

NOTICE OF SPECIAL MEETING

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

Date/Time: **Tuesday, May 16, 2023, 5:30 p.m.**
(or as soon thereafter as possible)

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

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

This meeting will be open to the public for in-person and remote participation pursuant to Government Code Section 54953(e)

For Remote Public Comment:

During the Items from the Audience, public comment will be accepted via the options listed below. If you would like to comment remotely, please follow the protocols below:

- *Comments via:*
 - **Online by visiting <https://cityoftracyevents.webex.com>** and using the following **Event Number: 2557 357 3253** and **Event Password: TracyCC**
 - ***If you would like to participate in the public comment anonymously***, you may submit your comment via phone or in WebEx by typing “Anonymous” when prompted to provide a First and Last Name and inserting Anonymous@example.com when prompted to provide an email address.
 - **Join by phone by dialing +1-408-418-9388, enter 25573573253 #8722922#**
Press *3 to raise the hand icon to speak on an item.

- *Protocols for commenting via WebEx:*
 - *If you wish to comment under “Items from the Audience/Public Comment” portion of the agenda:*
 - *Listen for the Mayor to open “Items from the Audience/Public Comment”, then raise your hand to speak by clicking on the Hand icon on the Participants panel to the right of your screen.*
 - *If you no longer wish to comment, you may lower your hand by clicking on the Hand icon again.*
 - *Comments for the “Items from the Audience/Public Comment” will be accepted until the public comment period is closed.*

1. Call to Order
2. Actions, by Motion, of City Council pursuant to AB 2449, if any
3. Roll Call
4. ITEMS FROM THE AUDIENCE - *In accordance with Council Meeting Protocols and Rules of Procedure, adopted by Resolution No. 2019-240, and last amended by Resolution No. 2021-049, a five-minute maximum time limit per speaker will apply to all individuals speaking during "Items from the Audience/Public Comment". For non-agendized items, Council Members may briefly respond to statements made or questions posed by individuals during public comment; ask questions for clarification; direct the individual to the appropriate staff member; or request that the matter be placed on a future agenda or that staff provide additional information to Council.*
5. DISCUSSION ITEMS
 - 5.A Staff recommends that City Council conduct a workshop to review the City of Tracy's Economic Development Strategic Plan and provide feedback.
6. Council Items and Comments
7. Adjournment



Mayor

Posting Date: May 11, 2023

The City of Tracy is in compliance with the Americans with Disabilities Act and will make all reasonable accommodations for the disabled to participate in employment, programs and facilities. Persons requiring assistance or auxiliary aids in order to participate, should contact the City Manager's Office at (209) 831-6000 at least 24 hours prior to the meeting.

Agenda Item 5.A

RECOMMENDATION

Staff recommends that City Council conduct a workshop to review the City of Tracy's Economic Development Strategic Plan and provide feedback.

EXECUTIVE SUMMARY

On May 3, 2022, the City Council approved by Resolution 2022-054, a Professional Services Agreement (PSA) not exceeding \$152,000 with consultant, AECOM Technical Services, Inc. (AECOM). AECOM prepared the Economic Development Strategic Plan and will be presenting their findings.

BACKGROUND AND LEGISLATIVE HISTORY

On January 20, 2022, the City issued a Request for Proposals (RFP) for professional services to prepare an Economic Development Strategic Plan (EDSP).

In the Summer of 2022, AECOM began their scope of work by conducting a site visit with key City staff members as well as initiate stakeholder interviews. As part of the stakeholder engagement, 30+ individual interviews were conducted, including but not limited to four of the sitting Council Members, and representatives from the workforce and education, transportation, tourism, and healthcare sectors.

In subsequent months, AECOM conducted extensive research on national and local real estate market data, for the industrial, commercial, residential, and hospitality sectors. AECOM is currently engaged in synthesizing the research and stakeholder input into draft business attraction, retention, and expansion strategies to specific applications for Tracy's main business priority areas.

AECOM's workplan is scoped to include a public workshop, which will provide an opportunity for AECOM to share their findings, proposed strategies, and action items to achieve the following five objectives:

1. To foster resilience through strategies that encourage economic inclusion and diversification to provide stability during downturns and minimize external threats.
2. Encourage investment of "catalytic" opportunity areas to create cohesive, mixed-use developments that incorporate well-designed "missing middle housing," transit-oriented developments (TODs), commercial, and retail opportunities.
3. Promote growth through strategic infrastructure projects which build on unique assets and competitive strengths.
4. Encourage quality of life and place improvements through placemaking enhancements and diverse cultural amenities in order to attract businesses and the talented individuals who fuel them.
5. Strengthen organizational capacity to enhance resilience to changes in economic and business cycles, reduce economic disruptions, and expand market access.

The intention of his workshop is for AECOM to present their preliminary findings with Council and the public and to serve as an additional opportunity for Council to provide feedback based on the presented material.

Following the Council workshop, AECOM will incorporate the feedback received, to be considered in the final EDSP, which is tentatively scheduled to be presented to City Council in the Summer of 2023. Adoption of the EDSP, will provide the City a roadmap for the future economic growth in Tracy, by defining the economic visions, 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 as the City plans its forward growth.

FISCAL IMPACT

There is no fiscal impact associated with this item.

CEQA DETERMINATION

A California Environmental Quality Act (CEQA) determination is not required of this item.

FOLLOW-UP

Staff will return to City Council to present the final Economic Development Strategic Plan in Summer 2023.

STRATEGIC PLAN

This agenda item supports the City of Tracy's Economic Development Strategic Priority, 4.2, to develop an Economic Development Strategic Plan.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that City Council conduct a workshop to review the City of Tracy's Economic Development Strategic Plan and provide feedback.

Prepared by: Joseph Viorge-Koide, Administrative Technician

Reviewed by: Adriana Castañeda, Director of Mobility & Housing

Sara Cowell, Director of Finance
Nancy Ashjian, Assistant City Attorney
Karin Schnaider, Assistant City Manager

