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**Broadway District Specific Plan
Introduction Chapter**

Chapter 1. Introduction

The Broadway District Specific Plan creates a strategic approach to fulfilling the community's vision through a series of realistic, implementable actions that create positive change through the center of American Canyon.

1.1 Preface

The Broadway District is the geographic center of American Canyon and represents the image of the City for residents and the 40,000 people that travel on Highway 29 each day. Through a consensus building community planning process, the Broadway District Specific Plan (Specific Plan) establishes the framework to transform an auto-oriented highway commercial district into a livable, mixed use, small town neighborhood and improve the City's image by supporting development that exhibits qualities desirable to the community.

Broadway

Historically known as Broadway where it passes through American Canyon, the primary road through Napa Valley became known as Highway 29 (also referred to as State Route 29) after joining the state highway system in 1931.

About the Plan

The City of American Canyon embarked on a community-based process planning process to develop and implement a vision that will transform the land adjoining Highway 29 (refer to Figures 1 and 2). The City used community input to develop the Broadway District Specific Plan, a Plan that will guide City, stakeholder, and community decisions and investment for the next 10 – 20 years. The Plan outlines a strategic approach to achieve appropriate new development, public infrastructure and transportation improvements, community amenities, and aesthetic enhancements.

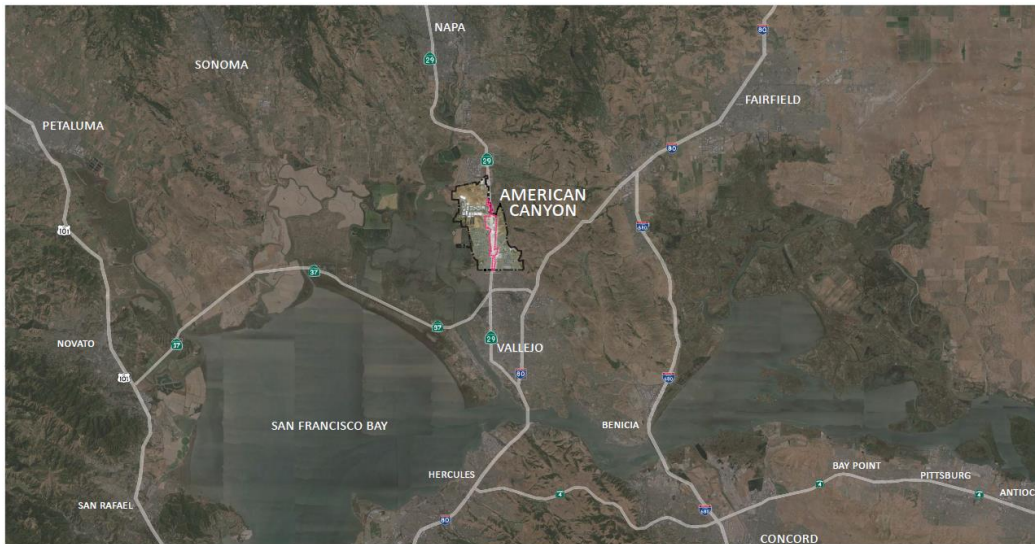
The Specific Plan builds upon previous planning efforts that include the General Plan Circulation Element and the Napa Valley Transportation Authority (NVTa) Highway 29 Corridor Study. These two efforts call for reconfiguration of Broadway as a modified boulevard by adding one lane in each direction, landscaped medians, parkways, sidewalks, and a Class 1 bicycle lane in both directions. These changes will improve mobility and pedestrian access, beautify the corridor and help unify the character of development along the highway.

The Specific Plan provides a land use and urban design framework for development on properties surrounding Broadway, which supports commerce, civic functions, and housing diversity while promoting a unique sense of community and making places that support vibrant social and commercial activity for a dynamic and diverse community.

Key to addressing community objectives, improving community character and increasing connectivity, the Specific Plan:

- Reduces posted traffic speeds on Broadway from 55 to 30 miles per hours (MPH);
- Reinforces Main Street as the pedestrian oriented town center;
- Creates focus areas to promote land use compatibility and synergy;
- Employs a “Modern Rural” aesthetic to create a unified character and architectural interest.
- Provides a Master Environmental Assessment that will streamline environmental review for project consistent with the Specific Plan.

FIGURE 1: AREA MAP



The Specific Plan study area contains approximately 345 acres located on both sides of Broadway extending 2.38 miles north from the County line to Green Island Road (refer to Figure 2). This area includes distinct gateway areas as well as the “core” of the Broadway District containing diverse commercial uses and neighborhoods.

FIGURE 2: BROADWAY DISTRICT PLANNING AREA

Relationship to the American Canyon General Plan

The Broadway District Specific Plan is one of several policy and regulatory tools used by the City of American Canyon to implement the City's General Plan. Specific plans implement the General Plan by establishing more detailed policies, regulations, and actions specifically focused on the Broadway District Plan Area. Section 1.3 of this chapter provides more detailed discussion of the relationship between various plans and studies.

Environmental Analysis

As required by the California Environmental Quality Act, the City has evaluated potential environmental impacts associated with implementation of the Specific Plan. The City prepared and certified a program level Environmental Impact Report (EIR) on **<TBD>**. The EIR was used as an analytical tool to help decision makers, City staff, and community understand the potential environmental impacts or benefits associated with Broadway District Specific Plan implementation.

1.2 Vision, Guiding Principles, and Outcomes

The vision statement for the Broadway District reflects extensive input received from local residents, business and property owners, area stakeholders, elected and appointed officials, employees, and members of the community. The vision expresses the shared desires for what the Broadway District should become in the near future. Every goal, strategy, and action included in this Plan implements this shared vision.

The Vision for the Broadway District

Enhance the Broadway District as a livable, small town, mixed use City center that is vibrant and thriving and alluring as the “Face of American Canyon”.

