

A Specific Plan for the Development of West Sacramento

VOLUME 1: Vision, Plan, and Procedures

West
Sacramento
Bridge District
West
Sacramento
Bridge District

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Originally Prepared By:

Zimmer Gunsul Frasca Partnership
and
Sasaki Associates
DKS and Associates
Nolte and Associates
Wallace Kuhl Associates
Murray, Burns and Kienlen
Charles M. Salter Associates, Inc.
Keyser Marston and Associates Inc.
Ellman, Burke, Hoffman, and Johnson

CONTRIBUTORS (2009)

City of West Sacramento

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Christopher L. Cabaldon

Mayor Pro Tem

Wesley A. Beers

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Oscar Villegas

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Jennifer Blackburn

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Charles Moore, Jr.

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Toby Ross

Assistant City Manager

Carol B. Richardson

Director of Public Works & Community Development

Steve M. Patek (retired July 2009)

Director of Redevelopment

Val Toppenberg (retired July 2009)

Director of Community Development

Tina Gontarski

Director of Parks and Recreation

Bob Johnston

Director of Finance

Evelyne Hayden

Chief of Police

Dan Drummond

Fire Chief

Al Terrell

City Attorney

Robert Murphy

CONTRIBUTORS (1993)

City of West Sacramento

CITY COUNCIL

Mayor

Gregory R. Potnick

Mayor Pro Tem

Wesley A. Beers

Council Members

William G. Kristoff

Michael H. McGowan

Cindy Tuttle

Ray E. Jones

Mayor (through June 1992)

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Robert Horel

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Charles Moore, Jr.

CITY STAFF

City Manager

Joseph M. Goeden

Assistant City Manager

Carol B. Richardson

Director of Community Development

Steve M. Patek

Deputy Director of Redevelopment

Val Toppenberg

Director of Public Works

Larry S. Gossett

Director of Parks and Community Services

Don Schatzel

Director of Finance

Leigh Keicher

Chief of Police

Barry D. Kalar

Fire Chief

Albert J. Iannone

City Attorney

Robert Murphy

Project Management Consultant

Andrew Plescia Company

Volume 1: Vision, Plan, and Procedures

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Preface

This document is an update to the Triangle Specific Plan, which was originally adopted in 1993 to provide a planning framework for the area bounded by State Route 275 (now Tower Bridge Gateway) to the north, US-50 to the south, the Sacramento River to the east, and the junction of Tower Bridge Gateway and US-50 to the west.

Following the adoption of the Plan and the associated environmental document, many obstacles prevented the desired development from occurring. Active rail spurs separated the bulk of the Triangle from the riverfront, divided properties and prevented intersection improvements. Soon after the adoption of the Plan, the economy went into a multi-year recession. The state of California had rules that precluded the location of state offices west of the Sacramento River, substantially constraining the market for Class A office space in West Sacramento. In the context of prevailing market conditions, neither the City nor the property owners had the financial capacity to implement the infrastructure envisioned by the original Plan.

Despite these challenges, the City and property owners continued exploring how to facilitate development in the Triangle. Raley Field and the Ironworks projects were constructed, each of which necessitated minor modifications to the Plan. The Triangle was renamed the Bridge District to better reflect the area's location and character. The City and Bridge District property owners developed a close working partnership, which yielded its first tangible fruits in the agreement to remove the riverfront rail spur, a joint effort through which the City paid \$11.5 million and the property owners contributed \$5 million by forming Community Facilities District #23. Staff and the property owners have continued this close relationship, which has resulted in the frank, ongoing and detailed dialogue that precipitated this revision of the Triangle Specific Plan.

Today, many of the obstacles that had formerly impeded development in the Bridge District have been eliminated, and the area is poised to realize the development potential that was first envisioned in the 1993 specific plan. Over one mile of railroad track has been removed. The state has occupied hundreds of thousands of square feet of office space in West Sacramento, and has included West Sacramento sites on its short list for future office locations. The City and property owners have developed infrastructure plans that economize on costs, while maintaining the commitment to quality that was a hallmark of the original specific plan. Perhaps most significantly, the City has been awarded a \$23 million grant through state Proposition 1C for the construction of needed infrastructure in the Bridge District.

The Proposition 1C grant carries with it the obligation for the City and property owners to begin production of the first high-density residential units in the Bridge District by 2012. To facilitate this and other development, it is necessary for the City to provide clear, up-to-date planning guidance that incorporates the results of the City's ongoing dialogue with property owners, and responds to current and expected market conditions. Recommended for approval by the Planning Commission on June 18, 2009 and adopted by the City Council on November 18, 2009, this document is intended incorporate the many changes that have occurred in the Bridge District since the adoption of the 1993 specific plan, and to provide the framework that property owners and developers will use to plan, design, construct and operate development projects that embody the bold vision laid out by the City Council for the Bridge District.

1. VISION

1.1 Introduction and Purpose

This plan is based upon the twin principles that urban development forms have economic, environmental, social, and aesthetic advantages that are worth the cost of planning and developing them; and that the Bridge District is an ideal location for development of urban intensity to benefit West Sacramento and the region.

There are many reasons to facilitate an urban development model in areas, like the Bridge District, where it will be supported by the market. Urban development yields higher rents and more tax revenue per square foot than similar suburban development. Urban development is more compact, so it uses less land than suburban models. Transportation costs are minimized, as larger ridership make mass transit feasible in urban environments, while proximity of housing to jobs reduces the need for automobile commuting. Urban environments encourage social and economic integration, as housing and job opportunities at various economic levels can be located in close proximity, in many cases in the same building. Recognizing these advantages, the SACOG Blueprint project, Portland's Urban Growth Boundary, and other regional planning efforts have universally encouraged more compact development models and the avoidance of sprawl as a recipe for improved quality of life.

Given the obvious benefits of compact development models, and the success of those models just across the river, it is curious that the Bridge District is not already developed as an extension of downtown Sacramento's urban fabric. West Sacramento's Bridge District is located less than one mile from the state capitol and features beautiful river frontage, excellent highway access, and ample available land, yet to date it has not shared significantly in the development that has shaped the growth of downtown Sacramento. An aerial photograph of the Bridge District and adjoining areas is a study in contrasts, with high-density office and retail development abounding immediately to the east of the Sacramento River, juxtaposed against expanses of bare dirt currently found in the Bridge District.

The development pattern that exists today is an artifact of obstacles that historically thwarted growth along West Sacramento's riverfront, but which have now been largely eliminated. The purpose of this document is to establish the guidelines whereby the Bridge District's real estate potential can be realized, allowing it to become a regional asset, providing jobs, new housing opportunities, and recreational and entertainment opportunities.

Historical Context

The Bridge District had been an active industrial area for over 70 years before entering the slow decline that led to the vacancy and underutilization characteristic of the area at the time the 1993 specific plan was adopted. The Rice Growers Association operated large storage silos near Highway 50 for many years, before the structures were demolished in the 1990's. The CEMEX (formerly Lone Star) cement terminal located just south of the District was constructed in the 1950's, and brought dozens of rail cars to per week to its facility just south of Highway 50, storing empty cars on track located between the river and South River Road. The CEMEX terminal ceased rail operations in 2009. Weyerhaeuser, Inc. operated a paper recycling facility that made extensive use of the same rail spur, also ceasing operations in 2009. Other legacy industrial users

included State Box Company, which was acquired and ceased operations as part of the Raley Field land transactions in the late 1990's. By 1993, many industrial users in the Bridge District were in serious decline, setting the stage for the development of the original specific plan and a new vision for West Sacramento's waterfront.

Why the Bridge District?

Of the City's ten miles of frontage on the Sacramento River, the Bridge District is the best suited for new urban-scale development. The Bridge District touches the West Capitol Avenue and Washington neighborhoods, areas that have seen substantial public and private investment in the past decade. The District is also bracketed by two of the major entries to the city, giving it a prominent role as a gateway to the City from points east. The Bridge District is adjacent to downtown Sacramento, and, in combination with it, can provide a stronger, more vibrant heart for the Sacramento region, providing jobs and new housing for West Sacramento residents. Finally, the Bridge District's prominent location along the Sacramento River will allow the City to reclaim its historic role as a water edge community.

The geography of the Bridge District provides a natural location for the development of an urban waterfront district. The defining feature of the District is its mile-long frontage on the Sacramento River. In addition to the prime waterfront location, the Bridge District rests upon a bluff that raises most of the area out of the floodplain. The raised elevation distinguishes the area from many other waterfront properties in the Sacramento region where abrupt levees limit development potential and cut off water views. In the Bridge District, the broad bluff along the river provides an opportunity to develop buildings of an urban scale that can capitalize on views across and along the Sacramento River.

Goals of this Plan

The intent of the Bridge District Specific Plan is to provide a framework for the development of a well-planned, waterfront-oriented urban district for the City of West Sacramento, complementing established residential and commercial districts within the City with a balanced mix of uses. The Plan sets forth goals and objectives that the City of West Sacramento would like to achieve as the Plan is implemented. It also establishes a framework for how the public and private sector will work together to achieve the goals through identification of responsibilities. The policies establish the City's approach to implementation of the goals and describe the specific commitments of the City to stimulate and guide desired development of the district. The City will evaluate projects against the relevant goals and policies, recognizing the unique contribution of each project. The specific goals of the plan are:

- Develop a place of civic significance that recognizes the City's current and historic ties to the Sacramento River.
- Provide capacity for and attract new business to enhance the economic vitality of the City.
- Encourage and facilitate development of affordable high quality, residential uses.
- Create new open space, river access and recreational opportunities.
- Expand and enhance the role of West Sacramento in the region.

-
- Establish the Bridge District as a vibrant urban area.
 - Promote and implement alternative modes of transportation.
 - Promote pedestrian-oriented mixed uses and compact development forms that are environmentally responsive.
 - Provide adequate parking while respecting other Plan goals.

The City of West Sacramento expects that achievement of these goals will produce a vibrant riverfront for the City, benefiting existing residents and the larger region. The Bridge District Plan provides property owners with the ability to address multiple real estate markets simultaneously and to accommodate a range of land uses. The Plan provides for moderate to high-density residential, office-commercial, retail-commercial, service commercial, commercial-lodging, medical campus, industrial, government and institutional uses. This broad array of uses and activities is essential to the establishment of an urban waterfront district and community center with vitality. The cohesive planning framework found in this Plan is intended to facilitate accelerated development activity in the Bridge District by clearly articulating the City's expectations, thereby reducing the uncertainty frequently encountered in emerging development areas.

1.1.1 Scope of this Plan

The Specific Plan for the Bridge District will have four components: *Volume 1* is an overview of the Plan and policies; *Volume 2* includes design guidelines and development standards for streetscapes including the public and quasi-public realms; *Volume 3* contains the implementation strategy, which defines the scope of public improvements and identifies the means, requirements and conditions by which desired development can be encouraged to occur; and *Volume 4*, to be finalized at a later date, will contain architectural design guidelines.

The Plan is based on the goals and objectives adopted by the City for the Bridge District. It begins with a statement of policies derived from these goals and objectives that provide direction for development throughout the Plan area. Implementation of some public design aspects will require discretion on the part of both property owners and the City; these are provided for through the architectural design guidelines found in *Volume 4*. Other aspects require consistent application of standards; these are presented as development regulations that are to be implemented as standards in the City's Zoning Ordinance.

