

Agenda Item _____

RECOMMENDATION

The Planning Commission recommends that the City Council adopt a Resolution approving the Downtown Vision Plan.

EXECUTIVE SUMMARY

This agenda item is to consider adoption of the Downtown Vision Plan. The City's Downtown planning efforts have evolved over the past few years from beginning as a Downtown Transit-Oriented Development (TOD) Study in 2019/2020, initiating preparation of a Downtown TOD Specific Plan and Environmental Impact Report (EIR) in 2021, undergoing revisions to the planning area boundary in 2022 (i.e., removing Urban Reserve 1 to focus on the Downtown core and Bowtie area), and now recommending a pivot from the bulky Specific Plan/EIR approach to consider a more focused, streamlined, three-pronged approach, including a Downtown Vision Plan, Downtown Design Guidelines, and amendments to the Central Business District (CBD) Zone.

For this agenda item, the City Council is only being asked to consider the Downtown Vision Plan. The Vision Plan is not a land use regulatory document. If this item is approved, the Downtown Design Guidelines and amendments to the CBD Zone will be brought to City Council for consideration in the first half of 2025, after Planning Commission review and recommendation has occurred.

The Downtown Vision Plan, which includes concepts for a grand park in the western portion of the Bowtie area, was presented to the Planning Commission on August 14, 2024, and the Parks & Community Services Commission on September 5, 2024. Both Commissions recommended that the City Council approve the Downtown Vision Plan.

BACKGROUND

Downtown Transit-Oriented Development Study

Downtown Tracy is generally located in the area bordered by 12th Street, 4th Street, West Street, and East Street, which includes the Bowtie area. The Bowtie area includes approximately 60 acres of vacant land owned by the Union Pacific Railroad (UPRR) that is located between 6th Street and 4th Street on both sides of Central Avenue and extends to Tracy Boulevard on the west and MacArthur Drive on the east. Maps of the Downtown area are included in Attachment A.

Downtown planning is an ever evolving and continual focus of the City. The most recent planning efforts began in 2019 following news of Tri Valley/San Joaquin Valley Regional Rail Authority's plans for a commuter rail service, known as Valley Link, connecting Lathrop to Dublin BART with a potential station in Downtown Tracy.

In anticipation of Valley Link, the City Council authorized staff to enter into a Professional Services Agreement (PSA) with DeNovo Planning Group on June 18, 2019, to conduct a Downtown Transit-Oriented Development (TOD) study. The purpose of this long-range planning and urban design study was to evaluate how the potential introduction of commuter rail service, via Valley Link, could impact development opportunities in and around the greater

Downtown and surrounding areas.

In preparing the Downtown TOD Study, the City implemented a broad and comprehensive outreach and participation process in order to engage key stakeholders and broad segments of the community. The outreach effort included a community workshop, an online survey, stakeholder interviews and meetings, and working sessions with the City Council and Planning Commission. The Downtown TOD Study was presented to the Planning Commission on February 26, 2020, and the City Council on July 21, 2020.

Downtown Specific Plan

On March 2, 2021, the City Council approved an amendment to the PSA with De Novo Planning Group to proceed with the second phase of the planning effort, which was preparation of a Downtown TOD Specific Plan and Environmental Impact Report (EIR). The original planning area included all property within a half-mile radius of the Tracy Transit Station, as well as approximately 780 acres of land located outside the City limits on the east side of the City between MacArthur Drive and Chrisman Road, known as Urban Reserve 1 (UR1). Since that time, factors have occurred that have affected the planning area boundary and the recommended planning document, as described below.

On November 16, 2021, the City Council received an update on the Valley Link project. Tri Valley/San Joaquin Valley Regional Rail Authority representatives explained that they are considering an alternative rail alignment that would connect Valley Link with the I-205 Managed Lanes Project and potentially shift the Tracy station location from Downtown to the I-205 area. It was also reported that the first phase of the Valley Link project is planned to only extend from the Dublin BART station to Mountain House. This news did not stop the City from continuing Downtown planning efforts, but it did cause the planning to be more focused on what's best for the Downtown, regardless of what happens with Valley Link.

In 2021/2022, the community raised concerns about including UR1 in the planning area. The main points were that UR1 was too distant from the Downtown and that the City should focus planning efforts on the Downtown itself and not include UR1. This community feedback helped to further refine the focus of the planning efforts to the Downtown core and the Bowtie area.

With UR1 removed from the planning area, a specific plan (which would require the preparation of a costly and time-consuming EIR), is no longer the most effective tool available to the City. The revised approach described below is recommended to better achieve the City's desired outcomes, resulting in better near-term results and a more cost-effective approach.

Revised Approach

Rather than prepare a Specific Plan and EIR, the City staff/consultant team now proposes a three-pronged planning approach in order to most effectively respond to market conditions, community concerns, and previous City Council direction. These include:

1. Adopt a Downtown Tracy Vision Plan. The Vision Plan will document the rich history of Downtown Tracy, identify aspirations for notable transformations and opportunities for the Bowtie, and identify policies and actions to achieve commercial, housing, and economic development goals. The primary difference between a Vision Plan and a Specific Plan is that a Vision Plan is not a land use regulatory document, whereas a

Specific Plan is. This means that a Vision Plan does not contain land use regulations and zoning standards that would affect development. A Vision Plan paints a conceptual picture of a desired outcome and provides a strategy for how to achieve it. The strategy may include next steps that consider changes to land use regulations and zoning standards, but those regulations are not part of the Vision Plan itself.

2. Establish Downtown Design Guidelines. Establish design standards that are uniquely and specifically developed for Downtown Tracy, rather than continuing to apply citywide residential and commercial design standards to this area. This will blend historic preservation with modern best practices to achieve desired results. The design guidelines may be added to the City's Design Goals and Standards as a new section pertaining to the Downtown or be a separate stand-alone document. The design guidelines would be applicable during the Development Review Permit process as architectural guidelines and objective design standards. The design guidelines will be brought to Planning Commission and City Council for consideration in the first half of 2025.
3. Update Central Business District (CBD) Zoning Standards. This is the most direct and effective response to priorities expressed by community and business leaders, including streamlining development review to spur economic growth, provide consistent guidance on parking standards, establish maximum building heights, identify updated list of allowed uses in the Downtown, effectively integrate housing and mixed use into the periphery of Downtown, etc. The update to CBD zoning standards will be brought to Planning Commission and City Council for consideration in the first half of 2025.

The benefits of the updated project approach include the following:

- More focused and responsive approach to the key issues identified by the community, Tracy City Center Association (TCCA), Planning Commission, and City Council.
- Responds to findings of Market Study.
 - Wholesale land use and infrastructure changes are not needed. Rather, focused changes to development standards, parking, permitted uses, design standards, etc.
 - Identify targeted and strategic changes that will have near term positive impacts and more directly respond to input from the business community.
- CBD zoning updates are most effective tool in addressing TCCA concerns and priorities, rather than replacing CBD with a Specific Plan, or creating redundant layers of planning requirements via a Specific Plan.
- Continue to maintain and support the CBD as the commercial core of Downtown Tracy, while planning for supporting housing and infrastructure.
- Create a grand vision for the Bowtie so that future funding sources can be secured.
- Reduce the overall project budget via a more streamlined and effective set of planning tools and eliminate the need to prepare a costly EIR that provides little direct benefit to Tracy.

ANALYSIS

Downtown Vision Plan

Given that this project has been in the works for a few years and all meetings with the Planning Commission and the City Council have been project update/discussion items, staff determined that it would be best to bring forth something tangible for review and approval, rather than an agenda item to only discuss the revised approach. Therefore, the purpose of this agenda item is to present the Draft Downtown Vision Plan for City Council consideration. This will also be an opportunity for the public to provide feedback on the plan. The City's planning consultant, Ben Ritchie of DeNovo Planning Group, will provide a presentation of the Downtown Vision Plan during this agenda item. The complete Downtown Vision Plan is included as Attachment A.

The Downtown Vision Plan identifies the Bowtie area as a key opportunity site because of its size and proximity to both the Downtown core and the potential future Valley Link station (if it locates in the Downtown). For decades, Downtown stakeholders have looked to the City and asked what are we going to do about the Bowtie. Staff asked our consultant to be bold in the vision for the Bowtie because we believe that is what City Council and the community are looking for.

The development constraints of the Bowtie are that the property is owned by the Union Pacific Railroad (UPRR) and the property will need remediation of contaminated soil, which further complicates any land purchase and adds cost and time to any future development project. These constraints make the property less attractive for private development.

The Downtown Vision Plan contemplates the potential of the City acquiring the Bowtie property, remediating the contaminated soil, and developing a grand central park on the western portion of the Bowtie. Very few cities have an opportunity to create such a grand park adjacent to their downtown. The concepts for this park would establish it as a huge attraction for the surrounding neighborhoods and the City as a whole. This grand park is envisioned to include a mix of active and passive uses on a scale that would be unmatched elsewhere in the City. The concept includes a potential outdoor amphitheater that could elevate this park to a regional destination.

This grand park could spur increased activity in the Downtown and increase the development potential of the eastern portion of the Bowtie for high density residential, which would further benefit the Downtown. This concept would also complement the potential Valley Link station if it locates in the Downtown.

This vision for the Bowtie is based on the belief that if something positive is going to happen in the Bowtie, it is more likely to occur with the City as the lead. This cannot be overstated, as the market study indicated that the outlook for new development in the Downtown and Bowtie area does not look favorable for private investment under current market conditions, and this has been the case for many decades. It needs to be acknowledged though that this vision for the Bowtie is a long-term vision that will likely take at least 10 years to achieve. A significant benefit of approving this Downtown Vision Plan is that it will enable the City to begin talks with UPRR and arm us with essential project marketing materials that will be helpful in pursuing State and Federal funds to assist with remediation of the site and project development.

Preliminary estimates for acquiring the entire Bowtie site are roughly in the range of \$38 million to \$42 million, and preliminary estimates for site remediation are roughly in the range of \$10 million to \$12 million. It should be noted that in 2006 the City acquired approximately 3.8 acres in the Bowtie area from the UPRR for approximately \$1.3 million for development of the Tracy Transit Station.

The park concepts shown in the Downtown Vision Plan are included only for the purpose of identifying the potential for a grand park in the Bowtie area. This is not an attempt to design the park. If the City is to ever move forward with plans for developing a park in the Bowtie area, the actual park design would be subject to the City's standard process for park design and development, as described in the City's Parks Master Plan.

If the City Council approves this Downtown Vision Plan, staff and the consultant team will move forward with next steps, which are recommended to include bringing forth Draft Downtown Design Guidelines and potential amendments to the Central Business District (CBD) Zone in the first half of 2025. If the City Council desires to have this packaged as a Specific Plan instead, that can still be done. All the work to date can be retained and combined with the future work to create a Specific Plan.

Planning Commission Recommendation

The Planning Commission considered the Downtown Vision Plan on August 14, 2024. The Planning Commission expressed support and recommended that the City Council approve the Downtown Vision Plan. The recommendation from the Planning Commission included the recommendation that a statement be added to the introduction to state that the Vision Plan is conceptual (and not regulatory).

Several Downtown business owners expressed the desire to see more incentives and benefits for existing Downtown businesses. The potential future amendment to the CBD Zone may provide benefits to existing property owners and business owners, such as streamlining the development review permit process and allowing certain land uses without a conditional use permit. Additionally, the City's Economic Development Division is planning to develop a potential matching grant façade program that could assist property owners and business owners with exterior improvements to their buildings.

Parks & Community Services Commission Recommendation

Staff and consultant presented the Downtown Vision Plan to the Parks & Community Services Commission on September 5, 2024. The Parks & Community Services Commission expressed support for the park concepts in the Bowtie and recommended that the City Council approve the Downtown Vision Plan.

FISCAL IMPACT

This agenda item does not request any expenditure of funds. This project is being partially funded by the following three grants:

1. Senate Bill No. 2 (SB 2) Planning Grant, which involves funding and technical assistance to local governments in California to help cities and counties prepare, adopt, and implement plans and process improvements that streamline housing approvals and

accelerate housing production.

2. Local Early Action Planning (LEAP) Grant, which involves funding and technical assistance to local governments for the preparation and adoption of planning documents, and process improvements that accelerate housing production and facilitate compliance to implement the sixth-cycle Regional Housing Needs Allocation.
3. Regional Early Action Planning (REAP) Grant, which involves funding for regional and local housing planning activities to accelerate housing production and facilitate compliance in implementing the sixth-cycle of the Regional Housing Needs Allocation.

The budget for preparing the Downtown Vision Plan is covered by the Downtown TOD Specific Plan budget of \$500,000, which is being funded by \$150,000 in SB 2 grant funds, \$200,000 in LEAP and REAP grant funds, and \$150,000 from the Community and Economic Development Department operating budget. The current remaining balance on the scope of work with DeNovo Planning Group is approximately \$191,725. A portion of the remaining balance will be needed for finalizing the Draft Downtown Design Guidelines and for assistance preparing the CBD Zoning Text Amendments.

Preliminary rough estimates for acquiring the Bowtie site are in the range of \$38 million to \$42 million, and preliminary rough estimates for site remediation (clean-up of contaminated soil) are in the range of \$10 million to \$12 million. If the City Council directs staff to explore the potential for acquisition and remediation of the site, staff will contact UPRR and State Department of Toxic Substance Control to begin initial discussions, as well as begin researching grant opportunities.

PUBLIC OUTREACH / INTEREST

For this agenda item, a public notice was published in the local newspaper, mailed to all property owners within a 300-foot radius of the Downtown Vision Plan Area, and posted on the City's website. Additionally, as part of the Downtown planning process over the past five years, the City implemented a broad and comprehensive outreach and participation process in order to engage key stakeholders and broad segments of the community. The outreach effort included a community workshop, online community surveys, stakeholder meetings, and meetings with the City Council and Planning Commission.

COORDINATION

The planning process for the Downtown Vision Plan involved coordination with multiple City Departments and Divisions, including the Economic Development Division and the Parks & Recreation Department. This staff report was prepared by the Community and Economic Development Department Planning Division.

CEQA DETERMINATION

The project is exempt from the California Environmental Quality Act (CEQA), pursuant to CEQA Guidelines Section 15061(b)(3). CEQA Guidelines Section 15061(b)(3), which is known as the "common sense exemption," states that CEQA only applies to projects, which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the

environment, the activity is not subject to CEQA. For this agenda item, the requested action involves adoption of a Downtown Vision Plan. The Downtown Vision Plan on its own does not have the possibility of causing a significant effect on the environment because it is only a Vision Plan, which is not a land use regulatory document and does not change zoning or approve any development projects. When any future development is proposed in the Downtown Vision Plan area, the appropriate site-specific CEQA analysis will be conducted for each individual development application or City project.

STRATEGIC PLAN

This project is related to the following City Council Strategic Priorities:

- Economic Development Strategy, Goal 3: Advance Downtown Specific Plan including provisions for a Transit Oriented Development (TOD) Plan
 - 3.a. Complete the TOD market and fiscal analysis
 - 3.b. Conduct Downtown Specific Plan stakeholder and community outreach
 - 3.c. Draft the Downtown Specific Plan and Environmental Impact Report (EIR)
- Quality of Life Strategy, Goal 3: Provide Recreation and Cultural Arts programming and events that bolster quality of life
 - 3.c. Explore opportunities to construct an outdoor amphitheater or pavilion based on available funding

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council adopt a Resolution approving the Downtown Vision Plan.

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ATTACHMENTS

Attachment A – Downtown Vision Plan

Downtown Tracy

Vision Plan

July 2024



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Introduction



Executive Summary

Context

Tracy's history is closely tied to the railroad, with the rail line passing through the city in 1869. The City of Tracy's Downtown Vision Plan Area covers 137.5 acres, comprising the Central Business District (CBD) and the Bowtie site. Located at the eastern edge of the city, the area is relatively distant from major freeways, which impacts downtown businesses and housing demand. Tracy has multiple job centers. However, the city's workforce is mainly engaged in jobs outside Tracy, with few residents working within the city.

Existing Conditions

Brownfield redevelopment is an important aspect of Tracy's vision for sustainable and thriving communities. Brownfields are previously developed properties that may have been contaminated or underutilized, requiring remediation in order to be safely redeveloped. The City of Tracy recognizes the potential of brownfield sites to contribute to the economic growth and revitalization of the community.

The City's General Plan land use designation within Tracy's Downtown Vision Plan Area is primarily designated as Downtown according to the city's General Plan Land Use Map. This downtown designation aims to support and reinforce the area as the heart of the city, promoting a mix of retail, office, high-density residential, and public-serving uses. The zoning provisions for the Plan Area primarily fall under the Central Business District (CBD) zone, which aims to facilitate pedestrian-oriented establishments, provide commercial business and service facilities, and serve as the retail core and cultural focus of Tracy. The CBD zone also promotes the proximity of high-density residential

areas to downtown businesses and public gathering spaces, fostering a strong sense of place for the community.

Process

The City of Tracy has undertaken comprehensive community outreach efforts to ensure that the residents have a voice in shaping the future of the city. The outreach process has included various methods such as online surveys, stakeholder discussions, and study sessions with the Planning Commission and City Council. The City has also utilized its website, social media platforms, and traditional flyers to engage the community and gather their input. The recent community survey regarding Downtown Tracy saw a significant response, with 154 total respondents providing valuable insights. This ongoing commitment to community engagement ensures that residents have ample opportunities to participate and contribute to the decision-making process.

Economic Analysis

Downtown Tracy's retail district is historic and diverse, featuring older commercial buildings, small businesses, and a mix of retail and office spaces. Despite challenges from e-commerce and limited business margins, efforts by the Tracy City Center Association have shown promise in successfully supporting local businesses. Housing in Tracy is predominantly single-family homes, with a shift toward more multi-family units. The housing market has slowed since 2010, and downtown housing shows a higher density with some new development projects underway. Surrounding residential neighborhoods are mixed, with some losing historic character due to commercial conversion.

Great Valley Park

The new Great Valley Park, preliminary named so in reference to Tracy's location within California's Central Valley or "Great Valley" as it was referred to in the past, will be created on the 28-acre west bowtie site, bounded by 6th Street to the north, Central Avenue to the east, and the existing rail track to the south and west. The track curves around the site and forms a narrow strip of land between the tracks and 6th Street towards Tracy Boulevard.

The Great Valley Park will be Tracy's large "Central Park," a signature park that will offer activities and respite for everyone and that is fittingly located at Central Avenue. The design concept for the park builds on the surrounding context with its existing buildings, streets, and natural assets.

While the West Bowtie is centrally located just south of Downtown Tracy, the mostly flat site is constrained in terms of access, which can only occur from 6th Street and Central Avenue due to the existing rail track running along the southwestern edge. For this reason, most active uses are placed along 6th Street and passive uses and natural areas are located in the





southern area, closer to the rail track. This generally gives the park an east-west orientation reminiscent of the old railyard's orientation. The park concept includes a few distinct design moves that make the park inviting and easy to use for different purposes.

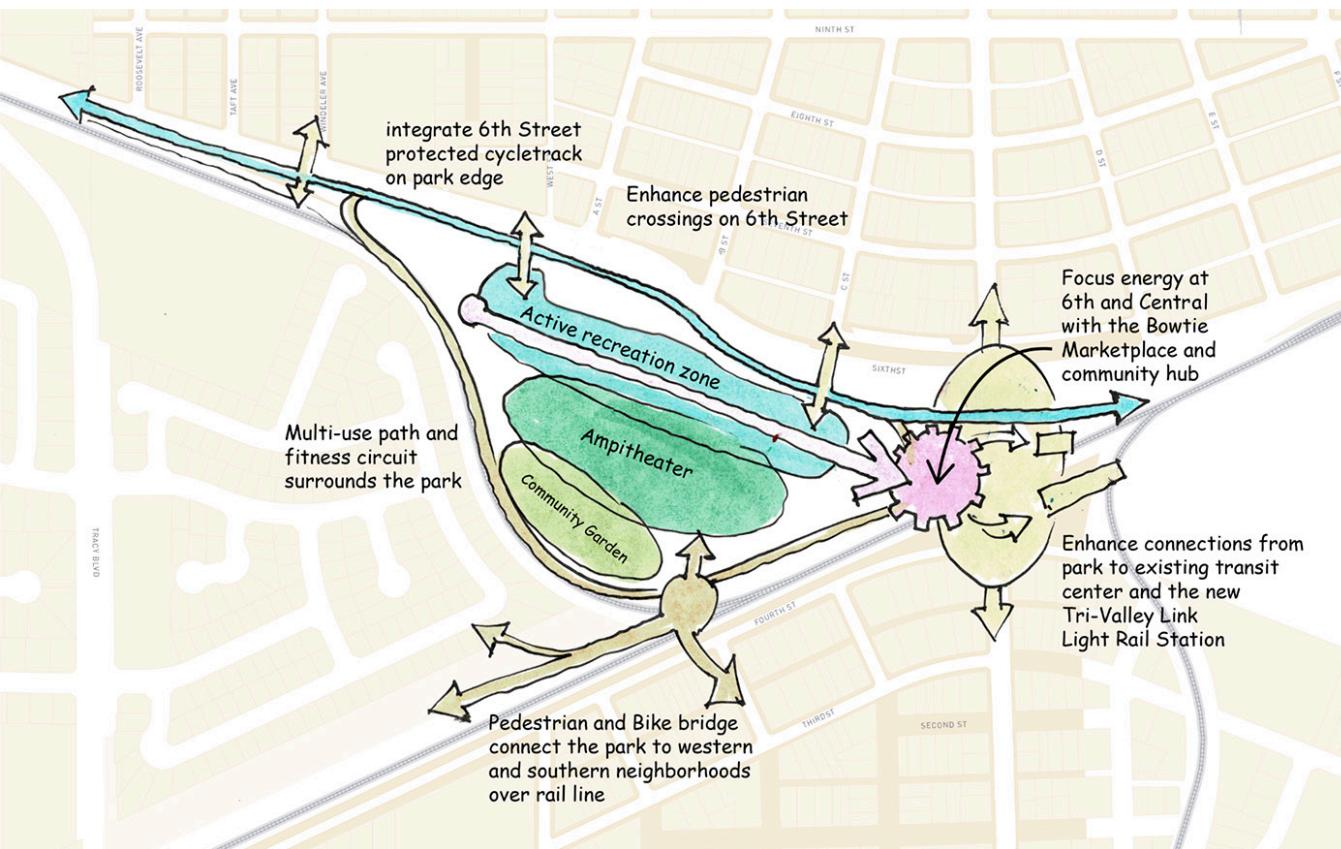
Bowtie East Transit Village

The eastern portion of the Bowtie is an ideal location for Transit-Oriented Development as a future Tri-Valley Light Rail Station is proposed this side of Central Avenue at the existing railway right-of-way, just south of the existing Transit Center. The maximum allowed density for residential development in this area is 50 DU/ac, opening an opportunity for a mix of multi-family housing and townhomes within walking distance to the station and the new Great Valley Park. Due to the proximity to Downtown and the existing residential uses

surrounding the site, residential uses with small amenity retail opportunities make the most sense on this site.

