

APPENDIX C

Moffat Opportunity Zone Land Use Alternatives

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1. INTRODUCTION

The purpose of this Land Use Concepts Report is to examine different approaches to accommodate future development, including a range of housing opportunities, that encourage economic and employment growth and fiscal sustainability for the Moffat Gateway site. The Moffat Gateway site is located southwest of the intersection of Moffat Boulevard and Industrial Park Drive and is bounded by the Union Pacific Railroad along the north/northeastern portion of the site, Industrial Park Drive to the south, and industrial uses to the west.

This report presents three different Land Use Concept concepts for the Moffat Gateway site and provides an analysis of the land use and growth, in terms of residential and non-residential development, relative to each concept.

This report purposely does not reach conclusions or suggest the manner in which the City should proceed in the development of the Moffat Gateway site. Rather, the report is intended to be used as a tool to facilitate discussion regarding land use scenarios and is the first step in developing a more detailed site-specific development plan.

Organization

This Moffat Gateway Site Land Use Concepts Report is organized into the following three chapters.

Chapter 1: Introduction

Chapter 1 describes the purpose of the report and presents an overview of its contents.

Chapter 2: Land Use Concepts

Chapter 2 describes the three land use concepts, including the districts used in the concepts.

Chapter 3: Comparative Analysis Of The Land Use Concepts

Chapter 3 provides a comparative analysis of the three land use concepts, including land uses by acreage, development capacity for buildout, projected residential growth, and projected non-residential and employment growth.

2. LAND USE CONCEPTS

The chapter is organized into two sections. The first section describes the land use districts that are applied to the site and the second section provides an overview of the three land use concepts.

Land Use Districts

This section lists the land use districts, and their associated development characteristics, that apply to one or more of the land use concepts. The districts describe what uses may develop, and at what density and/or intensity, on the Moffat Gateway site.

Collectively, the three land use concepts incorporate 7 land use districts. One residential district and one mixed use district provide for a range of housing types and densities, accompanied by neighborhood-serving commercial uses. Two commercial and industrial districts provide for a range of income- and employment-generating businesses. Three other designations support publicly owned facilities, parks and recreation, and infrastructure.

Table 1 lists the land use districts and provides the density and FAR assumptions for each district.

Density and Intensity

Density applies to residential designations and mixed-use designations that provide for residential development. The term describes the number of dwelling units accommodated within 1 acre of land (du/ac).

Intensity applies to commercial, industrial, and mixed-use designations that allow nonresidential development. The term describes the floor-to-area ratio (FAR), the relationship between the total area of a development and the area of parcel where the development is located. FAR is calculated by dividing the gross floor area of all buildings on a lot by the area of the lot.

Table 1: Land Use Designations And Overlays

Land Use District	Density/ Intensity	Development Types
Urban Core Accommodates residential, commercial, and office uses. Upper-story residential, mixed commercial/residential ground-floor uses, and multifamily uses are required, except where abutting industrial or other intensive uses. Specialty retail, personal services, restaurants, offices, financial organizations, institutions, and other businesses serving the daily needs of Moffat Gateway and Downtown area residents are allowed. Similar to the Urban Core, limitations on the size and location of parking, coupled with building orientation and design standards, will ensure that a pedestrian-oriented environment is created.	Residential Density: 30-35 du/ac Commercial/Office/ Non-Residential Uses: Minimum of 0.1	
Residential Village Accommodates attached single family and multifamily housing, with the intent of providing ownership and rental housing. Housing types may include attached single family townhouses and condominiums, triplex and fourplex buildings, apartments, and other forms of multi-family housing. Projects should have transit-oriented amenities, including bus stops and pedestrian/bicycle connections to area-wide transit facilities and reduced parking requirements.	Residential Density: 14-18 du/ac	
Employment Center Intended to provide sites for administrative, financial, business, professional, medical, and public offices, business incubators, research and development, custom and light manufacturing, limited assembly, warehousing and distribution, technology and innovation, energy, hospitals and large-scale medical facilities, services, and supporting commercial uses. Development standards and buffering required to prevent significant adverse effects on adjacent residential uses. This district recognizes the transition in a	0.5 – 1.0 FAR;	

Table 1: Land Use Designations And Overlays

Land Use District	Density/ Intensity	Development Types
reduced overall demand for office space and increase for large-scale buildings that can accommodate manufacturing, technology, and warehousing uses.		
Commercial Accommodates specialty retail, personal services, restaurants, offices, financial organizations, institutions, and other businesses serving the daily needs of the Moffat Gateway and Downtown area residents. Similar to the Urban Core, limitations on the size and location of parking, coupled with building orientation and design standards, will ensure that a pedestrian-oriented environment is created.	0.3 – 0.5 FAR	
Parks/Greenbelt Provides for parks, recreation complexes, community fields, public golf courses, stadiums, greenways, and local and regional trails.	-	
Public/Quasi-Public Provide for schools, government offices, service provider offices, transit sites, public utilities, other facilities that have a unique public or quasi-public character, such as cultural facilities, religious institutions, fraternal organizations, and similar uses.	0.25 FAR	
ROW Intended to designate land area dedicated to utilities, infrastructure, or road right-of-way.	-	

Land Use Concepts

The three land use concepts envision varied approaches to the development of the Moffat Gateway site. Each concept is described below.

Land Use Concept A: Urban Village

The Urban Village concept introduces a mixed use character, with a mix of urban uses extending from the Moffatt Gateway along the railroad, residential uses along the eastern and central portions of Industrial Park Drive with public/quasi-public uses along the eastern portion of Industrial Park Drive, and employment-generating uses in the northwest area of the site. Concept A accommodates the most, and broadest range of, residential uses, with a master-planned community envisioned with access to services, transit, and/or employment opportunities.

Residential uses are anticipated at 35 units/acre in the Urban Core and 18 units per acre in the Residential Village. Residential uses are buffered from the railroad by park/greenbelt and commercial uses. The residential uses and densities support an urban village environment, while also increasing households in the proximity of Downtown. This concept supports the intent of enlivening the Downtown and provide additional residents to support shopping, dining, and businesses, continuing the revitalization and enhancement of the City's historic center.

Concept A provides for an Urban Village with community-serving retail, service, and office uses as well as employment uses to provide jobs and revenues. This concept would allow for a continuation of industrial uses, through the Employment designation while transitioning to an urban mixed use environment in the central and western portion of the site to provide for residential growth to support the viability of on-site commercial and the retail, restaurant, and transit-oriented uses envisioned for the greater Downtown area. FARs are proposed at 0.8 for Employment Center and 0.45 for Commercial uses.