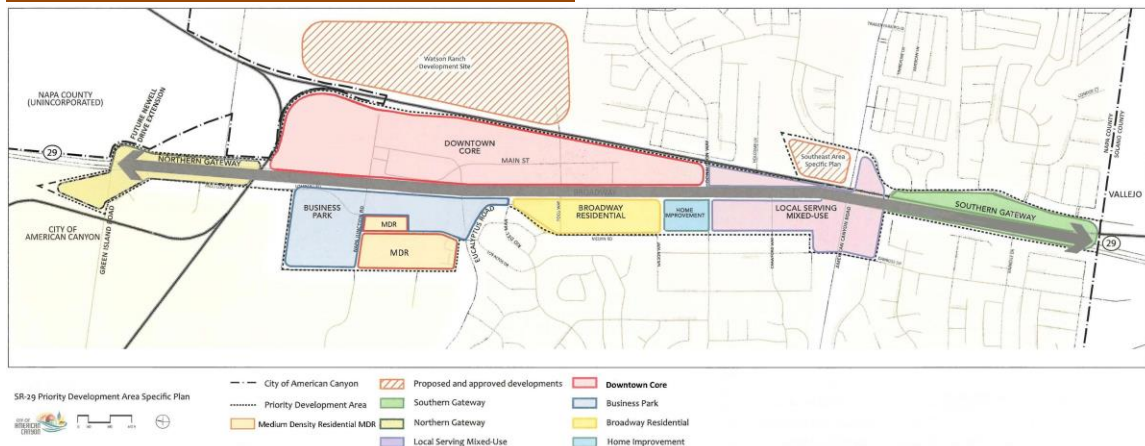
Guiding Principles

To realize this vision, the City Council identified 8 principles that will govern land use and development in the Broadway District:

- 1) **Beautify the Corridor** with Landscaping, Trees and Architecture
- 2) Provide **New Retail Opportunities**
- 3) Provide **Gathering/Multi-purpose Places**
- 4) **Unify the Character** of New Development
- 5) **Improve Mobility**
- 6) **Encourage Events/Festivals** to Enliven the District
- 7) **Provide Connections** between Neighboring Properties and Adjacent Neighborhoods
- 8) **Improve Highway Safety** and Pedestrian Access

Based on the Vision and Guiding Principles, the Specific Plan evolved to address the linear nature of the Specific Plan by creating mixed-use sub-areas of specialization to create centers with distinct and recognizable identity.

FIGURE 3 – BROADWAY DISTRICT SUBAREA PLAN



Outcomes

The community vision requires the Specific Plan to result in:

- Designs for Highway 29 reconfiguration, new or modified intersections, and parallel routes;
- Standards and improvements that improve pedestrian/bike crossing on Broadway;
- A framework that supports economic development and creates business opportunities;
- Guidelines that improve architectural and landscape designs;

- A framework that supports economically feasible land uses;
- Standards that ensure edge conditions include adequate buffers to adjacent neighborhoods; and
- Adequate park, open space, and recreation opportunities to serve the Broadway District.

1.3 Specific Plan Authority and Related Documents

The California Government Code (Title 7, Division 1, Chapter 3, Article 8, Sections 65450 through 65457) provides the authority for a city to adopt a Specific Plan. Consistent with California Government Code (Section 65450) the City of American Canyon has prepared the specific plan to systematically implement the general plan for The Broadway District. The Broadway District Specific Plan will both guide and regulate development within the Specific Plan area over the next 10 to 20 years by establishing a strong vision, accommodating a mix of land use, providing development regulations and design guidelines, identifying infrastructure improvements and providing an implementation plan for the creation of a cohesive community.

The Broadway District Specific Plan has been prepared in accordance with California Government Code, Sections 65450-65457 and includes text and diagrams, which provide the following details:

- The distribution, location, and extent of the uses of the land within the Broadway District.
- The location, distribution, extent, and intensity of transportation, sewage, water, drainage, solid waste disposal, utilities, and other essential facilities needed to support development in the Broadway District.
- Development standards and criteria, design guidelines and a development-phasing program.
- An implementation program identifying regulations, public works projects, and financing measures necessary to carry out the Specific Plan.

Relevant Documents and Policies

The Broadway District Specific Plan is the legal mechanism by which future development within the Specific Plan area is regulated in order to implement the goals, policies and objectives of the American Canyon General Plan for the Broadway District. To implement the General Plan, the Specific Plan employs and complements the regulatory framework established by the American Canyon Municipal Code (particularly Title 19 – Zoning), and furthers the goals and objectives established by the Napa County Airport Land Use Compatibility Plan, the Highway 29 Corridor Study, and the Vision of American Canyon.

This section identifies existing documents, policies and programs that have bearing on or otherwise provide direction for the Broadway District Specific Plan. These relevant documents and policies are summarized below:

American Canyon General Plan (2018 – 2033)

The Broadway District Specific Plan provides the community vision, land use plan, circulation plan, development regulations, design guidelines, and implementation measures to ensure development in a manner that is consistent with the goals, objectives, principles, and policies of the City of American Canyon General Plan.

The City of American Canyon Circulation Element, updated in 2018, identifies a core value “to provide safe and easy travel within and through the City for pedestrians, bicyclists, and motor vehicles correlated with the Land Use Element”. The City has adopted a “Complete Streets” policy, which further reinforces the City’s intention to ensure safe, comfortable, and attractive access and promoting connectivity between uses and areas of the City. The Broadway District Specific Plan incorporates the City’s core value for circulation and the complete streets policy.

American Canyon Municipal Code

The City of American Canyon Municipal Code, Title 19 (Zoning Ordinance) provides standards for site-specific development and land use regulations that govern the size, shape, and type of use for development in the City of American Canyon. In any instance where the Broadway District Specific Plan regulations and development standards may vary from the Zoning Ordinance, the Broadway District Specific Plan will take precedence. Where the Broadway District Specific Plan is silent on a topic, the City of American Canyon Zoning Ordinance requirements will remain in force.

One Bay Area

As a key component to the Bay Area Sustainable Community Strategy, the Association of Bay Area Governments in association with the Metropolitan Transportation Commission and Bay Area Air Quality Management District initiated a program for local agencies to self-select to establish Priority Development Areas (PDAs) that provide higher density housing in close proximity to employment and transit. In 2010, the Association of Bay Area Governments (ABAG) approved the City of American Canyon’s application to designate approximately 225 acres adjacent to Highway 29 through the City of American Canyon as a Potential Mixed Use Corridor PDA.