Approved by: Midori Lichtwardt, Assistant City Manager

ATTACHMENTS

Attachment A – AECOM Economic Development Strategic Plan PowerPoint Presentation



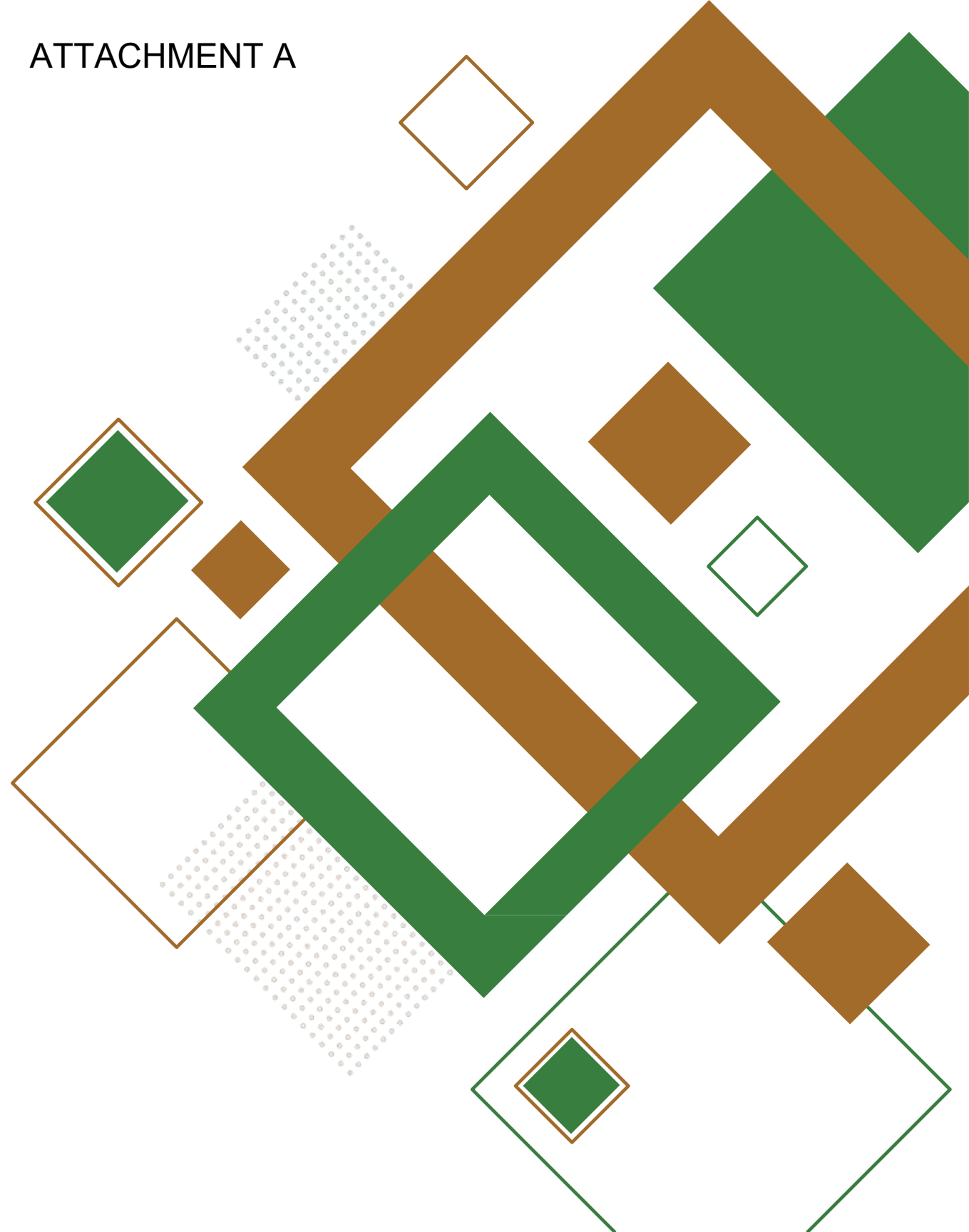
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Council Workshop

May 2023

Tracy Economic
Development Strategic Plan

ATTACHMENT A



AGENDA

01

Strategy
Overview

02

Stakeholder
Engagement

03

Key
Observations:
Analysis +
Takeaways

04

Strategic
Framework +
Recommendations

05

Next Steps
+
Discussion



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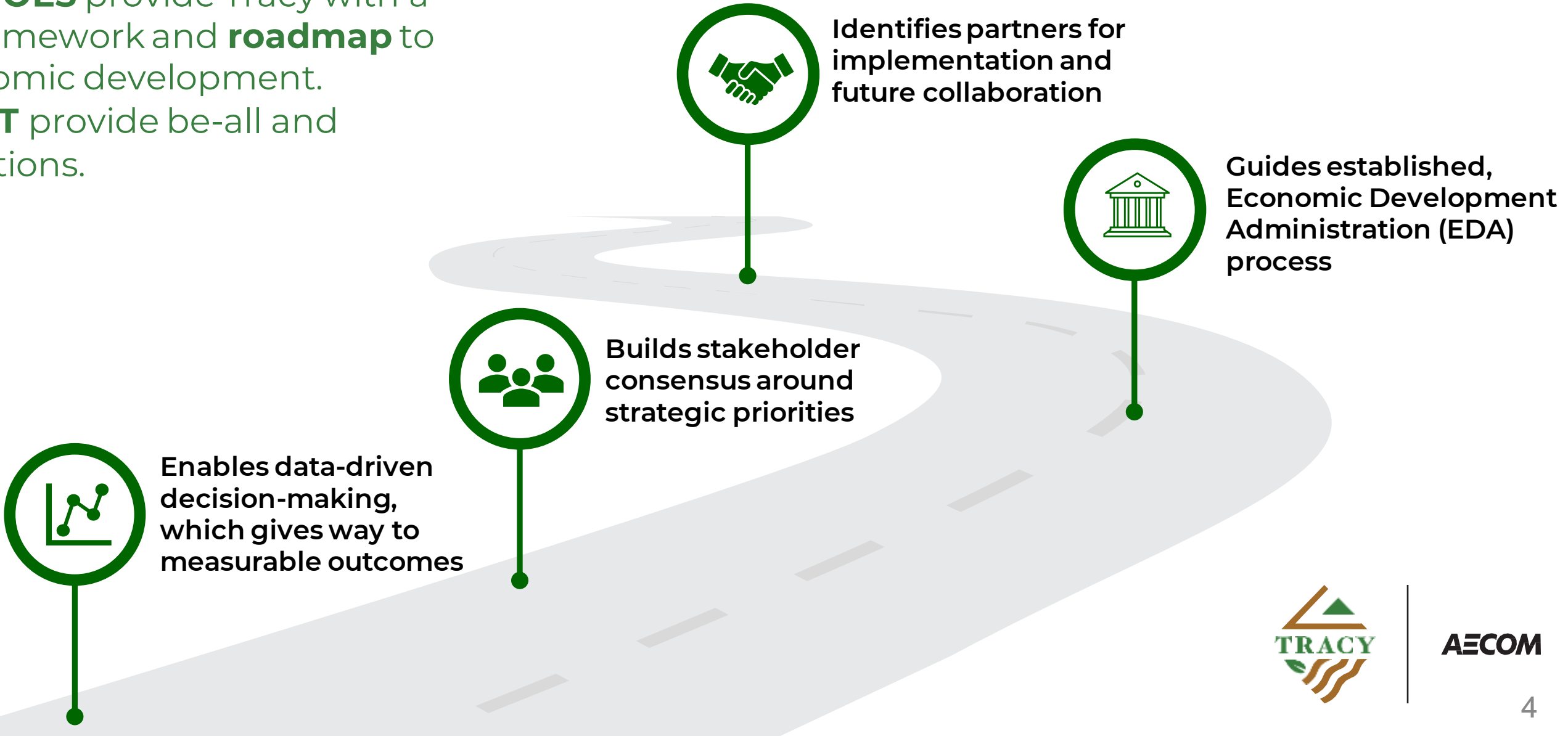
Strategy Overview



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WHAT IS AN ECONOMIC DEVELOPMENT STRATEGIC PLAN?