Central Business District (CBD)

To ensure the continued prosperity and vitality of Downtown Tracy, the City of Tracy is mindful of how the bowtie area, both west and east, impacts the downtown. This area plays a crucial role in connecting and enhancing the overall downtown experience. The City is dedicated to maintaining the unique charm and character of Downtown Tracy while fostering appropriate growth and development that integrates seamlessly with the bowtie area, reinforcing its importance as a central hub for the community.



Context





Regional Context

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. Figure 1 shows Tracy's location within the region.

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.

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 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 residents also have rail access to the Bay Area and Sacramento via the Altamont Commuter Express (ACE), which runs along the southern edge of town. Additional commuter service may be available in the future if the proposed Valley Link station is built in Downtown Tracy. Current regional bus routes, operated by San Joaquin County

Regional Transportation Department, connect downtown Tracy to surrounding communities.

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 and Interstate 205 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.

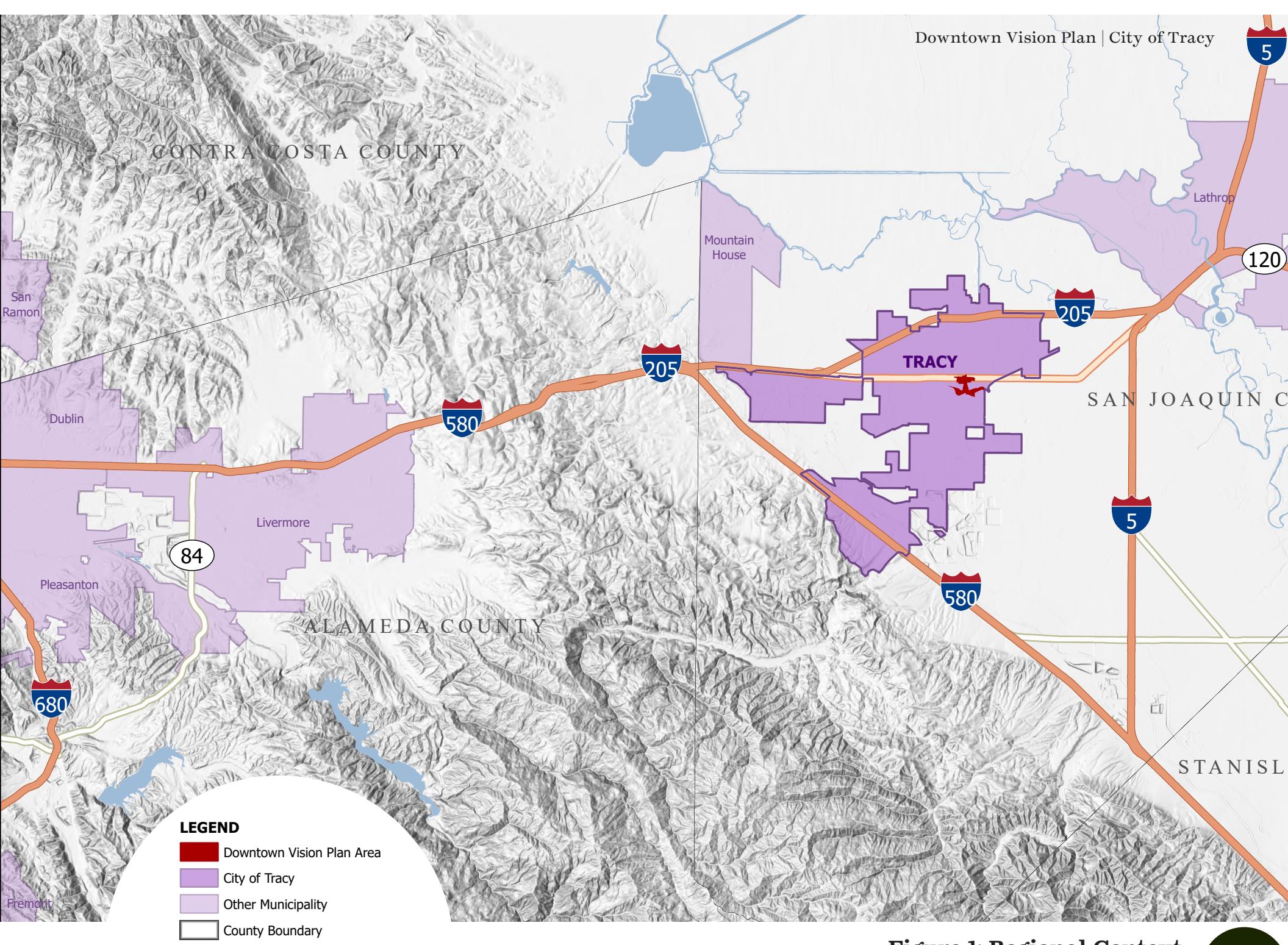


Figure 1: Regional Context

Local Context

Tracy is a railroad town that came from the mid-19th century construction of Central Pacific Railroad rail lines running from Sacramento through Stockton to the San Francisco Bay Area. Several small communities sprang up along these lines at designated station sites, including one at the junction named for railroad director J.J. Tracy. Incorporated in 1911, the City of Tracy is largely composed of neighborhoods, most of which were built in the last several decades as the historically agricultural town exploded into a city. Figure 2 shows a more zoomed in view of the City in a local context.

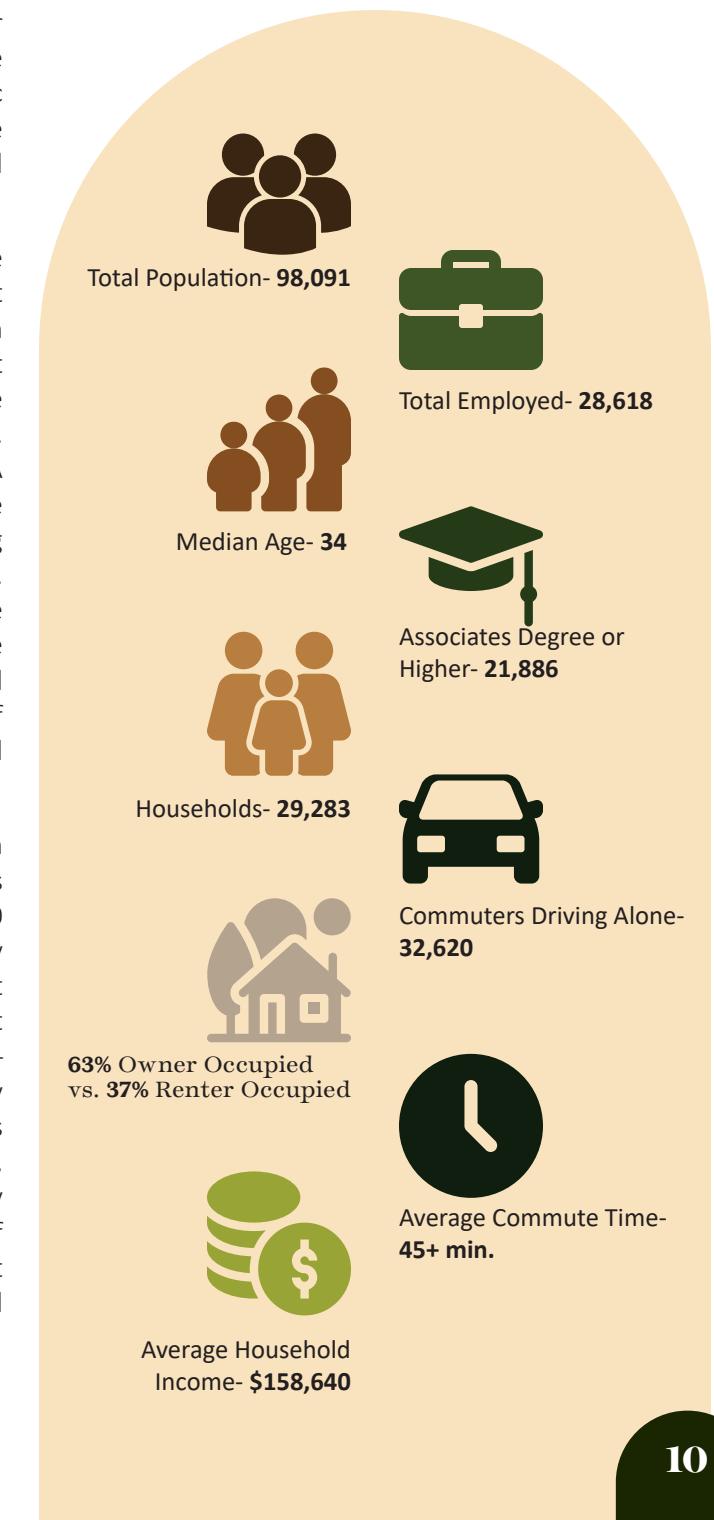
In 2021, the City of Tracy's population was just over 98,000 residents, representing about 12 percent of the total number of San Joaquin County residents. Tracy has nearly 30,000 households and an average of 3.44 persons per household. Households in the western, southwestern, and northeastern portions of the City have above-moderate incomes, with some neighborhoods showing earnings of over \$150,000 per household. Median income in the City of Tracy has increased in parallel with inflation, while median income in the Downtown has increased at a faster pace than inflation. Over the last 12 years, the number of households has remained relatively steady in the Downtown, reflecting limited/ no new residential development, while the number of households have increased by about 3,700 elsewhere in the City.

The City of Tracy has established itself as an important suburb to the San Francisco Bay Area region with its solid base of small businesses, national retailers, and restaurants. There are several retail nodes throughout Tracy—the West Valley Mall, Tracy Market Place, the Eleventh Street

corridor, and Downtown. There are several smaller neighborhood centers scattered throughout the City as well. The city's key civic area is the Civic Center, located just east of Downtown. There are a number of public buildings and educational institutions spread throughout the City.

Tracy has several job centers, including the North East Industrial Area, the Civic Center just east of downtown, Cordes Ranch Specific Plan Area, and North Tracy Boulevard between West Lowell Avenue and West Eaton Avenue, where hospitals and medical offices are concentrated. There are about 45,000 employees in the City. A substantial proportion of jobs in the City are in the transportation and warehousing sector, reflecting the strong concentration of the logistics industry. Other larger industry sectors include the retail trade and accommodation and food services sectors, the health care and educational services sectors, and the manufacturing sector. A modest number of employees are in the professional, scientific, and technical, information, and management sectors.

In part because of the relative mismatch between jobs in the City of Tracy and the professions/skillsets of Tracy's employed residents, only about 6,100 Tracy residents (15.9 percent) work in the City. Many employed residents commute west – 12.2 percent work in Livermore and Pleasanton, and 14.3 percent in Oakland, Fremont, San Francisco, and San Jose – with relatively few working in San Joaquin County (e.g. only 5.4 percent of Tracy employed residents worked in Stockton). In contrast, a large proportion, 38.0 percent, of people working in the City of Tracy lived in San Joaquin County. Overall, the City of Tracy was a "net exporter" of workers with about 32,100 residents employed outside of the City and 27,200 non-residents working in the City.



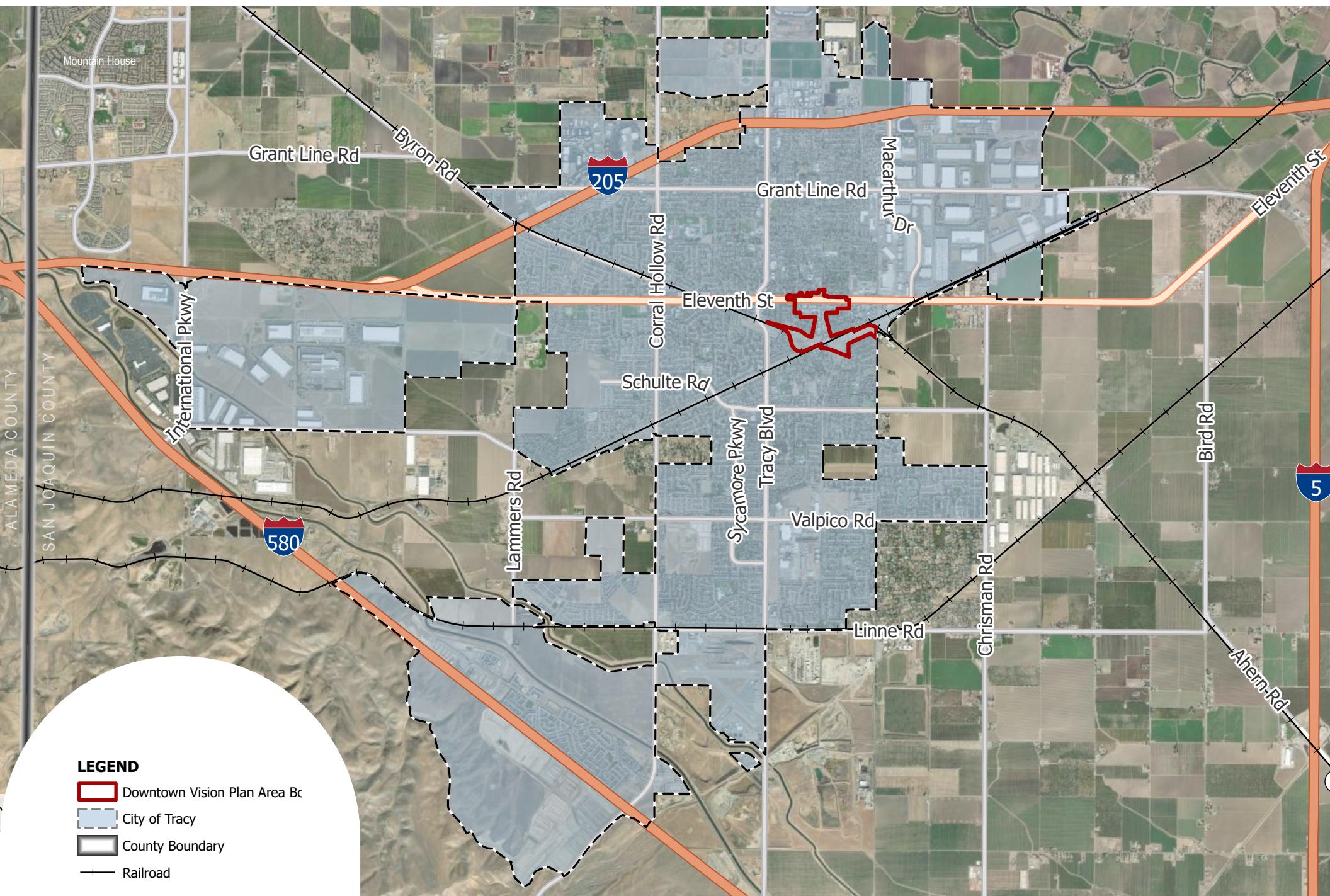


Figure 2: Local Context

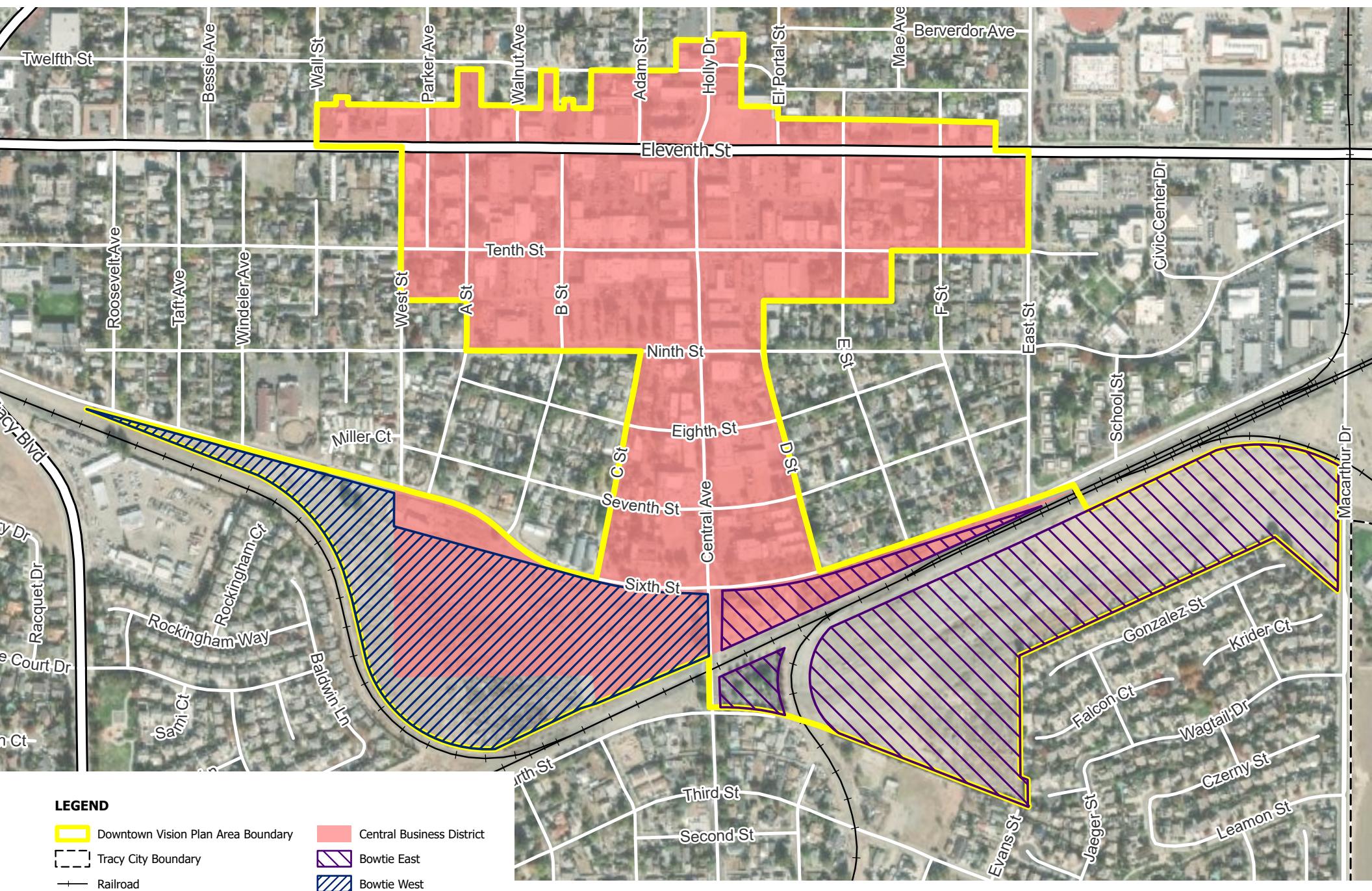


Figure 3: Downtown Vision Plan Area

Sources: San Joaquin County GIS; Caltrans; ArcGIS Online World Imagery Map Service. Map date: November 6, 2023.

Downtown Tracy Vision Plan Area Context

The Downtown Vision Plan Area, approximately 137.5 acres, is shown in Figure 3. The Downtown Vision Plan Area is generally bound by the 11th Street corridor to the north; East Street and D Street to the east; the railroad tracks, Fourth Street, and existing neighborhoods to the south; and C Street and West Street to the west.

The Downtown Vision Plan Area lies on the eastern edge of the City, relatively far from both I-205 and I-580. This relative distance from the freeways likely affects the number of visitors to the downtown establishments, and demand for downtown housing from households who commute to jobs outside of the City. A more detailed history of the Downtown Vision Plan Area is provided on pages 14-17, and a more detailed description of existing conditions on pages 18-21.

The Downtown Vision Plan Area is made up of the Central Business District (CBD) and the Bowtie site, which is divided into Bowtie West and Bowtie East. The CBD contains the primary concentration of Downtown retail. The historic center of the City lies at the southern end of the CBD, adjacent to the Bowtie site. The Bowtie site is a brownfield redevelopment area. More details about the contamination of the Bowtie site are provided on pages 22-26.



Brief History

Downtown Tracy and Bowtie Sites

Tracy's history is the history of the railroad in the north San Joaquin valley. The rail line through the present site of Tracy in 1869 came a few months after the joining of the Central and Union Pacific Railroads at Promontory Territory of Utah on May 10, 1869, which established Transcontinental Rail Service across the U.S. The Central Pacific Railroad that ran from Sacramento was built through the present site of Tracy, over Altamont Pass, through Niles Canyon to Niles, and then by ferry to San Francisco.

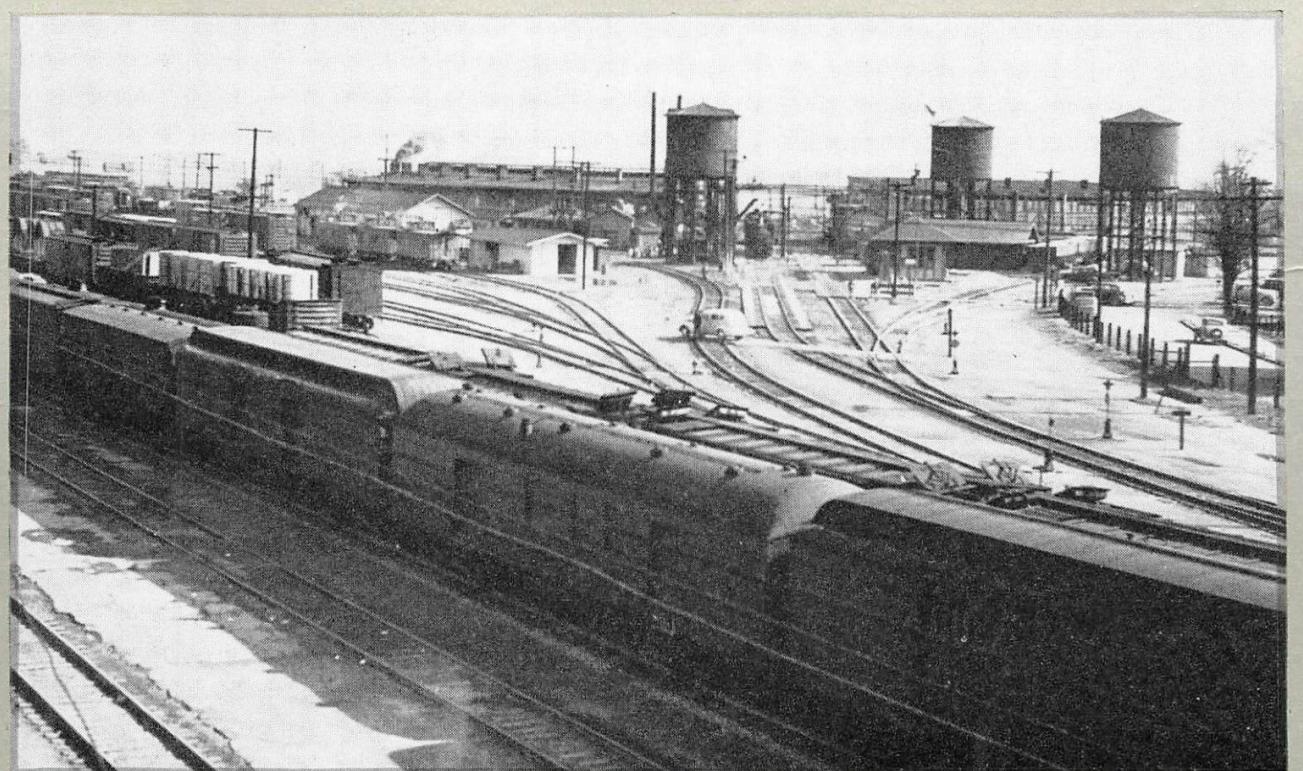
Nearby Lathrop consisted of a roundhouse, a railroad shop, yards, and hotels for feeding railroad

employees. The community became the railroad business center and the headquarters for the Central Pacific Railroad for the San Joaquin Valley. The increasing volume of business being handled by the railroad required a coaling station at the foot of the Altamont Hills just 14 miles west of Lathrop. A coaling station, named Ellis, was established west of present-day downtown Tracy between Corral Hollow Road and Lammers Road along old Schulte Road.

