

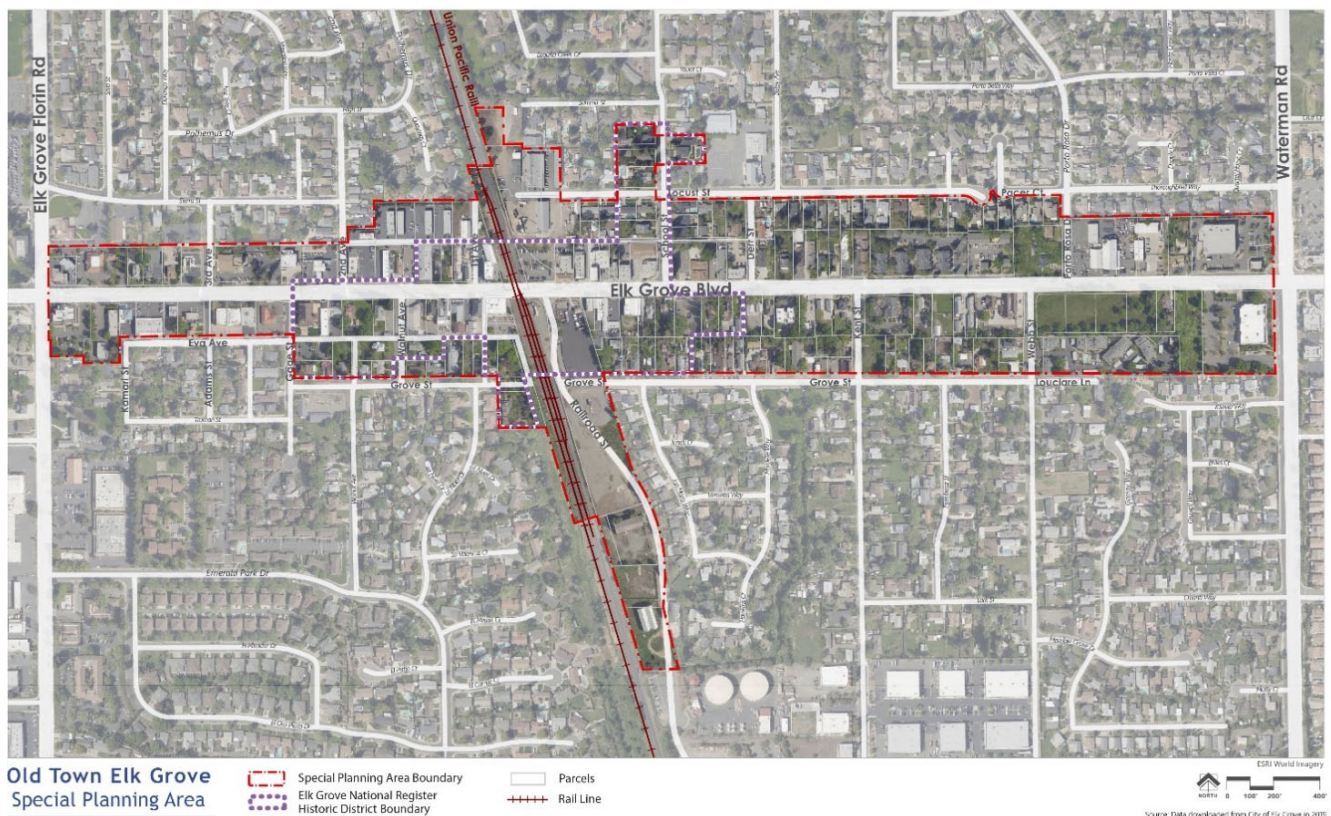
# OLD TOWN ELK GROVE SPECIAL PLANNING AREA EXISTING CONDITIONS ANALYSIS

## Overview

The Old Town Elk Grove Special Planning Area (SPA) is the policy document and zoning code that has been established to preserve and guide development in Old Town Elk Grove (Old Town). This Existing Conditions Report is an early step in the update of the SPA, which was originally prepared by Sacramento County in 1985 and last comprehensively updated by the City in 2005. The SPA is proposed for modifications again to support the economic vitality and reflect the current conditions and opportunities in Old Town today. The core of Old Town that developed along the community's historic main street, next to the railroad tracks is listed on the National Register of Historic Places (NRHP) as the Elk Grove Historic District. Old Town is the symbolic heart of the city and continues to evolve as a central community gathering place and business and entertainment district for Elk Grove.

Old Town stretches one mile long and is centered on Elk Grove Boulevard, just east of State Route 99 (Highway 99). The Old Town SPA boundaries are defined by Elk Grove-Florin Road to the west; Waterman Road to the east; Locust Street to the north; Grove Street to the south; and several historic properties along the Union Pacific Railroad (UPRR) and School Street (Figure 1). The UPRR crosses the SPA diagonally through the core of Old Town. The SPA consists of 205 parcels on approximately 90 acres. The parcels within the SPA boundary are listed in Attachment A of this report.

**Figure 1: Old Town Elk Grove SPA Boundary**



Source: City of Elk Grove, 2019

## Historic Context

In 1988, over 66 buildings and parcels in Old Town Elk Grove were listed on the National Register of Historic Places (NRHP) under Criterion A for its significance in the early settlement of the area and Criterion C for its late 19th and early 20th century architectural significance. At the time it was nominated, the district was comprised of 49 resources that contributed to the historic significance of the district, with a period of significance spanning from 1876 to 1930. Buildings are considered “contributors” to the district if they were constructed within the period of significance and retained sufficient integrity.

In 2012, Page and Turnbull resurveyed the properties within the NRHP-listed Elk Grove Historic District and 22 additional properties outside the district and prepared the *Elk Grove Historic Context Statement and Survey Report* (Context Statement) as a tool for evaluating potential historic resources and assessing impacts of alterations to historic properties. The Context Statement outlines the relevant themes for each period of development and provides detailed descriptions of associated properties. In 2014, ICF prepared a citywide survey to support the city’s Certified Local Government status and follow up on recommended actions in the 2012 survey by identifying and evaluating historic resources that are outside the NRHP Elk Grove Historic District survey, but which may have contributing local significance.

### Elk Grove History

The Context Statement identifies six periods of development in the City’s history from Native American settlement to post-World War II suburbanization.

- Native American, Spanish, & Mexican Periods (to 1845)
- Early American Period (1846-1867)
- A New Site for Elk Grove (1868-1892)
- Elk Grove Comes of Age (1893-1926)
- Quiet Interlude (1927-1945)
- The Beginnings of Suburbanization (1946-1967)

Highlights of the events associated with the American history of the City are summarized in this section as context for Old Town’s character and physical development. Agricultural, residential, commercial, educational, industrial, social/community, and municipal developments; transportation; ethnic communities; and cultural landscapes are the significant themes, identified in the 2012 survey, in the development of Elk Grove.

#### Early American Period (1846-1867)

Elk Grove was founded for its proximity to existing travel routes. Early commercial developments served travelers making their way to and from the gold fields. The original town settled at the crossroads of what is now Elk Grove Boulevard and Highway 99.

- ▲ 1850– The Elk Grove community was established with development of a stage stop and hotel, the Elk Grove House, on Upper Stockton Road (now Highway 99), traveling between Sacramento and Stockton, both departure points for mining camps in the foothills of the Sierra Nevada.
- ▲ 1852– Joseph and George Harvey Kerr, two brothers, purchase 320 acres of land covering much of what is today’s Old Town Elk Grove.
- ▲ 1853– The first post office of the San Joaquin Township was established at the crossroads of present day Highway 99 and Elk Grove Boulevard. The post office was renamed from the James Buckner Post Office to the Elk Grove Post Office in 1857.
- ▲ 1850s-60s– By the latter 1850s, the area’s economy shifted almost entirely to agriculture. Several ranches are established for raising stock and farming. Elk Grove became a crossroads for ranchers

and farmers accessing basic services and as the population grew, country schools, churches, and fraternal organizations also developed.

### **A New Site for Elk Grove (1868-1892)**

The period from 1868 to 1892 represents the development of Elk Grove as a town, marked by the arrival of the Sacramento-Stockton railroad line of the Central Pacific Railroad. The development of the railroad would shift the focus of the town center to Old Town's present location.

- ▲ 1868– The Sacramento-Stockton line of the Central Pacific Railroad comes through Elk Grove.
- ▲ 1869– The post office is relocated to the depot. Warehouses are constructed for storing agricultural products and general stores built to provide the community goods received by rail.
- ▲ 1876– Land for a business district, the “Elk Grove Station,” is surveyed. The first plats for the district are sold and developed. The Elk Grove Building Association is also incorporated that year.
- ▲ Late 1870s– Development of commerce at Elk Grove Station brings new residential homes, schools, religious facilities, fraternal organizations, and the first cemeteries. However, ranching and farming remain the dominant activity in the area.
- ▲ 1880s– Refrigerator rail cars diversify agricultural production from grain and hay to also include fruits, wines, and nuts, shipped to Sacramento for packing and distributing throughout the U.S. and along the Pacific Rim.
- ▲ 1892– Fire breaks out burning several commercial buildings located along the west side of the railroad tracks. Bob's Club, today, is one of the oldest structures from this era that survives.

### **Elk Grove Comes of Age (1893-1926)**

The period from 1893-1926 represents Elk Grove's blossoming as an agricultural community. This period, which includes three pulses of construction best defines the character and fabric of Old Town today. The first of these periods occurs with the rebuilding that took place after the 1892 fire; the second, about 1910, characterized by the expansion of commerce and industry and arrival of electric power; and the third, about 1920, influenced by the invent of the private automobile and characterized by construction of new schools and churches serving the community. This period is also marked by shifts in agriculture to vineyards and fruit and nut orchards.

- ▲ 1893– Commercial businesses rebuild after the fire, inspired by the Victorian era. The community pools their resources together to develop municipal water and fire systems. Several of the town's largest and most prominent structures: International Order of Odd Fellows (IOOF) Building, Masonic Lodge, and a new railroad depot are constructed on the east side of the tracks.
- ▲ 1884-1895– A double track for the Southern Pacific Railroad is installed for trains to lay over. A spur track (today, marked by Railroad Street) provides a spine to serve large industrial facilities and warehouses for fruit packing and shipping, the Elk Grove Winery, and Elk Grove Vineyard Association Winery. Elk Grove's wine industry expands over the next decade.
- ▲ 1908– Elk Grove constructs the first free California County branch library.
- ▲ 1910s– Electric power arrives. That same year the Bank of Elk Grove is constructed and a wave of new commercial construction occurs between the east side of the railroad tracks and School Street, including the Telephone Exchange, Elk Grove Post Office, Elk Grove Drug Store, the Poston Building, the ELM Apartments, and the Foulks-Graham Building. Buildings are sited adjacent to the street with a clear pedestrian orientation.
- ▲ 1919-1920s– Elk Grove enters the modern age with an electric grid, telephone service, and automobile facilities. The first auto dealership, Ehrhardt & Rhoads Ford Dealership, opens in 1919. Car parts for the dealership arrive by railroad and are assembled by mechanics in the garage. The influence of the automobile leaves its mark in the form of auto garages, dealerships, and gas stations.

## Quiet Interlude (1927-1945)

1927 to 1945 is a period of relative calm due in part to the Great Depression. This period is characterized by minor municipal and educational improvements, the growth of automobile facilities, industrial wine production and wine industry consolidation, Works Progress Administration efforts, and Japanese internment.

- ▲ 1920s– National sales of automobiles skyrockets. Locally, the Batey Brothers construct a new gas station and auto repair shop prior to the Great Depression.
- ▲ 1935– Two new oil depots are constructed adjacent to the railroad.
- ▲ 1936– Elk Grove residents vote in favor of a small tax to fund creation of the Elk Grove Park District. The Works Progress Administration funds improvements to Elk Grove Regional Park and the Central Valleys Fish Hatchery (no longer existing).
- ▲ 1940s– During World War II, no permanent facilities in the community were directed to the war effort; however, the war took its toll in the loss of lives locally and internment of the area’s Japanese residents. Removal of Japanese workers created a critical labor shortage that severely impacted agricultural operations, particularly the local strawberry industry in Florin.

## Beginnings of Suburbanization (1946-1967)

The post-war growth in Elk Grove reflects the growing dominance of the private automobile. With this, came construction of new single-family residential subdivisions and commercial buildings oriented to the automobile. The post-war period also coincides with the baby boom, leading to the expansion and construction of new schools and gradual replacement of the town’s historic orchards with single-family homes.

1957– Highway 99 is widened from two to four lanes up to Sacramento, sparking early suburban development surrounding Old Town Elk Grove.

1950s-60s– New commercial construction concentrated on the south side of Elk Grove Boulevard between 2<sup>nd</sup> Avenue and Elk Grove-Florin Road occurs and is characterized by high visibility and large areas of surface parking. Residential expansion occurs on both sides of Elk-Grove Florin Road, north of Elk Grove Boulevard. New development continues the existing street grid to the southeast part of town, with the extension of Kent and Webb Streets.

## Historic Resources and Survey Findings

Table I lists the historic properties in the Elk Grove Historic District, based on the survey conducted by Page & Turnbull in 2012 and their status as a contributing or noncontributing resource to the 1988 National Register. Figure I shows the location of these resources.

The findings of the 2012 Page & Turnbull survey recommended:

- ▲ Minor updates to the National Historic District boundary to incorporate five additional properties;
- ▲ Establishing a locally designated historic district for Old Town with a period of significance from 1876 to 1957, to allow additional properties within the Elk Grove Historic District to be contributors to a locally designated district and capture development outside the district;
- ▲ Preparing a Winemaker District record for five properties at the south end of Railroad Street that appear to comprise a potential NRHP Historic District;
- ▲ Evaluating the historic relocated buildings at Elk Grove Heritage Park; and
- ▲ Maintaining the Elk Grove Registry.

In 2014, ICF followed up this study with a survey of 96 properties in the City. The ICF study identifies 85 properties eligible for listing in the Elk Grove Registry as a local landmark or heritage resource. Thirty-six properties are found individually eligible, 39 properties are identified as potential contributors to a locally-designated district, and 10 appear to meet criteria for local listing individually and as contributors to a local district. The study also identifies the boundaries of a potential local Elk Grove historic district, as shown in Figure 3. Of the properties surveyed in 2014, 55% are associated with the period between 1893-1926; 13% between 1868 and 1892; and 11% between 1946-1967. Of the resources surveyed, 60% are associated with residential development and 12% with agricultural development.

Nine of these properties were also found to qualify for listing in the NRHP and the CRHR and include:

- ▲ A historic district comprised of 6 industrial buildings associated with the proposed Elk Grove Winemaker Historic District between 1900 and 1950; and
- ▲ Elk Grove Park as a cultural landscape significant for its role in the social and recreational development of the community, with a period of significance between 1891 and 1960.