The EDSP **DOES** provide Tracy with a strategic framework and **roadmap** to guide economic development. It **DOES NOT** provide be-all and end-all solutions.



WHY PLAN? WHY NOW?

Guiding Principles Reflective of the City Council's Economic Development Strategic Priority Goals

- ✓ Support local businesses impacted by Covid-19.
- ✓ **Continue to support Valley Link.**
- ✓ **Continue to advance transit housing and economic development opportunities.**
- ✓ Attract business and jobs that meet the needs and desires of the community.
- ✓ Develop policies to target new jobs in innovative industries.
- ✓ Pursue strategies for balanced and forward-thinking growth in the City.



STRATEGY OVERVIEW

Goals

1

Identify local industry clusters that may align with those positioned for growth

2

Market and land use assessment

3

Understand gaps in local market/economy

4

Engage stakeholders to help identify community's SWOT

5

Identify catalyst/opportunity sites where place-based economic development makes most sense

6

Develop tactical strategies/recommendations and supporting actions

7

Identify organizational capacity needs



STRATEGY OVERVIEW

Developing the Framework

Engagement

- This series of meetings allowed the Project Team to conduct a SWOT analysis with over 50 individuals and more than 30 companies, agencies, and groups.
- City Council members were also interviewed on a one-on-one basis.
- Discussions focused on high-level impressions, identification of issues, challenges, and pathways for success, as well as recommendations for organizing the structure of economic development in Tracy.
- Meetings were not recorded in order to drive an open and honest discussion.

Strategic Plan Framework

- Strategies were informed by the Stakeholder Engagement and from the technical analysis.
- Strategies are built on the vision, mission, and goals of the City and its Strategic Priorities.
- Identified strategies will serve as pathways to measurable actions.
- Five Key Strategies: Diverse & Resilient Economy, Real Estate & Redevelopment, Core Infrastructure, Quality of Life & Place, and Organizational Capacity.

Analysis and Competitive Assessment

- Real estate market and land use analysis.
- Catalyst/Opportunity sites identified for place-based economic development.
- Cluster analysis.
- Benchmark against Bay Area/San Joaquin County peers.



Stakeholder Engagement Summary



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STAKEHOLDER ENGAGEMENT

30+

Listening tour
interviews conducted

50+

Individual stakeholder
outreach meetings

- Mayor + City Council
- City Departments
- Tracy Chamber of Commerce
- Workforce development and education (Tracy Unified School District)
- Real estate developers and landowners (Prologis)
- Non-profit and social assistance (San Joaquin County Housing Authority)
- Large employers across industries
- Small and medium businesses across industries
- Local retailers
- Tourism industry
- Regional Economic Development Corporation (San Joaquin Partnership)



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Strengths

- Educated and skilled labor force
- Proximity to Bay Area, Stockton, and Sacramento
- High-quality K-12 education system
- Diverse and growing business community
- Abundant buildable land and infill opportunities
- Active civic organizations
- Walkable downtown with excellent arts center and growing restaurant and nightlife scene
- Airport and rail infrastructure + opportunities for future multi-modal connectivity
- Economic development remains top Council priority



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Weaknesses

- Limited professional and technical jobs base
- Small daytime population due to out-commuting
- No higher education institution and limited workforce training
- Few midscale and upscale retail and restaurant options
- Low residential density downtown limiting retail and restaurant potential
- Lack of workforce housing
- Lack of clear community identity, especially to visitors
- Limited staff resources and capacity to support economic development



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Opportunities

- Hybrid and remote work enabling commuters to spend more time in Tracy
- Availability of new federal infrastructure funds
- Valley Link Rail and transit-oriented development
- Measure V funds for parks and recreation investment
- Moving ED functions into new “Mobility and Housing Department” could help align ED and workforce housing strategies



