



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** Status Report of Multi-Sport Park Complex; Direction to Staff; and Approval of Resolution of Application Requesting the Sacramento Local Agency Formation Commission to Process a Sphere of Influence Amendment for a Possible Elk Grove Multi-Sport Park Complex (CEQA Exempt)

**MEETING DATE:** January 28, 2015

**PREPARED BY:** Christopher Jordan, AICP, Planning Manager  
Laura S. Gill, City Manager

**DEPARTMENT HEAD:** Laura S. Gill, City Manager

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**RECOMMENDED ACTION:**

Staff recommends that the City Council:

- Receive a status report regarding the planning for the possible City Multi-Sport Park Complex;
- Provide direction to staff regarding soccer complex park site planning;
- Adopt resolution requesting the Sacramento Local Agency Formation Commission process a Sphere of Influence Amendment to include the Elk Grove Multi-Sport Park Complex site (Attachment 1);
- Direct staff to prepare all necessary application materials and submit an application to the Sacramento Local Agency Formation Commission for the amendment of the Sphere of Influence.

**BACKGROUND INFORMATION:**

At its meeting of December 14, 2011, the City Council authorized the City Manager to execute an exclusive negotiations agreement (ENA) with

Northern California Soccer, LLC (NCS) for the siting and development of a Major League Soccer facility. The ENA allows the City to work with NCS through December 31, 2016 to analyze sites for potential soccer facility development and negotiate a franchise agreement regarding the development and use of a soccer facility. As noted in the staff report, the soccer facility is anticipated to include a Major League Soccer (MLS) stadium, practice facilities, amateur soccer fields, and related amenities.

At its meeting of March 13, 2013, the City Council received a report from Conventions, Sports & Leisure International (CSLI) concerning the viability and potential economic impacts of professional soccer in Elk Grove. The CSLI study indicates that the Elk Grove region can support either a MLS or North American Soccer League (NASL) team's annual operations assuming that the City bears the capital costs related to the stadium. One indicator of viability is the number of registered youth soccer players, and CS&L found that the California North region has the greatest number of registered youth soccer players in the nation.

Staff provided a written status update on this item at the May 28, 2014 meeting. At that meeting, the City Council directed that the agenda item be removed from the agenda in order for staff to assess the impacts of a potential countywide sales tax increase on soccer stadium financing. On June 6, 2014, the proponents of the sales tax increase announced that the proposal would not appear on the November 2014 ballot.

At its meeting of June 11, 2014, the City Council received a status report regarding negotiations with NCS concerning the siting, financing, development, and construction of a Major League Soccer facility. At that time, the City Council directed staff to continue negotiations.

At its meeting of August 27, 2014, the City Council received a second status report regarding negotiations with NCS concerning the siting, financing, development, and construction of a Major League Soccer facility. This second status report included a proposed term sheet for City Council review. At that time, the City Council directed staff to continue negotiations. Additionally, the City Council directed staff to begin planning for soccer tournament fields without waiting on the outcome of the MLS franchise decision.

Also at its meeting of August 27, 2014, the City Council approved a resolution authorizing the City Manager to execute a Purchase and Sale Agreement for the acquisition of +/- 99.57 acres located at 10251 Grant Line Road for potential City recreational or other public uses.

On September 14, 2014, City officials and NCS representatives met with MLS officials to provide more information about the City and potential stadiums sites, including the Grant Line Road parcel.

On October 31, 2014, the City closed escrow on the Grant Line Road property and now owns the property.

## **DISCUSSION:**

### **The Proposed Facility**

Since mid-November, staff has worked with a consultant design team to draft a master plan for the proposed Elk Grove Multi-Sport Park Complex (the Complex). The design team, made up of Group 4 Architecture, Callander Associates, and Populous, has extensive experience designing these types of facilities. Key working objectives for the facility design have included the following:

- Maximize the available space to provide as many tournament fields as possible (each 80x120 yards)
- Include several smaller warm up and practice fields (each 80x50 yards)
- Provide all necessary parking on-site
- Include a championship field with seating capacity for up to 9,000 spectators that can also support special events and performances
- Provide an opportunity to host the Sacramento County Fair

While the potential location of the proposed Complex is ideal, given its access to State Route 99 and frontage along Grant Line Road, the orientation of the property is a challenge. Competition sports fields are ideally oriented north-south, and the site is offset from north by approximately 45 degrees. While this reduces the potential field count, it does create opportunities to locate smaller parking fields distributed around the entire complex. Ultimately, though, the list of objectives is sizeable when compared to the 100± acre size of the property.