This land use concept provides for a greenway and neighborhood park along the northeastern portion of the site and greenways along Industrial Park Drive. The greenways buffer the residential uses from adjoining railroad and roadways, while also providing bicycle/pedestrian opportunities. This concept includes two bicycle/pedestrian connections from the site to the neighborhood north of the site in order to connect the site to the Tidewater Trail adjacent Moffat Boulevard and sidewalks along Moffat Boulevard to improve connectivity to the Downtown area and Transit Center.

Land use districts associated with Concept A are shown in **Figure 1**, which provides the Concept A land use plan with acreages and measurements (in feet) shown for each land use polygon and building footprints shown for nearby uses). **Figure 2** shows the Concept A Land Use Plan with an aerial view of surrounding uses. **Figure 3** shows the Concept A Land Use Plan in the context of the General Plan Land Use Map.

Table 2 summarizes land use designations by acreage under Concept A, Urban Village.

Table 2: Concept A: Urban Village - Acreage By Land Use District		
General Plan Land Use District	Acres	% of Acres
Urban Core	9.1	23%

Table 2: Concept A: Urban Village - Acreage By Land Use District

General Plan Land Use District	Acres	% of Acres
Residential Village	8.8	22%
Employment	9.7	25%
Commercial	1.0	3%
Parks/Greenbelt	3.4	9%
Public/Quasi-Public	3.0	8%
ROW	4.3	11%
Total	39.4	100%

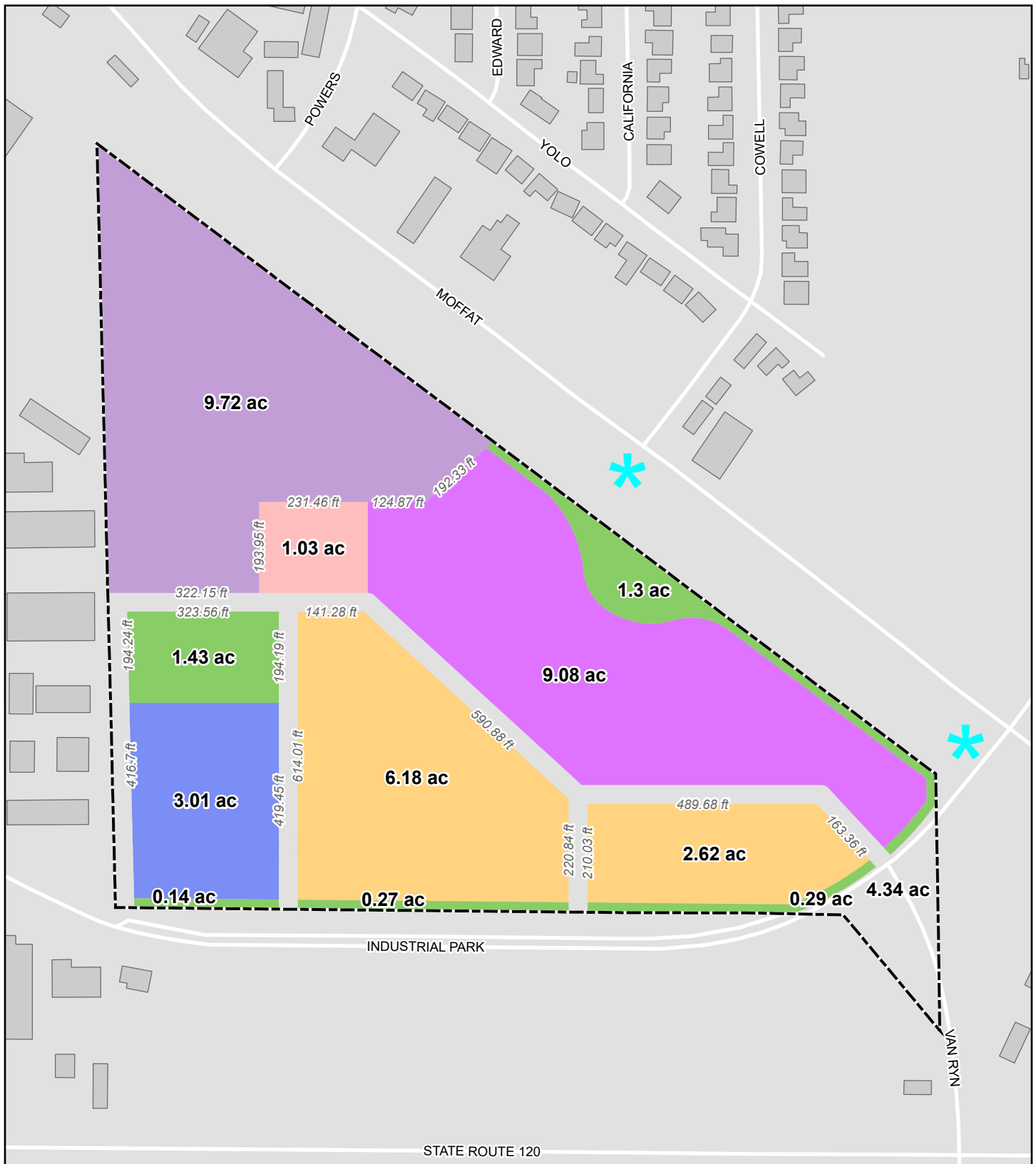
Source: De Novo Planning Group, 2022

Table 3 summarizes new growth that could occur with buildout of Concept A, Urban Village. It is important to note that a range of growth scenarios could occur under the land use districts envisioned for each concept and the below scenario is consistent with Urban Village approach to Concept A.

Table 3: Concept A: Urban Village – New Development Potential

District	Residential	Non-Residential				
	Dwelling Units	Retail	Services	Office	Industrial	Public/Quasi-Public
Urban Core	317	19,776	19,776	-	-	-
Residential Village	140			-	-	-
Employment	-			16,936	321,786	-
Commercial	-	10,095	10,095	-	-	-
Parks/Greenbelt	-	-	-	-	-	-
Public/Quasi-Public	-	-	-	-	-	32,778
ROW	-	-	-	-	-	-
Total	475	29,871	29,871	16,936	321,786	32,778

Source: De Novo Planning Group, 2022



LEGEND

	Project Boundary		Public/Quasi-Public (3.01 ac)
Conceptual Land Use Designation			Urban Core (9.08 ac)
	Residential Village (8.80 ac)		Park/Greenbelt (3.44 ac) ROW
	Commercial (1.03 ac)		(4.34 ac)
	Employment Center (9.72 ac)		Pedestrian/Bicycle Connection

Sources: San Joaquin County GIS. Map date: December 21, 2022.