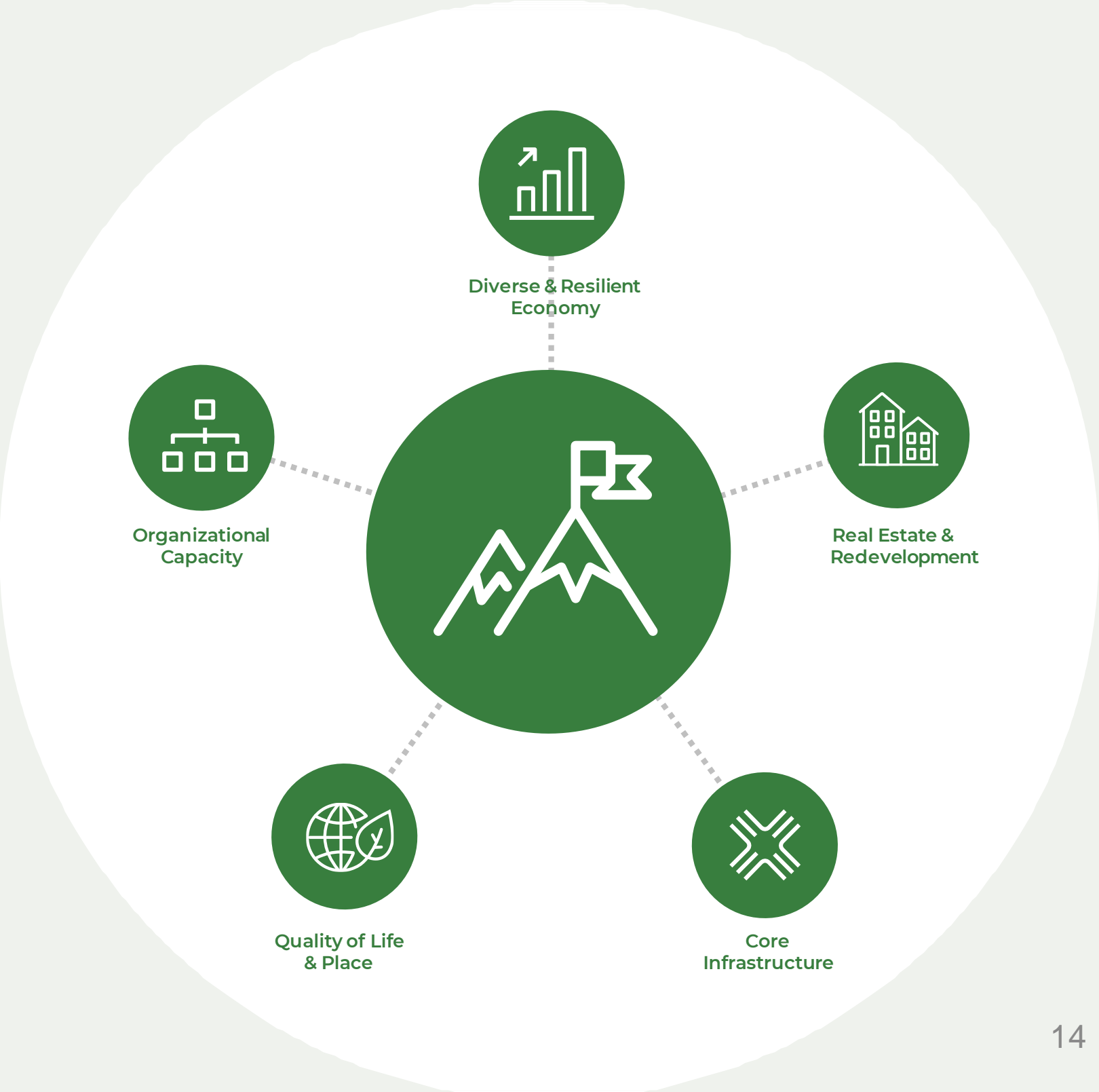
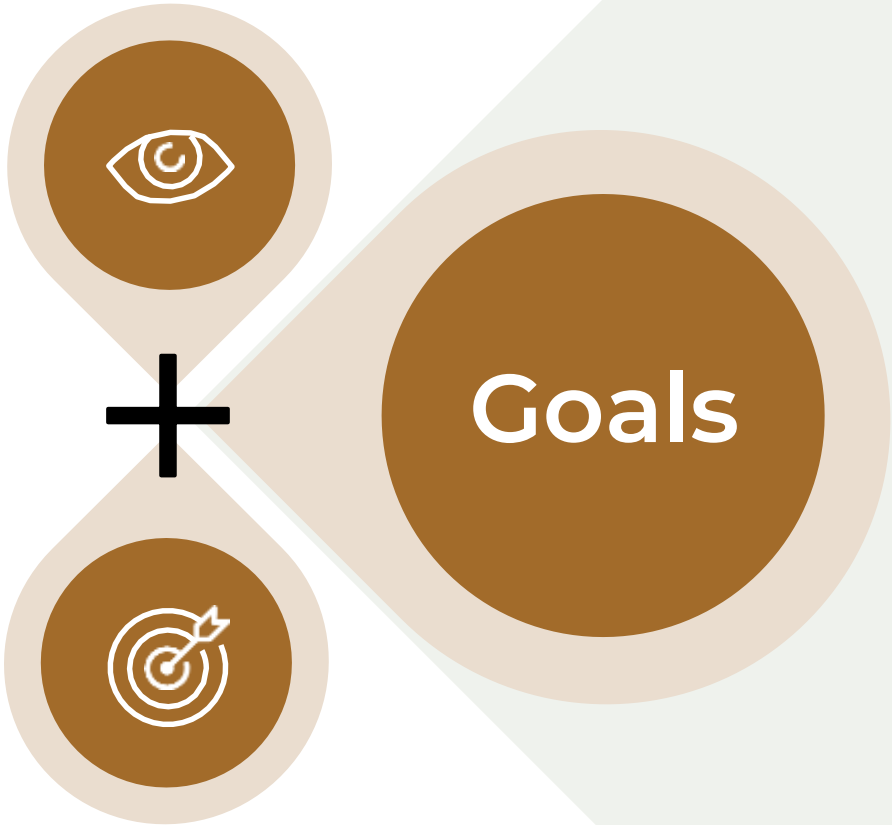
S W O T

Threats

- Build community consensus on future growth priorities
- Lack of affordable housing options for low- and middle-income workforce
- Intense competition from neighboring cities for distinctive regional retailers
- Continued decline of the West Valley Mall
- Residential Growth Ordinance limiting infill development potential



STRATEGIC DIRECTIONS



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



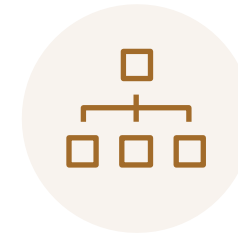
Real Estate & Redevelopment



Core Infrastructure



Quality of Life & Place



Organizational Capacity

Cross-Cutting Themes

Tracy is experiencing “growing pains” as it transitions from a traditionally agricultural-focused Central Valley community to a mid-sized city in the Bay Area’s sphere of influence.

Continuing the single use land consumption pattern in Tracy may have significant negative consequences.

To be competitive, Tracy needs to change identified “perceptions” based on stakeholder feedback.



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



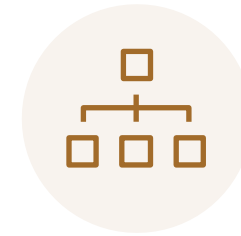
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Quality of Life & Place



Organizational Capacity

Diverse & Resilient Economy

Tracy has a Bay Area labor force and a Central Valley jobs base.

Tracy has emerged as a logistics hub, but stakeholders do not want to see the city defined by warehouses.

Several stakeholders suggested healthcare as a desirable and realistic growth industry for the city.

Stakeholders praised Tracy's K-12 education system but noted a need for more career and vocational training opportunities.



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



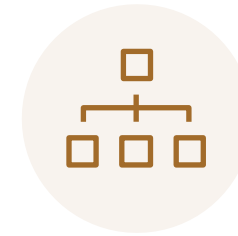
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Organizational Capacity

Real Estate & Redevelopment

Tracy's General Plan offers a clear growth framework, implemented through a streamlined, flexible zoning code.

Some developer stakeholders with experience working with the City's Development Services Department report good levels of transparency and predictability for their project approval process.

The City's primary big-box retail cluster at I-205 is performing well, but the West Valley Mall is in a troubling state of decline.



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



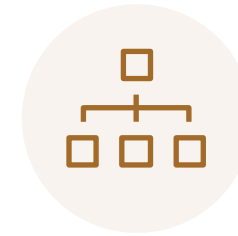
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Quality of Life & Place



Organizational Capacity

Real Estate & Redevelopment

Downtown has been on a positive trajectory in recent years, but it lacks residential and employment density to support around-the-clock restaurants and retail.

Many stakeholders highlighted a need for more affordable and workforce housing in the community.



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



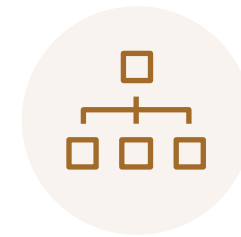
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Quality of Life & Place



Organizational Capacity

Core Infrastructure

The City has adopted the use of Infrastructure Master Plans, a systematic approach to planning and funding future infrastructure needs.

City engineers report that Tracy's utilities have capacity for growth contingent on planned investments associated with Infrastructure Master Plans.

Tracy has two underutilized airport properties that the City is interested in evaluating for logistics and R&D uses.

Tracy has considerable rail infrastructure owned by Union Pacific.