Addressing traffic congestion and encouraging economic development is a top City Council priority. Preparing a Specific Plan for the Broadway District will upgrade its designation from a “Potential” to a “Planned” PDA which will provide the City with access to competitive and block grant applications to fund infrastructure that supports the PDA and its objectives.

Napa County Airport Land Use Compatibility Plan

The Napa County Airport Land Use Commission (ALUC) has the responsibility of preparing an Airport Land Use Compatibility Plan ensuring that land uses in the area surrounding the airport are compatible with airport operations. The Broadway District Specific Plan area is partially subject to airport restrictions for Airport Zone D in

the northern corner of the Plan area. Under the Napa Airport Land Use Compatibility Plan, this zone restricts residential development. The proposed plan is compatible with this requirement. A majority of the Specific Plan area is within Zone E where there are no land use restrictions. Because over flights can occur the Specific Plan must be reviewed by the Airport Land Use Commission.

Highway 29 Corridor Study

The Napa Valley Transportation Authority (NVTA) obtained a Caltrans Community Based Transportation Grant to conduct a corridor study for Highway 29 from Highway 37 to Trances Street in the City of Napa. Fully two-thirds of the planning effort was intended to focus on context-sensitive design solutions within the American Canyon Priority Development Area (PDA). Initial community outreach efforts favored a boulevard design for the highway between American Canyon Road and Napa Junction Road. This design includes a 6-lane configuration with a Class 1 bicycle trail/pedestrian sidewalk separated by a landscaped median.

Southeast Area Specific Plan

The property located at the northeast corner of the American Canyon Road intersection with SR-29 is governed by the Southeast Area Specific Plan and is designated Cluster Residential. The Specific Plan establishes land uses, development standards and design requirements that govern use and development of the property. The land use designation allows for attached dwelling units at a maximum density of 16 or fewer units per acre.

Community Visioning

The City completed a Community Visioning process that encouraged the community to imagine the future it wants and how to get there. At the conclusion of the effort, the City adopted a Vision of American Canyon that is a Home to an engaged, diverse community, a Destination for outdoor recreation and natural beauty, and a Hub of opportunity and economic vitality.

1.4 Community-Based Plan

The Broadway District was designated as a PDA because it contains housing, retail, employment, and mixed use zoning in the heart of American Canyon and it can be served by transit. In 2013, American Canyon received a grant from Caltrans and the Metropolitan Transportation Commission to fund a community based Specific Plan for the Broadway District.

Consistent with the grant, American Canyon embarked on systematic program of community engagement to ensure that the Specific Plan addressed the needs and aspirations of the community. Between September 2014 to December 2016, city staff and consultants worked with the community, elected officials, and other stakeholders to develop a plan that is both visionary and ready to be implemented. Key events in the planning process include active work with a Stakeholder and Citizen Advisory Committee,

three well-attended community workshops, and numerous presentations to City Council. Opportunities for community involvement are summarized in **Table 1**, and described in greater detail in the sections below.

TABLE 1: COMMUNITY PARTICIPATION

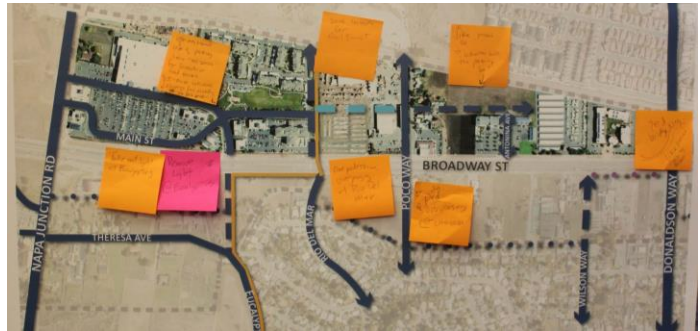
Meetings	Date	Purpose
City Council	7/30/2013	MTC Grant Application
City Council	10/1/2013	Broadway District Workshop
City Council	11/5/2013	Broadway District Update
Planning Commission	12/19/2013	Broadway District Workshop
City Council	7/29/2014	MIG Contract approved to prepare the Broadway District Specific Plan
City Council	11/4/2014	Nominated members of the Stakeholder Citizens Advisory Committee (SCAC)
The Core Business Group	1/22/2015	Broadway District Workshop
City Council/Planning Commission joint meeting	1/26/2015	Broadway District Workshop #1
SCAC	4/1/2015	Meeting #1
The Core Business Group	4/2/2015	Stakeholder Meeting
SCAC	6/3/2015	Meeting #2
City Council	9/15/2015	Broadway District Discussion Session
Leadership Academy	10/7/2015	Stakeholder Meeting
Planning Commission	10/22/2015	Discussion Session
SCAC	1/21/16	Meeting #3
City Council	2/23/2016	Broadway District Workshop #2
City Council	5/24/2016	Broadway District Workshop #3
City Council	7/26/2016	Broadway District Update and Discussion

Workshops

The City hosted three community workshops at key phases of the planning process. The workshops were focused on the three following issues:

- 1) Identify assets, issues and opportunities;
- 2) Establish a planning framework and priorities; and
- 3) Evaluate options.

In addition to formal workshops, the City Council and Planning Commission hosted discussion sessions to help focus planning efforts for the Broadway District.



