within the Specific Plan Area, the West Broadway area has been organized into seven characteristic subareas and a special study area, as shown in Figure 2-4. The subareas are defined based on the predominate existing land uses and emerging or future land use and development potential. The subareas of the Specific Plan are West Broadway Gateway, The Mill at Broadway, Alder Grove, Marina Vista, Industrial Subarea, Land Park Woods, and School Sites. The Specific Plan also classifies Miller Regional Park and the Sacramento Marina as a special study area. Further study and planning will be required for this area outside of the Specific Plan. The existing uses and development from within each of these subareas is shown in Figure 2-5 and described in the following section.

Figure 2-4: Planning Subareas



Source: City of Sacramento data adapted by Ascent in 2018

Figure 2-5: Subarea Existing Land Use, Circulation, and Urban Form



Source: City of Sacramento data adapted by Ascent in 2018

## WEST BROADWAY SPECIFIC PLAN

### 2.5.1 Subarea and Special Study Area Uses and Context

#### West Broadway Gateway Subarea

The **West Broadway Gateway** subarea includes parcels adjacent to the current western terminus of Broadway, bound by U.S. 50 to the north, I-5 to the east, Miller Regional Park to the south, and the Sacramento River to the west. Existing uses in this subarea include the fuel storage tank sites for ConocoPhillips and Chevron, an undeveloped site north of Broadway that is adjacent to the Sacramento River and west of the levee, and the former Southern Pacific Railroad tracks. Studies are underway for the proposed Broadway Bridge, which will connect Sacramento along the Broadway corridor to West Sacramento. The bridge provides an opportunity to reorient this subarea as a new western gateway into the city.

#### Mill at Broadway Subarea

**The Mill at Broadway** (The Mill) subarea is a new residential community that is in the process of building out. It is located east of I-5, west of 5th Street, and south of Broadway. The Mill will provide more than 1,000 new housing units that will offer a variety of urban housing options at different price points to serve the Sacramento area. The original master plan and entitlements for the project were approved by the City as the Northwest Land Park Planned Unit Development (PUD) in 2007. The community is being constructed in phases. Among the features planned is a repurposing of an old rail tunnel under I-5 that will serve as a bike/pedestrian trail connection. This tunnel will connect from the Setzer Run trail at The Mill to Miller Regional Park and bikeways along the Sacramento River.

#### West Broadway Gateway Subarea Existing Character



*Fuel Storage Facilities*



*Southern Pacific Railroad Tracks*



*Front Street Near Broadway*

#### Mill at Broadway Subarea Existing Character



*New Homes at The Mill at Broadway and The Mill Market*

### Industrial Subarea

The **Industrial** subarea encompasses the parcels between The Mill at Broadway subarea and the Alder Grove subarea. The Industrial subarea consists of a mix of commercial and industrial uses, including auto-body shops and several industrial structures that have since been left vacant. Several key business anchors in operation in this subarea are KXTV/ABC 10 on the southwest corner of Broadway and 5th Street; the Saccanni Distributing Company on the southwest corner of 1st Avenue and 5th Street; a multi-tenant commercial/light industrial flex space at the northeast corner of McClatchy Way and 5th Street; and a neighborhood commercial center on Broadway, near Muir Way.

### Alder Grove Subarea

The **Alder Grove** subarea, located at the northeast side of the Specific Plan Area, encompasses the Alder Grove public housing apartment community, which is managed by SHRA. Built in 1942, the housing fronts onto Broadway and consists of 360 multi-family units within 61 apartment buildings that range from one to five bedrooms in single- and multi-story formats. The community is laid out in a modified rectilinear grid with streets, parking lots, pedestrian walkways, and a large central open space area.

#### Industrial Subarea Existing Character



*Light Industrial Businesses and Vacant Sites along 1st Avenue*

#### Alder Grove Subarea Existing Character



*Alder Grove Public Housing*

### Marina Vista Subarea

The **Marina Vista** subarea, located south of McClatchy Way, is a public housing apartment community managed by SHRA and built in 1953. The community is composed of 391 multi-family units that range from one to five bedrooms in single- and multi-story formats. Streets and buildings in this community wrap around a central open space with parking, concrete sidewalks, pedestrian walkways, and grass areas in between buildings.

### Land Park Woods Subarea

The **Land Park Woods** subarea, located south of the Marina Vista subarea, is an affordable family community managed by Mercy Housing. The community consists of 75 one-, two-, and three-bedroom apartments within 11 residential buildings, connected by landscaped walkways and surrounded by mature trees. Fifty-nine of those units are within the Specific Plan Area.

### School Sites Subarea

The **School Sites** subarea includes two schools operated by the Sacramento City Unified School District: Leataata Floyd Elementary School, a public elementary school, and the Arthur A. Benjamin Health Professions High School, a public high school with a health care focus and theme. As part of the park dedication requirements/improvements for The Mill, a 2.5-acre urban farm will be developed on the Leataata Floyd Elementary School site to offer residents a place to grow their own food and the school a teaching environment for the school.