1.1.2 Location & Existing Character

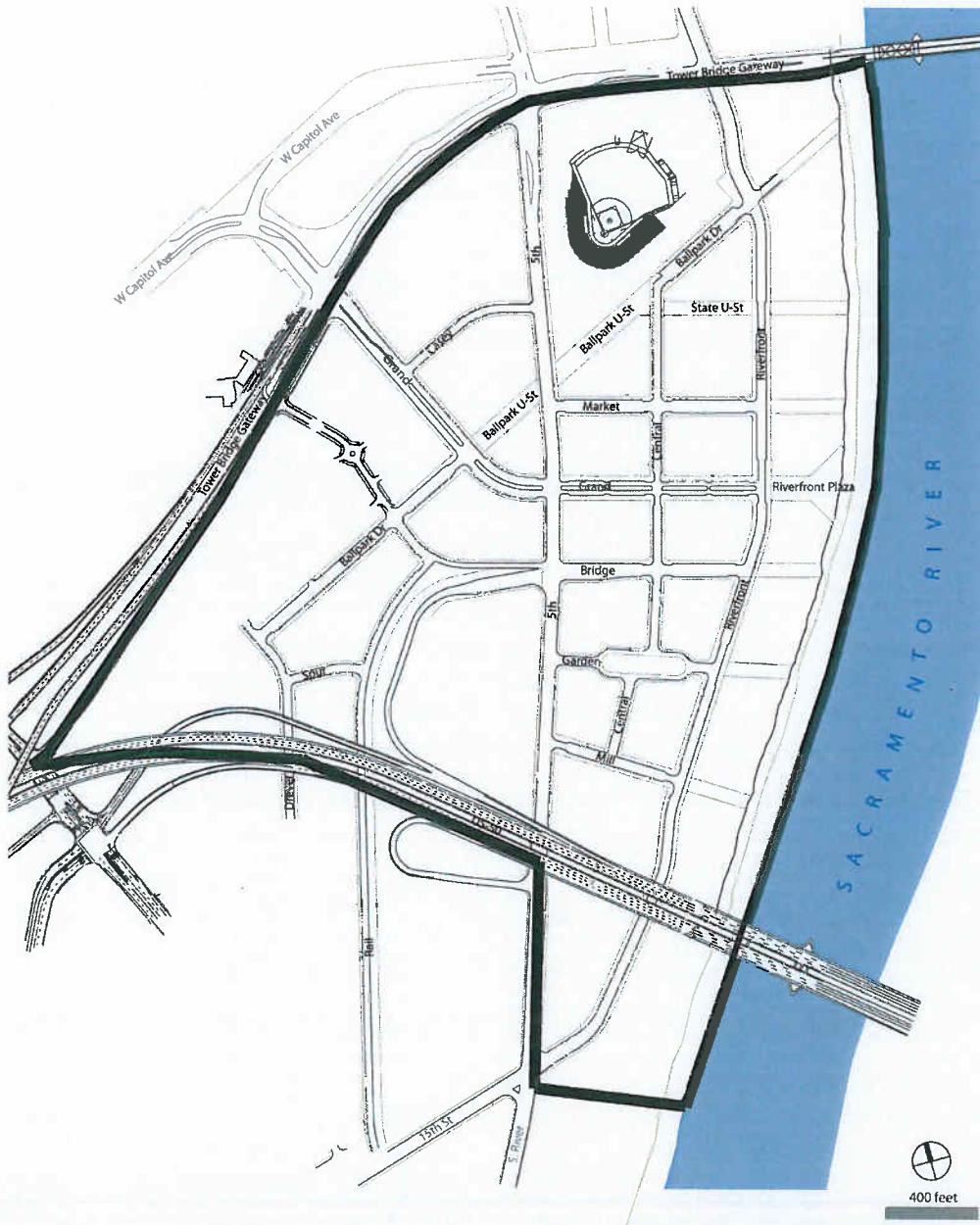
The Bridge District is located in West Sacramento directly across the Sacramento River from downtown Sacramento and the state capitol, allowing easy pedestrian or bicycle access to the amenities found there. The district is bound by Tower Bridge Gateway, Highway 50 and the Sacramento River and includes a small parcel south of Highway 50 that is part of the former Rice Growers Association property. The policies in this plan will also apply to the CEMEX property south of Highway 50. The Bridge District is approximately 188 acres in size. Nearby land uses include a mixed-use, predominantly residential community to the north, the Broderick area; the City's Central Business District and Civic Center to the west, along West Capitol Avenue; and the Pioneer Bluff and Stone Lock districts to the south along South River Road.

West Sacramento has access to the regional interstate transportation system via Interstate 80, Interstate 5 and Highway 50. The Bridge District has direct freeway access via on- and off ramps to Highway 50. Arterial streets adjacent to the Bridge District are Tower Bridge Gateway, Jefferson Boulevard, and West Capitol Avenue, each of which gives access to other neighborhoods of West Sacramento and to surrounding communities.

A key feature of the Bridge District is its relatively high elevation. The Bridge District's topography generally slopes up from a low point in the western extremity to a bluff above the Sacramento River in the eastern part of the site, providing an opportunity to extend visibility of the waterfront environment deep into the core of the Bridge District via access corridors. The view of Downtown Sacramento across the river provides a very attractive visual setting for future development in the Bridge District.

The Bridge District has been in a state of physical decline for some years, although development of Raley Field and the Ironworks projects have initiated a redevelopment process that the Bridge District Plan aims to continue. Outside of Raley Field and Ironworks, the existing character of the area is one of under-used industrial land and economically obsolete buildings, but includes a few active businesses. There is no significant vegetation in the interior of the area. Along the river edge, there are intermittent groves of canopy trees and riparian ground cover, although much of it is neglected and misused.

While many of the obstacles that historically impeded development in the Bridge District have been removed, a number of challenges remain. The relocation and demolition of existing incompatible industrial uses will be an ongoing process during implementation of the Plan. The Union Pacific switching yard must be relocated to completely achieve the Plan's goals. New at-grade crossings of Tower Bridge Gateway are required. To assemble developable parcels, land will need to be sold or exchanged among property owners without creating undevelopable "slivers." The Plan is designed to facilitate the orderly resolution of these issues to expedite the build-out of the district in accordance with the Plan.



Triangle Specific Plan: Bridge District Boundary

SERA Architects • URS • City of West Sacramento • Wood Rodgers

1.1.3 The Place the Plan Would Produce

The Specific Plan provides a framework for creation of a mixed-use community that will, over time, become the most urbanized area in West Sacramento. It will be readily accessible to other parts of the City yet will draw its most conspicuous identity from the river. The Bridge District will provide a complementary mix of commercial and residential uses, making it an active place at all hours. A variety of developers will develop projects on land parcels of differing sizes, uses, and physical characteristics, providing a diversity of environments and experiences for residents, workers and visitors.

The organization of streets and open spaces as described in the Plan establishes the basic structure and character of the Bridge District and its neighborhoods, and is designed to create a walkable, human-scale environment that encourages a pleasant pedestrian experience. Streets have been designed to accommodate an evolving urban core with a growing use of transit and alternate transportation modes as the area matures. Early development is expected to provide a mix of housing, offices and retail uses close to the waterfront, while areas west of Fifth Street that are constrained by rail uses will develop more slowly.

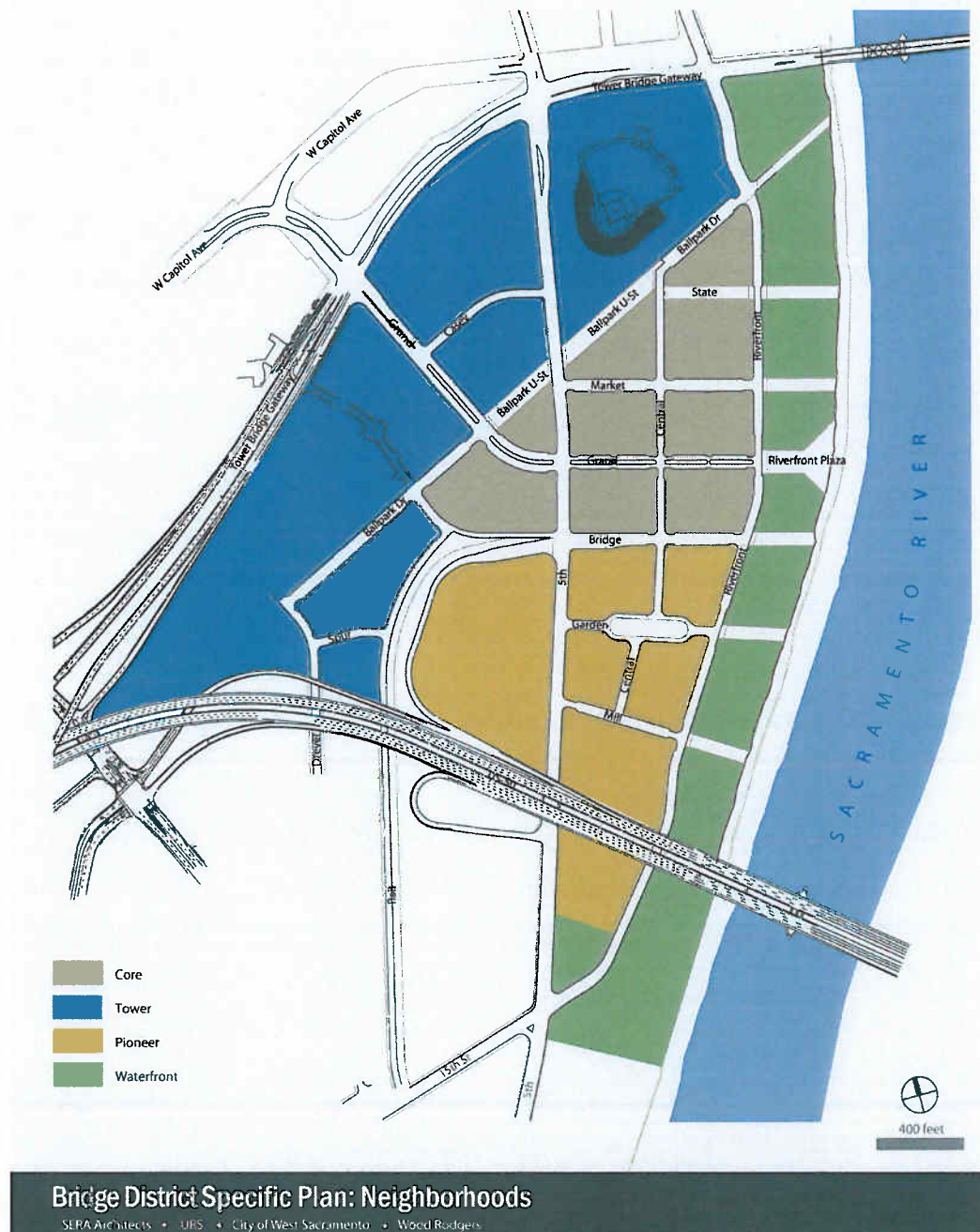
Landscape and open space will play an important role in establishing the character of the Bridge District. The waterfront itself will be largely devoted to public access and its qualities will be extended into the heart of the Bridge District via the east-west streets and associated view corridors. The district will feature four key parks: the River Walk extension, which will traverse the district along the river, connecting in the north to the existing River Walk Park; Ironworks Park, to be located west of Ironworks Avenue; Garden Park, located on Garden Street; and the Core Park, which will provide a green open space in the heart of the district. In addition to these public open spaces, individual development projects are contemplated to include open space and recreational components, assuring that the Bridge District will gracefully bring together the natural beauty of the river with the built environment.

The implementation of the plan will result in the creation of an urban riverfront district that is without precedent in the Sacramento region in terms of the river access it affords; the multiplicity of residential, commercial, retail, recreational and entertainment options it creates; the quality of its infrastructure and landscaping; and its connectivity to adjacent neighborhoods. The Bridge District will be a place where shady, tree-lined streets, gracious parks, and vibrant street-level storefronts will encourage residents and visitors to get out of their cars and interact with each other. Strong pedestrian, vehicular and mass transit connections will make the Bridge District easily accessible. The plan is designed to produce a place with a signature package of amenities and ambiance, a place where people will want to live and work.

1.2 Neighborhoods

The Bridge District is planned to develop as a composite of four distinct but interdependent transit-oriented neighborhoods: the Waterfront, the Core, the Tower Edge and the Pioneer Edge. The 2009 update to the Plan merged the former Park Blocks neighborhood into the Core and Tower Edge. Each neighborhood has a unique character and should recognize and respect the character of abutting neighborhoods. All are encouraged to accommodate a mix of office, residential, ancillary retail and public uses. Hotels may also be developed in some areas. Each neighborhood would accommodate uses differently, thus developing its own image and quality while providing for diversity within the Bridge District.

Bridge District Neighborhoods



1.2.1 The Waterfront

Facing the Sacramento River, the Waterfront is the most conspicuous edge of West Sacramento and will become a recreational focus for the city and the region. The City will develop a central plaza to accommodate the large population that it will attract. The plaza will be flanked by retail uses, and will provide for programmed and unprogrammed events. To the north and south of this active central area, the riverbank will form a green backdrop for riverside condominiums, apartments and businesses. The Waterfront will be the

location of the western terminus of the first phase of the planned streetcar project. It also encompasses the eastern half of the planned retail district.

Because the Waterfront frames the District's key amenity, the river, early and meaningful public investment in the Waterfront will be tactically important to triggering private sector investment in nearby development projects. Private development will be designed to complement these public facilities and the activities they promote such as providing public restrooms within buildings bordering the riverfront plaza. Development of the Waterfront and Core neighborhoods will set the tone and quality for development throughout the remainder of the Bridge District. Therefore, successful implementation of the Waterfront neighborhood is strategically essential to the success of the Bridge District as a whole.