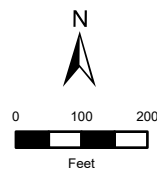
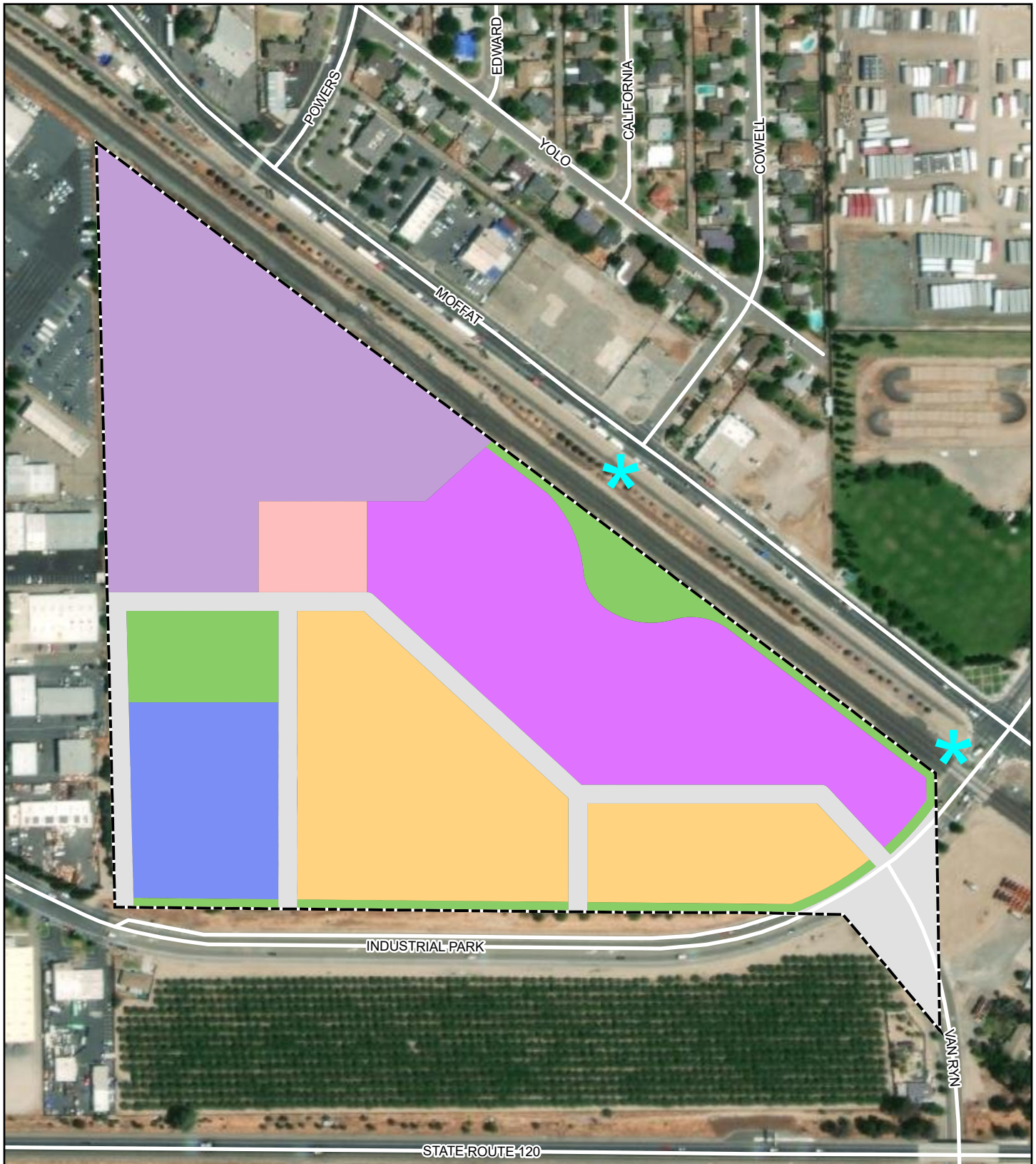


Figure 1

Concept A: Urban Village Land Use Plan



LEGEND

Project Boundary

Conceptual Land Use Designation

Residential Village

Commercial

Employment Center

Public/Quasi-Public

Urban Core

Park/Greenbelt

ROW

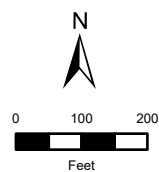
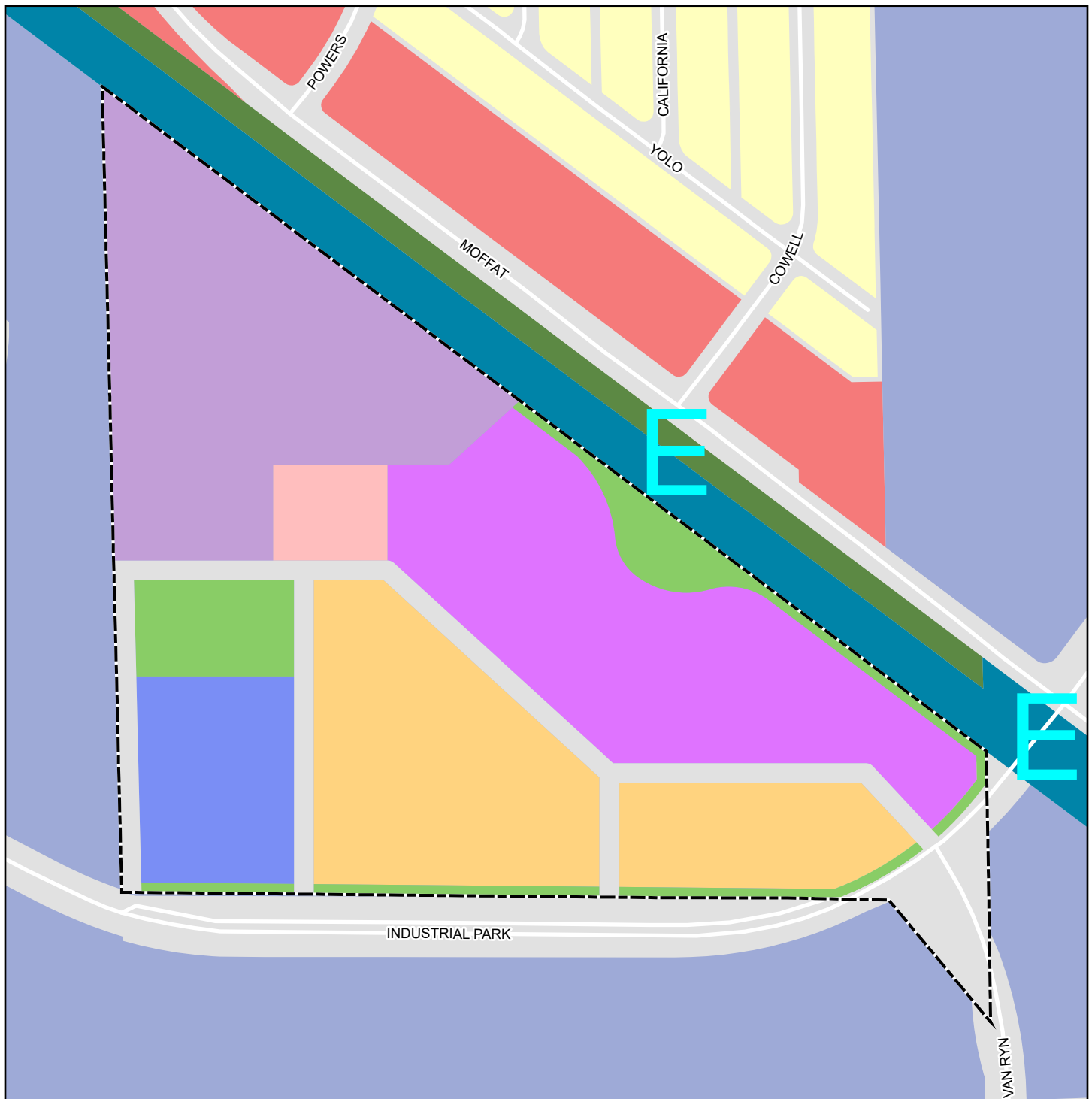