**Table 1: Properties Located in the Elk Grove Historic District**

Resource # 1988 / 2012 / 2014 Survey	Circa Year	Address	Name	Architectural Style or Type	1988 National Register
1 / 1 / -	1922	8986 Elk Grove Blvd.	Community Methodist Church	Spanish Revival	C
1B / 2 / -	1975	8986 Elk Grove Blvd.	School	Modern	NC
2 / 3 / -	1950	8992-96 Elk Grove Blvd.	Commercial Building	masonry	NC
3 / 4 / -	1912	8998 Elk Grove Blvd.	Taverner Residence	Craftsman	C
4 / 5 / -	1895	9008 Elk Grove Blvd.	Dr. Hugh & Ada Beattie Residence	Queen Anne	C
5 / 6 / -	1930	9020 Elk Grove Blvd.	Willard Sperry Repair Shop	masonry	NC
6 / 7 / -	1905	9024 Elk Grove Blvd.	Wakeman Residence	Queen Anne	C
11 / 8 / -	1919	9027 Elk Grove Blvd.	Ehrhardt/Rhoades Building	wood, masonry	C
12 / 9 / -	1892	9029 Elk Grove Blvd.	Vacant Lot (now occupied by Judge Everson residence)	wood frame	NC
7A / 10 / -	1905	9030 Elk Grove Blvd.	Hayes Residence	wood frame	C
13 / 11 / 85	1925	9031 Elk Grove Blvd.	Dunbar Residence	Tudor Revival	NC / C [1]
7B / 12 / -	1895	9032 Elk Grove Blvd.	Hayes Meat Market	wood frame	C
14 / 13 / 86	1912	9033 Elk Grove Blvd.	Ehrhardt & Rhoades Garage	utilitarian	NC
8 / 14 / -	1950	9036 Elk Grove Blvd.	1950s (Elk Grove Bakery)	concrete block	NC
15 / 15 / -	1876	9039 Elk Grove Blvd.	Elk Grove Hotel	wood frame	C
9 / 16 / 87	1892	9040-44 Elk Grove Blvd.	Judge Everson residence (moved); Fireshed 1925	utilitarian	C [2]
16 / 17 / -	1893	9045 Elk Grove Blvd.	Elk Grove IOOF Hall	brick	C
- / 65 / 89	1893	9045 Elk Grove Blvd.	Warehouse	utilitarian	C [3]
10 / 18 / -	1923	9048-56 Elk Grove Blvd.	Fouls/Graham Building (Toronto Hotel)	American Commercial	C
17 / - / -		9065 Elk Grove Blvd.	Vacant parcel; lumber building		
25A / 19 / -	1910	9070 Elk Grove Blvd.	Elk Grove Bank	Neoclassical	C
25B / 20 / -	1926	9070 Elk Grove Blvd.	Elk Grove Telephone Building	brick	C

<b>Resource # 1988 / 2012 / 2014 Survey</b>	<b>Circa Year</b>	<b>Address</b>	<b>Name</b>	<b>Architectural Style or Type</b>	<b>1988 National Register</b>
26 / 21 / -	1922	9072 Elk Grove Blvd.	Old Post Office	American commercial	C
27A / 22 / -	1920	9074 Elk Grove Blvd.	Drugstore Building	wood frame, brick siding	C
18 / 23 / -	Copy 1880	9075 Elk Grove Blvd.	Masonic Lodge Building	wood frame, hipped roofs	C
28 / 24 / -	1916	9080-86 Elk Grove Blvd.	Poston Building Group	wood frame, stucco siding	C
19 / 25 / -	1960	9081 Elk Grove Blvd.	Elk Grove Club 1960s	wood frame, brick veneer, stucco siding	NC
20 / 26 / -	1885	9085 Elk Grove Blvd.	Hasman Building/General Store	masonry	C
21 / 27 / -	1970	9089 Elk Grove Blvd.	1970s	masonry	NC
29 / 28 / -	1929	9090 Elk Grove Blvd.	Warren Shoes	Spanish Eclectic	C
22 / 29 / -	1930	9091 Elk Grove Blvd.	1930s-1960s	wood frame, stucco siding	NC
23A / 30 / -	1910	9093 Elk Grove Blvd.	The Elm	wood frame, clapboard siding	C
30 / 31 / -	1891	9094 Elk Grove Blvd.	Stewart Residence	Queen Anne	C
31 / 32 / -	1891	9096-98 Elk Grove Blvd.	H.L. Stich Residence	Queen Anne	C
24A / 33 / -	1930	9095 Elk Grove Blvd.	Batey Garage	wood frame, masonry	C
24B / 34 / -	1926	9097 Elk Grove Blvd.	Batey Chevrolet Showroom	wood frame, stucco cladding	C
33 / 35 / -	1895	9112 Elk Grove Blvd.	Brainard/Markofer Residence and Coach House	Queen Anne	C
34 / - / 33	1902	9112 Elk Grove Blvd.	Brainard/Markofer Coach House	vernacular	C
35 / 36 / -	1905	9116 Elk Grove Blvd.	George Markofer Residence	vernacular	C
36 / 37 / -	1880	9120 Elk Grove Blvd.	Methodist Church Parsonage	Italianate	C
42 / 38 / -	1912	9620 Gage Street	McDonald Residence	Bungalow	C
43 / 39 / -	1890	9625 Gage Street	Lilico Residence	vernacular	C
44 / 40 / -	1912	8995 Grove Street	Hogaboom Residence	Craftsman	C
48A / 41 / -	1905	9051 Grove Street	Loshe Residence	wood frame	C
49 / 42 / -	1915	9059 Grove Street	Residence	Craftsman	C
50 / 43 / -	1912	9060 Grove Street	Haynes Residence	Craftsman	C
51 / 44 / -	1885	9081 Grove Street	Pierce/Allen Residence	Italianate	C
51B / 45 / -	1960s	9085 Grove Street	1960s Apartment Building	vernacular	NC
52 / 46 / -	1905	9087 Grove Street	Markofer Residence	Craftsman	C
53 / 47 / -	1940	9093 Grove Street	1940-1960 Residence	vernacular	NC
54 / - / 46	1938	9097 Grove Street	Residence	vernacular	NC
55 / 48 / -	1905	9101 Grove Street	Residence	vernacular	C
56 / 49 / -	1905	9109 Grove Street	Residence	Craftsman	C
38 / 50 / -	1970	9096 Locust Street	Residence, ca. 1960s	Ranch	NC
41 / 51 / 71	1912	9548 School Street	Owen Residence	Craftsman	C
57 / 52 / -	1912	9557 School Street	Wildanger/Frame Residence	Prairie Style	C

Resource # 1988 / 2012 / 2014 Survey	Circa Year	Address	Name	Architectural Style or Type	1988 National Register
40 / 53 / -	1912	9560 School Street	Upton Residence	Craftsman	C
39 / 54 / -	1925	9572 School Street	Winkelman/Poston Residence	Craftsman	C
37 / 55 / -	1915	9588 School Street	Ira Jones Residence	Craftsman	C
46 / 56 / -	1895	9616 Walnut Avenue	Stevens/Polhemius Residence	vernacular	C
47 / 57 / -	1884	9621 Walnut Avenue	Springsted Residence	vernacular	C
45 / 58 / -	1905	9624 Walnut Avenue	Welch/Coon Residence	vernacular	C

Notes:

C = Contributing Resource; NC = Non-Contributing Resource

[1] Proposed by the 2012 survey and confirmed by the 2014 survey as a contributing property within the Elk Grove Historic District.

[2] 2014 survey finds the fireshed at 9040 Elk Grove Boulevard is not a contributor to the historic district.

[3] 2014 survey finds the Everson Brothers Warehouse, which shares a site with the IOOF Hall, is also a contributing resource to the Elk Grove Historic District.

*Source: Elk Grove Historic Context Statement and Survey Report, 2012; Elk Grove Historical Resource Inventory and Evaluation Report, 2014*

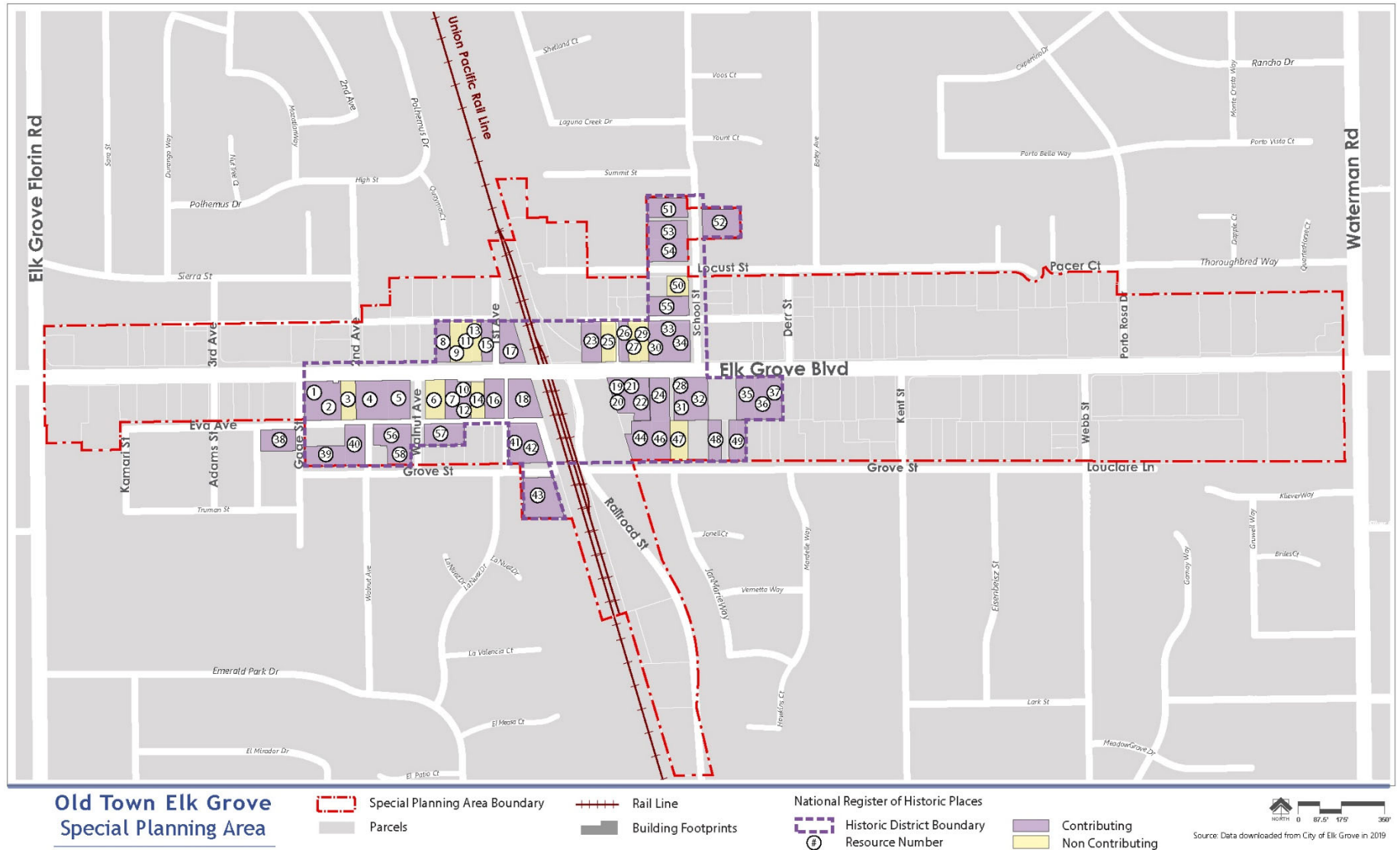
**Table 2: Properties in the NRHP-Eligible Elk Grove Winemaker Historic District**

Resource # 1988 / 2012 / 2014 Survey	Circa Year	Address	Name	Architectural Style or Type
- / 76 / 93	1905	9676, 9678, 9699 Railroad Street	Da Rosa and Neves Winery Warehouse	vernacular
77-78 / 94	1915	9723 Railroad Street	Elk Grove Vineyard Association Winery Storage and Bottling Buildings	vernacular
- / - / 96	1900-15	9676, 9699, 9723 Railroad Street	Winemaker Historic District	n/a

*Source: Elk Grove Historical Resource Inventory and Evaluation Report, 2014*

As reflected in Tables 1 and 2, a variety of architectural styles and building types from different periods characterize development in the Elk Grove historic district. Current development patterns in Old Town give indication of where and when significant periods of the business district developed, as further addressed later in this report.

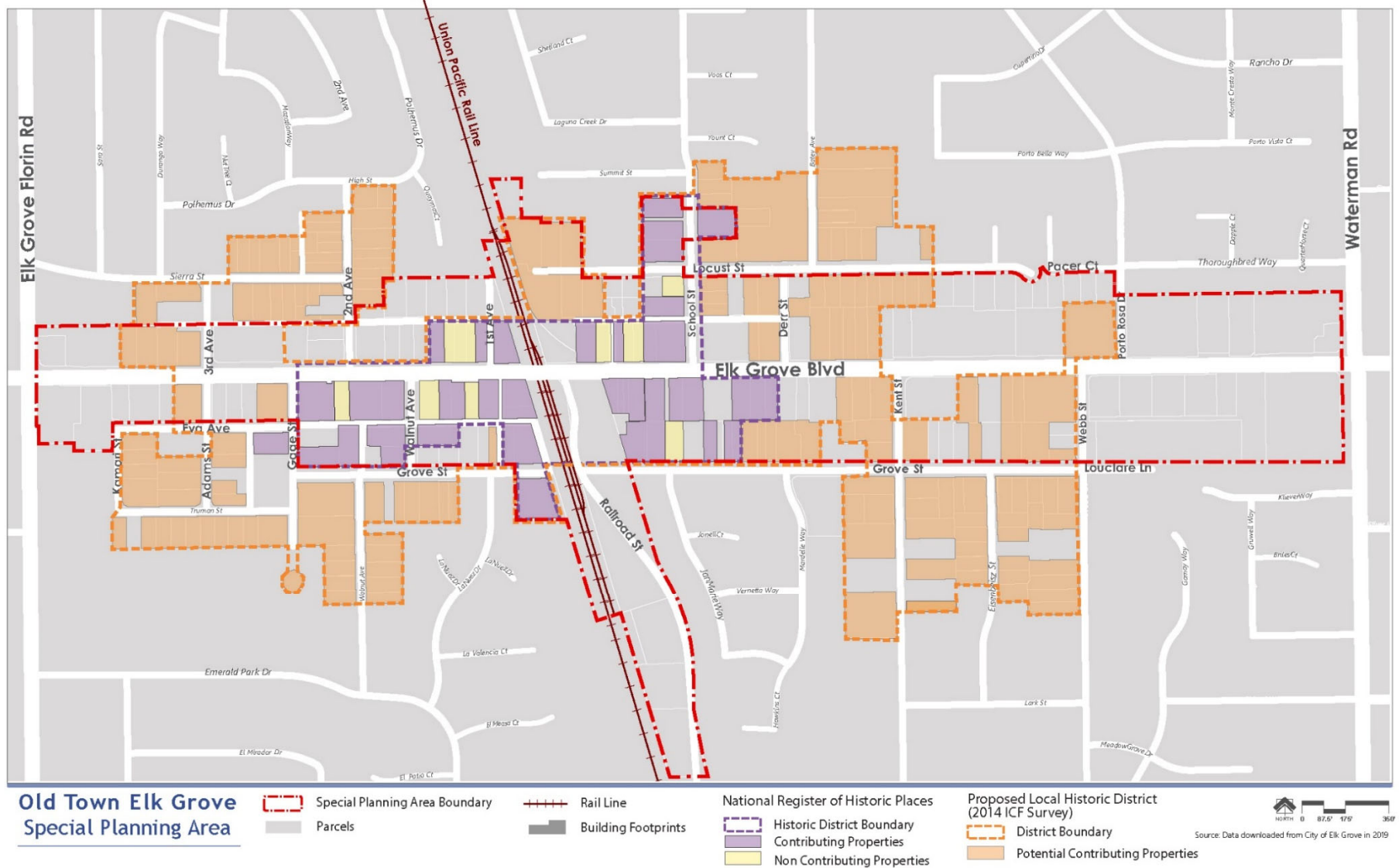
**Figure 2: National Register of Historic Places-Listed Elk Grove Historic District**



Source: Elk Grove Historic Context Statement and Survey Report, 2012, adapted by Ascent in 2019



**Figure 3: Potential Boundaries of the Local Elk Grove Historic District**



Source: Elk Grove Historical Resource Inventory and Evaluation Report, Adapted by Ascent in 2019

## Land Use and Policy Regulations

Land use and policy regulations for Old Town are governed by the City General Plan and the Old Town SPA, first adopted by the City in 2005 and last updated in August 2014.

