

chapter 4

Land Use & Neighborhood Character





Chapter Organization

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4.1 Chapter Overview

Through revitalization and infill development, the West Broadway area will become an integral extension of the Upper Land Park neighborhood. This chapter describes the planned land uses and housing and economic development vision to guide the transformation of the West Broadway area into a residential mixed-use area that supports a range of housing options and complementary neighborhood retail services.

The land use framework for this Specific Plan is guided by the Land Use Plan Concept and land use and development summary table, presented in Section 4.3, and the General Plan and zoning designations that regulate land uses in the Specific Plan Area. This land use framework permits a mix of residential, commercial, neighborhood service, public, and park and recreational uses that will implement the General Plan vision for the West Broadway area.

At build-out, the West Broadway area will accommodate up to 4,900 housing units, approximately 389,000–429,000 square feet of commercial and/or other public and employment uses, and approximately 148,000–163,000 square feet of public or recreational building development. This Specific Plan also incorporates a park and open space framework that includes improvement of the approximately 60-acre Miller Regional Park and Sacramento Marina and an additional 20 acres of parks and open space.

4.2 Land Use & Neighborhood Character Goals and Policies

The following goals and policies establish the intent of future land uses in the Specific Plan Area. The goals are broad in nature, organized by topic, and followed by supporting policies for achieving each goal.

Land Use Goals and Policies	
Goal LU-1	<i>Establish the West Broadway area as a complete community with a mix of uses and distinct places.</i>
Policy	LU-1.1: Facilitate development of new residential, commercial, and recreational uses that will create an attractive gateway into Sacramento from West Sacramento.
Policy	LU-1.2: Support the development of existing industrial lands along Broadway, adjacent to 5th Street (in the Industrial Subarea) as a vibrant hub for a mix of residential, commercial, and neighborhood-serving uses, adaptive reuse opportunities of historic structures, and active street fronts oriented on Broadway, 5th Street, and 1st Avenue.
Policy	LU-1.3: Allow higher development intensity in the Alder Grove subarea to take advantage of the property’s location adjacent to transit along Broadway.
Policy	LU-1.4: Encourage the development of 1st Avenue, between 3rd Street and 6th Street, as a pedestrian-oriented street, with the potential to serve as a street venue to support neighborhood activities and events.
Policy	LU-1.5: Support compatible infill development and transition to lower intensity and scale adjacent to existing single-family homes.
Policy	LU-1.6: Provide new parks, recreation, and open space to serve as focal points in neighborhood areas. To the extent possible, integrate existing, mature street trees into their design.
Goal LU-2	<i>Promote a compact, pedestrian-friendly neighborhood that draws from and enhances the character of existing assets in the community.</i>
Policy	LU-2.1: Support development of an urban pattern in the Specific Plan Area with walkable neighborhood blocks by extending the Central City north-south and east-west street grid and improving access in the neighborhood.

Policy	LU-2.2: Enhance and restore Miller Regional Park as a regional park, open space, and natural resource amenity.
Housing Goals and Policies	
Goal H-1	<i>Allow a diversity of housing types and choices in the Specific Plan Area.</i>
Policy	H-1.1: Encourage a range of densities within the Specific Plan Area, to support the demand for a mix of housing types and preferences.
Policy	H-1.2: Support home ownership, rental housing, and affordable housing by design strategies with micro- and single-room-occupancy units that include both market-rate and affordable options.
H-2	<i>Support a mixed-income neighborhood in the Specific Plan Area that also contributes to meeting the City’s affordable housing goals.</i>
Policy	H-2.1: Any project that would displace residents (including through rehabilitation or demolition) of one or more public housing units must provide relocation assistance to ensure provision of affordable housing to the affected residents. Replacement affordable housing shall be provided within the Specific Plan Area for the existing 751 public housing units serving the residents of Marina Vista and Alder Grove on an at least one-to-one ratio. Relocated residents will be given the right to return to rehabilitated and/or new housing units within the Specific Plan Area.
Policy	H-2.2: Ensure that future development in the Marina Vista or Alder Grove subareas supports a mix of housing affordable to low-income households, including mixed-income, workforce, and senior housing. All housing units shall be of high-quality design.
Policy	H-2.3: Ensure development of affordable low-income, workforce, and senior housing throughout the Specific Plan Area.
Policy	H-2.4: Ensure that development in the Alder Grove and Marina Vista subareas is consistent with the Housing and Urban Development (HUD) regulations and obtains HUD approval.
Economic Development Goals and Policies	
Goal ED-1	<i>Support new economic development and businesses within and adjacent to the West Broadway area.</i>
Policy	ED-1.1: Encourage the expansion of neighborhood commercial and mixed-use development along 5th Street and 1st Avenue, including opportunities for live-work and home businesses.
Policy	ED-1.2: Support the development of Broadway as a home and destination for small-scale entrepreneurs and local businesses.

4.3 Land Use Plan and Program

The Specific Plan land use concept, shown in Figure 4-1, is intended to implement the General Plan vision, goals, and policies for the Specific Plan Area, addressed in Chapter 1.

4.3.1 Land Use Plan Concept and Development Summary

The Land Use Plan Concept for West Broadway (Figure 4-1) reflects medium- and high-density residential and mixed-use development, organized by a modified street grid pattern, and a parks and open space network that serves to connect the Specific Plan Area to surrounding neighborhoods. Ground-floor commercial and public uses on Broadway and portions of 5th Street, as shown with the hatched lines in Figure 4-1, activate these neighborhood blocks. Improvements to Miller Regional Park will be designed to activate and enhance their value as local regional park resources and amenities for the city and surrounding community.

Table 4-1 presents the land use and development assumptions for this Specific Plan at build-out. These assumptions are described in further detail for each subarea in Section 4.3.3. Table 4-1 identifies the assumptions used to calculate the maximum development envelope for planned uses (i.e., residential, commercial/industrial, public/park/recreation, and park/open space) in each of the Specific Plan subareas (Figure 4-2) for the purposes of technical and environmental impact analysis.

The land use assumptions provide flexibility for future development while supporting the long-term growth vision for the Specific Plan Area, as shown in Figure 4-1. Actual future development patterns may vary from these assumptions. Where future development proposals exceed the limits established in Table 4-1 and evaluated in the Specific Plan EIR, additional environmental impact analysis may be required.