1.2.2 The Core

Located in the center of the Bridge District, the Core is intended to be the most densely developed neighborhood. It will contain predominately commercial development, including high-rise, class A office uses. It is characterized by walkable blocks and a grid of frequent streets. The Core encompasses the western half of the retail district along Riverfront Street.

Grand, a street of key civic importance runs through the Core, connecting it to both the waterfront and the City's civic center. Grand east of Fifth Street is designed primarily for pedestrians, yet capable of accommodating vehicular traffic. Paving materials will be more akin to those found in plazas and squares than those common to downtown streets. Grand will be uniquely landscaped to enhance its character as a signature street for West Sacramento.

1.2.3 The Tower Edge

The Tower Edge is located along Tower Bridge Gateway at the northern edge of the Bridge District. The Tower Edge has three roles: *one*, to introduce the traveler on Tower Bridge Gateway to West Sacramento and the Bridge District neighborhood; *two*, to provide a visual, physical, and functional linkage between the Bridge District and neighborhoods to the north and west, and *three*, as a neighborhood with a strong residential component. The Tower Edge neighborhood is also the location of Raley Field.

The Tower Edge is the farthest from the river of all the Bridge District neighborhoods, and relies on key corridors such as Ballpark Drive and Grand Street to establish a linkage to the waterfront. The Tower Edge contains large development parcels in order to provide flexibility in development patterns, as may be necessary for the design of cohesive mixed use and residential developments. Grand and Fifth divide the Tower Edge, but provide important connections to West Capitol Avenue and the neighborhoods to the north. Other streets and open spaces will be built within these parcels. Their locations and configurations will be designed in concert with the developments they serve.

1.2.4 The Pioneer Edge

The Pioneer Edge is located along the southern boundary of the Bridge District, adjacent to Highway 50. This is an area of high visibility and good access from the highway. It provides good opportunities for visible and identifiable office and institutional development. Office buildings and institutional uses in high and midrise buildings are natural development opportunities and can serve to screen other uses from freeway impacts.

The Pioneer Edge has the potential to develop early because street access is sufficient and convenient and because existing utilities are properly located and of adequate capacity. The character of development in the Pioneer Edge will, to some degree, influence development of the Core and the Waterfront. Thus the Pioneer Edge has two roles: *one*, it should demonstrate the merits of a mixed-use future for the Bridge District and *two*, it should provide an effective buffer against noise emanating from Highway 50, protecting areas in which residential development can be anticipated.

It is important that substantial development should occur early in both the Waterfront and in adjacent blocks of the Core so that the thesis for the Bridge District will be established properly at the outset. However, the sequence of Bridge District development will be strongly influenced by reconstruction of at-grade intersections on Tower Bridge Gateway, the relocation of the Union Pacific switching yards and the relocation of incompatible industrial uses. Another influence will be the new and expanded infrastructure systems, which will rely upon the availability of funding for each increment. Development at the periphery of the neighborhood, where it adjoins the other three neighborhoods, should reflect the character of those neighborhoods. While meeting these challenges and constraints it is imperative that each new project reinforce the integrity of the community. In other words, the community must be designed to always appear whole, even if it is not “complete.”

1.3 Institutional Context and Goals

The purpose of the Plan is to provide an understandable structure for the evolutionary development of the Bridge District. The character of desirable development in the Bridge District area is a reflection of the civic pride and urban aspirations of the community, as expressed in goals and objectives that have been adopted for the area by the City Council.

The Plan for the Bridge District describes and directs the desirable development of the area. The Plan is composed of Vision, Plan and Procedures (*Volume 1*), Urban Streetscape and Design Standards (*Volume 2*), an Implementation Strategy (*Volume 3*) and Architectural Guidelines (*Volume 4*). The application and intent of those elements are clarified by accompanying illustrations, descriptions and discussions.

The Vision, Plans and Procedures volume (*Volume 1*) describes the desired image, substance and evolution of the Bridge District. It defines the quality of desired development, the conditions of its execution and the philosophy of its justification. The Goals describe the desired image, substance and evolution of an urban core. The Policies are the formal commitment of the City of West Sacramento to the Plan Goals. They portray a general obligation to an idea and a process, to be executed in an orderly manner. They establish priorities for the City. The Development Guidelines are advisory and complement the Urban Streetscape and Design Standards and the Architectural Guidelines.

The Urban Streetscape and Design Standards (*Volume 2*) and the Architectural Guidelines (*Volume 4*) are mandatory and serve two objectives:

- *They provide the most comprehensive illustration of the qualities of desirable development.*
- *They describe how different activities of the district should complement each other, and in the process, reinforce the development of an urban community of interdependent parts.*

The Implementation Strategy (*Volume 3 and its supporting appendices*) includes both strategies and mandates that serve the following objective:

-
- *They are a foundation for negotiations between the City and development interests (public or private) as options are being considered for project scope, configuration, funding and phasing.*

The Bridge District Specific Plan provides a framework to accommodate phased redevelopment in conformance with the West Sacramento General Plan. The Specific Plan also provides direction for all facets of future development, including designation of alternative land uses, location and sizing of supporting infrastructure, methods of financing public improvements and design guidelines for development. These provisions are structured around goals and objectives for the Bridge District that have been adopted by the city of West Sacramento. The Specific Plan may be amended in the future to accommodate changing market conditions.

Both public and private responsibilities are implied by the adopted goals, and the Specific Plan recognizes these mutual responsibilities in its provisions. The City and individual property owners are dependent upon each other to effectuate the goals of this Plan, as evidenced by the public and private responsibilities contained within each adopted goal.

1.3.1 Goal 1: Develop a place of civic significance that recognizes the City's current and historic ties to the Sacramento River.

Public Responsibilities

- Create infrastructure to connect the Bridge District to the Civic Center area and West Capitol Avenue.
- Invest in cohesive and aesthetically pleasing urban infrastructure and public open space system.
- Locate appropriate public facilities in the Bridge District.
- Produce architectural design standards that will ensure design flexibility and quality.
- Make early commitments in the Bridge District that will attract people and therefore attract private development.

Private Responsibilities:

- Respect and develop in harmony with the urban form, including streets, open space, and intersections.
- Size and orient development in accordance with the Plan goals.
- Observe frontage standards and guidelines for each neighborhood including public art, high-quality materials, and lobby entrances.
- Invest in high-quality development that is complementary to neighboring developments.

1.3.2 Goal 2: Provide capacity for and attract new business to enhance the economic vitality of the City.

Public Responsibilities:

- Cultivate a broad range of uses and services to enhance economic and social diversity;
- Assist where necessary to attract key businesses or services to facilitate overall development goals.
- Ensure the provision of adequate public services to serve proposed development.

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- Design and implement a marketing plan that promotes West Sacramento and attracts both users and investment to the Bridge District.
 - Support efforts to site state offices in West Sacramento being mindful of impacts of property tax exempt status of state-owned buildings on the Bridge District financing plan.

Private Responsibilities:

- Promote the mixed-use nature of the Bridge District.
- Develop support retail and personal service facilities in designated locations to maximize economic viability and minimize automobile trip generation.
- Support local economic development efforts.

1.3.3 Goal 3: Encourage and facilitate development of affordable, high quality residential uses

Public Responsibilities:

- Implement City Inclusionary Housing Program (Chapter 15.10, West Sacramento Municipal Code) in the Bridge District.
- Target and pursue grant funds for the development of new housing.
- As available and justified pursuant to the Development Assistance Policy, provide gap financing to facilitate the development of new housing opportunities.

Private Responsibilities

- Comply with the Inclusionary Housing Program.
- Seek to integrate housing in mixed-use buildings

1.3.4 Goal 4: Create new open space, river access and recreational opportunities.

Public Responsibilities:

- Assist in development of urban waterfront improvements that facilitate regional celebration of the river.
- Invest in an early area-wide landscape improvement and tree-planting program to establish open space boundaries and bring the riverfront image into the heart of the Bridge District area.
- Promote riverfront program activities and participate in regional festivals and river functions.
- Expand recreational opportunities in the Bridge District area, especially along the waterfront.
- Promote additional connections to the region, including water connections such as a regional water taxi system, and vehicular and pedestrian bridges.

Private Responsibilities:

- Observe material and building envelope regulations and reinforce connections to the Waterfront by developing the Riverfront View Streets defined in Volume 2 of the Specific Plan.

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- Contribute to streetscape interest and public open spaces with appropriate street level architecture, and by including distributed recreational elements such as street furniture or public art.
 - Observe and promote landscape guidelines aimed to reinforce a riverfront image.
 - Provide support services (e.g. public restrooms, pedestrian lighting, and furnishings as described in Volume 2 of the Specific Plan) promoting recreational activities along the waterfront.

1.3.5 Goal 5: Expand and enhance the role of West Sacramento in the region.

Public Responsibilities:

- Support efforts to expand and enhance West Sacramento's role as a key component of the Sacramento metropolitan region.
- Take necessary steps to make the Bridge District a safe and attractive place to work, to live and to play, especially in the earliest stages of the development.
- Respect the tradition of individual neighborhoods within West Sacramento and encourage the development of new uses in the Bridge District that will complement those communities.
- Facilitate improvement of the connections between the Bridge District and other communities in West Sacramento and the greater Sacramento area.
- Facilitate extension of light rail and/or streetcar service into West Sacramento through the Bridge District.

Private Responsibilities:

- Invest in streetscape enhancement, landscape and architectural detailing that reinforce the character of the district.
- Provide comfortable and lighted public spaces for people to congregate during the day and night.
- Design developments that complement their surroundings, favoring circulation on foot and encouraging enjoyment of the environment beyond the workday.

1.3.6 Goal 6: Establish the Bridge District as a Vibrant Urban Area

Public Responsibilities:

- Create a favorable regulatory environment that encourages urban development
- Facilitate a mechanism to create incentives for density
- Provide clear development standards and capacity.
- Phase and install infrastructure to support urban-scale development
- Transform legacy industrial by establishing procedures for phase-out of non-conforming uses.
- Seek grant funds for relocation of the Union Pacific Railroad switching yard.
- Divert truck routes to designated roadways.
- Promote improved accessibility, transit service and pedestrian opportunities, consistent with local and regional transportation and air quality goals.

Private Responsibilities:

- Create a built environment that is compact, dense and pedestrian-scaled
- Use space in an efficient and aesthetic manner.
- Manage service entrance and back of house uses to reduce their impact on the public realm.
- Use creative design to minimize visibility of unattractive features (e.g. trash bins, utility boxes, electric panels, roof-mounted equipment)
- Promote and participate in boundary line adjustments that facilitate implementation of the plan. Accommodate right-of-way requirements.
- Participate in open space dedications at the earliest possible stage.
- Participate in operation and maintenance districts, lighting and landscape districts as necessary to support City services.
- Participate in benefit assessment districts for construction of public infrastructure improvements.

1.3.7 Goal 7: Promote and Implement Alternative Modes of Transportation

Public Responsibilities:

- Facilitate design and development of a street grid based on urban standards and trip rates.
- To the extent possible, make efficient use of existing roadway and right-of-way.
- Provide clear and attractive wayfinding signage.
- Support and facilitate public transportation, including streetcar.
- Promote accessibility.
- Promote transit and pedestrian improvements that are consistent with local and regional transportation and air quality goals.

Private Responsibilities:

- Design projects to minimize trip generation and encourage alternative modes of travel.
- Participate in city efforts to promote public transportation.
- Design projects to incorporate shade, lighting, and other elements that favor circulation on foot or by bicycle.
 - Incorporate sustainability measures in new construction to help achieve LEED ND Silver status for the Bridge District.

1.3.8 Goal 8: Promote Pedestrian-Oriented Mixed Uses and Compact Development Forms That Are Environmentally Responsive

Public Responsibilities:

- Create a regulatory environment that encourages mixed uses.

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- Implement land use mixes in each neighborhood, in a manner consistent with Volume 3 of the Specific Plan.
 - Produce architectural design standards for a wide range of buildings that permit mixed-use and compact design.

Private Responsibilities

- Develop blocks and neighborhoods consistent with the Plan.
- Promote a diversity of land uses.
- Use sustainable development practices and support establishment of the Bridge District as LEED ND Silver.

1.3.9 Goal 9: Provide Adequate Parking while Respecting Other Plan Goals

Public Responsibilities

- Develop a parking enforcement, management and monitoring program to manage supply and demand for parking in the Bridge District.
- Pursue development and operation of public/quasi-public parking structures to support and encourage development in the Bridge District.
- Develop and administer parking standards and design standards for parking structures.
- Create a regulatory environment that contains both minimum and maximum parking requirements.
- Encourage joint-use parking
- Develop regulations to govern interim surface parking.