### General Plan Land Uses

General Plan land use designations within the SPA, shown in Figure 3, include Community Commercial and High Density Residential generally lining Elk Grove Boulevard; Low Density Residential fronting Locust Street and Grove Street, a half block away from Elk Grove Boulevard; Parks and Open Space on the site of Old Town Plaza; Village Center Mixed-Use for the parcels south of Old Town Plaza; and Public Services along the rail right-of-way. The development characteristics and permitted residential density and building intensity of each designation is summarized in Table 3, below.

**Table 3: General Plan Land Uses**

<b>General Plan Designation (Max. FAR; Density Range)</b>	<b>Description and Character</b>
Community Commercial (1.0 max FAR/ 15.1-40.0 units/acre)	Accommodates retail and service uses designed that meet the daily needs of residents in surrounding neighborhoods, as well as community needs beyond the surrounding area. Retail and service uses are predominant with limited office and professional spaces allowed. Limited residential uses allowed when integrated with non-residential uses in an approved District Development Plan.
Village Center Mixed-Use (2.0 max FAR; 12.1-40 units/acre)	Pedestrian-oriented development with integrated public plazas and a mix of uses that focus on ground-floor commercial retail or office uses and allows residential or office uses above. Vertical integration should be prioritized along public transportation corridor and activity nodes. However, single use building integrated into an overall site through horizontal mixing of uses, emphasizing pedestrian oriented design is also allowed.
High Density Residential (15.1-40.0 units/acre)	Generally characterized by attached homes, townhomes, garden apartments, and apartments
Low Density Residential (4.1-7.0 units/acre)	Generally characterized by single family detached residential development with lot sizes ranging from 6,000-10,000 square feet.
Public Services	Includes lands owned by the City and other public agencies and institutional uses. In the context of the SPA, it includes the lands underneath the rail tracks owned by the Southern Pacific Transportation Company.
Parks and Open Space	Includes public and private parks, public plazas, trails, paseos, and similar features that provide off-street connectivity and are oriented to active uses, including commercial recreation facilities providing outdoor use.

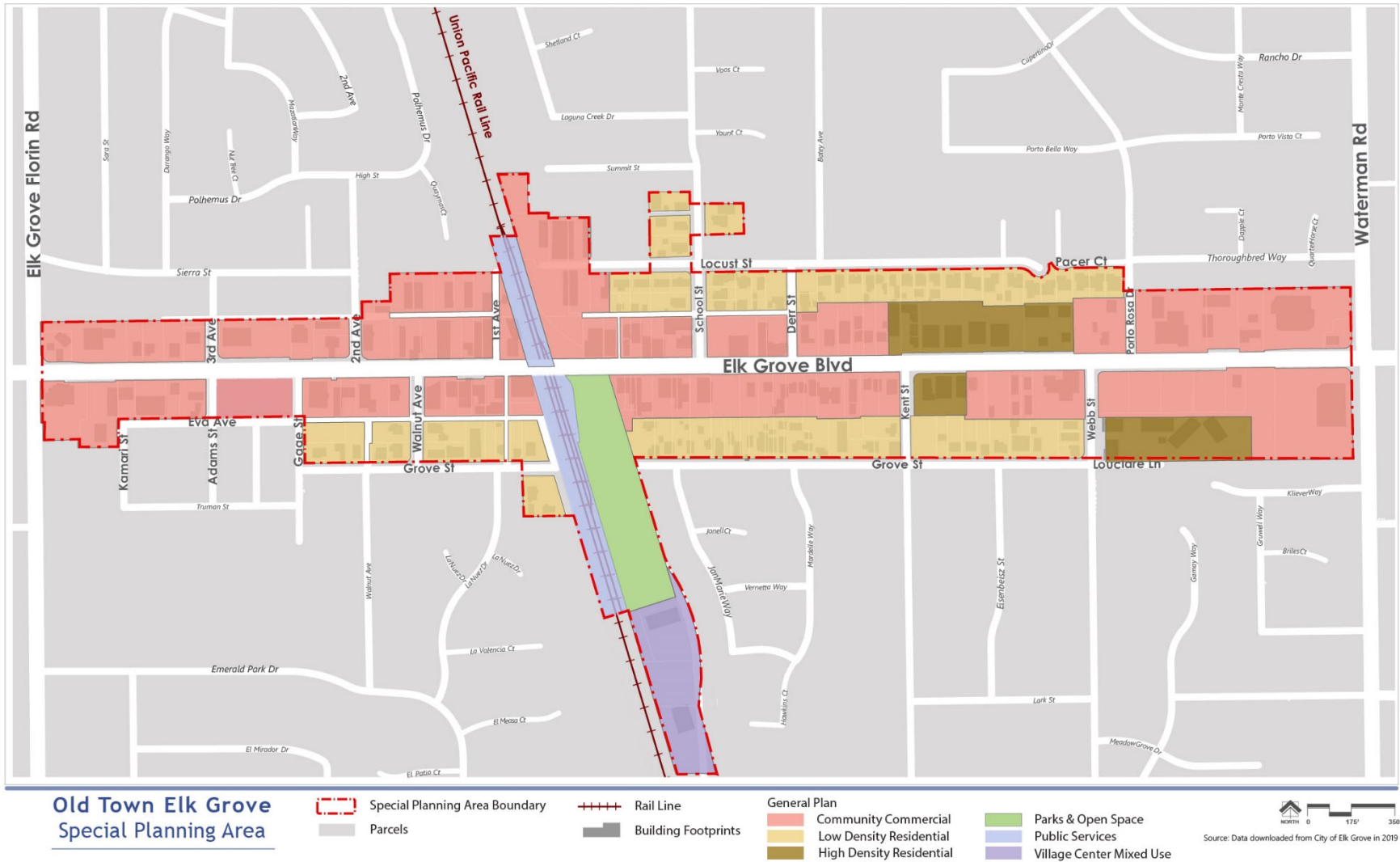
Source: City of Elk Grove General Plan, 2019

## Zoning and Old Town SPA Regulations

### Land Use Zones

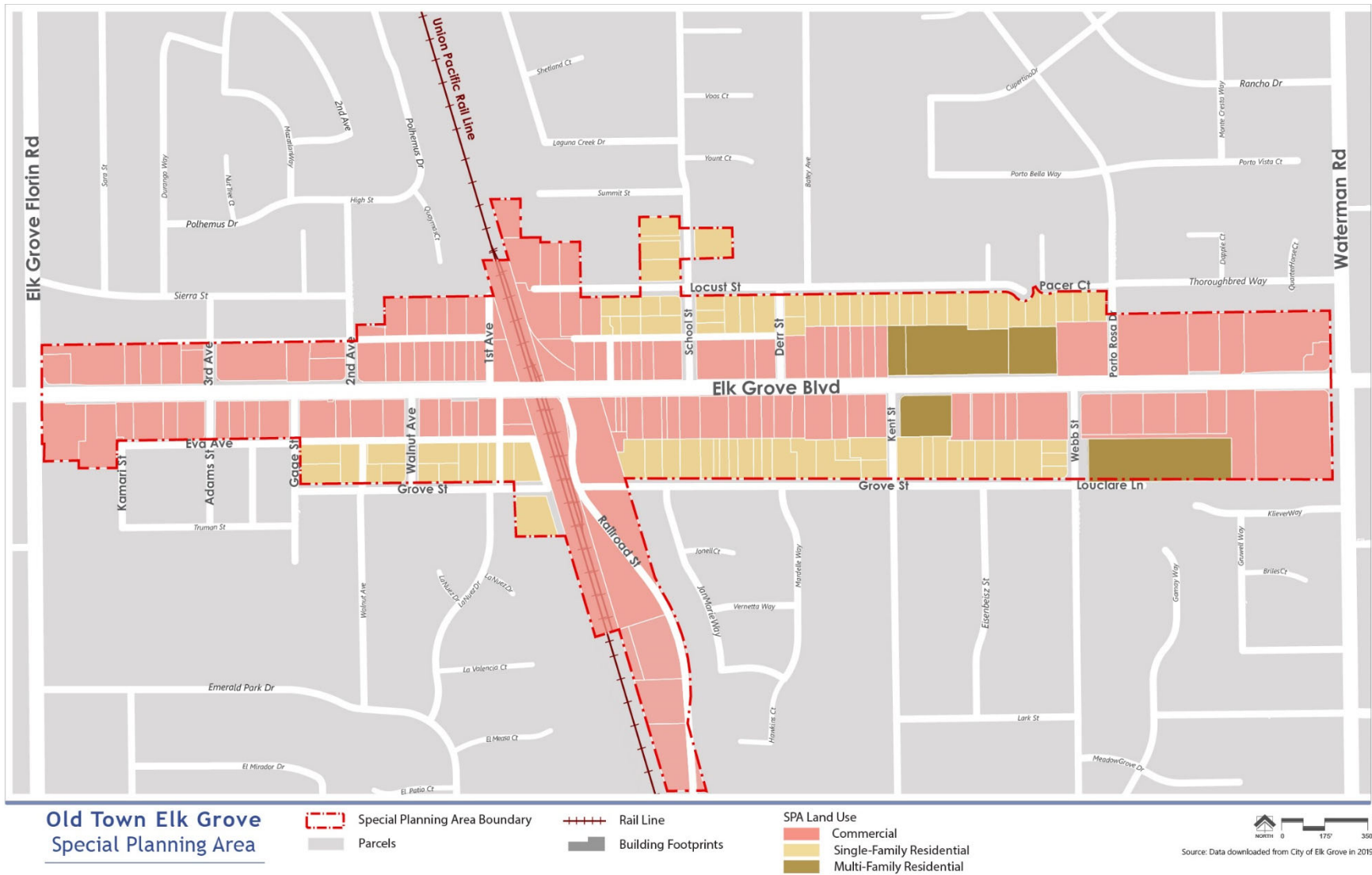
Old Town Elk Grove is within a policy area governed by the Old Town SPA. The SPA establishes the unique zoning for Old Town and includes land use, standards, and guidelines for development that are tailored to preserve the unique qualities and historical character of Old Town. The SPA defines three land use zones for Old Town: Single Family Residential, Multi-Family Residential, and Commercial, as shown in Figure 5.

**Figure 4: General Plan Designations**



Source: City of Elk Grove General Plan, 2019

**Figure 5: SPA Land Uses**



Source: *Old Town Special Planning Area, 2014 and adapted by Ascent in 2019*

## Standards and Guidelines

Standards and guidelines in the Old Town SPA are organized as Site Design Standards and Guidelines and Architectural Design Standards and Guidelines. Site design standards and guidelines address setbacks, landscaping, hardscape, lighting, street furniture and pedestrian amenities, circulation, outdoor seating, outdoor performance venues, parking, and signage. Within the historic core, wide sidewalks are designed to provide opportunities for outdoor seating and displays of merchandise. The SPA identifies three architecture districts, which include West Old Town (between Elk Grove-Florin Road and Gage Street) and East Old Town (between Kent Street and Waterman Road) that serve as transition zones into Historic Old Town, between Gage Street and Kent Street. The building architecture in West and East Old Town should incorporate historic themes but avoid simulating a historic appearance that lacks historic architectural integrity.

## Design Review Process

Projects within the SPA are subject to design review for conformance with the City's Zoning Code (Title 23 of the Municipal Code) and the goals, standards, and guidelines of the Old Town SPA. The SPA establishes two levels of design review authority: Development Service Director approval for minor or Type 1 Design Review applications and Planning Commission approval for major or Type 2 Design Review applications. The types of project applications reviewed under Type 1 and 2 Design Review are summarized in Table 4 below.

**Table 4: Old Town SPA Design Review**

Type 1 Projects	Type 2 Projects
<ul style="list-style-type: none"><li>• Concrete flatwork or other paving</li><li>• Repainting</li><li>• New fences, walls, or planters up to 24" in height</li><li>• Alterations that change the exterior appearance (doors, windows, exterior finishes, lighting, etc.)</li></ul>	<ul style="list-style-type: none"><li>• New buildings or additions &gt;500 sf</li><li>• Restricted Commercial</li><li>• Increase in 3-story max. height limit for building along Elk Grove Boulevard or 45' for landmark design element</li></ul>

Source: Old Town SPA

The SPA Update will look to align the Design Review process for the Old Town SPA with the more comprehensive, Citywide Design Review process regulated by Section 23.16.080 of the Elk Grove Municipal Code (EGMC). Seven types of design review are specified: 1) master home plans for single family residential subdivisions, 2) outdoor activity design for permanent outdoor storage and services, 3) minor design review permits, 4) major design review permits, 5) subdivision design review, 6) district development plan design review for non-residential or mixed-use development areas, and 7) capital improvement programs.