Tracy was incorporated in 1910 and grew rapidly after the first irrigation district was established in 1915. Although railroad operations began to decline in the 1950s, Tracy continued to prosper as an agricultural area. Today, the City seal reflects this history of railroads and agriculture.

The Bowtie area encompasses an area that is slightly larger than the former railyard that was operated by Southern Pacific Transportation Company. Historically, the Bowtie area has been utilized for commercial and industrial use, and is currently comprised of vacant land and several commercial buildings located in the northwest section of the site. The site was decommissioned in the 1940s and was subsequently used as a rail welding facility. This activity continued until most of the structures and railroad tracks were removed in the 1980s. Following dismantling of the rail buildings, portions of the site have been used by American Transit Mix/RMC Lonestar (along MacArthur Drive) and warehousing businesses (around West Sixth Street).





**Tracy's
history
is the history
of the railroad
in the north San
Joaquin valley.**



Historical monuments in the Plan Area include the Tracy City Hall and Jail and the Tracy Inn. Both structures are registered on the National Register of Historic Places. Tracy City Hall and Jail was first commissioned by the city in November 1899 and was completed in March 1900 after the original Jail and City Hall burnt down. This historical site served as the local government's place of operation during Tracy's formative years, which makes the Tracy City Hall and Jail building an integral part of Tracy's foundation. The structure, located on 25 West Seventh Street, is made of a simple brick building and was built by J.F. Hoerl. In the historical resources inventory, the Tracy City Hall and Jail was one of only fourteen buildings to receive an "exceptional" rating.

Another historic structure, the Tracy Inn, was originally opened in 1927 with a total of 60 rooms on the second floor and is still located at 24 West Eleventh Street. The building has a transitional architectural style befitting the 1920s with classic Spanish Colonial revival and modern styles mixed together. The building was designed by the Oakland firm of Slocumhe and Tuttle. In 1949, after the ownership changed, the Tracy Inn suffered a fire that burned the only original blue prints of the building. Even with this loss, the owner was still able to recreate the original look of the Tracy Inn. The iconic sign of the Tracy Inn was also replaced in 1945.

Another important building is the Classical Grand Theatre which anchors downtown and was designed by architect Albert W. Cornelius. The Theatre opened on August 11, 1923 as a premiere vaudeville half-house. Conceived and built by German-born entrepreneur John C. Droege, the Theatre was converted to show "talkies" by the late 1920s. The Grand has been honored with



awards from The California Heritage Council and the California Preservation Foundation and has been acknowledged in the State Legislature and U.S. Congress. The Center was recognized nationally as one of fifty unique and important cultural redevelopment projects studied in 2010. The information gained from this research project assists in the development of new art and cultural centers in communities across America.

Downtown Tracy Today

Downtown Tracy is the historic center of the community. Tracy's central retail district retains the scale and structure of traditional main streets in small cities, although Tracy's core shopping area is larger than most of these surviving districts. Tracy has also retained many of the residential neighborhoods that originally surrounded and supported main street businesses. In addition to its role as a commercial center, Tracy's downtown is also the center of community activities. It hosts the weekly Farmers' Market, the annual Wine Stroll, holiday and homecoming parades, and much more.

A major city improvement project completed in 2007 provided reconstructed streets, new street trees, expanded landscaping and redesigned sidewalks to the downtown. Also in 2007, the Grand Theatre Center for the Arts was created from the historic theater, two adjoining hotels, and a firehouse building. The City of Tracy Transit Station, opened in 2009, provides a handsome new anchor — and venue for community gatherings — at the corner of Sixth Street and Central Avenue on the southern end of downtown.

Existing Conditions



Existing Conditions

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 Vision Plan focuses on how future development can emulate, preserve, and enhance the characteristics of each area and the adjacent areas' existing development.

The city's core area includes the Central Business District, the Civic Center campus, the Transit Center, the Bowtie site, and historic residential neighborhoods. 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.

Central Business District

Tracy's Central Business District is almost as old as the city itself and is focused along its four established commercial streets: Central Avenue, 6th and 10th Streets, and a portion of 11th Street. Central Avenue, from 11th Street in the north to the south to 6th Street in the south, was developed early on as part of the City's commercial core and serves today as Tracy's main 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.





Commercial Storefronts Along 10th Street



Historic Commercial Buildings Along Central Avenue



6th Street Plaza



Transit Center and 6th Street/Central Avenue Roundabout



Bowtie Site with Outlying Residential Neighborhood Development Beyond



Commercial Storefronts Along Central Avenue



Bowtie Site with Outlying Residential Neighborhood Development Beyond



Bowtie Site with Outlying Residential Neighborhood Development Beyond



Looking East on 10th Street Towards Civic Center



Home and Pathway in Outlying Residential Neighborhood



Home and Pathway in Outlying Residential Neighborhood

History of Bowtie Site and Remediation Potential

Existing Site Uses

The Bowtie area encompasses an area that is slightly larger than the former railyard that was operated by Southern Pacific Transportation Company. The Bowtie has been divided into nine subareas for ease of discussion, Areas A through J, as shown in Figure 4.

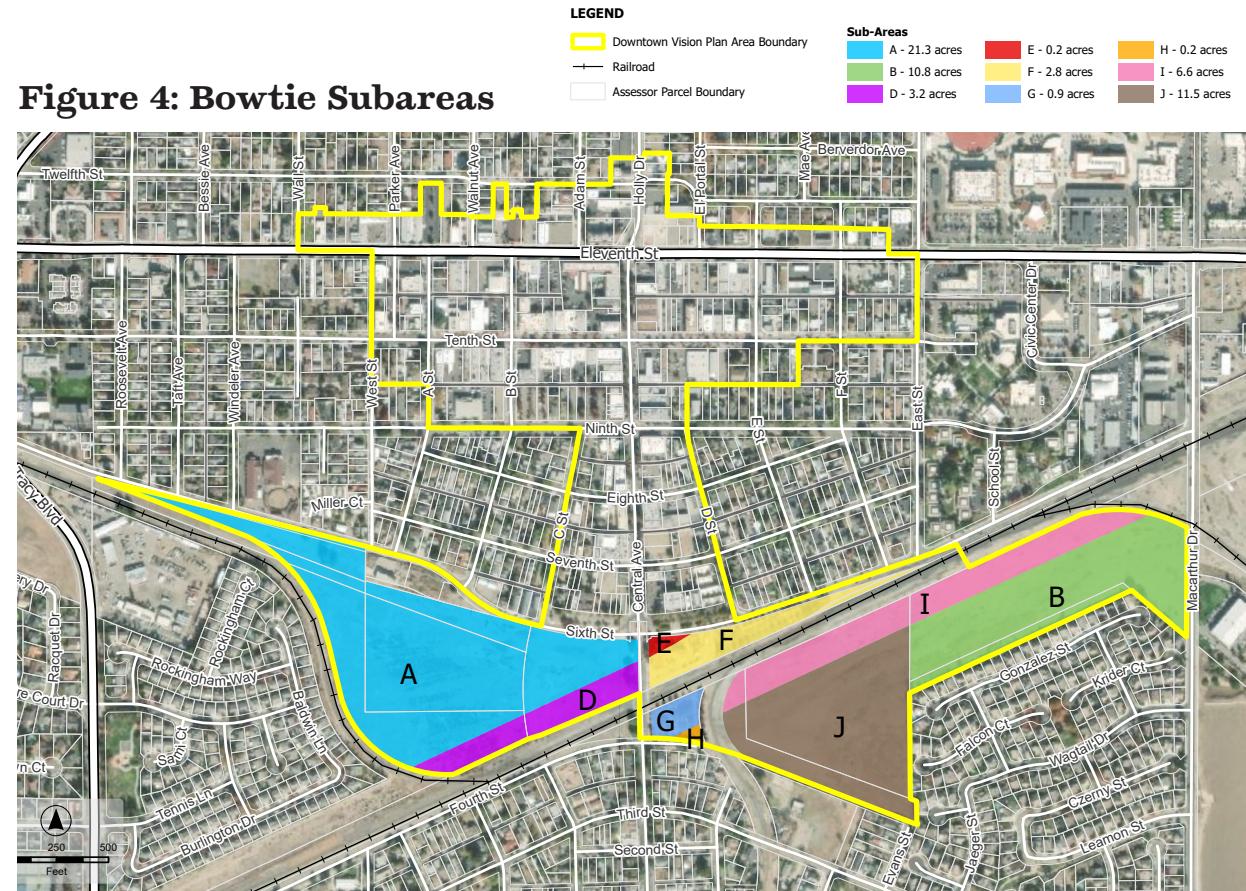
Historically, the Bowtie area has been utilized for commercial and industrial use, and is currently comprised of vacant land and several commercial buildings located in the northwest section of the site (Area A). The site was decommissioned in the 1940s and was subsequently used as a rail welding facility. This activity continued until most of the structures and railroad tracks were removed in the 1980s. Following dismantling of the rail buildings, portions of the site have been used by American Transit Mix/RMC Lonestar (along MacArthur Drive) and warehousing businesses (around West Sixth Street).

Historical Overview

Union Pacific Railroad Company (UPRR) is the current site owner, who acquired the property from the Southern Pacific Transportation Company (SP) in 1996. Southern Pacific Transportation Company used the site as a maintenance facility until it was decommissioned in the 1940s. The site was then used as a rail welding facility until sometime prior to 1980. Most of the on-site structures and railroad track were removed in the 1980s.

In the Bowtie area, environmental contamination is primarily attributable to its former use as

Figure 4: Bowtie Subareas



a maintenance facility for Southern Pacific Transportation Company. Following its active use for maintenance of Southern Pacific trains, the site was “decommissioned” in the 1940s and subsequently used as a rail welding facility. These previous uses and activities contributed chemicals of concern that persist today. Contaminants from the railyard, underground tanks, and area pipelines have entered the soil and migrated into the underlying groundwater.

Hazardous Materials Areas

Potential areas of on-site hazardous materials use and storage were identified in several previous environmental reports,¹ as follows:

Previous site investigation and assessments referenced include the following:

- » **Phase II Environmental Site Assessment, Proposed Tracy Multimodal Station, San Joaquin, California, prepared by Geocon in July 2005;**
- » **Additional Site Investigation Report, Proposed Tracy Multimodal Station, San Joaquin, California, prepared by Geocon in October 2005; and**
- » **Draft Phase I Remedial Investigation Report, Former Tracy Railyard, Tracy, California prepared by Kennedy/Jenks Consultants in April 2006.**

- » **Area A:** Proposed surface areas of potential environmental concern included railroad right-of-way, railroad maintenance areas, packing sheds, a signal repair building, and two warehouses. Reported subsurface areas of potential concern included two 8-inch oil pipelines.
- » **Area B and eastern section of Area I:** Historical surface areas of potential environmental concern included railroad tracks, wheel shops, oiled macadam (stone) roads, rail beds, a coal house, refuse pit and rail welding. Subsurface areas of potential environmental concern included two (500-gallon unleaded gasoline and 1,000 diesel) underground storage tanks (USTs) removed in 1989. No evidence of regulatory closure for the USTs was discovered.
- » **Areas E, F, G and H:** Surface areas of potential environmental concern included railroad ties, a former oil shed, oil filled sumps and soil stockpiles. Subsurface areas of potential environmental concern included oil pipelines.
- » **Area J and western section of Area I:** This was reported as the most industrialized area of the site. Surface areas of potential environmental concern included three ponds filled with soil and concrete debris, one large aboveground storage tank (AST) containing oil, an oil pump house, railroad tracks, two railroad roundhouses, a railroad turntable, an engine pit, an oil sump, a tool house, store houses, a lumber shed, an AST with unidentified contents, a powerhouse and railroad tracks. Subsurface areas of potential environmental concern included several oil pipelines.

The chemicals of concern fall into several broad categories as outlined below:

- » Lead, primarily from railroad tracks and pipelines.
- » Arsenic, possibly from slag, a waste material from smelting, and wood treating processes.
- » Total petroleum hydrocarbons, primarily from oil-filled sumps, oil sheds, equipment, and maintenance activities.
- » Polynuclear aromatic hydrocarbons, chemical compounds that result from incomplete combustion of carbon-containing products such as fuels, wood, coal, and diesel.
- » Volatile organic compounds, emitted as gases from a variety of sources including paints, lacquers, and fuels.
- » BTEX (benzene, toluene, ethylbenzene, and xylenes), a group of volatile organic compounds found in petroleum derivatives; on-site BTEX contamination is likely the result of leaks from underground storage tanks containing petroleum products.

The following table summarizes the historical uses in each of the Bowtie subareas and the chemicals of concern that result from those activities:

Table 1: Environmental Contamination in the Bowtie (by Area)

AREA	HISTORICAL RAILYARD USE/ RECOGNIZED ENVIRONMENTAL CONDITIONS	CHEMICALS OF CONCERN
A	Railroad right-of-way and right-of-way maintenance, packing sheds, signal repair building, express building, yard master's office, warehouses, water pipelines, sewer pipelines, oil pipelines, slag ballast, and unidentified "purple colored material"	» Lead » Arsenic » Total petroleum hydrocarbons » Volatile organic compounds
B	Railroad tracks, wheel shops, locker rooms, planking, oiled macadam, rail beds, a coal house, refuse pit, various air and water pipelines, two underground storage tanks	» Lead » Polynuclear aromatic hydrocarbons » Volatile organic compounds and BTEX
D	Not investigated	» Not investigated
E	See description for Area F	» Total petroleum hydrocarbons » Polynuclear aromatic hydrocarbons » Volatile organic compounds and BTEX
F	Railroad ties and ballast, oil shed, oil-filled sumps, stockpiles or soil and debris, and petroleum pipeline	» Total petroleum hydrocarbons » Polynuclear aromatic hydrocarbons » Volatile organic compounds and BTEX
G	Railroad ties and ballast, petroleum pipelines	» Lead » Arsenic » Total petroleum hydrocarbons » Polynuclear aromatic hydrocarbons » Volatile organic compounds and BTEX
H	See description for Area G	» Lead » Arsenic » Total petroleum hydrocarbons » Polynuclear aromatic hydrocarbons » Volatile organic compounds and BTEX
I	For the western half of I, see description for Area J; for the eastern half of I, see description for Area B	» Lead » Arsenic » Metals » Total petroleum hydrocarbons » Polynuclear aromatic hydrocarbons » Volatile organic compounds and BTEXt
J	Primary industrial area of the railyard- former ponds filled with soil and concrete debris, an oil tank, an oil pump house, railroad tracks, various oil drains, oil pipes, air pipes, water pipes, settling tanks, pump houses, lumber shed, power house, a roundhouse area with one turntable, two roundhouse structures, an engine pit, oil sump, tool house, store house, railroad tracks, and associated oil pipes	» Lead » Arsenic » Metals » Total petroleum hydrocarbons » Volatile organic compounds

FUTURE CLEANUP POTENTIAL

Future cleanup and remediation will be with oversight and approval from the California Department of Toxic Substances Control (DTSC).

In general, it is expected that contamination in Areas A, B, and J can be remediated to allow residential uses by removing impacted soils and either placing them elsewhere in the Bowtie area (e.g., areas proposed for commercial/industrial uses) or hauling them off site for disposal. Areas E, F, G, and H can be developed as a commercial/industrial site, with only limited removal of soils in hotspot locations. Again, the soils can be either placed elsewhere or hauled off site for disposal. Areas D and I are Congressional Land Grant areas and should be used for transportation-related uses, pedestrian/bicycle paths, and basketball courts. For hazardous cleanup purposes, these areas are regarded as proposed commercial uses.

Table 2 presents each of the remediation options by subarea and provides order-of-magnitude cost estimates for the various options. The costs assume that the lead and Total Petroleum Hydrocarbon impacted soils are considered to be non-hazardous, which allows them to be disposed of in any number of nearby landfills. Notably, reusing soils on site is demonstrably more expensive than excavating and disposing off site. Under the on-site reuse option, the savings in transportation costs are offset by the costs of capping the “receiver sites” (i.e., Areas D through I).

On-Site Reuse of Soils. Impacted soils from Areas A, B, and J would need to be treated to stabilize the lead, and since soils from Area A and J would likely have elevated levels of Total Petroleum Hydrocarbons, the soils in these areas would also need treatment, either by stockpiling and introducing nutrients

Table 2: Bowtie Remediation Options by Area

AREA A	REMEDIAL ACTIONS	AMOUNT
Option 1: onsite reuse, place impacted soils on Areas D-I and cap; separate TPH soils and allow to biodegrade naturally before reusing on Areas D-I and capping	Remediate/ Stabilize Lead	8,000 cy
	Move impacted soils	8,000 cy
	Cap	888,624 sf
Option 2: Excavate and haul off site	Excavate/dispose	13,360 tons
AREA B	REMEDIAL ACTIONS	AMOUNT
Option 1: onsite reuse, place impacted soils on Area D-I and cap Area B has no TPH soils	Remediate lead	2,500 cy
	Move impacted soils	2,500 cy
	Cap	888,624 sf
Option 2: Excavate and haul off site	Excavate/dispose	4,175 tons
AREA D/I	REMEDIAL ACTIONS	AMOUNT
Option 1: onsite reuse, accept impacted soils from elsewhere, cap Areas D/I: assume TPH soils are already remediated through bioventing	Soil moving, capping, and bioventing already included in Option 1 for Areas A, B, and J.	

to accelerate the natural degradation process or by excavating and hauling. The soluble lead concentrations in the soil will determine whether they can be treated on site or need to be removed and hauled off site. All areas that are intended to be used as “receiver sites” for the lead (i.e., the sites proposed for commercial/industrial uses) would need to be capped to prevent public exposure to the soils. Depending on the proposed land use, the capping could be accomplished using asphalt or concrete, both of which create an impervious layer but concrete is roughly twice as expensive as asphalt. Under this option, the regulatory agencies would require ongoing monitoring.

Excavate and Dispose Off Site. This option provides for the most effective reduction in the mass of contamination on site and is most protective of the public health and safety and the underlying groundwater. The biggest variable associated with this option concerns the classification of the excavated soils as clean, contaminated but non-hazardous, or hazardous. Soils classified as hazardous must be disposed in permitted landfills.

Groundwater Monitoring and Treatment. At this stage, groundwater characterization is not complete. In particular, the lateral and vertical extent of the groundwater contamination has not been determined. Geocon was asked by the City to conduct and prepare an Additional Site Investigation Report, specifically for the purpose of better defining the contamination around the potential multimodal transit station. Their recommendation for the site is “monitored natural attenuation”, which involves monitoring the naturally occurring degradation process in the groundwater and submitting the results to the regulatory agencies on a quarterly basis. Other, more aggressive techniques may be required by the regulatory agencies for



remediation at the western end of Area A and along the northern portions of Area B. Cost estimates for this treatment are identified in Geocon’s Additional Site Investigation Report.

Union Pacific Voluntary Clean-up. Based on recent conversations with the Department of Toxic Substances Control, Union Pacific is conducting further remedial investigations and feasibility studies to identify clean-up levels, human health risks, and remediation options. Assuming that Union Pacific would remediate conditions for commercial/industrial uses in advance of selling or as part of a sales agreement, the City and land developers would have land that could be developed for commercial/industrial uses, such as the multimodal

transit station or parking areas. There would be an incremental cost associated with further remedial actions to allow the land (i.e., Areas A, B, and J) to be suitable for housing.

Summary. In summary, assuming that Union Pacific cleans the Bowtie area to commercial/industrial standards by excavating and disposing of impacted soils off site and that the removed soils are not classified as hazardous, then there will still be incremental costs needed to provide the additional remediation needed for residential uses on Areas A, B, and J. There are various methods and costs of reducing the contamination levels of the soils so that they could be disposed of in a landfill that accepts non-hazardous wastes.

General Plan Land Use, Zoning, and Circulation

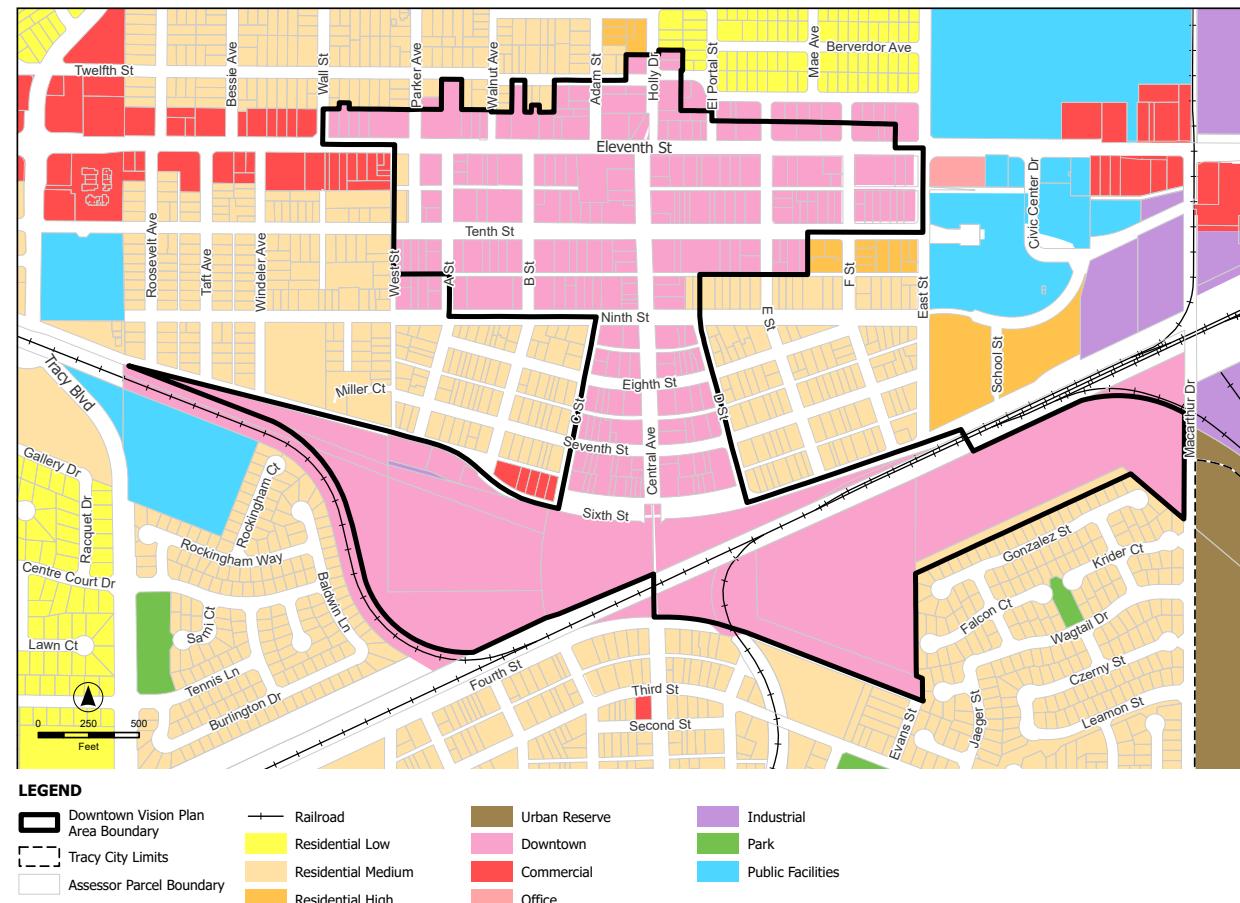
Existing Land Use

Figure 5 shows the existing land use designation for the Downtown Plan Area and surrounding area. As shown, the Downtown Plan Area is currently designated Downtown by the City's General Plan Land Use Map. The purpose of the Downtown land use designation is to provide specific policy guidance to support and reinforce the role of the downtown area as the heart of the city.