Stakeholders Citizens Advisory Committee

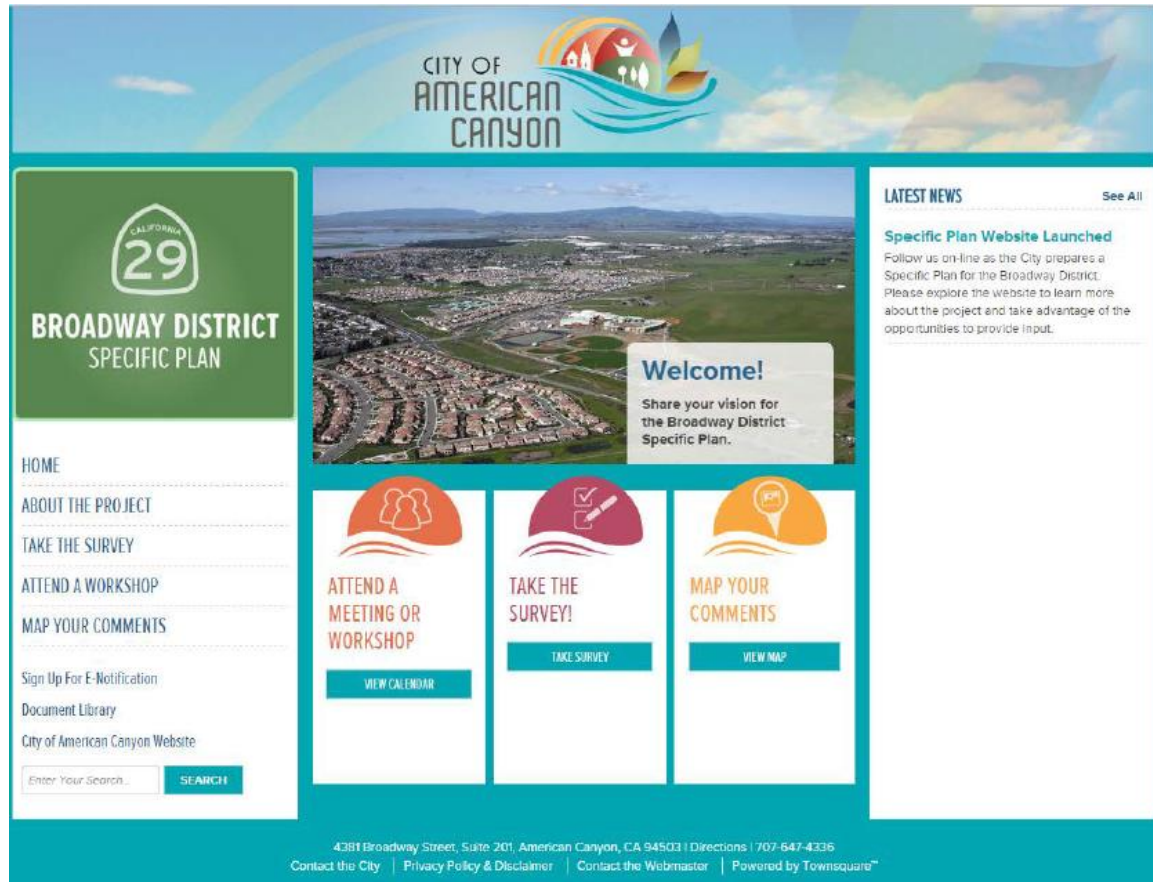
In 2014, the City Council appointed a 10-person Stakeholder Citizens Advisory Committee (SCAC) made up of business, community and neighborhood representatives, a bicycle activist, and a chamber of commerce representative. The SCAC also included representatives from Caltrans and the Napa Valley Transportation Authority. City department heads participated in the meetings to contribute technical expertise and experience. Over several meetings early in the specific plan preparation process, the SCAC participated in three meetings and identified the Planning Principles identified in Section 1.2 above.



Other Community Input

In addition to the involvement of the SCAC throughout the Specific Plan process, community members were afforded an opportunity to monitor progress on the project website, provide input through a community survey, and address specific needs through stakeholder organizations.

Website



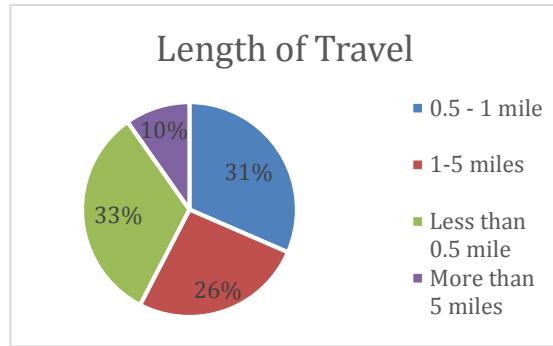
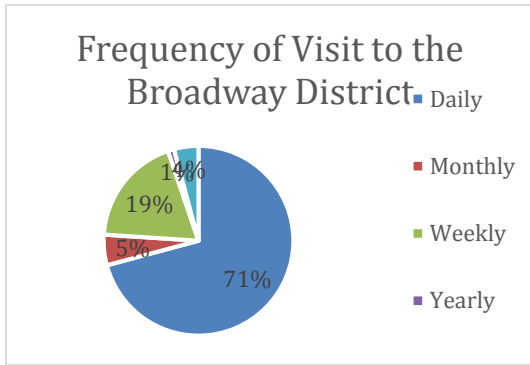
Community Survey

Using an on-line survey, the City gathered information about how people interact with land use and circulation improvements within the Broadway District. This information is useful in understanding the strategies identified in the Specific Plan. Key findings include:

- Very few people walk or bike to the Broadway District
- Most trips to the District are to Safeway or Walmart
- Traffic safety and street beautification lead the list of needed improvements

Feedback

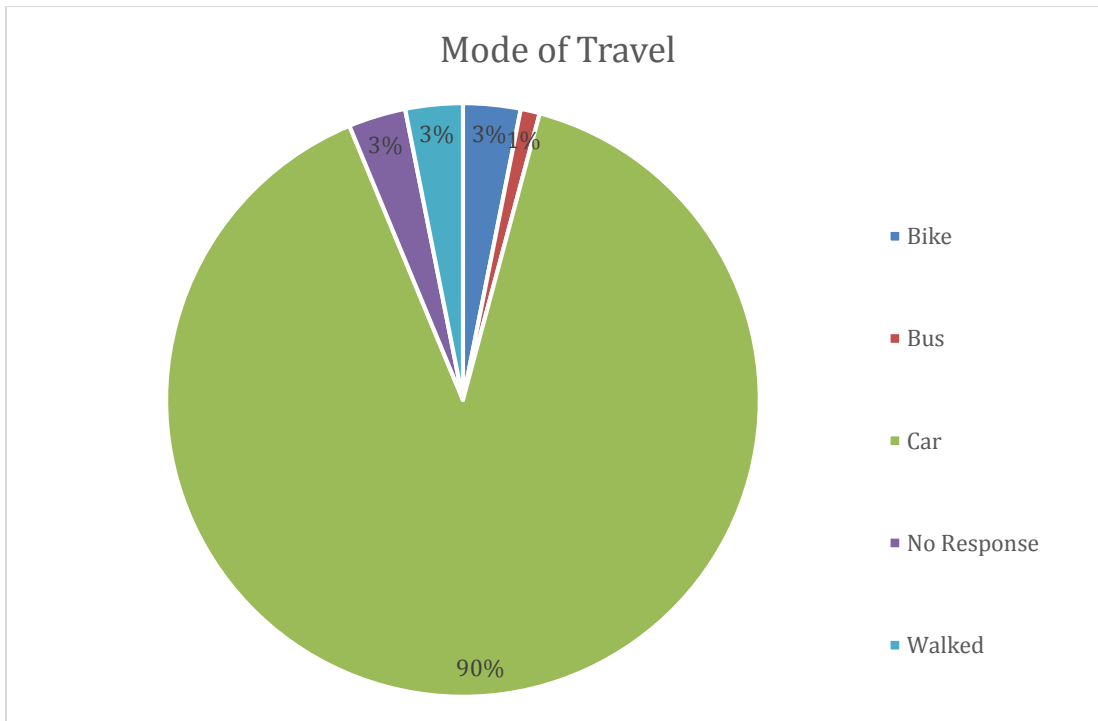
Of the people who participated in the survey, most participants (over 75%) regularly visit the Broadway District (on a daily or weekly basis). Though nearly all arrived by car,