A minor design review permit is required for the following types of projects:

- New construction of multifamily residential buildings or structures with fewer than 150 units;
- New construction of mixed-use or nonresidential buildings or structures less than 10,000 square feet (e.g., commercial, office, industrial, public/quasi-public);
- Additions of more than 1,000 square feet and less than 10,000 square feet to multifamily residential buildings or structures or nonresidential buildings or structures;
- Exterior remodel of multifamily residential buildings or structures or mixed-use and nonresidential buildings or structures when not substantially consistent with existing improvements or approved plans as determined by the Development Services Director;
- Nonrequired fences in accordance with EGMC Chapter 23.52;

- Modification of nonconforming structures in accordance with EGMC Section 23.84.020; and
- Other items identified in this title.

The approval authority for minor design review permits is the Zoning Administrator, based on the recommendations of the Development Services Director.

A major design review permit is required for the following types of projects:

- New construction of multifamily residential buildings or structures with 150 or more units;
- New construction of a single nonresidential building or structure of multiple buildings or structures within a single shopping center complex, comprising 10,000 square feet or more (e.g., commercial, office, industrial, public/quasi-public);
- Additions of a single multifamily residential or non-residential building or structure of multiple multifamily residential buildings or structures within a multifamily complex, or multiple non-residential buildings or structures within a single shopping center complex, comprising 10,000 square feet or more; and
- Other types of design review, as specified earlier.

The approval authority for major design review permits is the Planning Commission, based on the recommendations of the Development Services Director. The approval authority for other types of design review are as provided in Table 23.14-1 in EGMC Chapter 23.14.

### Assessment Reports

The Old Town SPA includes a triennial report to the City Council to summarize development activity and/or possible updates to the SPA, to sustain a current and effective SPA. With that in mind, we have the following recommendations for the SPA Update.

- ▲ **Vision.** Develop a Conceptual Vision Plan that updates and supports the contemporary vision for Old Town. Enhance the definition of the subdistricts or areas in Old Town that not only connect into the historic core but provide opportunities to support placemaking for the overall area and have the flexibility to accommodate local and community downtown or town center needs.
- ▲ **Design Standards and Guidelines.** Update the standards and guidelines to illustrate the different opportunities available and potentially different, but compatible guidelines for Historic Old Town within the Old Town West and Old Town East subareas. Update setback standards and other guidelines to ensure context-sensitivity, based on opportunity site testing. Illustrate these standards and guidelines, where possible, to establish the framework and overall vision for Old Town, with a focus towards feasibility and implementation.
- ▲ **Process.** Update the permitting and Design Review process for the SPA to simplify and ensure consistency with Citywide processes. Identify components that may deviate from standard City procedures. Remove the requirement for assessment reporting on a triennial basis and review the SPA as needed.

### Historic Preservation Ordinance

The Historic Preservation Chapter (Chapter 7) of the Elk Grove Municipal Code provides for “the identification, designation, protection, enhancement, perpetuation and use of historical resources including buildings, structures, objects, sites, districts, cultural landscapes, tribal cultural resources, and the historical personal histories and family stories of individuals, businesses, and associations in the City that reflect special elements of the City’s heritage and cultural diversity.” It establishes a Historic Preservation Committee to recommend the designation and rescission of historic resources to the Elk Grove Register of Historic Places and describes the criteria and process for alterations to designated historical resources and demolition or relocation of potentially eligible resources for historic designation.

## Existing Uses and Development Character

The 1876 land survey of Elk Grove's original business district laid the foundations of the block, street grid, and orientation of parcels in Old Town today. Lots were laid out in a cardinal direction, with the primary circulation occurring along Main Street (today Elk Grove Boulevard). Development in Old Town has continued to reuse and preserve the main street commercial environment. The boundaries of Old Town abut two major travel routes: Elk Grove-Florin Road and Waterman Road. Local streets and narrow alleys within Old Town's historic core run parallel to Elk Grove Boulevard or north-south between blocks, to serve local business and residential access and terminate on each side of the railroad tracks.

Old Town Elk Grove is a time capsule of the community's history and development over time. A few different periods of growth and urban expansion are exhibited along Elk Grove Boulevard, from more recent suburban and auto-oriented development patterns found on the west end of Old Town; to the late 19<sup>th</sup> and early 20<sup>th</sup> century architecture and town center focus characterizing the area around the rail line; a more rural residential character east of Old Town; and back to a more contemporary suburban shopping center environment at the corner of Waterman Road. The variety of lot, frontage setback, and parking configurations that characterize the length of Elk Grove Boulevard is represented in the figure-ground diagrams in Figures 6 and 7. These reflect the changes over different periods of the area's development, as well as the land use type and character present in each section of Old Town (Figure 8).

### Old Town West

Land uses along Elk Grove Boulevard between Elk Grove-Florin Road and Gage Street (south of Elk Grove Boulevard) and Second Avenue (north of Elk Grove Boulevard) is a mix of auto-oriented sale and service uses, banks and financial institutions, and strip retail and service centers. The exception to this is a small cluster of historic homes, located on the north side of Elk Grove Boulevard, near 3rd Avenue, which have been converted to businesses. Development in this zone reflects a prioritization of the automobile with generally wider setbacks, parking next to the street, narrow sidewalks, and presently, an inconsistent streetscape appearance.

Existing uses (in 2019) located in this subdistrict include:

- ▲ Elk Grove Public Library
- ▲ Gas stations and automotive services
- ▲ Banks
- ▲ Restaurants
- ▲ Neighborhood retail and services
- ▲ Personal services e.g., salons and spas
- ▲ Medical supply store
- ▲ Teen Center
- ▲ Utility services

### Historic Old Town

The parcels and development between 2nd Avenue and School Street within the community's historic core are characterized by shopfront commercial uses with wide sidewalks and buildings located up to the sidewalk and street. While the uses here are a mix of retail, service, and office, they appear to be well occupied and in healthy condition, with the exception of a few vacant sites. The area between School Street and Kent Street has more of a residential character, with older homes that have been converted to businesses or home occupation uses, particularly south of Elk Grove Boulevard. The residential parcels in this zone have deeper setbacks.

Existing uses (in 2019) located in this subdistrict include:

- ▲ Churches
- ▲ Neighborhood delis, flower shops
- ▲ Boutique and specialty retail
- ▲ Restaurants and bars
- ▲ Professional services
- ▲ Personal services e.g., barbers and salons
- ▲ Music school and other fine arts
- ▲ Funeral chapel
- ▲ Single family homes
- ▲ Public and social service uses
- ▲ Industrial and warehouse uses
- ▲ A gathering place for community events

Old Town Plaza is being planned and improved east of the railroad tracks on Elk Grove Boulevard as a multi-use plaza and central community gathering place for activities and events in Old Town. It is the site for hosting regular events in town, such as Food Truck Mania, the Chili Festival, Brewfest, the Dicken’s Street Faire, and other special events. Old Town Plaza is being planned in three phases. Phase 1 of improvements, completed in 2017, included a restroom building at the north end of the site, a new American with Disabilities Act (ADA)-accessible concrete walkway, and galvanized planters to define the boundaries of the site. Phase 2 and 3 improvements for Old Town Plaza, in the design stage, will add a formal entry plaza and landscape improvements at the corner of Railroad Street; concrete seat walls and a timber trellis with porch swings and signage; a large farmer’s market pavilion; stage and performance lawn; a decomposed granite bike parking area; site and accent lighting; tables and benches; and landscape improvements.

Public parking for current events is provided on-site and at existing, off-site parking lots located on Elk Grove Boulevard, including a City lot behind the Toronto Hotel and the City lots near School Street and Gage Street (Figure 8). Improvements to Railroad Street, in coordination with improvements to Old Town Plaza, will add an additional 200 parking spaces in a central location in the historic core of Old Town.

### Old Town East

Development along Elk Grove Boulevard, east of Kent Street, is a mix of apartments, commercial and automotive properties, and ranch style homes and properties, including several vacant parcels located south of Elk Grove Boulevard. The corner of Elk Grove Boulevard and Waterman Road has developed with modern shopping areas and businesses, including drug and grocery stores, restaurants, a coffee shop, and similar uses. Development in this zone displays incomplete sections of sidewalk and varying setbacks and streetscape conditions, starting east of School Street. Phase 2 of streetscape improvements to Elk Grove Boulevard is underway to bring a consistent appearance between School Street and Waterman Road.

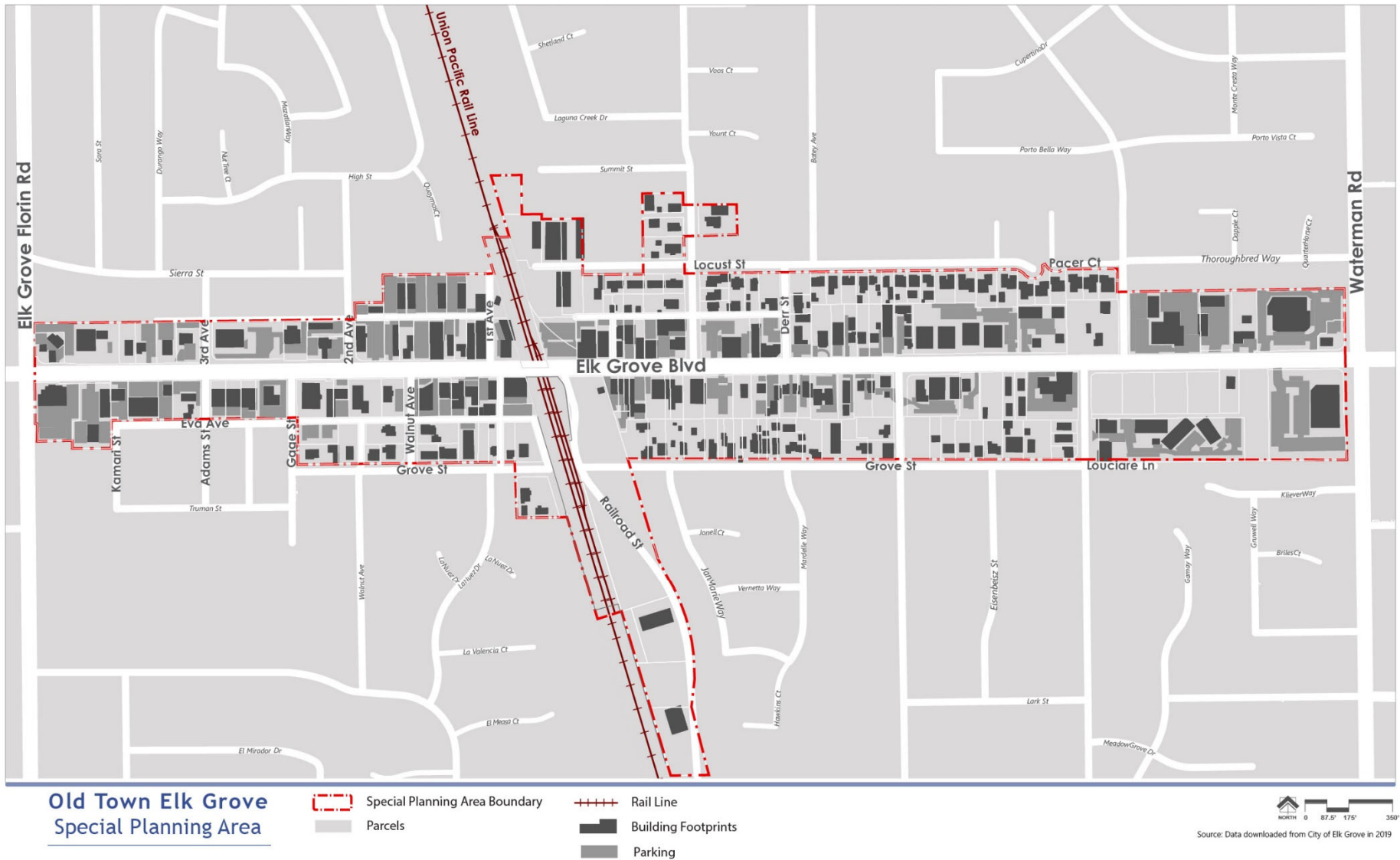
Existing uses (in 2019) located in this subdistrict include:

- ▲ Multi-family homes
- ▲ Single-family homes
- ▲ Auto repair and services
- ▲ Restaurants
- ▲ Retail and services
- ▲ Public uses
- ▲ Vacant property
- ▲ Fitness center

Additionally, a new brewery is being developed in the warehouse structure at the corner of Porta Rosa Drive and Elk Grove Boulevard. The Hungry Pecker Brewing Company, set to open in 2019, will be Elk Grove’s first brewery in Old Town since the Elk Grove Brewery closed in 2008.



**Figure 6: Figure-Ground Plan**



Source: Ascent, 2019

**Figure 7: Building Setback Conditions Along Elk Grove Boulevard**



Source: Ascent, 2019

**Figure 8: Existing Land Uses**



Source: Ascent, 2019

## Circulation

### Roadway Network

Regional access to the SPA is provided from the Elk Grove Boulevard exit of State Route 99 (Highway 99), west of Old Town. Elk Grove Boulevard is a key east-west corridor through the center of the City, connecting between Interstate 5 to the west and Grant Line Road to the east and providing local access into Old Town.

The City establishes roadway classifications, based on intended priorities and level of use by type of users. As shown in Figure 9, roadways in the SPA are classified as:

- ▲ **Major Arterials**, multimodal travel corridors that provide controlled access for all travel modes, including vehicles, transit, bike, and pedestrians. Major arterials provide intra-area travel between residential areas and commercial or business areas.
- ▲ **Minor Arterial / Collectors**, two-lane roadways providing access to all travel modes, with a focus on local access to connect to local destinations and transit. Minor arterials/collectors may feature medians and parking and bike lanes.
- ▲ **Local Roads**, typically two lanes and designed for low vehicle speeds, provide direct access to most properties and connect to other higher roadway classifications.

**Elk Grove Boulevard** is a two lane commercial main street and minor arterial/collector within Old Town. Through the historic core of Old Town, streetscape improvements have been implemented between Walnut Avenue and School Street, consisting of wide decorative sidewalks, landscaping, parallel parking, and three midblock crossings on either side of the tracks between Walnut Avenue and School Street. The two crossings west of the UPRR line also include pedestrian safety signals.

The City has received a Community Design grant from the Sacramento Area Council of Governments for preliminary engineering and environmental studies to continue phase 2 of streetscape improvements between School Street and Waterman Road. These improvements will consist of a travel lane in each direction, two-way left turn lanes to support business and neighborhood access, bike lanes, landscape improvements, continuous sidewalks, and crosswalks and updated streetlights to match the improvements in phase 1 streetscape improvements along Elk Grove Boulevard, and improvements to two new bus stops.

The section of Elk Grove Boulevard, between Walnut Avenue and Elk Grove-Florin Road is yet to be improved with a consistent appearance and currently has varying shoulder widths and intermittent curb, gutter, and sidewalk improvements.

