

# NOTICE OF SPECIAL MEETING

Pursuant to Section 54956 of the Government Code of the State of California, a Special meeting of the **Tracy City Council** is hereby called for:

**Date/Time:** **Tuesday, July 21, 2020 at 5:30 p.m.**  
(or as soon thereafter as possible)

**Location:** **Tracy City Hall**  
**333 Civic Center Plaza, Tracy**

**THIS SPECIAL MEETING WILL BE CONDUCTED PURSUANT TO THE PROVISIONS OF THE GOVERNOR'S EXECUTIVE ORDER N-29-20 WHICH SUSPENDS CERTAIN REQUIREMENTS OF THE RALPH M. BROWN ACT**

**RESIDENTS ARE STRONGLY ENCOURAGED TO PARTICIPATE REMOTELY AT THE JULY 21, 2020 MEETING**

Government Code Section 54954.3 states that every public meeting shall provide an opportunity for the public to address the Tracy City Council on any item, before or during consideration of the item, however no action shall be taken on any item not on the agenda.

**Remote Access to City of Tracy Council Meeting:**

*In accordance with the guidelines provided in Executive Order N-29-20 on social distancing measures, the City of Tracy will allow for remote participation at the upcoming Special City Council meeting on Tuesday, July 21, 2020.*

*As always, the public may view the City Council meetings live on the City of Tracy's website at [www.CityofTracy.org](http://www.CityofTracy.org) or on Channel 26. To view from the City's website, select "Watch Live Council Meetings" from the drop down menu "Select an Online Service" at the top of the City's homepage. You will be directed to the "Council Meeting Videos" page where you may select the video for the appropriate date under "Upcoming Events."*

*If you only wish to watch the meeting and do not wish to address the Council, the City requests that you stream the meeting through the City's website or watch on Channel 26.*

**Remote Public Comment:**

*Public comment via email will only be accepted for agendized items before the start of the Special meeting at 5:30 p.m. Please send an email to [publiccomment@cityoftracy.org](mailto:publiccomment@cityoftracy.org). Identify the item you wish to comment on in your email's subject line.*

*During the upcoming Council meeting public comment will be accepted via the options listed below. If you would like to comment remotely, please follow the protocols below:*

- *Comments via:*
  - **Phone** by dialing (209) 831-6010, or
  - **Online** by visiting <https://cityoftracyevents.webex.com> and using the following **Event Number:** 126 225 0626 and **Event Password:** TracyCC
  - **If you would like to participate in the public comment anonymously**, you may submit your comment via phone or in WebEx by typing "Anonymous" when prompted to provide a First and Last Name and inserting [Anonymous@example.com](mailto:Anonymous@example.com) when prompted to provide an email address.

- *Protocols for submitting comments by phone:*
  - *Comments received by phone for the “Items from the Audience/Public Comment” portion of the agenda must be received by the time the Mayor opens that portion of the agenda for discussion.*
  - *Comments received by phone on each “Agendized Item” will be accepted until the Mayor announces that public comment for that item is closed.*
- *Protocols for commenting via WebEx:*
  - *If you wish to comment under “Items from the Audience/Public Comment” portion of the agenda:*
    - *Listen for the Mayor to open “Items from the Audience/Public Comment”, then raise your hand to speak by clicking on the Hand icon on the Participants panel to the right of your screen.*
    - *If you no longer wish to comment, you may lower your hand by clicking on the Hand icon again.*
  - *Comments for the “Items from the Audience/Public Comment” will be accepted until the public comment period is closed.*
- *The total allotted time for public comment under “Items from the Audience/Public Comment” will be 15 minutes:*

1. Call to Order
2. Roll Call
3. Items from the Audience - Items from the audience - *In accordance with Council Meeting Protocols and Rules of Procedure, adopted by Resolution 2019-240, a five-minute maximum time limit per speaker will apply to all individuals speaking during “Items from the Audience/Public Comment”. For non-agendized items, Council Members may briefly respond to statements made or questions posed by individuals during public comment; ask questions for clarification; direct the individual to the appropriate staff member; or request that the matter be placed on a future agenda or that staff provide additional information to Council.*
4. RECEIVE UPDATE ON THE DOWNTOWN TRANSIT ORIENTED DEVELOPMENT (TOD) PROJECT IN THE DOWNTOWN AREA AND PROVIDE DIRECTION TO STAFF REGARDING KEY PLANNING CONCEPTS AND A POTENTIAL HOUSING BALLOT MEASURE
5. Council Items and Comments
6. Adjournment



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Mayor

**Posting Date Thursday, July 16, 2020**

The City of Tracy complies with the Americans with Disabilities Act and makes all reasonable accommodations for the disabled to participate in public meetings. Persons requiring assistance or auxiliary aids in order to participate should call City Hall (209-831-6105), at least 24 hours prior to the meeting.

Any materials distributed to the majority of the Tracy City Council regarding any item on this agenda will be made available for public inspection in the City Clerk's office located at 333 Civic Center Plaza, Tracy, during normal business hours.

July 21, 2020

## AGENDA ITEM 4

### REQUEST

#### **RECEIVE UPDATE ON THE DOWNTOWN TRANSIT ORIENTED DEVELOPMENT (TOD) PROJECT IN THE DOWNTOWN AREA AND PROVIDE DIRECTION TO STAFF REGARDING KEY PLANNING CONCEPTS AND A POTENTIAL HOUSING BALLOT MEASURE**

### EXECUTIVE SUMMARY

On June 18, 2019, the City Council approved a Professional Services Agreement (PSA) with DeNovo Planning Group and gave direction to staff to work with stakeholders and the community to develop a Downtown Transit Oriented Development (TOD) district in and around the existing Tracy Transit Station. The TOD effort was envisioned to complement the Valley Link proposal to locate a new commuter rail service near the existing downtown Transit Station. The staff report provides an update regarding the first phase of the TOD project and tentative schedule for the remaining phases.

On April 7, 2020, Council Member Veronica Vargas, with a second from Council Member Rhodesia Ransom, requested that the Council discuss a potential ballot measure that would amend the City's Growth Management Ordinance to allow housing within the future TOD area. Staff has provided Council with options for consideration and seeks direction regarding the request.

### DISCUSSION

#### *TOD Update*

The Tri Valley – San Joaquin Valley Regional Rail Authority is working on plans for a commuter rail service, known as Valley Link, which would connect passengers from Lathrop to the Dublin BART station. The plans for Valley Link include a potential station in Downtown Tracy in the vicinity of the Transit Station. According to Valley Link, the project could potentially begin passenger service as soon as 2027/2028. However, project timing is dependent on securing needed funds.

In anticipation of Valley Link, on April 2, 2019, City Council gave direction to staff to pursue a TOD study in the downtown area adjacent to the existing Transit Station. On June 18, 2019, Council approved a PSA with DeNovo Planning Group to begin the process. It was envisioned that the TOD study would encompass several phases, the first being a study of the area to identify key planning concepts and a project boundary that would inform the creation of a Specific Plan (development policy and zoning) and station area plan. With this City Council update, the first phase is complete (note: the item was schedule to come before Council earlier this year, but because of the COVID-19 Pandemic, the item was delayed). The study was presented to the Planning Commission on February 26, 2020 after several community workshops where refinements to key planning concepts were discussed. Planning Commissioners expressed unanimous support for the study moving forward.

The purpose of this long-range TOD planning and urban design study was to evaluate how the introduction of commuter rail service, via Valley Link, could impact development opportunities in and around the greater Downtown and surrounding areas. The potential transit-oriented development opportunities include the prospect of additional jobs and housing within walking and biking distance of the Transit Station. In turn, the presence of additional employees and residents could increase the demand for shopping, restaurants, and services, making Downtown an even more vibrant destination within the City and the region. Attachment A to the staff report is the TOD Study.

The primary reason for the City to prepare a Specific Plan for the TOD area is that it would encourage development and facilitate economic growth that could be a catalyst for Downtown revitalization and ultimately transform the Downtown into a bustling hub of activity at the heart of the City. In as much as that, the Valley Link Station creates this opportunity; the Specific Plan is the City's best tool for taking advantage of this opportunity. The Specific Plan will enable the City to be forward thinking and play a stronger role in determining the fate of our built environment. Establishment of a TOD Specific Plan would enhance the City's eligibility for State and Federal grants, streamline the CEQA review process for future projects, and most importantly provide clear expectations for development that are critical to investment decisions. Creation of a Specific Plan that implements Valley Link's policy direction would also be paramount to showing support for the Board's efforts to secure project funding and furthering the potential reality of the station. The City's return on investment would be measured not only in revenue generated from property tax and sales tax, but in the character development of Downtown, as it becomes seen as a great place to live, work, eat, play, shop, and socialize, creating a draw that attracts residents of the entire City and the region.

#### *Key Planning Concepts of the Downtown TOD project and the Key Policy Questions for City Council*

The following section briefly summarizes the Downtown TOD Study's key concepts and recommendations. For a detailed description of the concepts and recommendations, refer to chapters 3 and 4 of the study (Attachment A). To prepare for the project's possible future phases, the project team requests City Council's input on the section's questions.

**Implementation:** The Downtown TOD Study (Study) recommends that the City prepare a specific plan for the entire project area to:

- Comprehensively plan for future development opportunities that accompany the introduction of Valley Link commuter rail service in the Tracy downtown area and on other key opportunity sites beyond, including the Urban Reserve-1 (UR-1) site; and
- Implement Valley Link's policy direction for the ½-mile radius station area (station area) that will surround the future Valley Link station.

A project area-wide specific plan will ensure that City:

- Understands the market for development opportunities in Tracy's historic core area and innermost, adjacent development site, UR-1, and calibrates the plan accordingly;
- Accommodates the appropriate mix of housing choices to serve its residents,

- Adds additional vibrancy to the already thriving Central Business District;
- Supports business development and job creation;
- Provides all users with safe, comfortable, and convenient access to the station, downtown, and the remainder of the project area; and
- Preserves and enhances downtown's historic character.

A specific plan would reflect the community's vision and market conditions and fulfill Valley Link's policy direction and applicable state legal requirements by planning for land use and design, circulation and parking, economic development, and infrastructure. The document would also be accompanied by other related planning tools and actions, including General Plan and zoning revisions, a programmatic EIR, and the annexation of the UR-1 site.

Questions

- 1) Should the City prepare a specific plan to implement a comprehensive and cohesive planning approach to address changes that are coming to Downtown Tracy as a result of Valley Link's pending commuter rail extension?
- 2) Should the project boundary include some or all of the UR-1 site and/or the former Heinz site?

**Land Use Components:** The Study's Preliminary Planning Concept proposes limited land use changes to:

- Accommodate additional residential development on infill sites within the station area and throughout most of the largely undeveloped UR-1 site, consistent with Valley Link station planning policy requirements and best practices;
- Encourage additional commercial development in the Central Business District, including unique, high quality shopping and dining, open space and ample outdoor seating, and proper ambiance, and new neighborhood convenience-serving retail centers in UR-1;
- Selectively accommodate additional employment-generating development, including professional office, light industrial, research and development, and potential incubator uses in the Central Business District and UR-1, and along the 11th Street corridor, including on the former Heinz site; and
- Continue to provide a range of open spaces to support the surrounding uses and enhance the project area's aesthetics and quality of life.

Questions

- 3) During the next phase of the project, should the City continue to focus on the Preliminary Planning Concept's land use components?
- 4) Should the City consider other land use concepts?

**Access and Transportation Components:** The Study's Preliminary Planning Concept proposes circulation and access improvements and strategies to provide safe, comfortable, and convenient access to the transit station and to destinations within and beyond the project area for all users and modes of transportation. This includes:

- Retrofitting key existing streets and designing new streets to accommodate increased traffic volumes while reflecting Complete Streets principles which seek to accommodate the circulation and parking needs of all modes of transportation,

including automobiles, pedestrians, bicyclists, and shared mobility services (bike share, ride share, and local transit);

- Identifying a new east-west street through the eastern half of the Bowtie site to connect the station area to MacArthur Drive, if feasible;
- Designing the project area's roadway system and designating land uses to reflect the planned realignment of MacArthur Drive through the UR-1 site;
- Constructing the necessary circulation infrastructure to serve the (potential) Bowtie and UR-1 sites;
- Accommodating the project area's increased parking demand, including the construction of public lots and structures to serve Valley Link riders and downtown patrons;
- Constructing a multi-use trail network along the Union Pacific Railroad rights-of-way (if feasible) or potentially elsewhere to provide efficient pedestrian and bicycle access from beyond the station area to the station.

Questions

- 5) During the next phase of the project, should the City continue to focus on the Preliminary Planning Concept's access and transportation components?
- 6) Should the City consider other access and transportation concepts?

**Development Character Components:** The study includes conceptual site designs that illustrate how future development on key opportunity sites can be designed to maximize development potential while preserving downtown's small town feel and character, complimenting characteristics of the area's existing, small-scale urban form, and creating a diverse network of open spaces that supports a variety of activities.

Questions

- 7) To what extent should future development be required to reflect downtown's existing small-scale, historic character?
- 8) Should future development be required to accommodate active ground floor uses along existing commercial corridors?
- 9) Should the next phase of the project focus on specific aspects of community character and design?

***Ballot Measure Timeline***

On April 7, 2020, Council Member Veronica Vargas, with a second from Council Member Rhodesia Ransom, requested that the City Council discuss a potential ballot measure that would amend the City's Growth Management Ordinance to allow housing within the future TOD area. The City's Growth Management Ordinance found in Chapter 10.12 of the Tracy Municipal Code limits the number of building permits the City can issue to certain residential development projects to a maximum of either 600 or 750 a year. The GMO requires that these projects first obtain a Residential Growth Allotment (RGA) in order to be issued a residential building permit.

The following residential development projects are exempt from the RGA requirement under the GMO:

- Remodels and minor additions

- Replacement dwelling units
- Four units or fewer on a single lot
- Accessory dwelling units
- Active-adult residential units approved by a ballot measure (e.g. Tracy Village)
- Residential dwelling units necessary to achieve the City's Regional Housing Needs Allocation goals in a particular income category (during each planning period)

In addition, building permits issued to certain affordable housing residential projects are considered exceptions to the GMO annual building permit limit.

The statutory deadline to submit ballot measures to the County Registrar of Voters for the November 3rd, 2020 ballot is August 7, 2020. In order to place a measure, Council must approve a resolution with the ballot question.

*Options for Consideration Related to a Ballot Measure*

1. Direct staff to prepare a ballot measure for the November 3rd, 2020 election to create an additional exemption from the City's Growth Management Ordinance limitations for residential development located within the future TOD boundary in the downtown area;
2. Direct staff to prepare a more comprehensive ballot measure to include exemptions from the City's Growth Management Ordinance limitations for not only the TOD boundary but also to facilitate the City Council-directed workforce and affordable housing and affordability by design concepts;
3. Do not move forward on any ballot measure at this time.

ENVIRONMENTAL DOCUMENT

The receiving of a report and providing direction regarding the TOD Study is not a project within the meaning of the California Environmental Quality Act because it does not have the potential for causing a significant effect on the environment (CEQA Guidelines, 14 California Code of Regulations, §15061(b)). Therefore, no further environmental assessment is required. However, if the City Council directs staff to move forward with preparation of a Specific Plan for the TOD Study Area, the project would be subject to CEQA review and would require preparation of an Environmental Impact Report.

Regarding the potential ballot measure, receiving a report and providing direction is not a project within the meaning of the California Environmental Quality Act because it does not have the potential for causing a significant effect on the environment (CEQA Guidelines, 14 California Code of Regulations, §15061(b)). Therefore, no further environmental assessment is required. However, if the City Council directs staff to move forward with a ballot measure, review under CEQA is required.

## STRATEGIC PLAN

This item address the Council's Strategic Priority of Economic Development and Goal to continue to advance transit oriented development opportunities.

## FISCAL IMPACT

Funding for the TOD as depicted on the table below, will require Council appropriation, which will come back at a later meeting.

The TOD Study was funded from the Development Services Department operating budget for FY19/20. The costs to create a Specific Plan and Environmental Impact Report are anticipated to be approximately \$500,000. Because the TOD would be funded from a \$310,000 State SB2 Grant and a \$300,000 State LEAP Grant, as well as the DS operational budget, it is important to align the TOD funding with other City Council priorities for this same funding. The LEAP grant has not yet been approved by the State, but a decision is anticipated within the next month. The maximum award available through the LEAP Grant Program is \$300,000, which can also be used to update the City's Housing Element (State mandated General Plan requirement). City Council directed staff to implement several recommendations from the recent Workforce/Affordable Housing Study. Accordingly, several of these projects may have to be implemented in future years as funding becomes available.

| Project                             | Funding Source     | FY 21   | FY 22                         |
|-------------------------------------|--------------------|---|-------------------------------|
| TOD                                 | SB2/DS Budget/LEAP | \$150,000 SB2<br>\$75,000 DS<br>\$75,000 LEAP | \$75,000 DS<br>\$125,000 LEAP |
| Affordable/<br>Workforce<br>Housing | SB2/DS Budget/LEAP | \$150,000 SB2                                 | \$100,000 LEAP                |

## RECOMMENDATION

Receive update on the Downtown Transit Oriented Development (TOD) Project in the downtown area and provide direction to staff regarding key planning concepts and a potential housing ballot measure.

Prepared by: Andrew Malik, Assistant City Manager  
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Scott Claar, Senior Planner

Reviewed by: Adrienne Richardson, City Clerk  
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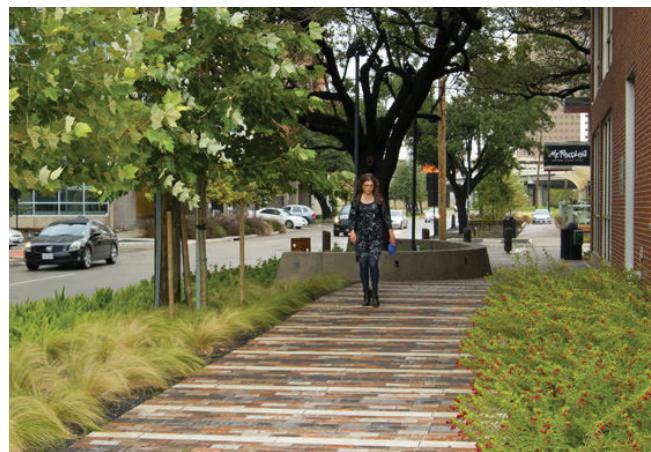
## ATTACHMENTS

Attachment A – Downtown TOD Study prepared by DeNovo Planning Group



# CITY OF TRACY

## DOWNTOWN TOD STUDY



CITY COUNCIL WORKING SESSION DRAFT | JULY 2020

# ACKNOWLEDGMENTS

## City Council

Robert Rickman, Mayor

Nancy Young, Mayor Pro Tem

Dan Arriola

Rhodesia Ransom

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# CHAPTER 1:

# INTRODUCTION

With the proposed introduction of Valley Link commuter rail service into Downtown, the City of Tracy is committed to assessing, and potentially planning for, how this transformative project can impact development opportunities in Downtown and the surrounding areas. This Downtown Transit-Oriented Development (TOD) Study marks the first step in the City's efforts to plan for transit-oriented and supporting development in its core area, encouraging revitalization efforts, significant new residential development, business and job growth, quality design that creates a sense of place, and improved connectivity.

The chapter introduces the Downtown TOD Project and Study, describes the project and the study's purpose and City's rationale for undertaking the effort, frames the City and the project area's setting, and provides an overview of the project's community planning process.

The chapter is organized into the following sections:

- » 1.1 Purpose
- » 1.2 Background
- » 1.3 Setting
- » 1.4 Community Planning Process

## 1.1 Purpose

The Downtown TOD Study comprises the first phase of the Downtown TOD Project, an effort that will plan for the introduction of Valley Link commuter rail service in Downtown Tracy and the surrounding areas. The study identifies a transit-oriented and supporting planning concept, comprising land use and access/circulation components, that, upon implementation, can create a vibrant, pedestrian-oriented, mixed-use station area; support the project area's broader revitalization efforts; spur the development of new, well-planned residential neighborhoods and other synergistic uses; and provide the necessary circulation facilities to support all users' convenient access to the rail station and throughout the project area. The study also provides recommendations for planning tools that the City can prepare and adopt to implement the concept, along with possible grant funding sources to help fund the preparation of the planning tools, catalyze development, and pay for infrastructure improvements. Taken together, the study's components will assist the City with deciding how to proceed with planning for the introduction of commuter rail service through the project's future phases.

## 1.2 Background

The Downtown TOD Project is primarily born of the City's desire to plan for the introduction of commuter rail service in the Downtown and throughout the city. The service, known as Valley Link, is proposed by the Tri-Valley San Joaquin-Valley Regional Rail Authority (Authority) to provide a rail connection between Bay Area Rapid Transit (BART) and Altamont Commuter Express (ACE). Valley Link replaces previous efforts by the Altamont Regional Rail working group to create the connection. The Authority has adopted a project concept and preferred alternative for Valley Link's route and station locations, including Downtown Tracy, along with policies for transit-oriented and sustainable development within each station area, defined by the  $\frac{1}{2}$  mile radius that encircles the station. Currently, the Authority is ushering the project through the environmental review process and seeking the necessary funding to construct the system's initial spur, slated to extend from Lathrop to the Dublin/Pleasanton BART station. Because Valley Link service is scheduled to begin by the mid 2020's, it is imperative that the City begin planning for service in the Downtown.

The project is also building upon aspects of the City's previous long range planning efforts that apply focus to the Downtown, namely the General Plan and the Draft Downtown Specific Plan. Either or both documents identify a vision, policies, density and intensity parameters, development standards, and design criteria for the project area. The project, beginning with this study, is testing the relevance and community's commitment to the documents' vision and direction.

## 1.3 Setting

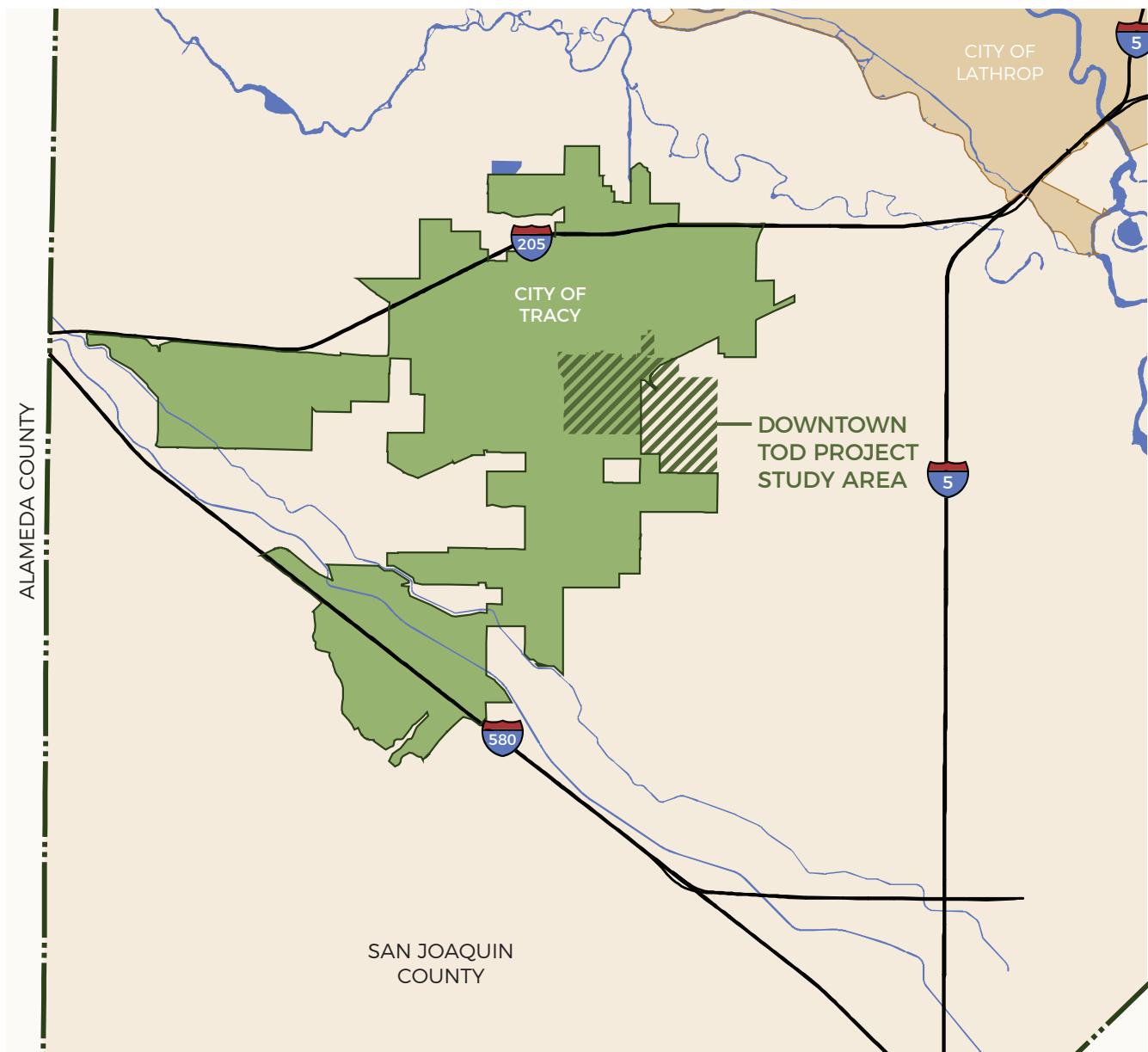
### Regional Setting

Tracy is an approximately 22 square-mile city located in the southwestern portion of San Joaquin County. The City is situated near the western edge of the San Joaquin Valley, at the eastern base of the Southern Coastal Mountain Range and the Altamont Pass, and just south of Old River, the southernmost waterway within the San Francisco Bay Delta.

Tracy is located just southwest of the Cities of Lathrop and Manteca and southeast of Mountain House, an unincorporated community in San Joaquin County. From a regional perspective, the city is located approximately 20 miles east of Livermore, 20 miles southwest of Stockton, 30 miles east of Dublin, 55 miles northeast of San Jose, 63 miles southeast of San Francisco, and 68 miles south of Sacramento. Figure 1.1: Regional Context shows Tracy's location within the region.

Regional highway access to Tracy is provided by three highways that form a triangle around the city. Interstate 5 extends along a north-south route just east of the city, providing access to communities

Figure 1-1: Regional Context



throughout the Central Valley and beyond. Interstate 580 originates just southeast of the city at a junction with Interstate 5, extending in a northwesterly direction towards the Altamont Pass, and veers west, providing access to the Cities of Livermore, Dublin, Pleasanton, and the greater Bay Area beyond. Interstate 205 extends along an east-west route through the northern portion of the city, connecting Interstates 5 and 580.

Tracy has experienced rapid growth during the past 40 years. Many people who work in the Bay Area have moved to the city in search of more affordable housing. Given the relative lack of employment opportunities in Tracy and elsewhere in San Joaquin County, this trend has perpetuated significant congestion along Interstate 580 during commuting hours. Additionally, in recent years the city, based upon its central location, straddling the Central Valley and Bay Area regions, and access to the aforementioned freeways, has also emerged as a distribution and shipping hub within Central and Northern California.

## Local Setting

The project area is approximately 1,560 acres in size and centrally located within the city. Approximately 270 acres of the project area consist of public right-of-ways, public facilities, and parks. An additional 38 acres, consisting of railroad right-of-ways and related facilities, are owned by Union Pacific Railroad. The remaining area, approximately 1,365 acres, is privately owned. The project area is generally bound by the 11th Street corridor, existing residential neighborhoods, and Tracy High School to the north; Chrisman Road to the east; Schulte Road and existing residential neighborhoods to the south; and Tracy Boulevard to the west. The project area, roughly divided by MacArthur Drive, includes a western incorporated portion and an eastern unincorporated area. Figure 1.2: Local Context shows the project area's location with the city and San Joaquin County.

The incorporated portion forms the city's core area, including the Central Business District, the Civic Center campus, the Transit Center, the Bowtie site, and historic residential neighborhoods; a cluster of employment uses at the intersection of 11th Street and MacArthur Drive; and newer residential neighborhoods in the eastern, southern, and western portions of the project area. This portion of the project area is mostly developed, so future development will largely rely upon infill development on vacant or underutilized parcels and sites.

The unincorporated portion of the project area comprises Urban Reserve (UR)-1, an area that the General Plan prioritizes for future development. With the exception of an industrial use, located on a single parcel in UR-1's northeastern corner along MacArthur Drive, the area comprises large "greenfield" sites that are undeveloped, vacant, and/or occupied by agricultural or rural residential uses. Upon incorporation, the greenfield sites hold the project area's greatest development potential.

## 1.4 Community Planning Process

To prepare the study, the City utilized a community-based planning process. The City hired a multidisciplinary consultant team of land use and transportation planners, urban designers, and architects to lead the process and prepare the interim deliverables that inform various aspects of the study and planning process. The consultant team was augmented and led by City Planning Division staff members. Throughout the planning process, the City and the consultant team sought input from elected and appointed officials, Valley Link representatives, community groups, business and property owners, residents, and other members of the public regarding key aspects of the study.

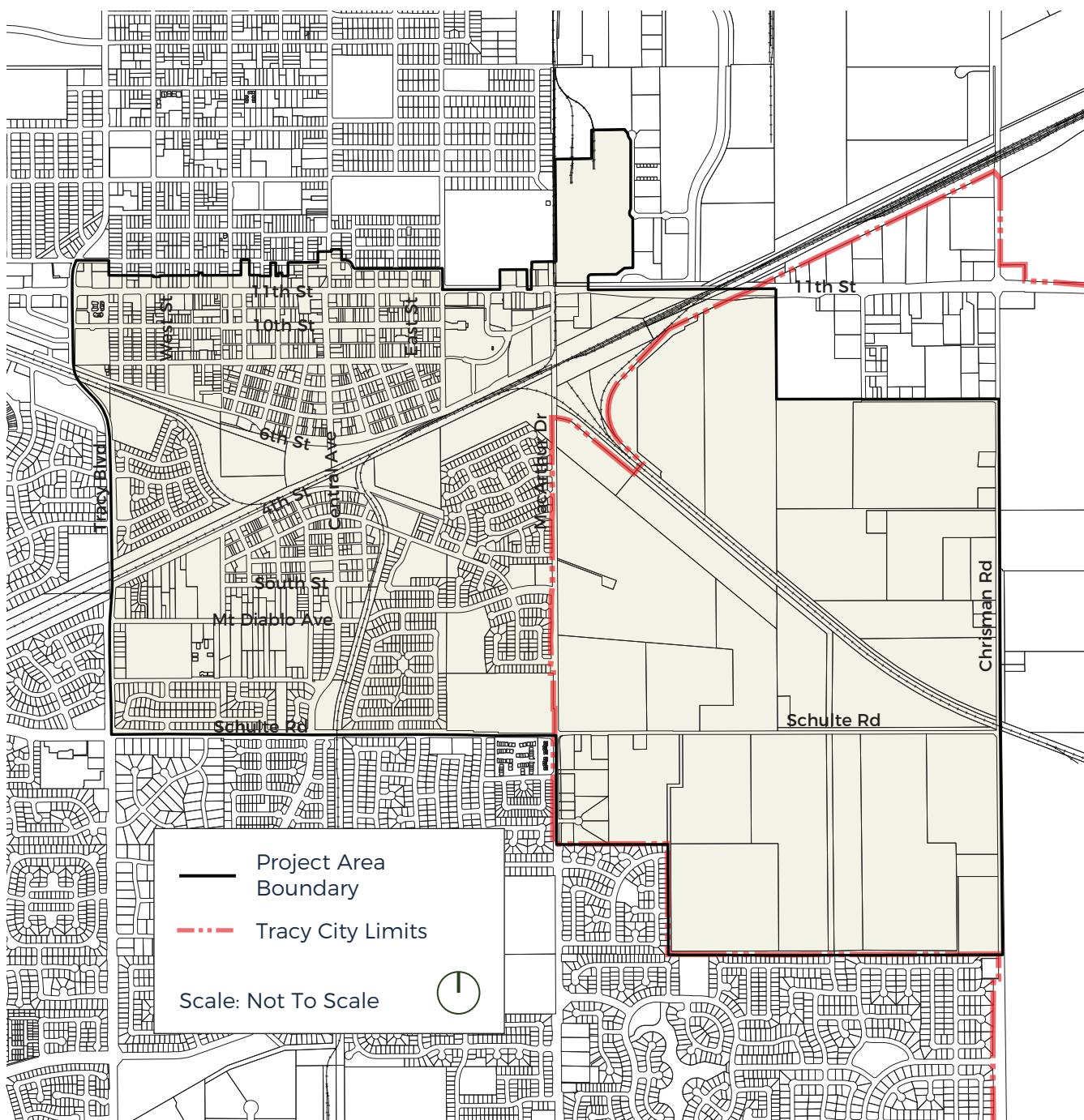
To reach as many people as possible, this outreach effort assumed a broad approach. This included a community workshop, an online survey, stakeholder interviews and meetings, and a working session with the Planning Commission. In an effort to keep these individuals and all City residents informed and interested in the planning process, the project team maintained a project-specific website and notified the community about participation opportunities.

The following list provides a basic introduction to the project's website, the community workshop and online survey, interactions with stakeholders, and public meetings. Each item includes a brief summary of the topics that were covered.

### Project Website

The consultant team maintained a project website ([www.TracyDowntownTOD.org](http://www.TracyDowntownTOD.org)) throughout the duration of the study's planning process. The website was unveiled at the project's outset and was frequently updated to include information about upcoming meetings and public events and project deliverables. The website also hosted the online survey (for a description of the surveys, refer to Community Workshop and Online Survey) and facilitated community members contacting the project team and signing up for the project's email list.

Figure 1-2: Local Context



### Stakeholder Discussions

The project team met and spoke with Valley Link representatives, the City of Tracy Transportation Advisory Commission, the Tracy City Center Association (TCCA), project area residents, and property owners to discuss the location of the commuter rail station and associated parking facilities, and the stakeholders' preferences regarding the project area's boundaries and the vision for development and access/circulation facilities in the project area.

## Community Workshop and Online Survey

To gather input from the community, the project team facilitated one community workshop and online survey as part of the study's outreach process.

On November 14, 2019, the project team hosted the workshop to receive the community's input on key topics related to the development of study. Approximately 30 members of the public attended the workshop. Following a presentation from the consultant team, which provided an overview of the project's purpose and process and key issues to address, workshop participants were asked to provide input on the following topics:

- » The community's vision for the project area;
- » The most important opportunity sites for development and/or change;
- » The desired character of future development and access, circulation, and other public realm improvements in the project area;
- » Assets and needs for the project area's six subareas: The Central Business District (CBD) Core, the 11th Street Corridor, the former Heinz site and environs (Employment Area), the Bowtie site, the Residential Neighborhoods, and the UR-1 site;
- » Preference/Support for key development and improvement opportunities associated with TOD, densification/intensification, the further mixing of uses, changes to support better access to the future Valley Link station, including improved mobility; and
- » Preference/Support for one of two or three options/alternatives that represent possible trade-offs associated with TOD development.

Following the community workshop, the project team hosted the online survey, a virtual version of the workshop, on the project's website from November 18 to December 2, 2019. 84 individuals participated in the survey.

The survey began with a brief description of the project, the survey's purpose, and the outreach process. The introductory section also provided a link to the project's website; participants were encouraged to review the sheet to learn more about the project prior to taking the survey. The remainder of the survey comprised an extensive series of questions that replicated all of the questions posed through the workshop's interactive activities.

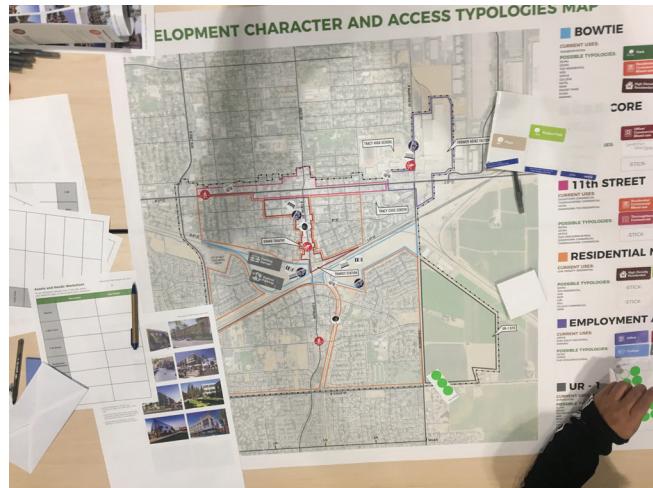
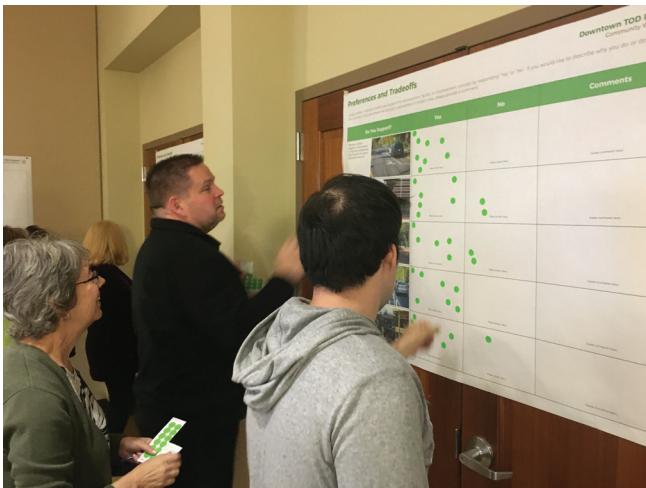
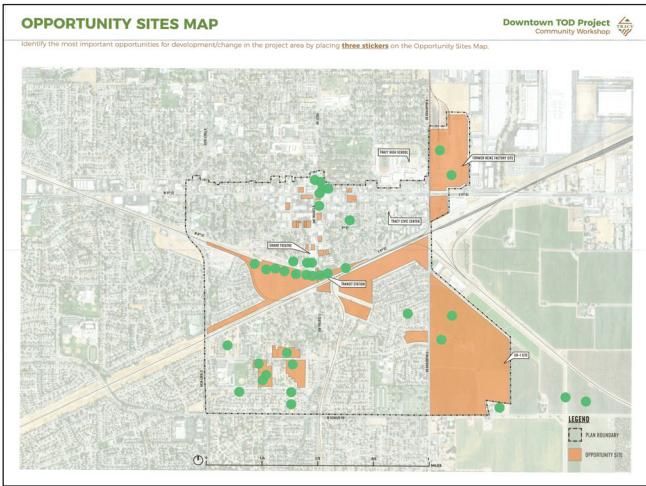
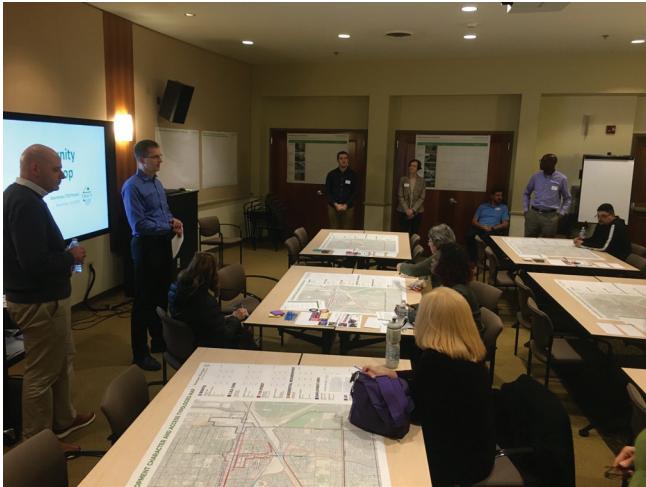
The project team used the workshop and the survey's results to initially develop the project's planning concept alternatives and eventually prepare the study's Preliminary Planning Concept.

## Planning Commission Working Session

On February 26, 2020, the project team presented and received the Planning Commission and the community's input on Downtown TOD Project at a working session. The topics discussed during the working session included the preliminary planning concept, the project area's envisioned character and intensity and pattern of development, and the project's outreach process and future phases.

## City Council Working Session

A description of the City Council Working Session will be prepared following the upcoming City Council Meeting.



## Community Workshop Opening Presentation, Activities, and Results



# CHAPTER 2:

# EXISTING CONDITIONS

This chapter includes an overview of the project area's existing conditions by land use, districts and neighborhoods, and circulation facilities. The chapter also describes the location and characteristics of the project area's opportunity sites.

The information presented in this chapter underpinned the development of the Preliminary Planning Concept. With the possibility of some additional analysis for select topics, the information can also be used as a foundation for future phases of the Downtown Transit-Oriented Development (TOD) Project.

The chapter is organized into the following sections:

- » 2.1 General Plan Land Use
- » 2.2 Circulation and Access
- » 2.3 Neighborhoods and Districts
- » 2.4 Opportunity Sites

## 2.1 General Plan Land Use

The Tracy General Plan is the guiding document for development in the City and project area. The General Plan identifies land use classifications and sets the direction for the development standards that apply within the project area.

As illustrated in Figure 2.1, the General Plan applies ten land use designations to the project area's parcels: Low Density Residential, Medium Density Residential, High Density Residential, Commercial, Office, Industrial, Downtown, Public Facility, Park Urban Reserve (UR)-1.

Table 2.1: General Plan Land Use summarizes the General Plan land uses by acreage, dwelling unit count, and nonresidential area within the project area and the 1/2 mile station area radius.

**Table 2-1: General Plan Land Use**

| Land Use Designation | Project Area    |                |                   | 1/2 Mile Station Area |                |                   |
|----------------------|-----------------|----------------|-------------------|-----------------------|----------------|-------------------|
|                      | Acreage         | Dwelling Units | Nonres. Area (sf) | Acreage               | Dwelling Units | Nonres. Area (sf) |
| Downtown             | 113.86          | 125            | 339,282           | 113.18                | 123            | 336,426           |
| Residential High     | 7.78            | 133            | -                 | 7.78                  | 133            | -                 |
| Residential Medium   | 225.51          | 1,712          | -                 | 193.36                | 1,453          | -                 |
| Residential Low      | 32.14           | 170            | -                 | 12.63                 | 50             | -                 |
| Office               | 0.94            | -              | 16,974            | 0.94                  | -              | 16,974            |
| Industrial           | 58.22           | 22             | 685,104           | 3.12                  | -              | 43,128            |
| Commercial           | 24.03           | 19             | 115,282           | 6.07                  | 11             | 15,890            |
| Public Facility      | 65.58           | -              | 5,527             | 37.99                 | -              | -                 |
| Park                 | 10.95           | -              | -                 | 10.95                 | -              | -                 |
| Urban Reserve-1      | 781.76          | 30             | 30,204            | -                     | -              | -                 |
| <b>Total</b>         | <b>1,367.82</b> | <b>2,211</b>   | <b>1,231,744</b>  | <b>412.82</b>         | <b>1,770</b>   | <b>451,789</b>    |

## 2.2 Circulation and Access

This section provides an overview of the motor vehicle, pedestrian, and bicycle, and transit networks, and parking facilities that exist in the project area.

### Street Network

As illustrated in Figure 2.2, the project area is primarily served by the following roadways:

- » 11th Street, a major arterial street, extends from east-to-west. The street or parcels adjacent to the street form most of the project area's northern boundary.
- » Chrisman Road, a major arterial street, extends from north-to-south and forms the project area's eastern boundary.
- » Schulte Road, a major arterial street, extends from east-to-west and forms a portion of the project area's southern boundary.
- » Tracy Boulevard, a major arterial street, extends from north-to-south and forms the project area's western boundary.

Figure 2-1: General Plan Land Use

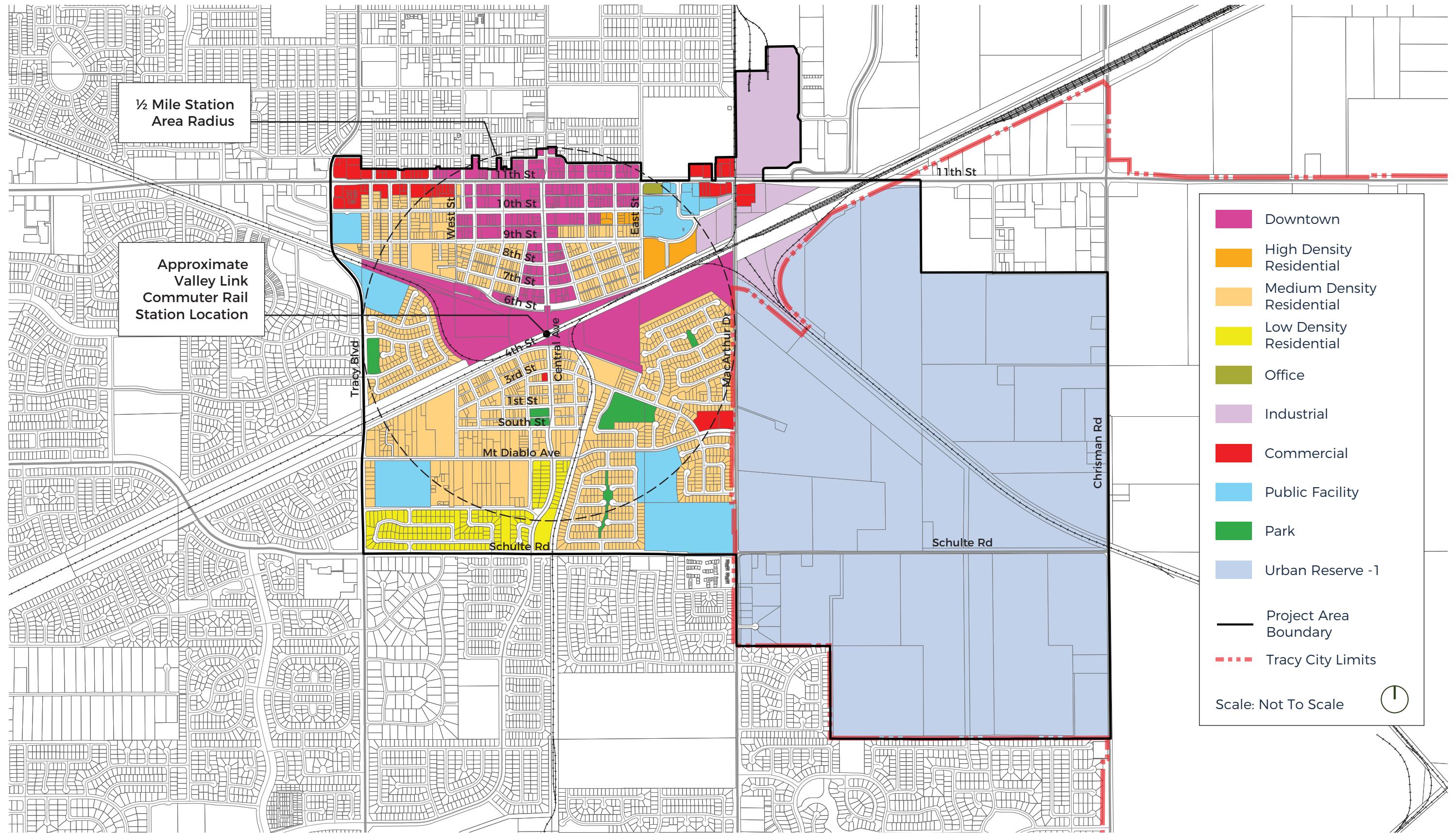
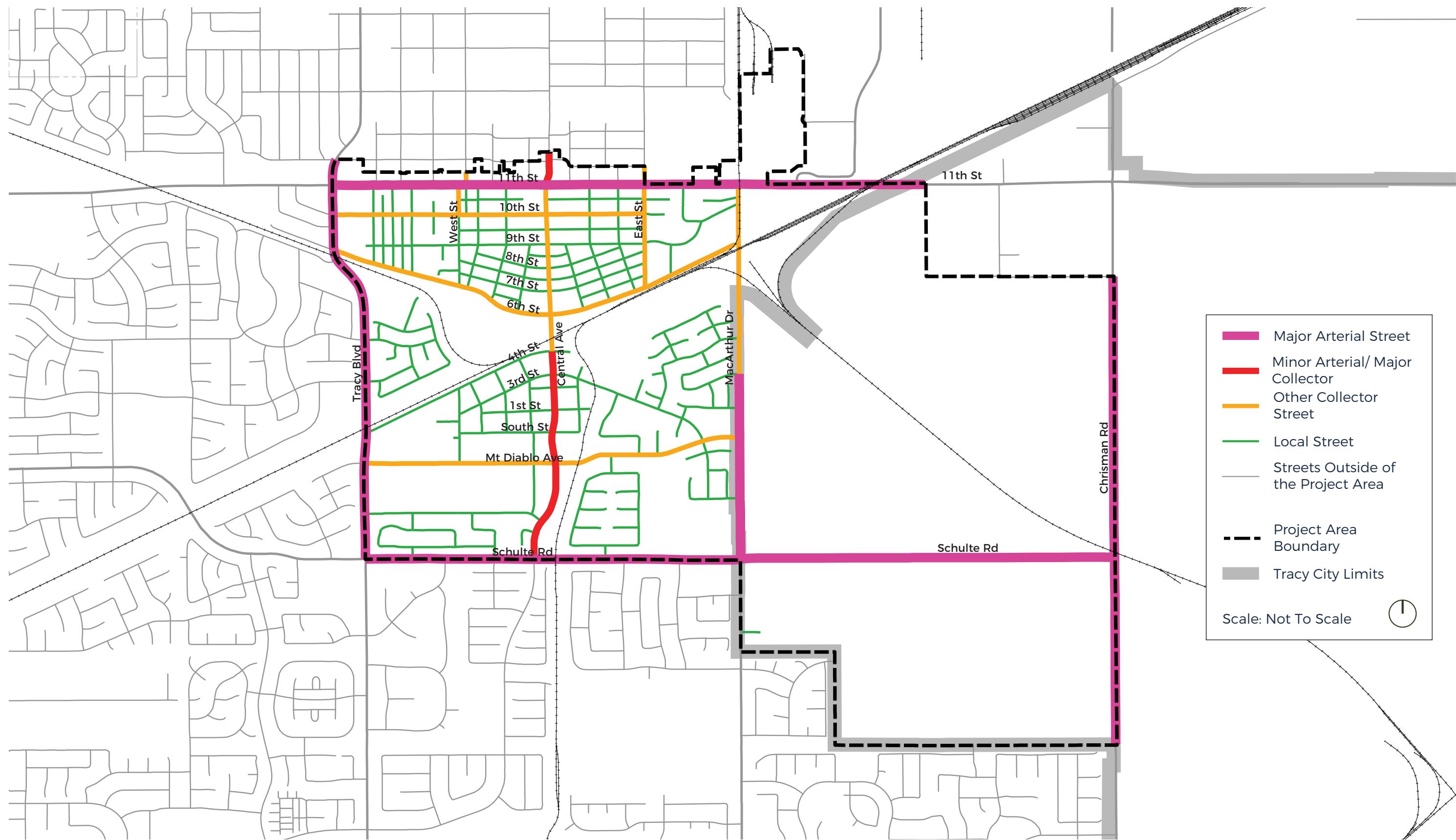


Figure 2-2: General Plan Circulation



- » MacArthur Drive, a major arterial street or collector street, depending upon location, extends from north-to-south and bisects the project area. The street defines much of the boundary between the project area's incorporated western half and unincorporated eastern portion.
- » Central Avenue/Holly Drive, a minor arterial or collector street, depending upon location, extends from north-to-south and serves as a central spine that extends through the center of the project area's incorporated portion.
- » 10th Street, a collector street, extends from east-to-west through the northern part of the project area's incorporated portion.
- » 6th Street, a collector street, extends from east-to-west through the central part of the project area's incorporated portion.
- » Mt Diablo Avenue, a collector street, extends from east-to-west through southern part of the project area's incorporated portion.
- » East Street, a collector street, extends from north-to-south through several blocks of the northern part of the project area's incorporate portion.
- » West Street, a collector street, extends from north-to-south through several blocks of the northern part of the project area's incorporate portion.

These routes generally provide access from the surrounding residential neighborhoods, employment areas, and commercial centers within the city and the adjoining portions of unincorporated San Joaquin County. The incorporated portion of the project area also contains an extensive local street network that serves the neighborhoods and districts, described in Section 2.3, within the project area. By contrast, the unincorporated, largely undeveloped portion of the project area currently lacks internal and/or local streets.

### Pedestrian and Bicycle Network

Pedestrian and bicycle movement within and through the project area is generally accommodated by existing streets and sidewalks. Within the incorporated portion of the project area, mobility is generally adequate, especially within the immediate vicinity, but somewhat constrained by the existing street network's lack of continuous and adequate pedestrian facilities in certain locations, and the lack of north-to-south connections across the Bowtie site. Within the project area's unincorporated portion, mobility is entirely constrained by the absence of roadways that extend into the area's interior.

### Transit Service

The Tracy Transit Center is served by bus transit services operated by the City of Tracy and the San Joaquin Regional Transit District (RTD).

The City of Tracy operates TRACER fixed-route and on-demand service in the downtown area. Seven TRACER fixed routes serve the Transit Center. While two routes operate at 30-minute headways, the other routes operate at 60-minute headways or during peak periods only. Within the downtown core, bus routes operate along Central Avenue and East Street for north-south travel and 7th, 10th, and 11th Streets for east-west travel.

The San Joaquin Regional Transit District (RTD) provides Tracy with intercity and regional transit service. RTD commuter routes stop at the Tracy Transit Center as part of travel between Downtown Stockton and Dublin/Pleasanton BART. RTD Hopper service connects the Tracy Transit Center with Stockton and Mountain House.

## Parking

Parking in Downtown Tracy is provided through a combination of on-street parking and off-street surface parking lots.

Almost all streets in the downtown area have on-street parking on both sides. While on-street parking is free throughout downtown, several streets have 2-hour time restrictions for parking during weekday business hours.

Additional parking is provided through parking lots generally located in the interior of blocks and accessed via alleys. These parking lots are a combination of publicly and privately-owned facilities. Similar to on-street parking, all off-street parking areas are free.

## Taxi and Ridesharing Service

Taxi service in the project area is provided by private operators that serve the greater San Joaquin County area and beyond. Additional ridesharing services, such as Uber and Lyft, are also available in the project area.

## 2.3 Neighborhoods and Districts

This section provides an overview of the project area's existing and potential neighborhoods and districts. Development within each of these areas shares a common identity, providing a localized sense of place within the larger project area. Because the neighborhoods and districts are largely developed, the Downtown TOD Study focuses on how future development can emulate, preserve, and enhance the characteristics of each area and the adjacent areas' existing development. The neighborhoods and districts are illustrated in Figure 2.3.

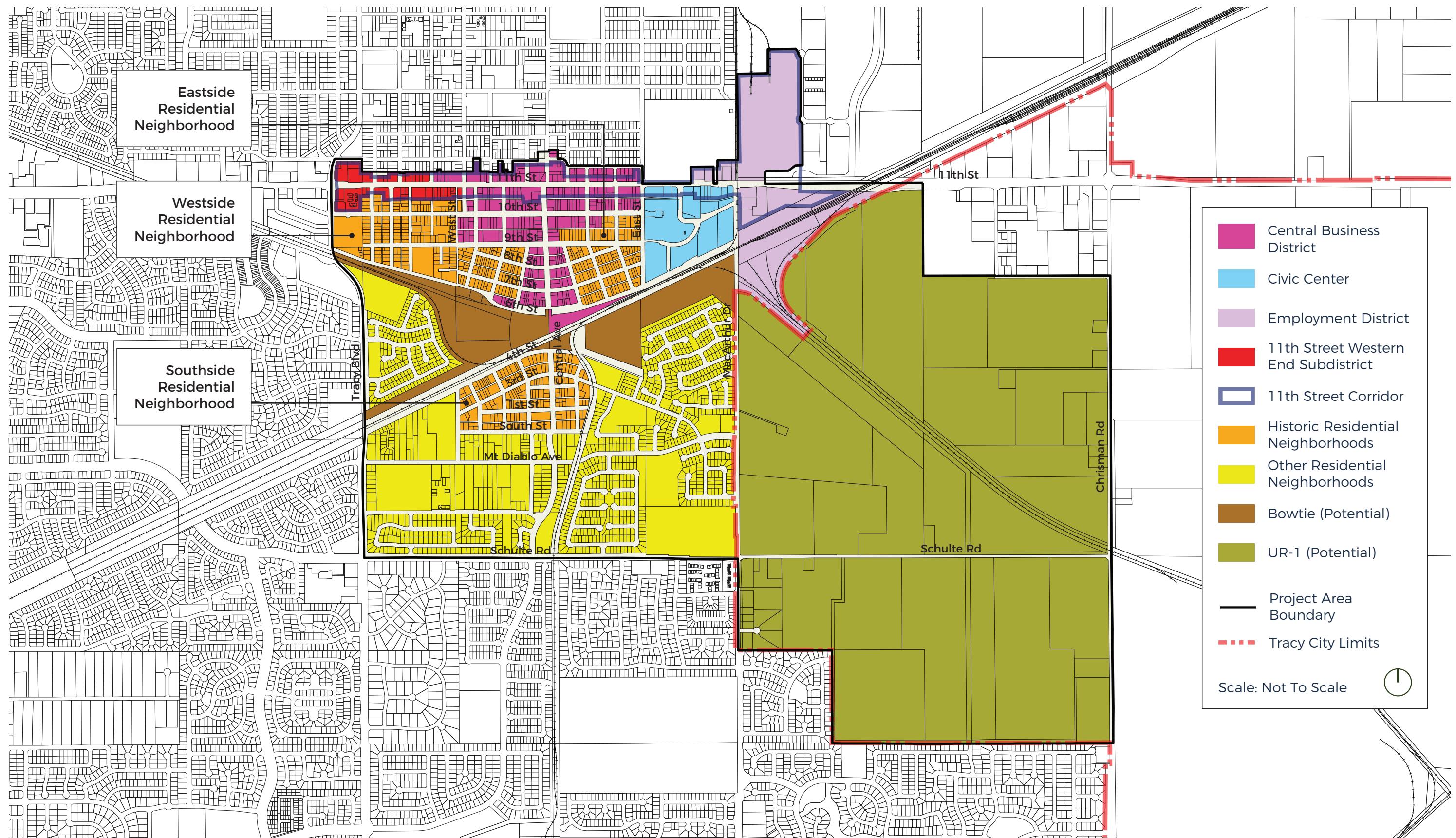
### Central Business District

Tracy's Central Business District is focused along its four established commercial streets: Central Avenue, 6th and 10th Streets, and a portion of 11th Street. The district is primarily defined by low scale, commercial and mixed-use development in the form of one- and two-story commercial buildings that include ground floor retail, restaurant, and entertainment uses, and upper floor offices. The district also includes one three-story building. Three landmark buildings, all located along Central Avenue, anchor the district: Tracy Inn to the north at the 11th Street intersection, and Grand Theatre and the Transit Station at or near the southern end of the district. The Central Business District generally presents a pedestrian-oriented, small scale urban form. Buildings maintain sufficient frontage along streets and are located adjacent to the adjoining sidewalk(s); off-street parking is located behind or beside buildings; and the area's blocks are compact. The presence of parking lots and vacant parcels along the district's aforementioned commercial streets does create the presence of "missing teeth" or gaps in the urban form, detracting somewhat from the presence of a continuous building street wall and resulting pedestrian-scaled urban form.

### 11th Street Corridor

11th Street serves as primary entry corridor into the project area, and major corridor for east-west traffic through the city between Interstate 5 to the east and Interstate 205 to the west. The corridor encompasses three unique sub districts. Around the MacArthur Drive intersection, this comprises a mixture of civic uses, including the edges of the Civic Center and Tracy High School, both commanding a strong presence along the street, and a variety of industrial and automobile/highway and heavy commercial uses. The corridor's central blocks, generally also included in the Central Business District, comprise a mixture of low-scale, mostly automobile-oriented commercial uses, encompassing smaller retail and office buildings typically separated from the street by parking lots. The westernmost portion of the corridor includes a mixture of commercial and residential uses.

Figure 2-3: Neighborhoods and Districts



## Existing Development Conditions



Commercial Storefronts Along 10th Street



Historic Commercial Buildings along Central Avenue



Commercial Storefronts Along Central Avenue



Commercial/Mixed-Use Buildings and Grand Theatre Along Central Avenue



Commercial/Mixed-Use Buildings and Streetscape Along 6th Street



Transit Center and 6th Street/Central Avenue Roundabout



6th Street Plaza



Looking East on 10th Street Towards Civic Center



Single-Family Homes and Streetscape in Eastside Residential Neighborhood



Small-Scale Multi-Family Residential Development in Eastside Neighborhood



Commercial Development Along 11th Street



The Former Heinz Factory Site



Bowtie Site with Outlying Residential Neighborhood Development Beyond



Home and Pathway in Outlying Residential Neighborhood



Homes in Outlying Residential Neighborhood

## Civic Center

Tracy's Civic Center exists as a mega-block within the northeastern portion of the project area. With circuitous through-access, the site disrupts the modified grid that occurs elsewhere in Downtown Tracy, establishing a unique identity and spatial character within the Project Area. The central plaza within the Civic Center campus has a park-like feel, while its edges contain a combination of public, city-operated and private light industrial uses, and large parking lots.

## Historic Residential Neighborhoods

### Westside Residential Neighborhood

A historic residential neighborhood occupies the western side of Downtown Tracy. The neighborhood incorporates a modified grid that transitions/shifts on either side of A Street. Streets are generally alley-loaded, allowing homes to have significant street presence, while supporting a walkable and well-treed street scene. The edges of this residential area are composed of commercial and cultural uses, most notably the Stein Continuation High School and the IPFES Tracy Portuguese Hall.

### Eastside Residential Neighborhood

A second historic residential neighborhood occupies a portion of the eastern side of Downtown, sandwiched between the CBD and the Civic Center. Though smaller than the Westside Residential area, it mirrors the Westside Residential Neighborhood's framework, including alley-loaded streets, prominently placed smaller single-family homes, and prominent street trees, thus presenting an appealing street scene.

### Southside Residential Neighborhood

A third historic residential neighborhood occupies the southernmost portion of Downtown, south of the Bowtie site. The neighborhood lacks the visual cohesion of its two more northerly counterparts, but does incorporate a modified grid, anchored by Central Avenue and a neighborhood park.

## Other Residential Neighborhoods

Beyond the three aforementioned historic neighborhoods, the project area includes several other newer neighborhoods that are generally located at the periphery of the project area's incorporated portion. The neighborhoods feature a range of property and house sizes, generally newer development, and a less well-connected loop and cul-de-sac street system. Multi-use paths, generally connected or leading to open spaces, helps mitigate this condition and potentially provide a foundation for additional separated bike/pedestrian facilities to improve connectivity elsewhere in the project area.

## Potential Neighborhoods and Districts

The project area includes two large undeveloped areas: the Bowtie site and UP-1. While the areas' lack of development preclude them from being identified as one or more districts and/or neighborhoods, both sites exist at a sufficient scale to support their future identities as such.

## 2.4 Opportunity Sites

Based upon the project area's existing developed conditions, the following five kinds of opportunity sites, as illustrated in Figure 2.4, could support transit-oriented and/or supportive development.

### Bowtie Site

The Bowtie site, occupying a central location within Downtown and the proposed location for the commuter rail station, represents a key opportunity site. The site will require acquisition from Union Pacific Railroad and extensive environmental remediation, and is constrained by the presence of the various railroad lines, but it represents a unique opportunity within the project area to accommodate an influx of higher density multi-family residential units. Future development may also be able to provide improved connectivity across the site, potentially connecting the northern portions of Downtown to the Southside Neighborhood and Central Avenue to MacArthur Drive and UR-1 beyond.

### Urban Reserve-1

UR-1 is the project area's largest opportunity site. While the entire site is located outside of the  $\frac{1}{2}$  mile station area radius, its development into a mixture of medium and high density residential neighborhoods, combined with the appropriate connections and local transit service, can support transit ridership. To accommodate the large growth area, UR-1 will also benefit from commercial development that serves the needs of its residents and employees.

### Central Business District Infill and Redevelopment Sites

As previously mentioned, the Central Business District, even along its established commercial streets, includes gaps in its urban form that are either vacant or utilized for parking. Such sites could occupy one to four story mixed-use buildings. Because the district prominently exhibits a mixture of historic architectural styles and design characteristics and generally exists at a smaller scale, future infill development should be designed to compliment existing architectural and design motifs and respect the established sense of scale through upper story building stepbacks, the inclusions of small open spaces, and similar approaches.

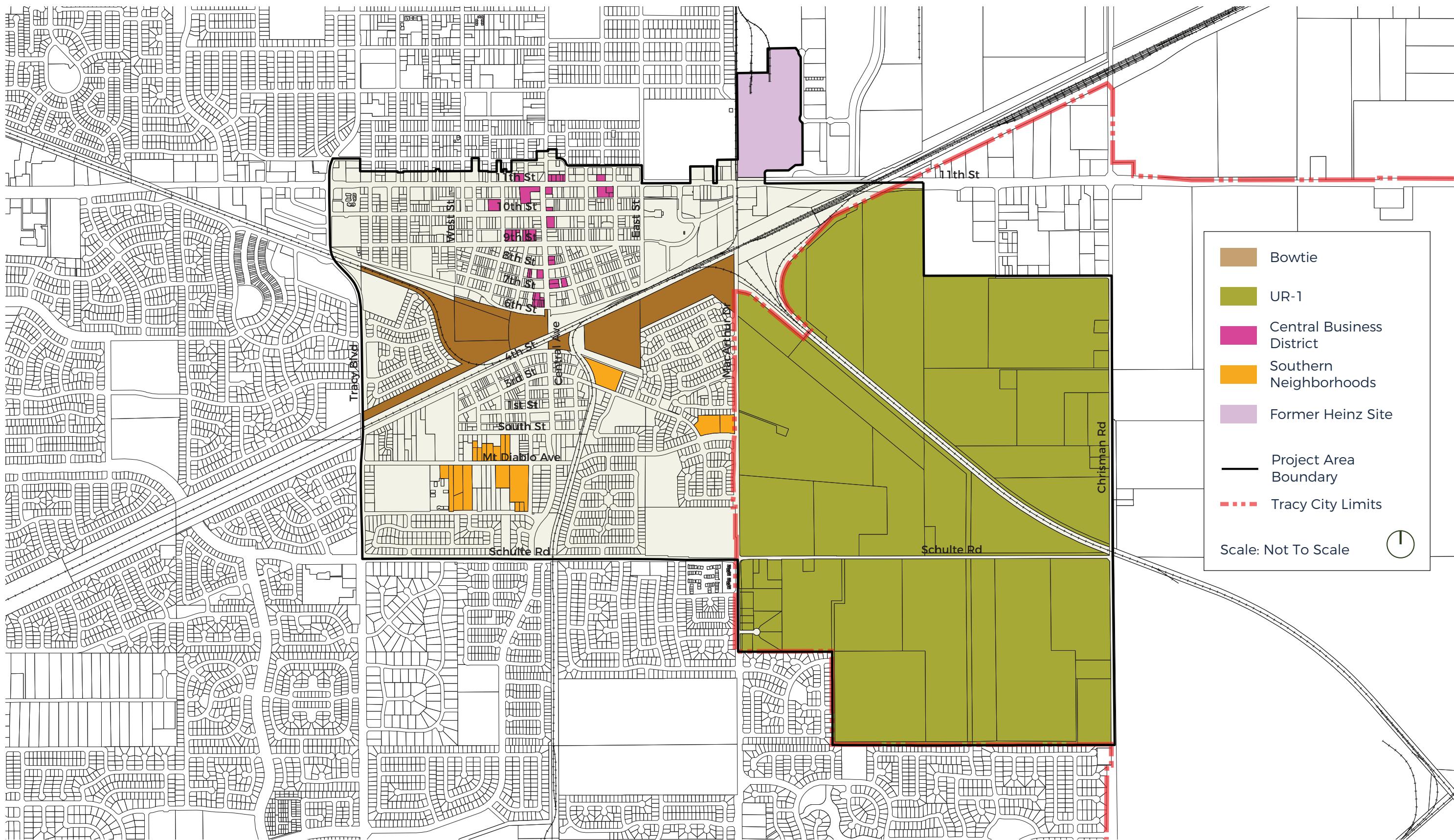
### Southern Neighborhoods Infill Sites

Several of the neighborhoods located in the southern half of the project area south of the Bowtie site include sizable vacant or underutilized sites. Because the sites are located within the  $\frac{1}{2}$  mile station area radius, they provide an excellent opportunity within the otherwise built out neighborhoods to support residential development at densities that are more ideally supportive of transit ridership, while providing residents with a broader range of housing opportunities. The surrounding residential development generally comprises small lot single family homes and lower density multi-family residential development, so future development on the sites should be designed to reflect the characteristics of the surrounding lower scale and density development and incorporate scaled back massing at the sites' peripheries.

### Former Heinz Factory Site

The former Heinz factory site, located at the northeastern corner of 11th Street and MacArthur Drive, represents the greatest opportunity to bring one or more larger employment uses into the project area. The existing factory building, reflective of mid Twentieth Century industrial architectural motifs, could, depending upon the building's condition, accommodate one large employer or the incubation of a combination of light industrial, research and development, professional office, and/or commercial uses. The site is located just outside the  $\frac{1}{2}$  mile station area radius, also making the site a potentially attractive option for Bay Area business who are attempting to grow their operations in the Central Valley.

Figure 2-4: Opportunity Sites



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# CHAPTER 3:

# PRELIMINARY PLANNING CONCEPT

This chapter describes the Downtown Transit-Oriented Development (TOD) Study's Preliminary Planning Concept, the City's potential framework for supporting TOD within the ½ mile Valley Link commuter rail station area radius and transit-supporting development beyond, encouraging revitalization within Downtown, and enabling new development within Urban Reserve (UR)-1. The chapter also provides several components that support and/or inform the concept, including the study's preliminary vision statement and principles, the concept's preliminary land use designations, preliminary recommendations for circulation improvements and parking strategies, conceptual site designs for several of the project area's opportunity sites, and the concept's preliminary growth projections for the project area.

This chapter is organized into the following sections:

- » 3.1 Preliminary Vision
- » 3.2 Preliminary Land Use Designations
- » 3.3 Preliminary Planning Concept
- » 3.4 Preliminary Circulation Improvement Recommendations
- » 3.5 Preliminary Parking Strategy Recommendations
- » 3.6 Conceptual Site Designs for Key Opportunity Sites
- » 3.7 Preliminary Growth Projections

### 3.1 Preliminary Vision

This section presents the preliminary vision for the Downtown TOD Project Area (project area). The preliminary vision comprises a preliminary vision statement and eight preliminary vision principles. The preliminary vision statement is an aspirational description of how the project area should look and function when the Downtown TOD Study is further implemented through the project's future phases and the project area's eventual development. The preliminary vision principles support and implement the preliminary vision statement by providing the framework for the Preliminary Planning Concept. The statement and principles were derived from the community's input during the project's community workshop and online survey, stakeholder interviews and meetings, the Planning Commission's input and recommendations, and implementation of the General Plan's direction for the project area.

#### Preliminary Vision Statement

The Tracy Downtown TOD project area is the vibrant, well-connected, mixed-use, transit-oriented and supportive heart of the city. The area includes ample housing options affordable to a wide range of incomes; a central business district that serves as the community's central shopping, dining, and entertainment destination; outlying neighborhood-serving retail centers; a broad mixture of employment uses; the city's civic center campus; public amenities; and a variety of open spaces. The area is served by a transportation network that provides pedestrians, bicyclists, automobiles, rideshare, transit, and other emerging transportation modes with safe and efficient access to the station and other destinations within the project area, the city at large, and the region beyond.

#### Preliminary Vision Principles

- » Principle 1: Accommodate a significant concentration of new residential development within ½ mile of the planned Valley Link commuter rail station (the station area) to support Valley Link's requirement for the station area to accommodate, at minimum, an average of 2,200 residential units.
- » Principle 2: Enable the development of new mixed-density neighborhoods on the Urban Reserve (UR-1) site in a manner that supports Valley Link ridership.
- » Principle 3: Encourage additional commercial development, including unique, high quality shopping and dining, open space and ample outdoor seating, and proper ambiance, along Central Avenue and 10th and 11th Streets that strengthens the CBD's identity as city's core commercial area.
- » Principle 4: Accommodate the development of new commercial centers in UR-1 that meets the convenience shopping needs of people who live and/or work in the adjacent areas.
- » Principle 5: Selectively accommodate additional employment-generating development, including professional office, light industrial, research and development, and incubator uses in the Central Business District and UR-1, and along the 11th Street corridor.
- » Principle 6: Provide a range of open spaces to support the surrounding uses and enhance the project area's aesthetics and quality of life.
- » Principle 7: Maintain the project area's small town feel and character by preserving its historic and iconic buildings and open spaces and requiring new development to compliment the characteristics of the area's existing urban form.
- » Principle 8: Provide safe, comfortable, and convenient access to the transit station and to destinations within and beyond the project area for all users and modes of transportation.

### 3.2 Preliminary Land Use Designations

This section establishes the twelve land use designations that appear on the Preliminary Planning Concept. The designations implement the Downtown TOD Study's preliminary vision for the project area. If the City proceeds with adopting one or more planning tools to implement the planning concept, as described in Chapter 3, General Plan and Zoning Ordinance amendments will likely be required to establish consistency between the project's finalized planning concept; the General Plan's vision, policies, and land use designations and map; and zoning districts and the zoning map. See figure 2.1, Preliminary Planning Concept, for specific parcel designations within the project area.

Densities specified in this study are expressed in units per gross acre. Gross acreage shall include land dedicated for any public use (including but not limited to streets, schools, parks, fire stations and detention basins). Land set aside for public facilities and for which reimbursement will be received is not to be included in density calculations (i.e. schools and detention basins). The extent to which facilities are provided will help determine the actual number of units per acre that will be allowed.

#### Downtown

- » 2.5 Max Floor-to-Area Ratio (FAR)
- » 15 – 50 dwelling units per acre (du/acre)

The Downtown designation provides for an integrated mix of high-intensity uses to support and reinforce the Central Business District's roles as the heart of the city and its central shopping, dining, and entertainment district. The designation encourages a pedestrian-oriented environment, vertical mixed-use development, a diverse mix of public and private uses, streets on a grid or modified grid, multi-modal design, and direct pedestrian and bicycle connections to residential neighborhoods. The designation strongly encourages active ground floor uses, such as retail and restaurants, along Central Avenue and 10th and 11th Streets, and upper floor residential and office uses. Allowed uses include retail, office, consumer service, multi-family residential, and cultural and public-serving uses.

#### TOD Office/Residential

- » 2.5 Max FAR
- » 15-50 du/acre

The TOD Office/Residential designation supports intense residential and/or office development within walking distance of the commuter rail station on outlying portions of the Central Business District that are separated from district's established commercial corridors of Central Avenue and 10th and 11th Streets. The designation is primarily intended to accommodate multiple story apartment, condominium, and/or office buildings, but also allows attached and detached townhouses, triplexes, fourplexes, and garden apartments.

#### TOD Residential

- » 15.0 – 50.0 du/acre

The TOD Residential designation supports intense residential development within walking distance of the commuter rail station and that is compatible with the Central Business District. The designation is primarily intended to accommodate multiple story apartment and/or condominium buildings, but also allows attached and detached townhouses, triplexes, fourplexes, garden apartments, and parks and plazas.

## High Density Residential (HDR)

- » 12.0 – 25.0 du/acre

The High Density Residential designation supports relatively intense single-family and a wide range of multi-family residential housing typologies, including cluster single-family housing, attached and detached townhouses, triplexes, fourplexes, garden apartments, and multiple story apartment and condominium buildings; along with related uses, such as parks and schools.

## Medium Density Residential (MDR)

- » 5.9 – 12.0 du/acre

The Medium Density Residential designation supports a wide range of single-family and less intense multi-family residential typologies, including zero lot line, small lot, and cluster single-family housing, duplexes, triplexes, fourplexes, attached and detached townhouses, and garden apartments, along with related uses, such as parks and schools.

## Low Density Residential (LDR)

- » 2.0 – 5.8 du/acre

The Low Density Residential designation supports a wide range of single-family residential typologies, ranging from zero lot line, small lot, and clustered housing to conventional large lot housing, and related uses, such as parks and schools.

## Office/Industrial Mixed Use

- » 1.0 Max FAR

The Office/Industrial Mixed Use designation supports a wide range of office and light industrial development. The designation is intended for the seamless integration of office and light industrial uses with supporting retail and service uses. Offices may be developed in an office park setting, but most office and light industrial development stands alone. Commercial and other support services may be integrated vertically and/or horizontally, but the predominant use of integrated developments is office and/or light industrial.

## Office

- » 1.0 Max FAR

The Office designation is primarily intended to accommodate professional office and related uses. Other allowed uses include high-tech, medical/hospital, legal, insurance, government, and similar uses.

## Industrial

- » 0.5 Max FAR

The Industrial designation accommodates industrial parks, warehouses, distribution centers, light manufacturing, flex/office space, research and development, public and quasi-public uses and similar and compatible uses.

## Commercial

- » 1.0 Max FAR

The Commercial designation accommodates retail and consumer service uses that serve the needs of the surrounding neighborhoods and employment centers and districts. The designation requires centralized locations, adequate access by all modes of transportation, compatibility with other surrounding uses, and consistent design with the community. Allowed uses include grocery and convenience stores, salons, professional offices, restaurants, auto service stations, drug stores, dry cleaners, day care centers, and banks.

## Public Facility (PF)

The Public Facility designation provides for government owned facilities, public and private schools, institutions, civic uses and public utilities, and quasi-public uses such as hospitals and churches.

## Park (P)

The Park designation provides for neighborhood, community and regional parks, golf courses, and other outdoor recreational facilities within urban development. Specific uses include public recreation sites, including ball fields, tot lots and play apparatus, adult softball and soccer playing fields, swimming pools, community center buildings, meeting facilities, libraries, art centers, after school care facilities, art in public places, facilities for night-time recreation, trails benches, interpretive markers, picnic areas, barbecue facilities, landscaping, irrigation, city wells, trees and natural habitat areas.

## 3.3 Preliminary Planning Concept

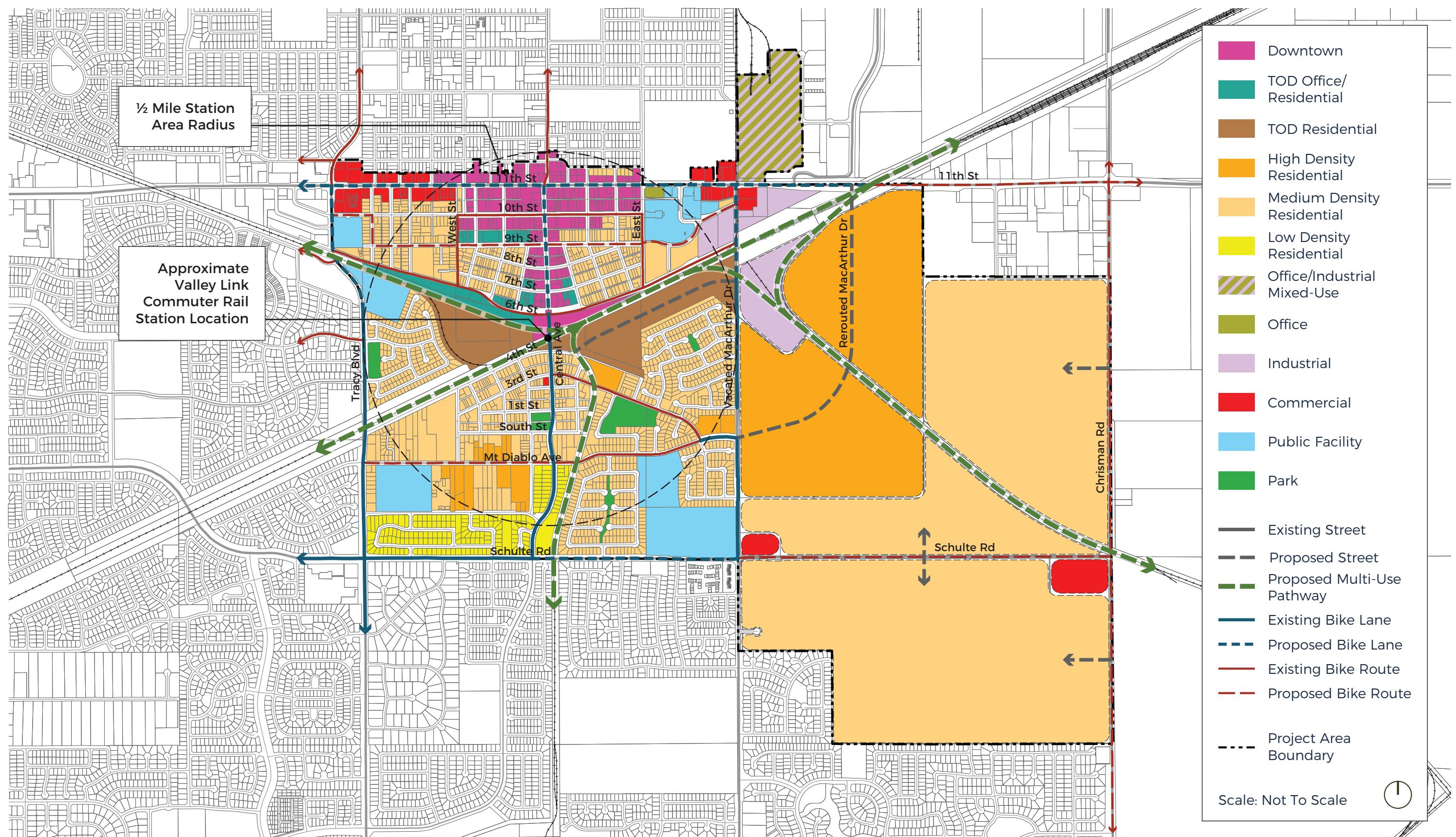
The Preliminary Planning Concept, shown in Figure 3.1, illustrates the study's initial recommendation for how to plan for TOD within the station area and transit-supporting development beyond, encourage revitalization within Downtown, and enable the development of UR-1. The concept is based upon and implements the preliminary vision statement and principles, included in Section 3.1, and incorporates the land use designations, included in Section 3.2. The concept comprises the land use and access/circulation components described in the following subsections.

### Land Use Components

- » On developed properties within the ½ mile station area and the remaining incorporated portions of the project area, the concept generally applies designations that are consistent with the General Plan Land Use Map and the Zoning Map. This includes the application of Low Density Residential (LDR) and Medium Density Residential (MDR) within established residential neighborhoods; Public Facility (PF) to the Civic Center campus, the Public Works Facility along Tracy Boulevard, Stein Continuation High School and South/West Park Elementary School, and the Tracy Public Cemetery; and Commercial (C), Industrial (I), and Office (O) along the 11th Street corridor east of East Street. This component is intended to preserve and enhance the characteristics of these existing neighborhoods, employment-generating districts, and public/quasi-public uses that form much of the City's core area.

- » Also consistent with the General Plan Land Use Map and the Zoning Map, the concept applies the Downtown (D) designation to most of the Central Business District. While the designation allows the same mixture of commercial, office, and residential uses, and at the same density range of 15 to 50 du/acre, it differs from the current General Plan land use designation and zoning district by allowing a maximum floor-to-area ratio (FAR) of 2.5, rather than the current maximum FAR of 1.0. The designation also strongly encourages active ground floor uses along Central Avenue and 10th and 11th Streets. This component is intended to support shopping and dining, while providing the flexibility to accommodate other commercial and employment uses, on the ground floor along Downtown's established commercial corridors, and support relatively intense vertical mixed-use development at a scale that complements the district's existing urban form and maximizes TOD opportunities associated with the wood frame over concrete base construction.
- » The concept also applies the Downtown (D) designation to the Transit Station and the portions of both halves of the Bowtie site immediately adjacent to Central Avenue. This component is intended to extend the Central Avenue commercial corridor through the Bowtie, providing a connection to the project area's southside neighborhoods and gateway to commuter rail riders visiting Downtown.
- » The concept applies the TOD Residential designation to most of the remainder of the Bowtie site. The new designation allows multi-family residential development at 15 to 50 du/acre. This component is intended to support residential development at a density that is consistent with TOD best practices and the Central Business District's development intensity.
- » The concept applies the TOD Office/Residential designation to the remainder of the Central Business District, around the district's periphery along 6th, 7th, and 9th Streets, and the remainder of the Bowtie site, on the western half of site adjacent to 6th Street. This new designation allows multi-family residential development at 15 to 50 du/acre, and office development at a maximum of FAR of 2.5. This component is intended to support office, residential, or office/residential mixed use development on those Downtown sites located away from the established commercial corridors, and at densities and intensities that complement the district's existing urban form and maximizes TOD opportunities consistent with the wood frame over concrete base construction.
- » The concept applies the High Density Residential (HDR) designation to five infill opportunity sites within the project area's southside neighborhoods. One of the sites is located just south of the eastern half of the Bowtie site along 3rd Street. The remaining four sites are located along Mt Diablo Avenue, an important circulation route through the southside neighborhoods. On all but one site, this change represents an up designation/zone from the existing Medium Density Residential designation, thus increasing the density range from 6 to 12 du/acre to 12 to 25 du/acre. On the remaining site, the HDR designation replaces a Commercial (C) designation. This component is intended to support residential development on station area infill sites within a modestly higher density range that will increase the number of people residing within the station areas and provide additional housing choices.
- » Within UR-1, the concept generally applies designations that support the development of mixed densities neighborhoods. The site's northwestern quadrant, located just beyond the station area, is occupied by High Density Residential (HDR). With the exception of two neighborhood-serving commercial centers, located at the northeastern intersection of MacArthur Drive and Schulte Road and the southwestern intersection of Chrisman and Schulte Roads, the remainder of the site is designated Medium Density Residential (MDR). This component will support the development of significant new residential units, over time as allowed by the City's growth management ordinance, and at densities that support commuter rail ridership, along with commercial centers that satisfy the residential neighborhoods' convenience needs within walking and/or biking distance.

Figure 3-1: Preliminary Planning Concept



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- » A single UR-1 parcel, located in the northwestern portion of the site, east of MacArthur Drive and just south of the more southernly railroad tracks that bisect the site, is designated Industrial (I). This component is intended to preserve the site's existing industrial development, which serves as the southern terminus of the employment-generating uses that extend southward along MacArthur Drive from 11th Street.
- » While not illustrated, the concept assumes that new development, especially on sites designated for increased development intensity, will be designed to avoid conflicts with surrounding existing development. This consideration can be addressed through the adoption of design protocols that require new development to be designed in a manner that complements the architectural/aesthetic characteristics, scale, and configuration of the surrounding existing development.

### Access and Circulation Components

- » The concept includes a multi-use bicycle and pedestrian pathway along the south side of the rail corridor. This will provide a direct connection to the Downtown core and the Valley Link station from the UR-1 parcel to the east.
- » A new east-west street will connect the station area to MacArthur Drive. The roadway will connect to E. 4th Street immediately to the east of the Valley Link parking area and the rail spur. Near the station, the new street will be aligned to form a continuous east-west route from E. 4th Street into the Bowtie site. The north-south portion of 4th Street will then “tee” into this east-west route. At the eastern edge of the Bowtie site, the new street will turn south to connect with the existing MacArthur Drive.
- » The concept identifies the conceptual realignment of MacArthur Drive through UR-1. The street will play a critical role in providing access to and shaping how development occurs on the site. The MacArthur Drive realignment will include a grade-separated rail crossing and improve north-south through circulation as an alternative to Central Avenue.
- » Supporting trail access through bike facilities and pedestrian infrastructure will be important to promoting the use of multi-use trails in Tracy, particularly for trips that are outside of reasonable walking distances. On-street and off-street bike facilities are already included in this strategy as a leading factor in density and development opportunities within the area bounded by 11th Street, MacArthur Drive, Schulte Road, and Tracy Boulevard. In the UR-1 opportunity site, internal bike/ped infrastructure will need to be constructed and connected with existing and planned facilities.
- » The concept assumes that new connections to existing streets will be established as part of the development of the Bowtie site parcels. New connections may be restricted to bicyclists and pedestrians only as a way to protect existing neighborhoods while providing improved access to the Valley Link station. In particular, bike/ped connections should be explored between the Bowtie parcel and Evans St. and Falcon Ct. to the southeast. These connections in conjunction with an internal street network serving Bowtie development will provide more direct access to the Valley Link station, both for existing residents and for future residents of the UR-1 parcel to the east.
- » Additional pedestrian circulation improvements will focus on improving safety and comfort within the project area. Improvements include filling in missing or incomplete sidewalks along neighborhood streets, streetscape improvements in conjunction with mixed use development, and improvements at intersections to shorten crossing distances for pedestrians and improve visibility.
- » While not illustrated, the concept also assumes that a large parking lot or structure will be constructed to accommodate commuter rail riders who drive to the station area from project area's outlying areas or elsewhere in the city. This will likely be located in the Bowtie site, near Central Avenue.

### 3.4 Preliminary Circulation Improvement Recommendations

Transit-oriented and supporting development provides an opportunity to improve existing streets within the project area to maximize walking, biking, and transit connections to and from the commuter rail station. To achieve this, design improvements should:

- » Decrease crossing distances for pedestrians,
- » Improve safety for bicyclists, and
- » Increase the visibility of both pedestrians and bicyclists.

Using existing envisioned streets that will play an important role in providing connections to the commuter rail station and through the project area, the following pages describe and illustrate preliminary recommendations for how the streets can be modified or constructed to support safety and mobility. The improvements are considered “moderate” because street widths do not change. This approach is intended to balance the need to accommodate significant volumes of vehicular traffic and the ability to more readily achieve implementation.

#### 11th Street

11th Street (State Route 205) is a 70-foot-wide 4-lane major arterial that runs east-west north of the station, connecting outside of the project area and the city to Interstates 5 and 205. In the project area, 11th Street's adjacent land uses are predominantly commercial. Most destinations along Eleventh Street in the project area are located within a 20-minute walk of the station. Near the intersection with Central Avenue, walking distances to and from the station are reduced to 10 minutes.

As shown in Figure 3-2, a 9-foot center turn lane separates two vehicle travel lanes in two directions. The 8 and 9-foot sidewalks are sufficiently wide for people walking on a commercial corridor. There is opportunity to improve safety for bicyclists, pedestrians, and drivers by replacing the center turn lane with a median and dedicated left-turn pocket at major intersections. This improvement aims to decrease conflict between vehicles and bicyclists or pedestrians and provides an opportunity for a median refuge to shorten crossing distances for pedestrians. Figure 3-3 and Figure 3-4 show these improvements at Eleventh Street mid-block and at major intersections, respectively.

Figure 3-2: 11th Street Section Showing Existing Conditions



Figure 3-3: 11th Street Section Showing Mid-Block Improvements



Figure 3-4: 11th Street Section Showing Improvements at Major Intersection



## Central Avenue - Downtown

Extending between the future commuter rail station and 11th Street, Central Avenue is an 80-foot collector street that runs north-south, connecting destinations and local streets within Downtown. From the station to 11th Street, Central Avenue's adjacent land uses are commercial. Destinations on Central Avenue between the station and Ninth Street are within a 5-minute walk of the station. Between 9th Street and 11th Street, walking distances to and from the station increase to 10 minutes.

As shown in Figure 3-5, diagonal parking, incorporating street tree wells, is currently available on both sides of Central Avenue. The 12-foot vehicle lane widths provide ample room for drivers. The 8-foot sidewalks are sufficiently wide for people walking in this area. In this segment of Central Avenue, there is also opportunity to increase the visibility of and decrease crossing distances for pedestrians by expanding the curb. Figure 3-6 describes these improvements with a callout box, and an example of a curb extension, or "bulb-out", is shown in Figure 3-7.

Figure 3-5: Downtown Section of Central Avenue Showing Existing Conditions

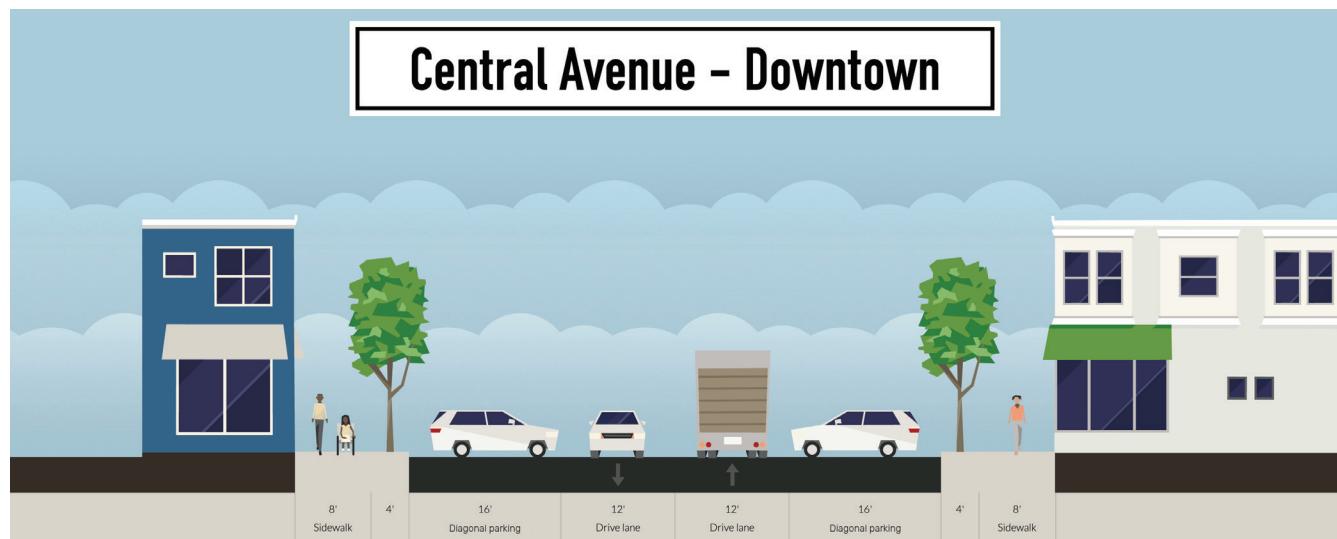
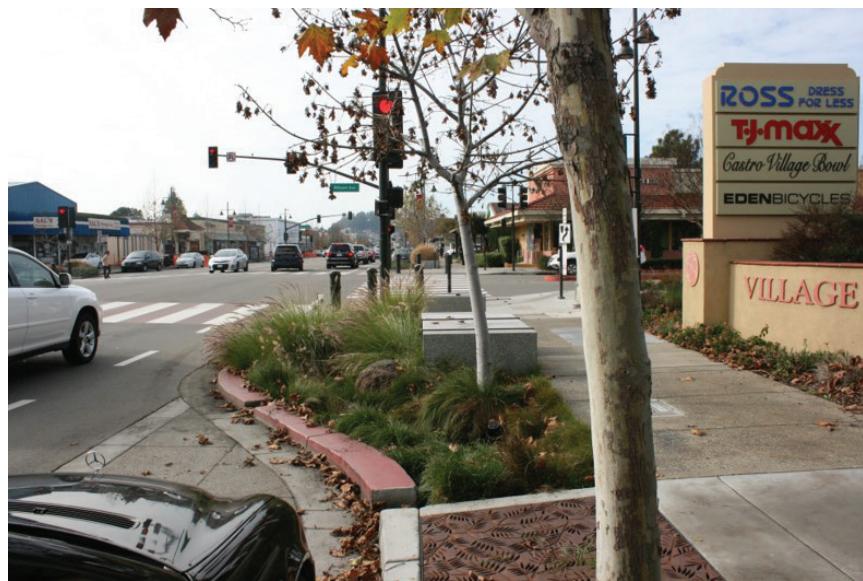


Figure 3-6: Downtown Section of 11th Street Showing Improvements



Figure 3-7: Example Curb Extension or "Bulb-Out"



### 3rd Street

3rd Street is a 50-foot local street that runs east-west south of the commuter rail station, terminating at West Street and Hotchkiss Street. Third Street's adjacent land uses are predominantly residential and connect to Hoyt Park. Third Street between Central Avenue and Mt Diablo Avenue is a bike route. Between approximately West Street and Dale Odell Drive, homes on 3rd Street are within a 5-minute walking distance of the station. Between Dale Odell Drive and Mt Diablo Avenue, homes on 3rd Street are within a 10-minute walking distance of the station.

As shown in Figure 3-8, parking is currently available on both sides of 3rd Street. The 12-foot vehicle lane widths provide ample room for drivers. The 6-foot sidewalks are sufficiently wide for people walking in a residential neighborhood. There is opportunity to improve conditions for people bicycling by reallocating roadway space on 3rd Street, expanding and enhancing Tracy's bicycling network. Figure 3-9 shows a buffered bicycle lane on the south side of the street, which also serves Hoyt Park.

Figure 3-8: 3rd Street Section Showing Existing Conditions

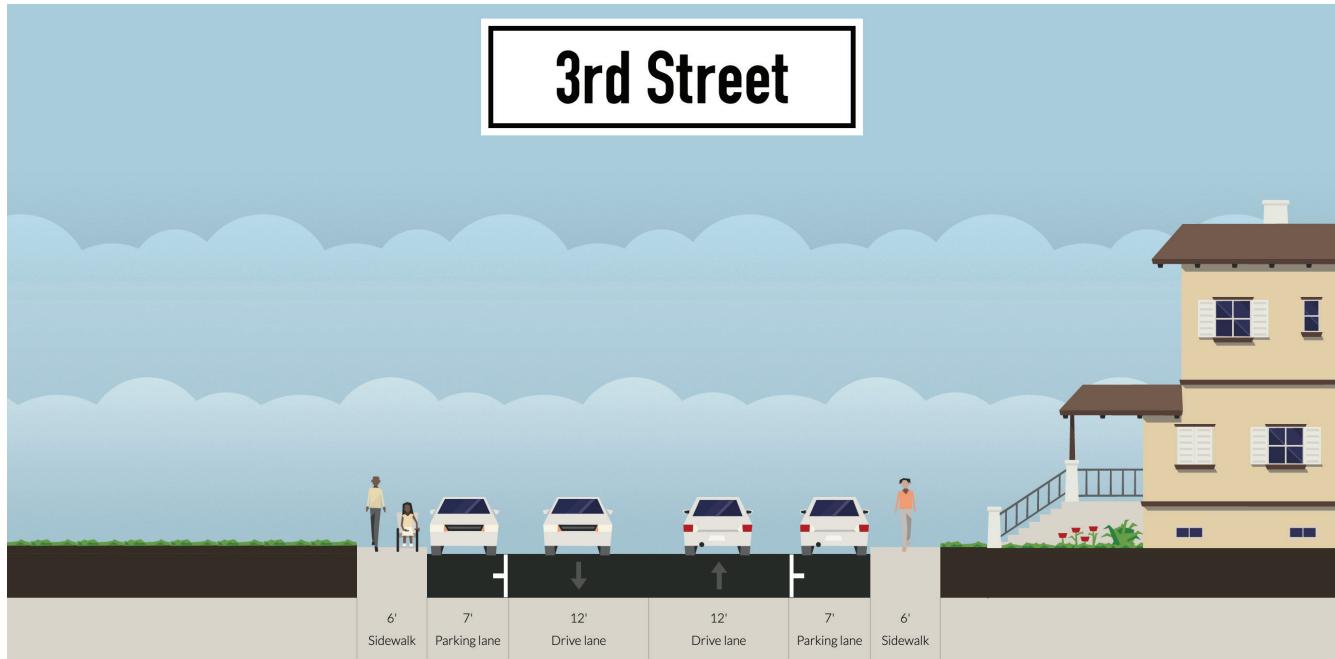
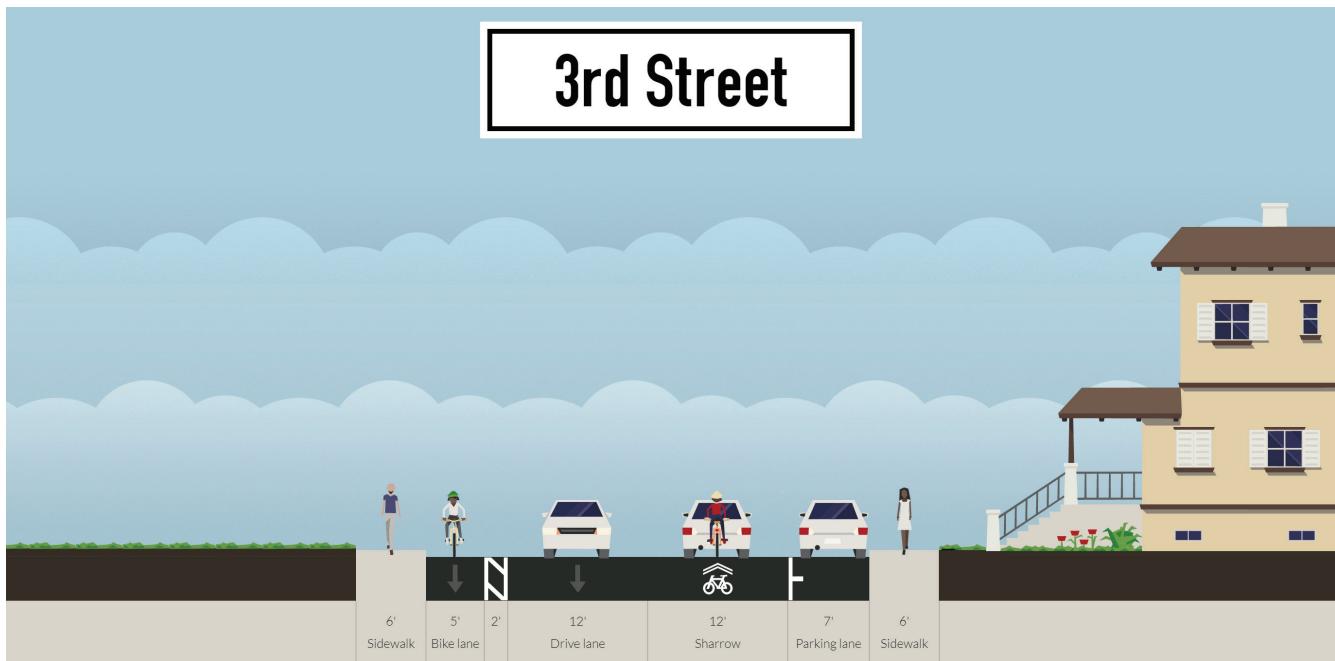


Figure 3-9: 3rd Street Section Showing Improvements



## Central Avenue - Residential

South of the future Valley Link station, Central Avenue is a 80-foot minor arterial/major collector that runs north-south, providing key access to Downtown Tracy and residences south of Downtown. From the station to Schulte Road, Central Avenue's adjacent land uses are residential and commercial. Destinations on Central Avenue between the station and South Road are within a 5-minute walk of the station. Walking distances to and from the station are within 10 minutes on Central Avenue between South Road and Schulte Road.

As shown in Figure 3-10, a 12-foot center turn lane separates the one vehicle travel lane extending in each direction. The 6-foot sidewalks are sufficiently wide for people walking in this area. In this segment of Central Avenue, there is also opportunity to improve safety for bicyclists, pedestrians, and drivers by replacing the center turn lane with a median and dedicated left-turn pocket at intersections. This improvement aims to decrease conflict between vehicles and bicyclists or pedestrians and provides an opportunity for a median refuge to shorten crossing distances for pedestrians. Figure 3-11 shows these improvements.

Figure 3-10: Residential Section of Central Avenue Showing Existing Conditions

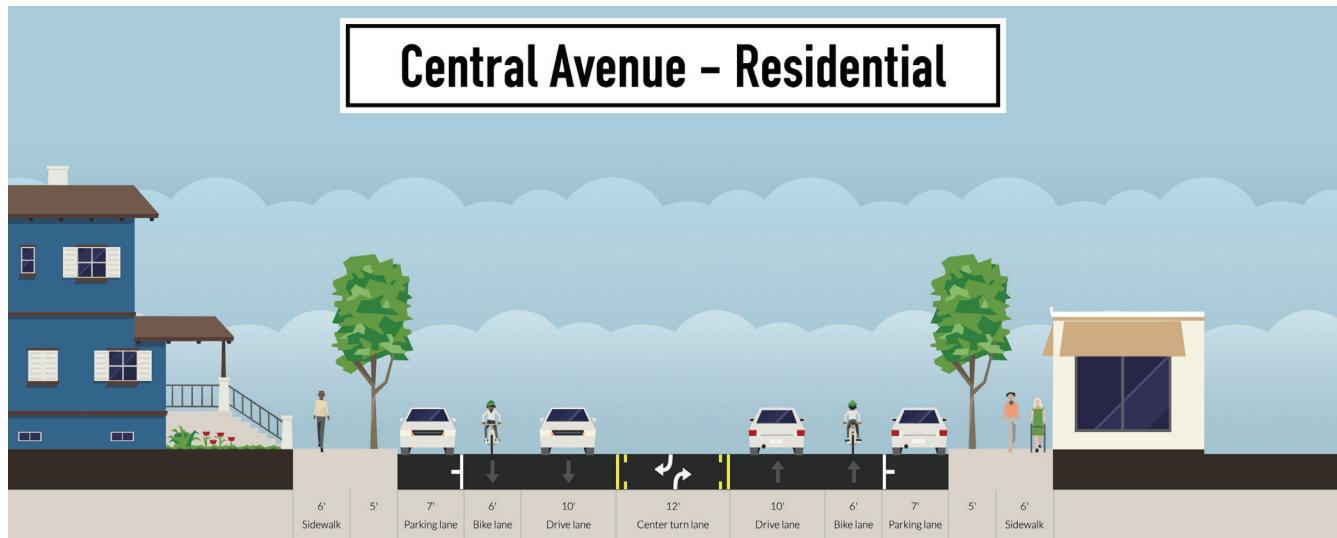
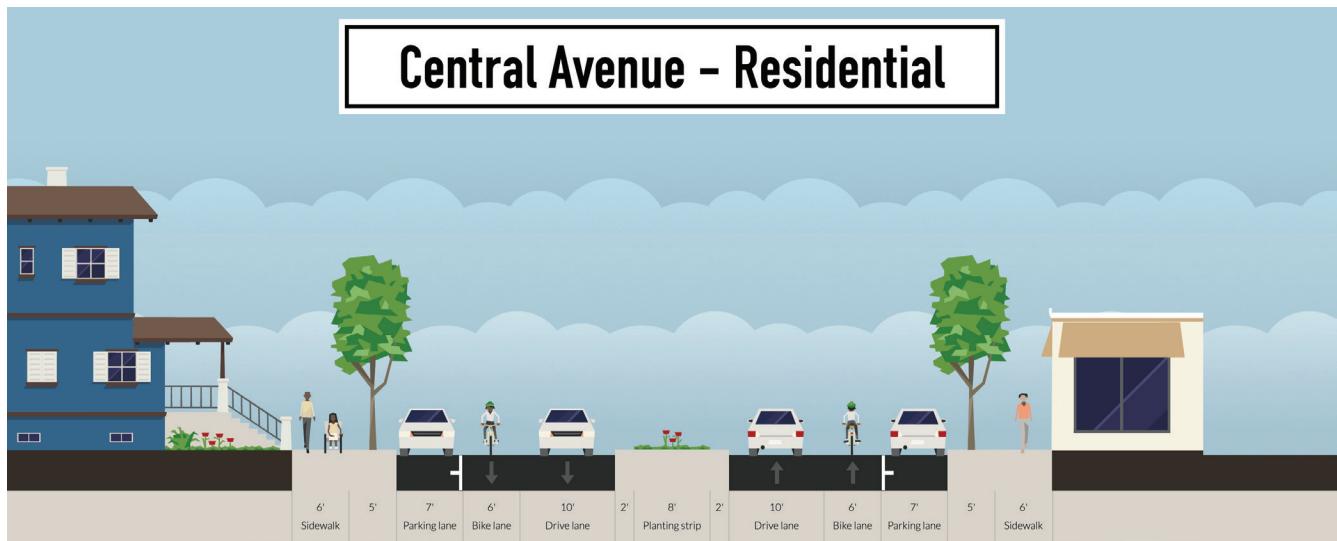


Figure 3-11: Residential Section of Central Avenue Showing Improvements



## Mt Diablo Avenue

Mt Diablo Avenue is a 50-foot local street that runs east-west south of the station between Tracy Boulevard and MacArthur Drive. Mt Diablo Avenue's adjacent land uses are predominantly residential. Notably, Mt Diablo Avenue provides access to two elementary schools. Mt Diablo Avenue between Central Avenue and 3rd Street is a bike route. A bike lane begins on Mt Diablo Avenue west of 3rd Street, continuing north on to MacArthur Drive. A bike route is planned on Mt Diablo Avenue between Tracy Boulevard and Central Avenue. Between West Street and Corliss Drive, destinations and homes on Mt Diablo Avenue are within a 10-minute walking distance of the station. Beyond this segment, destinations along Mt Diablo Avenue within the project area are within a 20-minute walking distance of the station.

As shown in Figure 3-12, parking is currently available on both sides of Mt Diablo Avenue. The 7-foot sidewalks are sufficiently wide for people walking in a residential neighborhood. Recent aerial imagery shows that sidewalk gaps have been filled on Mt Diablo Avenue, increasing mobility. Painted crosswalks at unsignalized intersections on Mt Diablo Avenue would further benefit people walking, particularly within proximity to the aforementioned elementary schools. An example of a faded crosswalk on Mt Diablo Avenue that provides access to South/West Elementary School is shown in Figure 3-13.

Figure 3-12: Mt Diablo Avenue Section Showing All Sidewalk Gaps Filled



Figure 3-13: Faded Crosswalk on Mt Diablo Avenue



## New Street in the Bowtie Site

A new street is proposed to provide access to future development in the eastern portion of the Bowtie site and improved access to the station. Located east of the station, it will run northeast-southwest, connecting either 4th Street with MacArthur Drive. As shown in Figure 3-14, the new street would match the capacity and character of 4th Street. Destinations on this street will be located within a 5-minute walking distance to the station.

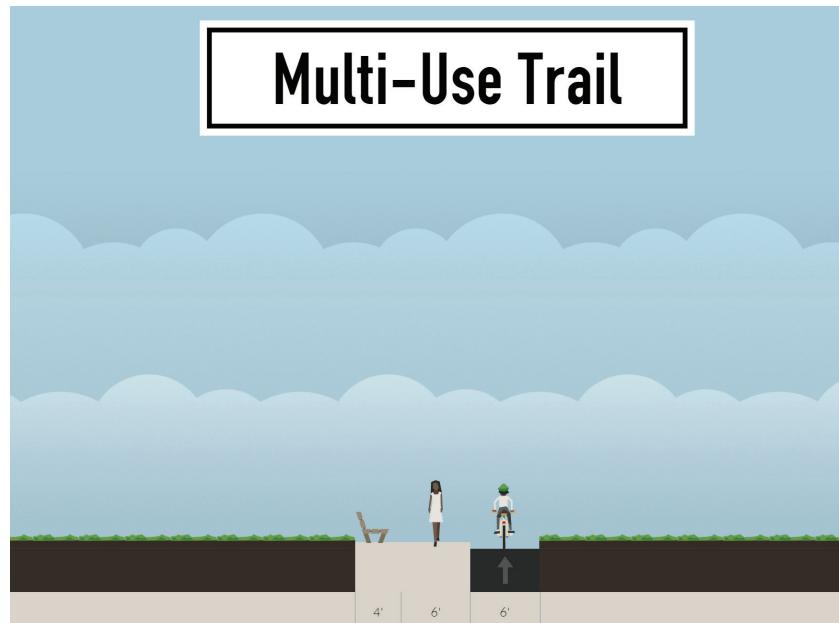
Figure 3-14: Proposed Configuration of New Street Through the Eastern Portion of the Bowtie



## New Multi-Use Trails

A series of new multi-use trails, or Class I paths, are proposed to extend along the Union Pacific Railroad right-of-way. They are intended to be used for recreation, exercise, and commuting, particularly for people biking to the station or Downtown Tracy. A proposed configuration of the trail is shown in Figure 3-15.

Figure 3-15: Proposed Configuration of Multi-Use Trail



## Additional Transportation Concepts

In addition to the transportation improvements included in the recommended concept, the following improvements should be considered for future implementation. These additional concepts represent improvements that might require a longer time-frame for completion due to needed coordination with other agencies or partners.

### Grade-separated pedestrian rail crossing

For long-term conditions, a pedestrian bridge across the Union Pacific Railroad corridor is recommended. Currently, all the rail crossings in the downtown core are at grade. The proposed Valley Link plans include safety improvements to the existing Central Avenue rail crossing, but not include any new grade-separated pedestrian crossings. A pedestrian bridge will allow for unimpeded connectivity to the rail station that will not be affected by stopped trains or heavy rail activity.

West of Central Avenue, a pedestrian bridge would serve to connect the redevelopment areas within the northwestern Bowtie site parcels with the existing residential neighborhoods to the south. East of Central Avenue, a pedestrian bridge would serve a similar purpose, connecting the southeast Bowtie parcel with the existing residential neighborhoods to the north. A pedestrian bridge east of Central Avenue could be incorporated into the Valley Link station and also provide rail passengers safer access between parking areas and the rail platform.

### Shared mobility services

To support access to the station, services such as rideshare (Lyft/Uber), shared e-bikes, and transit shuttles should be introduced or expanded. These services would provide mobility options to residents who live and/or employees who work beyond a 10-minute walking distance from the station in the UR-1 and former Heinz factory sites, along with elsewhere along 11th Street. These services would also enhance access to the station from residential and commercial areas within the Downtown core by providing options for persons with limited mobility.

### 3.5 Preliminary Parking Strategy Recommendations

Based upon initial analysis, there is an opportunity to promote more efficient parking management by sharing the existing parking supply in Downtown and throughout the project area. Current parking requirements in Tracy could produce an oversupply of vehicle parking spaces, which could compete with the project's focus on TOD in the  $\frac{1}{2}$  mile station area.

Table 3-1 summarizes the recommended parking rates for the project area's core, generally comprising the Central Business District, the Bowtie site, and the immediately adjacent blocks of the surrounding residential neighborhoods. The table is followed by a menu of parking management measures that may facilitate the further reduction of parking requirements. A parking study should be undertaken to confirm and calibrate the Downtown TOD Study's initial analysis and preliminary recommended parking rates and parking management measures.

Table 3-1: Recommended Parking Rates for Central Business District and Bowtie Site

| Land Use                 | Minimum Parking Requirement |
|--------------------------|-----------------------------|
| Multi-Family Residential |                             |
| Studio or one bedroom    | 0.75 spaces per unit        |
| Two or more bedrooms     | 1 space per unit            |
| Commercial               |                             |
| Retail                   | 2.5 spaces per 1,000 sf     |
| Professional Office      | 3 spaces per 1,000 sf       |
| Bank                     | 3 spaces per 1,000 sf       |

### Recommended Parking Management Measures

The number of parking spaces provided for project area development may be reduced with the application of one or more parking management measures provided herein. Parking management measures may promote the use of transportation services, programs and incentives to reduce the parking demand for office, residential, and retail uses in the project area.

- » Shared Parking for Mixed Use Developments – Incentivize development to share parking, particularly developments with different peak parking periods. An example would be an office building adjacent to a hotel, where hotel patrons could use the office parking during evening hours when demand is highest. Shared parking between different land uses may apply to minimum parking requirements.
- » Use of Public Parking – Off-street parking requirements in the downtown may be further reduced to account for the availability of shared public parking facilities. Within the downtown core there are numerous smaller public surface parking lots. The City of Tracy currently has a pilot program for the Central Business District that allows development to satisfy parking requirements through payment of an in-lieu fee. The Valley Link station parking facility(ies) represent(s) a significant additional opportunity to reduce off-street parking needs for downtown development, as the station parking will be underutilized during evening and weekend periods when there is no train service. Parking for the Valley Link station is forecast as 774 spaces for opening year conditions and 1,436 spaces for long-term conditions.

- » Bicycle Parking – Incentivize bicycle parking spaces as part of new development within the project area. Bicycle parking may be provided through secure facilities such as bike lockers or indoor bike storage rooms, or through bike racks available for public use and located along the street.
- » Unbundled Parking – Residential parking within the project area may be unbundled (i.e. the cost for a parking space is separated from the cost of renting or purchasing a unit). This provides a financial incentive for those who choose not to own a car.
- » On-Street Spaces – On-Street parking spaces adjacent to a development (i.e., along property frontage) should be considered towards meeting minimum parking requirements for retail uses.
- » Bicycle Parking – Incentivize bicycle parking spaces as part of new development within the project area. Bicycle parking may be provided through secure facilities such as bike lockers or indoor bike storage rooms, or through bike racks available for public use and located along the street.