4.3.2 General Plan and Zoning Framework

A. General Plan and Urban Form Designations

The General Plan and urban form designations in the Specific Plan Area, shown in Figure 4-3, are:

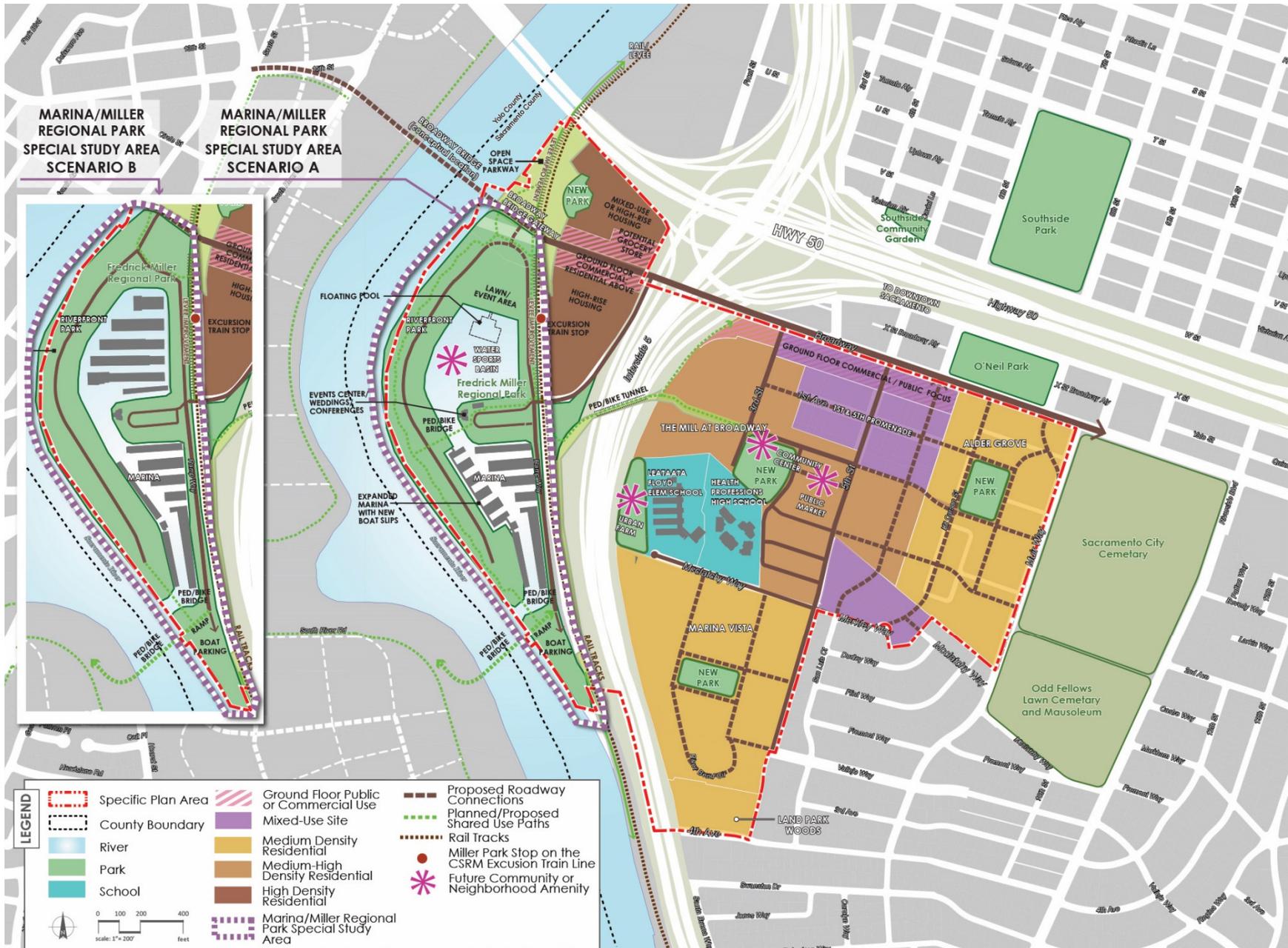
- ▲ Traditional Neighborhood High,
- ▲ Urban Neighborhood High,
- ▲ Urban Neighborhood Medium,
- ▲ Urban Corridor Low,
- ▲ Public/Quasi-Public, and
- ▲ Parks and Recreation.

B. Zoning Districts

Land uses in the Specific Plan Area will be regulated based on the zoning districts in Title 17 of the City's Planning and Development Code (City Code). The zoning districts in the Specific Plan Area, shown in Figure 4-4, are:

- ▲ Multi-Unit Dwellings (R-3, R-3-R, R-3A, R-4A, and R-4-PUD),
- ▲ High-Rise Residential (R-5),
- ▲ Limited Commercial (C-1-PUD),
- ▲ General Commercial (C-2 and C-2-PUD), and
- ▲ Transportation Corridor (TC).

Figure 4-1: Land Use Plan Concept



Source: City of Sacramento, adapted by Ascent in 2019

Table 4-1: West Broadway Specific Plan Land Use and Development Summary

Subareas	Area (gross acres)	General Plan Designation	Applicable Zoning	DEVELOPMENT ASSUMPTIONS					SPECIFIC PLAN BUILD-OUT DETAILS			
				Res. Density (units/gross ac)	Non-Res. Intensity (FAR)	Percent Res.	Percent Commercial	Percent Other Non-Res.	Res. Units	Commercial/Industrial Building (square feet)	Public/Park/Recreation Building [1] (square feet)	Park/Open Space (acres)
West Broadway Gateway	25.4	UNH, Parks	R-5, High-Rise Residential	85.0	0.50	60%	24%	36.0%	1,300 [2]	132,670	10,000	9.3
Marina/Miller Regional Park Special Study Area Scenario A	62.7	UNH, Parks	R-3, Multi-Unit Dwelling;	85.0	0.20	3.0%	7.8%	89.2%	150	40,000	20,000	59.3
Marina/Miller Regional Park Special Study Area Scenario B			R-5, High-Rise Residential	85.0	0.20	3.0%	0%	97.0%	150	0	5,000	59.3
Industrial Subarea	23.5	UCL, UNM	C-2, General Commercial	40.0	0.60	70.0%	30.0%	0%	660	185,200	0	0
Mill at Broadway [3]	37.3	UCL, UNM	C-2-PUD; R-4-PUD; C-1-PUD; R-4A (Phase 5)	-	-	-	-	-	1,125	37,350	11,000	3.4
Alder Grove	35.2	TNH	R-4A, Multi-Unit Dwelling; R-3A, Multi-Unit Dwelling	29.0	0.40	90.5%	1.0%	8.5%	930	34,000	6,000	3.0
Marina Vista	38.8	TNH	R-3, Multi-Unit Dwelling	18.5	-	95.0%	0%	5.0%	680	0	12,500	2.5
Land Park Woods	4.1	TNH	R-3-R, Multi-Unit Dwelling	-	-	100.0%	-	-	55	0	3,800	0.0
School Sites	17.0	Public/Quasi-Public	R-3, Multi-Unit Dwelling	-	-	-	-	100.0%	0	0	99,500	2.0
Totals - Scenario A	244.0								4,900	429,220	162,800	79.5
Totals - Scenario B	244.0								4,900	389,220	147,800	79.5