Figure 2

Concept A: Urban Village Land Use Plan

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LEGEND

Project Boundary

Conceptual Land Use Designation

- Residential Village
- Commercial
- Employment Center
- Public/Quasi-Public
- Urban Core
- Park/Greenbelt
- ROW

General Plan Land Use Designation

- Low Density Residential
- General Commercial
- Light Industrial
- Public/Quasi-Public
- Park

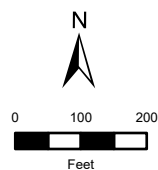


Figure 3

Concept A: Urban Village

Land Use Plan and Adjacent General Plan Land Uses

Land Use Concept B: Employment-Focused Growth

The Employment-Focused Growth concept identifies potential changes in land use and development intensity to accommodate a significant amount of new employment-generating development, with a continued emphasis on industrial development as well as a mix of urban uses, including high density residential, retail, restaurants, and services.

Concept B broadly applies the Employment Center district to encourage jobs- and revenue-generating growth and high quality employment opportunities, including research and technology, office, manufacturing, warehousing, and similar employment-generating uses. This concept would provide for a continuation of industrial uses from the eastern edge through the central portion of the site, with a mix of uses located at the Moffat Ave/Industrial Park gateway portion of the site. A FAR of 1.0 is anticipated for the Employment Center district.

Under this scenario, a residential density of 30 units/acre anticipated for Urban Core. The residential density is reduced in comparison to Concepts A and C in order to provide for more of a transition between the more intensive non-residential uses accommodated under this concept.

This concept provides for greenways along Industrial Park Drive, as well as a bicycle/pedestrian connection to the Tidewater Trail and to Moffatt Boulevard. This concept also provides for a park in the central section of the site to provide a buffer between residential and community-serving uses and more intensive employment-generating and potential industrial uses.

Land use districts associated with Concept B are shown in **Figure 4**, which provides the Concept B land use plan with acreages and measurements (in feet) shown for each land use polygon and building footprints shown for nearby uses). **Figure 5** shows the Concept B Land Use Plan with an aerial view of surrounding uses. **Figure 6** shows the Concept B Land Use Plan in the context of the General Plan Land Use Map.

Table 4 summarizes land use designations by acreage under Concept B, Employment-Focused Growth.

Table 4: Concept B: Employment-Focused Growth – Acreage By Land Use District		
General Plan Land Use District	Acres	% of Acres
Urban Core	10.0	25%
Residential Village	0.0	0%
Employment	23.3	59%
Commercial	0.0	0%
Parks/Greenbelt	1.8	5%
Public/Quasi-Public	0.0	0%
ROW	4.3	11%
Total	39.4	100%

Source: De Novo Planning Group, 2022

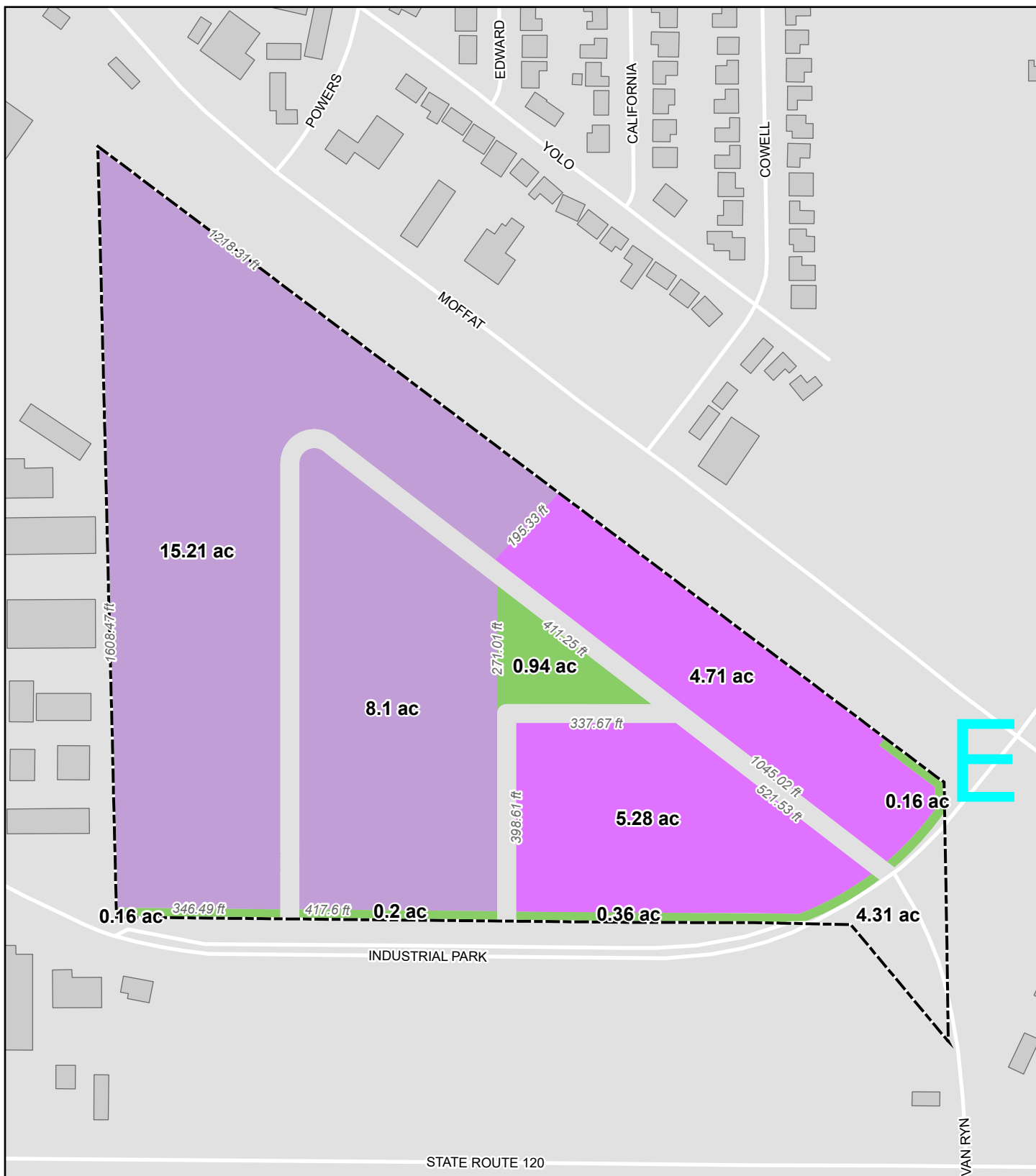
Table 5 summarizes new growth that could occur with buildout of Concept B, Employment-Focused Growth. It is important to note that a range of growth scenarios could occur under the land use districts