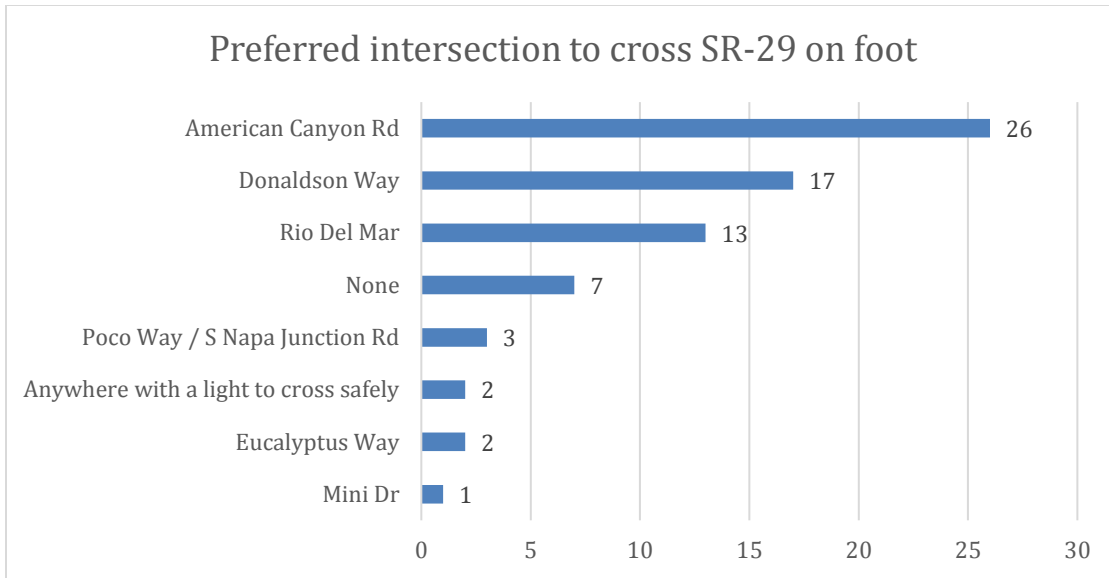


the majority came from less than one mile away (33% from less than 0.5 mi away and 31% from 0.5-1 mi away).

Getting Around

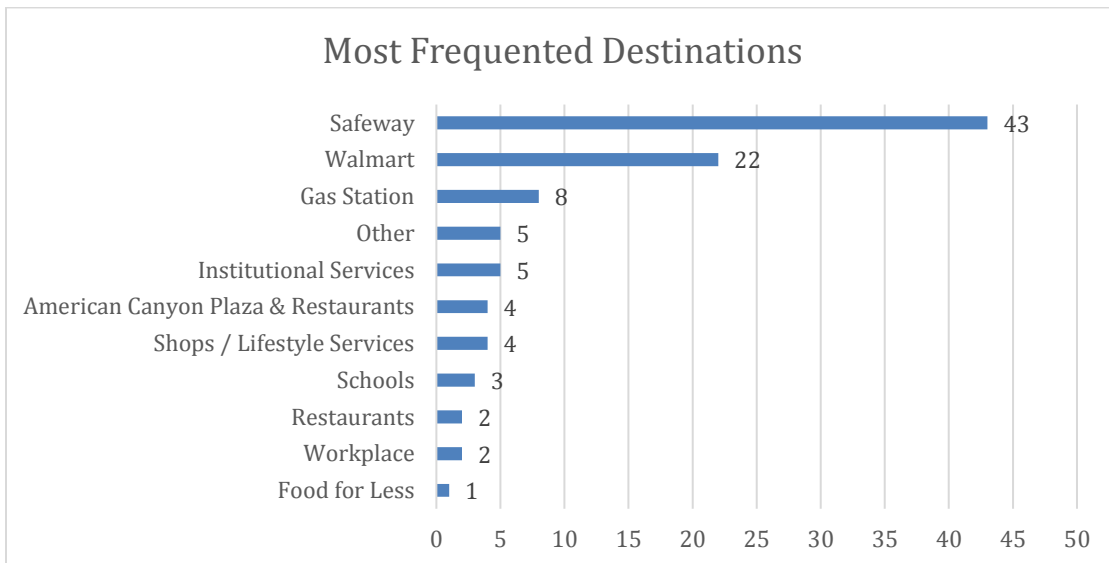
When visiting the Broadway District, 90% travel by car. For those who cross Broadway on foot, the three most common locations for crossing are at the intersections of (1) American Canyon Rd, (2) Donaldson Way, and (3) Rio Del Mar. Ten percent of people who responded indicated that they would not cross SR-29 on foot because it is too dangerous.