Notes:

ac = acres; FAR = floor area ratio; non-res. = non-residential; PUD = Planned Unit Development; Res. = Residential

General Plan Designations: TNH = Traditional Neighborhood High; UNH = Urban Neighborhood High; UNM = Urban Neighborhood Medium; UCL = Urban Corridor Low

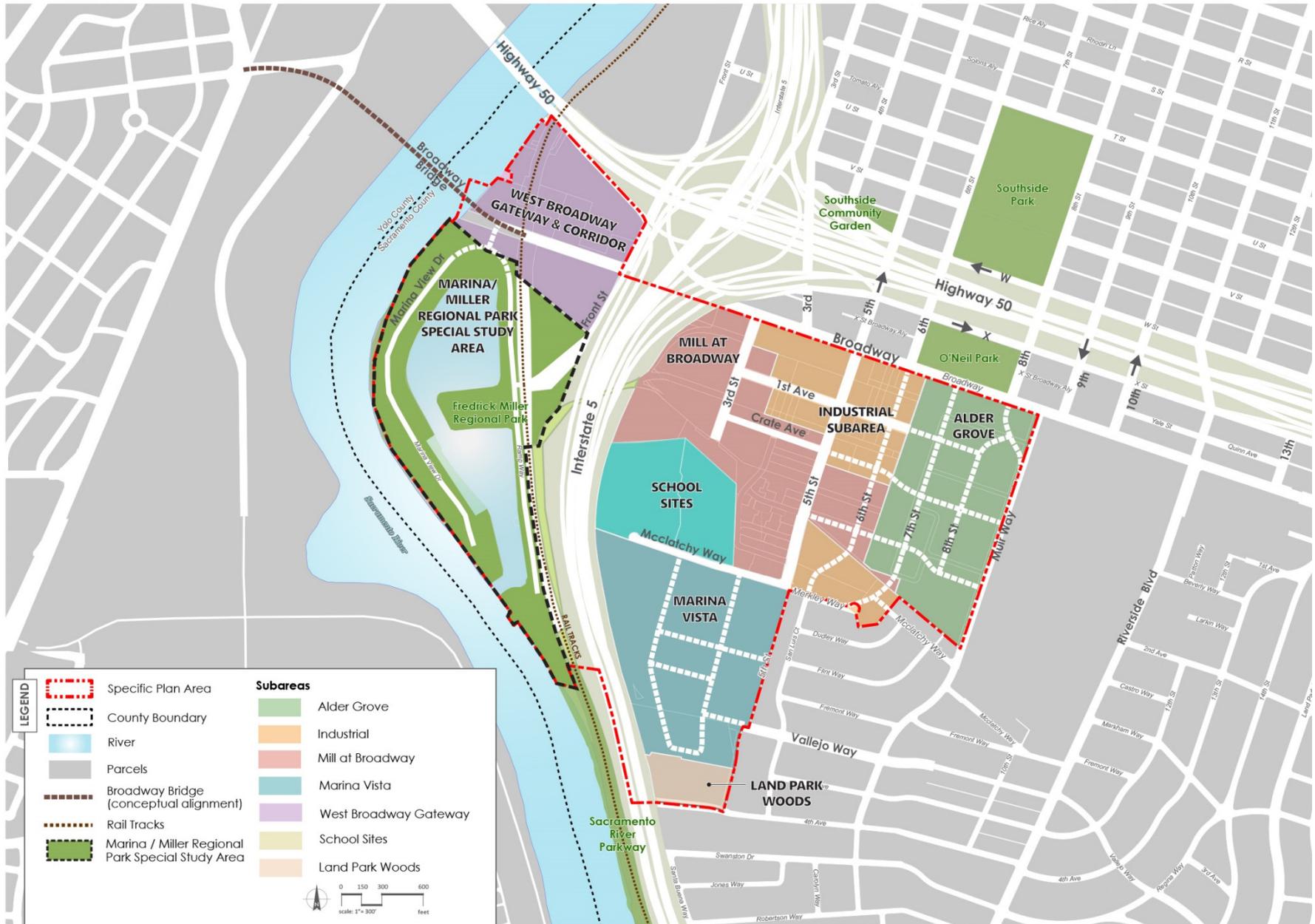
[1] Public/Park/Recreation uses include parks and open space, public or recreational buildings. This use also encompasses the 300 boat slips in the Sacramento Marina within the Marina/Miller Regional Park Special Study Area Scenario A and 475 boat slips with Special Study Area Scenario B.

[2] Assumes 1,300 residential dwelling units or a mix of residential homes and hotel rooms.

[3] Development assumptions for The Mill at Broadway include 300 units for Phase 5 of the project on lands located adjacent to the Industrial Subarea, east of 5th Street.