Uses allowed in the Downtown designation include a mix of retail, office, high-density residential, cultural and public-serving uses (such as post offices, libraries, places of worship, museums, art centers, parks, plazas or common space for gatherings, day care facilities, medical buildings, fire departments and police sub-stations) arranged in a manner that results in a strong sense of place for Tracy's residents, workers and visitors. Characteristics of the Downtown include 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 street design, and direct pedestrian and bicycle connections to residential neighborhoods.

Residential development is strongly encouraged in the Downtown and allowed at a density of 15 to 50 units per gross acre. Non-residential (e.g., retail, service commercial and office) may have a maximum floor-area-ratio of 1.0.

Figure 5: General Plan Land Use



Existing Zoning

Figure 6 shows the existing zoning designations for the Downtown Plan Area and surrounding area. As shown, the Downtown Plan Area is currently zoned Central Business District (CBD), Light Industrial (M-1), and Low Density Residential (LDR).

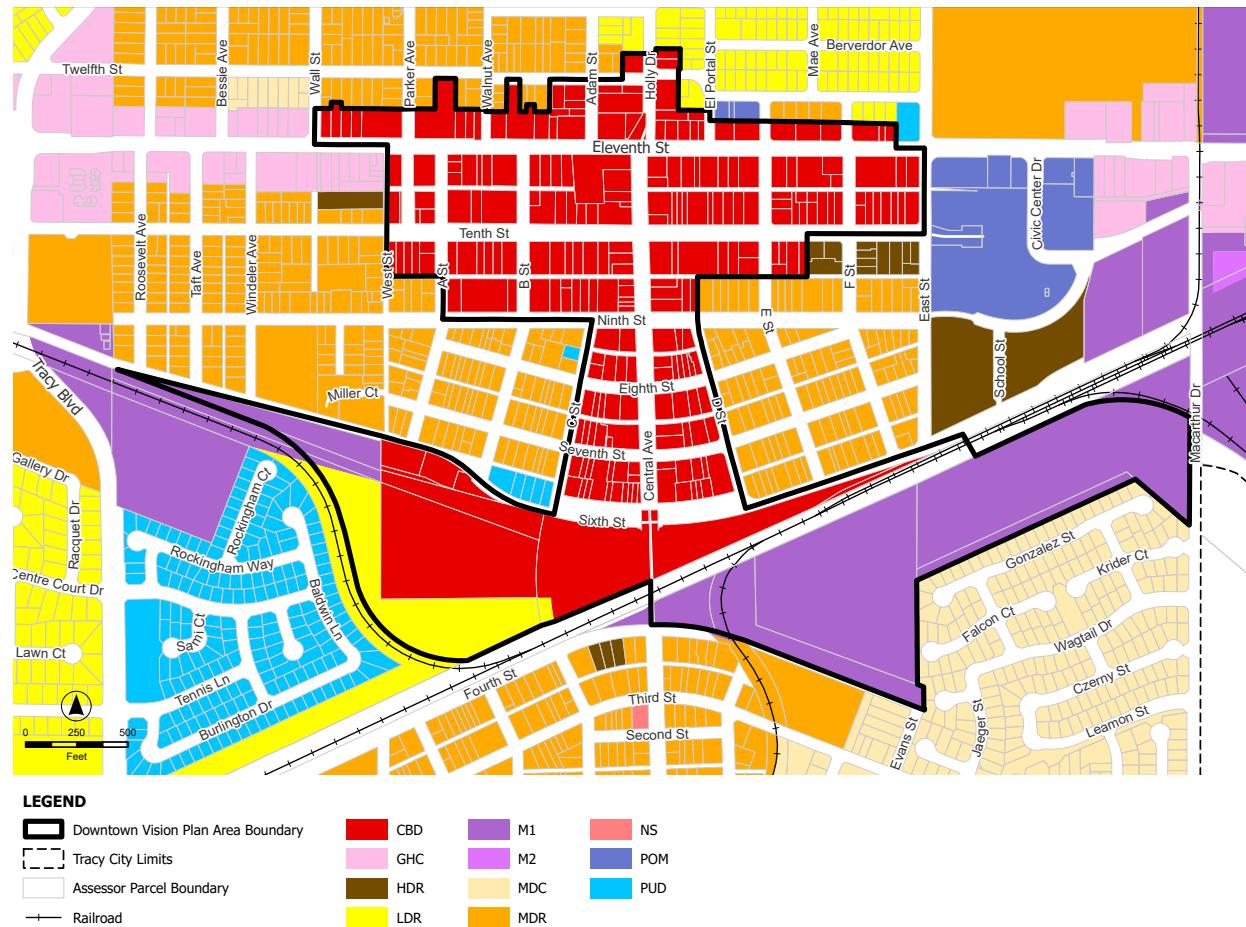
The CBD Zone is intended to provide areas in which the forces of cumulative attraction or the need for comparison shopping may take place.

The M-1 Zone allows for certain commercial and industrial activities.

The LDR Zone is intended to be utilized in the areas designated low-medium density residential with a density range of 2.0 to 5.8 dwelling units per gross acre by the General Plan.



Figure 6: Zoning



Existing Circulation

Figure 7 shows the roadway functional classifications in the area. As shown, Eleventh Street and Tracy Boulevard are major arterials/expressways/boulevards, while Holly Drive and the portion of Central Avenue near the Bowtie are minor arterials/major collectors. Central Avenue, Parker Avenue, East Street, and Sixth Street are other collector roadways. Central Avenue, Parker Avenue, East Street, and Sixth Street are other collector roadways.

Figure 8 shows the bicycle and pedestrian pathways in the area. Sidewalks are generally provided along major and local streets. Class II bike lanes exist along MacArthur Drive and portions of Tracy Boulevard and Central Avenue. Class III bike routes are provided along Tracy Boulevard, Central Avenue, Third Street, Sixth Street, and Ninth Street.

Figure 9 shows the transit routes in the area. As shown, the following Tracer routes are provided in the Plan Area: Routes A, B, C, G/D, E, F, and H. San Joaquin Regional Transit District (RTD) Bus Routes 90/97 and 150 also operate in the Plan Area.

Figure 7: Roadway Classification

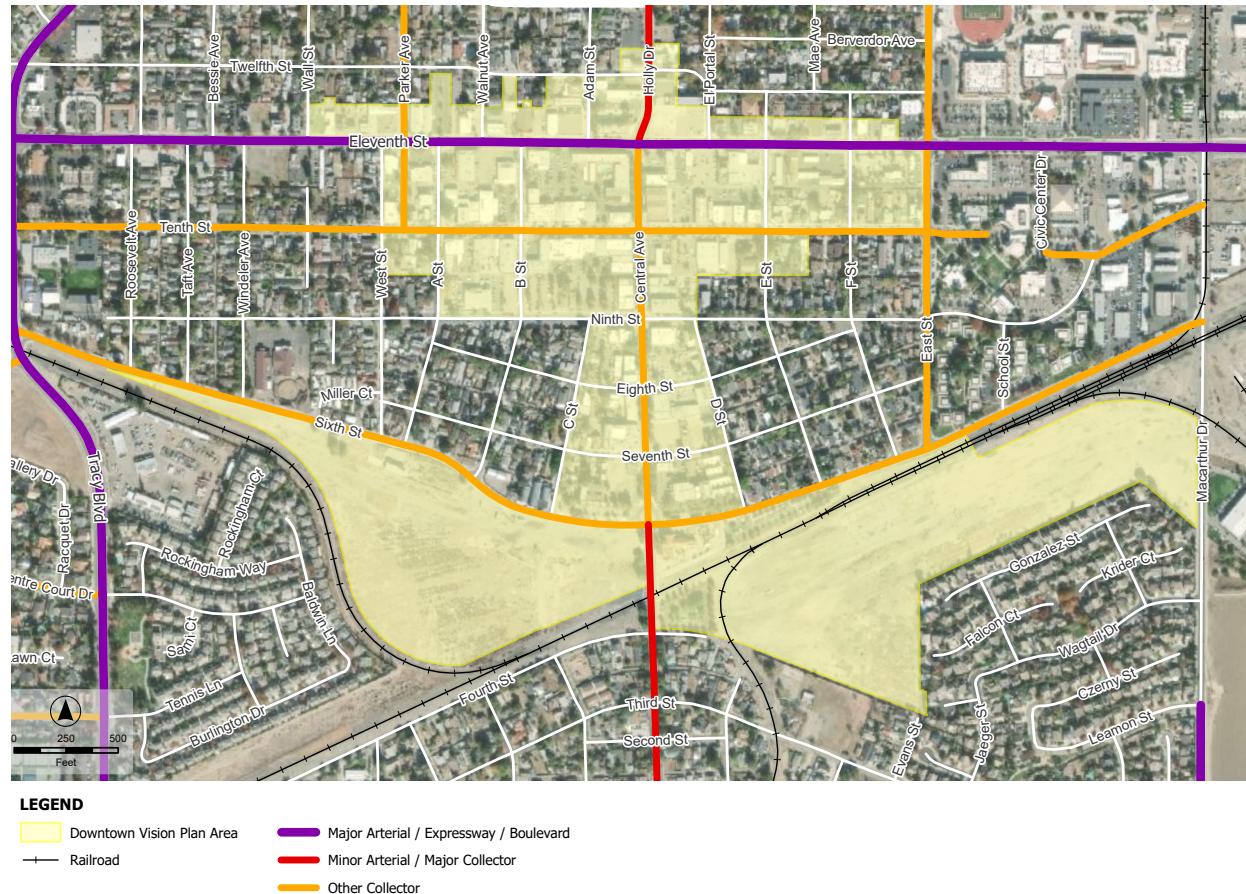
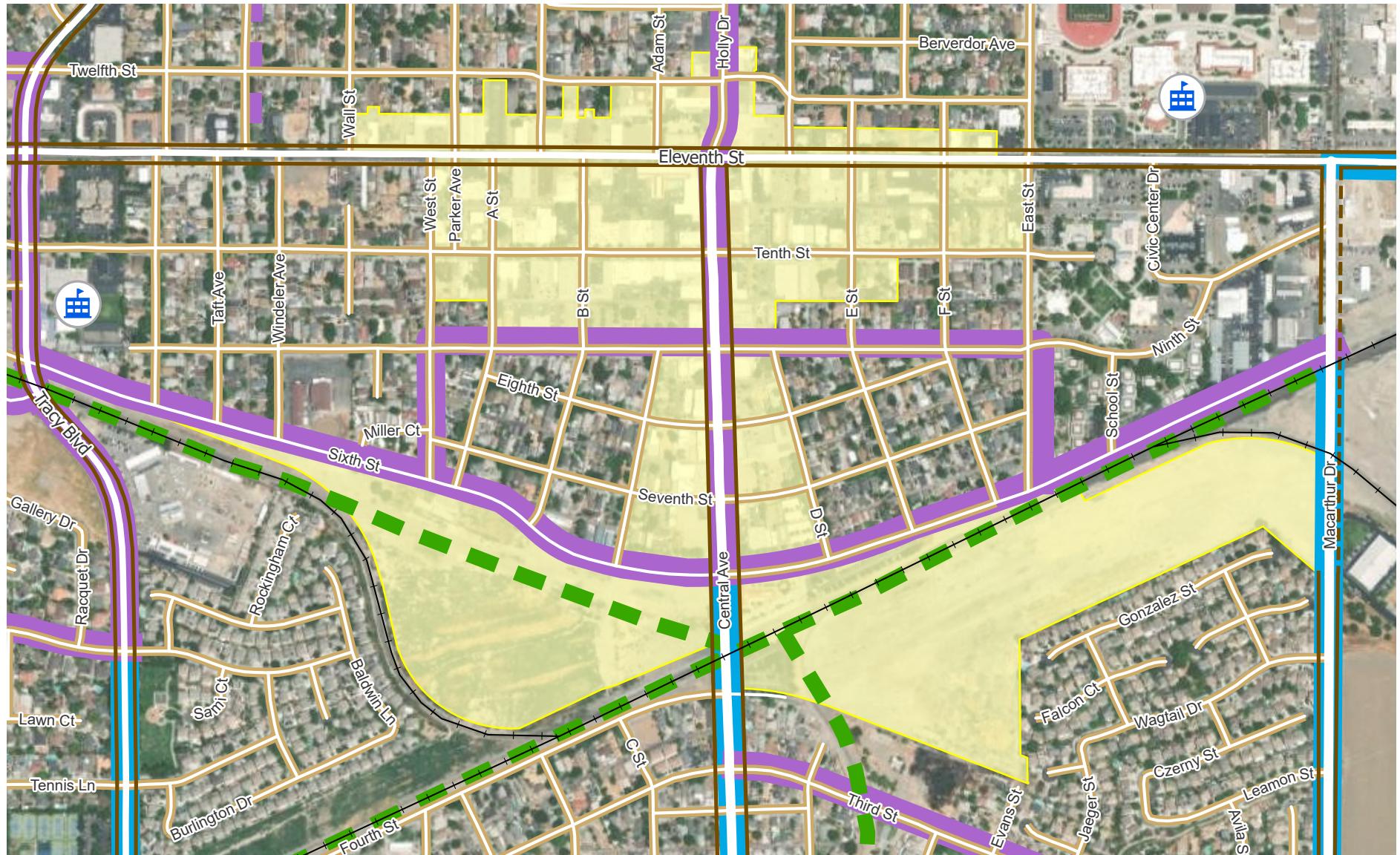
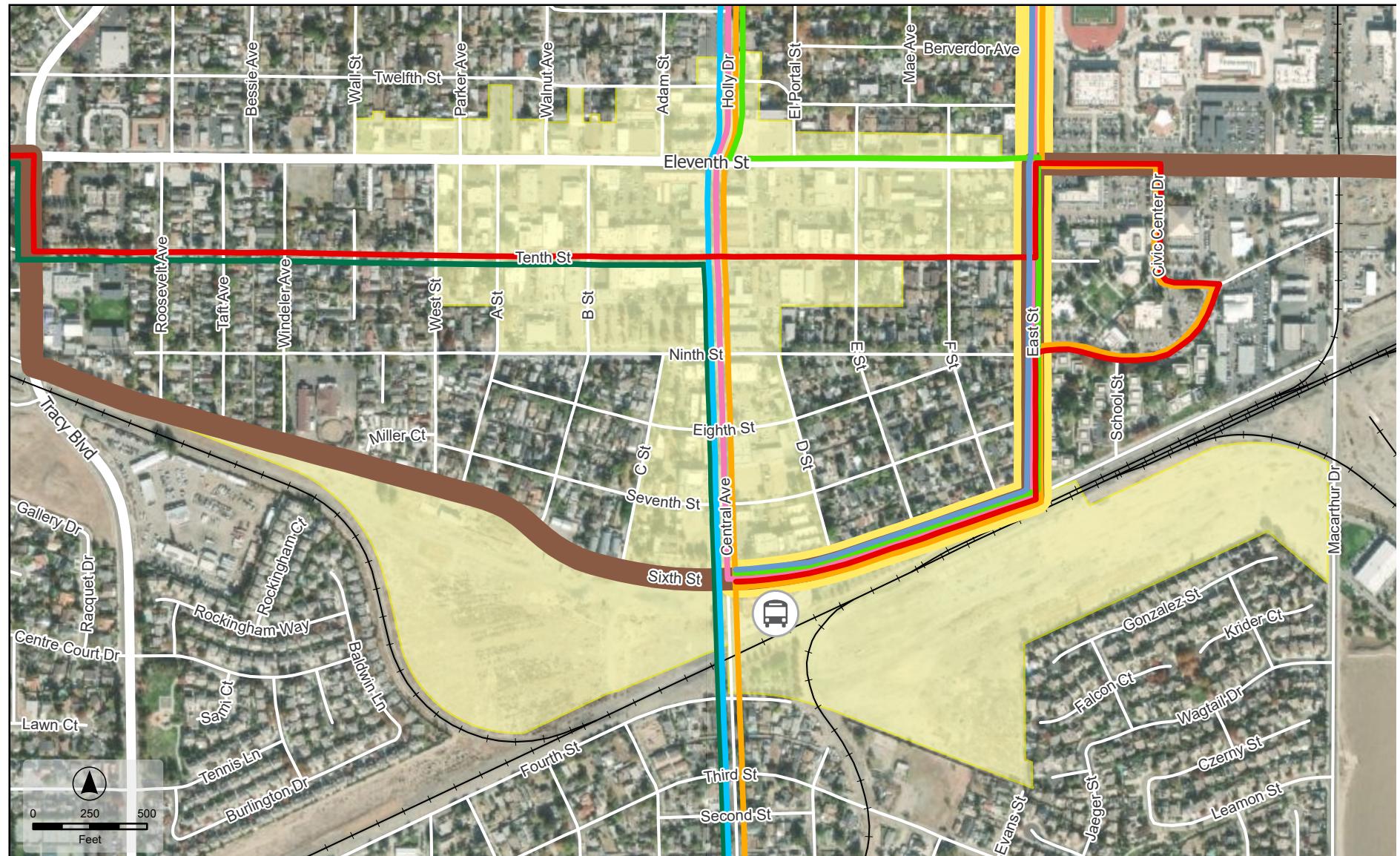


Figure 8: Existing and Planned Bicycle and Pedestrian Paths



LEGEND

Downtown Vision Plan Area	Existing Class II Bike Lane	Existing Sidewalk along Local Street
School Location	Existing Class III Bike Route	Existing Sidewalk along Major Street
Railroad	Planned Class I Bike Path	Planned Sidewalk along Major Street
		Planned Class III Bike Route

Figure 9: Transit Routes**LEGEND**

Downtown Vision Plan Area

Railroad

Tracy Transit Station

Tracer Routes

Route A

Route B

Route C

Route G/D

Route E

Route F

Route H

RTD Routes

BusRoute5

BusRoute6

BusRoute1

Related Planning Documents

General Plan

The City of Tracy's General Plan is the principal policy and planning document for guiding future conservation, enhancement and development in the City. It represents the basic policy direction of the Tracy City Council on basic community values, ideals and aspirations to govern a shared environment. The General Plan addresses all aspects of development including land use, transportation, housing, economic development, public facilities and infrastructure and open spaces, among other topics. The current General Plan was last updated in 2011. The Housing Element is published separately from the main document.

The City of Tracy has made a commitment to redevelop brownfield sites and increase multimodal connectivity in the City. Specifically, General Plan Policy P1 under Objective OSC-4.3 states: "The City shall pursue the conversion of underutilized rail corridors into multi-use trails."

Additionally, Policy P2 under Objective LU-1.5 states: "The Bowtie shall include high density residential development in close proximity to the multi-modal station."

Furthermore, the Bowtie is identified as an Area of Special Consideration in the General Plan. According to the General Plan, the Bowtie Area shall be developed as an extension of the Downtown to make it a destination for Tracy residents, workers and visitors.

1a. Portions of the Bowtie should be developed with a vertical mixed-use component with either residential or office uses above retail uses.



- 1b. Higher density residential uses shall be located in the Bowtie area in an effort to increase housing opportunities in the Downtown area. In the western part of the Bowtie, multistory residential uses are encouraged as mixed-use developments.*
- 1c. Buildings in the area should be oriented towards the pedestrian-network.*
- 1d. A park, pedestrian trail or similar amenity should be located in the Bowtie area to serve the Downtown and surrounding neighborhoods.*
- 1e. The street network of the Bowtie should be a continuation of the Downtown street grid.*
- 1f. The western half of the Bowtie Area shall be comprehensively planned either with a Specific Plan or PUD zoning.*

Housing Element

The Housing Element is one of the State-required chapters of the City of Tracy's General Plan and provides a blueprint for opportunities to develop housing for all income levels in the community. The Housing Element includes information such as:

- » Summary of the City of Tracy's population, demographics, and housing characteristics.
- » Description of local constraints on the development of housing.
- » Programs to promote housing opportunities.
- » Review of the City's progress in implementing current housing programs.
- » List of sites that could accommodate new housing that demonstrates the City's ability to meet the Regional Housing Needs Allocation (RHNA).

The City's Draft 2023 Housing Element was released for public review on October 2023. Appendix D of the City's Draft 2023 Housing Element identifies a portion of the Bowtie East as a moderate income opportunity site. This portion of Bowtie East is identified for proposed rezone to High Density Residential.

The Bowtie shall include high density residential development in close proximity to the multi-modal station.

