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PREFACE

The City of Elk Grove, one of California’s fastest growing communities, has matured into a population over 170,000 residents. Located immediately south of Sacramento with convenient access to both Highway 99 and Interstate 5, Elk Grove’s lower housing costs, excellent schools and high standard of living have made it attractive to new businesses and residents.

Tracing its roots as far back as the 1850s, Elk Grove is a blend of different development patterns, some pedestrian oriented and some not. At its historic core is a walkable commercial and residential district with relatively small parcels and a tightly knit grid of streets. Outside of this district are largely automobile-oriented, low-density suburbs. The shopping and dining experience in Elk Grove is largely defined by several surface parked strip shopping centers. While these retail centers offer convenience, quality goods and services, they do not offer a strong sense of place or gathering that is essential in attracting a higher tier of commercial tenants. As a result, residents are traveling north to Sacramento for their dining and entertainment needs. The absence of these amenities is also a factor in the City’s ability to attract from a wider spectrum of potential employers.

The goal of Project Elevate is to build a new mixed-use urban district offering higher quality retail, dining, workplace, hospitality and residential experiences not currently offered in Elk Grove. Key to this objective is a masterplan vision supported by a strategic economic and development implementation plan. Based on existing rents and projected construction costs in the Elk Grove Area, a financial gap exists in the immediate feasibility of the complete vision. Implementation will likely require a gradually incentivized approach aimed at incrementally raising land values as well as potential returns for the more complex, higher density and amenitized products.

The site area was chosen for its unique advantages including adjacency to the recently built Aquatic and Community Centers, large land areas under consolidated ownership, and excellent access to freeways and local arterials, and its central location to the community. The site characteristics represent a unique and rare collection of attributes best reserved for the highest and best development opportunity in Elk Grove.
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PURPOSE AND GOALS

The purpose of this master plan is to provide a vision for the prime acreage owned by the City of Elk Grove just north of its District56.

The report is organized as follows:
- Opportunities and Constraints
- Vision
- Plan Flexibility and Phasing
- Place-Making
- Architectural Recommendations
- Next Steps

Mixed-use districts are sometimes built all at once, but most are built over time responding to market demand. The vision for Elk Grove is designed to work for both. If the course of incremental development is taken, the masterplan has been designed so that investments in infrastructure can be built only as needed. Building infrastructure incrementally will keep initial costs down as well as allow the plan to evolve to respond and capture the best opportunities available in the marketplace.
BUILDING ON PREVIOUS PLANNING

This site is a small but crucial component of the larger 2004 Laguna Ridge Specific Plan. The Laguna Ridge Specific Plan originally identified this parcel as Elk Grove’s Civic Center. The original plan vision arranged civic use buildings around a large park centrally oriented on the site. This vision is no longer feasible due to the high cost of relocating existing facilities.

The vision of a central gathering place remains, but it will now be activated by workforce, residential, retail, dining and hospitality uses. Connectivity between the two parcels is a key opportunity in leveraging their combined address for a robust public hub for the city. Another design element prioritized in the Laguna Ridge Specific Plan is east-west connectivity mid-block between Elk Grove Boulevard and Civic Center Drive allowing a seamless integration of future developments to the east and west of the project site. Enhanced connectivity will help the district have a larger, richer, and more cohesive feel.
PLAN AREA

The site area owned by the City is approximately twenty gross acres. Recommendations and strategies for the site address both the public and private domain development. The master plan is largely focused on the study area, however a land development concept for seven privately owned acres directly to the east is illustrated to demonstrate connectivity and site integration to a possible future development there.

Site area base map parcel survey
Created by Wood Rodgers
02 OPPORTUNITIES AND CONSTRAINTS

LOCATION

The study area is bounded by Elk Grove Boulevard to the north, Big Horn Boulevard to the west, Big Timber to the East and Civic Center Drive to the south. The study area is centrally located and along the City’s primary commercial corridor Elk Grove Boulevard. Access to Highway 99 and Interstate 5 provide the site excellent exposure to high volumes of traffic and regional convenience.