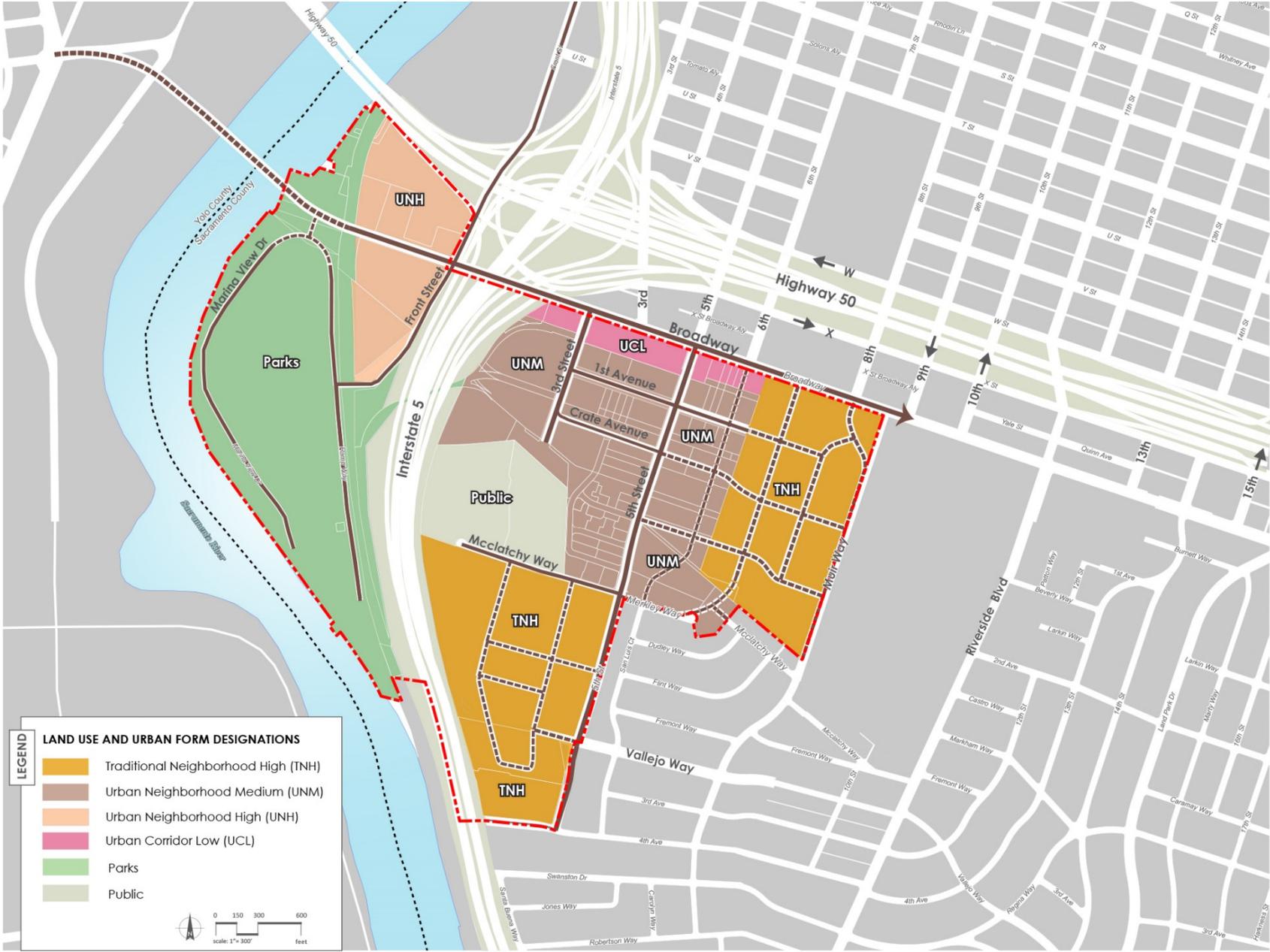
Source: City of Sacramento parcel data, assembled by Ascent in 2019

Figure 4-2: Specific Plan Subareas



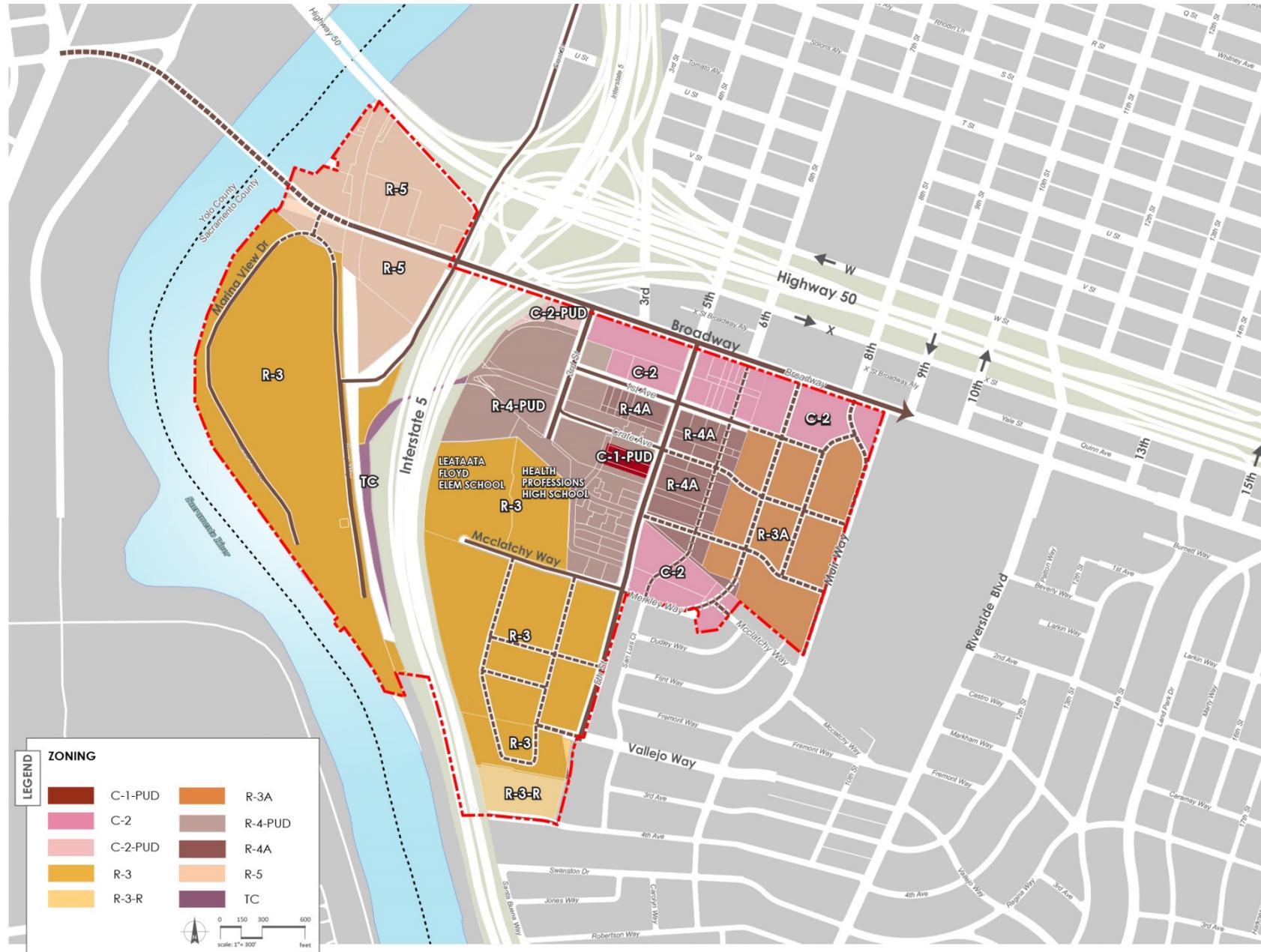
Source: City of Sacramento data, adapted by Ascent in 2019