envisioned for each concept and the below scenario is consistent with employment- and revenue-focused approach to Concept B.

Table 5: Concept B: Employment-Focused Growth – New Development Potential

District	Dwelling Units	Retail	Services	Office	Industrial	Public/ Quasi-Public
Urban Core	300	39,204	39,204	-	-	-
Residential Village	-	-	-	-	-	-
Employment				50,747	964,200	-
Commercial	-	-	-	-	-	-
Parks/Greenbelt	-	-	-	-	-	-
Public/Quasi-Public	-	-	-	-	-	-
ROW	-	-	-	-	-	-
Total	300	39,204	39,204	50,747	964,200	-

Source: De Novo Planning Group, 2022



LEGEND



Project Boundary

Pedestrian/Bicycle Connection

Conceptual Land Use

- Urban Core (10.0 ac)
- Employment Center (23.3 ac)
- Park/Greenbelt (1.82 ac)
- ROW (4.30 ac)

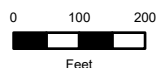


Figure 4

Conceptual Land Use Plan 2

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LEGEND



Project Boundary

Conceptual Land Use

- Urban Core
- Employment Center
- Park/Greenbelt
- ROW

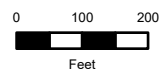
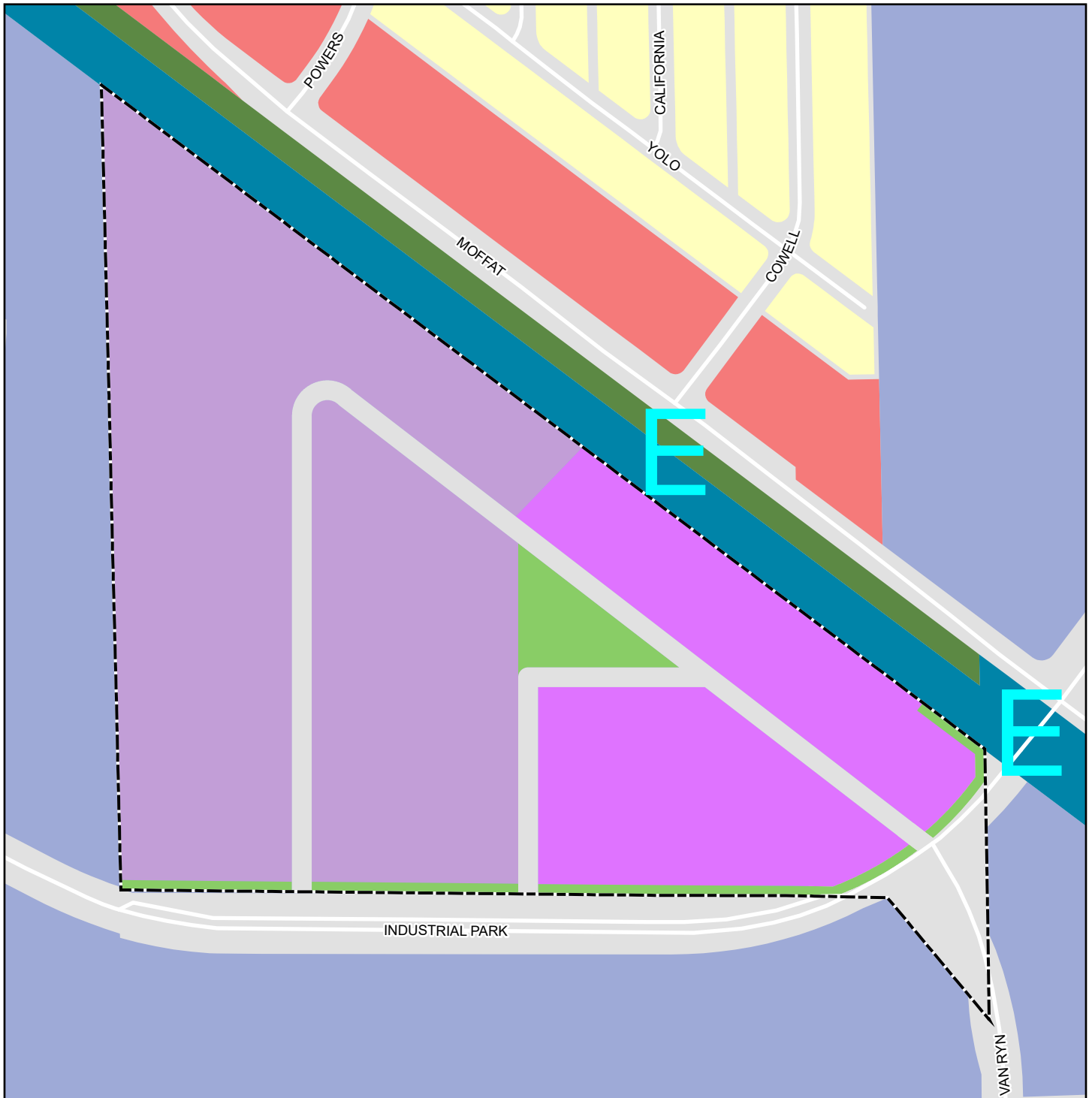