—Objective LU-1.5, Policy P2

Zoning Code

The zoning for the Downtown Vision Plan Area is currently subject to the provisions of Title 10, Chapter 10.08 (Zoning Regulations), of the Tracy Municipal Code. Specifically, Article 18 of the Zoning Code contains the Central Business District (CBD) zoning provisions for the Plan Area. The purpose of the CBD Zone is to provide areas in which the forces of cumulative attraction or the need for comparison shopping may take place. In the CBD Zone, the following specified regulations shall govern, unless otherwise provided in this chapter:

- a. *The CBD Zone is to provide an area in which pedestrian-oriented establishments may locate and the forces of cumulative attraction or the need for comparison shopping may take place.*
- b. *The CBD Zone is to provide commercial business, service, and office facilities for the convenience of residents of the entire City.*
- c. *The CBD Zone is to provide the retail core and cultural focus for the City.*
- d. *The CBD Zone is to provide high density residential in close proximity to Downtown businesses and public gathering spaces.*

Design Guidelines

Downtown Tracy is not only steeped in a vibrant history but also serves as a central hub for dining, shopping, culture, entertainment, and office and residential uses. To ensure the continued prosperity and vitality of Downtown Tracy, the City of Tracy is working to develop a set of objective design standards and design guidelines. These standards and guidelines will serve as a framework to direct and shape future development endeavors within the downtown area. By providing clear and measurable criteria for design, the City aims to maintain the unique charm and character of Downtown Tracy

while also accommodating appropriate growth and development.

Sustainability Action Plan

The Sustainability Action Plan provides Tracy with a guide to reduce GHG emissions, reduce consumption of nonrenewable resources, improve public health, promote economic vitality, implement the General Plan, and engage residents. These efforts will also assist Tracy in balancing local economic development objectives with the State of California's required emission reduction targets and other environmental goals.

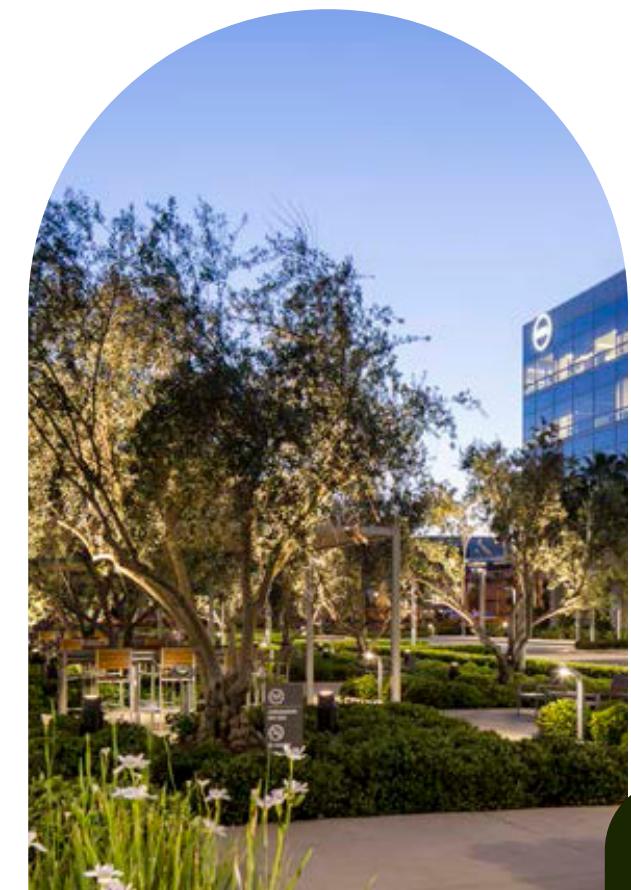
The City of Tracy will implement various Sustainability Measures in order to achieve its sustainability targets. The Sustainability Action Plan includes Sustainability Measures pertaining to the Tracy Downtown and Bowtie sites. Specifically, Sustainability Measure T-4, "Support for Transit," states:

"Promote transit ridership through the following:

- a. *Add to the Transportation Master Plan, where justified by ridership and funding availability, an increase transit route coverage to within $\frac{1}{2}$ mile of all residents in the developed city and to within $\frac{1}{4}$ mile of 75 percent of residents within new development areas.*
- b. *Continue to implement the City's program to provide covered and partially enclosed shelters that are adequate to buffer wind and rain and with at least one bench at each existing public transit stop and to provide local public transit information in transit shelters.*
- c. *Provide information to city employees through the Human Resources Department and the City's Transit Coordinator on commute alternatives and incentives, including carpool/vanpool*

programs, transit service schedules, transit vouchers, alternative work week plans, telecommuting options, and incentives that can be used to increase employee use of alternative modes or work schedules.

- d. *Work with the San Joaquin Regional Rail Commission to study the feasibility of creating rail service in Tracy's downtown.*
- e. *Continue to provide citywide door to door service for ADA customers and seniors on the City's Tracer service.*
- f. *Continue to run Tracer along commuter routes during peak times, providing remaining service to all the middle and high schools and high employment areas, such as the West Valley Mall.*
- g. *Encourage affordable housing to be located in transit-oriented development whenever feasible.*





1. *Primary Benefits: This measure would reduce GHG emissions in Tracy by 1,248 metric tons CO2e.*
2. *Secondary Benefits: This measure would provide the following secondary benefits:*
 - » Reduce VMT
 - » Improve air quality
 - » Foster public awareness of sustainability
 - » Attract and retain business"

Additionally, Sustainability Measure T-19, "Mixed-Use and Traditional Residential Development," states:

Continue City efforts to develop specific areas of the city as follows:

- a. *Redevelop the Bowtie area with mixed use development.*
- b. *Where appropriate, develop new neighborhoods based on traditional residential development patterns and mixed use in a variety of densities with a pedestrian-friendly network of streets and parks.*

Redevelop the Bowtie area with mixed-use development.

—Sustainability Action Plan, Policy T-19

Citywide Parks, Recreation & Trails Master Plan Update

The Citywide Parks, Recreation, and Trails Master Plan summarizes needs for parks, recreation and trails, in new and existing residential areas. The Master Plan updates existing policies, guidelines and probable construction costs for new park development as well as provides guidance for vibrant, sustainable parks and trails in existing and future service areas in order to attract new residents and promote quality of life for all. The Master Plan also identifies future potential park sites in the Bowtie.



Community members want more gathering places where events, concerts and performances can take place. The City should optimize Front Street Plaza and the Civic Center for community gatherings, and ensure that attractive and diverse new public spaces are created as part of future transit-oriented development in the "Bowtie." These spaces may feature a greater proportion of hardscaped areas, and a strong connection to sidewalks, linear parkways, outdoor seating, restaurants and cafes, and performance venues.

—Citywide Parks, Recreation & Trails Master Plan, Policy 6C

Economic Development Strategic Plan

Tracy's Economic Development Strategic Plan is a ten-year plan which provides the City with a roadmap for future economic growth in Tracy, by defining the economic vision, strategic actions, and best practices to achieve continued community prosperity, fiscal growth, and industry diversification, while considering the City's demographics, needs, and capitalizing strategically in the opportunities.

One strategy of the Strategic Plan is to: *"Optimize underperforming, underdeveloped, and underutilized properties in need of development/redevelopment."*

1. *[Medium Term, Years 2-5] Evaluate TOD opportunities near ACE and Valley Link transit stations and support execution of Valley Link, and initiate planning for infrastructure improvements near transit stations.*
2. *[Medium Term, Years 2-5] Regarding West Valley Mall, assess existing infrastructure capacity and evaluate tools such as zoning overlays to ensure that mall reuse outcomes are consistent with stated public policy goals.*
3. *[Medium Term, Years 2-5] Maintain focus on Housing Element of the General Plan to ensure future supply of workforce housing needs, in part through provision of "missing middle" housing typologies (consider application of state law such as CA AB-2295).*
4. *[Long Term, Years 5+] Sustain a long-term engagement strategy with Union Pacific Railroad (UPRR) to maintain focus on reuse of currently under-utilized railroad property and evaluate strategies and grant funding to mitigate potential environmental concerns."*



Process



Timeline



Community Outreach

Fall 2019

Community Workshop

On November 14, 2019, the project team hosted the workshop to receive the community's input on key topics related to the development of the TOD 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.

Online Survey

Following the community workshop, the project team hosted an online survey, a virtual version of the workshop, on the project's website from November 18 to December 2, 2019, and 84 individuals participated. 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 the questions posed through the workshop's interactive activities.

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 potential Valley Link station and associated parking facilities, the stakeholders' preferences regarding the project area's boundaries, and the vision for

development and access/circulation facilities in the project area.

Winter 2020

Planning Commission and City Council Study Sessions

On February 26, 2020, the project team held a study session with the Planning Commission and on July 21, 2020, held a study session with the City Council. The topics discussed 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.

Spring 2022

Community Online Survey

A community survey regarding the Downtown Tracy TOD Specific Plan was posted on the project website from March 28, 2022, through April 30, 2022. To promote the survey, the City made posts on the City's Facebook page, used the flyer to place a quarter page ad in the weekly Tracy Press for each of the four weeks in April, and mailed flyers to property owners in the Specific Plan Area and key stakeholders such as the Tracy City Center Association. The survey was 13 questions long and had 154 total respondents. Topics included the biggest benefits respondents hope the Specific Plan will bring to Downtown Tracy, types of desired uses, types of homes respondents think would be appropriate in different areas of the downtown, level of support for removing UR-1 and the Heinz site from the Downtown TOD planning area.

Project Website

A project website (<https://tracydowntowntod.org>) has been maintained throughout the duration of the planning process. The website includes a project overview video, project description and timeline, information about the plan and FAQs, upcoming public meetings and input opportunities, and a contact form to get in touch with City staff.

Community Outreach

What we've heard from the community...

Architecture

History **Walking**

Quality Restaurants

Hometown Feel

Unique, Beautiful Shops

Safety **Farmer's Market**

What three qualities of downtown do you value the most?

How do you currently get to Downtown?

(can select more than one mode)

90%



71%

25%



33%

8%



25%

12%



20%

4%



4%

How would you like to get to Downtown?

(can select more than one mode)

Do you support
_____?

Slowing vehicle speeds
in Downtown to improve
pedestrian and bicycle
circulation and transit
service?

100%

Encouraging the
development of an anchor
use, such as a college or
hotel, in the project area?

95%

Increasing or adding
bike parking, bike lanes,
and shared-use paths in
Downtown?

92%

Increasing bus routes
and transit circulators in
Downtown?

87%

What's one change that could be
made in Downtown that would
bring you there more often?

Mural Art

Children's Museum

Entertainment

Options Parking

**More Restaurants
& Shops**

Nightlife Store Hours

Clean Streets

Outdoor Seating

Future Participation Opportunities

The public will have the opportunity to review and comment on a draft of the Downtown Vision Plan, anticipated to be released in Spring 2024. The public is also encouraged to attend the Planning Commission and City Council Public Hearings to adopt the final Downtown Vision Plan.

Full results from the community survey and outreach events are available at the City's website at:

<https://tracydowntowntod.org>



Economic Analysis





Key Opportunities and Challenges for Downtown Tracy

Downtown Tracy's key opportunities and challenges are briefly presented by topic area in this section.

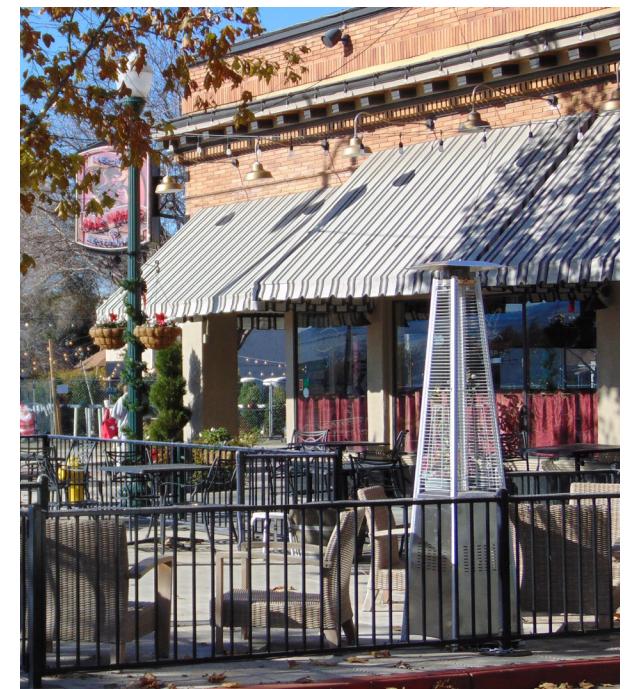
Commercial & Retail

Opportunities

- » Downtown Tracy has many of the key characteristics of a successful downtown with a broad array of eating, drinking, shopping, and service establishments in a walkable setting.
- » Demand for retail spaces, especially on the smaller side, has been strong, allowing landlords to fill vacated spaces.
- » Downtown Tracy has managed to maintain low vacancy rates and attract new businesses despite the shift to e-commerce and Freeway and corridor retail alternatives, reflective of the Tracy City Center Association's (TCCA) efforts to support local businesses.

Challenges

- » Downtown Tracy businesses face long-standing freeway and corridor retail competition within the city and the greater region.
- » The emergence of e-commerce has added new competitive challenges to a highly competitive industry.
- » The level of sales activity of Tracy's downtown businesses limits the lease rates landlords can charge and limits the ability to attract more established retail chains to downtown.



Housing

Opportunities

- » Attracting new residential development to the Downtown Vision Plan Area would bring additional residents Downtown and further provide built-in support for existing and new retail.
- » New residents would enhance the sense of place and vitality of Downtown.
- » For many years, the City of Tracy has been an attractive location for Bay Area workers seeking larger and more affordable homes.
- » Recent new apartment developments provide attractive new rental options for commuting households.
- » There are a modest number of vacant lots within the CBD with the potential for residential development.
- » Bowtie East could offer larger sites for substantial new residential projects allowing opportunities for more cost-efficient development while also providing proof-of-concept for other developers who might be interested in smaller sites within the CBD.

Challenges

- » The small size of potential infill development sites in the CBD creates challenges for new housing developers in terms of building design, parking, and higher construction costs per square foot. It also limits the number of interested developers as many regional developers will have minimum project sizes.
- » The Bowtie has specific barriers to development (acquisition from Union Pacific Railroad and extensive environmental remediation).



Policy

Opportunities

- » The City has implemented supportive development policies for new CBD development including flexible parking and limited building requirements.

Challenges

- » The Bowtie has specific barriers to development (acquisition from Union Pacific Railroad and extensive environmental remediation).



Recreation

Opportunities

- » Bowtie West has ample room to provide flexible spaces (i.e., lawn space) for active recreation (i.e., paths and trails) and gatherings (i.e., amphitheater).
- » Bowtie East provides an additional opportunity to reintroduce nature Downtown.

Challenges

- » The Bowtie has specific barriers to development (acquisition from Union Pacific Railroad and extensive environmental remediation).



Valley Link Station

Opportunities

- » A potential Valley Link commuter rail station Downtown could further encourage housing development.

Challenges

- » The rail station would mean Downtown Tracy is subject to any State Transit Oriented Development laws applicable at the time of development (e.g. the recent elimination of minimum parking requirements under AB 2097).



Market Study Summary

This section provides a broad overview of key socio-economic, market, and fiscal trends relevant to the vision for Downtown Tracy. A Market Study was prepared by Economic & Planning Systems, Inc. in 2023 to assess the market prospects and development feasibility within the Downtown Vision Plan Area. The findings of the study helped inform the overall Vision, Themes, Guiding Principles, and Strategies presented in this document and helped ensure that they are realistic and achievable over the long term.

Retail Context

Tracy's Downtown retail district is a stable, sizable, and diverse shopping, eating and small office center. The Downtown retail district is almost as old as the city itself. Central Avenue, from Eleventh Street in the north to the south to Sixth Street in the south, was early developed as part of the City's commercial core and serves today as Tracy's main street. Tenth Street, between North A Street and Central Avenue, has also become a major downtown shopping street. Together, these two corridors make up the Downtown retail district of Tracy. Retail shops and offices also stretch east from Central along Tenth to North E Street, however this eastern portion of Tenth Street retains much of the historic residential character of the street and so is not considered as part of the core shopping area.

The Downtown retail district retains many commercial buildings from the turn of the 20th Century. The historic fabric in this area is reflected in the short block faces, commercial block buildings, and small shop fronts. Buildings are one to two story commercial buildings, many with traditional

facades made from brick, frequent store entrances and large windows.

The underlying robustness of the existing retail (including eating/ drinking) businesses that form the core of Downtown Tracy is of critical importance. Without existing small businesses and the attraction of new ones as turnover inevitably occurs, Downtown would be substantially weakened with storefront vacancies, lower sales, and less of the inter-business synergies that define successful downtowns.

Like other downtowns throughout the U.S., Downtown Tracy must continue to compete with large shopping centers and commercial strips as well as with e-commerce and the large shifts to online shopping. A walking tour with representatives of the Tracy City Center Association (TCCA), revealed that Downtown Tracy is substantial given its size (population) and distance from freeways and has weathered the market storm of technological change and shift to online shopping well (based for example, on vacancies rates). At the same time, vacancies among larger retail spaces as well as banks and other commercial businesses do occur and can be hard to fill. The margins for most Downtown businesses are also relatively modest, often making it a full-time job for business owners with associated limitations on hiring store managers as well as attracting retail chains to the Downtown. These economic factors also limit the rents landlords can charge which generally do not justify construction of new retail buildings in Downtown.

The TCCA has made major efforts in recent years to support and boost Downtown businesses with substantial success. A number of major events are organized and attracted to the Downtown to bring activity and boost awareness; landlords closely



vet potential tenants for business viability to try to minimize unnecessary turnover; and efforts are made to attract complementary businesses (e.g. brewpubs) to spaces Downtown. These ongoing and supportive efforts in combination with the commitment and entrepreneurship of Downtown business owners are critical to the ongoing success of Downtown Tracy and its ability to attract more businesses and new housing.

It is important to increase awareness of Downtown throughout the City of Tracy, ensuring all residents are aware of eating, drinking, and shopping opportunities. This should include the many new households moving from the Bay Area to Tracy as historical shopping patterns have focused on Bay Area retail clusters.



Housing Context

The City of Tracy's current housing stock consists of about 29,600 units, predominantly made up of single-family homes (about 83 percent of all homes). The overall pace and level of housing growth in both the City of Tracy and San Joaquin County were substantially higher between 2000 and 2010 than between 2010 and 2022. The average annual increase in the number of homes was about 300 units each year in the City of Tracy between 2010 and 2022, less than half the pace in the previous decade. Single family detached development was the primary form of growth in both these time periods, though multi-family development in the City of Tracy increased its share.

The ongoing recovery from the Great Recession and low interest rates drove gradual for-sale housing price increases between 2012 and 2020, with an accelerating pace due to the pandemic related increase in demand for single family detached homes. The pace of increase is expected to fall off due to recent escalations in interest rates and concerns about an economic slowdown.

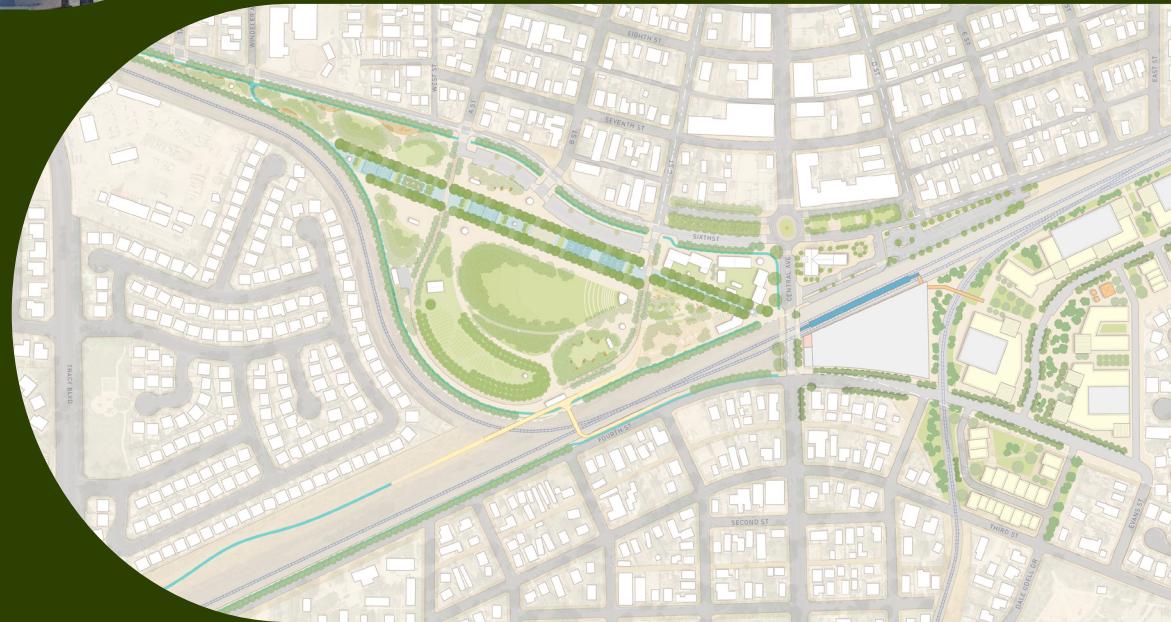
CoStar identifies and tracks 171 apartment buildings in the City of Tracy with a total of approximately 4,400 units or about 26 units per building. The CoStar database indicates that the majority of apartment buildings in the city were developed prior to 2000. Over the last twelve years, only five new apartment buildings have been developed in the city. Four new apartment projects have been constructed within the last five years and one project is under construction, all outside of the Downtown Vision Plan Area.

As compared to the City, the Downtown's housing inventory shows a higher proportion of denser housing products with relatively more multi-family

and attached single-family developments. There are approximately 120 units located within the CBD. There has been limited interest in housing development in the CBD over the last decade, though more recently housing development applications have been submitted to the City on two sites within the CBD. The City has received a development review permit application that is currently under review for a mixed-use market rate housing project on a 0.1 acre site. The City also recently approved a development review permit for a mixed-use affordable (below market rate) housing project with 45 units on a 0.47-acre site.

From the City's beginning, the Downtown retail district has been surrounded by residential neighborhoods. These areas are predominantly built out with small single-family homes mixed interspersed with larger homes and multi-family dwelling buildings. While the neighborhoods to the north of the Downtown Vision Plan Area retain their historic integrity, much of the older residential building stock throughout the CDB has deteriorated. In the areas closest to Central Avenue and Tenth Street, some of the historic residential character of the neighborhoods is being compromised by the conversion of homes to commercial uses.

Downtown Vision Plan





DESTINATION



NATURE



DESIGN



ECONOMY



NEIGHBORHOODS



MOBILITY

Vision Statement

The vision statement is an aspirational description of how the Downtown Vision Plan Area should look and feel when the Downtown Vision Plan is implemented through future phases of development.

- » Downtown Tracy is the historic heart of the city where the past is celebrated, and the future is embraced.
- » This vibrant, pedestrian-oriented DESTINATION is distinctive from other areas of the city and attracts both residents and visitors.
- » It reflects the best of Tracy's small-town charm while showcasing one-of-a-kind shopping, dining, and entertainment experiences.
- » A Grand Central Park creates NATURE-filled spaces for moments of connection, reflection, and respite.
- » Downtown's historic character is preserved through DESIGN guidelines which harmoniously blend existing and new residential, commercial, and public spaces.
- » The area has a recognizable identity which signals to people they are in a special place where they can explore one-of-a-kind amenities.
- » Local and independent establishments are favored over large chains, promoting a thriving ECONOMY with a diverse mixture of job opportunities.
- » Downtown Tracy offers something for everyone, including a variety of housing options in quality NEIGHBORHOODS that foster a sense of community pride.
- » Multiple MOBILITY options create a pleasurable environment for all, where residents and visitors can easily access a diverse mix of businesses, restaurants, open spaces, and cultural attractions.
- » Whether attending a concert or simply enjoying each other's company, Downtown Tracy is a place where people can make memories to last a lifetime.