In dealing with these constraints and challenges, the design team was able to come up with a plan that checked all of the boxes. Attachment 2 is the potential site plan; it is accompanied by several enlargements and 3D renderings of the proposed Complex. The design is described in more detail below.

### *Tournament and Practice Fields*

Approximately two-thirds of the site would be developed with up to 16 multi-purpose sports fields, with 12 being full-sized soccer fields (80x120 yards) and four being training fields (80x50 yards). The fields would be designed primarily for soccer use, but could accommodate a variety of other field sports and activities, such as rugby, lacrosse, football, marching band, and other activities.

The space between the fields would be landscaped. No bleachers would be provided; limited spectator viewing from the sidelines could be accommodated. Two primary pedestrian spines would lead people from the parking areas to and between the fields. At 60 feet wide with a 20-foot clear path in the center, they would support both pedestrian use and emergency vehicle access. Secondary pedestrian corridors of 40 feet in width would be provided elsewhere between the fields. Fencing and netting will be used for ball containment and separation between parking areas and fields.

At ultimate buildout of the facility, all fields will be illuminated. Initially, this could include all but the three southeastern fields (fields 10 through 12), which are excluded due to their proximity to a near-by agricultural residence. Should the neighboring property be developed with non-agricultural uses in the future, these three fields could be upgraded to lighted fields; as such, initial development may include the installation of lighting conduit and other electrical infrastructure but would exclude the poles and light fixtures). Field lighting would consist of a sports field lighting system installed on poles between the fields and would be designed and placed to avoid glare onto adjacent roadways and properties and Project drive aisles. A lighting control system will be included so that only fields being used would be lit.

The tournament area could also include the development of two concourses, which include restrooms and concessions for players and spectators.

### *Stadium and Events Venue*

A soccer stadium would be developed at the north third of the property. The venue would have a capacity of 9,000 seats; 8,000 seats being fixed and an additional 1,000 movable seats for placement on the field for special events. It is likely that the buildout of the stadium will be phased; a phasing plan has not been identified at this time.

The stadium would include a multi-level training academy, multiple locker rooms with movable partitions to become flexible auxiliary spaces, a player's lounge, medical facilities, box office, security office, general operations office, classrooms and/or public spaces, food services concessions, restrooms, and storage space. The northern end of the sport field would also be developed with a concert stage for performance and community events.

This facility would be illuminated with a combination of light configurations to limit glare onto near-by public streets. The west canopy will have a large light rack supported underneath providing most of the needed light levels. The use of field lights on pole structures will occur at the corners of the stadium to provide the remainder of necessary light on the playing surface. Accessory lighting of the pedestrian-accessible areas, as well as decorative building lighting, will also be constructed.

### *Fair Reservation Area*

A portion of the on-site parking area would be reserved for potential use by the Sacramento County Fair. This 15± acre area, located adjacent to the stadium (parking fields C and D), would provide room for the temporary construction of tent structures for livestock showcase and exhibit hall(s) during the County Fair, along with space for a traditional midway complex/amusement rides. Given the size and configuration of this parcel, this site would not be able to accommodate the equestrian events associated with the County Fair. However, there are alternative sites for these events within a short distance of the City's parcel, and City staff will continue to look for future opportunities to provide the equestrian events adjacent to the site.

### *Support Services and Facilities*

Multiple support components would be developed as part of the Complex. These include, but are not limited to, the following:

- **On-Site Parking** – The proposed Complex includes a total of 3,000 on-site parking spaces. City parking requirements (EGMC Chapter 23.58) allow for parking requirements for the subject uses to be established through Design Review. The proposed parking capacity provides one space per three spectators at maximum occupancy of stadium buildout (9,000 seats). Parking improvements would either be completed in full with initial development of the Complex or phased concurrent with stadium capacity.

With the exception of the Fair Reservation Area, all parking areas will be landscaped and illuminated consistent with City requirements.