EXISTING CONDITIONS

The twenty acre site is currently undeveloped and under ownership of the City. There are an additional seven acres undeveloped under separate private ownership to the east of the site. The site is directly north of the City’s master planned District56 containing the new Elk Grove Aquatic Center, Elk Grove Community Center, and a future planned auditorium and library.
SITE ANALYSIS

The design team site analysis was focused on access/exposure, connectivity to adjoining parcels, and adjoining uses. Our findings are summarized as follows:

**Site Access and Exposure:**
- Left turn access into the site from Elk Grove Boulevard will be limited to Big Timber Drive.
- Left turn access from Big Horn Boulevard is possible if adequate distance is provided from Elk Grove Boulevard (onto proposed east-west Avenue B.)
- Left Turn access off Civic Center Drive is possible on both Avenue A and Big Timber.
- Elk Grove Boulevard and Big Horn Boulevard provide access to existing and future planned public transit.
- Elk Grove Boulevard provides access to Interstate 5, Highway 99.
- Big Horn Boulevard connects to substantial residential developments as well as the commercial districts north on Laguna Boulevard.

- The intersection of Elk Grove Boulevard and Big Horn Boulevard enjoys the greatest exposure to traffic volumes and thus likely represents the highest value area of land for commercial uses on the site.

**Connectivity:**
- To optimize benefit from the activity at District56 (civic center uses south of Civic Center Drive) connectivity must be direct and compelling.
- East-West connectivity establishes the potential for Elevate district to integrate parcels east across Big Timber and west across Big Horn Boulevard. Convenient access to the Elevate district can add value to rents and quality of development.

**Adjoining uses:**
- Within a mile radius via Elk Grove Boulevard: Trader Joe’s, Kohl’s, Costco, Walmart, and the site of the proposed 100 bed, 1600+ job Dignity Health Hospital.
- Within a mile north of the site residents can access Sprouts, Best Buy, Home Depot, Sutter Urgent Care, Kaiser Permanente.
- Two major High Schools accessible off Big Horn Boulevard.
- Directly across Big Horn Boulevard are the Ridge Apartments.
- Directly south of Civic Center Drive are the recently built Aquatics Center and Senior Center as well as the future home for the performing arts center.
- The Aquatic Center represents a significant destination for local and regional aquatic events. The 50-meter competitive pool is one of two in the region and is home to two competitive swim clubs. The Fun Pool at the Aquatic Center is one of the largest regionally and provides a key relief to Elk Grove’s warm summers.
SITE STRATEGY

The following recommendations helped shape the concepts plans for the project vision:

- The Elk Grove and Big Horn Boulevards are not only a significant crossroads but also grand in scale. The spatial prominence of this intersection creates perhaps the most significant commercial address on the project and should be reserved for the highest and best use.
- High traffic volumes, access to transit, and corridor sight-lines afforded on Elk Grove and Big Horn Boulevard lend themselves to commercial uses that are dependent on high visibility, but are also tolerant of the associated noise and intensity.
- The activity of the Aquatic Center, performing arts facility and recreational amenities lend themselves to hospitality and dining uses.
- The south-west corner of the site transitions into a medium density apartment community and ideal for residential density.
MARKET ANALYSIS SUMMARY

Hoffman Strategy Group (HSG) determined there is a reasonable demand for a variety of commercial uses on the site. These include a limited service 3 Star Hotel, dining and restaurant, limited fashion and soft goods, approximately 100,000 sf of Office and 300 units of residential development. After identifying the group of uses appropriate for the site, our team identified where on site they should be generally located to most likely succeed. The full report by HSG is available in the appendix.
The vision for Project Elevate is to create a dynamic mixed-use district with an elevated quality of place to serve both the local and regional population. The character of the district will be contemporary, walkable, with best in class amenities for the City of Elk Grove. The district will be fully integrated with the newly-built District56 to provide a wide array of community, arts, recreation, office, hospitality, residential, retail and entertainment uses centrally located to the Elk Grove community.

To develop the vision, the consultant team collaborated with City staff, public and private stakeholders, and the community to test, vet and select the preferred master plan vision.