Private Responsibilities

- Design parking structures to conform to adopted City guidelines.
- Minimize parking need by designing and programming buildings to encourage alternative modes of transportation (e.g. bike racks, showers, transit incentives, etc.)
- Participate in shared and structured parking as described in Volume 3.
- Consider mixed-use parking structures (e.g. parking with ground-level retail).
- Cooperate in the development of a parking authority or management entity to oversee development of shared parking resources.

1.4 Authority

All development within the Bridge District shall conform to this Specific Plan and its development standards. When adopted pursuant to Section 65450 of the State of California Government Code, this Specific Plan shall supplement or take precedence over the City of West Sacramento's development regulations previously applicable in the Bridge District. For issues not addressed by this Plan, the existing and subsequently adopted

City of West Sacramento development regulations shall apply. Many of the more detailed aspects of development regulations are not repeated in this Plan, so the appropriate City instruments, such as the Zoning Ordinance, must be referred to as well.

Any city instrument other than the General Plan that imposes different burdens or restrictions upon the use of land than those contained in the Specific Plan shall be deemed to be in conflict. In the case of conflicting provisions, the provisions of this Specific Plan shall control. However, where a development agreement by and between the City and a private entity provides more specificity and was found to be consistent with the Specific Plan and applicable law via the findings made at adoption, the terms and conditions of the development agreement shall control.

The guidelines stated in this document provide for development of uses consistent with adopted goals and objectives for the Bridge District, and with the adopted General Plan for West Sacramento. All standards and guidelines stated in this Specific Plan, together with others that may be applicable through the city's Zoning Ordinance, shall be subject to adjustment through procedures described in this document.

1.5 How to Use the Specific Plan

To determine how the provisions of the Specific Plan would apply to development of a specific property:

1. Identify the neighborhood(s) in which the property is located by reference to the maps that follow.
2. Review the *Whole Plan* section of this document to understand overall policies.
3. Review the section of this document relating to the neighborhood(s) in which the property is located to identify additional policies that may apply.
4. Review *Urban Design and Development Standards, Volume 2*, to identify design, development and land use standards for the public realm. *Volume 4*, currently under preparation, will contain architectural standards for the Bridge District.
5. Refer to the West Sacramento Zoning Ordinance for detailed regulations and standards applicable to issues not addressed by this Plan (*Volumes 1-4*).
6. For guidance on administration, financing, infrastructure, technical and engineering analyses, and implementation procedures, consult the *Implementation Strategy, Volume 3*, section of this document, and its appendices.
7. For further assistance, contact the Community Development Department.

2. THE PLAN

2.1 Organization

The Plan is organized in four neighborhood components. These are:

- Waterfront
- Core
- Tower Edge
- Pioneer Edge

Goals, policies and development guidelines of the Plan that have general application to several neighborhoods are presented within the Plan section identified as the *Whole Plan*. Those that apply only to specific neighborhoods are presented under the relevant neighborhood name.

2.2 The Whole Plan

2.2.1 Purpose

The Bridge District will develop as a series of neighborhoods which, when aggregated, will form a new urban community for West Sacramento. The development process will occur in phases and will transform the area from industrial uses to an urban mix of uses consistent with its General Plan designation of Riverfront Mixed Use. *The Whole Plan* section provides a framework of goals, policies, and guidelines. Each neighborhood within the Plan is subject both to the policies and guidelines found in The Whole Plan, and to the neighborhood-specific provisions found in its particular sub-section of the Plan.

- The goals for the Bridge District, as adopted by the City, are derivative of goals and objectives included in the City of West Sacramento General Plan, which was originally adopted in May 1990 and updated in 2000. A major update of the General Plan is currently underway and is expected to reinforce the City's desire to redevelop its waterfront, especially in the Bridge District. These goals portray the development aspirations for an urban core for the City. The adopted goals for the Bridge District are presented on Page 8.

2.2.2 Whole Plan Policies

Policies for the Bridge District are consistent with the City of West Sacramento General Plan. They establish the City's approach to the implementation of adopted goals for development of the Bridge District. These policies describe the specific commitments of the City to stimulate and guide desirable development of the district. Policies are organized in eight categories: Land Use, Circulation, Parking, Urban Development, Architectural Design, Affordable Housing, Redevelopment, and Finance.

Land Use Policies:

1. *The City will facilitate development of the Bridge District as a place of civic significance for West Sacramento that establishes its image as a river city.*
2. *The City will cultivate a diversity of uses and services to enhance economic and social vitality in the Bridge District.*
3. *The City will promote the development of quality housing to expand the range of housing types currently available in West Sacramento, and to promote a balance between jobs and housing in the city.*
4. *The City will ensure the provision of adequate services and infrastructure to support the needs of existing and future development in the Bridge District.*
5. *The City will control the location, extent and configuration of ancillary uses to fulfill their purpose of supporting the desired mix of primary uses in the Bridge District on a per neighborhood basis.*
6. *The City will, when necessary, encourage the Redevelopment Agency use its powers to facilitate implementation of the plan.*
7. *The City shall require all proposals for development, where required by the provisions of the Specific Plan, to include appropriate landscape, public open space and distributed recreational opportunities.*
8. *The City shall require all proposals for housing development within the planning area to implement appropriate measures to protect occupants from excessive noise exposure, consistent with the provisions of the General Plan, the Specific Plan, and the Specific Plan SEIR.*
9. *The City shall require that all proposals for development protect or mitigate environmentally sensitive areas as set forth in the plan, in accordance with state and federal guidelines. Mitigation for protected trees unable to be preserved within development sites may be provided in park and open space areas and as street trees.*
10. *The City shall limit the expansion and continued operation of non-conforming uses in the Bridge District and shall ensure consistency of new uses with the adopted land use plan.*

Circulation Policies:

1. *The City will promote and maintain the Bridge District as a transit oriented community.*
2. *The City will facilitate the extension of streetcar service into the Bridge District while maintaining the option for light rail service in the future.*
 - i. *The City will elevate walkability goals in designing Bridge District roadways and promote pedestrian and bicycle travel as alternatives to automobile use.*
3. *The City shall encourage each development project within the Bridge District and require any projects obtaining a development agreement to establish a transportation demand management program.*

4. *The City will facilitate creation of effective multi-modal connections between the Bridge District and other communities in West Sacramento and the greater Sacramento area.*
5. *The City will require large blocks to be broken up via universal streets, access corridors, or similar technique to increase pedestrian connections and provide more opportunities for enhanced architectural treatments of buildings and structures, as prescribed in Volume 2.*
6. *The City will promote and maintain public and private transportation access responsive to the needs of all residents of the Bridge District and supportive of businesses located there.*
 - i. *The City shall require development plans to provide public access corridors to adjacent open space areas in a manner consistent with the intent and purposes of Volume 2.*
 - ii. *The City shall require that all proposals for new development in the planning area comply with circulation and transportation requirements of this specific plan.*
 - iii. *Where applicable, the City shall encourage proposals for new developments provide access to adjacent parcels within block areas via considerations of shared universal streets.*

Parking Policies:

1. *The City will develop and adopt a formal parking plan that provides minimum and maximum parking standards necessary for desired development, but that also establishes a schedule for reducing those maximums for the purpose of encouraging increased reliance on transportation alternatives. Section 3.4 of Volume 3 contains general principles to be contained in the parking plan.*

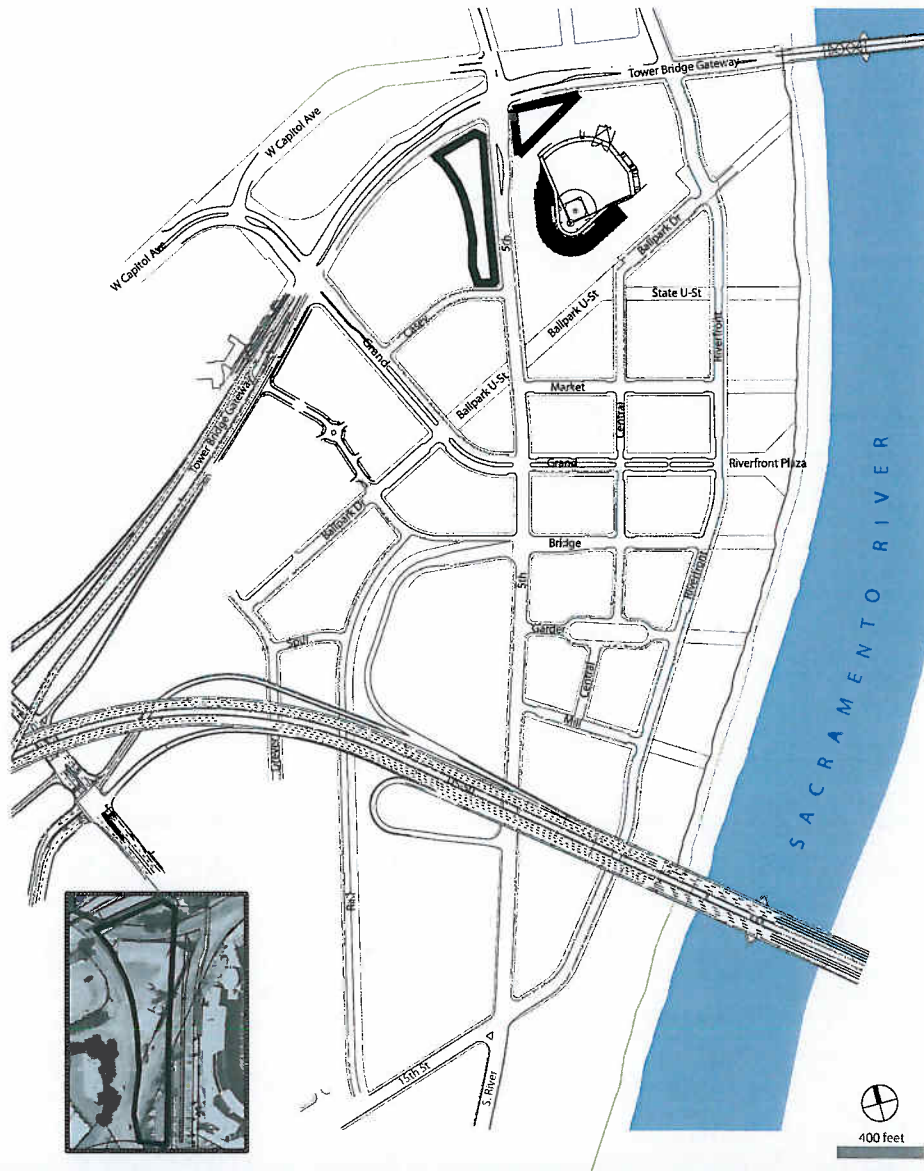
The minimum and maximum parking ratios for commercial development are:

Land Use	Unit	Number of Spaces per Unit	
		Minimum Proposed	Maximum Allowed
Retail	1,000 sf	2.50	3.60
General Office	1,000 sf	1.00	3.00
Mixed Use (Retail and Professional Office)	1,000 sf	2.00	3.00
Hotel	Room	0.50	0.90

- i. *Parking ratios for Healthcare facilities may be increased from those permitted for mixed use facilities by the Zoning Administrator on a case-by-case basis pursuant to West Sacramento Municipal Code 17.34.020B.*
2. *The City will facilitate and monitor any transportation demand management program(s) for the Bridge District that will evaluate changing transportation conditions and modify existing standards so that transportation goals for the Bridge District will continue to be fulfilled.*
3. *Off-site parking facilities for Raley Field/Amphitheatre shall be permitted as a matter of right when limited to accessible spaces for disabled employees and patrons of Raley Field/Amphitheatre and for year-round Raley Field/Amphitheatre employees. The location of such parking is limited to the area depicted in the*

map below. VIP and player parking may also be included. Parking may not be provided for seasonal workers other than those requiring accessible spaces for the disabled. Such parking facilities may not exceed one hundred sixty-five spaces in total without a conditional use permit. Permanent parking facilities shall be subject to full improvement standards including paving, striping, lighting, and landscaping. This policy shall remain in effect for ten (10) years following initial adoption of the Bridge District Specific Plan amendments. Once the ten-year period has elapsed, a conditional use permit shall be required for parcels where permanent parking for Raley Field/Amphitheatre is the primary use.