The Bowtie area today, looking east.

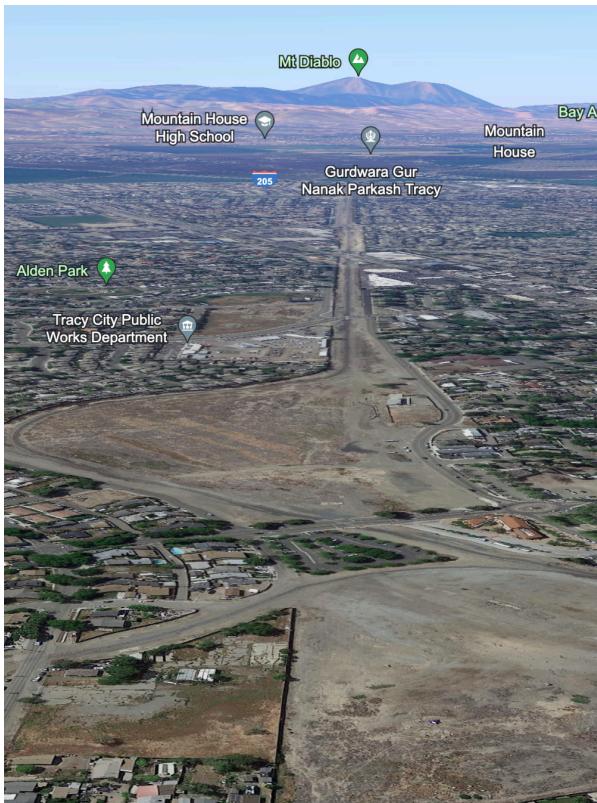
A new Vision for the Bowtie: Great Valley Park & Bowtie East Transit Village

Tracy, California was founded in 1897 after the Central Pacific Railroad (now Union Pacific) constructed a new line from Oakland and transferred all railroad operations from the then town of Ellis - now an area within west Tracy - to the Bowtie in Tracy. Tracy grew as a railroad center for transcontinental passengers and freight trains and was incorporated in 1910. From that time, Tracy grew robustly as an agricultural community, although its railroad operations have declined since the 1950s.

Today, the 56-acre Bowtie area presents an excellent opportunity for Tracy to create a unique park and transit-oriented community close to the heart of Downtown Tracy.

Bowtie site has been vacant for over five decades, and it is well-sited to become a center of activity and a mobility hub. The east side of the Bowtie would include a mixed-use residential development, and the west side would be developed as a major public park that will contribute to much needed





View to Mount Diablo with the Bowtie area in the foreground

open and recreational space, as well as support necessary remediation over time. The area east of Central Avenue is perfectly suited for future transit-oriented development as the new Tracy Valley Light Rail Station is considered to be located on the east side of Central Avenue just south of the existing Tracy Transit Station and railway tracks.

The central location of the park and station is easily accessible from within Tracy and can become an attractive city- and region-wide destination that is complementary to Downtown. The park will form the southern end of Tracy's business district along Central Avenue, visually integrating the existing Transit Center, the Downtown Plaza at 6th Street, and the 6th Street roundabout with its landmark sculpture in a much better way than today. Much of Tracy's history is connected to the bowtie area and filling the current void with new activity, a signature park, housing, and a station, will reconnect the city with its roots and its future.



View from Central Avenue to the Bowtie area with roundabout and sculpture



View from 6th Street to the Transit Center

‘Great Valley’ Park

The new Great Valley Park, preliminary named so in reference to Tracy’s location within California’s Central Valley or “Great Valley” as it was referred to in the past, will be created on the 28-acre west bowtie site, bounded by 6th Street to the north, Central Avenue to the east, and the existing rail track to the south and west. The track curves around the site and forms a narrow strip of land between the tracks and 6th Street towards Tracy Boulevard.

The Citywide Parks, Recreation & Trails Master Plan (PRTMP) from 2022 identified parks as a catalyst for downtown revitalization and serving as the “social glue” for Tracy residents. The plan quantifies the needs for new parks and recreational facilities throughout the city, and the Great Valley Park will contribute to meeting these goals in Downtown Tracy. The PRTMP provides design guidelines for community parks between 10 and 30 acres, which would apply to Great Valley Park.

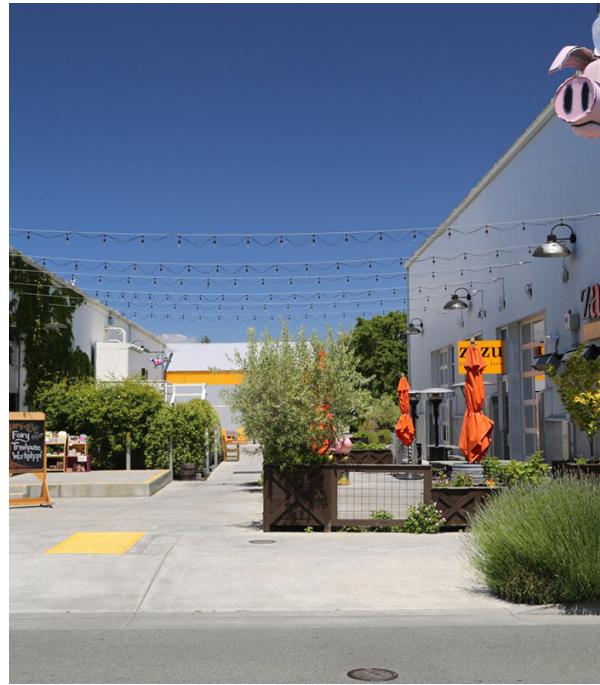
Due to its location in the center of Tracy with a new light rail station and the historic significance of the site, the park will have signature features that go beyond a typical community park. In addition to attracting Tracy residents, the park has the potential to serve as a destination for visitors who come for events, to learn about Tracy’s history, to connect to nature, to enjoy local food, or explore public art. Integrating the park with the existing urban fabric by providing great connections and defined edges, will ensure easy access and a strong presence within Downtown.

Main Design Objectives

- » Transform a vacant, brownfield site into a vibrant social and ecological oasis.
- » Create a major new central gathering place that is unique within Tracy and the region and that can be enjoyed by residents and visitors alike.
- » Build on the legacy of the site as a major rail logistics hub and introduce new uses to energize the downtown economy.
- » Provide a mix of active and passive uses, natural areas, plenty of shade, space for outdoor events and local food offerings.
- » Integrate with the surroundings: Transit center, the Downtown Plaza on 6th Street, and the future Valley Link light rail station.
- » Create an attractive and walkable edge along Central Avenue and 6th Street.
- » Connect to Downtown, the neighborhoods to the south and west, and the future transit village on the East Bowtie site.
- » Connect to the future multi-use trail along the main railroad track that runs from north-east to south-west.
- » Introduce a major new natural and recreational area with an extensive tree canopy and biodiverse urban forest.
- » Consider strategies for remediation.
- » Include strategies for sustainability with regards to water and energy consumption, stormwater retention, shade, native plants, maintenance, and reduced parking.
- » Provide a phasing strategy and recommendations for interim uses to build up the site over time.

Main Park Features and Uses

- » Promenade that links the vista to Tuyshvak (Mount Diablo) to the Transit Center
- » An Observatory tower that becomes a wayfinding beacon for the downtown and surrounding neighborhoods
- » Active recreation spine with connections across 6th with sports fields and courts for tennis, pickleball, basketball, and soccer
- » Playground, skatepark, and water play area
- » An outdoor amphitheater with stage
- » Picnic areas
- » Community gardens
- » Dog park
- » Fitness circuit
- » Flexible lawn area
- » Buildings for local food, artisan products, and makers
- » Natural areas with shade trees and native plants
- » Areas for public art and a signature structure
- » Rest Rooms
- » Limited vehicle parking along the park edge
- » Bicycle parking
- » Pedestrian bridge connecting to trail along the tracks
- » Signage and references to the Bowtie’s history



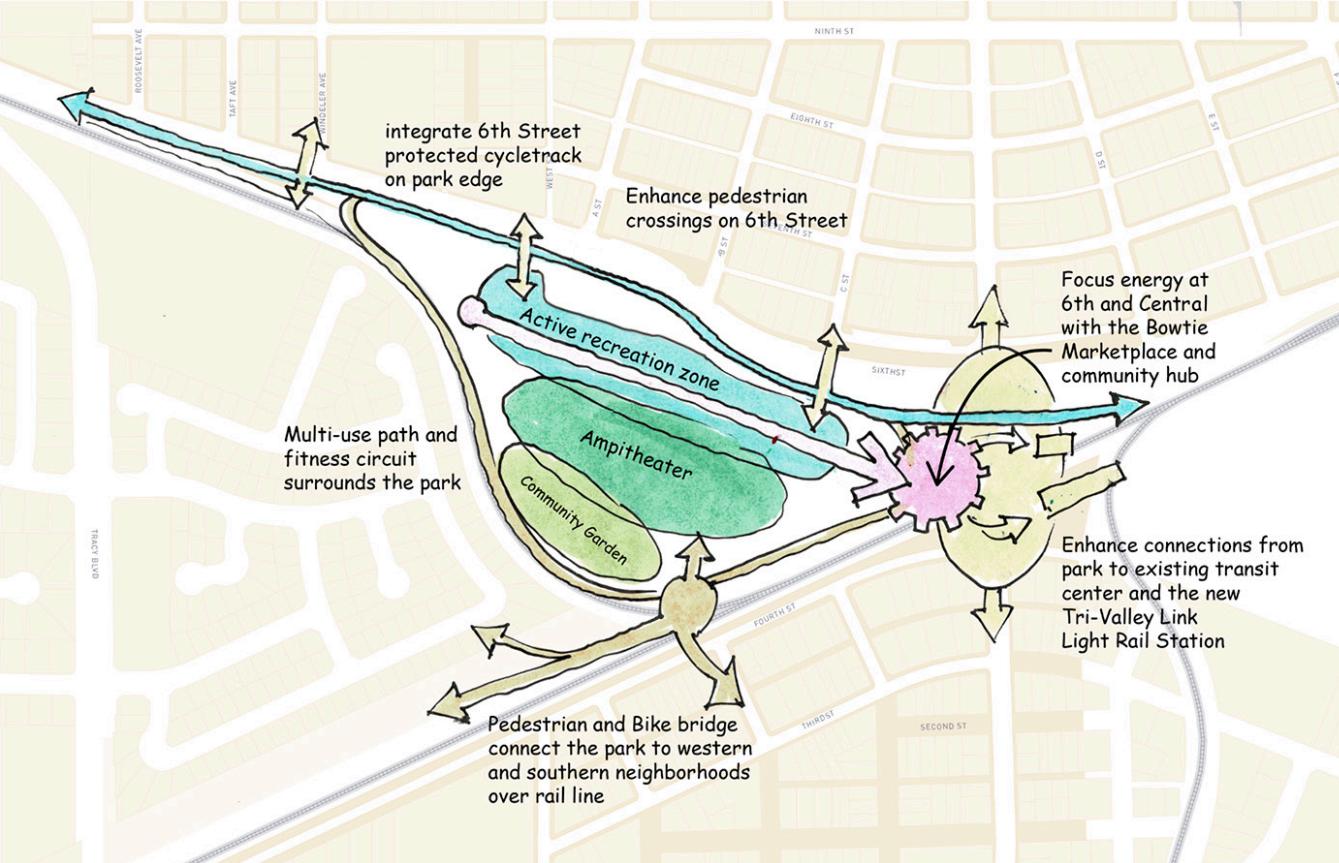
Great Valley Park Design Concept

The Great Valley Park will be Tracy's large "Central Park", a signature park that will offer activities and respite for everyone and that is fittingly located at Central Avenue. The design concept for the park builds on the surrounding context with its existing buildings, streets, and natural assets.

While the West Bowtie is centrally located just south of Downtown Tracy, the mostly flat site is constrained in terms of access, which can only occur from 6th Street and Central Avenue due to the existing rail track running along the southwestern edge. For this reason, most active uses are placed along 6th Street and passive uses and natural areas are located in the southern area, closer to the rail track. This generally gives the park an east-west orientation reminiscent of the old railyard's orientation. The park concept includes a few distinct design moves that make the park inviting and easy to use for different purposes.

The "Bowtie Marketplace" and Community Hub at Central Avenue

The corner of Central Avenue and 6th Street is the ideal location for commercial uses that complement the existing business district along 6th Street. This area can become a destination for local food lovers, producers, and makers with an outdoor courtyard and buildings that frame the edges of 6th Street and Central Avenue. This preliminary named "Bowtie Marketplace" can also include workspace for artisans, artists, and community groups as well as space for related events such as farmers markets or craft fairs. In addition to the commercial uses, this is also a great place for cultural and educational uses, such as a small museum and visitor center that can include exhibits about the site's history and regeneration.



Splash pad

The buildings will help shape a visual endpoint from Central Avenue together with the existing sculpture and the Tracy Transit Center building. The buildings also line 6th Street in a way that emphasizes the view to the existing transit center building with its tower from 6th Street. The main entrance to the park is also located here, marked with a plaza that is located at Central Avenue across the new Light Rail Station and the Transit Center. This plaza can include a major landmark structure such as an observatory with a view of Mount Diablo, which was considered sacred by the Ohlone peoples and was named Tuyshtak or "dawn of time".

On the west side, close to the promenade and the Bowtie Marketplace at Central Avenue, is an area that offers activities for children and youth. These include a splash pad, play areas for kids ages 2-5 and 6-12, and a skate park. This area can be easily accessed from the promenade and is close to the Bowtie Marketplace, making it easy for family members to stay in proximity to each other.

Great Valley Park Concept Plan



Great Valley Park Tree Canopy Plan

- California Sycamore (*Platanus racemosa*)
- Cottonwood, Oregon Ash, Boxelder, Walnut
- Western Redbud (*Cercis occidentalis*)
- Grey Pine (*Pinus sabiniana*)
- Japanese Zelkova (*Zelkova serrata*)
- Large stature tree (e.g. Camphor)
- London Plane (*Platanus acerifolia*) - match with existing at Downtown Plaza
- Fruit Tree

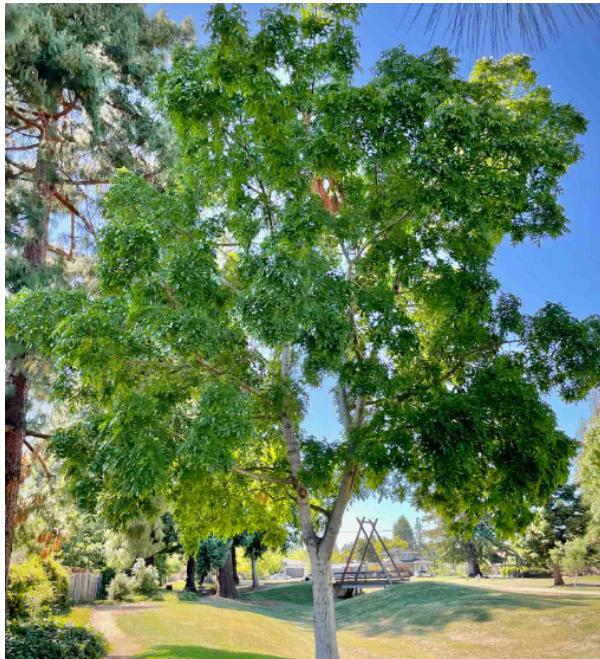




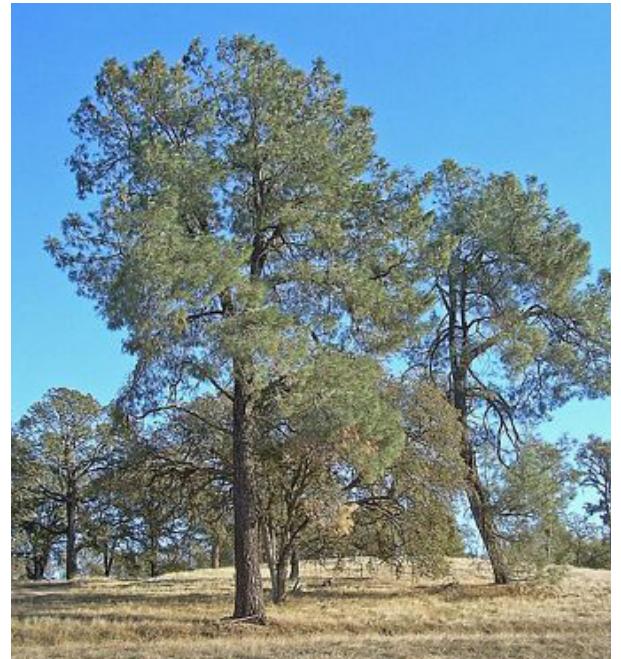
California Sycamore (*Platanus racemosa*)



Western Redbud (*Cercis occidentalis*)



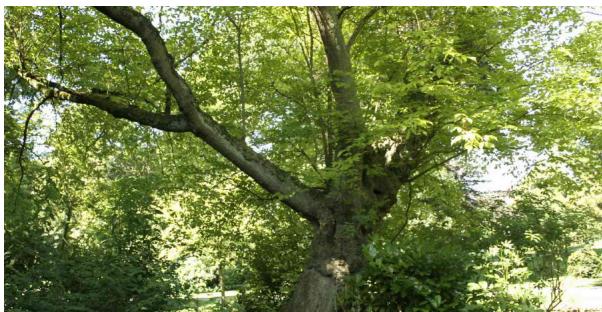
California Black Walnut (*Juglans hindsii*)



Grey Pine (*Pinus sabiniana*)



Fremont Cottonwood (*Populus fremontii*)



Boxelder (*Acer negundo*)



Oregon Ash (*Fraxinus latifolia*)



Japanese Zelkova (*Zelkova serrata*)



A Promenade is a strong visual and organizing park element

The Park Promenade

From the plaza at Central Avenue, a generous promenade with shade trees leads into the park, connecting the east side of the park all the way to the west side. This linear element is a subtle reference to the site's past as a rail yard and serves as a clear organizational element that facilitates movement and orientation within the park and connects the active uses with the natural areas on the south and west side of the park. The orientation of the promenade is guided by the view to Mount Diablo and the existing northwestern rail corridor along 6th Street. As the Promenade extends to the west, it widens to accommodate tennis, pickleball,

basketball, and beach volleyball courts, as well as smaller areas for bocce, ping-pong or chess games. The playfields will be lined by an alley of trees with pedestrian paths on each side of them that connect to the west side of the park. The proposed observatory and public art sculpture mark each end of the promenade.



Example of a linear sports field zone with Bocce courts and other play areas



Picnic Area



Amphitheater (above) | Community Garden (left)

The 6th Street Park Zone

The park areas that line 6th Street are easily accessible from the street, which is a good reason to place necessary parking for the playfields and the Bowtie Marketplace in this area as well as picnic areas, a dog park, and natural areas with public art. These amenities and the playfields will get used daily and are close to the residential neighborhood north of 6th Street and Downtown. The most active area in this zone will be at the corner of Central Avenue and 6th Street, while a quieter, more natural area is proposed along the western part of 6th Street, where the site narrows into a triangular shape. The active edge between C Street and Central Avenue will be complemented by an extension of the existing Downtown Plaza located on 6th Street east of Central Avenue to the west side of Central Avenue.

The South Park: Amphitheater, Community Gardens, and Nature

The largest portion of the park lies south of the promenade and is characterized by large natural areas that includes an outdoor amphitheater with a stage, lawn areas, a community garden, a picnic area, a skate park, and children's play areas. The park's maintenance yard is also located here, close to the rail tracks on the west side and out of view from most of the park's uses. Large trees and densely vegetated areas provide shade and quiet areas and frame each zone to create a visual separation.

At the heart of this southern portion of the park is the amphitheater, whose lawn can be used for events, play, and relaxing. The community gardens are an opportunity for the community (and perhaps the restaurants in the Bowtie Marketplace) to grow local vegetables and can also support educational programs focused on food.



Fitness Stations (above) | Public Art (left)

The Fitness Circuit

In addition to pedestrian and bike paths within the park, there is a multi-use path along the perimeter of the park connecting all access points from the outside of the park. The path will lead through the different areas of the park including generous swaths of native landscape and shade trees. The full loop is about one mile in length and is ideal for a run or walk. It will have state-of-the-art fitness stations along it.

Public Art

Great Valley Park will host a world class public art program including temporary, short term and long-term permanent pieces that are part of the collection. The intent is for the art to be integrated into the park in site specific ways and in a variety of locations such as the promenade, community garden, natural areas, and along the fitness circuit.

Pedestrian and Bike Access

The park will be accessible for pedestrians and bikes via several entrances along 6th Street that align with the existing street grid, namely at (from west to east) Taft Ave, Windeler Ave, A Street, B Street, C Street, and from the Central Avenue frontage via two plazas and an extended sidewalk. All intersections along 6th Street that are used for access will require intersection upgrades to provide safe pedestrian crossings. Access from the western and southern neighborhoods is constrained due to the existing tracks. To provide at least one point of access, a pedestrian/bike bridge crossing over the track is proposed between the park and Fourth Street near B Street on the south side of the tracks, and between the park and the proposed east-west trail along the north side of the tracks with the same bridge. The bridge, featuring a signature design, would serve as a central point of connection between the two sides.

Bike parking will be provided at the main destinations within the park. Secure bike parking will be included in the Bowtie Marketplace.

The future Valley Link Rail Station will be located on the east side of Central Avenue directly across from the new plaza with the observatory. A direct and safe connection from the plaza to the station with a bridge or pedestrian crossing would be desirable but its feasibility needs to be studied as it is close to the existing railway crossing. Without this connection, the existing pedestrian crossing at Central Avenue and 6th Street will connect the park with the station in the most direct way. This crossing can be enhanced to a much wider crossing with special pavers, which will strengthen the connection and slow down traffic.

Vehicular Access

Access for park maintenance and delivery vehicles are provided by a limited access loop road that starts at A Street and C Street. This road will connect to the maintenance yard, the community garden, the amphitheater area, the children's play areas and skatepark, the promenade with the playing fields and the Bowtie Marketplace area. The loop road will get used for access to the public parking lots located along 6th Street between A Street and C Street. Behind the public access to the parking area, bollards will ensure that only authorized vehicles can enter the loop road. The road should be designed for slow speeds and with surface materials that integrate with the park design. The road will be always open to pedestrians and bikes.