**UNDERLYING STRATEGY**

Large scale, complex mixed-use projects require flexibility in schedule and program. The following underlying principles were applied to all three concepts:

- Design each block to work for more than one kind of use and for different configurations of a particular use (ex: podium vs. wrap housing)
- Reserve the most prominent site for the highest and greatest use and intensity
- Locate the small shops, entertainment and dining visible to Elk Grove Boulevard but with enough distance for a comfortable, quiet, leisurely retail friendly environment,
- Utilize a street grid to connect future developments beyond the immediate site

**DESIGN CONSIDERATIONS**

Three masterplan concepts were developed to test the following variables:

- What is the ideal location for the central plaza?
- How close or how far should the small shops and retail be from Elk Grove Boulevard or from District56?
- How large or how small should the blocks be to accommodate a variety of development products and still maintain a walkable environment?
- How can the positioning of various program types optimize circulation and concentrate pedestrian activity for a vibrant center?

**THREE ALTERNATIVE CONCEPTS**

Testing the design variables, three initial masterplan concepts were developed and discussed amongst the City and design team and then presented to the public for input.
CONCEPT 1 tested situating the primary retail plaza as an extension of the District56 plaza across Civic Center Drive. This anchored the primary activity of the site closest to the Community and Aquatic Centers. The hotel was located on Elk Grove Boulevard to help drive pedestrian circulation along the retail street connecting to District56.

CONCEPT 2 tested situating the primary retail plaza central to the site equidistant to District56, the multifamily housing, district parking and Elk Grove Boulevard. The public open space expanded toward Elk Grove Boulevard to enhance sight lines to stores and restaurants. The height and mass of the hotel would spatially complete and compliment the District56 plaza across Civic Center Drive. The hotel is situated at the site most convenient to the regional competitions held at the Aquatics Center.

CONCEPT 3 tested pushing the primary plaza closest to Elk Grove Boulevard. While this would provide excellent sight lines to the retail and entertainment tenants from Elk Grove Boulevard it would also prove difficult to mitigate the impact of the high traffic volumes on the customer experience.
The use of conceptual massing aided in giving the initial three plan concepts context, scale, and massing.
The three concepts were presented to the community in an open-house workshop. The event was well attended with excellent participation providing the City and design team a great deal of insight regarding the concerns, expectations of the site as well as the almost universal preference for Concept 2.

Community comments included:

- Lack of housing product attractive to young professionals and seniors who want to downsize
- Have to drive to Sacramento for upscale dining and entertainment options
- Project should be pedestrian oriented and bike friendly
- Concept 3 placed pedestrian activity too close to Elk Grove Boulevard
- Concept 1 retail plaza too small, hotel too remote from District56
- Concept 2 had right balance of public space to commercial activity, variety of experience and connection to District56.
- Reiterated desire for construction of the Civic Auditorium
PREFERRED PLAN

The combination of internal consensus-building and public input led to the selection of Concept 2 as the preferred plan. The advantages to this plan are as follows:

- Parcel layout creates a substantial opportunity site at the corner of Elk Grove and Big Horn Boulevard
- District parking is central to retail, dining, office and any hotel overflow
- The signature public open space is designed to distinguish itself from nearby competition
- Open space concept invites views into project from Elk Grove Boulevard
- Axis of primary retail street is aligned with pedestrian paseo to Aquatic Center
- Hotel is directly convenient to Community and Aquatic Centers – completes north side of Community Center Plaza.
- Plan supports a variety of phasing strategies and program flexibility. These attributes are crucial in a plans ability to cater to private sector criteria and preferences.
PLAN FLEXIBILITY

Market forces are dynamic. Changes in the economy, customer preferences and technology can be difficult to predict, including unforeseen opportunities. It is the intent of Elk Grove’s Project Elevate to create flexible developable parcels connected by cohesive and compelling framework of public space. The plan allows both a horizontal and, if the market supports, a vertical mixed-use format. Horizontal mixed-use groups different uses adjacent to each other and simplifies development by focusing the construction of the individual buildings on the needs of a single use. It also allows components of the plan that might be in demand to develop first while the other sites wait until the market materializes for their development.