4. The City shall encourage joint-use parking facilities.



Bridge District Specific Plan: Surface Parking Exemption
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Urban Development Policies

1. *The City will encourage development of an urban waterfront that appropriately celebrates West Sacramento's central riverfront.*
2. *The City will promote sustainability in the District including applying for a LEED ND Silver designation for the Plan area.*
3. *The City will invest in the development of streetscapes, landscaped open spaces and tree plantings as components of a coherent public open space system.*
4. *The City will facilitate creation of an environment in which people feel comfortable and safe walking and sitting in public spaces during the day and after dark.*

Architectural Design Policies

1. *The City will promote the development of a cohesive urban structure within the Bridge District.*
2. *The City will develop architectural guidelines for the District as Volume 4 of the Specific Plan in consultation with the property owners.*

Affordable Housing Policies

1. *Within the parameters of applicable codes and regulations, the City will encourage and support innovative housing products (e.g. live/work, residential over structured parking, etc.) as a means of providing diverse housing opportunities in the Bridge District.*
2. *All residential development in the Bridge District must comply with Municipal Code Chapter 15.10, the inclusionary housing ordinance for the redevelopment project area. Residential developers may also be eligible to participate in the Inclusionary Housing Credit Program for Infill Areas that was approved by the City Council in August 2008.*
3. *The Redevelopment Agency will use its powers to promote the development of affordable housing in the Bridge District.*
4. *The Redevelopment Agency may invest housing set-aside tax increment money generated by development in the Bridge District to provide for the development of affordable housing in compliance with Municipal Code Section 15.10.*
 - i. *The Redevelopment Agency may, at its sole discretion, decide to provide financial assistance to developments that include affordable housing units if the agency determines that assistance is necessary in order to make the development economically feasible. Such assistance shall be subject to applicable law and City policies, including the Agency's Development Assistance Policy.*

Finance Policies

1. *The City may establish a funding mechanism to fund infrastructure development within the Bridge District area.*
2. *The City will ensure all development proposals within the Bridge District participate on an equitable basis in the financing of the infrastructure to serve build-out of the area.*
3. *The City will incentivize density through the Bridge District financing program.*

2.2.3 Whole Plan Development Guidelines

The Whole Plan Development Guidelines describe how the design of a project should relate to the function and appearance of the structures and activities it influences. The development guidelines describe desirable behavior, not specific solutions. More specific design standards for the public and quasi-public realm are presented in *Volume 2*. These development guidelines will be supplemented by architectural guidelines to be developed in the future and incorporated as *Volume 4* of this Specific Plan.

- a. **Respect the City's Streets:** The street is the space which serves and relates all spaces within the city. To serve those uses effectively, the developments that rely upon it should also *stimulate* and complement the ability of each street to unify both the Bridge District and the City as a whole.
 - i. *Encourage uses, and design and orient structures that reinforce the character, use and scale of adjacent streets. Develop the edges of streets to provide a quality of urban enclosure that is both beneficial and attractive to pedestrians and to adjacent owners.*
 - ii. *Differentiate the street frontage of buildings at sidewalk level from the architecture above in a manner that complements both the image of the building and the image of the street.*
 - iii. *Consider the influence of encroachments into the street on its character. Enclosed cafes extending into the building frontage zone of a sidewalk may be beneficial; skybridges spanning the street tend to degrade the street environment by removing people from the street. Skybridges may only be used to connect a parking garage to a building when spanning a universal street.*
- b. **Respect the City's Intersections:** Intersections must accommodate potentially conflicting movements of vehicles and pedestrians while also providing orientation and identity within the Bridge District.
 - i. *Encourage uses, design and orientation of structures that establish intersections as public places that will:*
 - *orient the visitor,*
 - *display and focus the public activity of the district,*
 - *confirm the integrity of the block structure.*
- c. **Promote the Use of Transit:** The ability to accommodate an expanding transit system into an established downtown is significantly influenced by the forethought with which its streets were designed and the commitment to elevate the importance of public transportation.

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- i. *Promote uses and densities that contribute to use of transit, particularly during off-peak hours.*
 - ii. *Invest in place-making around transit stops.*
 - iii. *Locate uses in a manner that maximizes their effectiveness in supporting transit.*
 - iv. *Design and orient access to projects in ways that facilitate the efficient use of transit.*
 - v. *Design street configurations so that future transit (e.g., shuttles, streetcar) can be accommodated without compromise to the transit operation or unnecessary reconstruction of the right of way.*
- d. Establish Rapport Between Streets and Adjacent Uses:** The proximity of streets and adjacent uses provides an opportunity for creative interaction that makes both spaces more successful.
- i. *Design and operate streets so that adjacent structures and spaces may interact with and benefit from the public space.*
 - ii. *Develop and operate transit so that it supports and respects the functional and economic requirements of abutting uses.*
- e. Accommodate and Orient the Visitor:** Urban centers serve visitors and residents best when they provide a transparent geographic order and way-finding system. The initial developments are important in establishing interesting and inviting public spaces.
- i. *Configure projects in a manner that will assist visitors to locate and navigate the streets, locations and attractions in the Bridge District.*
 - ii. *Develop stopping and viewing places that help orient and inform the visitor.*
 - iii. *Design and maintain streets so that they have a character that can readily be recognized to help visitors ascertain their whereabouts.*
 - iv. *Phase the development of the street system to provide continuity at every stage of development.*
 - v. *Provide a variety of public places that will encourage people to use the pedestrian environment to the fullest, with spaces for formal and informal gatherings and simple contemplation.*
 - vi. *Configure buildings so that shade, winter sunshine, and wind and rain protection are provided at formal and informal meeting places.*
- f. Maintain a Quality of Civic Design:** Public projects have a primary responsibility to establish standards for civic design yet all projects should respect and apply those principles. It is at the urban core of a city and in its streets and public spaces that one expects these qualities to be most consistently exemplified.
- i. *Design, construct and operate streets with a character that establish the standard of civic design for the Bridge District.*
 - ii. *Produce an architecture which is not only appropriate for the occupant, but which also reflects the aspirations and character of the community.*
 - iii. *Promote the development of an urban heart to the Bridge District.*

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- iv. *Encourage development along Tower Bridge Gateway, Ballpark Drive, and Grand that promotes these streets as civic corridors of importance.*
- g. Provide a Secure and Inviting Mixed Use Environment:** The best used public spaces are located at natural activity nodes that provide a safe environment, interesting and pleasant experiences.
- i. *Develop all public areas as visually accessible and well-lit spaces.*
 - ii. *Concentrate public services at locations where the greatest diversity of public activity is anticipated.*
 - iii. *Develop and maintain both passive and active recreational spaces that remain accessible to all residents.*
- h. Respect Architectural Precedents:** Urban centers exist because of the mutual benefits of proximity between many uses. Those benefits are enhanced by architecture that acknowledges and respects worthy precedents.
- i. *Provide an architecture that respects the best precedents of scale, proportion and materials.*
- i. Enhance Rapport Through Orientation:** Proximity alone does not guarantee rapport. Projects in the Bridge District should complement and communicate with their neighbors.
- i. *Cluster street-oriented uses together so that they reinforce one-another. Encourage compatible and complementary uses to co-locate.*
 - ii. *Encourage ground level retail, cafes and other pedestrian generating uses at intersections.*
 - iii. *Encourage uses in conspicuous locations that will be active and inviting in the evenings and at weekends.*
- j. Respect the District's Structure:** The core of the Bridge District is organized as a grid of streets oriented towards the waterfront. The core is connected to adjacent neighborhoods by established streets that divide larger, perimeter blocks. New streets should foster the grid system that defines the district.
- i. *Develop access to large parcels abutting the Core with right of ways that align with streets within the Core.*
 - ii. *Reinforce the river orientation of the Core.*
 - iii. *Develop blocks in a manner that reinforces the orientation and configuration of the street grid.*
 - iv. *Respect the view corridors that are provided via the street grid and District structure.*
- k. Develop Rapport Between Pedestrian and Vehicle:** The most successful streets are those that accommodate the circulation requirements of all users and modes.
- i. *Design, develop and operate streets throughout the Bridge District so that vehicles and pedestrians coexist harmoniously. Accommodate transit, the disabled, bicycles etc.*

l. Use Landscape Materials that Respond to the Environment and the Site's Regional Context: The landscape treatment of the exterior spaces (both public and private) will serve a significant role in defining the character of the Bridge District. The treatment of the landscape needs to create an immediate image, while accommodating future growth needs and characteristics. Recognize the prevailing hot summer and fall climate and the need to use water wisely in the use and choice of plant materials.

- i. Create a "City of Trees" to increase human comfort and to minimize building energy demands.*
- ii. Select plant materials that minimize the use of water and provide aesthetic benefit along the water's edge.*

m. Recognize the Integral Role of the Open Space System: The Bridge District's open space system consists of parks, civic spaces, waterfront lands, transportation corridor edges and distributed recreational elements. Each open space element requires an aesthetic and functional solution responsive to the demands of its role in the overall development of the Bridge District.

- i. Reinforce the planning and design principles and open space goals of the Specific Plan.*
- ii. Establish exterior spaces that bring identity to their immediate surroundings and interact with other elements of the open space plan.*
- iii. Reveal the value of the river to the community of West Sacramento via access to open space corridors that lead to and along the river edge.*
- iv. Recall the river via the use of water elements/features throughout the Bridge District.*

2.3 The Waterfront Edge Neighborhood

2.3.1 Purpose

The Waterfront confers a special identity on the Bridge District. Its visibility from the Tower and Pioneer bridges and from the opposite side of the Sacramento River is important to the image of the City of West Sacramento. The Waterfront will function as a front yard to the Core neighborhood. It will be densely developed but will provide transparency, via street grid and river view universal streets, to other landward neighborhoods. It will provide a place of relaxation and leisure for visitors as well as those who live and work in the Bridge District.

Streets and open spaces are oriented to encourage free movement to, from and along the Waterfront. Retail, restaurant, hotel and other pedestrian-related activities will be encouraged at street level to enliven sidewalks and add variety and interest to the pedestrian environment. It is important that the Waterfront be capable of fulfilling this role by day and after dark, everyday. A mixture of residential and commercial uses can support the public recreational role of the Waterfront and can capitalize on superb views of the river and of downtown Sacramento. This mix of uses will contribute to populating streets and pathways in the area during and after the business day, providing a sense of safety.

2.3.2 Waterfront Edge Policies

- 1. The City will ensure continuous public access to the entire length of the Sacramento River waterfront.*

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2. *The City will establish and maintain a waterfront pathway and river access system as a component of the City's public park system and recreation facilities, suited to the needs of West Sacramento residents and visitors.*
 3. *The City will promote complementary private development, open space and other facilities and opportunities consistent with public enjoyment of the waterfront during the day, evening and on weekends.*
 4. *The City will require development of a mix of residential and employment opportunities near the waterfront with retail nodes and other publicly accessible facilities at ground level.*
 5. *The City will develop and implement a landscape plan to maintain and improve native vegetation in concert with people oriented uses, consistent with federal flood protection requirements.*
 6. *The City will promote transit infrastructure and ridership including development of the Downtown/Riverfront Streetcar.*

2.3.3 Waterfront Edge Development Guidelines

The development guidelines describe desirable behavior, not specific solutions. More specific design standards for the public and quasi-public realm are presented in *Volume 2*.

- a. Respect the City Street Grid:** Development of the Waterfront should complement the orientation and functions of streets that run towards the Sacramento River, taking advantage of the pedestrian activity created by the street frontages in the Core and Pioneer Edge neighborhoods.
 - i. Develop street level uses consistent with the urban streetscape and design standards (Volume 2). Capitalize on the special opportunities inherent in waterfront locations.*
 - ii. Create a sense of special identity and provide clear orientation at important intersections along Riverfront between Ballpark and Mill. Capitalize on the high visibility of these locations.*
- b. Respect the Visitor:** The Waterfront will support a mix of commercial and residential uses providing for direct access to the waterfront for workers and residents. Development should also respond to the needs of visitors seeking riverfront recreation, shopping and entertainment.
 - i. Provide public access points via the riverfront view streets, encouraging nodes of activity along the Promenade that reinforce a sense of orientation for visitors and locals alike.*
 - ii. Locate parking intended to serve the waterfront so that employees and visitors may utilize it during the workday and on evenings and weekends.*
 - iii. Maintain high standards of civic design consistent with the high visibility and heavy use of waterfront locations.*

c. Respect the Neighbor: Waterfront development has the potential to extend its special attractions throughout the neighborhood. The street system has been designed to assist by providing transparency to the river. Additional techniques to achieve this goal will be provided in *Volume 4*, architectural guidelines.

i. Design buildings that are responsive to the waterfront and landward environment.

d. Establish a Special Place at the Water's Edge: Design waterfront open spaces to incorporate both passive and active recreation opportunities while respecting habitat value for riparian wildlife. The open space system should encourage public access and use throughout the seasons.

i. Create places for public gatherings and contact with the river. Develop areas to allow for flexibility in use and function.

ii. Configure pathways on the river bank to create large islands of vegetation and design them to provide cover for a variety of birds, insects and small mammals, to the extent allowed by State and Federal agencies.

iii. Design and orient landscape areas to enhance views and access towards the river in concert with other Plan goals.