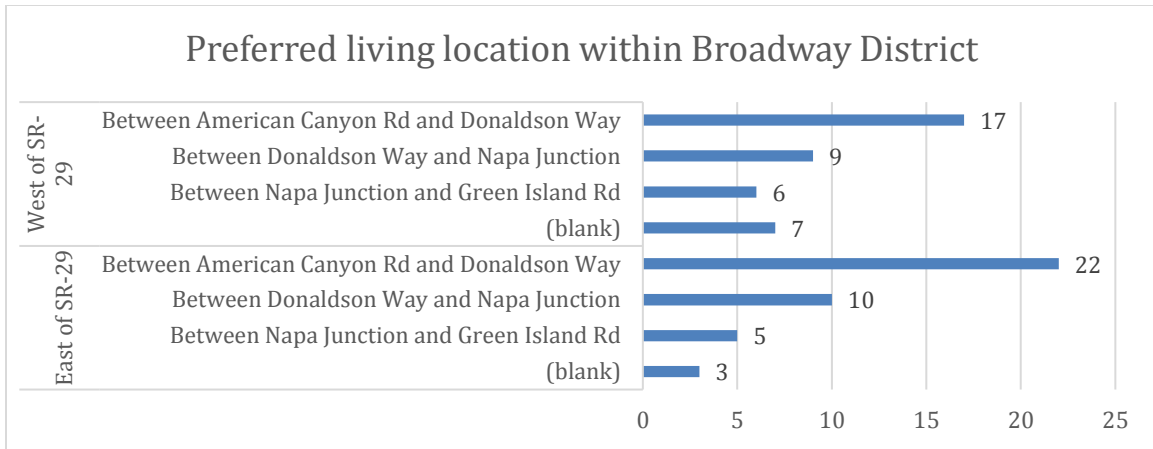
Destination

Most community members visit the Broadway District to eat, shop, or use services at least once a week. The majority of visitors to the Broadway District identify Safeway and Walmart as their destination.

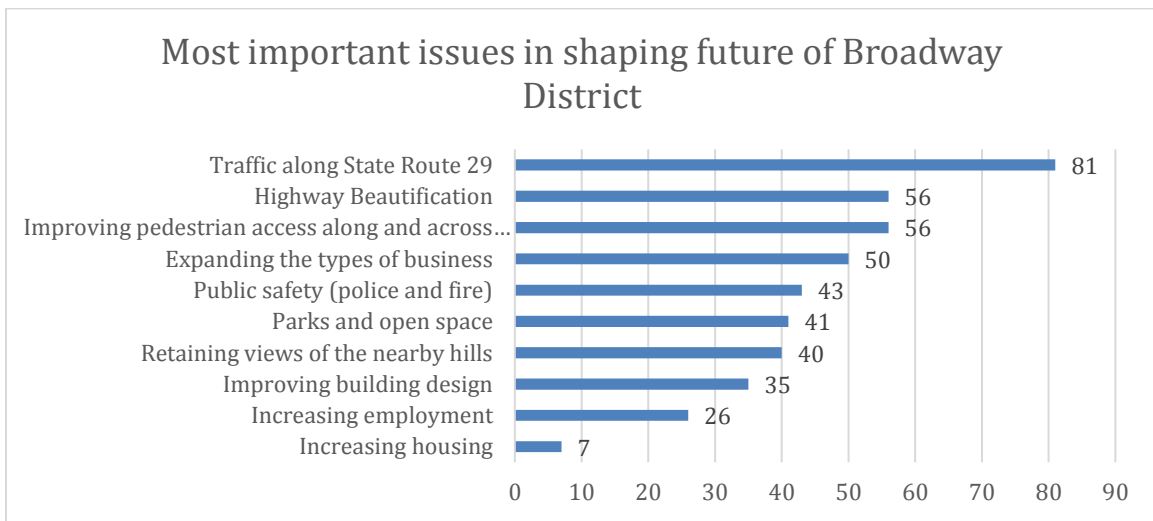


The Future

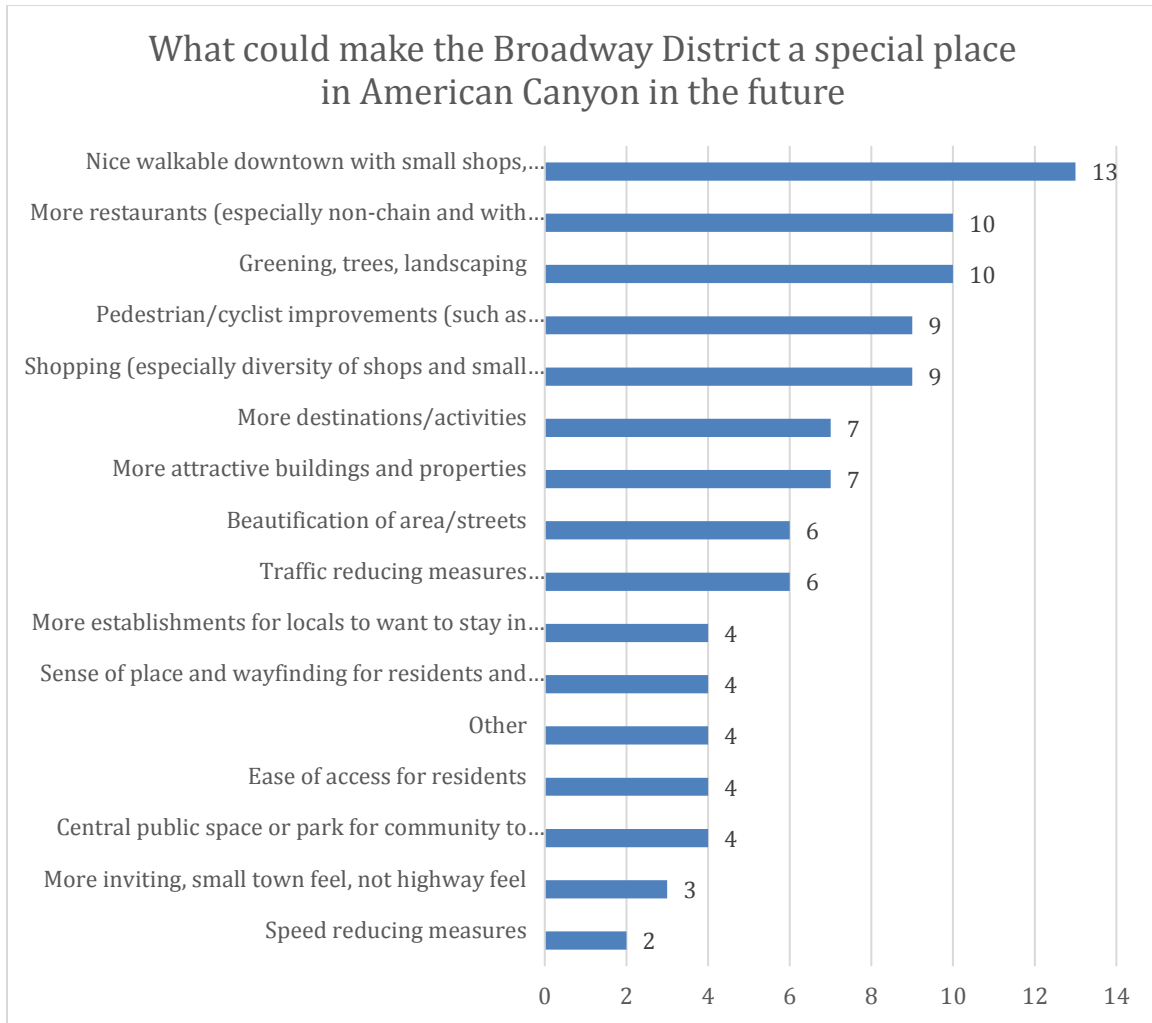
If they were to live in the Broadway District, almost half of the survey participants said they would prefer to live between American Canyon Road and Donaldson Way.