PARKING STRATEGIES

Mixed-use urban projects that reside within a largely suburban context must plan for the reality that many of the users who will drive demand and support for commercial tenants will be arriving to the site by car. The planning must also be prepared to accept that for many office developments parking ratios are increasing as workspaces become smaller, more efficient, and more compact. It is possible however to drive parking requirements down through shared parking arrangements between office and retail tenants. Retail and entertainment uses often see their peak demand on nights and weekends when the office tenants see reduced demands. Shared parking arrangements are not uncommon where a parking resource can allot an increased percentage of spaces to a particular use during their period of peak use, and then in off-hours reduce to allow other uses a greater percentage. For this study we have used a blended ratio of 3.75 cars per 1000 sf for all commercial uses. For housing we have used a ratio of 1.5 cars per unit. The plan can accommodate higher parking demands by either increasing the surface parking lot on Block 4 in Phase 1 or increasing the number of structured parking spaces in the district garages in Phase 2.
POSSIBLE SCENARIO FOR PHASE 1

This possible Phase 1 plan represents one of many scenarios. This scenario demonstrates the extent of uses that can be supported by surface parking. Within this scenario there is flexibility as to which buildings, streets and surface parking lots are built. For example, the hotel and surface parking could be built on Block 2 with access from Civic Center Drive. Non-essential streets and public spaces could be built at a later date as demand supports. Phase 1 also demonstrates the concept of land-banking.

Blocks 3 and 4 represent relatively undeveloped, high value parcels (due to their visibility from Elk Grove and Big Horn Boulevards). These parcels serve the interim use of surface parking while the other hospitality and retail uses take hold and enhance the address and value of the site. To unlock the development potential of Blocks 3 and 4, the surface parking must be replaced by structured parking on Block 1b.
Phase 2 Option A:

Phase 2 plan Option A represents a scenario where structured parking on Block 1b has replaced surface parking to clear the way for Blocks 3 and 4 to be fully developed. In both Option A and B, Block 4 is imagined as a multifamily product. This corresponds to the multifamily housing to west of Big Horn Boulevard and the proposed library use south across Civic Center Drive. Option A differs from Option B in the development on Block 3. Option A demonstrates that a cluster of office buildings and their associated parking could be developed on Block 3, if the opportunity arises. New office development is trending towards walkable mixed-use districts as it provides employers significant advantages in attracting talented workers. This site could be attractive to a single use campus tenant or speculative office development with multiple tenants. The land area could support a variety of building and parking configurations based on the developer’s preferences.
Phase 2 Option B represents a scenario where Block 3 is developed as a large-scale multifamily development. Urban housing within walking distance to amenities can drive higher rents for landlords. This site is uniquely positioned within a short walk to the District56 recreational and community amenities as well as the shops, restaurants and central park on Avenue A. Both on-site housing and office uses are key components to attract people throughout the day making public spaces vibrant.
Conceptual aerial rendering of all phases of Option A completed.
PLACE-MAKING

Retail and mixed-use developments are embracing distinguishing, socially-vibrant, place-making design to increase foot traffic, attract higher quality tenants and support the appeal and viability of office and residential uses on-site. These design elements require careful attention to design factors such as:

- Varied and interesting social spaces that appeal to varied group sizes and demographics
- Active programming of both seasonal and routine events and activities to keep people coming
- Spaces designed for passive and active interaction
- Quality and Comfort – Competing for people’s leisure time in suburban environments typically means providing a standard of quality and experience beyond the ubiquitous back yard

Lifescapes International, the landscape architecture design team for many award-winning, retail mixed-use projects including Hillsdale North Block, The Grove and The Americana, created the vision for the streetscapes and central park depicted here in Project Elevate. The public space is designed to bring a rich diversity of experiences and host a variety of passive and active programming so that each return trip to the center can offer a unique experience. Large and small spaces are designed to be layered and visually connected. Patrons will enjoy a sequence of spaces large and small, kiosks, street-side café seating, water features and creative activity spaces for kids of all ages.
Each of the three blocks along Avenue A are organized into a subdistrict each with its own focus and character: The Hall, The Core and The Rail. These three districts work together to help transition patrons from the high-speed arterial to a vibrant but leisurely central park, and on down to the community-oriented District56 at Civic Center Drive.
Conceptual rendering of signature outdoor space looking north towards Elk Grove Blvd.
The Hall serves as a beacon to the large traffic volumes passing by the site throughout the day. A sculptural identity sign at Elk Grove Boulevard creates a key moment for branding and Instagram moment. A food and beverage pavilion activates the outdoor seating and event lawn, and helps buffer the impact of heavy traffic on the public spaces. The event space is designed to be flexible for seasonable events such as an ice rink in the winter, holiday tree, or live music during the summer months. Outdoor lawn games and ping-pong tables invite gathering and group activities.
THE CORE