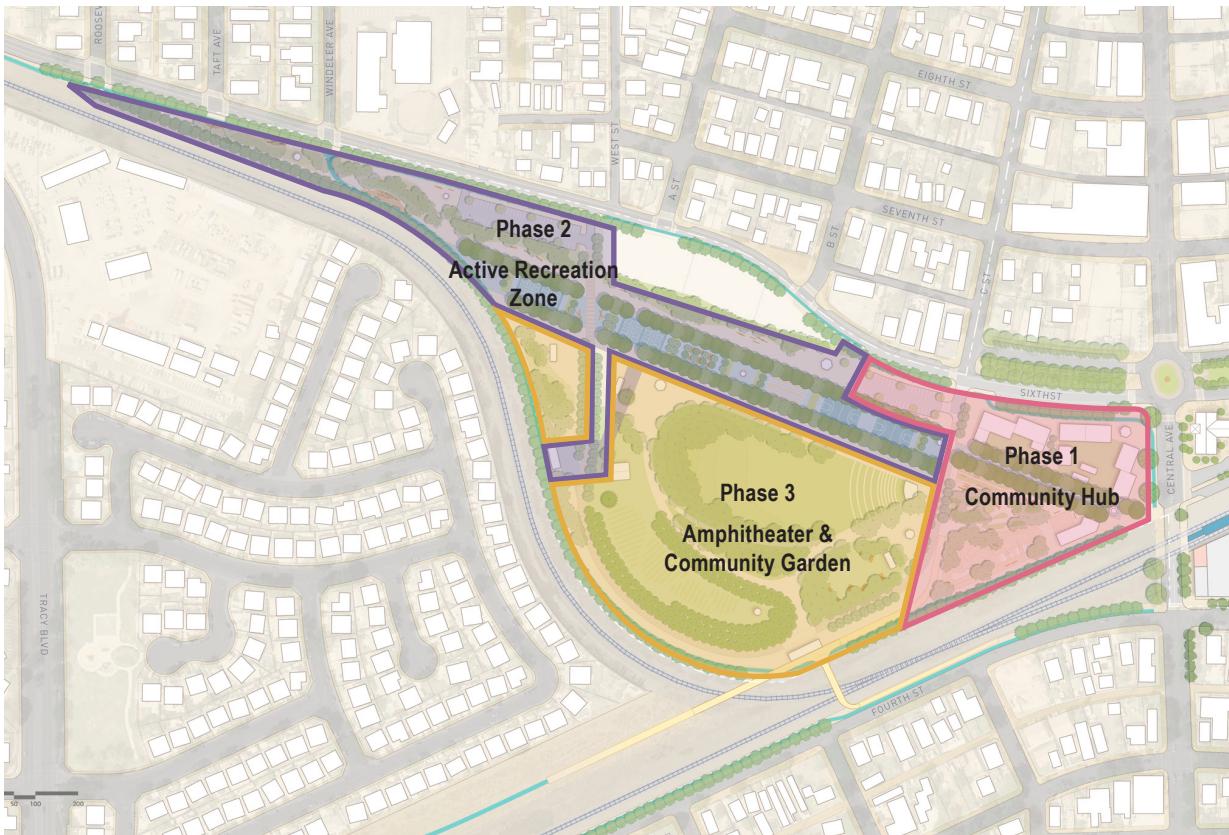


Public bike storage



Parking lot with porous surfaces and bioswales





Potential Phasing for Implementation

Key Park Components & Phasing

Creating a park of this scale and ambition is a significant undertaking. That's why an initial phasing strategy is beneficial. The phasing strategy is making assumptions today that could change over the course of the implementation process, which requires that the strategy is flexible enough so that any adjustments to the strategy can be made. For example, the envisioned "Bowtie Marketplace" may be desirable in the first implementation phase, but it could be difficult to find a development partner at the right time. In this case, a temporary solution

could be considered, or another part of the park could be developed first, if funding for that part is more readily available.

Phasing Approach

The proposed approach to phasing considers the spatial context and which parts would likely make the biggest positive impact, as well as the fact that some areas of the site require remediation and won't be available for use right away.

Generally, the park areas that are closest to Central Avenue and along 6th Street should be considered



Phase 1: Community Hub

for implementation first. These areas are close to where people are and can also address the edges of the site which are currently non-existent, contributing to the impression of the site being a large scar in the city's fabric.

Each proposed phase includes considerations for temporary solutions as well, which can be regarded as Phase 0, so early activation of the area is possible even before the permanent elements can be built.

Phase 1: Community Hub at Central Avenue

The corner of 6th Street and Central Avenue ties in very well with the active portion of Central Avenue, the Transit Center, the Downtown Plaza, and the roundabout with its large sculpture. This eastern portion of the site is ideal for commercial uses that complement the Downtown and create an attractive destination on its southern end. It's the most connected and accessible part of the

park and its activation would immediately change the experience for this part of Downtown. It will also help to integrate the Downtown Plaza if a corresponding plaza is built on the west side of Central Avenue.

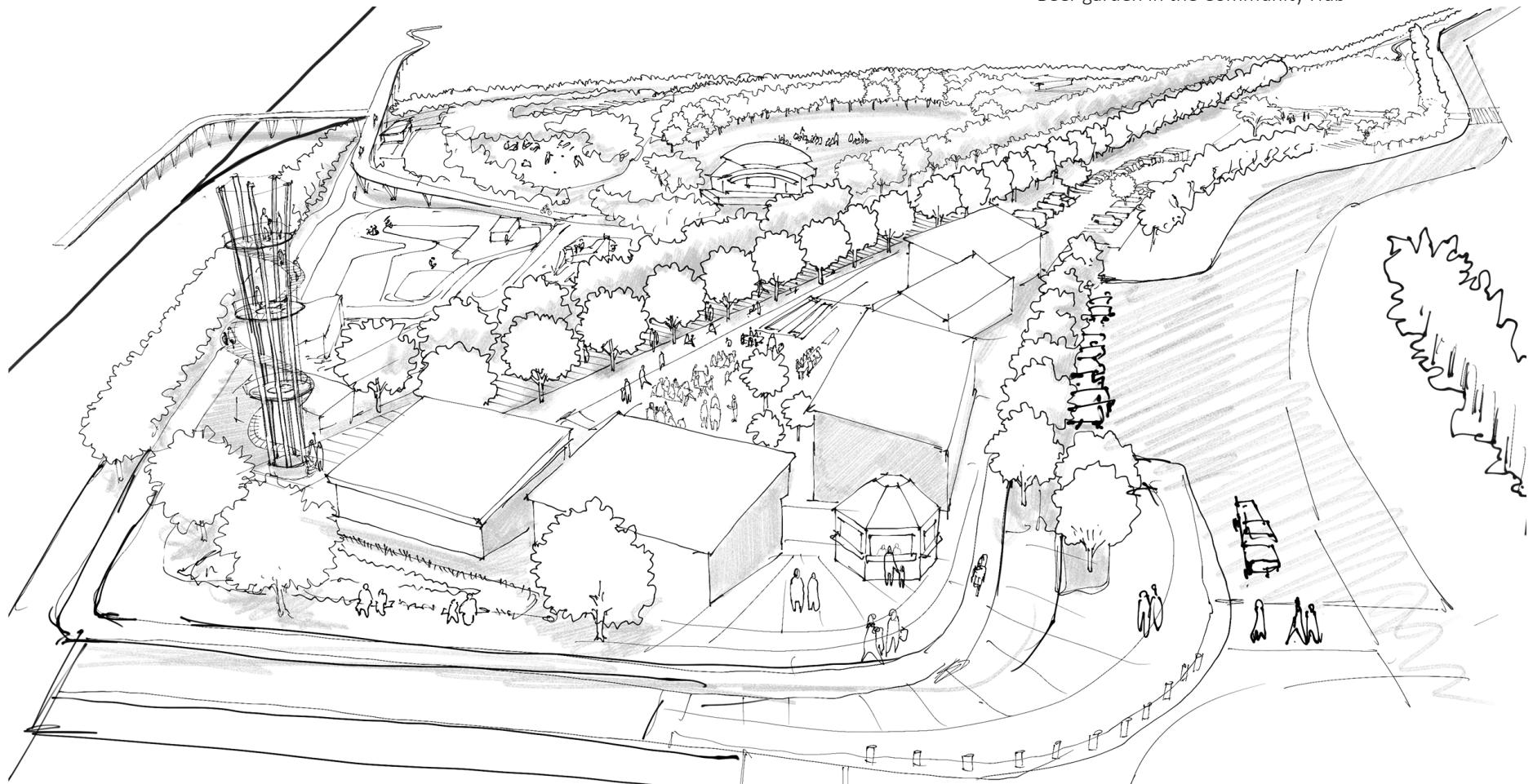
The first phase should include establishing the Bowtie Marketplace, the eastern part of the Promenade, the children's play area, and the skate park, creating a community hub that brings together people of all ages. An important part of the activation is the widening of the sidewalk on Central Avenue and 6th Street and the integration of small plazas with seating elements, public art, and other amenities such as bike racks. Buildings should be placed in a manner that helps frame the plazas and create a street edge. The improved sidewalk area will improve access to the park as well as connectivity to the surrounding uses, particularly to Central Avenue, the Transit Center, and the future Tri-Valley Light Rail Station. The crosswalk to the Transit Center could be widened to enhance the connection to the Transit Center and slow traffic down.

Phase 1: Key Park Components: Bowtie Marketplace

It is envisioned to create a building ensemble tentatively named the “Bowtie Marketplace” that can host farm-to-table restaurants, a market hall, local maker and artisan spaces, a visitor center or small museum, outdoor courtyards with seating, and a beer garden. The buildings can be simple structures that allow for flexible layouts and a variety of tenants. Architecturally, their scale and design



Beer garden in the Community Hub



Impression of “Bowtie Marketplace” at Central Avenue with promenade and park in background

should fit in with the surrounding context buildings while clearly communicating their function and use. The buildings are arranged in a way to form u-shaped courtyards as well as an interesting built edge along 6th Street and Central Avenue with small plazas. The outdoor courtyards are suitable for smaller events and outdoor performances.

Phase 0: Temporary Use

In case the building ensemble cannot be realized in the very beginning of the park construction, this area can simply be paved to allow for temporary food trucks, stands, shade structures, and amenities such as restrooms. This kind of activation can help establish this part of the park as an attractive destination early on and provides a preview of what kind of place it can become. The food related uses can complement any events that are occurring

on the Downtown Plaza as well. It will also be an opportunity to test what kind of businesses and events can be successful at this location.

The Promenade

The Promenade is an unique organizing element and serves as a straightforward pedestrian connection through the park. In Phase 1, the first part of the Promenade will define the southern edge of the Bowtie Marketplace with a double row of shade trees. The Promenade will have a generous width of about 25 feet and includes benches, lighting, and a special surface treatment such as pavers. The Promenade is also a good place for educational display and signage that touch on the history of the site. The eastern end of the Promenade serves as a prominent park entrance. A plaza opens to the street and is the location for

the proposed vertical structure that can become a new landmark in addition to the existing sculpture located at the roundabout at Central Avenue and 6th Street. The vertical structure could be designed as a small observatory tower that offers views of downtown, the park, and the future station, or if this is not feasible, could be a signature public art piece. A pedestrian bridge or additional pedestrian crossing at this location would significantly improve connectivity to the Transit Center and future station on the east side of Central Avenue. However, due to the proximity to the at-grade rail crossing on Central Avenue, the feasibility of such a connection would need to be studied.

Phase 0: Temporary Use

Depending on the soil condition, trees could be planted early to help them get established and construct the promenade surface, benches, and lights at a later point. If in situ planting are not feasible, trees in planter boxes could be set up along the promenade first.

In lieu of a sculpture/ observatory tower, a temporary piece of public art could be placed at the eastern end of the promenade. This is an ideal opportunity to showcase work by the local artist community.



The Promenade looking east with observation tower in background

Children's Play Area, Skate Park, and small Outdoor Stage

The area south of the promenade focuses on activities for children and youth in the form of a playground, water play area, and skate park. Water play/splash pads are very popular among kids, especially during the summer heat. A small temporary stage can initially be placed here as well, so music and other performances can be accommodated before the amphitheater can be built in a later phase. Support facilities such as restrooms and equipment storage can be provided in this area as well.

Phase 0: Temporary Use

Playgrounds and skate parks can be costly due to the required ground modulation and equipment. Water play areas/ splash pads in particular need water treatment facilities and pumps that are often

placed underground. As a temporary solution, a simple asphalt area could include temporary elements for play and skating. A much more affordable misting feature could initially be installed instead of a splash pad. Misters use less water than fountains or splash pads, can create interesting visual effects, especially if combined with lighting, and can also be effective for cooling.

A modular small stage can be set up anywhere if storage is provided on-site. Another option is to build a more permanent stage that can last until the larger amphitheater is built. This is another opportunity to involve the local design and artist community.

Parking and Site Access

A surface parking lot along 6th Street between B and C Street, will serve the Bowtie Marketplace and activity areas south of it in Phase 1. Surface parking lots can always serve as opportunity sites at a later point and if the Bowtie Marketplace proves to be so successful that it would need space for expansion, this parking lot would be ideal for additional buildings as it lines 6th Street. The parking lot will include shade trees, bioswales for water retention, and porous surface materials to reduce the heat island effect and stormwater run-off.

The first section of the access loop road will be built to provide limited vehicular access to the parking lot, play area, skate park, and stage, and loading access for the Bowtie Marketplace. The entrance to the loop road from 6th Street will be located at C Street.

The Promenade can have landscaped areas





Phase 2: Active Recreation Zone

Phase 2: Active Recreation Zone along 6th Street

Phase 2 of the park development will concentrate on the extension of the Promenade to the eastern part of the site and on the zone between 6th Street and the Promenade. This area is closest to the residential neighborhood to the north and the Downtown Area and the proposed park elements and amenities in this area will be easily accessible from 6th Street and the other streets that intersect with 6th Street. The new park will create a much more attractive zone on the south side of 6th Street and will include new, generous sidewalks and intersection upgrades with crosswalks.

From C Street on, the Promenade will transform into a clearly defined recreational zone that is home to Sports Fields and other offerings for play

and gathering. The westernmost part of this zone narrows down to a triangular-shaped area. This zone will be characterized by natural areas with trees and native vegetation.

Phase 2: Key Park Components- Sports Fields Zone

The Sports Fields are located in a linear zone or “spine” that is the extension of the Promenade on the east side of the park. The row of trees on the north side of this zone continue in line with the Promenade, while the southern row of trees are planted at a greater distance to accommodate pickleball, basketball, and beach volleyball courts as well as a bocce court, ping pong tables, and an on-the-ground large chess board. Generous walkways with benches along the trees are used for play field

access as well as a direct connection between the east and the west side of the park. As the trees mature, they will provide shade for a portion of the playfields.

Phase 0: Temporary Use

If a complete construction of this zone is not feasible in this phase, a partial section could be built first, ideally starting on the east side of this zone. A simple temporary solution is the construction of an asphalted area with painted court outlines and installed nets. The trees should be planted in soil as early as possible but if this is not feasible, trees in planters could be used instead. These trees could be transferred to soil at the appropriate time.



Skate Park



Dog Park



Pickleball Court in Recreation Zone

Picnic Area and Dog Park

A large picnic and BBQ area and a dog park are proposed on the north side of the play field zone, close to A Street. This area will be close to a surface parking lot, making it easy to carry equipment and supplies to the picnic area. The picnic area will have trees, shade canopies where needed, and rest rooms. The dog park will be a fenced in lawn and sand area with trees along the perimeter for shade. The dog park will include benches for people.

Phase 0: Temporary Use

A temporary solution for the picnic area and dog park could be leaving the area as it is now and installing temporary fences, picnic tables, shade structures, and restrooms. If necessary, some areas could be slightly graded and filled in with a layer of gravel or other porous surface.

Natural Area

On the narrow eastern portion of the site, a natural area with large trees and native plants offers a place for relaxation and rest. This area will include benches and small natural rooms and plazas for public art.

Fitness Circuit

The installation of the fitness circuit as part of this phase creates a smaller loop that uses the Promenade and the 6th Street sidewalk area. The fitness path is an unpaved area next to the 6th Street sidewalk and can be included in the sidewalk construction. Fitness stations will mainly be located along the path in the natural area.

Maintenance Yard

The maintenance yard is needed for maintaining the Sports Fields, paths, and natural areas. It's

located close to the railway track and directly south of the western end of the play field zone. It will be accessed by the western position of the loop road that starts at A Street. The maintenance yard will include a small building, storage areas, and parking for maintenance vehicles. It will be screened with a fence and vegetation.

The portion of the loop road stretching from A Street to the maintenance yard will be constructed in this phase to provide access vehicular to the parking lot and the maintenance yard. The road will be protected from public access with bollards south of the parking lot driveway.

Parking and Site Access

A second surface parking lot along 6th Street between A and B Street will provide parking for the recreational uses built in this phase. Its design and layout will be similar to the parking lot built in Phase 1. This parking lot can also easily be built in Phase 1, but this would require constructing the 6th Street sidewalk as well. The existing concrete block building in this area needs to be demolished to accommodate the parking lot and new sidewalk.





Phase 3: Amphitheater and Community Garden

Phase 3: Amphitheater and Community Garden

Phase 3 consists of the large southern portion of the park that has an amphitheater with flexible lawn area and a community garden as its main features. It also includes large natural areas with trees and dense vegetation. This phase will complete the Great Valley Park and offer large areas for passive recreation that complement the active areas of Phase 1 and 2.

Depending on the remediation process, trees and vegetation can be planted in this area early on, possibly in Phase 1, to give the trees other plants as much time to grow as possible. The amphitheater will have a stage with a shade structure and seating steps near the stage area.

Phase 3: Key Park Components- Amphitheater

The amphitheater consists of a permanent stage with a shade structure and landscaped seating steps oriented towards the stage. The amphitheater is an opportunity to create an outstanding and memorable design that can become a landmark in the park. The proposed size is appropriate for an audience of 5,000 people. A large lawn area extends from the seating area and is framed by large stands of trees. The lawn area can be used for events, informal play, picnics, and seating. The amphitheater area is connected to the Promenade/ Play Field Zone on its north side.

Phase 0: Temporary Use

The amphitheater stage requires a major investment and may not be realized at the time that Phase 3 is built. A temporary stage without seating steps could be installed instead. Another option is the use of a modular stage that will only be set up during events.

Community Garden

The community garden is another key feature that is unique to the Great Valley Park. Not only can it be used by the community and the restaurants in the Bowtie Marketplace to locally grow vegetables and flowers but also for educational purposes. Some areas can include pollinator gardens. The planters will be custom designed with high-quality and durable materials and can be arranged in a creative pattern. A building with restrooms, storage, and a multipurpose room is located close to the loop road. The community garden is lined with fruit and nut tree orchards and includes “green rooms” with seating for reflection and rest. A trellis structure with vines will provide additional shade and seating opportunities.

Picnic Area

On the east side of the community garden is another large picnic area that includes a lawn for informal play. This picnic area is lined with trees and vegetation and more secluded than the picnic area at 6th Street, thus providing a different experience. This area is also suitable for smaller events either in the lawn area or the natural plaza at the northwestern end of the picnic area.

Fitness Circuit

The fitness circuit path runs along the southern perimeter of the site, completing the 1-mile loop around the entire park. More fitness stations will be included in this section of the path. The path directly goes by the ramps of the pedestrian and bike bridge, allowing for a connection to the neighborhood to the south or the trail along the railway tracks.



Temporary Stage



Fitness and Bike Path



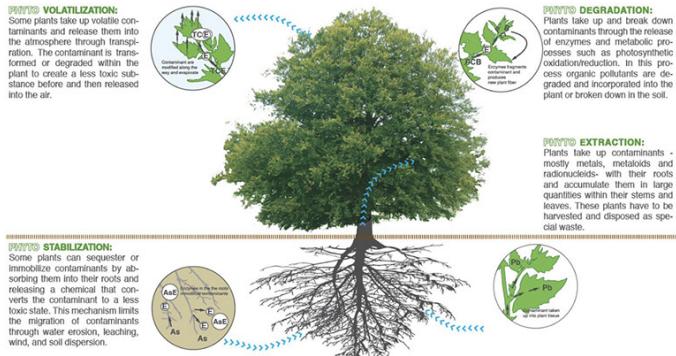
Building for education, events, and local produce offerings

Pedestrian and Bike Bridge

A pedestrian and bike bridge located on the south side of the park near B Street will allow for connectivity to the south and to the west via the trail on the north side of the rail tracks. Because it will cross over the tracks, it needs a clearance of an estimated 24 feet (the exact required clearance needs to be determined). This height will require long ramps of at least 330 feet for cyclists and wheelchair users to comfortably use the bridge. While this requirement results in large bridge structure it also presents an opportunity for an extraordinary bridge design.

PHASE	KEY PARK COMPONENTS	PHASE 0/ TEMPORARY USE
1	<ul style="list-style-type: none"> • Bowtie Marketplace • The Promenade • Observatory Tower • Children's Play Area, Skate Park, and small Outdoor Stage • Parking and Site Access • 6th Street and Central Avenue Sidewalk and Intersections Improvements 	<ul style="list-style-type: none"> • Food trucks and temporary buildings in Bowtie Marketplace • Trees in planters along Promenade • Temporary public art instead of observatory tower • Asphalt area with temporary play elements and misters • Tree nursery (trees in planter boxes) throughout the site
2	<ul style="list-style-type: none"> • Sports Fields and Promenade • Picnic Area and Dog Park • Natural Area • Fitness Circuit • Maintenance Yard • Parking and Site Access • 6th Street and Sidewalk and Intersections Improvements 	<ul style="list-style-type: none"> • Asphalt area for Sports Fields • Partial construction of Sports Fields • Trees in planters along Sports Fields • Use temporary fence and seating elements for dog park and picnic area; minimal ground preparation.
3	<ul style="list-style-type: none"> • Amphitheater • Community Garden • Picnic Area • Fitness Circuit • Pedestrian and Bike Bridge 	<ul style="list-style-type: none"> • Temporary stage/ modular stage per event

Overview of key park components in each implementation phase and potential temporary uses



Plants and trees can help clean up soil contamination through Phyto- /Myco-remediation. More analysis is needed to determine if this type of remediation can be used in the Bowtie area.

Sustainability

The Great Valley Park's design should use sustainability as a guiding principle. This means the use of native, drought tolerant and pollinator-friendly plants, porous or recycled surface materials for paths, plazas, and Sports Fields where possible, large shade trees, low water use irrigation, stormwater retention areas, low glare or dark sky approved lighting, sustainable and low maintenance park furniture, sustainable building materials and systems, and bike parking throughout the park. A detailed sustainability strategy needs to be included in the next phase of park design.

Remediation Strategy

Several areas in the west Bowtie area have been identified for remediation. Removal of contaminants can be achieved by removing impacted soils, capping the affected area, or on-site treatment of the soil. It requires further studies that determine which remediation method is appropriate for the future use of the site as a park. The requirements may be different for park spaces than for residential uses.