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



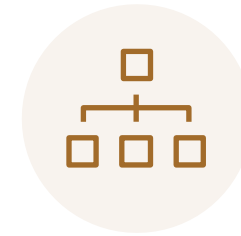
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Quality of Life & Place



Organizational Capacity

Quality of Life & Place

Maintaining and improving Tracy's quality of life is a priority for residents.

Stakeholders are eager to see more retail, restaurant, and entertainment opportunities in the city.

Tracy could be doing more to convey a distinct sense of place, especially in its gateways and edges.



STAKEHOLDER ENGAGEMENT

Key Findings



Diverse & Resilient Economy



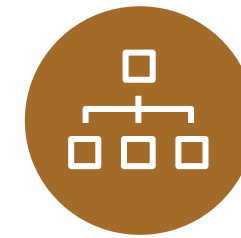
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Quality of Life & Place



Organizational Capacity

Organizational Capacity

Economic development is a clear priority for City leadership.

Economic Development Division staff are visible in the community and proactive in pursuing prospective companies.

There could be greater coordination and more strategic distribution of responsibilities between the Economic Development Division and the Tracy Chamber of Commerce.



Key Observations - Clusters



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TARGET CLUSTERS

Key Definitions

Location Quotient: compares the concentration of an industry within a specific area (e.g., Tracy) to the concentration of that industry nationwide (e.g., U.S.).

Target Clusters: recommended economic development business attraction and recruitment focus areas. Recommendations are based on **existing strengths** in local concentrations of businesses and **emerging or growing global market** opportunities.



TARGET CLUSTERS

Industry Recommendations



Advanced Manufacturing

Semiconductors & Electric Vehicle Components

Electric vehicle and component manufacturing, and chip and chip-adjacent manufacturing.

Jobs: 47

Location Quotient: 0.75

Electrical Equipment, Appliances, & Components

Electrical equipment, appliances, and component manufacturing – consumer and commercial.

Jobs: 127

Location Quotient: 0.55



Community

Healthcare Services

Hospitals, clinics, in and out-patient care.

Jobs: 2,885

Location Quotient: 0.59

Education Services & R&D

K-12, higher education, and research and development facilities and laboratories.

Jobs: 490

Location Quotient: 0.61



Technology

Computer Systems Design, Data Processing, & Related Services

Software, programming, and other computer related services.

Jobs: 103

Location Quotient: 0.22



Professional Services

Insurance Services

Medical, life, property, and all other insurance carriers.

Jobs: 490 • Location Quotient: 0.50

Architectural & Engineering Services

Provision of engineering, architecture, and landscape architecture services.

Jobs: 239 • Location Quotient: 4.29

Management, Scientific, & Tech Consulting

Providers of consulting services related to management, the sciences, and information technology.

Jobs: 901 • Location Quotient: 0.62



Key Observations - Land Use / Real Estate



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REAL ESTATE DEMAND MODEL

Key Takeaways

Status Quo or “Business as Usual”	Managed Growth Scenario
<ul style="list-style-type: none">× Industrial (warehouse) uses will continue current growth trajectory (~8 million SF)× Slow growth for retail and office sectors× Commercial trade areas are limited in reach	<ul style="list-style-type: none">✓ Will improve mixed-use offerings in Tracy✓ Will minimize land consumption by single real estate sector✓ Will create demand for broader commercial real estate offerings across industrial, retail, and office



Key Observations - Catalyst / Opportunity Sites



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CATALYST/OPPORTUNITY SITES

8 Key Areas (see MAP in Appendix)

- Area 1 – West Side / Prologis
- Area 2 – Airport / Transit for Housing and Economic Development
- Area 3 – Chrisman Road Property / East Side
- Area 4 – Downtown
- Area 5 – Commercial Corridors
- Area 6 – NE Industrial
- Area 7 – Commercial near I-205 / West Valley Mall
- Area 8 – Tracy Hills



Key Observations - Gaps



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GAPS



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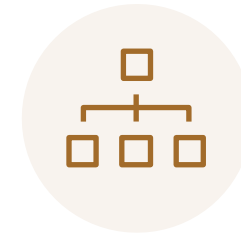
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Quality of Life & Place



Organizational Capacity

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- The cluster analysis portion of the strategy identified gaps across many potential **target industries**.
- Though the Bay Area is home to a plethora of Fortune 500 firms in the **innovation and technology** sector, Tracy needs to close the gap in leveraging such opportunities.
- **Healthcare** access is another fundamental gap that needs to be addressed in Tracy.
- **Retail** opportunities in Tracy have not followed the typical “retail follows rooftops” adage. Tracy needs to evaluate beyond its borders.
- There is a clear gap in provision of **higher education** in Tracy.



GAPS



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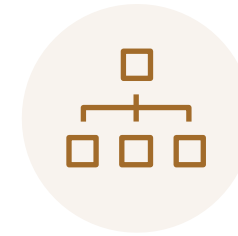
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- Current efforts to create a Downtown Specific Plan should **align** with the Economic Development Strategy.
- Other than the Downtown core, there is not a genuine **mixed-use development** in Tracy.
- **West Valley Mall** is holding back Tracy from realizing its full economic and fiscal benefits.
- Working with and **forging stronger relationships** with the local and regional real estate community, including developers, lenders, and brokers, will need to be a primary focus for Tracy.



GAPS



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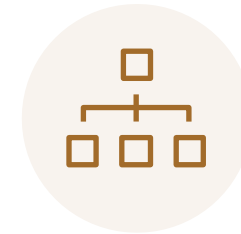
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- Our experience highlights **higher return on investment at opportunity sites** that are targeted for strategic developments via a public-private partnership approach to infrastructure financing. Coordination with catalyst/opportunity sites is one example of **high-impact infrastructure**.

- The deployment of **smart infrastructure** makes local economies more efficient and resilient. Tracy needs to employ smart technologies.
- The time is now for Tracy to ensure maximum economic and strategic benefits from **Valley Link Rail** project.



GAPS



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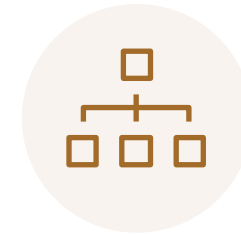
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- Tracy will need to **enhance its portfolio of destination-oriented amenities and offerings specifically in the arts and culture, restaurant, and entertainment sectors.**
- Tracy needs to work on **enhancing its sense of place and unique identity.**

- **Housing supply and affordability** are in crisis across the Northern California Megaregion and beyond, including Tracy. Workforce housing is essential to economic development success.



GAPS



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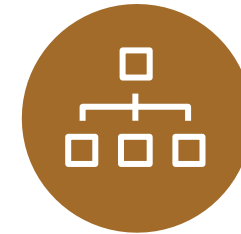
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Organizational Capacity

- Tracy needs a more **cohesive structural approach** to help organize its economic development efforts. Our experience reinforces the importance of staying competitive by hiring staff that directly addresses major gaps in efforts. One specific area of need is **business retention and expansion**.