Figure 4-3: General Plan



Source: Sacramento 2035 General Plan, modified by Ascent in 2019

Figure 4-4: Zoning



Source: City of Sacramento Zoning Map, modified by Ascent in 2019

4.3.3 Subarea Land Uses

The land use and development plan concepts and assumptions for each of the subareas, shown in the Land Use Plan Concept in Figure 4-1, are described in this section.

A. West Broadway Gateway

The West Broadway Gateway subarea, adjacent to the Broadway Bridge, has the potential to serve as a gateway and entrance into the city from West Sacramento. High-density residential and commercial development that takes advantage of the site's adjacency to the riverfront and Miller Regional Park is envisioned in this subarea.

The land use and development assumptions for this subarea are:

- ▲ high-density residential development and up to 1,300 residential units in the areas north and south of Broadway, supported by structured or podium parking;
- ▲ up to 132,670 square feet of commercial retail development, which could include a grocery store and other commercial uses integrated with residential uses on the north side of Broadway and commercial retail or mixed-use development on the south side of Broadway; and
- ▲ 9.3 acres of new parks and open space, integrated with the residential development and/or including programmed space, such as a fitness station, a dog park, and play areas in the proposed open space area west of the levee.

B. Industrial Subarea

This subarea includes commercial and infill development opportunities in horizontal and vertical mixed-use formats, centered on the 1st Avenue and 5th Street intersection. A 50/50 mix of residential and commercial uses is assumed in this subarea, which could support stand-alone commercial or industrial retail development, commercial flex space, vertical mixed-use retail and residential uses, live-work units, and other types of urban residential housing. Potential adaptive reuse and repurposing of existing structures in this subarea are encouraged.

The land use and development assumptions for this subarea are:

- ▲ up to 185,200 square feet of commercial development and up to 660 residential units;
- ▲ commercial or industrial mixed-use development on the blocks that are west of 5th Street and south of the KXTV/ABC 10 studios, which may include continued operation or future reuse and repurposing of the Saccani Distributing Company facility and the brick structure north of it on the northwest corner of 1st Avenue and 5th Street to accommodate storefront retail development along 5th Street;
- ▲ existing commercial uses, which are expected to remain in the foreseeable future, including the KXTV/ABC 10 studios and the light industrial flex space at the corner of McClatchy Way and 5th Street, as well as other existing uses;
- ▲ primarily urban residential mixed use with ground-floor retail uses on Broadway and along 5th Street and ground floor commercial and three to five stories of housing development above on the blocks to the northwest corner of 1st Avenue and 5th Street; and
- ▲ urban residential development on the northeast corner of 1st Avenue and 5th Street with potential for live-work units fronting 5th Street.

C. The Mill at Broadway and School Sites

The Mill at Broadway is an approved development project being implemented in the Specific Plan Area, where Phases 1–4 of the project are either already developed or under construction. New lands east of 5th Street, which have been acquired by the project developer, are planned for residential development as Phase 5 of the project. At build-out, The Mill at Broadway is projected to include approximately 1,125 dwelling units, approximately 37,350 square feet of commercial development, and 11,000 square feet of community center uses through the preservation/reuse of two existing industrial buildings on the site.

No land use changes are proposed for the two Specific Plan Area school sites, except for a new 2.0-acre urban farm and community garden on the Leataata Floyd Elementary School site, which was already planned in coordination with The Mill at Broadway development. These facilities will continue to be operated by the Sacramento City Unified School District.

D. Alder Grove and Marina Vista

Any future changes or development in the Alder Grove and Marina Vista subareas will require coordination with and approval by the Sacramento Housing and Redevelopment Agency (SHRA) and the U.S. Department of Housing and Urban Development (HUD). Alder Grove will continue to serve as a multi-family housing community. A net increase of 570 units of market-rate, mixed-income, and senior housing units is assumed, not including the existing 360 units. Up to 930 units can be accommodated at Alder Grove, with development at a maximum average density of 36 dwelling units per gross acre and excluding 3 acres of new parks and open space land, along with 34,000 square feet of commercial development and 6,000 square feet for a community building.

Marina Vista will also continue to serve as a multi-family housing community. A net increase of 289 units of market-rate, mixed-income, and senior housing units is assumed, not including the existing 391 units, to accommodate a total of 680 units. This total assumes an average density of 18.5 dwelling units per gross acre, not including 2.5 acres of new parks and open space and a 12,500-square-foot community building.

E. Land Park Woods

No changes are anticipated in the Land Park Woods subarea, which currently consists of 55 affordable housing units and an approximately 3,800-square-foot community building.

F. Marinal/Miller Regional Park Special Study Area

The Sacramento Marina/Miller Regional Park is proposed as a Special Study Area that will require further future analysis. This Specific Plan evaluates two potential scenarios for the development of Miller Regional Park and the Sacramento Marina, referenced as Scenarios A and B.