### Marina Vista Subarea Existing Character



Marina Vista Public Housing and Community Areas

### Land Park Woods Subarea Existing Character



Land Park Woods Apartments and Community Center

### School Sites



Leataata Floyd Elementary School

Health Professions High School

## Marina/Miller Regional Park Special Study Area

The **Marina/Miller Regional Park Special Study Area** consists of:

- ▲ Frederick Miller Regional Park (Miller Regional Park) and the Sacramento Marina are located at the terminus of Front Street, and both are accessible from Broadway. Miller Regional Park includes picnic areas, a boat ramp for public river access, and bike access. The Sacramento Marina, wrapped by Miller Regional Park, includes a fueling station and 475 boat slips available for public rental on a monthly basis.
- ▲ The Sacramento Southern Railroad line is a heritage rail line that runs on the east bank of the Sacramento River levee through Miller Regional Park. The railroad line is used by the California State Railroad Museum for the operation of its excursion trains, running from Old Sacramento through Miller Regional Park.
- ▲ Two City-owned parcels are located east of the levee. The city-owned parcel north and west of Front Street houses the Police Department's horse stables and provides rental space for the Latino Center of Arts and Culture. The parcel south and east of Front Street is paved and used both for overflow parking for the Sacramento Marina and for temporary seasonal storage of material from dredging operations.
- ▲ A linear parcel where the railroad tunnel crosses under I-5, as well as an area adjacent to the freeway, is owned by the California Department of Transportation.

### Sacramento Marina/Miller Regional Park Special Study Area



*Sacramento Marina Berths*



*Harbor Master Building*



*Picnic Areas at Miller Regional Park*



*Event at Miller Regional Park*



*Miller Park Signpost on Excursion Train Line from Old Sacramento*



*Riverfront Views at Miller Regional Park*

## 2.6 Existing Planning and Regulatory Context

### 2.6.1 2035 General Plan

The 2035 General Plan, adopted in March 2015, focuses on accommodating new jobs and housing in the city. Goals of the plan include facilitating infill development, expanding transportation choices, creating safer neighborhoods, and achieving greater levels of sustainability.

The Specific Plan Area is located primarily in the Land Park Community Plan Area, with portions of the area adjacent to Broadway located in the Central City Community Plan Area. The community plans for these areas are included in the City's 2035 General Plan and provide context for each of these communities. The Specific Plan is intended to address and implement the vision, land use and urban form, and policies identified in the General Plan, including both applicable citywide policies and those specific to the community plan areas.

#### *Land Park Community Plan*

The Land Park Community Plan Area, shown in Figure 2-2, is bounded on the north by the street center line of Broadway, on the south by 35th Avenue, on the east by State Route 99, and on the west by the Sacramento River. Policies for this community plan have yet to be developed.

#### *Central City Community Plan*

The Central City Community Plan Area, also shown in Figure 2-2, is bounded on the west by the Sacramento River, on the north by the American River, on the east by Business 80 and Alhambra Boulevard, and on the south by the street center line of Broadway.

### 2.6.2 Planning and Development Code

The City's Planning and Development Code (Chapter 17 of the City Code) took effect in September 2013. The Zoning Code and other development-related portions of the City Code were updated comprehensively to help facilitate development of smaller infill lots, along

with updated development standards for urban and traditional development patterns, consistent with the goals, policies, and implementation programs of the 2035 General Plan.

### 2.6.3 Other Applicable City Plans

#### *Pedestrian Master Plan*

The Pedestrian Master Plan, approved in 2006, guides the improvement of pedestrian infrastructure and establishes the appropriate level of pedestrian facilities within the city. Broadway, 5th Street, and Muir Way are identified as pedestrian street corridors that are required to have "upgraded" improvements. Upgraded improvements are anticipated to include wider sidewalks, high visibility or raised crosswalks, pedestrian islands, benches at bus stops, and windows or storefronts on the street (as appropriate). The plan also identifies a bicycle/pedestrian trail that will run parallel to the excursion train line in Miller Regional Park.

#### *Bicycle Master Plan*

The Bicycle Master Plan, approved in 2016 and amended in 2018, guides the improvement of the bicycle network. It sets forth bicycle-related investments, policies, programs, and strategies to establish a complete bicycle system in the city. The plan promotes bicycling for both transportation and recreation and is part of the city's strategy to meet its greenhouse gas emissions reduction targets. The Bicycle Master Plan identifies Broadway for proposed buffered bike lanes and 5th Street for proposed bike lanes, and it assumes development of the proposed Setzer Run bike trail at The Mill.

#### *Vision Zero Action Plan*

The Vision Zero Action Plan, adopted in 2018, is the city's action plan for improving traffic safety and achieving the goal of eliminating traffic fatalities and serious injuries by 2027. Vision Zero uses crash data to pinpoint the factors contributing to traffic deaths and serious injuries. It identifies safety countermeasures to address those factors through education, engineering, enforcement, and evaluation. Within the Specific

Plan Area, Broadway and 5th Street are identified as high-injury networks, with 5th Street identified as the location for bicycle collisions involving someone who was killed or seriously injured by a speeding vehicle between 2009 and 2015.