2.4 The Core Neighborhood

2.4.1 Purpose

The Core is the urban center of the Bridge District intended to serve mixed uses at downtown development densities. It is an area that will continue to mature with time, becoming progressively more reliant on transit for the arrivals and departures of those who live and work there. Although there may be a substantial inclusion of housing in the Core, this will be the area of the Bridge District in which downtown commercial development predominates.

The Core is bisected by Grand, a special street that provides a direct and prominent link to the waterfront and the civic center. A special opportunity exists for the siting of civic amenities on a City owned block. Here, in the urban heart of the Bridge District, major landscaped streets meet and views to the Waterfront will be provided.

2.4.2 Core Policies

- 1. The City will encourage development of taller buildings in the Core that maintain visual contact with the river.*
- 2. The City will promote the Core as the highest density mixed use area in the Plan.*
- 3. The City will encourage urban qualities in the design of streets, buildings and required universal streets, consistent with the Core's central location.*

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4. *The City will promote welcoming civic facilities that are conveniently located in the Core, especially on City owned property.*
 5. *The City will promote supportive land uses and higher densities in the Core to support extension of the planned streetcar and other transit infrastructure.*

2.4.3 Core Development Guidelines

The development guidelines describe desirable behavior, not specific solutions. More specific design standards for the public and quasi-public realm are presented in *Volume 2*.

- a. **Respect the Block Structure of the Core:** The core of the Bridge District is organized as a composition of compact blocks intended to attract and serve one or two major developments per block. The objective is to create a dense, ordered core with every project having four block faces.
 - i. *Develop core blocks with active ground floor frontage including retail and retail-convertible structures.*
 - ii. *Develop ground floors with future retail use with commercially viable depths.*
- b. **Establish a Central Place:** The Core will be the most intensely urban district in the City. It will become West Sacramento's urban district; a focus for the diversity of commercial enterprises supported throughout the City; a center for financial and other business transactions and supporting services. Large concentrations of employees will support urban housing, transit, retail, restaurants and other central city amenities. The first developments to occur in the Core must set a standard of urban quality that will encourage and attract developments and users that are consistent with the intended character of the district.
 - i. *Develop projects that are urban in character and anticipate neighboring buildings of like quality and a variety of commercial, residential and institutional uses.*
 - ii. *Design universal streets and other public open spaces to accommodate the variety of loading conditions and uses consistent with their location in the urban core.*
 - iii. *Accommodate transit as a key component of the downtown access system.*
 - iv. *Develop an active-use park within the Core.*
- c. **Orient to Complement:** The challenge of the Core is to attract and encourage projects which are not only close together, but which are designed to respond to one another to create synergistic economic and social activity.
 - i. *Design projects to face existing and future neighbors. Locate front doors, service and parking access so that they function harmoniously.*
 - ii. *Establish a respectful relationship between buildings facing Grand.*

d. Adjacent Ground Level Uses: The rapport between uses in the Core will be concentrated at the street level. Hence, the manner by which they share the ground level spaces that separate them will establish the nature and quality of the relationship between individual projects within the Core.

i. *Develop and locate ground floor uses to create districts or zones of related services.*

e. Develop the Street: The street is the most intensely utilized public space in the Core. Traffic lanes, intersections and public/private edges must be designed to permit performance as a complete street, including relationship to adjacent properties.

i. *Equip each public space with the furnishings and materials that will enhance its effectiveness as an attractor of appropriate activities.*

ii. *In selecting materials and street furnishings, respond to the level of detail and scale appropriate to the type and intensity of activity anticipated.*

f. Establish a Landscape Focus on Grand: Grand will be the signature Street for the Core. It will provide an internal focus and identity, while providing linkage to the Waterfront Plaza and the Tower Edge. Grand should be developed with a unique image, distinctive in the region. Volume 3 provides more detail on the public amenities to be integrated into Grand streetscape and public spaces.

i. *Create a space that provides a distinctive civic image and is of horticultural significance.*

ii. *Develop Grand as a single space encompassing the street, pedestrian walks, and building frontage zones.*

iii. *Reinforce Grand as a pedestrian collector and view corridor to the Waterfront and Tower Edge.*

iv. *Establish a pedestrian dominance to the entirety of the space even though vehicular traffic passes through it.*

v. *Pursue water features as a direct reference to the nearby river.*

2.5 The Tower Edge Neighborhood

2.5.1 Purpose

The Tower Edge is comprised of large parcels of land between Tower Bridge Gateway and Ballpark Drive. The dividing streets, Ironworks Avenue, 5th and Grand, provide direct links to the Washington neighborhood and the Central Business District to the north on West Capitol Avenue. In the other direction, they provide easy access to the Core and Waterfront. It is anticipated that public streets and open spaces will subdivide the large parcels represented in this Plan, but the Plan defers their alignments and locations to enable comprehensive and flexible planning of those neighborhoods. The size, flexibility and privacy afforded these blocks commend them for residential uses. Thus, with the exception of those areas close to Highway 50, the Tower Edge is designated as a required residential area in which at least half of any development is to be in residential use, and in which the prevailing character will be residential.

2.5.2 Tower Edge Policies

1. *The City will encourage uses, activities and configurations that are compatible with the Bridge District, Tower Bridge Gateway, and neighborhoods to the north and west.*
2. *The City will require implementation of measures that will reduce exposure to traffic noise near residential developments.*
3. *The city will promote transit infrastructure and ridership in the Tower Edge with the goal of expanding the Downtown/Riverfront Streetcar to other neighborhoods within the Bridge District.*

2.5.3 Tower Edge Development Guidelines

The development guidelines describe desirable behavior, not specific solutions. More specific design standards for the public and quasi-public realm are presented in *Volume 2*.

- a. **Provide an Inviting Residential Environment:** The best used public spaces are located at natural activity nodes that provide a safe environment, interesting and pleasant experiences.
 - i. *Develop all public areas as visually accessible and well-lit spaces.*
 - ii. *Concentrate public services at locations where the greatest diversity of public activity is anticipated.*
 - iii. *Develop and maintain both passive and active recreational spaces that remain accessible to all residents. Locate them so that they provide neighborhoods with individual identities.*
- b. **Respect Neighbors:** Projects in the Tower Edge neighborhood should address the adjacency with the Washington and West Capitol Avenue areas in their designs.
 - i. *Develop vehicular access and parking for new projects so that it does not conflict with the circulation systems for existing neighborhoods.*
 - ii. *Locate and orient mid-rise and high-rise structures along the edge of Highway 50 and the off ramp at Tower Bridge Gateway so that optimal acoustic protection is provided for residential projects to the north and east.*
- c. **Respect the Structure of the District:** The western end of Ballpark Drive is located in the Tower Edge, giving special significance and prominence to that location. An opportunity exists to create a counter-point to views of Tower Bridge in the opposite direction.
 - i. *Capitalize on axial views towards Tower Bridge from the western extremity of the Tower Edge.*
 - ii. *Consider a landmark feature to mark the western terminus of Ballpark Drive.*
- d. **Use the Tower Edge to Define and Link Adjacent Neighborhoods:** The Tower Edge serves several functions related to the Bridge District and adjacent neighboring land uses. The Tower Edge provides a transition between urban core densities near the center of the Bridge District and less dense development north of Tower Bridge Gateway. Changes in topography together with existing plantings that border Tower

Bridge Gateway define the edge between these neighborhoods. The Grand, Fifth and Riverfront crossing of Tower Bridge Gateway provide an opportunity to introduce footpaths and bike paths, extending the network of local circulation beyond the Bridge District. Tower Edge open space closest to the US-50 Interchange provides a further opportunity to buffer adjacent land uses.

- i. Design landscaping to achieve effective screening and treatment.*
- ii. Provide dense screen plantings near the Highway 50 transition to Tower Bridge Gateway.*
- iii. At locations where the Tower Edge is connected to Tower Bridge Gateway at grade, use landscape to reinforce links across it to adjoining neighborhoods.*
- iv. Mark important entrances to the Bridge District with appropriate landscape features.*
- v. Use a finer level of detail in landscape design for areas of pedestrian circulation along the neighborhood boundary.*

2.6 The Pioneer Edge Neighborhood

2.6.1 Purpose

The Pioneer Edge is an area of high visibility and good access from Highway 50. Freeway traffic related noise and air quality makes the area closest to Highway 50 less attractive for housing. However, this area provides good opportunities for visible and identifiable office and medical campus development that would effectively buffer sites to the north. Portions of the Pioneer Edge that are effectively sheltered from freeway impacts are suitable for a variety of housing types, complementing those on the Waterfront and in the Core.

2.6.2 Pioneer Edge Policies

- 1. The city will encourage uses adjacent to Highway 50 that are not sensitive to freeway noise yet are compatible with adjacent areas in the Bridge District and that effectively buffer areas to the north.*
- 2. The city will encourage uses, activities and configurations that are compatible with the Core and neighborhoods to the west.*
- 3. The city will promote transit infrastructure and usage, with the goal of extending the Downtown/Riverfront Streetcar into the Pioneer Edge and south to the Pioneer Bluff/Stone Lock.*

2.6.3 Pioneer Edge Development Guidelines

The development guidelines describe desirable behavior, not specific solutions. More specific design standards for the public and quasi-public realm are presented in *Volume 2*.

- a. Develop a Community of Neighborhoods:** The challenge to a new mixed use development separated from existing residential neighborhoods is that it must be large enough in its first phase to establish its own sense of community.
 - i. Develop residential neighborhoods that will establish the Pioneer Edge character.*
 - ii. Develop commercial structures that add value to emerging neighborhoods.*

b. Provide Adequate Residential Services: Each neighborhood or group of neighborhoods should have some conveniently located commercial and recreational services that they can reach without an automobile trip. The market and affinity for these services should be expanded by the significant employment base to be established within the Pioneer Edge.

- i. Make employee parking available to guests and visitors to nearby residents in the evenings and at weekends.*
- ii. Provide small shops and service facilities within or between neighborhoods so that employees and nearby residents are encouraged to patronize them.*
- iii. Develop neighborhood parks and open spaces that provide residents and employees with facilities for play, walking, and contemplation.*

c. Respect Neighbors: Successful residential neighborhoods tend to have physical organizations that are specific and vulnerable. Insensitive new, adjacent development can inadvertently degrade the quality of life for the affected neighborhood. Residential and employment-based uses will need to be well-planned to promote successful co-existence.

- i. Develop vehicular access and parking for new projects so that it does not conflict with the circulation systems for residential neighborhoods.*

d. Use Open Space and Structures to Buffer Development from the Freeway: Due to the physical characteristics of the freeway US 50 off-ramp, heavy screening will be necessary to buffer the adjacent uses. Recognize the long-term need to link adjacent land use patterns as development occurs over the entirety of the area. Capitalize on opportunities to use non-sensitive uses such as offices or parking structures to create effective barriers against freeway impacts.

- i. Create continuity between street patterns on and off the plan area to emphasize the mutual dependence of developing adjacent neighborhoods.*
- ii. Design landscaping to achieve effective screening and treatment of the freeway off-ramp.*
- iii. Pursue development of mid-rise and high-rise structures along the edge of Highway 50 and the off ramp at Bridge to promote acoustic protection for residential projects to the north and east.*

3. PROCEDURES

3.1 Rights of Way and Parcel Reconfiguration

3.1.1 Purpose

The Specific Plan provides for a series of street improvements, including certain modifications to existing streets and the construction of new streets. In order to make these street improvements, it will be necessary for the City to obtain rights of way across many of the privately owned parcels of property within the Bridge District.

Owners and developers will be required to dedicate those portions of their property upon which these streets are to be located to the extent specified below in this Section 3.2, *Financing and Incremental Construction*. In order to facilitate development by any owner or developer who is ready to proceed, the City and/or the Redevelopment Agency shall obtain any rights of way necessary for that development through dedication, negotiated purchase or other appropriate mechanism. Please refer to Volume 3 of the Specific Plan for further information regarding rights of way and street dedications.