It is anticipated that parking will be free for general every-day use. The City could charge for parking during tournaments and events at the stadium through a digital/internet-based system. This approach would limit the needs for attendants. This design reduces the overall area dedicated to parking by reducing queuing areas and the need for attendant stations.

- **Sod Farm** – The proposed Project includes a 2± acre sod farm for production of replacement turf for the various sports fields.
- **Facilities Shop** – A facilities shop could be developed at the southern end of the site. The shop will support operations of the field and stadium venue by housing various maintenance equipment, fertilizer and other chemicals, and other operational activities for the park. It is anticipated that the existing metal building on-site will be relocated and utilized for this purpose.
- **Parcourse** – The overall sports park could be lined with a running trail that includes a parcourse (outdoor exercise equipment). The parcourse will be open to both facility users and the general public.
- **Other Supporting Facilities** – Other supporting facilities to be developed on-site may include the following:

- Children's playground(s)
- Restroom buildings
- Area(s) for food truck parking
- Shade canopies for picnicking
- Storm water detention facilities

## **Next Steps**

The City cannot move directly to construction of this Project. Since the site is outside the City limits, the City would either need to seek land use approvals and building permits from Sacramento County or annex the site into the City. If the site is left in the jurisdiction of Sacramento County, the City would be responsible for property taxes based upon the valuation of the improvements completed. Therefore, annexation of the site is in the best interest of the City. Upon annexation, the site will be subject to City regulations, including land use and construction permitting (e.g., Design Review, use permit, building permit).

Annexation of any property into the City requires the approval of the Local Agency Formation Commission (LAFCo). City staff has met preliminarily with staff from LAFCo to review the Project and identify the necessary process. The first step is to bring the property into the City's Sphere of Influence (SOI). The SOI, as defined in State law, is a plan for the probable physical boundaries and service area of a local agency. The City's current SOI is coterminous with the City limits. An area must be in the City's SOI in order to be annexed.

Both the City Project approvals and LAFCo approvals require review under the California Environmental Quality Act (CEQA). In an effort to efficiently manage the CEQA process, staff proposes, subject to LAFCo's concurrence, that the City prepare a joint CEQA document with LAFCo. Under this approach, LAFCo would be the lead agency for the SOI Amendment and the City would be the lead agency for the Project approvals and annexation (for which LAFCo would be a responsible agency). Staff contemplates that this arrangement would be memorialized in a Memorandum of Understanding (MOU) with LAFCo, which MOU will be brought back to the Council for consideration at a future meeting.

In order to advance the Project, the City Council would need to provide the following direction to staff:

1. Initiate an application to LAFCo for a SOI Amendment for the subject property by adopting the attached resolution
2. Request that LAFCo jointly prepare the required CEQA document with the City
3. Continue refining the Project

Once the SOI Amendment is approved, the City would proceed with approval of entitlements for the Project. At this point, staff anticipates the necessary approvals to include the following:

- Amendment to the General Plan to designate the site Public Open Space/Recreation
- Pre-Zoning the site Commercial Open Space (C-O)
- Approval of a (CIP) District Development Plan Design Review and (CIP) Major Design Review for development of the site

After approval of the City Project entitlements, the City would file a subsequent application with LAFCo to annex the site into the City. Upon approval of the annexation and its recordation, the site will be in the jurisdiction of the City, and the City would be able to issue construction permits.

Assuming the Project is ultimately approved, staff's goal is to have construction commence in the summer of 2016. Subject to the LAFCo Board's direction to its staff, City staff would work with LAFCo staff to process the SOI amendment, annexation, and environmental documents between now and that time meet that construction goal.

## **ENVIRONMENTAL REVIEW**

This activity does not constitute the approval of a project, and is, therefore, not subject to environmental review under the California Environmental Quality Act (CEQA). This activity is also exempt from CEQA as part of a feasibility study and data collection of a possible project. (CEQA Guidelines, §§ 15262, 15306). The City will conduct environmental review under CEQA prior to the approval of any Project.



**FISCAL IMPACT:**

Based on the components of the Master Plan, the Consultant Team has provided the following cost estimate for the Sports Park:

<b>Element</b>	<b>Estimated Cost</b>
Competition Stadium	\$43,745,000
Playing/Training Fields	21,647,000
Site Development/Improvements	43,760,000
<b>Total Estimate</b>	<b>\$109,152,000</b>

Based on this estimate, the Consultant Team has provided a recommended project cost range of \$105.1 million to \$117.7 million.

Concurrent with the activities associated with adding the site of the future multi-sports park to the City’s Sphere of Influence, City staff will refine the Project estimates provided by the Consultant as planning moves into the schematic design phase. Additionally, staff will refine the timing of site development and improvements in order to provide the City Council with a plan to deliver the sport park in phases, with a financing plan for each phase. Staff will also work with stakeholders to identify potential opportunities for partnerships.

**ATTACHMENTS:**

1. Resolution of Application - Sacramento LAFCo Sphere of Influence Amendment
2. Master Site Plan and Illustrative Exhibits

**A RESOLUTION OF APPLICATION OF THE CITY COUNCIL OF THE CITY OF ELK GROVE REQUESTING THE SACRAMENTO LOCAL AGENCY FORMATION COMMISSION PROCESS A SPHERE OF INFLUENCE AMENDMENT TO INCLUDE THE SITE OF THE PROPOSED ELK GROVE MULTI-SPORT PARK COMPLEX AND DIRECTING CITY STAFF TO FILE A SPHERE OF INFLUENCE AMENDMENT APPLICATION WITH THE SACRAMENTO LOCAL AGENCY FORMATION COMMISSION**

**WHEREAS**, on October 31, 2014, the City acquired a property at 10251 Grant Line Road, more particularly described as Assessor's Parcel Number 134-0190-009 (the Project Site); and

**WHEREAS**, subject to environmental review, analysis, and other approvals, the City is considering developing the Project Site as a multi-sport park complex (the Project); and

**WHEREAS**, the Project Site is located in an area identified in the City's General Plan as Urban Study Area, which is an area where urbanization to some extent was envisioned to occur; and

**WHEREAS**, the City of Elk Grove's established Sphere of Influence is coterminous with the City boundary; and

**WHEREAS**, development of the Project Site with the Project under the jurisdiction of the City is in the best interest of the residents of the City of Elk Grove; and

**WHEREAS**, the City of Elk Grove City Council desires to initiate proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code, for an amendment to the City of Elk Grove's established Sphere of Influence; and

**WHEREAS**, the Sacramento Local Agency Formation Commission (LAFCo) is the approving authority for changes to the City's Sphere of Influence; and

**WHEREAS**, the City Council of the City of Elk Grove desires to jointly prepare the environmental analysis as required under CEQA with LAFCo; and

**WHEREAS**, the adoption of this Resolution of Application does not constitute the approval of the Project under CEQA;

**NOW, THEREFORE, BE IT RESOLVED** that the City Council of the City of Elk Grove hereby adopts and approves this Resolution of Application for an Amendment to the City's existing Sphere of Influence; and

**BE IT FURTHER RESOLVED**, that the City Council of the City of Elk Grove directs City staff to submit a Sphere of Influence Amendment application to LAFCo and

hereby requests that LAFCo proceed with processing this Sphere of Influence Amendment for the area shown in "Exhibit A" in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

**BE IT FURTHER RESOLVED**, that the City Council of the City of Elk Grove requests that as part of this application, LAFCo concurrently consider the following reorganizations and any other annexations and detachments as may be required:

- Detachment from CAS No. 1 (Street Lighting)
- Detachment from CAS No. 11 (Supplemental Police - Sheriff and Animal Control Services)
- Annexation into Sacramento Area Sewer District and Sacramento County Regional Sanitation District.