Scenario A

Scenario A provides for the reconfiguration of Miller Regional Park and the Sacramento Marina to focus marina boat docking functions on an expanded south basin of the marina, while expanding recreational opportunities in the north basin and beyond. Expansion of the south basin would be accomplished by narrowing the land on the peninsula between the marina and Sacramento River. Soil or material dredged

during expansion of the south basin could be used as fill to expand the land area for the park on portions of the north basin and support the development of a water sports basin and outdoor event lawn. The north basin could be programmed to support a variety of public events, activities, and services for the region, such as paddle-boarding and kayaking and a potential floating swimming pool; a rental facility to support water and cycling activities; restaurants and an event center; a stepped or seated lawn area for staging running, bike racing, other sporting, and music or special performance events; beach, volleyball courts, and other play areas; a public dock; steps and feet-in-only access into the river; and bike trail improvements along the Sacramento River.

Scenario B

Under Scenario B, the Sacramento Marina would remain in its current configuration, with the continued use and operation of existing park and marina facilities, including the Harbor Master building and bait shop/mini store. Similar to Scenario A, Scenario B would include improvements to enhance public access and safety, including continuous sidewalks and walkways adjacent to parking areas, improvements to the marina landscaped edge, and lighting and landscape improvements.

The adjacent fuel storage facility property, currently north of Miller Regional Park and south of Broadway, could be developed as an extension of Miller Regional Park and programmed to support a gathering place and/or place to stage and conduct park events.

Both Scenarios

Under both scenarios, the City-owned parcel north and west of Front Street would allow for additional development opportunities. Existing uses on this parcel could remain in the interim, or the site could be converted for event parking. Approximately 300 surface parking spaces can be accommodated on this site. If, in the future, more event parking could be accommodated off-site, this parcel could be sold by the City. When combined with development of the adjacent site to the north, this site could provide for a sizable 9-acre infill mixed-use development parcel that could include mixed uses fronting Broadway and a potential museum or other civic facility. Additional details regarding the park plan concepts and the more complete list of proposed park uses and amenities are presented in Chapter 6 of this Specific Plan.

4.4 Housing

Housing is a critical component of the City's General Plan vision, where the City strives to ensure that growth occurs in a manner that meets the housing needs of all its residents. A key strategy for encouraging such growth is supporting infill development and sustainable and complete neighborhoods. Under the City's 2035 General Plan Housing Element, the Specific Plan Area is identified as an "opportunity area," intended to direct housing growth near jobs, transit, and other urban amenities.

4.4.1 Existing Housing Communities and Plans

The Specific Plan Area is in an existing developed area currently occupied by several residential communities: the Alder Grove and Marina Vista public housing communities, totaling 751 units; Land Park Woods, which has 55 units within the boundary of the Specific Plan Area; and The Mill at Broadway, which has an approved Planned Unit Development entitlement for 825 units (four of the five phases are under development). In total, approximately 1,631 housing units are existing and/or have been approved for development in the Specific Plan Area.

The Housing Element in the City's General Plan governs housing development in the city and includes policy direction on how the City will achieve local and state goals for the maintenance, improvement, and development of affordable housing. The City's responsibility under state law is to identify adequate sites that will be made available through appropriate zoning and development standards and to provide services and facilities that encourage the development of a variety of types of housing for all income levels. SHRA, the housing authority for the City and County of Sacramento, coordinates with the City to develop and manage affordable housing.

4.4.2 Specific Plan Housing Plans

Specific Plan goals and policies support new affordable and market-rate housing through public and private investments, with the intent to create a mixed-income housing community in the Specific Plan Area. This community could be established through (1) development of the Alder Grove and Marina Vista subareas as mixed-income neighborhoods and (2) infill and development of new housing in other subareas in the Specific

Plan Area that support a mix of market-rate and affordable housing within the West Broadway area.

A. *Mixed-Income Neighborhood Strategy for Alder Grove and Marina Vista*

The Upper Land Park-Broadway Neighborhood Transformation Plan (Transformation Plan) is a conceptual master plan and strategy document that was prepared in 2015 by SHRA under the Choice Neighborhoods Planning Grant from HUD. It represents a conceptual basis for the long-term transformation of the Marina Vista and Alder Grove public housing communities. While the Transformation Plan was not formally adopted and SHRA has not implemented this plan to date, it was the last comprehensive study for this area, and many of the principles and concepts contained in this document, which was developed with community input, remain relevant to the Specific Plan Area.

The Transformation Plan recommends demolition of the Marina Vista and Alder Grove communities and development of communities with between 1,200 and 1,500 new homes and on-site amenities for a range of incomes that include affordable and market-rate units that are indistinguishable from one another. The Transformation Plan also identifies two housing strategies for integrating the housing communities into the surrounding neighborhood:

- ▲ New development at Marina Vista and Alder Grove will offer a ladder of housing opportunity for a diverse range of households.
- ▲ New buildings and homes at Marina Vista and Alder Grove will be physically and visually integrated with surrounding neighborhoods in a sustainable manner.

Building from the concepts of the Transformation Plan, this Specific Plan proposes to add 1,610 new homes within Alder Grove and Marina Vista, in densities that will transition from higher fronting Broadway to lower adjacent to the existing traditional-style homes in the Upper Land Park community. The land use assumptions in this Specific Plan also assume the mix of units across different affordability levels that was studied under the Transformation Plan, with minor adjustments that pro-rated for the additional 110 units proposed for Alder Grove. This Specific Plan does not propose new development plan concepts for these

communities except to require the establishment of a coordinated and cohesive street grid system through the entire West Broadway area.

The Transformation Plan envisioned the development of the Alder Grove and Marina Vista communities as mixed-income neighborhoods. According to the Transformation Plan, the designs of these units would be based on the following design principles to ensure consistency with the design of the surrounding neighborhoods:

- ▲ Incorporate a variety of architectural styles and densities in housing that transition between Broadway and Upper Land Park. Higher-density housing and a more contemporary character are appropriate along Broadway, similar to the architectural styles in Midtown that provide a balance of contemporary and pedestrian-oriented design. Development moving south would transition from higher density to medium density and single-family homes and transition from contemporary to more traditional homes.
- ▲ Address historic preservation opportunities, such as incorporating character-defining features of the New Helvetia Historic District, applicable to Alder Grove, and commemorating historic features and characteristics of the district.
- ▲ Reconnect the street grid with surrounding neighborhoods and incorporate trees, lighting, and improved streetscape amenities.