**Elk Grove-Florin Road** is a north-south regional roadway that borders the western side of the SPA. It is a major arterial consisting of four lanes, with a center turn lane/median and bike lanes north of Elk Grove Boulevard where it connects into Sacramento County. It is a minor arterial/collector, with two lanes, with and without a center turn lane, and bike lanes as it heads south to Elk Grove Park, to connect to East Stockton Boulevard.

**Waterman Road** is a north-south roadway that will ultimately, include four lanes south of Bond Road and remain two lanes north of Bond Road. It current includes bike lanes south of Elk Grove Boulevard with plans to extend south to Kammerer Road and north to Calvine Road.

The remaining roadways in the SPA are local two lane roads or alleys that provide circulation and access in Old Town and the residential neighborhoods and areas that border north and south of the SPA.

## Public Transportation

### Bus

The Old Town SPA is served by the City of Elk Grove’s e-tran bus service. E-tran operates 17 local and commuter bus routes throughout the City of Elk Grove and connects to the Sacramento Regional Transit District (RT) and the South County Transit/Link (SCT Link) systems to areas outside Elk Grove. The City also operates a paratransit service called e-van, providing services for ADA-eligible passengers, including disabled and elderly community members.

The City of Elk Grove’s e-tran provides local transit service to the SPA. The Specific Plan Area is directly served by the following four e-tran bus routes (Figure 10):

- ▲ Commuter Route 13 provides service along Elk Grove Florin Road and Bond Road, with stops near the Elk Grove Library. This line takes commuters from Elk Grove to Downtown Sacramento.
- ▲ Commuter Route 16 provides service along Elk Grove Boulevard with multiple stops near intersections with Waterman Road, Kent Street, School Street, 2<sup>nd</sup> Avenue, 3<sup>rd</sup> Avenue, as well as Elk Grove Library. This line takes commuters from Elk Grove to Downtown Sacramento.
- ▲ Local Route 113 provides service along Elk Grove Florin Road with stops near the Elk Grove Library. This line takes travelers from Elk Grove to Laguna Town Hall.
- ▲ Local Route 116 provides service along Elk Grove Boulevard with multiple stops near intersections with Waterman Road, Kent Street, School Street, 2<sup>nd</sup> Avenue, 3<sup>rd</sup> Avenue, as well as Elk Grove Library. This line takes travelers from Elk Grove to the Civic Center and Cosumnes River College, ending at the transfer point for Cosumnes River College.

Existing service times and frequencies for these bus routes are shown in Table 5.

**Table 5: Schedule for E-Tran Bus Routes Serving the SPA**

Route	Weekday		Saturday	
	Frequency (min.)	Span	Frequency (min.)	Span
13– Elkmont Way & Iron Rock Way to Downtown Sacramento	30	Northbound: 5:45 am-7:45 am Southbound: 3:40 pm-5:43 pm	N/A	-
16– Elk Grove Blvd & Clark Farms to Downtown Sacramento	30	Northbound: 5:58 am-8:00 am Southbound: 4:00 pm-6:05 pm	N/A	-
113– Vaux Ave & Laguna Main St to Elmont Way & Iron Rock Way	60	Eastbound: 6:54 am-7:29 pm Westbound: 6:39 am-8:14 pm	90	Eastbound: 7:45 am-5:20 pm Westbound: 7:00 am-6:05 pm
116– Elk Grove Blvd & Clark Farms to Cosumnes River College	60	Northbound: 6:08 am-7:38 pm Southbound: 6:53 am-8:23 pm	60	Northbound: 7:23 am-5:50 pm Southbound: 7:56 am-6:23 pm

Note:

Schedule time span noted to the nearest 15 minutes. No bus services on Sunday.

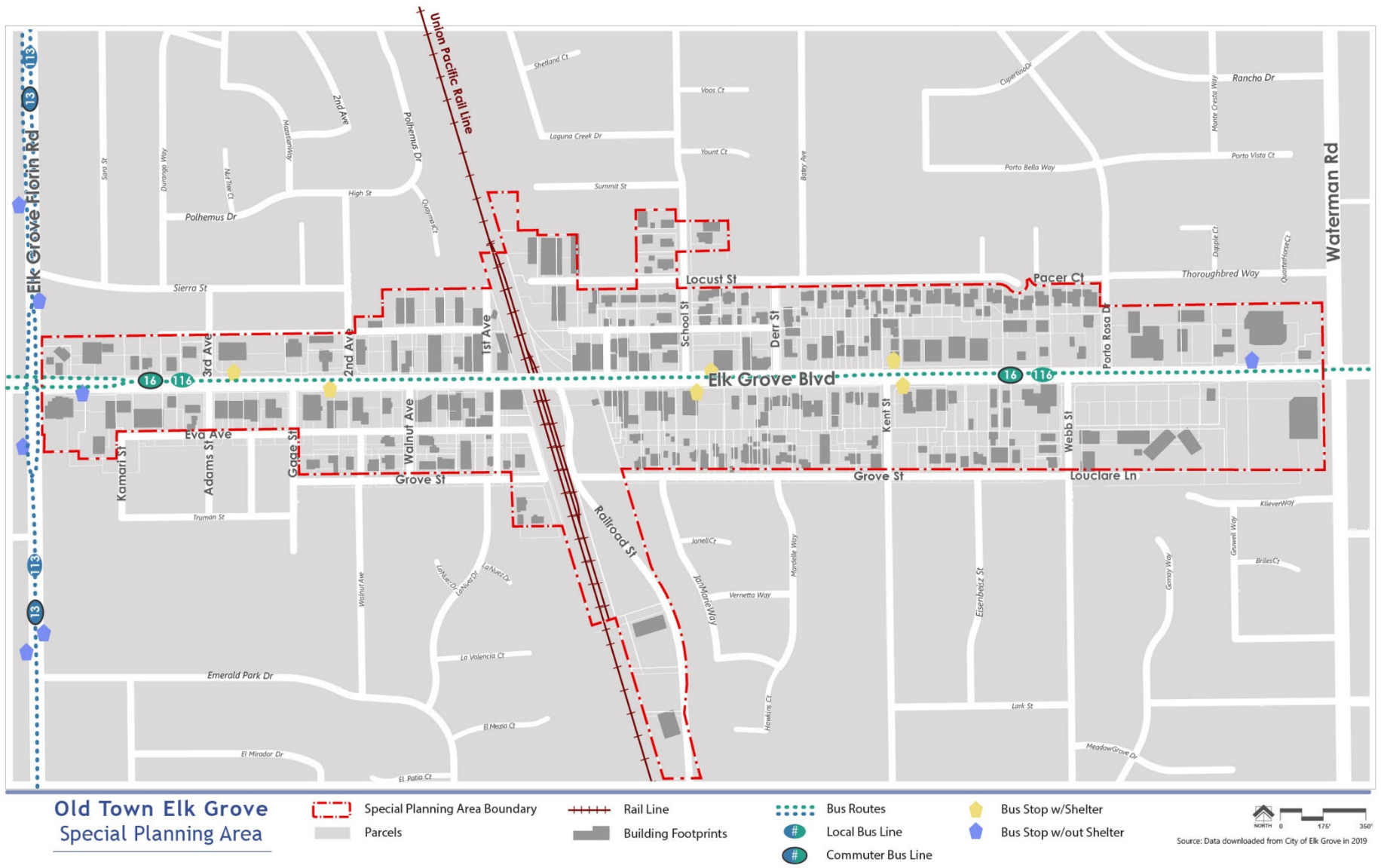
Source: Elk Grove E-Tran, 2019

**Figure 9: SPA Roadway Network**



Source: City of Elk Grove General Plan; Ascent, 2019

**Figure 10: Bus Transit Routes**



Source: E-tran System Map, effective 2017

## Freight and Rail

Two major rail lines, currently owned by the Union Pacific Railroad (UPRR), traverse the City in a north-south direction, east and west of Highway 99. The Sacramento Subdivision UPRR traverses the City west of Highway 99, near Interstate 5. The Fresno subdivision UPRR line traverses east of Highway 99 through Old Town. Both rail lines carry a range of goods and products. Limited passenger traffic is currently provided on the Fresno Subdivision line. However, this service will be transitioning to the Sacramento Subdivision and expanded to add ACE service, eliminating passenger service on the Fresno Subdivision line.

Light rail service is not currently available within the City. Extensions and connections are being considered by both the City of Elk Grove and Sacramento Regional Transit (RT). RT's 20-year vision has plans to extend into Elk Grove, dependent on when funding becomes available. This service will occur along the Big Horn Corridor on the west side of the City.

## Bike and Pedestrian Circulation

### Bicycle Network

Figure 10 displays the existing bicycle facilities serving the SPA. Bicycle facilities are categorized as Class I, II, III, or IV facilities, as defined below:

- ▲ **Class I facilities** are bike paths providing off-road bicycle routes along designated multi-use trails or vacated rail lines separated from streets.
- ▲ **Class II facilities** are bike lanes expressly reserved for bicycles, existing on a street or roadway, in addition, to any lanes for use by motorized vehicles. Class II bike lanes are delineated by painted stripes and other identifying features.
- ▲ **Class III facilities** are bike routes shared with motorists and identified only by signs. A bicycle route has no pavement markings or lane stripes.
- ▲ **Class IV facilities** are on-street bicycle facilities with a physical barrier between the bicycle space and motor vehicle lanes, including bollards, curbs, or parking.

As shown in Figure 11, the SPA currently has few bike lanes, except those existing on the multimodal travel corridors along Elk Grove-Florin Road and Waterman Road. Class III bike routes are also in place and marked in the travel lanes on the section of Elk Grove Boulevard between Gage Street and School Street, where the City has implemented Phase I streetscape improvements. The City plans to implement Class II bike lanes on Elk Grove Boulevard, between School Street and Waterman Road, as part of Phase 2 streetscape improvements, described above. Class II facilities are also proposed between the remaining stretch of Elk Grove Boulevard, between Elk Grove-Florin Road and Gage Street, to support local residential access north and south of Elk Grove Boulevard.

### Pedestrian Circulation Network

Figure 12 shows the location of priority pedestrian facilities serving the SPA and highlights the location where sidewalks are missing or lacking to connect adjacent neighborhoods to the businesses and destinations in Old Town, as guided by the Bicycle, Pedestrian, and Trail Master Plan. The primary pedestrian routes identified to serve the SPA include Elk Grove Boulevard, Grove Street, Locust Street, and local north-south routes connecting Elk Grove Boulevard to area neighborhoods, including (from west to east) Gage Street, 2nd Avenue, Walnut Avenue, School Street, Derr Street, Kent Street, Webb Street, and Porto Rosa Drive. Elk Grove Florin Road and Waterman Road



**Figure 11: Bike Facilities**



Source: City of Elk Grove Bicycle, Pedestrian, and Trails Master Plan, 2014; adapted by Ascent, 2019

**Figure 12: Priority Pedestrian Facilities**



Source: City of Elk Grove Bicycle, Pedestrian, and Trails Master Plan, 2014; adapted by Ascent, 2019

## Parking

The SPA includes on-street and off-street parking facilities within one block of Elk Grove Boulevard between Elk Grove Florin Road and Waterman Road.

### Parking Utilization

An existing conditions parking analysis study was, conducted by Fehr and Peers in the Fall of 2019, to study the parking utilization in Old Town during a peak weekday (Thursday). This analysis was compared to an earlier parking utilization study of the same area conducted by Willdan Engineering in 2015, to understand if conditions in the SPA have changed. The data collection included occupancy sweeps in 15-minute increments between 11:00 am and 7:00 pm of 44 street segments with curbside parking and 67 off-street lots, along with vehicle tracking to determine the length of time each vehicle was parked. The data collection coincided with the Food Truck Mania event at Old Town Plaza, which began at 5:00 pm on the day of data collection on the City-owned lot at the southeast corner of Elk Grove Boulevard and Railroad Street.

The parking analysis confirmed the findings of the 2014 Willdan analysis, which concluded: “only in a few instances is occupancy more than half of the supply.” Table 6 shows peak occupancy of all public and private spaces compared to the 2014 Willdan study.<sup>1</sup> Both datasets reflect parking utilization at peak periods on a typical Thursday in the Fall. The data suggests that parking utilization has declined across all parking types in the study area. About two-thirds of parking spaces in the area – nearly 1,100 in total – are not being utilized.

**Table 6: Parking Availability in Old Town Elk Grove, 2014 and 2019 Comparison**

		2014 (1:00 pm)	2019 (11:15 am)
<b>Public</b>	<b>On-Street</b>		
	Supply	281	329
	Occupied Spaces	77	78
	Percent Occupied	27%	24%
	Available Spaces	204	251
	<b>Off-Street</b>		
	Supply	92	100
	Occupied Spaces	48	33
	Percent Occupied	52%	33%
	Available Spaces	44	67
	<b>Total (On- and Off-Street)</b>		
	Supply	373	429
	Occupied Spaces	125	111
	Percent Occupied	34%	26%
Available Spaces	248	318	
<b>Private</b>	<b>Off-Street</b>		
	Supply	1,241	1,214
	Occupied Spaces	454	439
	Percent Occupied	37%	36%
Available Spaces	787	775	

<sup>1</sup> Data was not collected in Lots 1-5, 64, and 65 and Segment 41 and 42 in 2019. Data reported is drawn from the 2015 report by Willdan Engineering.

		2014 (1:00 pm)	2019 (11:15 am)
<b>Total (Public &amp; Private)</b>	<b>Total (On- and Off-Street)</b>		
	Supply	1,614	1,643
	Occupied Spaces	579	550
	Percent Occupied	36%	33%
	Available Spaces	1,035	1,093

Sources: *Old Town Elk Grove Parking Demand Study, Final Report. Willdan Engineering, 2015. Old Town Elk Grove Parking Analysis and Strategies Memo. Fehr & Peers, 2019.*

Figure 13 identifies the parking facilities studied and their peak parking utilization on a weekday. Of the 44 street segments studied, only four experienced peak occupancies of 85% or higher, which may be considered constrained. The two blocks on Elk Grove Boulevard between Walnut Avenue and School Street experienced the highest demand for on-street parking, with over 85% utilization along two segments. Demand for on-street parking along side streets was generally low.

Only ten of the off-street lots experienced peak occupancy of 85% or higher, and of those, nine are lots with ten or fewer spaces. During the Food Truck Mania event, the southernmost portion of the event site was converted to parking, accommodating between 30 and 40 vehicles throughout the duration of the event. A second unpaved lot, south of Grove Street, was also opened for parking. At 5:30 pm, the second lot was empty, but by 7:30 pm it contained another 30 to 40 vehicles. Vehicles also parked on Railroad Street, adjacent to the event site. Most visitors to the event were observed parking in these adjacent locations, as well as in nearby parking facilities along Elk Grove Boulevard. Within two blocks of the event, on-street parking on Elk Grove Boulevard remained available throughout the event.