**PASSED AND ADOPTED** by the City Council of the City of Elk Grove this 28<sup>th</sup> day of January 2015.

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GARY DAVIS, MAYOR of the  
CITY OF ELK GROVE

ATTEST:

APPROVED AS TO FORM:

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JASON LINDGREN, CITY CLERK

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JONATHAN P. HOBBS,  
CITY ATTORNEY

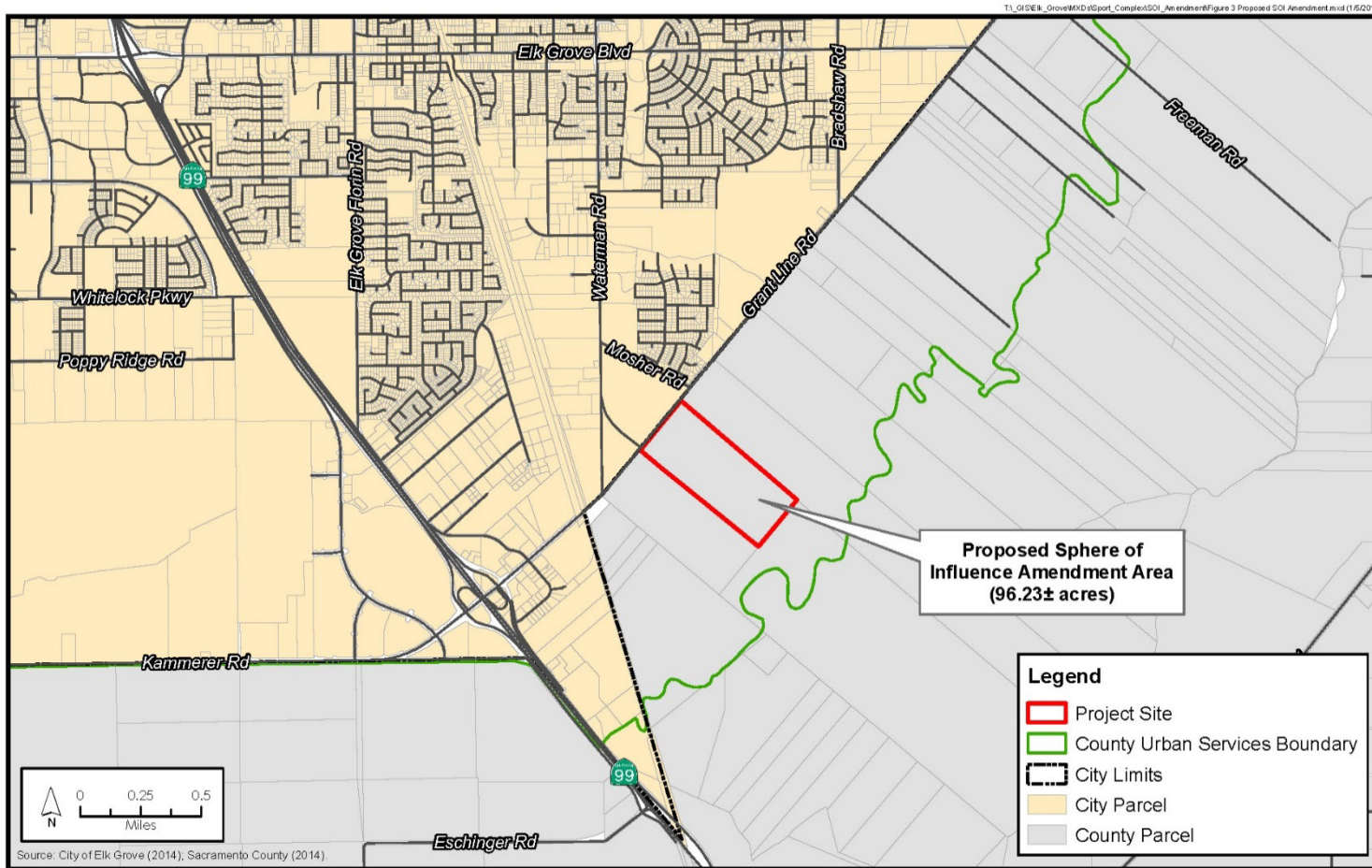


Exhibit A



# Conceptual Site Design



**PROPOSED AMENITIES**

- |  |  |  |
|--|--|--|
| 1. 4-lane vehicle entry/exit   | 10. Picnic shelter   | 19. Runner's loop with parcours stations |
| 2. Semi-truck parking  | 11. Pedestrian spine   | 20. 2-lane vehicle perimeter loop        |
| 3. Team bus parking  | 12. Relocated maintenance building   | 21. Secondary entry sign                 |
| 4. Television truck parking  | 13. Stormwater retention area  | 22. 4-lane vehicle road                  |
| 5. Championship stadium  | 14. Parklet #2 with: shade shelter, restroom, water play, play area, and recreation lawn | 23. 6-lane vehicle entry/exit            |
| 6. Stadium entry plaza   | 15. Picnic shelter   |  |
| 7. Complex entry sign  | 16. Picnic shelter   |  |
| 8. 3-lane vehicle road   | 17. Pedestrian secondary paths   |  |
| 9. Parklet with: shade shelter, restroom, water play, play area, and recreation lawn | 18. Pedestrian spine   |  |