SHRA Plans for Public Housing

Due to funding challenges and declining federal resources from HUD for public housing, SHRA has the opportunity to use the Rental Assistance Demonstration (RAD) program to convert its public housing properties with five or more units to the RAD program and help stabilize its public housing portfolio. RAD allows public housing authorities to convert their public housing to the project-based Section 8 rental assistance developments, with guarantees by law to the same basic protection under the public housing program. The program was initiated in 2012 to help public housing authorities convert their properties to more viable housing programs after HUD determined that the configuration of its public housing program was not sustainable.

RAD would allow SHRA to leverage private debt and equity in conjunction with capital improvement funds from HUD (which is

currently not allowed in traditional public housing) to address immediate and long-term capital needs and deferred maintenance projects that will help improve and stabilize its aging public housing stock. SHRA has identified a phased strategy for the conversion of its public housing properties, anticipated to take place over a 12-year or longer period.

B. Affordable Housing Requirements for Infill and New Housing Development

The City's affordable housing policies and programs apply to new residential, residential mixed-use, and non-residential development in the Specific Plan Area, as summarized below, in accordance with the following applicable affordable housing programs.

Housing Trust Fund

The City's Housing Trust Fund supports the development of affordable housing by providing revenue to subsidize affordable housing production. The City charges a fee on non-residential development projects based on an economic nexus analysis showing the degree to which the various non-residential uses attract low-income workers and increase the need for affordable housing.

New non-residential uses in the Specific Plan Area would be subject to in-lieu fees levied by the Housing Trust Fund.

Mixed Income Housing Ordinance

Adopted in 2015, the Mixed Income Housing Ordinance established the Housing Impact Fee—a citywide fee on new residential development to provide funding to construct affordable workforce housing. The fees collected are transferred to the Housing Trust Fund, which is administered by SHRA and used for the production of affordable housing.

4.5 Economic Development

4.5.1 Existing Businesses in the Specific Plan Area

The Specific Plan Area generally consists of a mix of commercial and light industrial uses, small independently owned businesses, and vacant lots interspersed among these uses. Existing businesses in the area, as shown in Figure 4-5, include a neighborhood retail/service center (adjacent to Alder Grove), the KXTV/ABC 10 television studios, Ben & Sons Auto Tech, Saldivar Auto Body, Ace Auto Wrecking, the Sacramento City Unified School District business and facility operations, 5th Street Restaurant & Bar Supply, California Shellfish Co., Inc., Pacific Standard Print, Saccani Distributing Company, River City Produce Sales, Canvas Experts, American Hand Bag, Cotton Shoppe, US Foods, and Muir Way Market.

The Specific Plan Area includes both opportunities and challenges to business and economic development. Opportunities include:

- ▲ adjacent regional freeway and riverfront trail connections;
- ▲ adjacency to the Greater Broadway district and proximity to surrounding neighborhoods;
- ▲ continuing improvements taking place with The Mill at Broadway development;
- ▲ readily available infrastructure trunk lines sized for future development; and
- ▲ vacant lots and/or opportunity sites, such as the key corner parcels occupied by the Sacramento City Unified School District.

Challenges include:

- ▲ light industrial development and potential contamination and clean-up costs associated with industrial properties;
- ▲ fast-moving traffic at pedestrian crossings along Broadway;
- ▲ inconsistent street frontage and sidewalk improvements throughout the area;
- ▲ blighted lots and buildings and hodgepodge development character in the area, which are not conducive to attracting new businesses; and

- ▲ the perception of crime and other public safety issues along this stretch of Broadway.

The Mill at Broadway development; new mixed-use residential north of Broadway, near 3rd Street; and the Broadway Complete Streets Plan will start to generate momentum for change in and improvement of the West Broadway area.

4.5.2 Economic Development Strategies

The West Broadway area has the opportunity to take advantage of two key assets in the area—the riverfront and Broadway commercial corridor—to support its further economic development and growth.

A. Riverfront

Once a key transport mode serving commerce and industry in the region, the Sacramento River is, today, primarily a recreational and tourist destination. The City has and continues to work on capitalizing on the river for developing a high-quality public open space network for connecting Downtown to the distinct urban neighborhoods in town.

Miller Regional Park in the Specific Plan Area is a unique opportunity to support the development of Sacramento's riverfront and establish it as a jewel in the City's park system. As the second longest and widest riverfront development parcel in the city, after Discovery Park, the park and surrounding riverfront lands offer potential for new waterfront uses, recreational amenities, and mixed-use development opportunities that can support new residential growth and help complete the transformation of Sacramento's formerly industrial and working waterfront to vibrant city neighborhoods, close to Downtown.

The available land and easy connections along the river, in addition to future development, can attract a variety of uses and businesses that may want to locate or relocate closer to amenities along the river and Downtown Sacramento. Today, Miller Regional Park, because of its isolated location and poor bike and pedestrian access, is an overlooked opportunity that is not well used by adjacent neighborhoods, but it should become a key city priority as an outcome of this Specific Plan—a modern, state-of-the-art park and recreational amenity for the region that supports the evolution of surrounding area uses.

Figure 4-5: Existing Businesses in the Specific Plan Area



Source: City of Sacramento data adapted by Ascent in 2019

B. Broadway Commercial Corridor

Broadway was once a thriving Main Street, but construction of US 50, to link Interstate 5 to State Route 99 in the 1950s has created a barrier for the Broadway District. As a result, development on Broadway stagnated. More recently, interest in developing Broadway has been renewed. The Greater Broadway Partnership, which started in 1999 and grew out of nearly two decades of collaboration between neighborhood associations, property owners, residents, and business owners, focuses on fostering new businesses and retaining existing businesses. In 2007, it established a Property and Business Improvement District to carry out activities consistent with the priorities of property owners in the district.

In 2012, the Greater Broadway Partnership, working with the Sacramento Urban Land Institute, completed the Broadway Vision Plan. The plan provides a guide for improvements 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 neighborhoods. In the 2035 General Plan, the City designated Miller Regional Park and the Setzer property, now the site of The Mill at Broadway as Priority Investment Areas and shovel-ready sites, with the intent to fund key planning efforts and infrastructure investments to prepare these areas for development and leverage private investments.