- While it is beneficial for Tracy to think outside of its jurisdictional borders, there is still a need to balance a more **aggressive local approach** with the opportunity to optimize regional, collaborative efforts.
- Ideally, Tracy would have at least **two FTEs and one or two junior level FTEs** to support future economic development efforts.

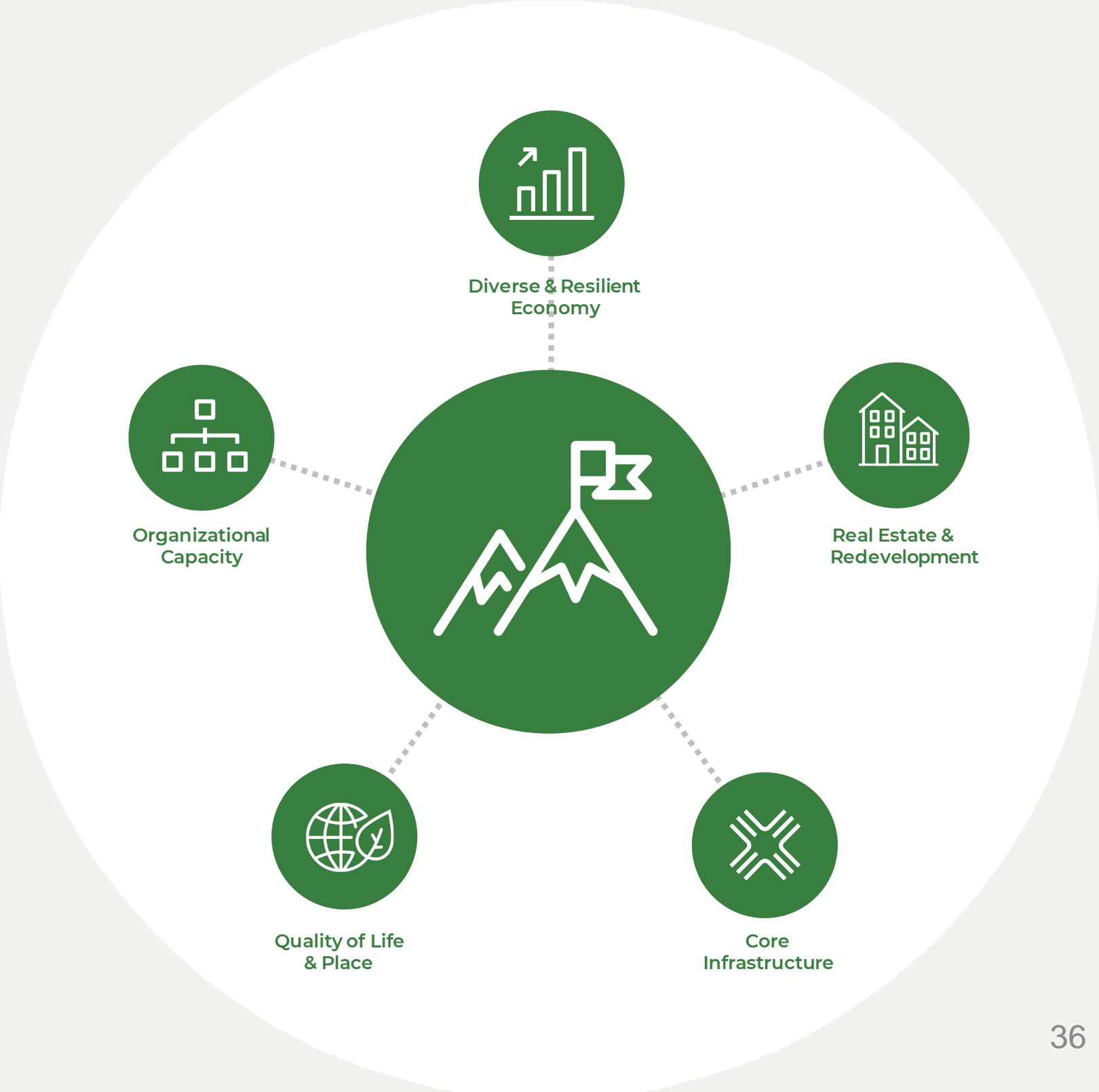
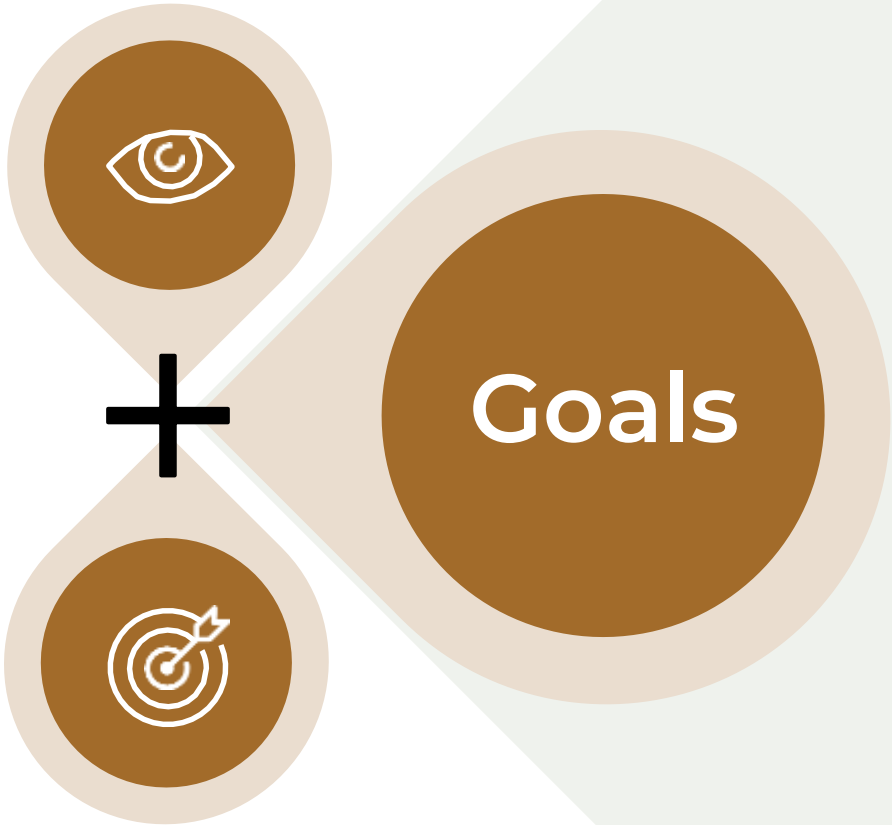


Strategies



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STRATEGIC DIRECTIONS



STRATEGIES



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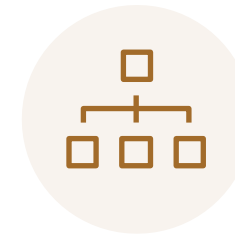
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Purpose

To **foster resilience** through strategies which encourage economic inclusion and diversification.