### Parking Duration

Another metric used for analyzing parking utilization is turnover, or duration of parking. The more vehicles that park for short periods of time, the higher the parking turnover, which means more vehicles served by the same supply of parking. Vehicles that park for longer periods of time, on the other hand, prevent turnover by occupying spaces. In general, on-street parking should be reserved for shorter-term parking for those that need to park close to their destination. Off-street parking supplies should prioritize longer-term parking.

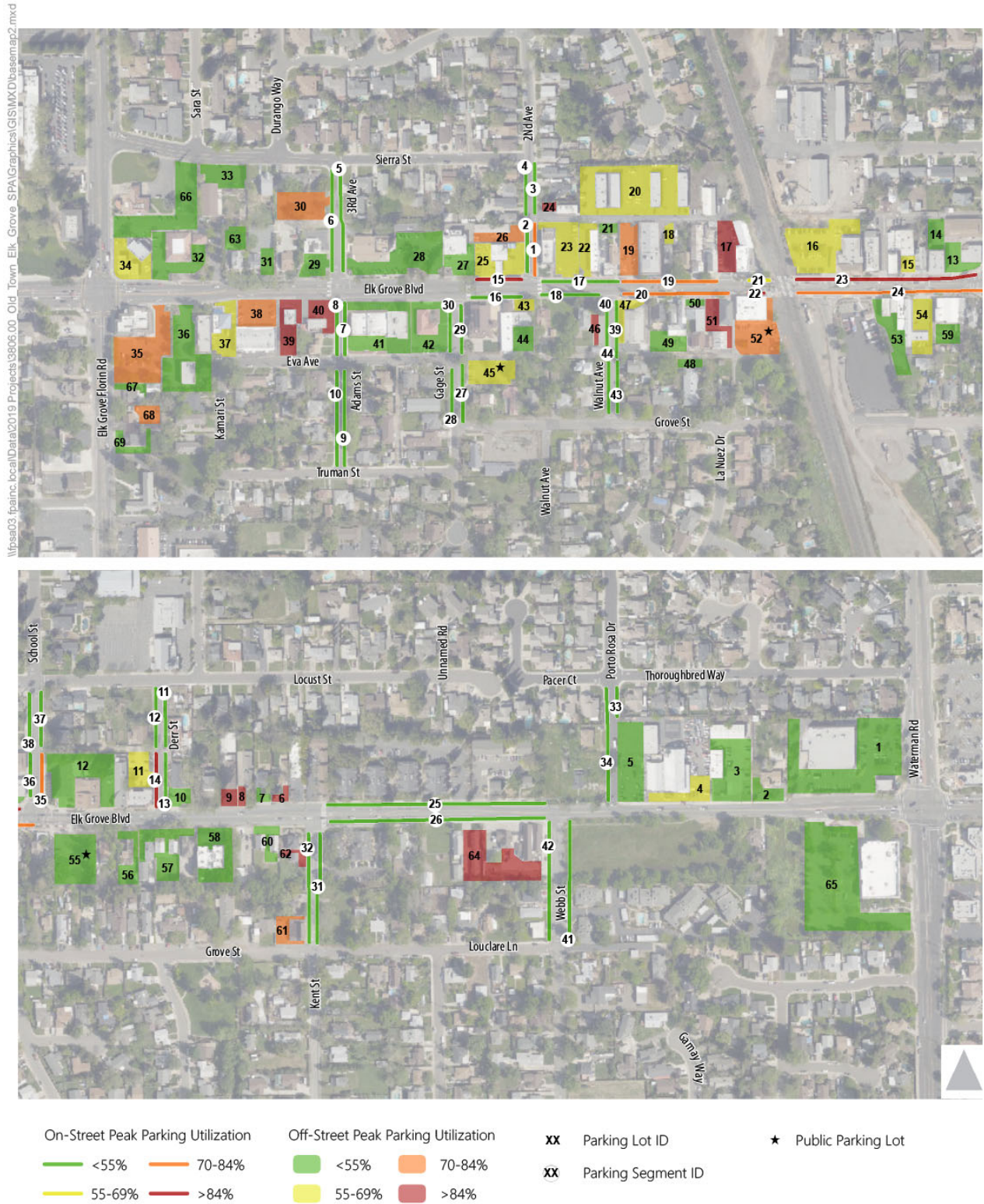
Table 7 summarizes average parking duration according to different parking types in the study area. It suggests that on-street and off-street parking supplies operate very similarly. Because none of the parking in the study area is priced, users likely treat different facilities interchangeably. Encouraging higher turnover – and shorter durations – in on-street facilities can help support local businesses by ensuring that spaces are always available within easy reach for those without time to spare.

**Table 7: Average Parking Duration in Old Town Elk Grove**

<b>Off-Street (Curb) – Publicly Owned Parking</b>	<b>90 minutes</b>
<b>Off-Street (Lots) – Total</b>	<b>96 minutes</b>
<i>Off-Street (Lots) – Publicly Owned Parking</i>	<i>110 minutes</i>
<i>Off-Street (Lots) – Publicly Owned Parking</i>	<i>83 minutes</i>

Note: Includes average parking duration of vehicles that arrived and parked between 1:00 PM and 2:00 PM.  
Source: *Old Town Elk Grove Parking Analysis and Strategies Memo. Fehr & Peers, 2019.*

**Figure 13: Priority Pedestrian Facilities**



Source: Old Town Elk Grove Parking Analysis and Strategies Memo. Fehr & Peers, 2019

## Public Realm Character and Placemaking

As heard in the stakeholder interviews for the Old Town SPA Update, Old Town Elk Grove is a unique City legacy and at the heart of what makes the Elk Grove community beat. It is a place that should be designed and advertised as a destination and one of several important centers for the Elk Grove community, supporting community life, fun, and activity. It has the opportunity, in all respects, to also serve as a town center for Elk Grove that can be distinguished from other shopping and activity centers in the city by creating a more pedestrian-friendly atmosphere along its length.

### Opportunities and Constraints

Old Town Elk Grove possesses a number of assets and constraints discussed under the following themes and/or priorities.

#### Economic and Land Use Potential

A Retail Recruitment Plan was prepared for the City of Elk Grove in 2007 by Retail Strategies, a national real estate firm. Based on their background research, Retail Strategies provided the following analysis for the Old Town focus zone.

#### Strengths / Challenges

“Historically, Old Town has been the home of local small retail and service providers, although some newer, modern center development has occurred. While quality retailers exist in Old Town, the district suffers from too many of some types of businesses (hair and nail salons, for example) and not enough others (clothing, restaurants, or coffee shops). Property ownership is disparate and sometimes unsophisticated so large scale redevelopment or needed reinvestment in individual properties is difficult to achieve. Existing historic buildings are not designed to house modern retail uses. Some key infill sites have remained undeveloped for years. Encouraging national or regional retailers to locate in a downtown that is not fully proven with the support of a good mix of local businesses (both retail and professional), coupled with a lack of cross shopping due to “linear” retail corridors and storefronts, is challenging.”

#### Opportunities

The Retail Recruitment Plan identifies the following opportunities for Old Town:

- ▲ Maintaining successful existing tenants.
- ▲ Reinvesting in older buildings.
- ▲ Filling key vacancies with a better tenant mix.
- ▲ Attracting unique and local restaurants and retail.

#### Strategies

Strategies identified in this Plan included:

- ▲ Repositioning Old Town as a regional and local destination for unique dining and retail with more of such users.
- ▲ Improving infrastructure, such as parking, lighting, signage to increase the overall walkability of the area and create more synergies (efforts which the city has been leading).
- ▲ Strategically acquiring (by the City or its development partners) key vacant retail and mixed-use properties and pursuing City-led development projects at these locations that will act as a catalyst and model for additional private development.
- ▲ Engaging in active City-led recruitment and incentivization of new-to-market, chef-driven, and elevated restaurant concepts.

## Historic Amenities

Old Town's greatest assets are its historic amenities that give the area its character. These historic amenities, coupled with recent streetscape improvements, show off the historic shopfronts and enhance the retail environment in Old Town, creating a safer and more pleasant pedestrian scene along Elk Grove Boulevard. In the historic core of Old Town, buildings are built adjacent to the street. Generous sidewalks and the enclosure created by the rhythm of one- and two-story buildings, landscape improvements, and street furniture add to the main street character of Old Town.

## Subdistricts

The one mile stretch of Old Town varies in character along its length. It can be defined as a series of places and subareas that reflect the unique context conditions along Elk Grove Boulevard and can build off the architecture districts established in the SPA, which break Old Town into three subareas: Old Town West, Historic Old Town, and Old Town East. Figure 14 recommends slightly different locations for these subdistrict boundaries, based on the character of existing resources on-site. The small, narrow parcels and building footprints in Old Town lend themselves to smaller business operations and shops while the more rural character on the east side of Old Town may demand something between town and country that can build off of the ranch themes characterizing this section of town. Old Town East and Old Town West have the opportunities to provide different types of community services and for larger operations that cannot be accommodated as well in Historic Old Town, such as banking, drug stores (the modern form of the general store), and the specialty retail, restaurant, and entertainment uses that can be designed to fit in with the pedestrian scale and character desirable in Old Town. Future uses in these areas need to be better integrated to back up the bones established by the historic district.

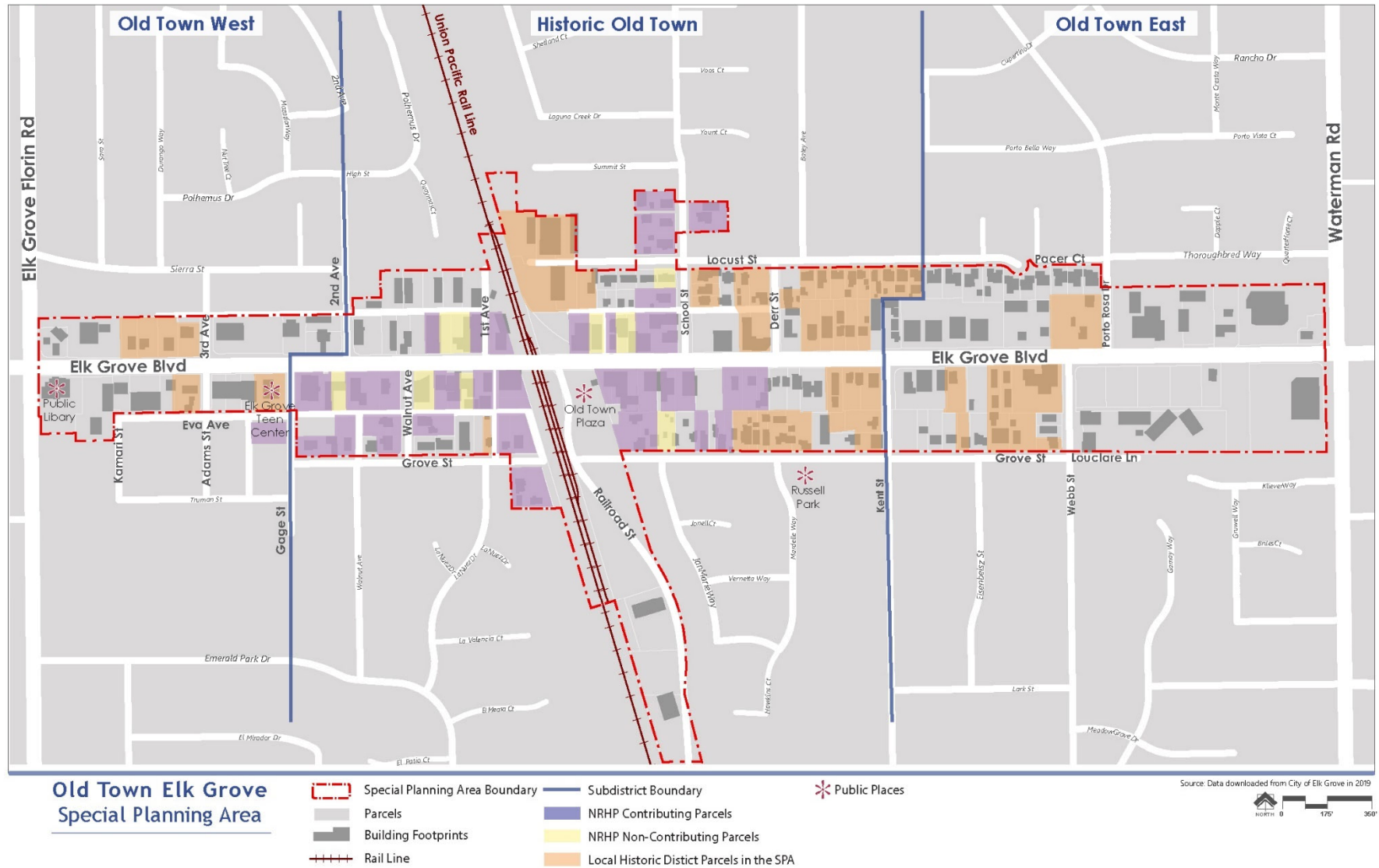
## Old Town Plaza and Public Realm Improvements

The center of Old Town has a defined public realm and identity in part due to the streetscape improvements on Elk Grove Boulevard. Old Town Plaza is continuing to emerge as an important civic gathering place for events and activities in the community and critical to enhancing the vibrancy of the area and supporting the success of businesses in Old Town. It is envisioned as a family-friendly destination, providing a venue for live music and special events. Much excitement was expressed by stakeholders of the possibilities to come with enhancement of this facility in the center of Old Town. Plaza improvements may serve as a catalyst for additional dining and entertainment uses that bring activity out in front of the streets. Figure 15 identifies the circulation and public realm improvement opportunities for enhancing activity and walkability in Old Town. Parking lot additions on this site will provide accessible, visible, and convenient parking, central to the businesses in Old Town, and may allow for repurposing of underutilized sites lining Elk Grove Boulevard for higher and better uses.

## Circulation and Traffic on Elk Grove Boulevard

Old Town both benefits and is challenged by the continuous flow of traffic that occurs on Elk Grove Boulevard. While this key route provides a reason for the community to travel through Old Town, traffic congestion along Elk Grove Boulevard may also detract some locals from visiting the shops. The transition from four lanes to two lanes in Old Town, and the trains that pass through can back up traffic in the area. The lack of east-west at-grade crossings on the UPRR line creates an inconvenience for the neighborhoods in the southeast of Elk Grove Boulevard and the rail tracks, who currently do not have any other options for convenient access than Elk Grove Boulevard. Developing these solutions in a developed area and which may involve work with UPRR is not a quick or easy fix. Parallel east-west roadway solutions, in the long-term will help relieve the congestion experienced in Old Town and can help make the area more walkable, bicycle-friendly, and more attractive.