Figure 5

Conceptual Land Use Plan 2

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LEGEND

Project Boundary

Conceptual Land Use

- Urban Core
- Employment Center
- Park/Greenbelt
- ROW

General Plan Land Use Designation

- Low Density Residential
- General Commercial
- Light Industrial
- Public/Quasi-public
- Park

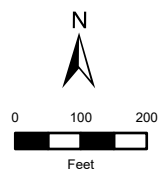


Figure 6

Concept B: Employment-Focused Growth

Land Use Plan and
Adjacent Draft General Plan
Land Uses

Land Use Concept C: Moderate Residential and Employment Growth

The Moderate Residential and Employment Growth concept provides for a range of employment-generating uses, while accommodating residential and mixed uses. This concept includes opportunities to increase industrial, technology, commercial, and service uses, along with accommodating a range of residential densities and types. A residential density of 35 units per acre is proposed for the Urban Core and 18 units per acre for the Residential Village district. Employment Center uses are anticipated at 0.8 FAR.

Similar to Concepts A and B, this concept strengthens the community's economic and employment-generating uses, with increased commercial, industrial, office, and other non-residential uses and increased flexibility in siting a variety of employment- and economic-supporting uses, providing for more extensive growth of local employment opportunities with the intent of providing residents increased opportunities to live and work in their community. The inclusion of residential uses in the Urban Core and Residential Village districts provides for residential uses adjacent to the Downtown area with the intent to enliven the Downtown and provide residents to support shopping, dining, and businesses.

A focal point of this concept is a community park located at the Moffat Ave/Industrial Park gateway portion of the site. Concept C provides for two pedestrian/bicycle connections to the Tidewater Trail and Moffat Boulevard, increasing connectivity to the greater Downtown area and providing access to the Manteca Transit Center.

Land use districts associated with Concept C are shown in **Figure 7**, which provides the Concept A land use plan with acreages and measurements (in feet) shown for each land use polygon and building footprints shown for nearby uses). **Figure 8** shows the Concept C Land Use Plan with an aerial view of surrounding uses. **Figure 9** shows the Concept C Land Use Plan in the context of the General Plan Land Use Map.

Table 6 summarizes land use designations by acreage under Concept B, Employment-Focused Growth, and how the concept's designation of land within the Planning Area compares to the Existing General Plan.

Table 6: Concept C: Moderate Residential And Economic Growth Acreage By Land Use District		
General Plan Land Use District	Acres	% of Acres
Urban Core	6.4	16%
Residential Village	5.3	14%
Employment	14.7	37%
Commercial	0.0	0%
Parks/Greenbelt	6.4	16%
Public/Quasi-Public	2.4	6%
ROW	4.2	11%
Total	39.5	100%

Source: De Novo Planning Group, 2022

Table 7 summarizes new growth that could occur with buildout of Concept B, Employment-Focused Growth. The Mid-Term condition anticipates that vacant and underutilized parcels are developed, while the Buildout Scenario anticipates redevelopment of select parcels that have had a change in land use designation and could potentially intensify under the new land use designation. Actual development rates and growth rates, particularly for non-residential uses, are likely to be significantly lower than the total development shown in the table over the next 20-40 years, as new development and growth is largely dictated by market conditions.

Table 7: Concept C: Moderate Residential And Economic Growth – New Development Potential

District	Dwelling Units	Retail	Services	Office	Industrial	Public/Quasi-Public
Urban Core	222	13,852	13,852	-	-	-
Residential Village	96	-	-	-	-	-
Employment	-	-	-	25,665	487,645	-
Commercial	-	-	-	-	-	-
Parks/Greenbelt	-	-	-	-	-	-
Public/Quasi-Public	-	-	-	-	-	25,918
ROW	-	-	-	-	-	-
Total	318	13,852	13,852	25,665	487,645	25,918