For future development, the top four most important issues in shaping the future of Broadway District are (1) traffic along State Route 29; (2) highway beautification; (3) improving pedestrian access along and across State Route 29; and (4) expanding the types of businesses. Nearly all respondents (93%) would like future development to include outdoor places where people can gather and meet friends.



Many community members believe there is currently no special qualities of Broadway District but believe that it has the potential become a special place in American Canyon in the future if there is a nice walkable downtown with small shops, restaurants and entertainment opportunities (e.g. theaters).

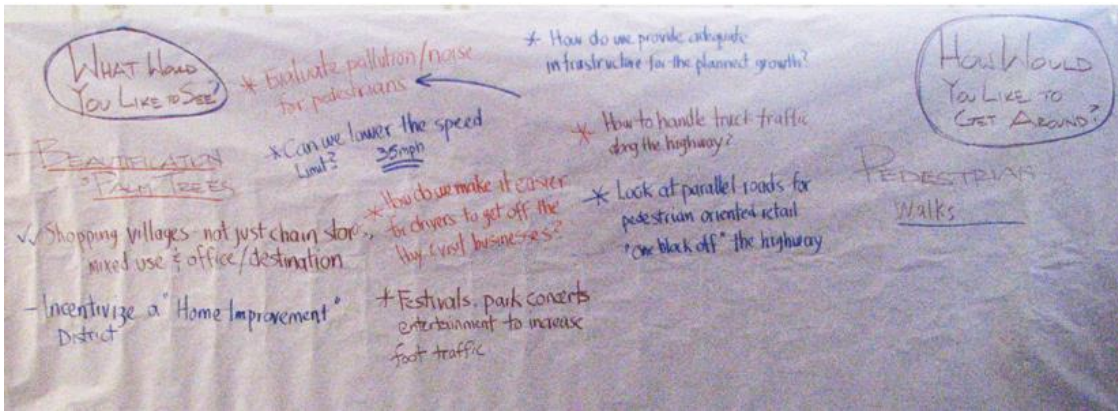


Among survey participants, desirable businesses include grocery stores (especially Trader Joe’s); restaurants (especially family-friendly, local, and non-chain/fast food); more destinations and activities (such as a movie theater); and more retail (especially local stores and clothing/boutiques).

Stakeholder Meetings

The City solicited input from CORE, an organization formed to support Broadway District businesses and property owners, and the Leadership Academy, individuals from American Canyon who had a particular interest in Civic functions. Together these Groups provided input on issues, opportunities and constraints and contributed their perspective in establishing priorities for the Broadway District.

Core



Leadership Academy



1.5 Physical Context

At the north and south ends of the plan area, Broadway has an overpass and a park that create an arrival experience to the Broadway District. Between these gateways, the Broadway District is home to diverse land uses and infrastructure improvements.

Entry to the Broadway District

Industrial uses are located north of, and within the northern portion of the Plan Area. Broadway gains elevation to cross the Union Pacific rail line and creates an elevated entrance to American Canyon for southbound traffic. Foothills provide an attractive backdrop to the city for northbound traffic exiting the Plan Area. This portion of the Plan Area largely functions as a gateway or transition area between American Canyon and Napa County unincorporated lands to the north.

The dominant feature in the southern portion of the Plan Area is Veterans Memorial Park on the east side of Broadway. While residential development is located west side of the highway, it has little orientation to or interaction with the corridor. The portion of SR-29 located between the park and homes provides an important community separator to distinguish the cities of Vallejo and American Canyon.

East and West of Broadway

East of the Plan Area, foothills provide an attractive backdrop to the city. This asset should be protected to preserve views from the project area. Though located outside the project area, ruins of a former cement plant are a unique feature that the city plans to revitalize with future redevelopment.

The Union Pacific rail line runs north to south along the eastern edge of the project area. The rail lines are still used, although infrequently, for freight traffic. Within the Broadway District, public crossings of the rail line occur at Donaldson Way and American Canyon Road. Private rail line crossings occur at Holcomb Lane and South Napa Junction Road. The General Plan calls for a future public crossing at Rio del Mar.

Immediately to the east of the highway, the project area has a variety of small and large-scale commercial uses, a few residential units and several hotels. The east side of Broadway has been the location of more recent investments in the community.

On the west side of Broadway, there are a variety of commercial industrial and residential uses, the largest office building in American Canyon, and numerous vacant and underutilized parcels. This older part of the community has smaller scale development, often with driveway access directly from Broadway. Newer commercial developments provide important local services and contribute to a more modern impression of the west side of the highway.

A 20-foot wide sewer and water easement is located along the west side of Broadway. Generally, trees are not appropriate within sewer and water easements because the roots may infiltrate the pipelines. For this reason, landscape setbacks along the west

side of Broadway should be 30 feet to accommodate trees to soften the appearance of new buildings along this side of the boulevard. Easements are also present along the east side of Broadway. However, there is no consistent easement depth. Addressing landscaping on the east side can be addressed on a case-by-case basis.