Goals

- A. *Transform the appearance of the Bridge District at the earliest possible time, such as providing basic infrastructure and ready to develop sites.*
- B. *Maximize the use of available funds towards capital and landscape improvements rather than right of way, park or open space acquisition costs.*

Policies

Each parcel of privately owned property is affected to a different degree by the proposed right of way, public access easements, and park and open space components of the General Plan. The City's policies with respect to requiring dedications and acquiring property through negotiated purchase or other appropriate mechanism are as follows:

3.1.2 Roadway Dedications

Regional roadways within the Bridge District include Bridge, Riverfront, 5th Street, and Grand. All other roadways within the Bridge District are considered local and shall be dedicated by applicants to the City at no cost. This land shall include all roadways depicted on Exhibit ____ of the Specific Plan Base Map, *Volume 3*; provided, however, those additional dedications of land for public roadways that are not depicted in that exhibit may be required for property west of 5th Street.

Rights of way held by the City which are no longer required to implement the Specific Plan vision, as depicted in *Volume 3 Exhibit _____* may be vacated by the City in its sole discretion in accordance with governing laws. Property held in fee by the City which is no longer required to implement the Specific Plan vision, as .

determined by the City in its sole discretion, may be sold to adjacent property owners or others in accordance with laws governing the disposition or sale of city or Redevelopment Agency property.

3.1.3 Park and Open Space Systems

The Specific Plan contemplates various park and open space improvements (notably Garden, Ironworks and Core Parks, and the River Walk Promenade and the Promenade Plaza) as an integral part of the development of the Bridge District. The City and/or the Redevelopment Agency may obtain such park and open space property through dedication, negotiated purchase, or via another appropriate mechanism so that development can proceed.

Bridge District neighborhood parks along with “Distributed Neighborhood Park amenities” are identified within *Volume 3, Section 5*. Neighborhood park property will be dedicated according to the Bridge District financing plan. The Promenade is a regional park facility and it shall be reserved pursuant to the Bridge District financing plan.

Property needed for the Promenade Plaza as depicted on Exhibit ___ which is not otherwise required to be reserved may be acquired by the City as part of a development agreement or other mutually agreeable mechanism.

Dedications for Public Use

When property is dedicated for public purposes, the baseline entitlements associated with the property dedicated or acquired for public purposes will remain with or inure to the developable land area remaining on the parcel(s) or adjacent parcels owned by the party executing the dedication.

3.1.4 Combined Acquisition and Dedication

The amount of dedication required shall be based on the Base Map set forth in Volume 3 Exhibit ___

3.1.5 Total Acquisition

- A. *Where the majority of a parcel of property is required for rights of way, park and/or open space, and the remaining portion of such parcel is not sufficient in size or configuration to reasonably accommodate development in accordance with the specific plan, the city shall acquire all of such parcel.*

3.1.6 Lot Line Adjustments

The new street system and developable parcels that are contemplated by the specific plan do not necessarily conform to either the existing streets or the boundaries of existing parcels. In order to facilitate the acquisition of rights of way and development within the Bridge District, it shall be the policy of the City to encourage the reconfiguration of existing parcels in a manner consistent with the new street system through lot line adjustments.

3.2 Financing and Incremental Construction

Development of the Bridge District will be driven largely by market conditions, availability of construction financing, property owner initiative and availability of capital funding for infrastructure. All of these factors are

subject to outside influences. Therefore, it is difficult to predict which properties will develop first, the pace at which development will occur or the mix of commercial and residential development that will be built. To provide property owners with the clarity they need while allowing the flexibility to respond to a variety of future development patterns, the Bridge District Plan incorporates a financing plan that is based on broad agreements between the City and property owners regarding the infrastructure to be built, and how it is to be financed.

A distinction is drawn between the types of projects to be developed. “Backbone” infrastructure improvements, e.g. roadways and sidewalks, are critical, well-defined improvements necessary to support the Expected Buildout scenario described in Volume 3 and the Specific Plan Vision described in this volume. “Supplemental” improvements fall into three categories: (1) longer term investments to augment backbone facilities, (2) investments that are undefined because they are project-specific, and/or (3) investments specific to the provision of affordable housing.

The Financing Plan detailed in Section 7 of *Volume 3* summarizes the infrastructure that is required to build out the Bridge District pursuant to this Plan, and the approach that the City and property owners have agreed upon to finance the needed improvements. This section of *Volume 1* is intended to lay out the policy framework within which those improvements will be developed and financed.

GOALS

- A. Prioritize Bridge District infrastructure projects to maximize their catalytic effect on development that conforms with this specific plan;
- B. Design, plan, finance and implement infrastructure projects in a cost-efficient manner;
- C. Allocate infrastructure costs in a manner that is fair to Bridge District property owners, the City and the Redevelopment Agency;
- D. Construct quality infrastructure improvements sized and designed to support the development intensity and quality environment contemplated by this specific plan.
- E. Provide gap financing to facilitate the development of new housing opportunities, as available and justified pursuant to the Development Assistance Policy.

Backbone Infrastructure Improvements

The backbone infrastructure improvements required for development within the Bridge District during the build-out period following approval of this Specific Plan can be grouped into three categories:

- 1. Regional Improvements, which are intended to provide benefit Citywide or to other areas of the City in addition to the Bridge District (e.g. Tower Bridge Gateway improvements).
- 2. Bridge District Improvements, which are intended to benefit the entire Bridge District (e.g. primary traffic arterials inside the Bridge District).

-
3. Parcel Improvements, which are intended to serve or benefit only certain properties within the Bridge District (e.g. the extension of a utility line to a few parcels).
 4. Other Improvements (e.g., improvements necessary as part of the District but responsibility is also shared by adjacent developments)

In addition to these capital expenses, there will be substantial operating and maintenance costs because of development of the Bridge District in accordance with the Specific Plan. The total cost of backbone infrastructure improvements and a cost allocation between Regional, Bridge District, Parcel and Other improvements is found in Table 8 of Volume 3 of this Plan.

Supplemental Infrastructure Improvements

Supplemental infrastructure improvements are grouped into two categories:

1. Defined Improvements, which include rail removal, supplemental promenade facilities, civic corridor improvements, and the podium parking for the Prop 1C residential development.
2. Undefined improvements include shared public parking structures, implementation scope contingencies, and other infrastructure and amenities.

The total estimated cost of supplemental infrastructure and an allocation between Regional, Bridge, Parcel and Other improvements is found in Table 9 of Volume 3 of this Plan.

POLICIES

Prioritizing Infrastructure Projects

Given the scope and substantial cost of the infrastructure improvements required to implement the Bridge District Specific Plan, and the limited resources available to construct those improvements, buildout of the Bridge District will require careful sequencing and prioritization of infrastructure projects. The City will consult with property owners when developing this prioritization and will endeavor to include the interests of affected stakeholders when determining which projects are to proceed first. Some projects will be required as conditions of approval for development projects; the timing of these projects will be determined by the developments that necessitate them. Other projects, including key roadways, will go forward independent of development activity. Within the latter category, the City Council will decide which projects are to be constructed, and when. In making those decisions, the Council will consider each of the following factors:

- The potential to catalyze new development
- Planning, design, and construction cost relative to available funding
- Impacts on existing development
- Consistency of the proposed improvement with the specific plan
- Need for the improvement in the context of projected market conditions
- Property owner and community input
- Alternative uses of resources

-
- Effects on other City infrastructure (e.g. pump stations, intersections)
 - Timing effects on downstream development projects.

Rather than approaching infrastructure projects piecemeal, the City may develop, and periodically update, an infrastructure development plan for the Bridge District that will outline planned infrastructure projects designed to accomplish the goals outlined in this section of the Specific Plan. This plan may be structured as a stand-alone document, or may be included as a component of the City's Capital Facilities Plan document.

Incentives for Early Development

One of the central goals of the Plan is to facilitate the timely development of residential, commercial and other projects that will prove the market in the Bridge District and accelerate further development in accordance with the Plan. Early projects in the Bridge District will likely be required to install oversized infrastructure components that will ultimately serve many Bridge District properties. In the absence of City action, the additional cost of the oversized infrastructure would serve as a disincentive to early development projects.

The City and Redevelopment Agency will work with property owners to mitigate the cost and risk associated with developing in the early phases of the Bridge District build-out. Specific approaches will be contextually driven and cannot be pre-determined for each instance. Possible techniques include:

- Development agreements committing the City to imposing repayment of early infrastructure costs on benefiting nearby property owners as a condition of approval for their properties
- Contractual arrangements between property owners for repayment of up-front costs for oversized infrastructure
- Formation, or commitments to form, community facilities districts or other financing districts for benefiting properties to provide funds for the construction of oversized facilities
- Use of City, Redevelopment Agency, state/federal grant, or other public funding sources to directly or indirectly offset the cost of oversized infrastructure.

Reimbursements

Owners or developers of any portion of the Bridge District may be required by the City to incur costs in connection with public improvements in excess of those required to service development of their property for the benefit of other owners or developers of any portion of the Bridge District. In accordance with Chapter 16.48 of the West Sacramento Municipal Code, the City shall use its best efforts to require that any person or property within the Bridge District that utilizes or gains the benefit of such planning, design, dedication or construction shall reimburse the parties who incurred the cost thereof for the proportionate share of said benefit.

Any assessment, special tax, or other financing proceeding undertaken by the City to finance construction and/or acquisition of Bridge District infrastructure shall include, to the extent proper, a provision for reimbursement to applicable Bridge District property owners for costs they have incurred in developing

infrastructure that serves other than their own properties. (At the property owner's request, a credit against future assessments or fees may be substituted.) These costs may include fees they have paid for administration, design and construction of improvements, and fulfillment of conditions or implementation of mitigation measures to the extent that such costs exceed the owners' and developers' fair share of such costs. Such reimbursement shall be made together with interest thereon at the rate of interest being charged on the principal amount of the assessments from which said reimbursement is made or at such other rate as will fairly compensate for the cost of the funds to be so reimbursed.

In both instances, the proportionate share attributable to the benefited person or property shall be determined by the City by ascertaining the charge, cost or assessment that would have been borne by such person or property if said person or property had been part of the original participating group of developers and/or owners.

3.3 Entitlements

The original Specific Plan and the West Sacramento Triangle Specific Plan Environmental Impact Report (EIR) provide the basic authority for development of 7,000,000 square feet of commercial space and 5,000 dwelling units without further environmental review, conditioned upon satisfaction of the requirements set forth in the Specific Plan.

Development capacity for various uses is allocated to each neighborhood based on gross buildable area. An owner or developer of property within the Bridge District may reserve the development entitlements which have been allocated to its property by entering into a development agreement with the city. Such a development agreement will require that the owner or developer (1) dedicate the rights of way, utility easements and park/open space components across or within its property as identified in the Specific Plan, and (2) consent to having their property being included within the boundaries of an initial district-wide assessment district. Failure of an owner or developer to so reserve its property's development entitlements creates the possibility that all or a portion of such initial development entitlements may be reallocated to other properties within the same sub-area.

3.3.1 Allocation of Entitlements

The West Sacramento General Plan establishes the City's goals and policies for the long-term development of the Bridge District. The density of development permitted within the Bridge District under the General Plan is much greater, however, than market conditions will support in the short term. In order to encourage the redevelopment of the Bridge District consistent with the General Plan, the Specific Plan establishes standards and guidelines for the interim development of each parcel and each of the sub-areas within the Bridge District, subject to additional limitations as set forth in this section.

The Specific Plan permits a range of development with a mixture of commercial and residential uses. This land use framework is intended to be market-responsive in terms of the exact type and density of development, so it is impossible to predict the exact mix of uses that will occur under the Specific Plan following the approval of the Specific Plan.

Because of this uncertainty and the likelihood that circumstances applicable to the Bridge District and surrounding area will change over time, the Specific Plan contemplates, and the accompanying EIR and

supplemental EIR evaluated, a development scenario short of the theoretical maximum. This scenario is less than the level of development allowed by the development standards and guidelines set forth in the Specific Plan and the West Sacramento General Plan. This level of development was chosen based on the most realistic expectation of commercial or residential development within the Bridge District given market conditions and real-world constraints.

The initial development entitlements for the Bridge District include 7,000,000 square feet of commercial space and 5,000 residential dwelling units, which are allocated among the Plan neighborhoods as described in Table 1 below.

Table 1 Development Entitlements by Specific Plan Neighborhood

Neighborhood	Ratio of Development: Commercial to Residential	Residential Sq. Ft.	Commercial Sq. Ft.
Core	2.1:1	782,000	1,645,295
Pioneer	2.5:1	750,000	1,900,000
Tower	0.5:1	2,018,000	954,705
Waterfront	1.7:1	1,450,000	2,500,000
Total	1.4:1	5,000,000	7,000,000

Anticipated development intensity within the build-out period of the Plan will be influenced by permitted building heights, architectural guidelines, and land use designations and expectations, as well as by relative accessibility, size and arrangement of development parcels. These factors were used to produce development scenarios that would also be supportive of the basic intentions of the Specific Plan. From these, the total EIR program was allocated to the sub-areas as summarized in Table 1 above.