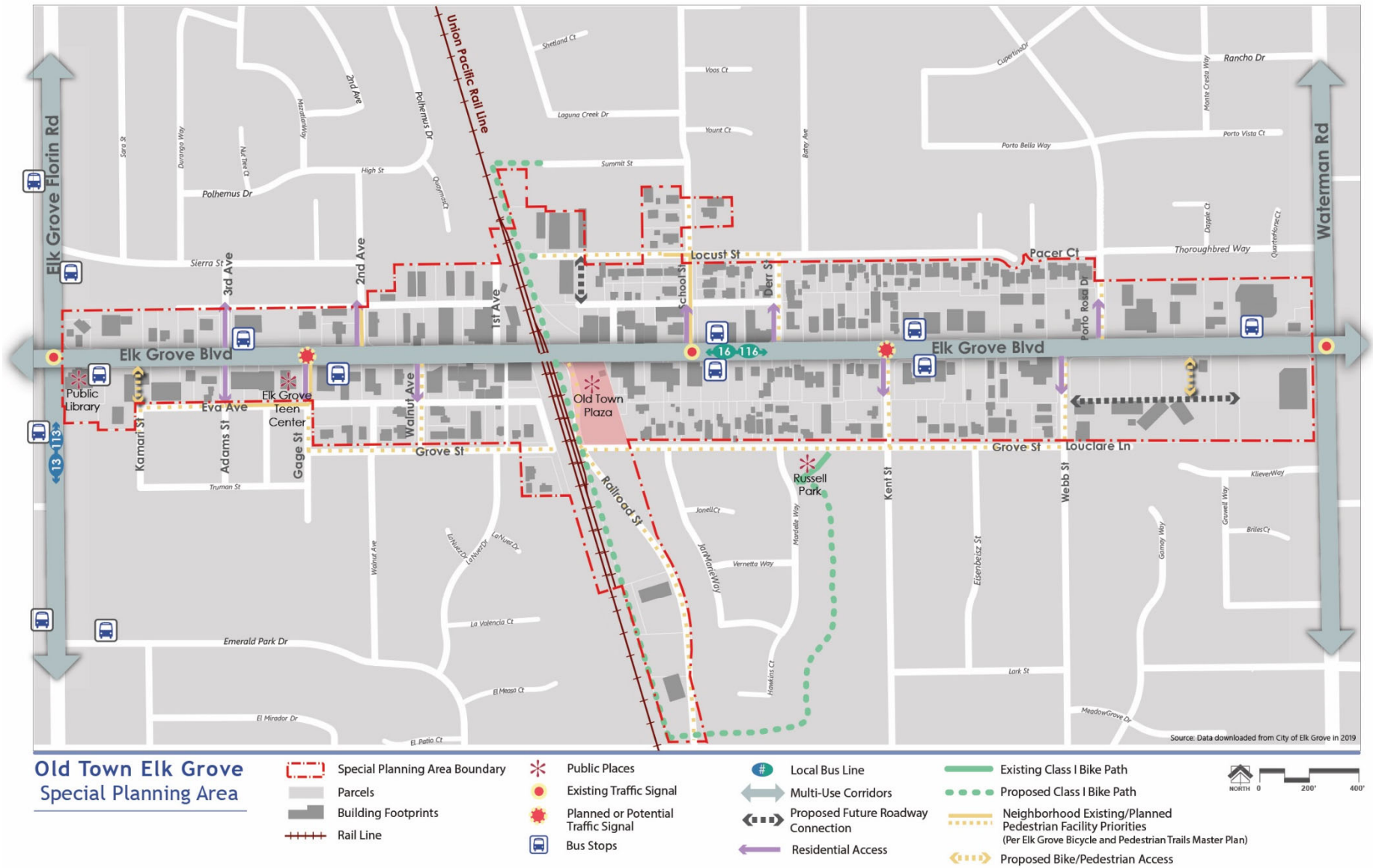
**Figure 14: Proposed Subdistricts for Old Town**



Source: Ascent, 2019



**Figure 15: Circulation and Streetscape Improvement Opportunities**



Source: Ascent, 2019

## Gateways, Signage, and Wayfinding

District and wayfinding signage have been incorporated along Elk Grove Boulevard, to help in branding Old Town Elk Grove. Gateways, signage, and wayfinding should continue to be integrated in future streetscape improvement phases in East and West Old Town, to brand and give identity to the area. Potential locations for district identification signage are suggested in Figure 15. Wayfinding signage to key community destinations, such as Old Town Plaza and to public parking facilities are recommended, to enhance the community and visitor experience of coming to Old Town. These district enhancing opportunities are in progress with streetscape improvements that will soon be occurring along Elk Grove Boulevard and at Old Town Plaza.

Building signage should be visible and functional but understated in support of the building architecture and pedestrian ambiance along the street. Signage guidelines may need to be updated to balance the need for business identification and district and wayfinding identification, while also controlling the volume of private tenant signage competing for attention along the Elk Grove Boulevard corridor. Freestanding and A-frame signs are also currently permitted, but need to be controlled and better coordinated, to avoid their proliferation along main street, avoid impeding public access, and designed to contribute to the character of the district and streetscape improvements.

## Parking

Based on the data and field observations of the parking utilization study conducted by Fehr and Peers, the following were recommended potential opportunities and strategies for Old Town if and when land uses in Old Town Elk Grove intensify.

### 1. Pricing Strategies and Time Limits

All on-street parking in Old Town Elk Grove is currently free and without time restrictions. This may encourage visitors to spend time circulating on Elk Grove Boulevard and nearby residential streets, searching for an available parking space as close as possible to their destination. Meanwhile publicly owned off-street lots on the corridor are underutilized. Proper pricing – along with time restrictions – can help manage on-street and off-street parking supplies more efficiently and improve access for everyone. On-street parking should have shorter time limits to encourage turnover and serve those willing to pay for the convenience and time savings of parking close to their destination. Off-street lots should incentivize visitors planning to park for longer periods of time and looking to save money by walking further to their destination. It is important on-street parking spaces and publicly owned and operated lots to have a complimentary set of regulations to implement this strategy. When in place, finding parking will be more predictable for the community and pricing can be adjusted based on demand to ensure an optimal number of available spaces.

### 2. Parking Restrictions

The City of Elk Grove allows for the designation of Preferential Parking Zones (PPZs) to limit intrusion of non-residential and/or commuter parking into residential neighborhoods where such parking has negatively impacted the residential area. PPZs restrict parking for all vehicles, while exempting area residents and their guests, so long as they purchase and display parking permits. There is no cost for the permits, and they do not have an expiration date. Vehicles parked off the street, such as in driveways, would not need a permit.

### 3. Parking Benefits District

In Parking Benefits Districts (PBDs), revenues from parking meters and other parking fees are kept within the district and used to fund neighborhood improvements, such as street sweeping, tree planting and trimming, sidewalk and street repair, street lighting, graffiti removal, historic preservation, or putting overhead utility wires underground.

#### 4. Preferential Parking Zones

The City of Elk Grove allows for the designation of Preferential Parking Zones (PPZs) to limit intrusion of non-residential and/or commuter parking into residential neighborhoods where such parking has negatively impacted the residential area. PPZs restrict parking for all vehicles, while exempting area residents and their guests, so long as they purchase and display parking permits. There is no cost for the permits, and they do not have an expiration date. Vehicles parked off the street, such as in driveways, would not need a permit.

#### 5. Event Parking Strategies

The City is already implementing an event parking strategy with improvements to Railroad Street that can accommodate approximately 190 parking spaces for public and event parking next to Old Town Plaza. Another potential strategy to mitigate for large events in Old Town requiring street closure of Elk Grove Boulevard is to accommodate event parking in public or private lots (in coordination with property owners) to allow self or valet parking.

#### 6. Coordinated Wayfinding and Signage

Wayfinding, provided at various scales, is encouraged to guide vehicles that arrive in Old Town, and people on foot or on bicycle as they navigate through the area. Wayfinding should also be planned to help guide people from their parking locations to their destination. Wayfinding signage should start at the east and west gateway entrances into the Old Town SPA, providing direction to off-street parking in publicly owned lots. From the gateway locations, wayfinding signage should guide motorists to various locations along Elk Grove Boulevard. The signage should be consistent in style and branding with existing publicly owned off-street lots.

#### 7. Transportation Network Improvements for Pedestrians and Bicyclists

Encouraging more visitors to walk or ride a bicycle to the study area will help manage demand for parking in the area. To encourage more people to choose to ride a bicycle or walk longer distances, the environment needs to be designed in such a way that signals a clear priority for the safety of people on bicycles or people on foot, over the efficient and fast movement of vehicles.

#### 8. Curb Management System

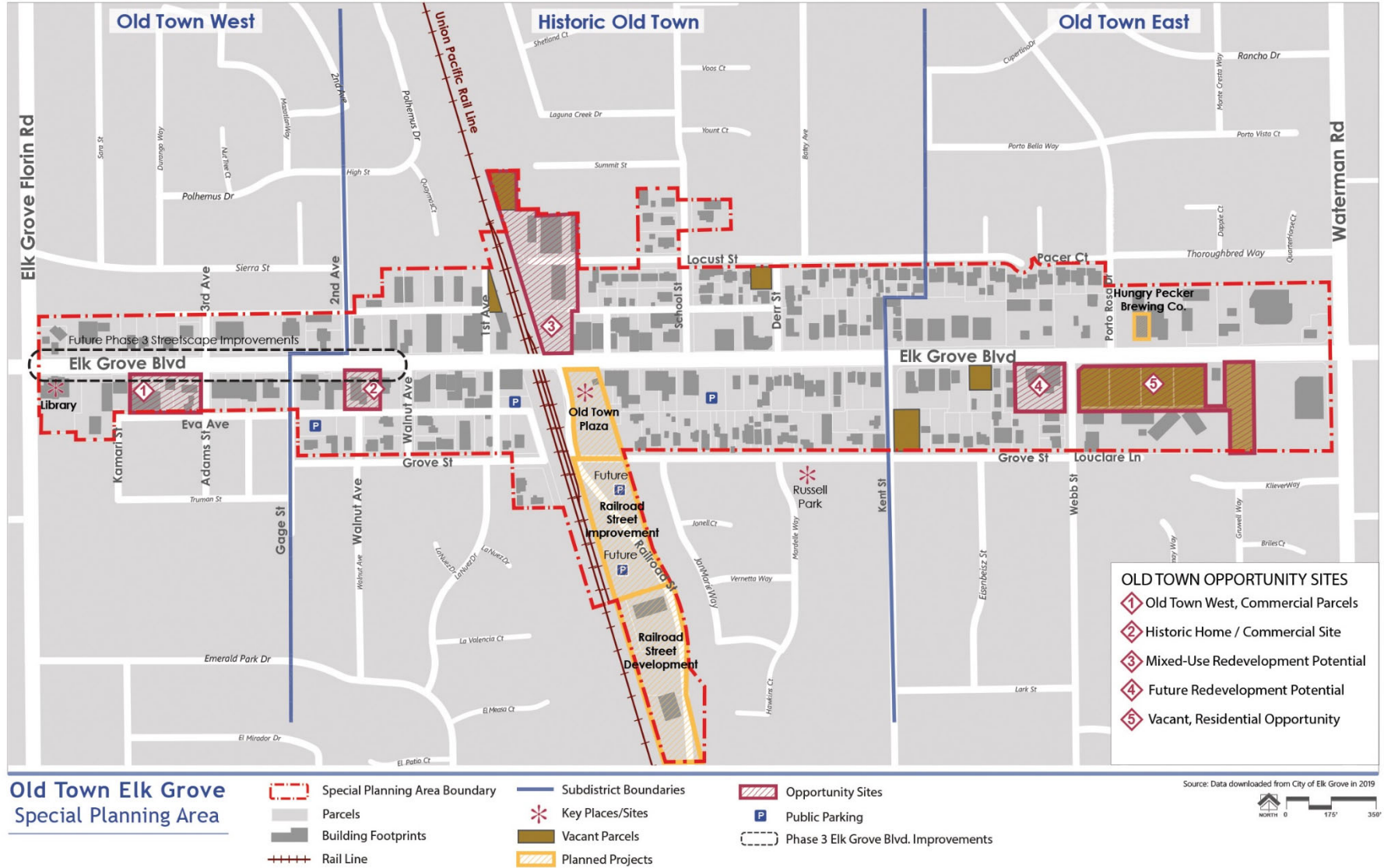
A curb management system organizes the curb space, providing access to adjacent land uses in a more effective and efficient manner. Loading zones and red-curb zones are an early tool for curb management; newer technologies that allow curbs to be digitally rendered, priced, and controlled. Curb space can be prioritized for high occupancy vehicles, such as transit vehicles, shuttles, and high occupancy Transportation Network Companies through geofencing. Use can vary by time of day, priced or free to encourage or discourage certain modes, and provide a means to control dockless bikeshare parking or micromobility parking.

## Planned and Potential Opportunity Sites

A number of active planning efforts will support the growth of Old Town as a community destination and hub for the City. In addition to plans for Old Town Plaza, described earlier, the Hungry Pecker Brewer Company and Railroad Street development, shown in Figure 16, will infuse new entertainment and night life activity. The Railroad Street development is in the planning stages of development on the properties south of Old Town Plaza. In 2017, the City acquired the 5,000 square-foot historic brick warehouse with the intent of holding it for future development. In 2018, the City entered into a sale agreement with Eco Green LLC (D&S Development), to rehabilitate the structure and occupy it. D&S also acquired the adjoining properties to the south to further develop it with additional uses. In parallel with the D&S project, the City will reconstruct Railroad Street and complete the parking lot improvements as part of the Old Town Plaza.

There are also several vacant and underutilized sites along the Elk Grove Boulevard corridor providing opportunities for synergistic uses and activities that can complement uses developing in the historic core. Figure 16 identifies potential study sites within each of the subdistricts of Old Town that provide opportunities for a mix of commercial and/or residential uses to fill in the gaps and complete the streetscape environment along Elk Grove Boulevard.