Background

Comments during the listening tour pointed out a **need to diversify beyond “warehouse.”**

Competitive Assessment

Data analysis tasks identified a need to develop and **grow** opportunities across all **industry clusters** and opportunities to expand workforce development efforts by **leveraging regional partners**, including the San Joaquin Partnership.

Strategies

- **Proactively communicate the Tracy value proposition through an enhanced marketing program.**
- **Engage in a targeted approach to business attraction and recruitment across all target industries.**
- Encourage the growth of entrepreneurship and innovation through policies and programs.
- **Develop a robust business retention and expansion (BRE) program to grow local businesses already present in Tracy.**
- Support local small businesses with targeted programs and resources.
- **Reignite conversations with healthcare providers and stakeholders in Bay Area.**
- Consider re-evaluating incentive policy tailored to target industries.



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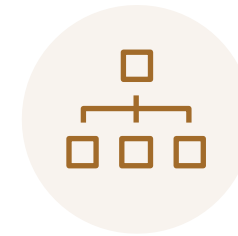
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Purpose

Encourage investment of **“catalytic” opportunity areas.**

Strategies

- **Unlock the development potential of catalyst/opportunity sites.**
- Optimize the development potential of underperforming, underdeveloped, and underutilized properties in need of development/redevelopment.

Background

The listening tour identified concerns related to the **increased cost of housing.** Tracy had traditionally been seen as a relatively affordable place to own a home.

- Continue to focus on Housing Element of the General Plan to ensure future supply of workforce housing needs.
- **Consider full range of transit housing and economic development options near potential Valley Link transit stations.**

Competitive Assessment

Data analysis has shown there is potential to leverage demand in key commercial sectors, such as retail. Data also shows extensive **land-consumptive pattern** in Tracy of large-format warehouses and single-family residential developments.



STRATEGIES



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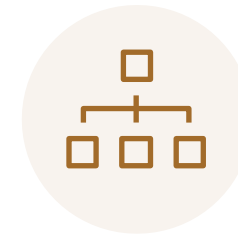
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Purpose

Promote growth through **strategic infrastructure projects** which build on unique assets and competitive strengths.

Strategies

- **Assess vulnerability of infrastructure in key redevelopment areas where higher intensity uses are envisioned.**
- Support execution of Valley Link Rail project. Initiate planning for last-mile infrastructure improvements near future Valley Link Transit stations.

Background

Most listening tour interviews overwhelmingly believe **Valley Link** will be a benefit to the community.

- Ensure capital improvements in Tracy have a high-impact on local economy.
- Deploy Smart City infrastructure elements in future capital improvement projects.

Competitive Assessment

Assessment-related research found that post-Covid economic development **site selection** will rely heavily on the provision of the highest quality **infrastructure** in environments full of **amenities**.



STRATEGIES



Diverse & Resilient Economy



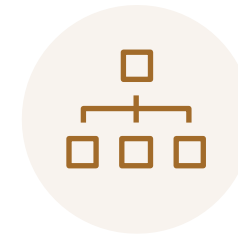
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Quality of Life & Place



Organizational Capacity

Quality of Life & Place

Purpose

Encourage quality of life and place improvements through placemaking enhancements and diverse cultural amenities in order to **attract businesses and the talented individuals** who fuel them.

Strategies

- **Strengthen Tracy's cultural vitality by continuing to promote the arts, music, festivals, and sports and leisure activities.**
- Beautify Tracy's principal commercial corridors by employing the full realm of "complete streets" enhancement possibilities.

Background

The listening tour identified Tracy as a nice place to live and work. As Tracy transitions from a **bedroom community** to an inland destination, its quality of life offerings need to follow suit.

Competitive Assessment

Data analysis revealed the City does relatively well in retail performance; however, commercial **trade areas are limited** to Tracy.

- **Elevate tourism activity by improving destination-oriented offerings in Tracy.**
- Improve Tracy's sense of place by commissioning a gateway master improvements plan.



STRATEGIES



Diverse & Resilient Economy



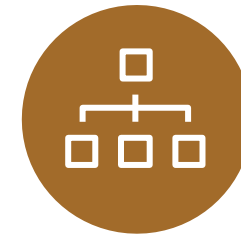
Real Estate & Redevelopment



Core Infrastructure



Quality of Life & Place



Organizational Capacity

Organizational Capacity

Purpose

Strengthen organizational capacity to enhance resilience to changes in economic and business cycles, reduce economic disruptions, and **expand market access**.

Strategies

- **Grow economic development capacity within Tracy.**
- Leverage collaboration with public and private economic development partners.
- Align internal ED efforts with other city planning efforts to ensure maximum capacity.

Background

There was some concern with a **lack of economic development structure and organizational capacity**.

Competitive Assessment

The benchmark portion of the competitive assessment revealed **understaffing of economic development** efforts relative to benchmark and surrounding communities.



Next Steps



AECOM

NEXT STEPS

Timeline of Key Events

May: Submit FINAL Strategies Section to Staff
(Strategies, Supporting Actions, Best Practices, Partners, and Metrics)