These entitlements (“Baseline Entitlements”) shall be allocated among each of the privately owned properties within each sub-area based on the existing gross acreage without deduction for areas to be dedicated or acquired for rights-of way or park and open space components. Thus, each private development parcel’s share of the Baseline Entitlements shall be the entitlements for its sub-area multiplied by the ratio of the gross acreage of the subject parcel to the gross acreage of all privately owned property within the sub-area. For example, if a 50-acre sub-area were allocated 500 residential units, a property of 10 gross acres within that sub-area would be allocated 100 residential units.

The cooperation of Bridge District property owners is necessary to facilitate the orderly and cost effective development of properties within the Bridge District. In order to reserve the share of Baseline Entitlements allocated to their properties, owners and developers of all of the various parcels within the Bridge District will be expected to enter into a development agreement with the City, which will at a minimum require that owner or developer:

1. Dedicate to the City, without charge and to the extent required by the policies set forth in this Section, the rights of way, utility easements, and universal streets public easements across or within their property as identified in the Specific Plan, and
2. Consent to having their property included within the boundaries of the assessment or community facilities district (the “financing district”) which will be established to pay for preparation of the Specific Plan and the Specific Plan EIR and the cost of making various

initial improvements to enhance the appearance and functionality of the Bridge District, such as landscape, street, park and waterfront improvements.

Where the exact location of any rights of way, utilities or open space components within a parcel of property are not prescribed by the Specific Plan (as is the case for local feeder streets across properties which have not yet been planned), at the City's discretion the dedication requirement can be satisfied by the execution of an agreement with the City or Redevelopment Agency. Alternatively, an owner can make a binding and enforceable commitment to dedicate a portion of its property for right of way, utility or park and open space purposes when the development of that property proceeds.

Similarly, where the location of such rights of way, utilities or park and open space components are known but a present dedication would make continuance of an existing use impossible, the dedication requirement can be satisfied by an agreement with the City allowing the continuation of the existing use; the execution of an agreement with the City or Redevelopment Agency making a binding and enforceable commitment to dedicate these known rights of way, utilities or park and open space components at such time as the conflicting use of the parcel terminates; or similar mechanism. Approval of agreements allowing deferred dedication and continuation of existing uses is at the City's discretion.

3.3.2 Additional Environmental Review

The General Plan and the Specific Plan both permit (and contemplate) development to a higher density than that studied in the SEIR. Before such development can occur, however, additional environmental review may be required. The allocation (or reallocation) of initial development entitlements contemplated in this Section does not diminish or limit the right of an owner to develop its property, but may create the need for additional environmental review. Should an owner desire to develop its property to a density in excess of either the entitlements initially allocated to its property or the density permitted after reallocation of entitlements away from its property (as hereafter described), such development will be considered for approval along with any additional environmental review required pursuant to CEQA.

3.3.3 Request for Additional Entitlements

Development of a property to an intensity greater than its Baseline Entitlements is permitted so long as the proposed development is within standards and guidelines specified in this Section, including compliance with the terms defined in Section ___ of Volume 3, and additional environmental assessment is conducted in connection with such project. Such additional environmental assessment may consist of an addendum to the West Sacramento Triangle Specific Plan EIR and Supplemental EIR (see CEQA Guidelines Section 15164), a subsequent or supplemental environmental impact report (see Public Resources Code Section 21166 and CEQA Guidelines Sections 15162 and 15163) or a new full EIR (see CEQA Guidelines Section 15161).

3.3.4 Excess and Unused Entitlements

Once a block is built out, the City will own any remaining unused entitlements attributable to that block, and can move them to any neighborhood except as otherwise provided in an approved development agreement. The City will have rights to transfer development allocations among neighborhoods as long as it is consistent with the Specific Plan buildout vision. Private owners can transfer development capacity within parcels and blocks with the same owner but not across neighborhood boundaries. Refer to Appendix A of *Volume 3* for more detail on maximum buildout and the density bank mechanism for transfers.

3.3.5 Required Approvals

Before development of property within the Bridge District may occur, additional approvals are required. These approvals include project and design review to ensure compliance with technical requirements and design guidelines of the Specific Plan. Approvals also may include approval of such things as development agreement and subdivision map applications. These additional approvals are discussed below.

The Specific Plan establishes policies, guidelines and standards to be implemented as the properties within the Bridge District proceed through the design review and additional approval process. Except as otherwise required by State law or City ordinances, the Specific Plan provides the approval required for development of the Bridge District and grants the entitlements required for such development except for ministerial design review approval and discretionary approvals such as, land divisions, and, if requested, development agreements. Each of these additional approvals shall be subject to the administrative procedures set forth in the then current City policies and State law. In addition, as a condition to development within the Bridge District, the approval or authorization of other federal, state or local agencies may be required.

Design Review Approvals

If the Community Development Department determines that an application for design review approval satisfies the Design Standards set forth in Volume 2 of the Specific Plan applicable to the property proposed for development, it shall refer the application for a decision by the Design Review Administrator in accordance with the procedures set forth in Chapter 17.69 et seq. of the West Sacramento Municipal Code. The Design Review Administrator's determination as to a design review application's satisfaction of such Design Standards may be appealed to the City Council in accordance with adopted procedures. Design Review is considered a ministerial action pursuant to Chapter 17.69 of the West Sacramento Municipal Code.

In reviewing design review applications, the Design Review Administrator shall be governed by the applicable Design Guidelines contained in Volume 2 of the Specific Plan. Those Design Guidelines provide the sole basis for review and action upon design review applications. All design review applications that comply with the applicable standards and substantially conform to the design guidelines contained in Volume 2 of the Specific Plan shall be approved, the Specific Plan being expressly intended to provide a basis for any findings that may be required for such approval. If the standards contained in any other ordinance, rule or regulation of the City conflict with any of the applicable design guidelines contained in Volume 2 of the Specific Plan in a manner that affects consideration of such design review application, the Specific Plan shall control. Unless appealed, the action of the Design Review Administrator shall be final. Upon adoption of Volume 4 of the Specific Plan, *Architectural Guidelines*, the standards contained within shall also be applicable to projects subject to design review.

3.3.6 Permitted Uses

The uses permitted and conditionally permitted within the Bridge District shall be all those uses permitted within Waterfront Mixed Use (WF) zones except that auto repair will not be permitted and the following uses shall be conditionally permitted:

- Secondary housing
- Tract office
- Auto wash

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- Gas station

a. Conditional Use Permits

Conditional use permits shall be required prior to development or improvement of any conditionally permitted use in any portion of the Bridge District. The City General Plan and the policies and standards contained in Section 17.65.000 et seq. of the West Sacramento Municipal Code shall provide the basis for considering all applications for conditional use permits. All such applications shall be submitted to the City Planning Commission, which shall review and act upon the application pursuant to the procedures set forth in the City Zoning Ordinance applicable thereto.

b. Variances

A variance may be sought for compliance with site development regulations for a particular land use designation pursuant to Municipal Code Section 17.64.000 et seq.

c. Non-Conforming Uses/Improvements

Non-conforming uses, lots, structures, and improvements within the Bridge District shall be subject to the provisions of Section 17.50.000 et seq. of the West Sacramento Municipal Code. Non-conforming or non-existent site improvements shall be brought into compliance with the higher standards of the Specific Plan, such as the compliance with setback requirements, installation of curbs, gutters, sidewalks and street trees and screening in accordance with Volume 2 of the Specific Plan, pursuant to Section 17.50.000 et seq. Timing of compliance shall be in accordance with Section 17.50.000.

d. Consideration of Applications

The City's Municipal Code allocates the responsibility for making various decisions to the Design Review Administrator and City Planning Commission. All such matters shall be considered by the Community Development Department in accordance with the following procedures.

Following determination that an application is complete, the Design Review Administrator or City Planning Commission, as the case may be, shall consider the application and act thereon with reasonable diligence. Copies of any final decision of the Design Review Administrator or City Planning Commission, whether to approve, approve with conditions or disapprove any application, will be sent to the applicant. Decisions of the Design Review Administrator and the City Planning Commission shall be based upon the Specific Plan, the Design Standards and other regulations applicable to the Bridge District and as otherwise required by law.

e. Appeal From Decisions

Any decision by the Zoning Administrator, the Design Review Administrator or the City Planning Commission to deny, approve or conditionally approve an application shall be appealable to the City Council. All appeals shall be governed by the provisions of Chapter 1.08, Title 1 of the West Sacramento Municipal Code; provided, however, that in acting upon any such appeal the body hearing such appeal shall be governed by the standards applicable to the application under review.

f. Amendments and Enforcement

The Bridge District Specific Plan may be amended and modified by the City. This section describes the amendment process and discusses the City's ability to enforce the Specific Plan. At its discretion, the Zoning Administrator or approving body (e.g. Design Review Administrator, Planning Commission, City Council) may permit minor deviations pursuant to Chapter 17.64.050 of the Zoning Ordinance from the Design Standards in *Volume 2* of the Specific Plan as a part of its approval of a particular development application without requiring an amendment to the Specific Plan, if the project is consistent with the General Plan. For example, although the City might not be able to make the findings required for granting a variance, it could still allow a development project that exceeds the applicable height limitations prescribed in *Volume 2* of the Specific Plan without requiring an amendment to the Specific Plan.

g. Specific Plan Amendment Procedures

The Government Code includes procedures for amending a specific plan (sections 65350 through 65358, 65453, 65454 and 65456). The process for amending the Specific Plan is similar to that for amending the City General Plan. One significant difference between the amendment process for general plans and specific plans is that general plan elements can only be amended four times a year while specific plans have no limitation. Specific plans must be market sensitive and the implementation strategies that are an integral part of a specific plan must be flexible as conditions change. However, although it may be subject to changing conditions, the Specific Plan must be consistent with the City General Plan.

Amendments to the Specific Plan can be made at the discretion of the City Council following a public hearing on the subject. A public hearing before the City's Planning Commission must precede a decision by the City Council on any proposed Specific Plan amendments. Major amendments could require a companion General Plan Amendment and a change in the Zoning Ordinance.

An adjustment to the Specific Plan may be subject to CEQA review. Some minor adjustments may be processed with no additional environmental review or a negative declaration. Depending on the extent of the adjustment, an additional EIR, beyond the scope of the Specific Plan EIR, may be required. Several alternatives are available to the City and the project proponents. EIR addenda, supplemental EIRs, focused EIRs or full extent EIRs can be required. It is the intent of the Specific Plan that, unless major amendments are proposed, the companion EIR to the plan, once certified, will be sufficient to allow project proponents to continue their entitlement process without further environmental studies.

h. Administrative Process for Plan Updates

Certain changes to explicit provisions in the Specific Plan may be made administratively by the Community Development Director, subject to appeal to the Planning Commission and subsequently, the City Council. These changes may include, but are not limited to:

- i. The addition of minor new information to the Specific Plan that does not change the intent;
- ii. Changes to the community infrastructure (such as to drainage, water or sewer systems) that do not have the effect of increasing or decreasing development capacity in the Plan area;

-
- iii. Determination that a use that is not specifically listed as permitted, but which is similar in nature to other uses explicitly permitted by the zoning classification, is allowed; and,
 - iv. Technical corrections to the Specific Plan and the Appendices that are consistent with the intent of the Council at the time of adoption.

3.3.7 Matters of Interpretation

a. Subjects Not Addressed In Specific Plan

If any situation arises in the implementation of the Specific Plan that is not addressed by specific site design standards, or if an issue, condition or situation arises that is not clearly addressed in the Specific Plan, the Director of Community Development shall identify those regulations and standards of the Zoning Ordinance that are most analogous or appropriate in light of the other policies and guidelines stated in the Specific Plan. The most similar regulations and standards shall be applied to the particular issue, condition or situation under consideration.

b. Unlisted Uses

When a proposed use has not been specifically listed as a permitted use or conditionally permitted use in a particular land use designation, but is allowed by the Zoning Ordinance, the Director of Community Development shall, upon the request of any interested party, determine if such use is consistent with (1) the intent of the Specific Plan and (2) other listed permitted uses. If the Director of Community Development determines that such use is consistent with the intent and compatible with other listed permitted uses, the Director of Community Development shall approve such use within the particular land use designation.