The commercial market analysis conducted for the Upper Land Park-Broadway Neighborhood Transformation Plan identified a limited market for new retail in the neighborhood because population and household income growth were limited. However, increased residential development in the Specific Plan Area is anticipated to encourage improvements to retail and community services. Additionally, growth along the Broadway corridor and the City's investment in infrastructure and streetscape improvements through the Broadway Complete Streets Plan should catalyze additional new growth and development in the West Broadway area. Chapter 6 of this Specific Plan summarizes neighborhood retail and service assets that are lacking in the community and are needed for a more vibrant commercial corridor.

4.6 Implementation

To achieve the land use vision and types of uses described in this Specific Plan, the actions in Table 4-2 will need to be implemented. The table identifies the strategy, implementation actions, location in this Specific Plan where additional information is available, the timeframe, and parties responsible for implementing the action.

Table 4-2: Land Use, Housing, and Economic Development Implementation Actions					
Strategy & Action Number	Strategy/Action	Specific Plan Policies Addressed	Specific Plan Section Reference for Additional Detail	Timeframe	Responsibility
Note:	Timeframe: Short term = 0–5 years; Medium term = 5–10 years; Long term = 10+ years				
Land Use and Regulatory Implementation Actions					
Strategy LU.1: Coordination with Stakeholders					
Ongoing coordination with property owners and community or agency partners will be needed to support infill development and public and private improvements of the West Broadway area, as provide in the actions that follow.					
LU-1.1	Relocate the Sacramento City Unified School District Operations Centers. The City will coordinate with and help facilitate relocation of the Sacramento City Unified School District operations centers to catalyze future development on the key infill sites on the northern corners of 5th Street and 1st Avenue.	LU-1.2	Section 4.3.3, Section 4.5	Medium to Long term	Economic Development, Sacramento City Unified School District
LU-1.2	Work with Property Owners. The City will work with property owners in the Specific Plan Area to help facilitate and implement development projects consistent with the vision and policies of this Specific Plan. Adaptive reuse strategies and affordable housing opportunities are encouraged.	LU-1.1, LU-1.2	Section 4.5	Ongoing	Community Development, Economic Development

Strategy LU-2: Future Plans and Studies

Additional project-level studies are needed and should be undertaken to successfully implement major catalytic project development and improvements within the West Broadway area.

LU-2.1	Feasibility Study for Miller Regional Park Special Study Area. Continue to explore the feasibility of options for the Miller Regional Park Special Study Area by preparing a market analysis and opportunities and constraints analysis identifying funding gaps and funding sources with a goal of potential development timed with the construction of the Broadway Bridge and the development of the fuel storage sites.	LU-2.2	Section 4.3.3, Section 4.5	Near and medium-term	Community Development; Economic Development; Youth, Parks, and Community Enrichment; Public Works
LU-2.2	Transition Plan for Fuel Storage Facilities. Prepare a transition plan to facilitate the deindustrialization of existing fuel storage facilities on Front Street, in coordination with existing property owners and the City of West Sacramento, to open up the waterfront and the West Broadway Gateway subarea for public and private investment.	LU-1.1	Section 4.3.3, Section 4.5	Ongoing	Economic Development

Housing Implementation Actions**Strategy H-1: Support Diverse and Affordable Housing**

New development in the Specific Plan Area will support housing affordable for a variety of household incomes.

H-1.1	Transformation of Alder Grove and Marina Vista subareas. Work and partner with housing developers to secure funding from regional, state, and federal programs to plan and support development of Alder Grove and Marina Vista subareas into mixed-income housing communities. In the interim, implement property and program improvements that enhance the quality of life for existing residents.	H-2.1, H-2.2, H-2.4	Section 4.3.3, Section 4.4	Ongoing	Sacramento Housing and Redevelopment Agency, Housing and Urban Development, housing developers
H-1.2	Affordable Housing. New development in the Specific Plan Area will comply with the City's affordable housing policies through constructing housing affordable to low-income and workforce populations or by contributing to funds for existing affordable housing programs.	H-1.1, H-1.2, H-2.3	Section 4.4	Ongoing	Community Development
H-1.3	Ongoing Engagement. Provide information to public housing residents to inform them of their rights and engage them in future development/rehabilitation projects in the Specific Plan Area.	H-2.1	Section 4.4	Ongoing	Sacramento Housing and Redevelopment Agency, Community Development

Economic Development Implementation Actions					
Strategy E-1: Help Facilitate Economic Development					
Promote economic development in the Specific Plan Area linked to the economic strategies and opportunities of the city and broader community.					
E-D-1.1	Waterfront Development. Continue to implement the Sacramento Riverfront Master Plan through public and private investment strategies. Link the activities along the river through innovative recreation and events programming and promotion.	LU-2.2	Section 4.5	Ongoing	Economic Development; Youth, Parks, and Community Enrichment
E-D-1.2	Greater Broadway District. Market Broadway as a home and destination for small-scale entrepreneurs and local businesses and promote the opportunities and available opportunity sites along the Broadway corridor. Work with the Greater Broadway Partnership to attract new business and development interests and the desired uses in the Specific Plan Area or broader neighborhood.	E-D-1.2	Section 4.5	Ongoing	Economic Development, Greater Broadway Partnership
E-D-1.3	Assist Small Businesses. Provide funding or services that support existing small businesses with tenant façade, landscape, and property improvements that support their vitality.	E-D-1.2	Section 4.5	Ongoing	Economic Development
E-D-1.4	Advocate and Promote Reuse. Work with property owners and brokers to advocate for reuse and support the development of new projects with building reuse opportunities that can build on the character of development within the West Broadway area.	LU-1.2	Section 4.5	Ongoing	Economic Development, Historic Preservation
E-D-1.5	Event Programming. Work with the Greater Broadway Partnership and others to program neighborhood activities and events in the area that build off the success of the Farmer’s Market, such as crafts fairs, food truck events, movies in the park, youth programs, boating events and tours, and festivals and other larger events at Miller Regional Park and the Sacramento Marina. Promote development of 1st Avenue as a pedestrian-oriented, mixed-use street that can accommodate neighborhood events and programs.	LU-1.4, LU-2.2	Section 4.5	Medium and Long term	Neighborhood Services; Youth, Parks, and Community Enrichment; Convention & Culture Services