Source: De Novo Planning Group, 2022

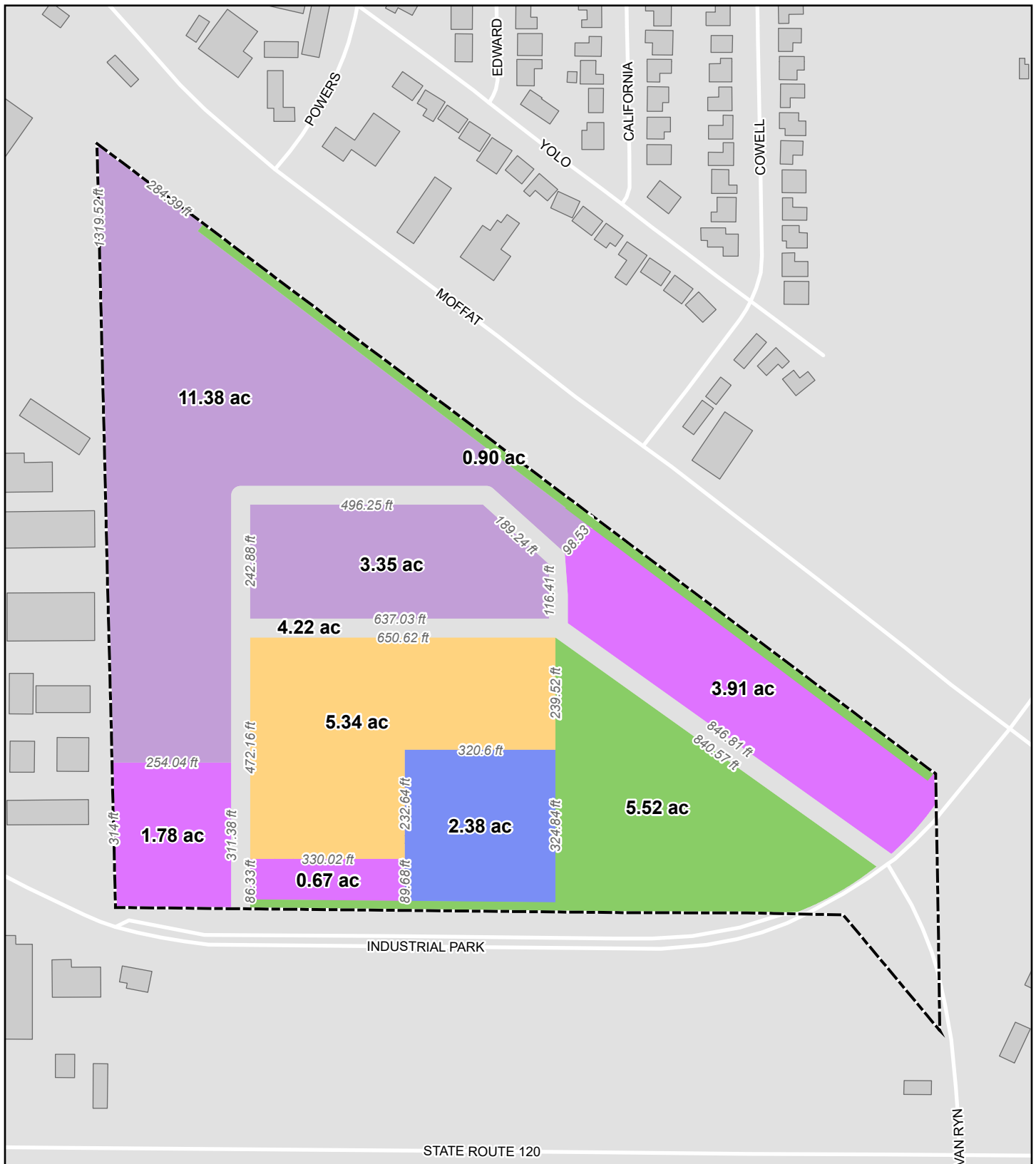
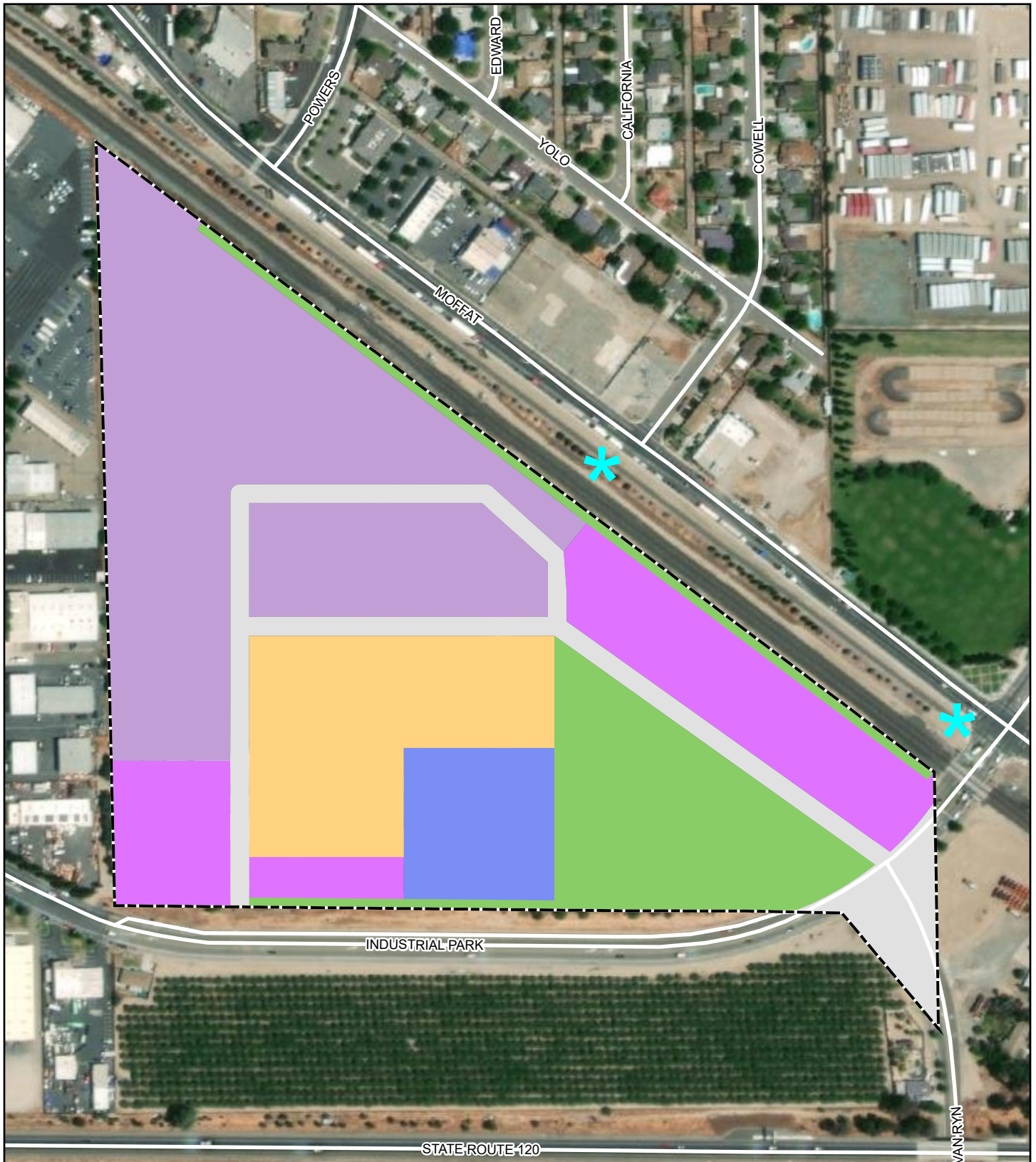