The Core represents the primary retail district. Small shops, restaurants and an entertainment anchor coupled with generous sidewalks, café seating and landscaped planters create an experiential promenade distinct to Elk Grove and other retail offerings nearby. Complementing the active promenade is the central park, with its iconic central fountain, quick serve food pavilions, children’s play area, generous seating and lawn area serve as the communal living room for the Elk Grove community. An iconic sculpture is proposed at the south end of the park to help landmark the district as well as draw people north from their activities at District 56.
Conceptual rendering of signature outdoor space looking northwest across Avenue A.
THE RAIL

The Rail connects the Grove to District56. The street is intentionally narrowed so users can appreciate the expansion of the public space both at District56 and the Core. The streetscape is embellished with substantial outdoor seating for restaurants, special treatment at the Hotel Lobby and large richly planted planting beds where street trees occur.
DESIGNING FOR A HIGHER STANDARD

Mixed-use districts that aspire for upper-tier retail, dining, hospitality, and workplace offerings are focusing on a combination of enhanced user experience and flexible high-quality tenant facilities. Criteria such as aesthetics, massing, materiality, floor-to-floor heights, column grid spacing, servicing, minimum depth for retail and dining tenants all contribute the district’s ability to age well, support and attract quality tenants, and deliver a vibrant public realm. The following categories represent general recommendations for the Elk Grove Elevate district.
AESTHETIC CHARACTER

Contemporary design, reflecting current means and methods in quality architectural design and construction are encouraged for the district. Historical references are discouraged as they will appear artificial and detract from Elk Grove’s historic district Old Town. Materials that age well over time and do not require paint are also encouraged. Architectural diversity executed with a high degree of craft is encouraged. Architectural design should also take into consideration Elk Grove’s hot summers and provide canopies, projecting eaves, or other design elements that contribute to occupant comfort both on the sidewalk or inside the building.

ARCHITECTURAL MASSING

Simple forms executed in quality materials and detailing are preferred over complex forms executed cheaply. Special attention should be paid to how the building massing contributes to the overall composition of the street and district. Corner elements such as extended eaves, heightened top floor, or balconies can enhance project prominence on the large boulevards. Ground floor uses should receive extra attention to detailing and scale for a welcoming, interesting pedestrian environment. If a parapet changes in height, returns should be a minimum of 4’.

BUILDING HEIGHT

The recommended maximum height for development in this district is 90’ to top of structure – excluding mechanical penthouses and parapets. The 90’ building height will allow up to a six-story office building or eight-story residential building while still falling under the life-safety threshold of a highest occupied top floor elevation of 75’. It is not anticipated that these building heights are currently economically feasible, the current market would more likely support office buildings of three to four stories and residential buildings of three to five stories.

BUILDING SETBACKS

Building setbacks from the street right-of-way are as follows:

- 5’ min. on Avenue A for outdoor seating and tenant displays at retail frontage
- 3’ min. for commercial frontage on Avenues B and C
- 12’ min. for residential frontage on Avenue B and Civic Center Drive
Building frontage recommendations are as follows:

- A minimum of 75% of the building frontage must hold the required setback from the street right-of-way
- 25% of the building frontage is flexible either to be built to the street right-of-way or with greater setback if serving the role of an outdoor ground level amenity.
MATERIALITY

A variety of materials can be used for the primary building materials including smooth finished stucco, stone, pre-cast concrete, brick veneer, architectural metals, and composite panels. Changes in the materials should be volumetric rather than planar, expressing corners. Accent materials such as wood, terra cotta, stone, tile, or decorative metals should be utilized in areas with pedestrian active frontages. Canopies are also encouraged at retail storefronts from 10’ to 14’ in elevation.