**SOCCER PITCH SUMMARY**

- | Pitch | Pitch Description                                     |
|-------|---|
| 1     | Soccer pitch with synthetic turf (240'x360')          |
| 2-12  | Soccer pitch with natural turf (240'x360')            |
| T1-T2 | Practice soccer pitch with natural turf (150'x240')   |
| T3-T4 | Practice soccer pitch with synthetic turf (150'x240') |
| C1    | Championship pitch with natural turf (240'x360')      |

**PARKING SUMMARY**

- Proposed Parking (Lots A-N):  
**3,247 stalls**
- Proposed Accessible Parking:  
**42 stalls**

**LEGEND**

- Fence
- Sport's netting
- \* \* Field lighting
- ♦ Well Locations





# Grant Line Road Entry & Training Fields





# Parklet and Competition Fields



GROUP 4

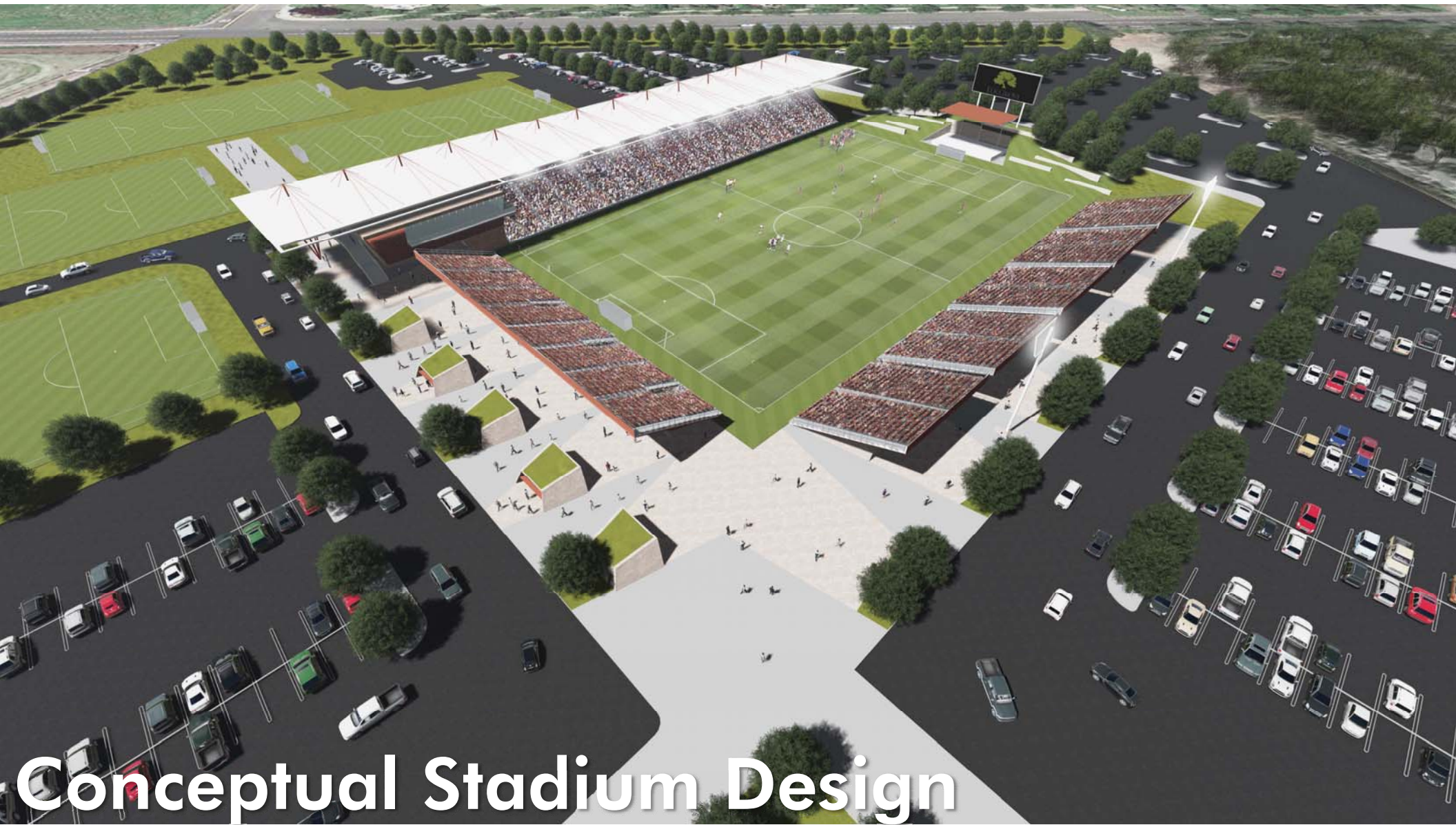
Callander Associates



# Maintenance Bldg.(reused barn) Storm water detention







# Conceptual Stadium Design



GROUP A

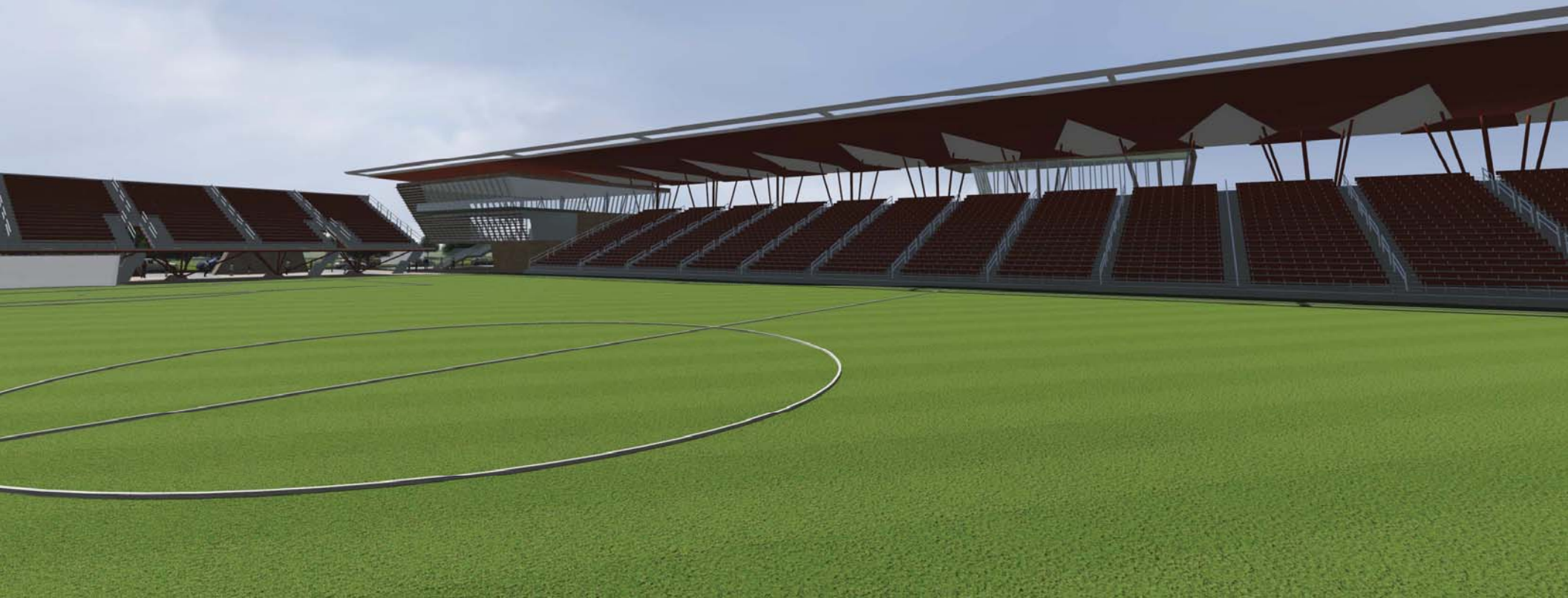
**POPULOUS**



# South



# View to southwest

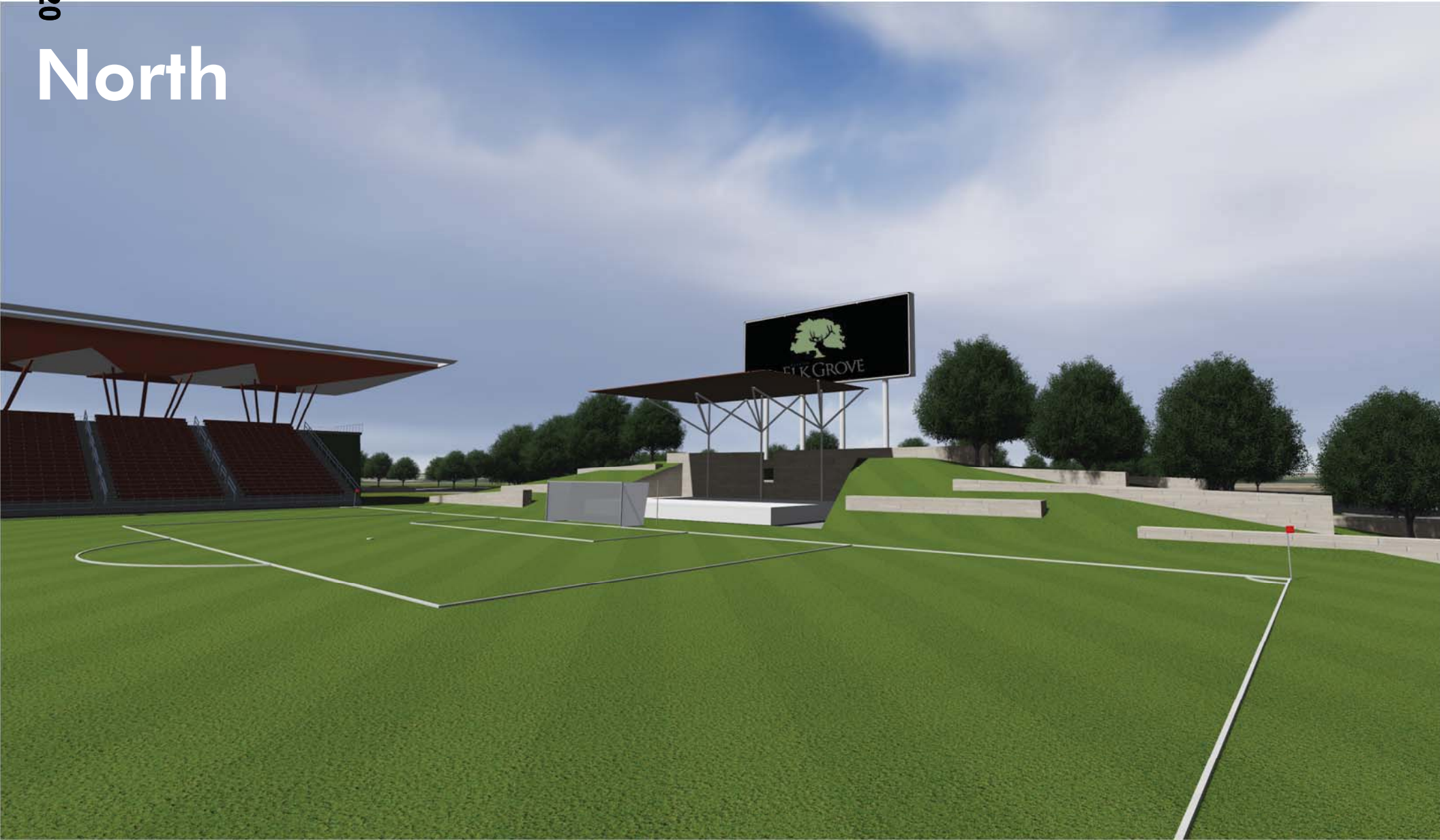


GROUP 4

**POPULOUS**



# North



# West



GROUP 4

**POPULOUS**