Figure 7

Concept C: Moderate Residential and Employment Growth Land Use Plan



LEGEND

Project Boundary

Conceptual Land Use

Residential Village

Urban Core

Employment Center

Public/Quasi-Public

Park/Greenbelt

ROW

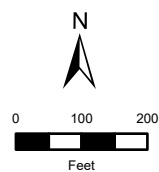
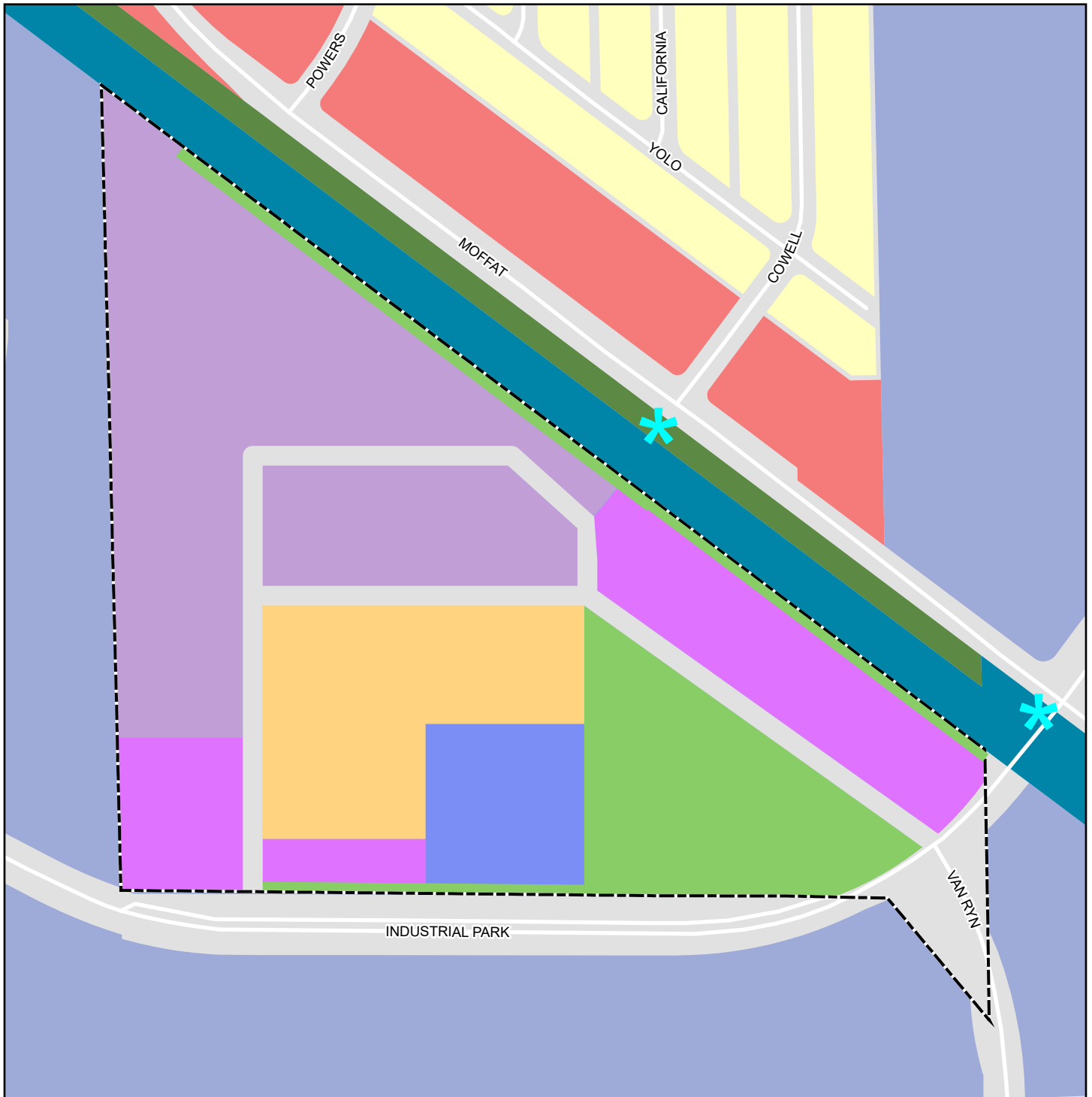


Figure 8

Concept C: Moderate
Residential and
Employment Growth Aerial
View

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LEGEND

Project Boundary

Conceptual Land Use

- Residential Village
- Urban Core
- Employment Center
- Public/Quasi-Public
- Park/Greenbelt
- ROW

General Plan Land Use Designation

- Low Density Residential
- General Commercial
- Light Industrial
- Public/Quais-public
- Park

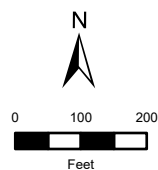


Figure 9

Concept C: Balanced
Employment and
Residential Growth Adjacent
Draft General Plan Land
Uses

3. LAND USE CONCEPTS COMPARISON

This chapter compares the three concepts in terms of several factors, including land use districts by acreage and growth potential, including residential, non-residential, and employment.

Land Use Designations By Acreage Comparison

Table 8 provides a comparison between the three land use concepts' acreage allocations by land use designation and overlay.

Table 8: Land Use Concepts - Acreage Comparisons						
Land Use District	Concept A		Concept B		Concept C	
	Acres	%	Acres	%	Acres	%
Urban Core	9.1	23%	10.0	25%	6.4	16%
Residential Village	8.8	22%	0.0	0%	5.3	14%
Employment	9.7	25%	23.3	59%	14.7	37%
Commercial	1.0	3%	0.0	0%	0.0	0%
Parks/Greenbelt	3.4	9%	1.8	5%	6.4	16%
Public/Quasi-Public	3.0	8%	0.0	0%	2.4	6%
ROW	4.3	11%	4.3	11%	4.2	11%
Total	39.4	100%	39.4	100%	39.5	100%

Source: De Novo Planning Group, 2022

Housing, Non-Residential Development, and Jobs Capacity Comparison

As outlined in Table 9 below, each land use concept envisions a substantial increase in residential and non-residential development potential. It is anticipated that this development would occur as a result of a master plan or specific plan effort.

As shown in Table 9, Concept A would accommodate approximately 475 dwelling units, 431,242 s.f. of non-residential uses, and 370 jobs. Non-residential uses include approximately 30,000 s.f. of retail, 30,000 s.f. of services, 17,000 s.f. of office, 322,000 s.f. of industrial, and 33,000 s.f. of public/quasi-public uses as detailed in Table 3. Concept A has the highest residential development of the three concepts and the lowest ratio of jobs per housing unit.

Concept B would accommodate approximately 300 dwelling units, 1,093,355 s.f. of non-residential uses, and 903 jobs. Non-residential uses include approximately 39,000 s.f. of retail, 39,000 s.f. of services, 51,000 s.f. of office, and 964,000 s.f. of industrial uses as detailed in Table 5. Concept B has the highest jobs-creating uses of the three concepts, with the most non-residential development and the least residential development. Concept B has the highest jobs per housing unit ratio.

Concept C would accommodate approximately 318 dwelling units, 566,932 s.f. of non-residential uses, and 472 jobs, as shown in Table 9. Non-residential uses include approximately 14,000 s.f. of retail, 14,000 s.f. of services, 26,000 s.f. of office, 488,000 s.f. of industrial, and 26,000 s.f. of

public/quasi-public uses as detailed in Table 7. Concept C would result in slightly more residential units than Concept B but less than Concept A and would result in mid-range jobs creation, with 1.48 jobs per housing unit. Concept C would result in the highest amount of parks/greenbelt (6.4 acres), followed by Concept A at 3.4 acres.

Table 9: Growth Projections By Concept

Concept	Dwelling Units	Non-Residential S.F.	Jobs	Jobs: Housing
Concept A: Urban Village	475	431,242	370	0.78
Concept B: Employment-Focused Growth	300	1,093,355	903	3.01
Concept C: Moderate Residential and Economic Growth	318	566,932	472	1.48

Sources: De Novo Planning Group, 2022; jobs estimates based on US Department of Energy Commercial Buildings Energy Consumption Survey, 2016