With primarily commercial uses fronting the highway, existing residential uses are set back from, and run parallel to, Broadway. While Broadway supports destination oriented land uses, it would benefit from a complementary, parallel “Main Street” setting to provide space for people who live and work in American Canyon to come together. The pattern and character of future development will need to be configured to ensure compatibility with the adjoining neighborhoods and preserve views to the foothills from the project area.

Opportunity Sites

Not every parcel in the Broadway District is a candidate for development within the next 25 years. Several newer retail, commercial and residential projects have developed in the last 15 – 20 years. In addition, certain older commercial sites (“legacy sites”) have a loyal following and also contribute positively to the City’s services and economy.

These newer and legacy developments however, served as the backbone land use pattern that became the proposed Subarea District Plan. Amending zoning regulations for newer developments and older “legacy” properties may result in changes that render the sites nonconforming to current regulations. A nonconforming status could interfere with the property owner’s ability to make routine improvements and modernization. For this reason, the Specific Plan does not propose to change the current zoning regulations for newer developments and older “legacy” properties.

Vacant and underutilized parcels have a greater potential to contribute to the City. The Specific Plan provides new zoning districts to encourage land uses that are compatible with newer and legacy properties as shown on the Figure below. Opportunity sites are shown in blue. Newer and Legacy properties are shown in pink.

FIGURE 4 – BROADWAY DISTRICT OPPORTUNITY SITES



- | | | | |
|---|----------------------------|----|-------------------------------------|
| 1 | Union Pacific RR Property | 8 | Medium Density Residential sites |
| 2 | Adobe Lumber site | 9 | Former Bowling Alley sites |
| 3 | Holy Family Church site | 10 | Vacant sites north of Poco Way |
| 4 | NV Casino | 11 | Vacant/Underutilized S of Poco Way |
| 5 | Marshals Honey Farm | 12 | Vacant/Underutilized N of Donaldson |
| 6 | Napa Junction Elementary | 13 | Former AC Arts site |
| 7 | City & Medeiros Properties | 14 | Vacant site S of Crawford Way |

1.6 Planning Principles

The outreach process identified the vision, goals and guiding principles described in Section 1.2, and identified key issues and desired outcomes for the Specific Plan. To help address challenges within the Broadway District, the Specific Plan focuses on five overarching concepts that will guide future development in the project area. These concepts are simple and achievable:

- 1) **Place Making:** Nurture an environment where the Broadway District can become a destination for American Canyon.
- 2) **Connectivity:** Increase opportunities to travel through and within the Broadway District.
- 3) **Commerce:** Leverage citywide economic benefits from the Broadway District Specific Plan.
- 4) **Growth:** Increase the number and type of housing opportunities in the Broadway District and encourage variety in the scale and design of new development.

These four overarching concepts are refined into Goals and Policies in subsequent Chapters of the Specific Plan. Key priorities include enhanced aesthetics, creation of a “Main Street” environment, and a new land use context to support mixed-use developments that provide amenities and services to the community, providing connections to, and between surrounding residential neighborhoods, and reinforcing the small-scale feel of the community. To be successful, the Broadway District Specific Plan addresses the following four primary challenges.

Place-Making

As a relatively young and growing city, American Canyon has developed around State Route 29 (SR-29) as a fragmented mix of commercial and industrial uses without a coherent aesthetic or sense of place. New land uses present an opportunity to enhance the visual quality of the Broadway District and improve connectivity along and across SR-29.

Connectivity

With growth in the region, SR-29 has been called on to accommodate additional automobile traffic. In 2014, the Napa Valley Transportation Authority (NVTA) approved the SR-29 Gateway Corridor Improvement Plan (SR-29 Improvement Plan) that would widen SR-29 in American Canyon to three lanes in each direction. The width of SR-29, high traffic volume, and the speed of traffic presently create a barrier to east-west connections in American Canyon and constrain the use and enjoyment of property adjacent to the highway. Plans to further widen the highway increase the challenge to all modes of circulation, except for through traffic, a particularly unique challenge to the success of the Specific Plan. This Specific Plan assumes the SR-29 Improvement Plan will be implemented but at a travel speed that is reduced from 55 and 60 miles per hour (mph) to 35 mph. The speed limit reduction is a Complete Street¹ approach that will include additional roadway capacity and reduce road noise and improves vehicle, bicycle, and pedestrian connectivity.

Commerce

With more than 40,000 vehicles traveling through our City every day, American Canyon has an opportunity to play an important role in the regional economy by providing goods and services that also benefit the broader community. Successful economic development will hinge on responding to market demand to capture through traffic while also serving a growing community. Local serving uses will benefit from creating new places for community interaction that are attractive and comfortable for pedestrians.

Growth

As American Canyon grows, it will be essential to provide a diversity of housing types that respond to demand while maintaining and enhancing community character and improving aesthetics. In order to be successful, this growth will need supporting infrastructure that is designed and sized to address community goals.

¹ Complete Streets are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. See National Complete Streets Coalition <http://bit.ly/2i9r314>

1.7 Using this Document

The Broadway District Specific Plan sets the stage for the future by explaining the planning process, describing the land use framework, establishing key goals, strategies, development standards, and design guidelines to address objectives the community has envisioned. The Specific Plan also outlines specific implementation phasing and actions to bring these proposed improvements to life. The Plan document is organized as follows:

The Specific Plan includes the following chapters:

Chapter 1: Introduction – explains the Plan’s background and purpose, provides an overview of recent and current planning efforts, and outlines the organization of the Plan document.

Chapter 2. Land Use Plan and Development Standards –implements the Broadway District vision by identifying the land use designations that govern property within the Broadway District and establishes standards for development.

Chapter 3. Design Guidelines –establishes the principals that govern building mass and form under different conditions, and identifies concepts that will govern design.

Chapter 4. Circulation – establishes standards that will govern multiple modes of transportation improvements.

Chapter 5. Open Space and Recreation – identifies standards to ensure appropriate open space and recreation opportunities to serve new development

Chapter 6. Infrastructure – identifies improvements necessary to support development in the Broadway District, and establishes standards to govern infrastructure improvements.

Chapter 7. Implementation – identifies timing, approximate cost, and responsibility for implementing all components of the Specific Plan.