### 3.6 Conceptual Site Designs for Key Opportunity Sites

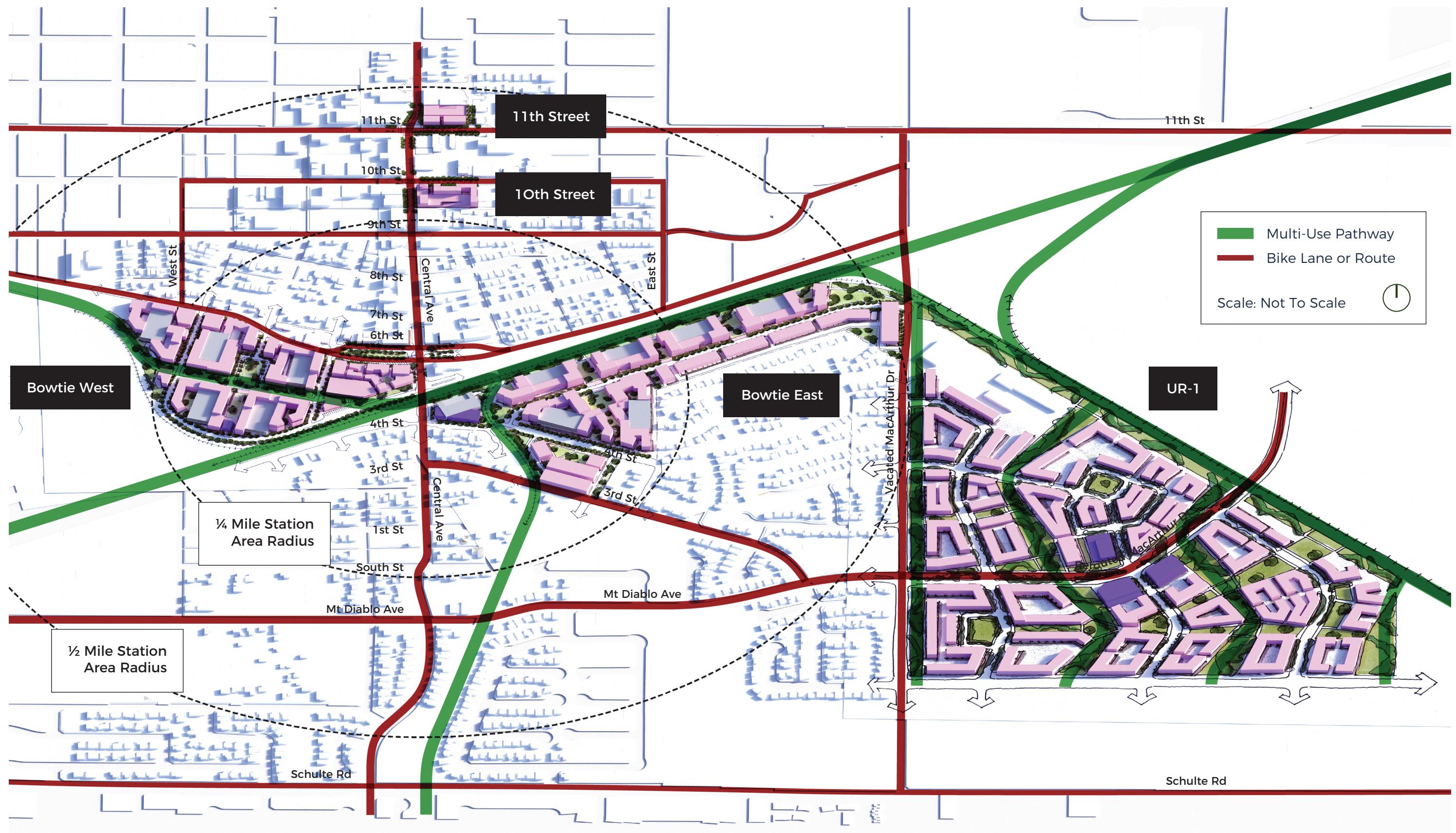
This section provides conceptual site design for five of the project area's opportunity sites. The sites were selected based upon their potential to accommodate transit-oriented and/or supporting development and to illustrate how development can occur on a broad range of site types. The designs do not represent the only approach to accommodating transit-oriented and/or supporting development on the associated site. Instead, the designs are intended to illustrate one approach to implementing appropriate site and building design.

As illustrated on Figures 3.16 and 3.17, the five sites' conceptual designs are shown together on a site plan and axonometric (i.e. bird's eye view). In addition, each site's design is individually described and illustrated through photographs, diagrams, a site plan and an axonometric.

Figure 3-16: Site Plan - Conceptual Site Designs



Figure 3-17: Axonometric - Conceptual Site Designs



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## Bowtie West

Bowtie West, the western portion of the Bowtie site, is one of two large brownfield sites within the core area of Downtown. It has a prime location near the future commuter rail station and can flexibly accommodate a range of development typologies. This site provides an important opportunity to support TOD and increased density within the Downtown. It sits along the envisioned multi-use trail network and can take advantage of access to both the commuter rail station and Downtown's commercial corridors.

The site is designated by two mixed-use designations, Downtown and TOD Office/Residential; and TOD Residential. All of the designations allow residential development between 15-50 du/acre, and the mixed-use designations allow different types of commercial development (Downtown allows and in some locations requires ground floor retail) at an FAR of up to 2.5. This site could form a new mixed-use neighborhood development, with office and commercial uses fronting the existing Downtown area to the north and Central Avenue to east, while accommodating relatively dense residential development beyond. The site is large enough to support a strong public realm and can provide linkages to the multi-use trail network, while creating walkable, tree-lined blocks and small public parks. The site can also support reimagining the existing parking lot within the public right-of-way as a counterpart to the successful pedestrian plaza in front of the Transit Center to the east.

### Examples of Possible Development in Bowtie West



Figure 3-18: Public Realm - Bowtie West

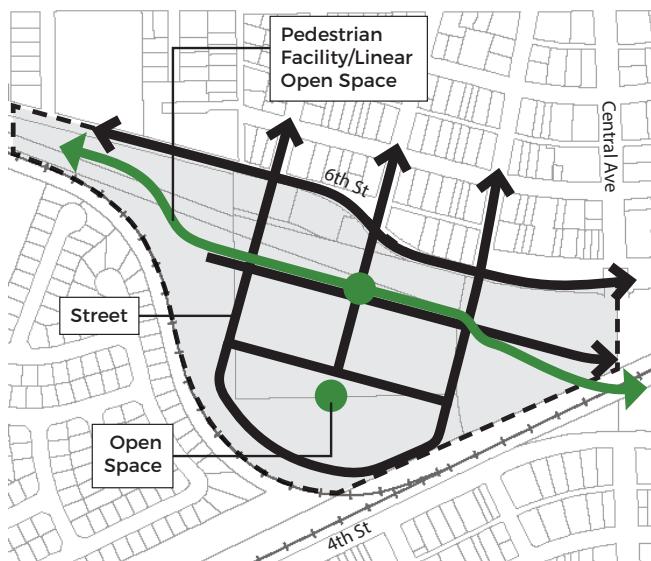


Figure 3-19: Land Use - Bowtie West

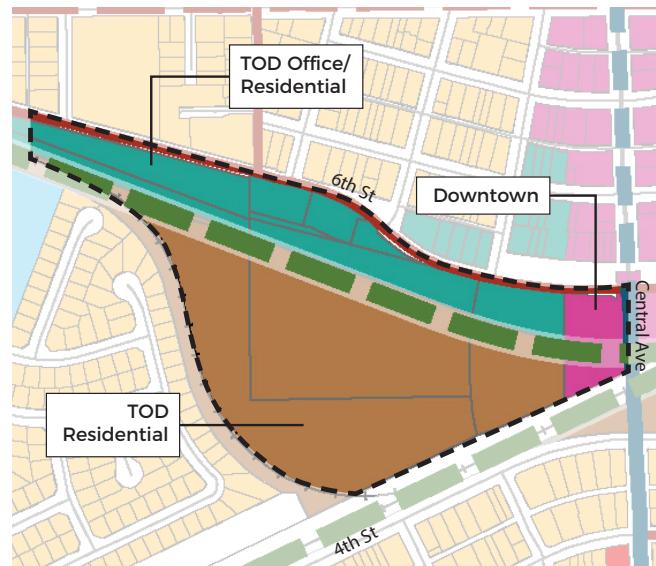


Figure 3-20: Site Plan - Bowtie West



Figure 3-21: Axonometric - Bowtie West

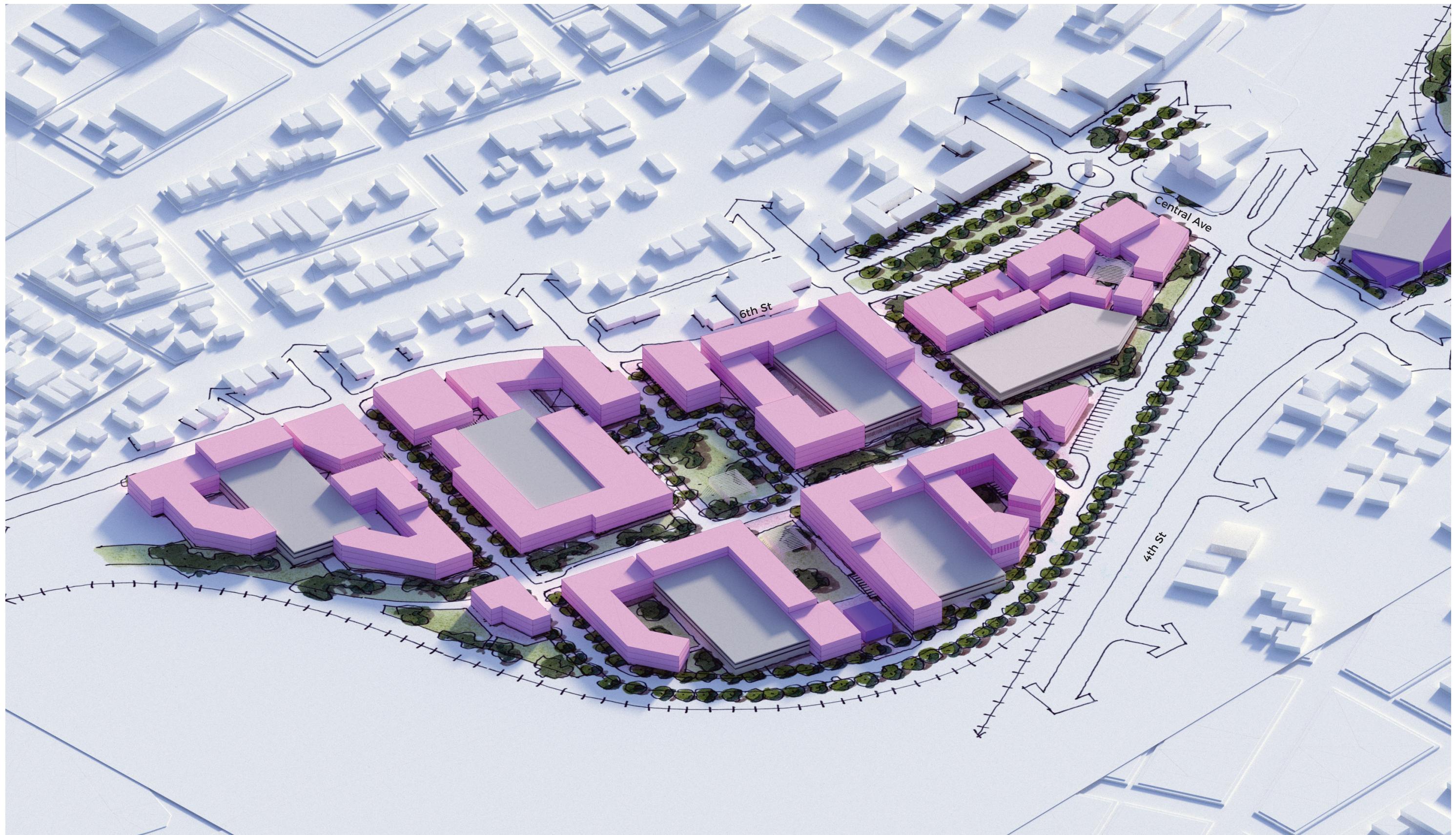


Figure 3-22: Land Use Massing - Bowtie West

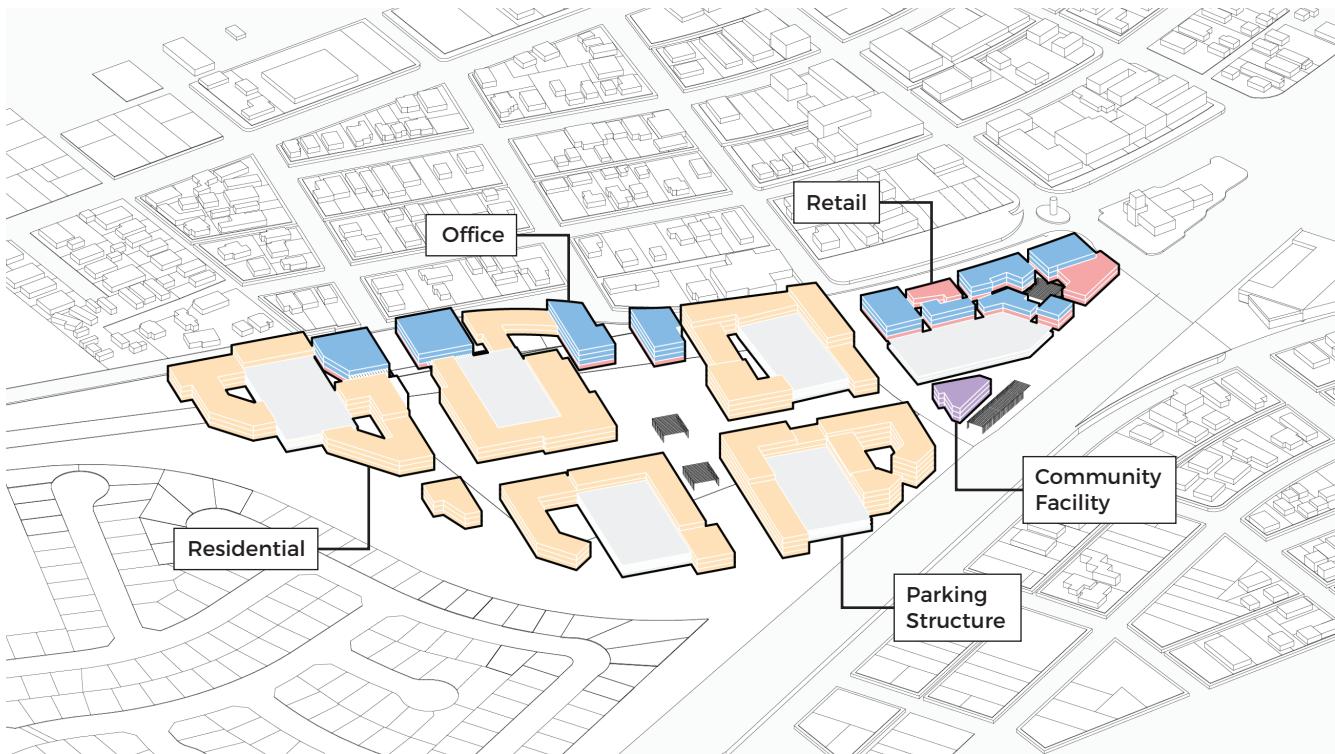


Figure 3-23: Massing - Bowtie West



## Bowtie East

Bowtie East, the eastern portion of the Bowtie site, is one of two large brownfield sites within the core area of Downtown. Like its western counterpart, the site has a prime location near the future commuter rail station and provides the flexibility to support different development typologies. This site provides an important opportunity for capitalizing on transit-oriented development with increased density compared to other parts of Downtown. It sits along the envisioned multi-use trail network and can take advantage of access to both the commuter rail station and Downtown's commercial corridors.

The site is designated by two different land use designations: Downtown and TOD Residential. Both allow residential development between 15-50 du/acre, while Downtown allows commercial uses, including required ground floor commercial uses in some locations, at an FAR of up to 2.5. This site could support the development of a new residential neighborhood, with relatively denser typologies, such apartment and/or condo block buildings, to the north and townhouses, providing a transition to the existing single family residential neighborhood beyond, to the south. The site is large enough to support a strong public realm and can provide linkages to the multi-use trail network, while creating walkable, tree-lined blocks and small public parks.

## Examples of Possible Development in Bowtie East



Figure 3-24: Public Realm - Bowtie East



Figure 3-25: Land Use - Bowtie East



Figure 3-26: Site Plan - Bowtie East



Figure 3-27: Axonometric - Bowtie East



Figure 3-28: Land Use Massing - Bowtie East

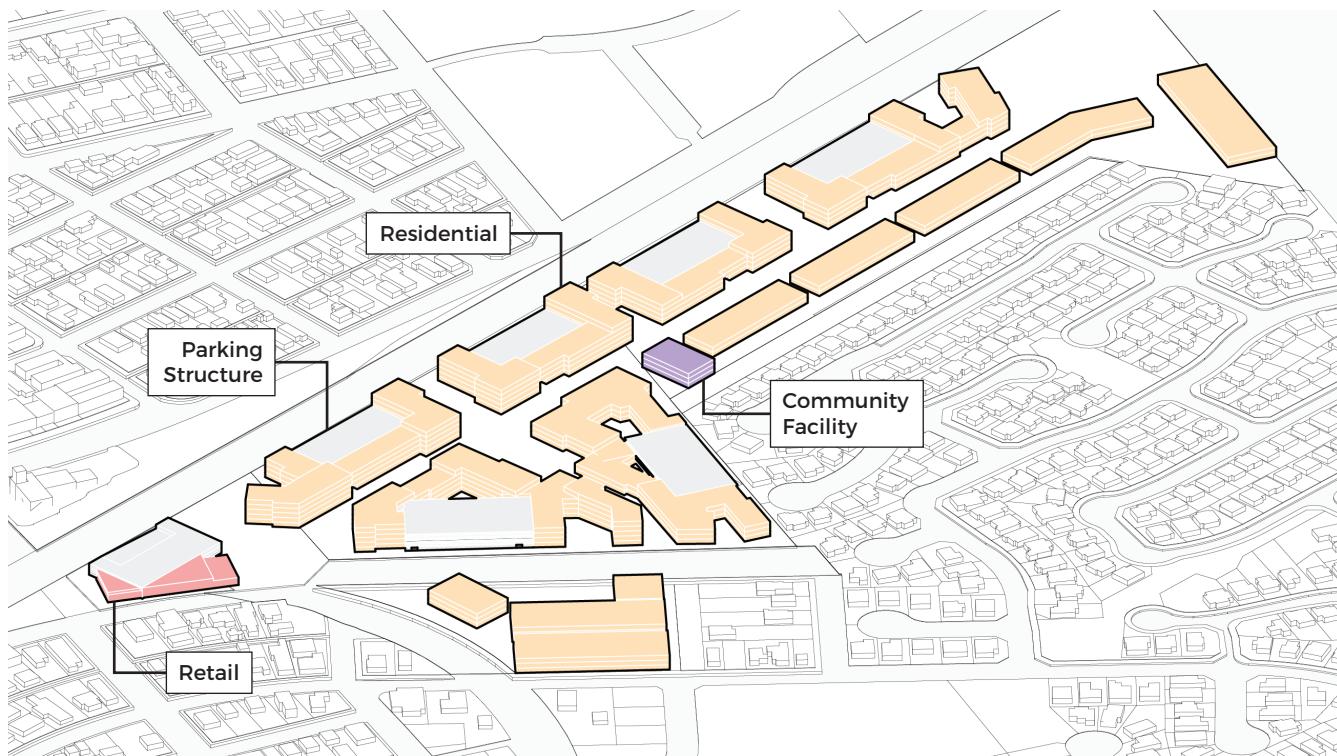
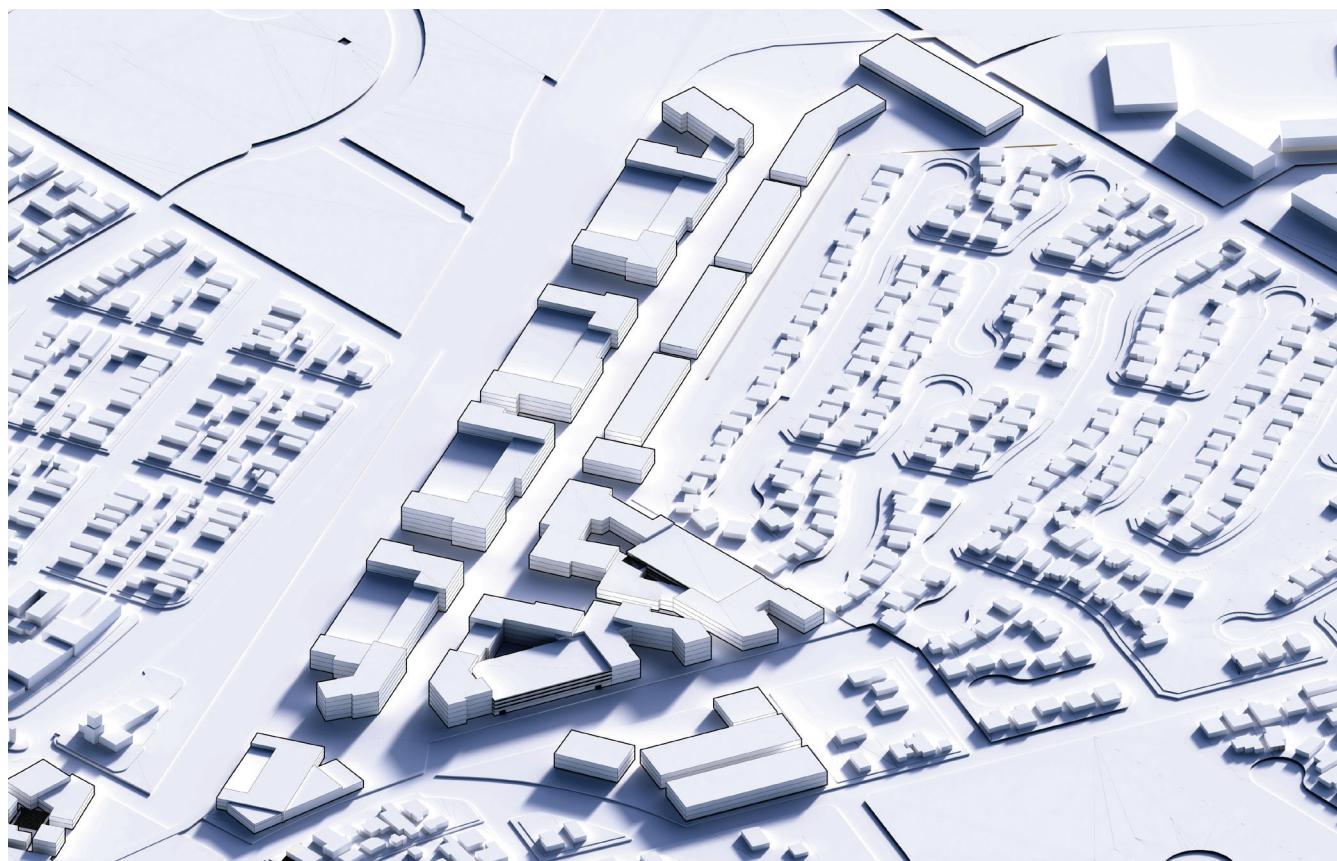


Figure 3-29: Massing - Bowtie East



## 11th Street and Central Avenue

The intersection of 11th Street and Central Avenue marks the main entrance into the historic core of Downtown from regional connections. The intersection currently has little distinction from other intersections along 11th and thus poorly marks such an important junction point. Additionally, while the southwest corner of the site is occupied by the historic Tracy Inn, the other corners have little development presence, especially the surface parking lot to the southeast and the vacant lot to the northeast. The northeast parcel in particular is an opportunity for development that should help mark this important entry point.

The parcel is designated by one mixed-use designation: Downtown. This designation residential development between 15-50 du/acre and commercial development at a maximum FAR of 1.0. The Preliminary Planning Concept increases the FAR for commercial development to 2.5, while maintaining the residential unit range, to provide greater opportunity for a mix of uses. This site in particular may lend itself to a commercial use as it is located at a busy corner, has high visibility, and is already surrounded by other commercial uses. This project should create primary frontages on 11th Street and Holly Drive (the extension of Central Avenue north of 11th Street), with special attention paid to its corner condition in order to mark the intersection as an important entry point. With the development, public realm improvements should be considered, including improving and pedestrianizing the intersection of 11th Street and Central Avenue and planting street trees.

### Examples of Possible Development at 11th/Central



Figure 3-30: Public Realm - 11th/Central

Figure 3-31: Land Use - 11th/Central

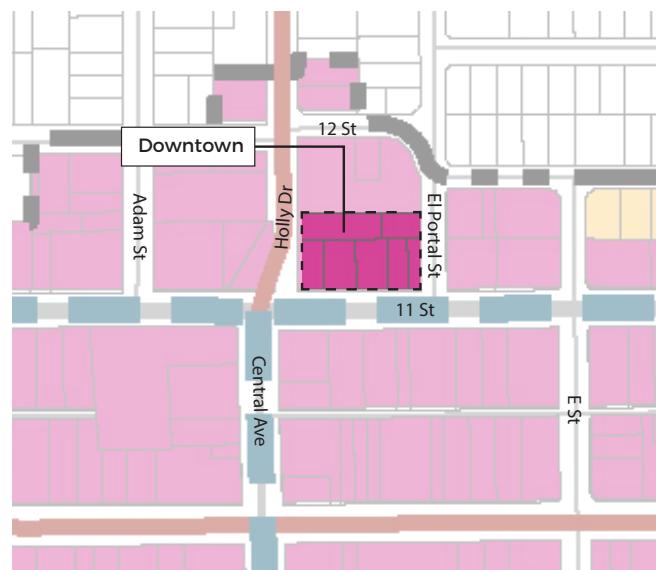
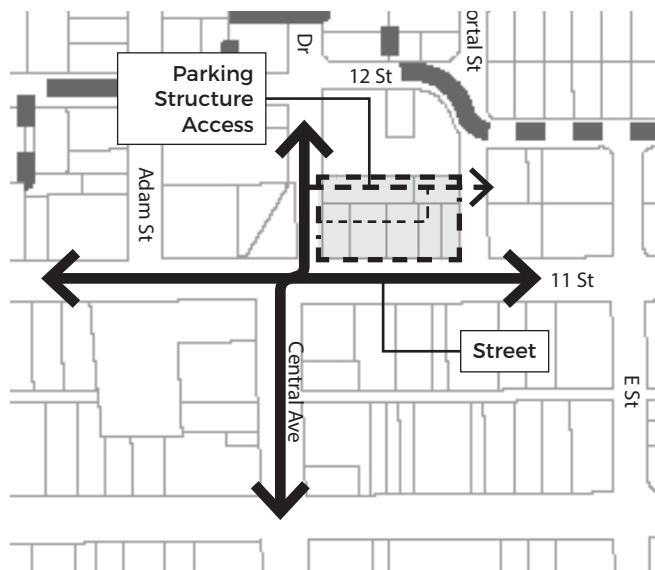


Figure 3-32: Site Plan - 11th/Central

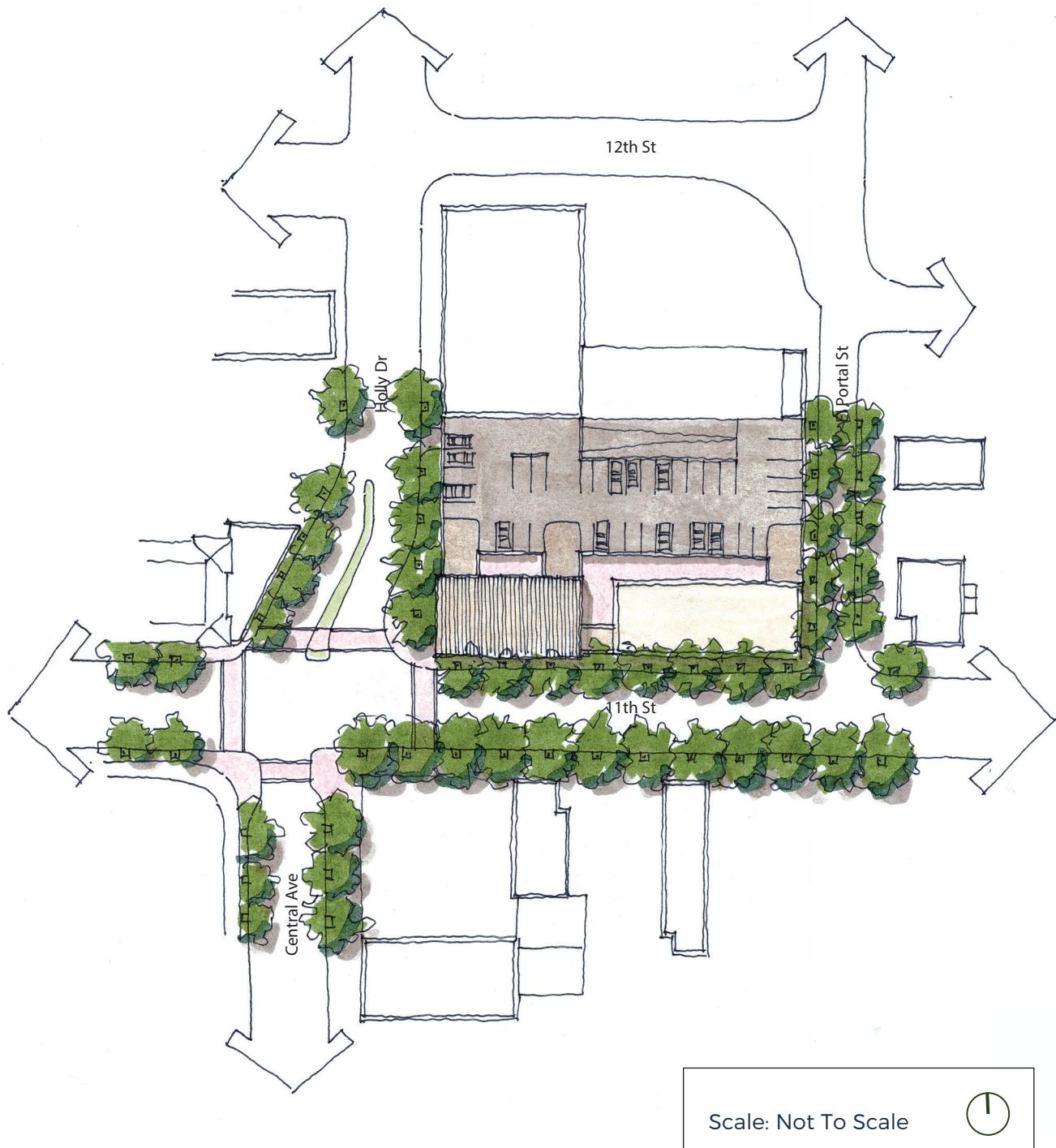


Figure 3-33: Axonometric - 11th/Central



Figure 3-34: Land Use Massing - 11th/Central

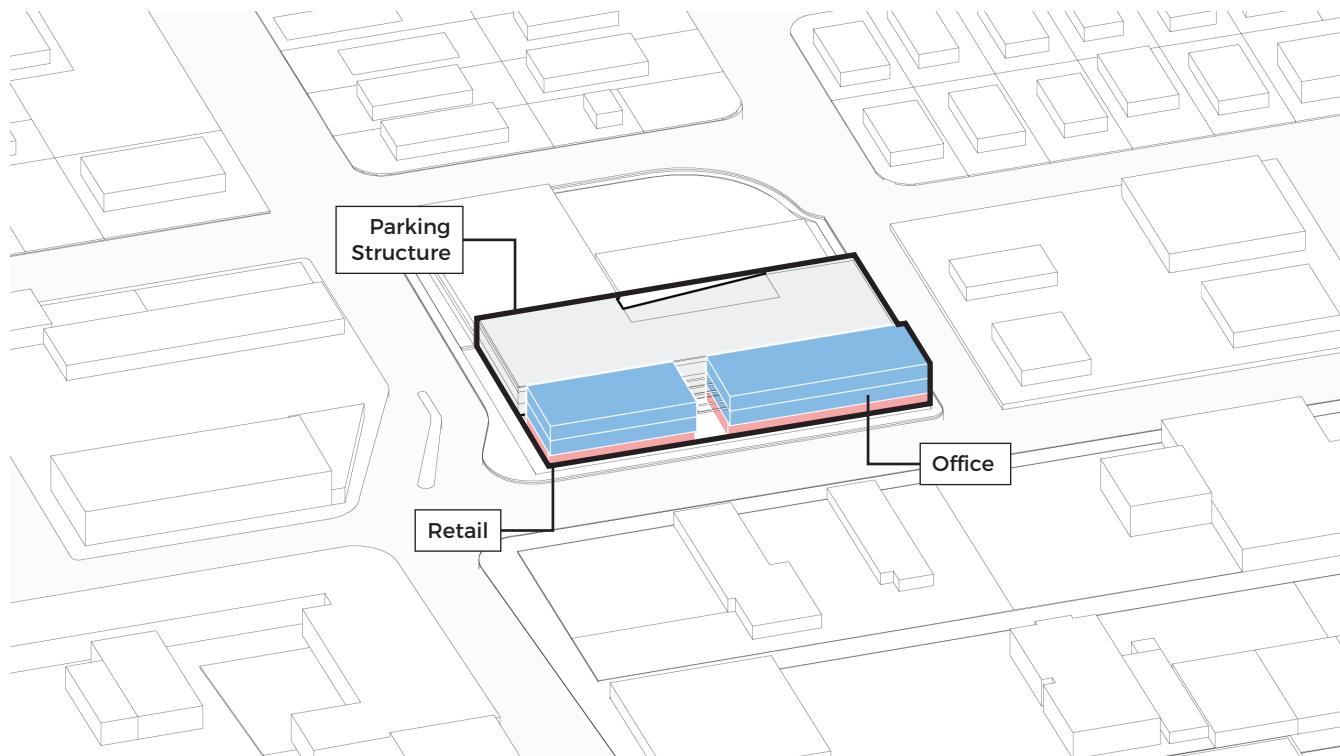


Figure 3-35: Massing - 11th/Central



## Central Avenue and 10th Street

Central Avenue and 10th Street mark the central intersection of the Downtown core commercial area with each street having vibrant retail, restaurant and entertainment activity. The two development parcels on the western side of the intersection have uses that help activate the street; however, the eastern development parcels have a vacant lot to the north and an auto repair shop to the south. Beyond the southern parcel, approximately half of the parcel's block contains auto related uses that do not support vibrant street life. This is a prime opportunity for encouraging ground floor retail and upper story residential and/or office development.

The parcels are designated by one mixed-use designation: Downtown. This use category currently allows residential development between 15-50 du/acre and commercial development at an FAR of up to 1.0. The Preliminary Planning Concept increases the FAR for commercial development to 2.5, while maintaining the residential unit range, to provide greater opportunity for a mix of uses. This site could be configured with a mix of commercial and residential uses, with ground floor retail anchoring the intersection, residential uses providing a transition to the existing residential development beyond, and parking to the site's interior. Public realm improvements could include new street trees along Central and a small pocket park along 10th.

## Examples of Possible Development at Central/10th



Figure 3-36: Public Realm - Central/10th

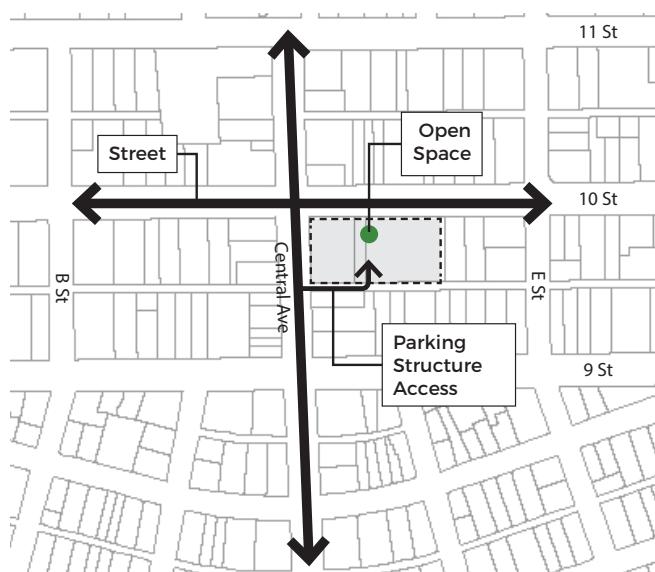


Figure 3-37: Land Use - Central/10th

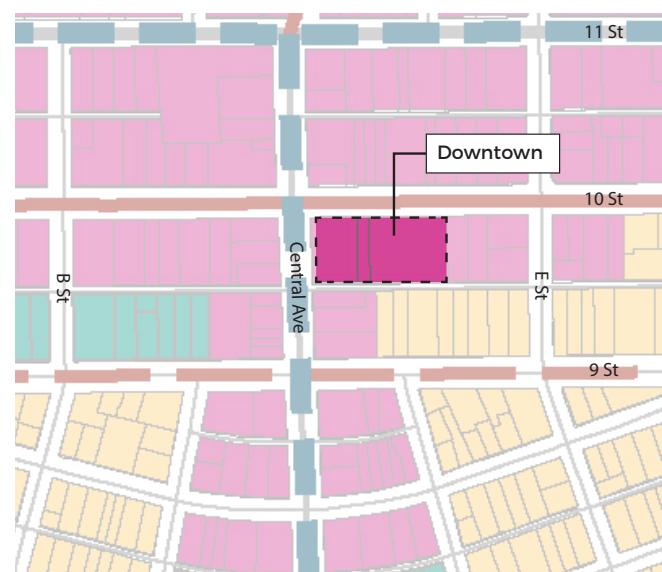


Figure 3-38: Site Plan - Central/10th

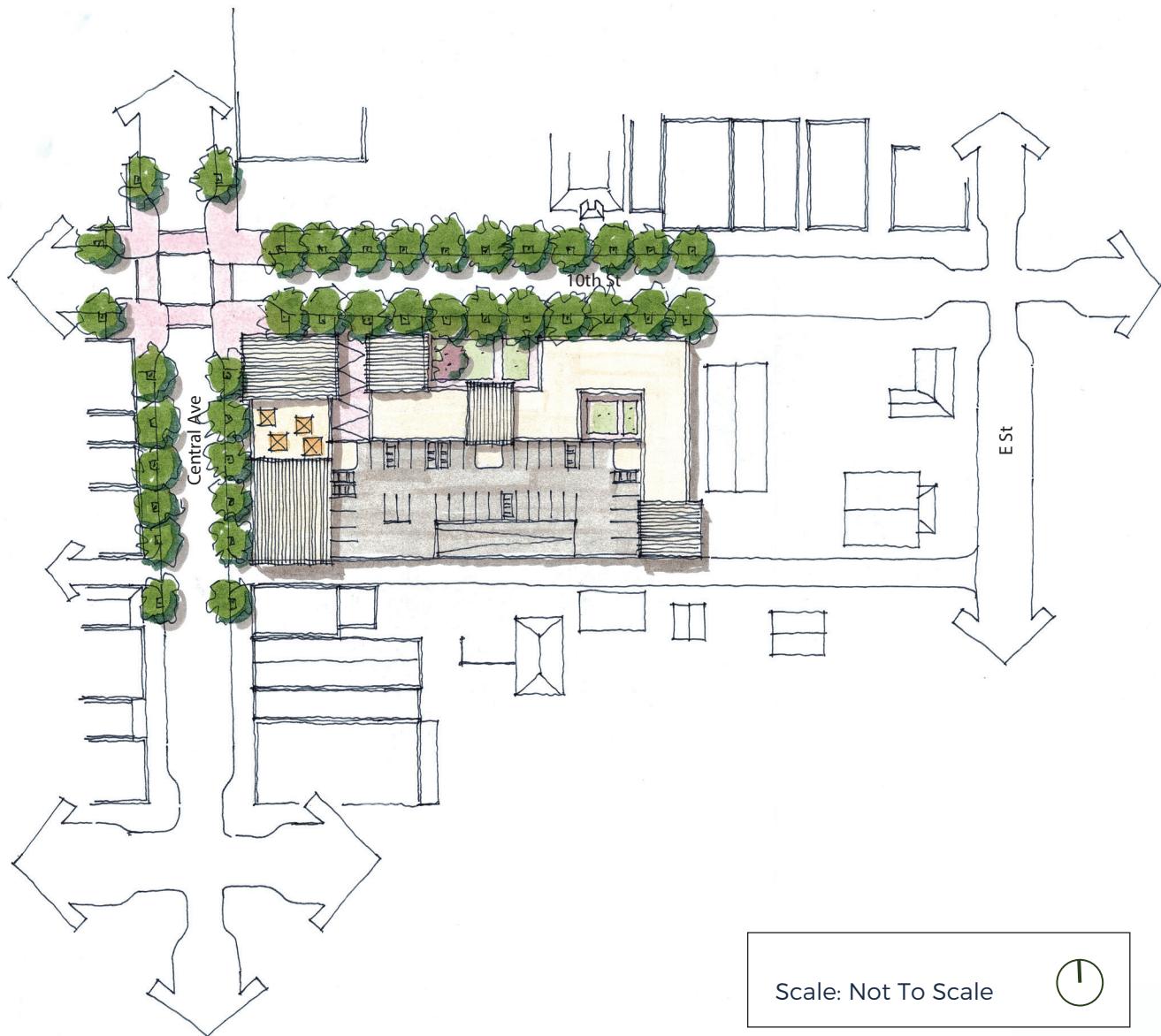


Figure 3-39: Axonometric - Central/10th



Figure 3-40: Land Use Massing - Central/10th

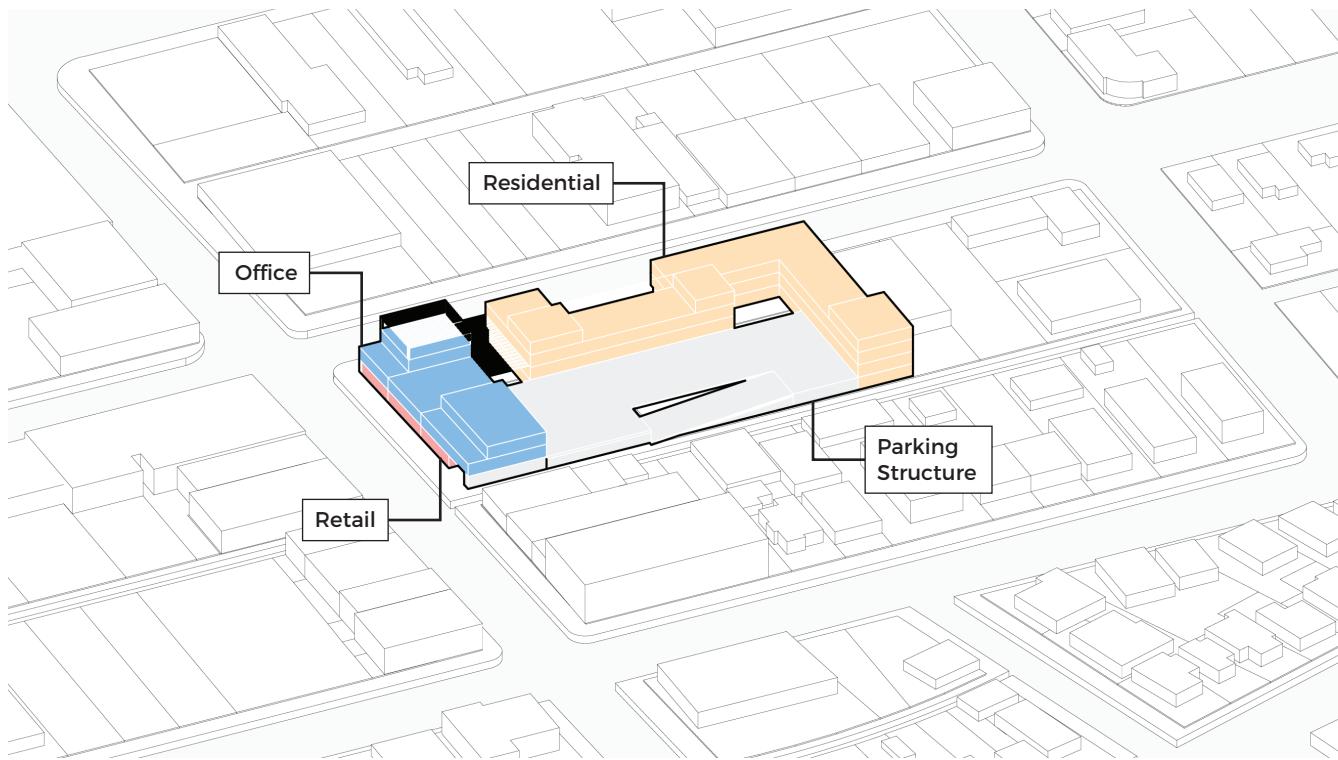
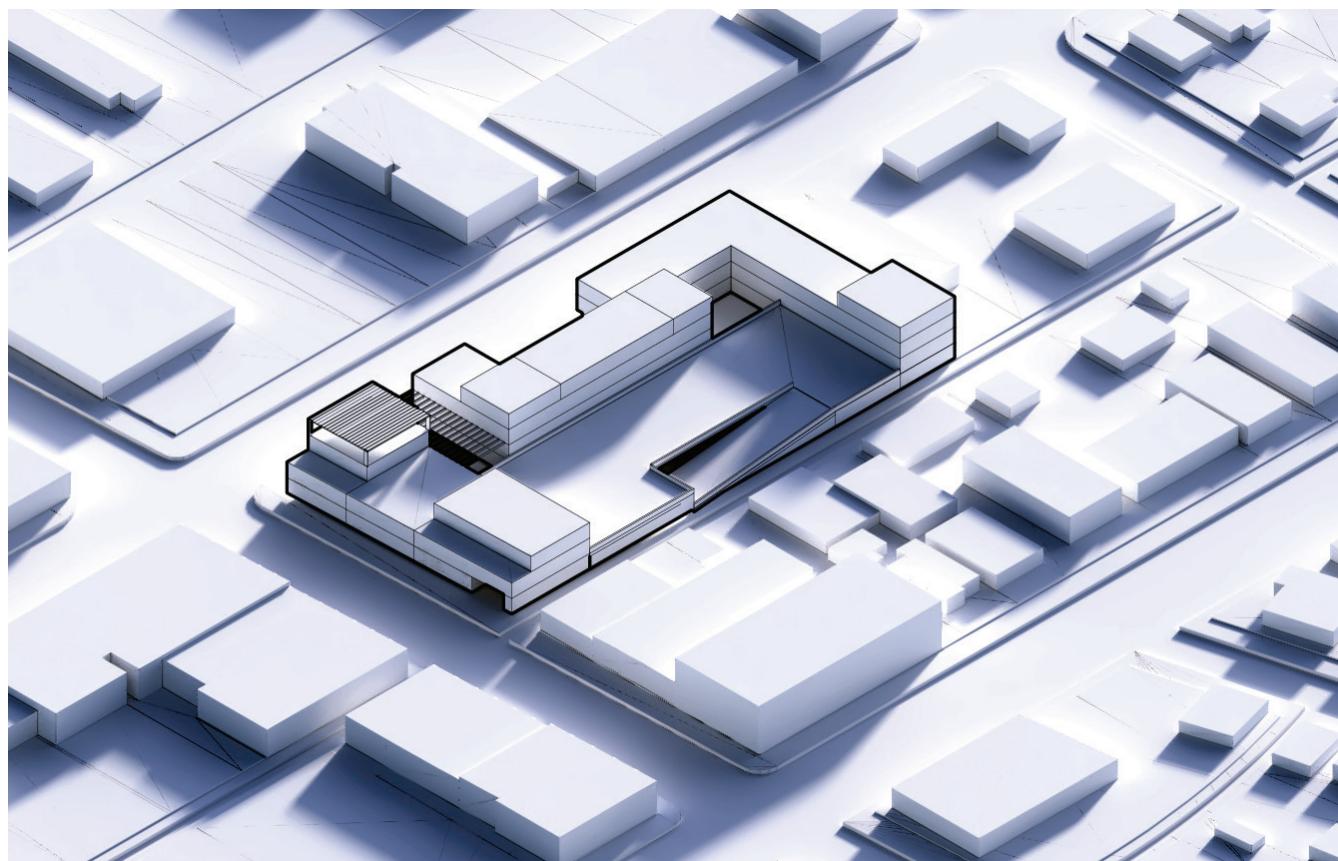


Figure 3-41: Massing - Central/10th



## Urban Reserve-1

Urban Reserve-1 (UR-1) is a large site just outside of the City boundary to the east of MacArthur Drive. With the realignment of MacArthur through UR-1, it has the potential to be developed into a new neighborhood at the eastern edge of the Downtown. The envisioned multi-use trail network is will also connect the site to the future commuter rail station and the Downtown core area. As the introduction of commuter rail increases the demand for housing, this site can help meet the housing supply needs with a mix of housing densities and typologies that may not be appropriate within the Downtown core.

While UR-1 is designated for High Density Residential, Medium Density Residential, and Commercial, this opportunity site, by virtue of its proximity to the commuter rail station, is solely designated by High Density Residential. The designation allows residential development between 12-25 du/acre, so this site could support the development of a new residential neighborhood, comprising a mixture of typologies, such as townhouses, single-family clustered housing, and small lot single-family detached homes. The site is large enough to support a strong public realm and can provide linkages to the multi-use trail network, while creating walkable, tree-lined blocks and a mix of small and large public parks.

## Examples of Possible Development in UR-1



Figure 3-42: Public Realm - UR-1

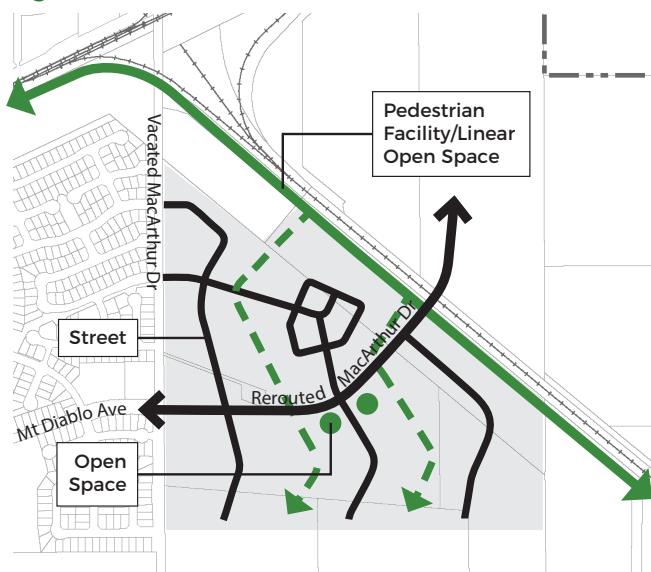


Figure 3-43: Land Use - UR-1

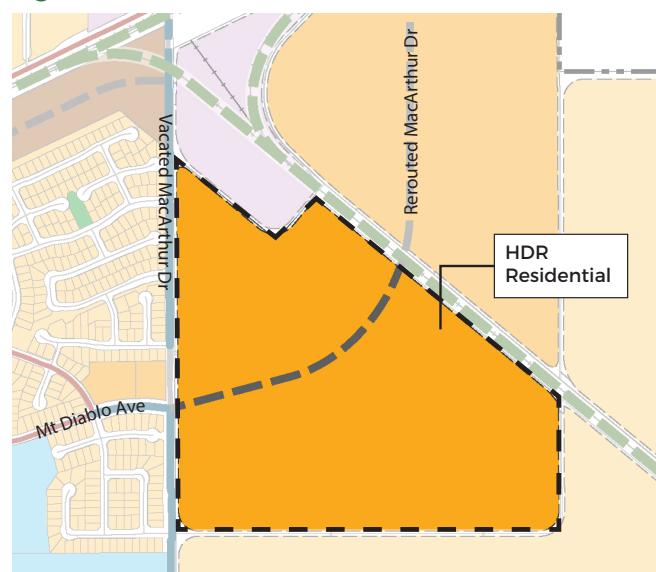


Figure 3-44: Site Plan - UR-1



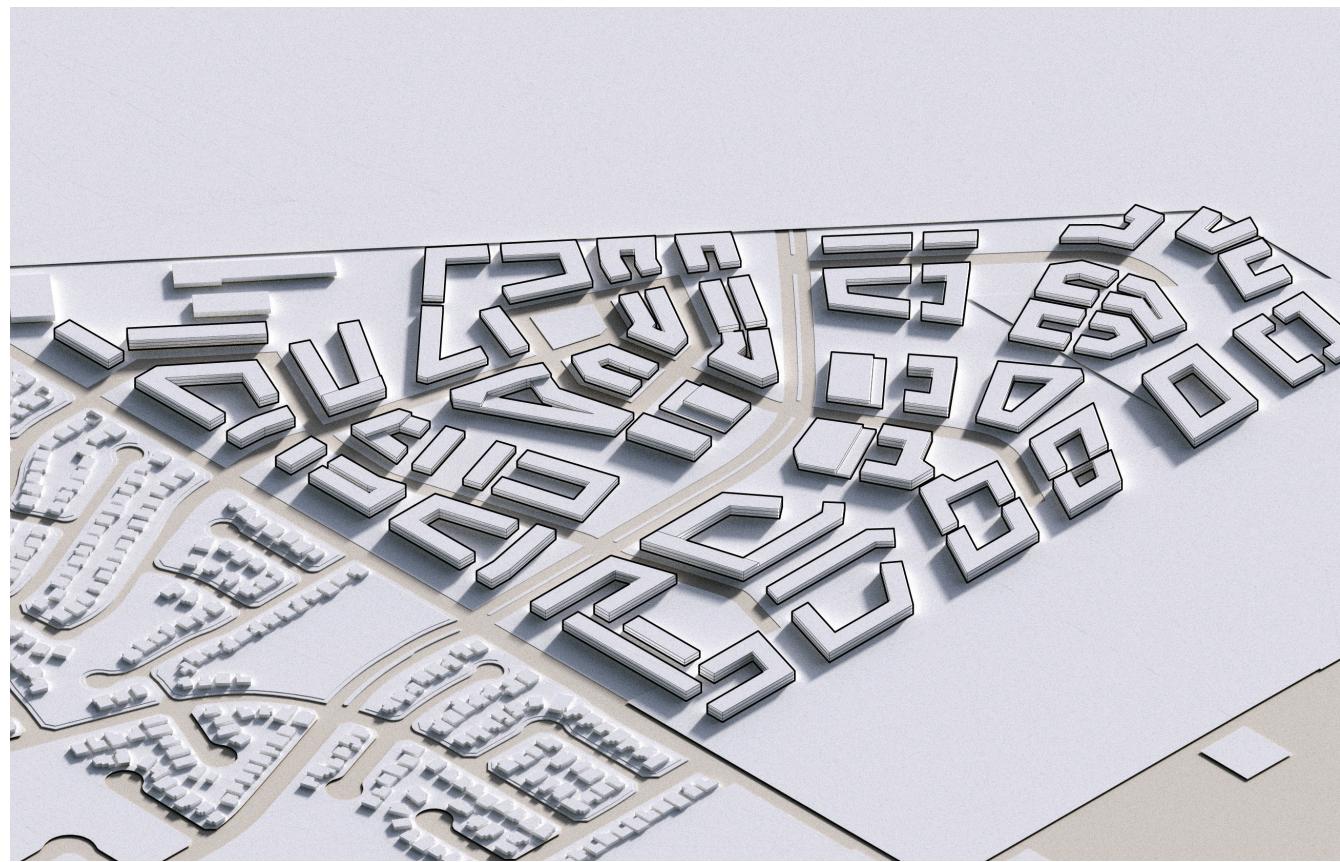
Figure 3-45: Axonometric - UR-1



Figure 3-46: Land Use Massing - UR-1



Figure 3-47: Massing - UR-1



### 3.7 Preliminary Growth Projections

This section provides preliminary growth projections for the Preliminary Planning Concept on a project-wide, 1/2 mile station area radius, and UR-1 site basis. The projections are based upon data and the review of on-ground conditions via site visits and aerial photos. Because developed portions of the project area are largely built out, the projections focus on the future development of the project area's opportunity sites as identified in Chapter 2. The projections generally utilize midrange density and intensity values for the respective Preliminary Planning Concept land use designation, and also calculate the minimum density supported within the 1/2 mile station area. As the planning concept is refined through future phases of the Downtown TOD Project, the preliminary growth projections should also be calibrated to reflect density and intensity changes and additional development opportunities on developed sites.

The Preliminary Planning Concept anticipates a total of approximately 8,200 new dwelling units within the project area, including approximately 1,735 dwelling units within the station area and the remaining approximately 6,440 dwelling units within UR-1. Upon build out, this will amount to approximately 10,400 dwelling units in the project area, including approximately 3,500 dwelling units in the station area and 6,470 dwelling units in UR-1. Based upon minimum density, the station area can accommodate at least 2,683 dwelling units, exceeding Valley Link's requirement of an average of 2,200 dwelling units per commuter rail station area.

The Preliminary Planning Concept also anticipates a total of approximately 361,000 square feet of new nonresidential area within the project area, including approximately 143,000 square feet within the station area and 218,000 square feet within UR-1. Upon build out, this will amount to approximately 1,593,000 square feet across the project area, 595,000 square feet within the station area, and 218,000 square feet within UR-1.

Table 3-2: Project Area Preliminary Growth Projections

| Land Use Designation                                  | Acreage | Dwelling Units | Nonresidential Area (sf) |
|---|---------|----------------|--------------------------|
| <b>Opportunity Sites</b>                              |         |                |                          |
| Downtown  | 7.9     | 158            | 143,385                  |
| TOD Residential                                       | 57.9    | 1,308          | -                        |
| High Density Residential                              | 229.4   | 3,097          | -                        |
| Medium Density Residential                            | 538.9   | 3,638          | -                        |
| Commercial  | 13.4    | -              | 218,236                  |
| Total Opportunity Sites' Future Development Potential | 847.5   | 8,201          | 361,621                  |
| Total Existing Development                            |         | 2,211          | 1,231,744                |
| Full Preliminary Buildout Potential                   |         | 10,412         | 1,593,365                |

Table 3-3: 1/2 Mile Station Area Preliminary Growth Projections

| Land Use Designation   | Acreage     | Dwelling Units (Minimum Density) | Dwelling Units (Projected) | Nonresidential Area (sf) |
|--|-------------|----------------------------------|----------------------------|--------------------------|
| <b>Opportunity Sites</b>   |             |                                  |                            |                          |
| Downtown   | 7.9         | 79                               | 158                        | 143,385                  |
| TOD Residential  | 57.9        | 654                              | 1,308                      | -                        |
| High Density Residential   | 20.0        | 180                              | 270                        | -                        |
| <b>Total Opportunity Sites' Future Development Potential</b>         | <b>85.8</b> | <b>913</b>                       | <b>1,736</b>               | <b>143,385</b>           |
| <b>Total Existing Development</b>                                    |             | <b>1,770</b>                     | <b>1,770</b>               | <b>451,789</b>           |
| Minimum Dwelling Units Supported by the Preliminary Planning Concept |             | 2,683                            |                            |                          |
| <b>Full Preliminary Buildout Potential</b>                           |             |                                  | <b>3,506</b>               | <b>595,174</b>           |

Table 3-4: UR-1 Preliminary Growth Projections

| Land Use Designation   | Acreage      | Dwelling Units | Nonresidential Area (sf) |
|--|--------------|----------------|--------------------------|
| <b>Opportunity Sites</b>                                     |              |                |                          |
| High Density Residential                                     | 207.8        | 2,805          | -                        |
| Medium Density Residential                                   | 538.9        | 3,638          | -                        |
| Commercial   | 13.4         | -              | 218,236                  |
| <b>Total Opportunity Sites' Future Development Potential</b> | <b>760.1</b> | <b>6,443</b>   | <b>218,236</b>           |
| <b>Total Existing Development</b>                            |              | <b>30</b>      | -                        |
| <b>Full Preliminary Buildout Potential</b>                   |              | <b>6,473</b>   | <b>218,236</b>           |



# CHAPTER 4:

# IMPLEMENTATION RECOMMENDATIONS

This chapter provides Valley Link's long range planning requirements applicable to the station area, the recommended planning tools that the City of Tracy can implement to address Valley Link's requirements and fully plan for future development in the project area, and recommended grant funding sources that the City can pursue to fund the preparation of the planning tools and the project area's development and infrastructure improvements. The recommendations assume that the project's first phase, culminating with the creation of the Preliminary Planning Concept and this study, will serve as the foundation for the project's future phases and efforts.

The chapter is organized into the following sections:

- » 4.1 Valley Link Station Area Planning Requirements
- » 4.2 Planning Tool Recommendations
- » 4.3 Grant Funding Recommendations

## 4.1 Valley Link Station Area Planning Requirements

As an overarching consideration, these recommendations reflect Valley Link's Transit-Oriented Development (TOD) Policy requirements for long range planning efforts within the ½ mile radius of the future commuter rail station (station area).

At minimum, the policy requires:

- » The preparation of a station area plan that includes the following components:
  - » Current and proposed land use by type of use and density within the half-mile radius, with a clear identification of the number of existing and planned housing units and jobs.
  - » Station access and circulation plans for motorized, non-motorized and transit access. The station area plan should clearly identify any barriers for pedestrian, bicycle and wheelchair access to the station from surrounding neighborhoods (e.g., freeways, railroad tracks, arterials with inadequate pedestrian crossings), and should propose strategies that will remove these barriers and maximize the number of residents and employees that can access the station by these means. The station area and transit village public spaces shall be made accessible to persons with disabilities.
  - » Estimates of transit riders walking from the half mile station area to the transit station to use transit.
  - » Transit village design policies and standards, including mixed use developments and pedestrian-scaled block size, to promote the livability and walkability of the station area.
  - » TOD parking demand and parking requirements for station area land uses, including consideration of pricing and provisions for shared parking.
  - » Implementation plan for the station area plan, including local policies required for development per the plan, market demand for the proposed development, potential phasing of development and demand analysis for proposed development.
- » The establishment of a threshold to quantify the appropriate minimum level of residential development around commuter rail station.
  - » Per the policy, the station area is required to accommodate at least 2,200 dwelling units, the average minimum number of units for commuter rail station areas.
  - » To be counted toward the threshold, planned land uses must be adopted through general plans, and the appropriate implementation processes must be put in place, such as zoning codes prior to completion of station final design. Ideally, planned land uses will be formally adopted through a specific plan (or equivalent), zoning codes and general plan amendments along with an accompanying programmatic Environmental Impact Report (EIR) as part of the overall station area planning process. Minimum densities will be used in the calculations to assess achievement of the thresholds.
  - » New below-market housing units will receive a 50 percent bonus toward meeting the corridor threshold (i.e. one planned below-market housing unit counts for 1.5 housing units for the purposes of meeting the corridor threshold. Below market for the purposes of this policy is affordable to 60% of area median income for rental units and 100% of area median income for owner-occupied units).

## 4.2 Planning Tool Recommendations

Based upon the community's potential desire to plan for the development of Urban Reserve (UR)-1 in coordination with the station area planning effort and the Valley Link TOD policy's preference for the adoption of the station area's planned land uses through a specific plan, the City can adopt a single specific plan for the project area. To account for the TOD policy requirements and the development of the greenfield UR-1 site, the specific plan should include the following components:

- » A vision statement and policies or principles;
- » Land Use analysis, policies, and map, including TOD concepts within the station area and transit-supporting concepts beyond, based on perpetuating the characteristics of the project area's established neighborhoods and districts;
- » Circulation analysis, policies, and map(s), including station access and circulation plans for motorized, non-motorized, and transit access within the station area, access to the station and Central Business District from beyond the station area, and estimates of transit riders walking from the ½ mile station area to the transit station to use transit;
- » Parking analysis, policies, standards and map, including TOD parking demand and parking requirements for the station area;
- » Private and Public Realm development standards and design policies and protocol (standards and optional guidelines), including transit village concepts within the station area;
- » Infrastructure analysis, policies, and map(s);
- » Economic development analysis (market study) and policies;
- » Phasing plan;
- » Funding strategy; and
- » Implementation plan.

In addition to the adoption of the specific plan, the preferred option will require the City to prepare and adopt the following associated planning tools:

- » General Plan amendments, including policies and Land Use Map changes, that account for the adoption of the specific plan and the annexation of UR-1;
- » Zoning Ordinance amendments, including the creation of a specific plan zoning district for the project area and the rezoning of the project area to the new district;
- » The certification of a programmatic EIR; and
- » The annexation of Urban Reserve-1 following the adoption of the specific plan, the General Plan amendments, and the EIR.

In addition to fulfilling Valley Link's preferred method of regulating station area land use, the project area specific plan option consolidates planning policies, development standards, design protocols, and infrastructure requirements into a single resource. This will help ensure that the project area's development reflects transit-oriented or supporting principles, depending upon location, and occur in a coordinated, consistent manner. The option will also allow the City to plan for commuter rail and Central Business District access and parking needs on a broader basis, including the residential neighborhoods in UR-1 that are located just outside the station area. And finally, the project area specific plan will allow the City to study the entire project area's market conditions in consolidated fashion, confirming that the entire project area's land uses reflect market conditions and prevailing economic development opportunities.

## 4.3 Grant Funding Recommendations

To help pay for costs associated with preparing the planning tools, developing projects, and constructing infrastructure in the project area, the City can apply for grant funding from the following active programs. Many of the programs operate on an ongoing basis, while others have near term application deadlines and/or limited funds that will limit the length of distribution.

In addition to applying for funding from the active programs included in this section, the City should also regularly monitor the federal, state, and regional/local entities that operate and/or administer the programs for future grant funding opportunities.

### Transportation and Air Quality Programs

#### San Joaquin County Measure K

[www.sjcog.org/300/Measure-K](http://www.sjcog.org/300/Measure-K)

Approved by San Joaquin County voters and administered by San Joaquin County Council of Governments (SJCOC), Measure K provides funding for various kinds of transportation projects while promoting air quality. Eligible projects include:

- » Local street repairs and roadway safety,
- » Congestion relief,
- » Railroad crossing safety,
- » Transit, and
- » Pedestrian and bicycle facilities and safe routes to school programs.

The Measure was last renewed in 2006 for a term of 30 years. Applications are accepted on a rolling basis.

#### State of California Transportation Development Act (TDA)

[www.sjcog.org/109/Transportation-Development-Act-TDA](http://www.sjcog.org/109/Transportation-Development-Act-TDA)

SJCOC also administers TDA funds on the State of California's behalf to fund the following kinds of transportation projects:

- » Transit operations,
- » Bus and rail projects,
- » Special transit services for disabled riders,
- » Pedestrian and bicycle facilities, and
- » Transportation planning.

TDA is currently operating on a continuous basis with no application deadline.

## San Joaquin Valley Air Pollution Control District Grant Programs

[valleyair.org/grants/](http://valleyair.org/grants/)

The San Joaquin Valley Air Pollution Control District administers the following three programs that provide funding for transit, bike facilities, electric vehicle infrastructure, park and ride lots, and enhanced transportation strategies.

- » The Public Benefit Grant Program provides funding for enhanced transportation strategies, alternative fuel infrastructure, and electric vehicle infrastructure.
- » The Public Transportation Subsidy and Parks and Ride Lots program has funding for commuter rail services and park and ride lots.
- » The Bike Paths program has funds for Class I, II, and III bicycle facilities.

The grants are currently operating on a continuous basis with no application deadline.

## Federal Transit Administration (FTA) Section 5339 Bus and Bus Facilities

[dot.ca.gov/programs/rail-and-mass-transportation/fta-section-5339-bus-and-bus-facilities](http://dot.ca.gov/programs/rail-and-mass-transportation/fta-section-5339-bus-and-bus-facilities)

The California Department of Transportation (Caltrans) administers FTA Section 5339 to fund the replacements, rehabilitation, and purchase of buses, vans, and related equipment, and to construct bus-related facilities in small urban communities of 50,000-200,000 residents. FTA Section 5339 is currently operating on a continuous basis with no application deadline.

## Housing Programs

### Local Early Action Planning (LEAP) Grants

[www.hcd.ca.gov/grants-funding/active-funding/leap.shtml](http://www.hcd.ca.gov/grants-funding/active-funding/leap.shtml)

The California Department of Housing & Community Development (HCD) administers LEAP grants to provide local governments with financial and technical assistance with preparing and adopting planning documents and process improvements that:

- » Accelerate housing production, and
- » Facilitate compliance to implement the sixth-cycle Regional Housing Needs Assessment.

HCD is accepting over-the-counter LEAP applications through July 1, 2020, and encourages jurisdictions to submit their applications as soon as possible.

### Infill Infrastructure Grant Program

[www.hcd.ca.gov/grants-funding/active-funding/iigp.shtml](http://www.hcd.ca.gov/grants-funding/active-funding/iigp.shtml)

HCD also administers the Infill Infrastructure Grant Program to fund capital improvement projects for infill development. To be eligible for funding, a capital improvement project must be an integral part of, or necessary for the development of either a Qualifying Infill Project or housing designated within a Qualifying Infill Area. Eligible costs include the construction, rehabilitation, demolition, relocation, preservation, and acquisition of infrastructure.

Local governments that have jurisdiction over qualifying infill areas may apply for funding on an individual basis or jointly with developers of qualifying infill projects. Small jurisdictions may apply for funding on an over-the-counter basis until the program's funds are exhausted.

## California Senate Bill (SB) 2 Planning Grants Program

[www.hcd.ca.gov/grants-funding/active-funding/planning-grants.shtml](http://www.hcd.ca.gov/grants-funding/active-funding/planning-grants.shtml)

HCD also administers the SB2 Planning Grants Program to provide local governments with funding and technical assistance related to the preparation, adoption, and implementation of plans and process improvements that streamline housing approvals and accelerate housing production. Eligible projects include:

- » Updates to general plans, community plans, specific plans, and local planning related to implementation of sustainable communities strategies;
- » Updates to zoning ordinances;
- » Environmental analyses that eliminate the need for project-specific review; and
- » Local process improvements that expedite local planning and permitting.

The program provides grants through a noncompetitive, over-the-counter process to local governments who have an HCD-compliant housing element, have submitted a recent Annual Progress report, and demonstrate a nexus to accelerate housing production and the application is consistent with state or other planning priorities. The program's first round of funding is now closed, but additional funding will be provided in the near future.

## San Joaquin County Entitlement Programs

[www.sjgov.org/commdev/cgi-bin/cdyn.exe?grp=neighpresv&htm=grantsmanage](http://www.sjgov.org/commdev/cgi-bin/cdyn.exe?grp=neighpresv&htm=grantsmanage)

San Joaquin County Neighborhood Preservation Division administers the following three federal grant programs that provide assistance to low-income and homeless residents of the County.

## Community Development Block Grant (CDBG) Program

CDBG is a flexible funding source that helps address local housing and community development needs. Activities must meet one of the following objectives:

- » Address the needs of low-income persons,
- » Eliminate a slum or blighted condition, or
- » Resolve an urgent need.

CDBG funds may cover the following and other similar activities:

- » Acquisition of Real Property,
- » Acquisition, Construction, Rehabilitation, or Installation of Public Facilities, Including Infrastructure,
- » Public Services,
- » Removal of Architectural Barriers,
- » Housing Rehabilitation,
- » Historic Preservation,
- » Commercial or Industrial Rehabilitation, and
- » Special Economic Delivery.

## Home Investment Partnership (HOME) Program

The HOME Program is intended to:

- » Provide decent affordable housing to low-income households,
- » Expand the capacity of nonprofit housing developers,
- » Strengthen the ability of state and local governments to provide housing, and
- » Leverage private-sector participation.

Home Program Funding may cover the following activities:

- » Homeowner housing rehabilitation,
- » Homebuyer activities,
- » Acquisition, rehabilitation, or construction of rental housing,
- » Tenant-based rental assistance, and
- » Other activities conducted in conjunction with the above activities, including acquisition of vacant land, site improvements, and refinancing.

A minimum of 15% of the annual HOME allocation must be set aside for use by Community Housing Development Organizations (CHDO). A CHDO is a private, nonprofit community-based service organization that provides affordable housing to the community that it serves.

## Emergency Solutions Grant (ESG) Program

The Emergency Solutions Grant program assists emergency shelters for the homeless by providing funds that may be used for the following activities:

- » Renovation or rehabilitation of buildings used as emergency shelters,
- » Provision of essential services to the homeless including street outreach,
- » Payment of maintenance and operational expenses for emergency shelters,
- » Developing and implementing homeless prevention and rapid re-housing activities, and
- » Maintaining a Homeless Management and Information System (HMIS).

In December of each year, a notice of funding availability is distributed to individuals and organizations that have expressed an interest in applying for funds. The funding requests that are received are first reviewed to determine eligibility and then to determine if they meet one of HUD's national objectives and one of the County's local community development objectives. The San Joaquin County Board of Supervisors considers eligible applications at a public hearing that is typically held in March. Funding for the selected projects is available in July.

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