ROOFTOP EQUIPMENT

All rooftop equipment should be screened. Screens should be fully integrated into the architectural massing. Roof Screening should be at least as tall as the equipment height.

LOADING AND SERVICE AREAS

It is recommended off-street loading bays and driveways, shall be limited to 36’ in width and only permitted on Avenues B and C. Exterior dumpster locations are not permitted. Servicing for retail and dining tenants shall be provided by means of an internal back of house corridor no less than 6’ in width. Tenants less than 500 sf in size may be front loaded during off hours. It is encouraged to share off-street servicing areas to reduce service-oriented frontages. Service areas should reflect the same level of quality and craft as other components of the building for a fully integrated aesthetic.

UTILITIES

Location of utilities should be planned to Avenues B and C, and to be carefully coordinated to not negatively impact the pedestrian realm. Meters should be consolidated as much as possible. Grease trap locations should be carefully planned to be conveniently serviced, but far from uses with a high level of pedestrian activity. Utilize landscape screens to help shield from view.
GROUND FLOOR RETAIL, AND DESIGN RECOMMENDATIONS

Ground Floor retail spaces shall have a minimum floor to floor height of 18’, and a minimum column spacing of 28’ though 30’ is encouraged when feasible. Storefronts along Avenue A should provide 60% transparency to tenant interior. Tenant storefronts on Avenues B and C shall provide a 40% transparency. Ground floor commercial spaces should anticipate future uses including food and beverage. Ample power and access to mechanical vertical shafts shall be provided. Exhaust venting shall be provided to rooftop units to avoid unwanted odors at street level. Ground level tenant spaces should be no less than 55’ in depth.

GROUND FLOOR RESIDENTIAL DESIGN RECOMMENDATIONS

Residential units located at grade level shall have street facing entries with stoops or porches. Stoops and porches shall have enough spatial definition to create a semi-private space, comfortable to tenants but not overly exposed or close to pedestrian traffic. Recommended setback for porch is a minimum of 7’ with a 5’ minimum dimension for seating area and entry. If possible, canopies or shade over seating area and entry is strongly encouraged. Porch and stoops shall be no more than 4’ above grade.

GROUND FLOOR OFFICE DESIGN RECOMMENDATIONS

Office can contribute a sense of vitality in mixed-use environments when programming and architectural design are focused on maximizing contribution to the public realm. Trends in office design today place greater attention on informal social and gathering spaces. If a portion of this program can be focused at the grade level and made visible through transparent glazing, it can become a point of interest for the street and natural point of gathering. Reflective or electrochromic glass should not be used at grade and only on upper levels not facing Avenue A. It is also encouraged that office development in this district refrain from on-site cafeterias in order to draw more of the workforce into the restaurants and cafés along Avenue A.
GROUND FLOOR HOSPITALITY DESIGN RECOMMENDATIONS

Hotels are a highly encouraged use in this district, however they must be designed with an active streetscape in mind. The hotel lobby, lounge, food and beverage should be street facing (either Avenue A or Civic Center Drive) with transparency where possible. The porte-cochere should either be curbside or perpendicular to Avenue A.

PARKING GARAGES

To avoid conflict with the primary pedestrian environment, parking garages should not have direct frontage or vehicular entries on Avenue A; pedestrian paseos and/or entries along Avenue A are permitted. Ideally parking garages are encapsulated by liner uses, however, when not possible they shall be screened with materials and treatments consistent with the adjacent architecture.

DRIVE-THROUGH

Drive-throughs are not envisioned in this district and are often at odds with pedestrian active environments.

Example: The design of this boutique hotel locates active program elements on the main commercial street.
A development plan informed by market demand, economic analysis and guided by a development strategy can help the City identify a catalyst development to move the project forward. Scenario testing can help determine if (and how significant) incentives are necessary in accomplishing momentum for the remainder of the site to follow in step with the overarching goals of the vision. Consensus building on the execution of the vision will be critical amongst both public and private partners. Infrastructure investment should be limited to project phasing to allow flexibility in the master plan to evolve. Districts such as Berkeley’s Fourth Street and Irvine’s Spectrum Center, have developed in phases and maintained and enhanced the project vision over time.