### *Parks and Recreation Master Plan*

The Parks and Recreation Master Plan is the city’s policy document for addressing public parks and recreational opportunities, including parks, open space, trails, bikeways, community centers, aquatic facilities, sports programs, and children’s recreation; special events; and a broad range of recreation and community service programs. It also addresses park planning, development, operations, and maintenance; financing; partnerships; marketing; sustainability; and department-wide administrative services.

### *Sacramento Riverfront Master Plan*

In 2003, the cities of Sacramento and West Sacramento collaborated on a planning effort that laid a foundation for envisioning development on both sides of the river, culminating in the Sacramento Riverfront Master Plan. The plan presents a vision for the future of the Sacramento riverfront, rooted in the creation of high-quality riverfront public space, surrounded by vibrant urban neighborhoods. The plan envisions opportunities for high-density development in the riverfront districts—putting housing close to jobs and recreation close to housing.

## **2.6.4 Previous and Current Planning Efforts in the Specific Plan Area**

### *Neighborhood Transformation Plan*

In 2013, SHRA received a Choice Neighborhoods Initiative planning grant to prepare a document called the Upper Land Park Broadway Choice Neighborhoods Transformation Plan. The purpose of this document was to support a grant application to HUD for capital improvements. The effort resulted in the creation of an ambitious vision, a development program, and strategies for the transformation of the Marina Vista and Alder Grove sites and surrounding area. The vision showed how improved connectivity to services, such as grocery stores, parks, schools

and early education programs, and public transportation, and access to jobs could create viable, mixed-income neighborhoods. The document was completed in 2015, but SHRA did not apply for the grant. The plan was not formally adopted by SHRA or the City.

### *Northwest Land Park PUD*

The Northwest Land Park PUD, adopted in 2011, is the governing plan for The Mill at Broadway development. The PUD includes a mixed-use community with a diverse mix of housing types and a community design that promotes walking to services, biking, and transit use. The project is focused on an open space framework that consists of a 3.5-acre neighborhood park and a network of continuous parklands and pathways that will “radiate outward” from the central park to adjacent uses. Design concepts for public spaces reflect the heritage of the site’s industrial and warehouse buildings. The site’s existing structures are incorporated into the community theme and character of the development, including the transformation of the Setzer Run trail into an internal greenway that includes the opportunity to repurpose the rail tunnel under I-5 as a bike and pedestrian connection to Miller Regional Park and the Sacramento River Parkway; the use of recycled brick and large timbers in public spaces and buildings; and use of site materials in public art.

### *Urban Land Institute’s Broadway Corridor Vision Plan*

In 2012, the Sacramento Urban Land Institute (ULI) and the Greater Broadway Partnership (a property and business improvement district focused on Broadway) completed the Broadway Corridor Vision Plan, with volunteer assistance from a technical panel made up of members of ULI. This effort resulted in the development of a vision and recommendations for improvements to the Broadway corridor, with the goal of helping Broadway realize its potential as a successful mixed-use business district, a public gathering place, and an essential link between surrounding city neighborhoods. Many of the key recommendations of this plan are being implemented through the Broadway Complete Streets Plan and Sacramento Grid 3.0 Plan.

### ***Broadway Complete Streets Plan***

The Broadway Complete Streets Plan refines the vision for the Broadway corridor that was previously developed by ULI, to perform the traffic analysis and recommend improvements for all modes of travel (i.e., bicycles, pedestrians, and vehicles). The intent of the plan is to calm traffic, improve public safety, and make the corridor more inviting for bicyclists and pedestrians. Within the Specific Plan Area, it recommends two lanes with a center turn lane and new buffered bicycle lanes, refuge islands, marked pedestrian crossings, and intersection improvements. It also identifies a mid-block crossing that is approximately in line with the extension of 7th Street (midway between 6th and 8th Streets, to connect the Alder Grove community to O'Neil Field). This project is being implemented through grant funding.

### ***Broadway Bridge Project***

The Cities of West Sacramento and Sacramento are jointly developing environmental documentation and preliminary engineering design for a proposed movable bridge across the Sacramento River that would connect South River Road at 15<sup>th</sup> Street in West Sacramento with Broadway in Sacramento. The Broadway Bridge further develops upon the recommendations from the Sacramento River Crossings Alternatives Study, completed in 2011, and the Broadway Bridge Feasibility Study, which was completed in 2015. The bridge will be designed to accommodate future light rail transit and vehicular, bicycle, and pedestrian facilities. The schedule for construction of the bridge will be dependent on the availability of future funding.

### ***Sacramento Grid 3.0 Plan***

The Sacramento Grid 3.0 Plan is a transportation study and implementation plan supporting a layered, multi-modal transportation network for Downtown Sacramento. The plan identifies the preferred networks for pedestrian, transit, and bicycle infrastructure to improve connections and support a complete streets network for the diverse users in the Downtown. Sac Grid 3.0 was accepted by the City Council in 2016 and serves as the City's guide for future circulation improvements in the Central City.