**Figure 16: Planned and Potential Opportunity Sites**



Source: Ascent, 2019

## Attachment A: Old Town Elk Grove SPA Parcels

Table A.1: Parcels in the Old Town Elk Grove SPA

Identification Number	Parcel Number	General Plan Designation	Old Town SPA Land Use
1	12501410060000	Community Commercial	Commercial
2	12501410070000	Community Commercial	Commercial
3	12501410080000	Community Commercial	Commercial
4	12501410090000	Community Commercial	Commercial
5	12501410100000	Community Commercial	Commercial
6	12501410110000	Community Commercial	Commercial
7	12501410350000	Community Commercial	Commercial
8	12501410400000	Community Commercial	Commercial
9	12501420010000	Community Commercial	Commercial
10	12501420020000	Community Commercial	Commercial
11	12501420050000	Community Commercial	Commercial
12	12501420060000	Community Commercial	Commercial
13	12501510250000	Community Commercial	Commercial
14	12501510260000	Community Commercial	Commercial
15	12501510270000	Community Commercial	Commercial
16	12501510300000	Community Commercial	Commercial
17	12501510320000	Community Commercial	Commercial
18	12501510330000	Community Commercial	Commercial
19	12501510370000	Community Commercial	Commercial
20	12501520140000	Community Commercial	Commercial
21	12501520210000	Community Commercial	Commercial
22	12501520220000	Community Commercial	Commercial
23	12501520230000	Community Commercial	Commercial
24	12502100090000	Community Commercial	Commercial
25	12502100100000	Community Commercial	Commercial
26	12502100110000	Community Commercial	Commercial
27	12502100120000	Community Commercial	Commercial
28	12502100130000	Community Commercial	Commercial
29	12502100140000	Community Commercial	Commercial
30	12502100150000	Community Commercial	Commercial
31	12502100160000	Community Commercial	Commercial
32	12502100170000	Community Commercial	Commercial
33	12502100180000	Community Commercial	Commercial
34	12502100190000	Community Commercial	Commercial
35	12502100200000	Community Commercial	Commercial
36	12502100210000	Community Commercial	Commercial
37	12502100220000	Community Commercial	Commercial
38	12502100290000	Community Commercial	Commercial
39	12502100400000	Community Commercial	Commercial
40	12502100410000	Community Commercial	Commercial
41	12502210030000	Community Commercial	Commercial
42	12502210040000	Community Commercial	Commercial
43	12502210050000	Community Commercial	Commercial
44	12502210060000	Low Density Residential	Single-Family Residential
45	12502210080000	Low Density Residential	Single-Family Residential
46	12502210090000	Low Density Residential	Single-Family Residential
47	12502210100000	Low Density Residential	Single-Family Residential

<b>Identification Number</b>	<b>Parcel Number</b>	<b>General Plan Designation</b>	<b>Old Town SPA Land Use</b>
48	12502210110000	Low Density Residential	Single-Family Residential
49	12502210120000	Low Density Residential	Single-Family Residential
50	12502210130000	Community Commercial	Commercial
51	12502220010000	Community Commercial	Commercial
52	12502220020000	Community Commercial	Commercial
53	12502220030000	Community Commercial	Commercial
54	12502220040000	Community Commercial	Commercial
55	12502220050000	Community Commercial	Commercial
56	12502220070000	Low Density Residential	Single-Family Residential
57	12502220080000	Low Density Residential	Single-Family Residential
58	12502220090000	Low Density Residential	Single-Family Residential
59	12502220100000	Low Density Residential	Single-Family Residential
60	12502220120000	Low Density Residential	Single-Family Residential
61	12502220130000	Low Density Residential	Single-Family Residential
62	12502220140000	Low Density Residential	Single-Family Residential
63	12502220150000	Low Density Residential	Single-Family Residential
64	12502220160000	Community Commercial	Commercial
65	12502220170000	Community Commercial	Commercial
66	12502250010000	Low Density Residential	Single-Family Residential
67	12502430010000	Community Commercial	Commercial
68	12502430020000	Community Commercial	Commercial
69	12502430030000	Community Commercial	Commercial
70	12502430040000	Community Commercial	Commercial
71	12502430050000	Community Commercial	Commercial
72	12502430060000	Community Commercial	Commercial
73	12502430070000	Community Commercial	Commercial
74	12502430080000	Community Commercial	Commercial
75	12502430110000	Community Commercial	Commercial
76	12502430120000	Community Commercial	Commercial
77	12502430130000	Community Commercial	Commercial
78	12502430140000	Community Commercial	Commercial
79	12502430150000	Community Commercial	Commercial
80	12502430160000	Community Commercial	Commercial
81	12502430170000	Community Commercial	Commercial
82	12502430180000	Community Commercial	Commercial
83	12502430190000	Community Commercial	Commercial
84	12502430200000	Low Density Residential	Single-Family Residential
85	12502430210000	Low Density Residential	Single-Family Residential
86	12502430220000	Low Density Residential	Single-Family Residential
87	12502430240000	Low Density Residential	Single-Family Residential
88	12502430250000	Low Density Residential	Single-Family Residential
89	12502430260000	Low Density Residential	Single-Family Residential
90	12502430270000	Low Density Residential	Single-Family Residential
91	12502430280000	Low Density Residential	Single-Family Residential
92	12502430290000	Low Density Residential	Single-Family Residential
93	12502430300000	Low Density Residential	Single-Family Residential
94	12502430310000	Low Density Residential	Single-Family Residential
95	12502430320000	Low Density Residential	Single-Family Residential
96	12502430330000	Low Density Residential	Single-Family Residential
97	12502430340000	Low Density Residential	Single-Family Residential

<b>Identification Number</b>	<b>Parcel Number</b>	<b>General Plan Designation</b>	<b>Old Town SPA Land Use</b>
98	12502430350000	Low Density Residential	Single-Family Residential
99	12502430360000	Community Commercial	Commercial
100	12502430370000	Low Density Residential	Single-Family Residential
101	12502430380000	Low Density Residential	Single-Family Residential
102	12502430390000	Community Commercial	Commercial
103	12502520010000	Low Density Residential	Single-Family Residential
104	12502520020000	Low Density Residential	Single-Family Residential
105	12502520030000	Low Density Residential	Single-Family Residential
106	12502520040000	Low Density Residential	Single-Family Residential
107	12502520050000	Low Density Residential	Single-Family Residential
108	12502520060000	Low Density Residential	Single-Family Residential
109	12502520070000	Low Density Residential	Single-Family Residential
110	12502520080000	Low Density Residential	Single-Family Residential
111	12502520090000	Community Commercial	Commercial
112	12502520100000	Community Commercial	Commercial
113	12502520110000	Community Commercial	Commercial
114	12502520150000	Community Commercial	Commercial
115	12502530050000	Community Commercial	Commercial
116	12502530060000	Community Commercial	Commercial
117	12502530070000	Community Commercial	Commercial
118	12502530080000	Community Commercial	Commercial
119	12502530090000	Community Commercial	Commercial
120	12502530100000	Community Commercial	Commercial
121	12502530110000	Community Commercial	Commercial
122	12502530120000	Community Commercial	Commercial
123	12502530140000	Public Services	Commercial
124	12502530170000	Low Density Residential	Single-Family Residential
125	12502530180000	Low Density Residential	Single-Family Residential
126	12502530190000	Low Density Residential	Single-Family Residential
127	12502530200000	Low Density Residential	Single-Family Residential
128	12502530210000	Low Density Residential	Single-Family Residential
129	12502530220000	Low Density Residential	Single-Family Residential
130	12502530230000	Community Commercial	Commercial
131	12502530330000	Community Commercial	Commercial
132	12502530410000	Low Density Residential	Single-Family Residential
133	12502530420000	Low Density Residential	Single-Family Residential
134	12502530440000	Low Density Residential	Single-Family Residential
135	12502530480000	Community Commercial	Commercial
136	12502530490000	Community Commercial	Commercial
137	12502530500000	Community Commercial	Commercial
138	12502530510000	Community Commercial	Commercial
139	12502530520000	Community Commercial	Commercial
140	12502530530000	Community Commercial	Commercial
141	12502530610000	Low Density Residential	Single-Family Residential
142	12502530620000	Low Density Residential	Single-Family Residential
143	12502610090000	Low Density Residential	Single-Family Residential
144	12502700150000	High Density Residential	Multi-Family Residential
145	12502700160000	High Density Residential	Commercial
146	12502700170000	Community Commercial	Commercial
147	12502700180000	Community Commercial	Community Commercial

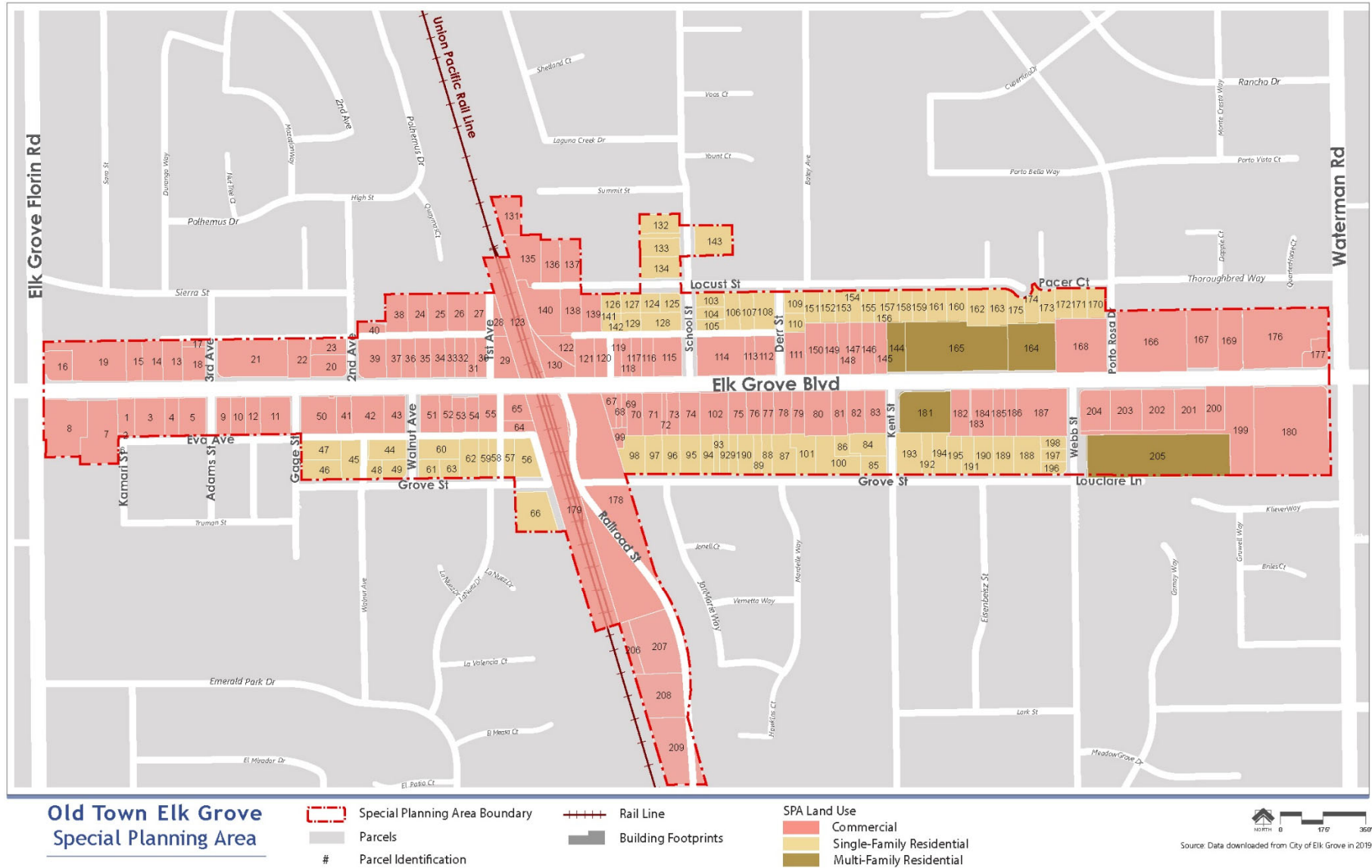


<b>Identification Number</b>	<b>Parcel Number</b>	<b>General Plan Designation</b>	<b>Old Town SPA Land Use</b>
148	12502700190000	Community Commercial	Community Commercial
149	12502700200000	Community Commercial	Community Commercial
150	12502700210000	Community Commercial	Community Commercial
151	12502700220000	Low Density Residential	Single-Family Residential
152	12502700230000	Low Density Residential	Single-Family Residential
153	12502700240000	Low Density Residential	Single-Family Residential
154	12502700250000	Low Density Residential	Single-Family Residential
155	12502700260000	Low Density Residential	Single-Family Residential
156	12502700270000	Low Density Residential	Single-Family Residential
157	12502700280000	Low Density Residential	Single-Family Residential
158	12502700290000	Low Density Residential	Single-Family Residential
159	12502700300000	Low Density Residential	Single-Family Residential
160	12502700410000	Low Density Residential	Single-Family Residential
161	12502700420000	Low Density Residential	Single-Family Residential
162	12502700470000	Low Density Residential	Single-Family Residential
163	12502700480000	Low Density Residential	Single-Family Residential
164	12502700510000	High Density Residential	Multi-Family Residential
165	12502700610000	High Density Residential	Multi-Family Residential
166	12701700030000	Community Commercial	Commercial
167	12701700050000	Community Commercial	Community Commercial
168	12701700500000	Community Commercial	Community Commercial
169	12701700530000	Community Commercial	Community Commercial
170	12701700540000	Low Density Residential	Single-Family Residential
171	12701700550000	Low Density Residential	Single-Family Residential
172	12701700560000	Low Density Residential	Single-Family Residential
173	12701700570000	Low Density Residential	Single-Family Residential
174	12701700580000	Low Density Residential	Single-Family Residential
175	12701700590000	Low Density Residential	Single-Family Residential
176	12701700720000	Community Commercial	Commercial
177	12701700730000	Community Commercial	Commercial
178	13400100680000	Parks and Open Space	Commercial
179	13400100690000	Public Services	Commercial
180	13400500010000	Community Commercial	Commercial
181	13400710010000	High Density Residential	Multi-Family Residential
182	13400710020000	Community Commercial	Commercial
183	13400710030000	Community Commercial	Commercial
184	13400710040000	Community Commercial	Commercial
185	13400710050000	Community Commercial	Commercial
186	13400710060000	Community Commercial	Commercial
187	13400710070000	Community Commercial	Commercial
188	13400710090000	Low Density Residential	Single-Family Residential
189	13400710100000	Low Density Residential	Single-Family Residential
190	13400710110000	Low Density Residential	Single-Family Residential
191	13400710120000	Low Density Residential	Single-Family Residential
192	13400710150000	Low Density Residential	Single-Family Residential
193	13400710160000	Low Density Residential	Single-Family Residential
194	13400710170000	Low Density Residential	Single-Family Residential
195	13400710180000	Low Density Residential	Single-Family Residential
196	13400710190000	Low Density Residential	Single-Family Residential
197	13400710200000	Low Density Residential	Single-Family Residential

<b>Identification Number</b>	<b>Parcel Number</b>	<b>General Plan Designation</b>	<b>Old Town SPA Land Use</b>
198	13400710210000	Low Density Residential	Single-Family Residential
199	13400720110000	Community Commercial	Commercial
200	13400720120000	Community Commercial	Commercial
201	13400720130000	Community Commercial	Commercial
202	13400720140000	Community Commercial	Commercial
203	13400720150000	Community Commercial	Commercial
204	13400720160000	Community Commercial	Commercial
205	13400720190000	High Density Residential	Multi-Family Residential
206	13400500490000	Community Commercial	Commercial
207	13400500430000	Community Commercial	Commercial
208	13400500520000	Community Commercial	Commercial
209	13400500820000	Community Commercial	Commercial

Source: City of Elk Grove, 2019

**Figure A-1: Old Town SPA Parcels**



Source: Ascent, 2019