June: Submit DRAFT and FINAL Strategy Report

June-July: Final Presentation and Adoption



Discussion



AECOM



Chris Brewer

Principal in Charge

chris.brewer@aecom.com

Luis Nunez

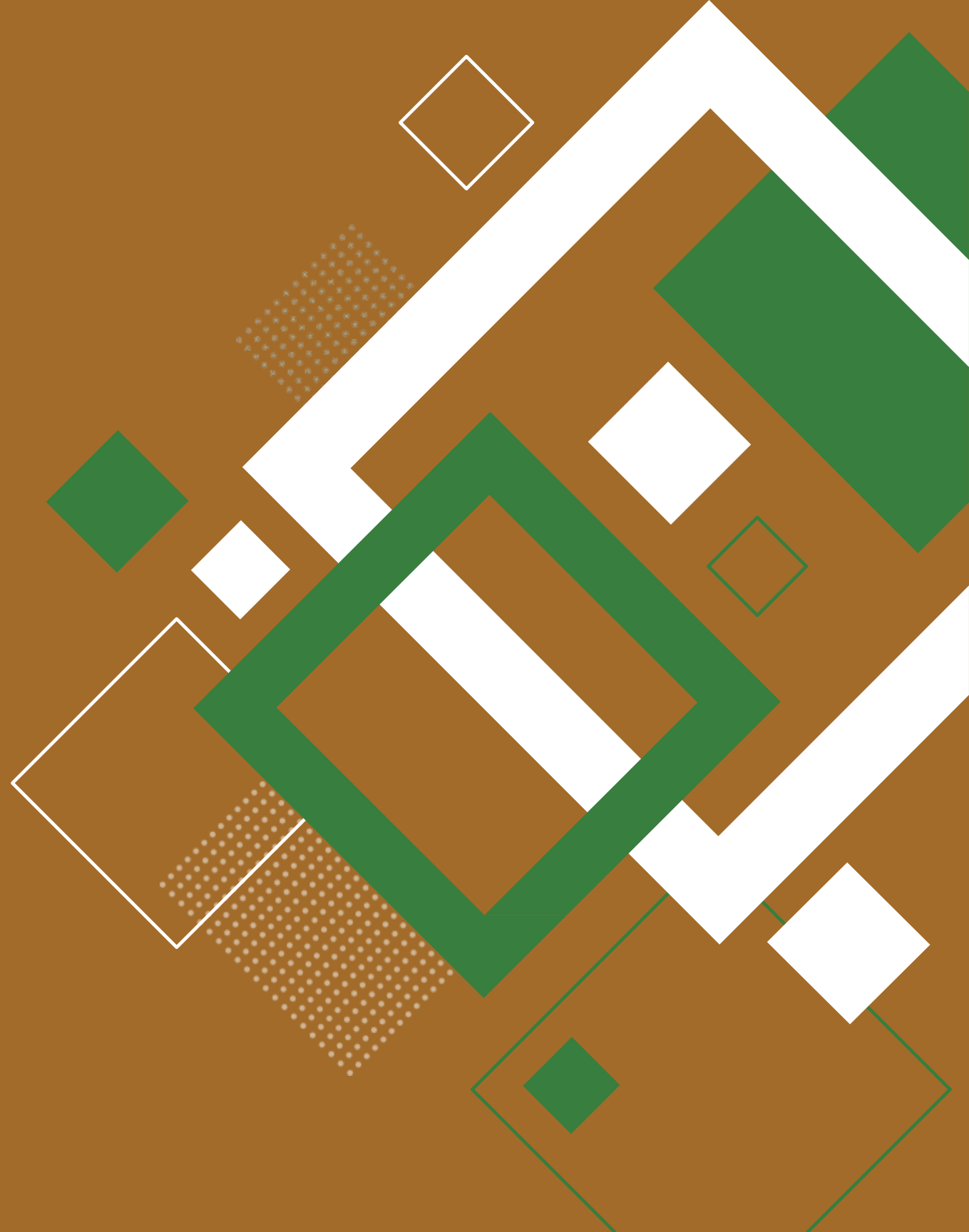
Project Director

luis.nunez@aecom.com

713-248-3199



AECOM



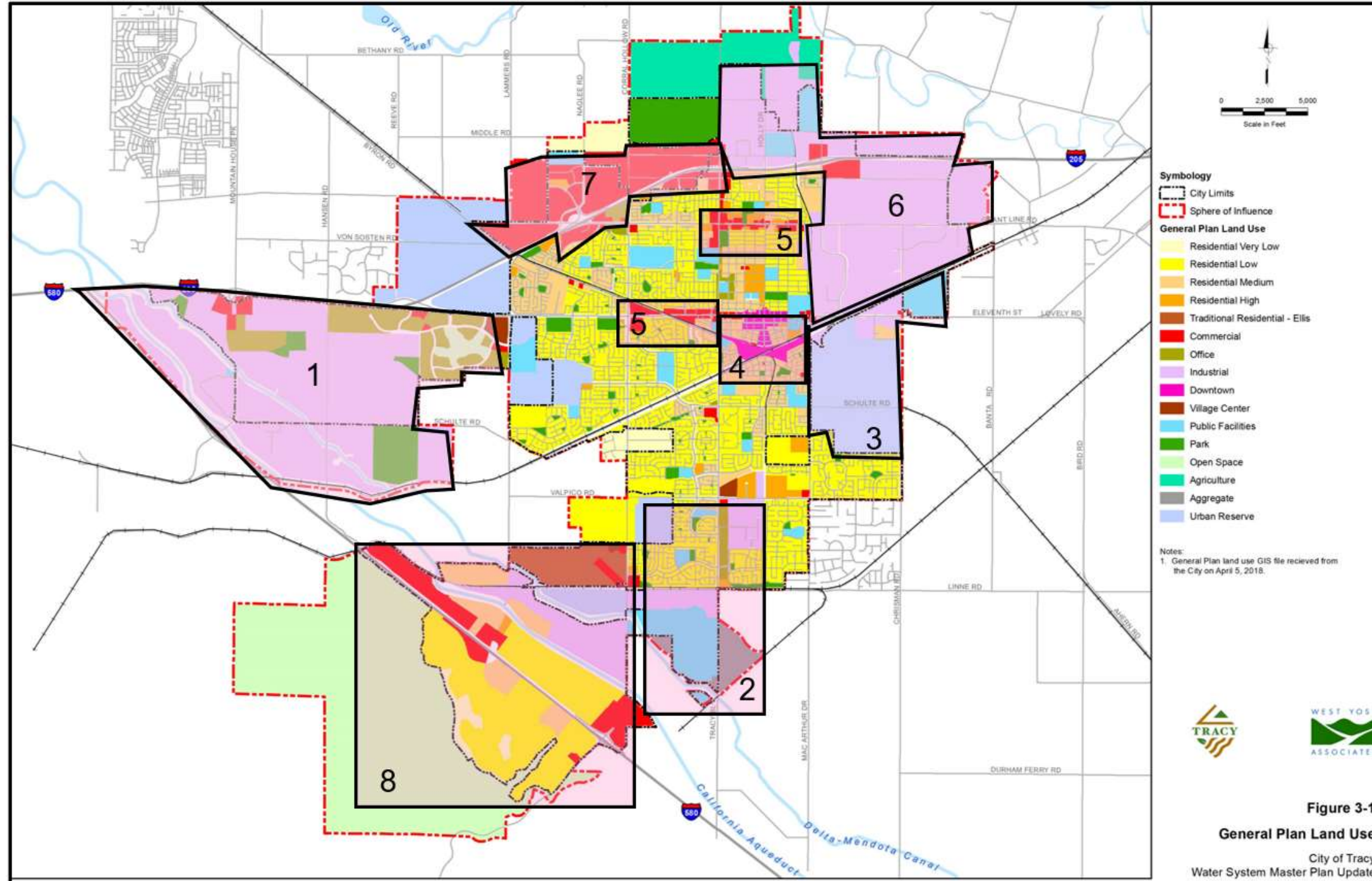
Appendix



AECOM

OPPORTUNITY SITES

General Plan Land Use 2022



- Area 1 – West Side / Prologis
- Area 2 – Airport / Transit for Housing and Economic Development
- Area 3 – Chrisman Road Property / East Side
- Area 4 – Downtown
- Area 5 – Commercial Corridors
- Area 6 – NE Industrial
- Area 7 – Commercial near I-205 / West Valley Mall
- Area 8 – Tracy Hills



Figure 3-1
General Plan Land Use
 City of Tracy
 Water System Master Plan Update