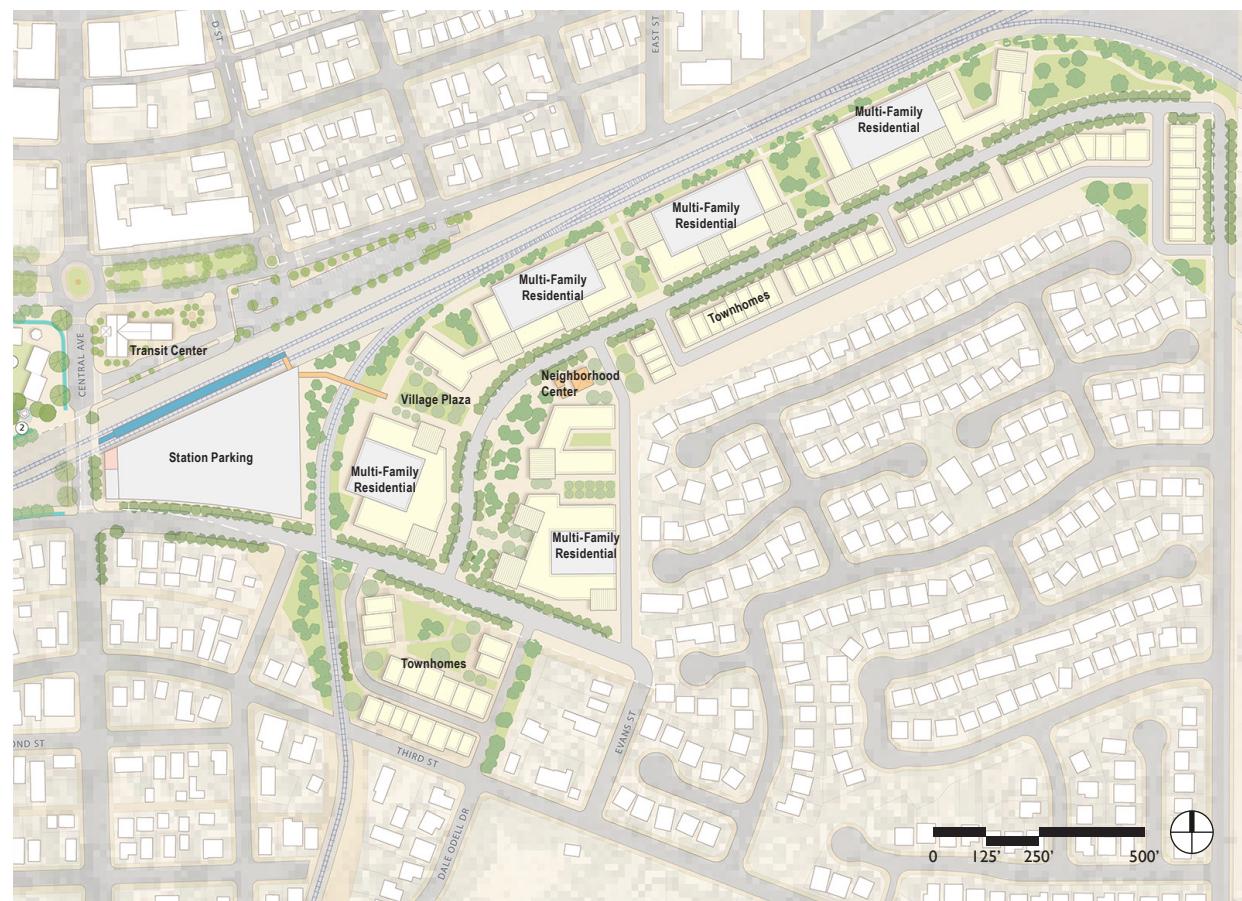
East Bowtie Transit Village

The eastern portion of the Bowtie is an ideal location for Transit-Oriented Development as a future Tri-Valley Light Rail Station is proposed this side of Central Avenue at the existing railway right-of-way, just south of the existing Transit Center. The maximum allowed density for residential development in this area is 50 DU/ac, opening an opportunity for a mix of multi-family housing and townhomes within walking distance to the station and the new Great Valley Park. Due to the proximity to Downtown and the existing residential uses surrounding the site, residential uses with small amenity retail opportunities make the most sense on this site.

East Bowtie Transit Village Design Concept

The existing street grid and residential area south of the site limits access but a new street can connect to 3rd Street on the west side and MacArthur Drive on the east side. This street is the “spine” around which the buildings are organized. On the north side of this street are multi-family buildings with parking structures close to the tracks. On the south side of this street is space for one row of townhomes that provide a good transition to the existing single-family neighborhood to the south.

The main vehicular entrance to the Transit Village is from 3rd Street. The width of the site allows for a small neighborhood park that is connected to 3rd Street and includes a neighborhood community building at the park's north end. From this park, a pedestrian connection to the station is provided through a plaza and at-grade rail crossing (if an at-grade crossing is not feasible, a pedestrian bridge





site and an expanded existing surface parking lot on the east side of Central Avenue that will be replaced by 3-level parking structure at a later phase. As the entire west Bowtie site will be used for the Great Valley Park, station parking would need to be accommodated on the east Bowtie site only. This can be achieved by adding 2 levels to the parking structure or by accommodating station parking in the Transit-Oriented Development. A phased integration of station parking in the future development and within a half-mile radius of the station could potentially reduce or eliminate the stand-alone parking structure. This approach would require a detailed parking study. If the proposed stand-alone parking structure remains, it should include ground floor uses fronting on Central Avenue and a building façade that is visually interesting and eliminates light emissions from the parking levels.

Downtown Central Business District

Downtown Tracy is not only steeped in a vibrant history but also serves as a central hub for dining, shopping, culture, entertainment, and office and residential uses. The City of Tracy is committed to maintaining the unique charm and character of Downtown Tracy. At the same time, it is dedicated to fostering suitable growth and development that aligns with the area's historic essence and community values. This careful balance ensures that Downtown Tracy remains a vibrant and dynamic part of the city, reflecting its heritage while embracing progress and innovation.

Themes & Guiding Principles

This section is organized according to six core Themes that further exemplify the vision statement. These are Destination, Nature, Design, Economy, Neighborhoods, and Mobility. Each Theme is explained by one simple “Big Idea” statement and includes three Guiding Principles that give shape to the Themes. Finally, Strategies are listed under each Theme that provide recommended actions the City can take to implement the Downtown Vision Plan. The full text of each Strategy is presented on page 86-90. This section is meant to serve as a roadmap for achieving the community’s vision for Downtown Tracy. The Themes, Guiding Principles, and Strategies have built-in flexibility that allows the City to pursue what’s working, and make adjustments to what’s not.



ECONOMY

A prosperous, fiscally sound, thriving economy that is well positioned for the future.

GUIDING PRINCIPLES

- » **Active revitalization.** Support redevelopment and new development that helps revitalize the Downtown.
- » **Diverse economy.** Foster a favorable environment for business attraction and retention, private investment, economic diversification, and entrepreneurship.
- » **High quality employment.** Attract high-quality, well-paying employment opportunities.



NEIGHBORHOODS

A wide range of high-quality housing choices complement existing neighborhoods.

GUIDING PRINCIPLES

- » **Symbiotic development.** Catalyze development of new, well-planned residential units to meet community demand and support Downtown businesses and activity.
- » **Range of housing.** Offer access to a wide range of housing selections that appeal to different types of households.
- » **Transit-Oriented Design.** New neighborhoods support Transit-Oriented Design (TOD) principles to accommodate the possibility of a future transit facility while complementing the character of existing neighborhoods.

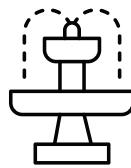


MOBILITY

Convenient, safe, and affordable travel options for getting to and around Downtown.

GUIDING PRINCIPLES

- » **Convenient access.** Provide convenient access to destinations within and beyond Downtown for all modes of travel, including walking, bicycling, riding transit, and driving.
- » **Expanded walkability.** Walking is a viable and enjoyable travel choice within Downtown.
- » **Improved connectivity.** The transportation network connects residents, employees, and visitors to jobs, services, entertainment, and recreation opportunities.



DESTINATION

Downtown Tracy is a vibrant, pedestrian-oriented, mixed-use destination for residents and visitors.

GUIDING PRINCIPLES

- » **Celebrate history.** Downtown Tracy is celebrated and reinforced as the historic heart of the city.
- » **Create memorable experiences.** Promote retail, dining, entertainment, arts, and cultural experiences to transform Downtown Tracy into a regional destination.
- » **Support commercial uses.** Support and strengthen existing businesses while also attracting new, high-quality commercial uses.
- » **Enhance local art scene.** Support promote local artists in Downtown Tracy.



NATURE

A grand central park provides a cherished gathering space in the heart of Downtown Tracy and opportunities for all to connect with nature, relax, and recreate.

GUIDING PRINCIPLES

- » **Design with nature.** Utilize design principles that foster human-nature connection by providing chances for restoration, reflection, and multisensory interaction with natural elements.
- » **Integration with surrounding neighborhoods.** The park is integrated into the fabric of Downtown with suitable pedestrian, bicycle, and vehicular connections that enable safe and convenient access to the park from surrounding neighborhoods.
- » **Spaces for learning and recreation.** Provide inspiring spaces for programmed activities that are aligned with community interests such as educational classes and fitness stations.



DESIGN

Quality design creates a distinctive identity and unique sense of place.

GUIDING PRINCIPLES

- » **Small town feel.** Maintain Downtown Tracy's small town feel and character by preserving its historic and iconic buildings.
- » **Distinctive architecture.** New development contributes to the distinctive identity of the Downtown and is responsive to its existing architecture.
- » **Streetscape beautification.** Enhance the public realm, including storefronts and the overall perception of the street.

Strategies

- A. Distinct Identity.** Develop a distinct identity / brand for Downtown Tracy to increase community awareness and appeal. Create a wayfinding program that addresses branding and signage for the Bowtie, CBD, and Downtown neighborhoods.
 - » Applicable Theme(s): Destination, Neighborhoods, Mobility
- B. Regional and Local Destination.** Facilitate development and improvements that help realize the community's vision for Downtown Tracy.
 - » Accelerate investment in a wide range of unique retail, restaurant and entertainment offerings that serve the needs of the people who live and work Downtown, and that continue to attract a growing number of people from the larger city and region into the Downtown.
 - » Instigate the development of civic, art, and cultural facilities.
 - » Accommodate the development of new commercial centers that meet the convenience shopping needs of people who live and/or work in the adjacent areas.
 - » Be proactive in maintaining a safe and clean downtown environment.
 - » Applicable Theme(s): Destination, Design, Economy, Neighborhoods
- C. Symbiotic Development.** Continue to maintain and support the CBD as the commercial core of Downtown Tracy, while encouraging new housing development and infrastructure.
 - » Attract new housing development by sustaining a cluster of businesses and activities that attract visitors.
 - » Explore development of Bowtie East for additional housing opportunities.
 - » Applicable Theme(s): Destination, Economy, Neighborhoods
- D. Arts District.** Establish a locally recognized Arts District between 6th and 8th Streets on Central Avenue. This designation will be a collaboration between the City of Tracy (i.e., Cultural Arts Division) and other agencies such as the Chamber of Commerce and Tracy City Center Association. The Arts District will include branding, marketing, and development of the area in support of the arts, culture and entertainment, targeted around the Grand Theatre Center for the Arts. Components could include:
 - » Unique, designed streetscape elements including banners, benches, bike racks, planters, trash receptacles, and lighting.
 - » Gathering spaces in an urban park environment combining streetscape elements, public art, sculpture garden, event spaces, vendors, and food trucks/carts.
 - » Closure of Jackson Alley from the WSM building empty lot to the sidewalk at Central Ave for streetscape congregation/small events.

- » Arts-related businesses and organizations such as record, book, music or art supply stores, non-profit offices, galleries, concert clubs, and cafes.
- » Multi-tenant/co-op, scalable retail spaces that cater to makers, start-ups, and entrepreneurs in repurposed and/or new buildings.
- » Commercial/retail businesses with a mission/tradition to support the arts in Tracy.
- » Artist live/work spaces in affordable housing projects, repurposed, and/or new buildings.
- » Public art projects integrated into the amenities throughout the Great Valley Park, East Bowtie, and CBD.
- » Community garden(s)/urban farm in support of and supported by downtown residents and businesses.
- » Community kitchen with indoor/outdoor dining for pop-up restaurants and special events.
- » Neighborhood market that supports the community gardens and kitchen.
- » New museum with hands-on exhibits highlighting the area's railroad history, red light district history, and ethnic/cultural history.
- » Amphitheatre or outdoor sound stage with pavilion and supporting buildings.
- » Applicable Theme(s): Destination, Nature, Design, Economy

E. Park Partnerships. Explore new and harness existing partnerships and utilize volunteers to sustain the implementation, maintenance, and stewardship of the park.

- » Applicable Theme(s): Nature

F. Education. Establish and integrate education components such as a community center with educational classes for all ages and an interpretive program to educate visitors about the sustainable features of the park, the area's rail history, and site regeneration.

- » Applicable Theme(s): Destination, Nature

G. Recreation. Establish and integrate recreation components such as a recreation center with fitness classes for all ages and a fitness circuit integrated into natural areas of the park.

- » Applicable Theme(s): Destination, Nature

H. Sustainable Design. Utilize sustainable design techniques to promote ecological balance, support local biodiversity, and contribute to the City's overall resilience, such as:

- » Native and drought tolerant plants.
- » Durable and recycled materials.
- » Recycling and compost bins.
- » Organic mulch, fertilizers, and compost.
- » Energy-efficient buildings.
- » Storm water capturing.

- » Applicable Theme(s): Nature, Design

I. World Class Public Art Exhibition. Create opportunities for local artists and art to be a part of park spaces. These opportunities may include music, performance, and temporary exhibits.

- » Applicable Theme(s): Destination, Nature

J. Development Friendly Policies. Continue to be supportive of new development and consider development friendly policies, such as:

- » Continue extension of zero in-lieu parking fees beyond 2025 when next reviewed.
- » Maintain flexibility of land use policies for downtown development; to the extent more residential development starts to occur, consider a future increase in the 50 unit per acre density limit.
- » Establish a new Zone District for the Bowtie.
- » Applicable Theme(s): Destination, Nature, Design, Economy, Neighborhoods, Mobility

K. Employment-Generating Development. Accommodate additional employment-generating development, including professional office. Promote the integration of employment opportunities into the fabric of the Downtown, with convenient access to community services, transit, shops, and a wide range of housing choices.

- » Applicable Theme(s): Destination, Economy, Neighborhoods, Mobility

L. Economic Activity. Increase economic activity through business development, signage and marketing, and creating incentives for property / business owners to renovate their buildings and/or properties.

- » Applicable Theme(s): Destination, Design, Economy

M. Landscaping and Street Improvements. Continue to invest in landscaping and street improvements to boost general awareness, enhance walkability and vitality, and attract visitors.

- » Applicable Theme(s): Destination, Nature, Design, Economy, Neighborhoods, Mobility

N. Design Guidelines. Develop design guidelines that unify the overall vision for Downtown Tracy and:

- » Require new development to complement the existing Downtown character.
- » Set standards of quality for the design of new and renovated buildings and site improvements.
- » Ensure that, when mixing uses within a building or along a block, each building contributes to a cohesive pattern of streets, blocks, and sub-districts within the larger Downtown.

- » Encourage greater walkability through pedestrian friendly streets, site and building design.
- » Applicable Theme(s): Destination, Design, Neighborhoods, Mobility

O. Outdoor Public Spaces. Strengthen connections to nature and create a robust network of outdoor public spaces for recreation and social interaction.

- » Applicable Theme(s): Nature, Mobility

P. Ownership Transfer. Engage in ownership transfer discussions regarding the Bowtie with Union Pacific Railroad.

- » Applicable Theme(s): Destination, Nature, Economy, Neighborhoods, Mobility

Q. Partnership with the Rail Authority. Maximize investment benefits from a potential partnership with the Rail Authority if a new Valley Link Station is built in Tracy. The City could work closely with the Rail Authority to seek to benefit from the substantial investment in the transit station area and look for opportunities to benefit from and build on these investments. For example, transit area development might start the process of further Bowtie clean-up and land transfer, result in investment in new pedestrian/ bike connectivity, and open up new areas for public/ private development partnerships.

- » Applicable Theme(s): Destination, Nature, Economy, Neighborhoods, Mobility

R. Public/Private Partnerships. Seek public/private partnership opportunities that can catalyze new development. For example:

- » Consider entering into public/private partnerships with interested private developers where the City provides land and the developer becomes the owner-operator of the housing.
- » Continue conversations with local developers and landowners concerning opportunities for Downtown development. As part of these conversations, the City could consider whether any additional supportive policy actions for development are appropriate, such as temporary impact fee reductions.
- » Analyze and assess possibilities for merger/consolidation of parcels to create greater development potential.
- » Applicable Theme(s): Economy, Neighborhoods

S. Collaborate with Tracy City Center Association. Continue to collaborate and coordinate with the Tracy City Center Association (TCCA) in promoting Downtown Tracy, expanding Downtown's customer base, and maintaining low commercial vacancy rates.

- » Applicable Theme(s): Destination, Economy

T. Bowtie Remediation. Consider City investment in and/or pursuing grants for remediation and site clean-up of the Bowtie.

- » Applicable Theme(s): Destination, Nature, Economy, Neighborhoods

- U. Grant Funding.** Research and pursue possible grant funding sources to help fund the preparation of the planning tools, catalyze development, and pay for infrastructure improvements.
 - » Applicable Theme(s): Destination, Nature, Design, Economy, Neighborhoods, Mobility
- V. Community Facilities District.** Consider forming a Community Facilities District (CFD), which is a special tax district that could fund public improvements and on-going services within the Downtown. Parks, streets, sewer improvements, and public safety services are some of the public improvements and services that may be financed by a CFD.
 - » Applicable Theme(s): Destination, Nature, Design, Economy, Neighborhoods, Mobility
- W. Lighting District.** Consider forming a Lighting District (LD), which is a special tax district that could fund street lighting within the Downtown.
 - » Applicable Theme(s): Destination, Design, Economy, Neighborhoods, Mobility
- X. Circulation For All Modes of Travel.** Enhance the visibility, accessibility, and convenience of the Downtown to motorists, bicyclists, transit riders, and pedestrians.
 - » Provide the necessary circulation facilities to support all users' convenient access to uses throughout the Downtown.
 - » Continue to enhance connectivity to and from adjacent districts, corridors, and other parts of the city and region.
 - » Improve the pedestrian and bicyclist experience and connectivity to the greater city through identification of paths and/or trails.
 - » Integrate improvements to circulation, wayfinding, parking facilities, and the pedestrian environment to make Downtown a "park-once and walk" district.
 - » Improve the frequency and efficiency of transit options.
 - » Applicable Theme(s): Destination, Nature, Design, Neighborhoods, Mobility



July 2024

APPROVED AS TO FORM AND LEGALITY

CITY ATTORNEY'S OFFICE

TRACY CITY COUNCIL

RESOLUTION 2024-_____

APPROVING THE DOWNTOWN VISION PLAN

WHEREAS, 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 with a potential station in Downtown Tracy; and

WHEREAS, in anticipation of Valley Link, the City Council authorized staff to enter into a Professional Services Agreement (PSA) with DeNovo Planning Group on June 18, 2019, to conduct a Downtown Transit-Oriented Development (TOD) study; and

WHEREAS, the purpose of this long-range planning and urban design study was to evaluate how the potential introduction of commuter rail service, via Valley Link, could impact development opportunities in and around the greater Downtown and surrounding areas; and

WHEREAS, in preparing the Downtown TOD Study, the City implemented a broad and comprehensive outreach and participation process in order to engage key stakeholders and broad segments of the community, including a community workshop, an online survey, stakeholder interviews, and working sessions with the City Council and Planning Commission; and

WHEREAS, the Downtown TOD Study was presented to the Planning Commission on February 26, 2020, and the City Council on July 21, 2020; and

WHEREAS, on March 2, 2021, the City Council approved an amendment to the PSA with De Novo Planning Group to proceed with the second phase of the planning effort, which was preparation of a Downtown TOD Specific Plan and Environmental Impact Report (EIR); and

WHEREAS, following changes to the planning area boundary, which included removal of Urban Reserve 1 (UR1) to focus solely on the Downtown and Bowtie area, staff recommends revising the planning approach to create a Downtown Vision Plan rather than a Downtown Specific Plan; and

WHEREAS, the primary difference between a Downtown Vision Plan and a Downtown Specific Plan is that a Vision Plan is not a land use regulatory document, whereas a Specific Plan is; and

WHEREAS, a Vision Plan paints a conceptual picture of a desired outcome and provides a strategy for how to achieve it; and

WHEREAS, the Downtown Vision Plan strategy includes next steps of adopting Downtown Design Guidelines and amending Central Business District (CBD) zoning standards, but those regulations are not part of the Vision Plan itself; and

WHEREAS, the Downtown Vision Plan identifies the Bowtie area as a key opportunity site; and

WHEREAS, the Downtown Vision Plan includes concepts in the western portion of the Bowtie for a grand central park, which would include a mix of active and passive uses on a scale that would be unmatched elsewhere in the City and be an attraction for the surrounding neighborhoods and the City as a whole; and

WHEREAS, this grand central park could spur increased activity in the Downtown and increase the development potential of the eastern portion of the Bowtie for high density residential, which would further benefit the Downtown; and

WHEREAS, the concepts for the Bowtie would also complement the potential Valley Link station if it locates in the Downtown; and

WHEREAS, the proposed Downtown Vision Plan is exempt from the California Environmental Quality Act (CEQA) because it is not a land use regulatory document and therefore, does not have the potential for causing a significant effect on the environment (CEQA Guidelines, 14 California Code of Regulations, §15061(b)(3)); and

WHEREAS, the Planning Commission considered this matter on August 14, 2024, and recommended that the City Council approve the Downtown Vision Plan; and

WHEREAS, the Parks & Community Services Commission considered this matter on September 5, 2024, and recommended that the City Council approve the Downtown Vision Plan; now, therefore, be it

RESOLVED: That the City Council of the City of Tracy hereby determines, based on the evidence in the record and its own independent judgment, that the proposed Downtown Vision Plan is exempt from the California Environmental Quality Act (CEQA) because it does not have the potential for causing a significant effect on the environment (CEQA Guidelines, 14 California Code of Regulations, §15061(b)(3)[“common sense” exemption]); and be it

FURTHER RESOLVED: That the City Council hereby approves the Downtown Vision Plan, as shown in Attachment A of the City Council staff report dated October 1, 2024.

* * * * *

The foregoing Resolution 2024-_____ was adopted by the City Council on October 1, 2024, by the following vote:

AYES: COUNCIL MEMBERS:
NOES: COUNCIL MEMBERS:
ABSENT: COUNCIL MEMBERS:
ABSTENTION: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK