

City Council Special Meeting Agenda

January 17, 2015

9:00 a.m.

City of Turlock Yosemite Room
156 S. Broadway, Turlock, California



**and via teleconference:
Gaylord National Resort & Convention Center
201 Waterfront Street, Room 10-213
National Harbor, MD 20745
209-346-9344

Mayor
Gary Soiseth

City Manager
Roy W. Wasden
City Clerk
Kellie E. Weaver
City Attorney
Phaedra A. Norton

Council Members
William DeHart, Jr. Steven Nascimento
Matthew Jacob Amy Bublak
Vice Mayor

SPEAKER CARDS: To accommodate those wishing to address the Council and allow for staff follow-up, speaker cards are available for any agenda item or any other topic delivered under Public Comment. Please fill out and provide the Comment Card to the City Clerk or Police Officer.

NOTICE REGARDING NON-ENGLISH SPEAKERS: The Turlock City Council meetings are conducted in English and translation to other languages is not provided. Please make arrangements for an interpreter if necessary.

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NOTICE: Pursuant to California Government Code Section 54954.3, any member of the public may directly address the City Council on any item appearing on the agenda, including Consent Calendar and Public Hearing items, before or during the City Council's consideration of the item.

AGENDA PACKETS: Prior to the City Council meeting, a complete Agenda Packet is available for review on the City's website at www.cityofturlock.org and in the City Clerk's Office at 156 S. Broadway, Suite 230, Turlock, during normal business hours. Materials related to an item on this Agenda submitted to the Council after distribution of the Agenda Packet are also available for public inspection in the City Clerk's Office. Such documents may be available on the City's website subject to staff's ability to post the documents before the meeting.

1. **CALL TO ORDER**

2. **PUBLIC PARTICIPATION – LIMITED TO ITEMS DESCRIBED IN THE NOTICE FOR THIS MEETING**

This is the time set aside for citizens to address the City Council concerning any item that has been described in the notice for the meeting before or during consideration of that item. You will be allowed three (3) minutes for your comments. If you wish to speak regarding an item on the agenda, you may be asked to defer your remarks until the Council addresses the matter.

3. **STRATEGIC PLANNING DISCUSSION – Council will review the 2013-2015 Strategic Plan which will include discussions pertaining to Police Services, Fire Services, Municipal Services, Development Services, Parks, Recreation and Public Facilities Services, FY 2014-15 General and Non-General Fund Budgets. Additionally, Council discussion will include preparation of the 2015-2017 Strategic Plan and FY 2015-2016 Budget, upcoming community workshops, key issues, and any other matter that may fall within the jurisdiction of the Council.**

4. **ADJOURNMENT**

The foregoing meeting is hereby called by Mayor Gary Soiseth at the above mentioned date and time pursuant to California Government Code §54956.

GARY SOISETH, Mayor

ITEM 3 - STRATEGIC PLANNING DISCUSSION

- 3A City of Turlock 2013-2015 Strategic Plan
- 3B Turlock Police Department Strategic Plan (October 2012)
- 3C Turlock Fire Department Organizational Values
- 3D Municipal Services Department Strategic Plan (September 2012)
- 3E Development Services Department 2007 Strategic Plan
- 3F Economic Development 2014 Strategic Plan
- 3G City of Turlock Housing – 2010-2015 Consolidated Plan

3A



CITY OF TURLOCK

STRATEGIC PLAN
2013-2015

Adopted by City Council:
March 12, 2013

Turlock City Council

Mayor

John S. Lazar

Council Members

Amy Bublak
Forrest J. White

Steven Nascimento
William DeHart Jr.,
Vice Mayor

Executive Staff

Roy W. Wasden
City Manager

Phaedra A. Norton
City Attorney

Kellie E. Weaver
City Clerk

Stacey Tonarelli
Deputy-City Clerk

Robert Jackson
Chief of Police

Tim Lohman
Fire Chief

Dan Madden
Director of Municipal Services

Mike Pitcock
Director of Development
Services

Allison Van Guilder
Manager of Parks, Recreation
and Public Facilities Maintenance

Maryn Pitt
Assistant to the City Manager
for Economic Development/
Community Housing

**STRATEGIC PLAN
2013-2015**

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1:00 Vision for Turlock

The City of Turlock has set itself apart in the county and region as a highly desirable community in which to live, work and visit. Our citizens have come to expect and rely on ethical, stable governance which is visionary in planning and focused on building a culture of healthy diversity to enhance our quality of life.

Turlock citizens, employers and visitors enjoy the benefits of municipal services provided through Police and Fire, Utilities, Planning, Development and Building Safety, Parks and Recreation, Street Maintenance, Traffic Engineering, and Public Transit. In our efforts to be a “full service city” (providing citizens with a full range of services to enhance quality of life), we are committed to world class customer service and excellence in: effective leadership; fiscal responsibility; public safety; municipal infrastructure; economic development; intelligent, planned, managed growth; social infrastructure, and community programs, facilities and infrastructure.

We value our partnerships with citizens, members of the business, schools and development communities, and California State University Stanislaus. We recognize that the strength of our relationships benefits and adds value to all stakeholders. Together, we are committed to building a sustainable community that respects and preserves our agricultural heritage to be enjoyed now and by future generations.

Mayor

John S. Lazar

Council Members

Amy Bublak
Forrest J. White

Steven Nascimento
William DeHart Jr.,
Vice Mayor

2:00 The Vision Statement

The vision statement for the City of Turlock reflected in the preceding "Vision for Turlock" was developed by the City Council and Executive staff. The vision statement of an organization reflects its essential core value. The vision statement is often referred to as the organization's mission, purpose or objective. Because the vision statement reflects the basic reason for an organization's existence, it should seldom change. Strategic plans should be developed and evolve with the primary purpose of implementing, through measurable actions, the core value espoused in the vision statement.

The vision statement for the City of Turlock reflects a strong commitment to world class customer service and to provide quality municipal services in a highly ethical and professional manner through partnerships with the many constituencies that are Turlock.

PREAMBLE - VALUES

Openness

We value government action that is taken openly and believe that responsive government is our first priority. We encourage citizen participation for the betterment of our community and strive to conduct business with integrity to instill public trust.

Quality of Life

We value a safe, family friendly environment in which to build our future and conduct business. We foster recreation, public safety and youth activities, and encourage support of the arts, libraries, and education. We believe in sound economic development, high standard infrastructure and responsible planning for sustainable growth.

Excellence

We value excellence in all things. Professionalism, accountability, and innovation drive our commitment to excellent customer service.

Employees

We value a work environment that emphasizes teamwork, respect and dignity and supports our employees in their efforts to provide excellent customer service.
We value diversity in the workplace and in the community.

3:00 Purpose of the Strategic Plan

Strategic planning is a process by which the City of Turlock will control its destiny by effectively planning for the future. By appraising future opportunities and our current and future strengths and weaknesses, we can enhance the chance for success and minimize identifiable problems. The Strategic Plan will provide the essential element for a more effective means of determining priorities, allocating limited resources and measuring progress. While direction (goals, objectives, levels of service) is the responsibility of the City Council, execution of the Plan is primarily carried out by the City Manager and Executive staff.

As a process, strategic planning is not a one-time endeavor. It must be consistent and ongoing. As conditions change and time passes, the Strategic Plan will be updated and amended. Strategic planning must continue because our environment is always in flux. Recognizing this constantly changing environment, the City Council may want to regard the Strategic Plan as a three year "road map." The Strategic Plan will best serve our City Council and City if, shortly after a Council election, the newly constituted Council schedules a goal setting workshop. This workshop would then provide policy direction for the development of an updated Strategic Plan.

The City's annual budget, in turn, can be developed to reflect the policy initiatives identified in the Strategic Plan. In the second year of the Strategic Plan, staff will provide updates to the Council on progress within the Plan and the annual budget will again be developed as a reflection of the Strategic Plan.

In conclusion, considering all the options for Turlock's future, a strategy is needed to ensure that our vision statement translates into a plan for a well governed City. Through this Strategic Plan, opportunities will evolve into actions that ultimately achieve positive, measurable results.

Visions, refined as policy initiatives, are achieved through systematic implementation of balanced, measurable goals, objectives and strategies to address critical areas of service delivery. A goal is defined as a generalized statement of where an organization wants to be at some future point in time. Action, in the form of objectives, strategies, and priorities are then developed. Objectives are specific, measurable targets (actions) developed to fulfill the expectations of a goal. Strategies are the step-by-step means by which an organization reaches its objectives.

Goals without objectives and strategies are rarely achieved. The following pages present a systematic methodology whereby goals, objectives and strategies implement the City Council's policy initiatives, ultimately fulfilling the City's vision statement.

The City of Turlock will face multiple, complex challenges in the years to come. Among those issues are the parallel trends of a growing population and service demands coupled with limited financial and other resources. As our City continues to grow, we look to chart a course and create a vision for our future that will ensure our financial viability as well as our quality of life. Recognizing the many challenges facing the community, the City engaged the community in a strategic planning process in 2008 and an update in 2011. The strategic planning process is designed to chart the course, provide focus and strategic direction, and assess our current and future services.

The City of Turlock initiated the development of its first Strategic Plan in 2008 to identify a long-term direction, short-term goals, and action steps for the City organization. This highly participatory process included input and feedback from residents, community stakeholders and employees. We thank all participants as the City continues to actively identify, recognize and support the quality services and programs residents expect from the City, and the superior service standards the City employees strive to provide.

The Council's Strategic Plan identifies eight strategic focus areas that the City's workforce will advance toward during the next three years. Our priorities and measures of success are clearly outlined within specific strategic benchmarks and goals in the Action Plan.

I am proud to present the City of Turlock's Strategic Plan, which serves as an organizational blueprint and foundation of how Turlock will continue to be a safe, vibrant, innovative, healthy city, providing the highest overall quality of life possible. Lastly, I would like to extend my personal gratitude to the Executive and Administrative staff whose professionalism and dedication proved invaluable in the preparation and implementation of this plan.

Respectfully submitted,

Roy W. Wasden
City Manager

The Strategic Plan for the City of Turlock contains seven (7) specific policy initiatives identified by the City Council. These initiatives are:

- Effective leadership
- Fiscal responsibility
- Public safety
- Municipal infrastructure
- Economic development
- Intelligent, planned, managed growth
- Social infrastructure and community programs, facilities and infrastructure.

This Plan defines each of these initiatives in greater detail and contains specific goals and objectives that support the implementation of the policy initiatives.

A) POLICY INITIATIVE – EFFECTIVE LEADERSHIP:

City Council decisions are made with thoughtful consideration of all facts and input to reach “informed agreement,” recognizing the direction will reflect the will of the majority of the Council. Decisions are “interest-based” (focused on achieving desired outcomes that address the interests of all stakeholders), as opposed to “position-based” (focused on implementing a specific result that may not consider nor address all interests or ultimately achieve the most desirable outcome). Council decisions provide ethical, clear, consistent direction to the City Manager and staff. City Management Staff executes Council direction by applying allocated resources with competence, integrity, commitment and stewardship.

To provide effective leadership, we commit to and hold ourselves accountable to a high standard of performance and behavior. Our standard includes:

1. Clarity of purpose and vision
2. Accountability for measurable results
3. Individual behavior that is approachable, flexible, consistent, and adaptable
4. Follow through and communication with Council/staff/community
5. Organizational commitment
6. Active, informed involvement
7. Commitment to give credit
8. Open, two-way communication
9. Follow chain of command
10. Be open to new ideas/change

1) GOALS:

- a. Municipal management and administration training for new Council members

- b. Internal department service improvements
- c. Hire, develop and retain the best and most qualified employees
- d. Succession planning

2) ACTIONS: *Council & Staff*

- a. Hold ourselves and each other accountable to model our agreed upon standard

3) ACTIONS: *Council*

- a. Refine the Strategic Plan as needed to reflect consensus of Council direction
- b. Municipal management and administration orientation and training for new council members
- c. Schedule formal Strategic Plan reviews to assess progress

4) ACTIONS: *Executive Managers*

- a. Create Department Strategic Plans to support City Plan
- b. Communicate and clarify the City's Strategic Plan to employees. Ensure all employees understand how they are to maximize their individual contributions to the plan

B) POLICY INITIATIVE – FISCAL RESPONSIBILITY:

Our financial stewardship reflects a healthy balance of investment, revenue management and cost control. While our intent is to be fiscally lean, we will invest in organizational and service development to ensure service competency and predictability. Rationale for spending includes an assessment of not only the cost but also the need to create value. A sensible approach that simultaneously considers investment and cost ensures resources are available for the organization to carry out goals and achieve our Vision for today and the future.

1) GOALS:

- a. Create an "efficient" yet effective City government organization
- b. Identify smart revenue opportunities including but not limited to grants and outside sources of funding
- c. Ensure the most efficient use of resources and maximize value within department budgets and develop value-added partnerships with public and private agencies, industry, and educational institutions, such as the Stanislaus County Fair, California State University Stanislaus, and the Turlock Unified School District.
 - Interregional cooperation for the benefit of the City of Turlock and participating agencies and businesses
- d. Create a balanced, sustainable budget within thirty-six (36) months

2) ACTIONS: Council

- a. Adopt a new Community Facilities District to ensure adequate funding of ongoing costs of providing police, fire and park maintenance services.

3) ACTIONS: Staff

- a. Prepare a new Community Facilities District proposal for consideration by the City Council.
- b. Prepare an update to the Parks Acquisition and Development Fee through the adoption of an updated Parks Master Plan.

C) POLICY INITIATIVE – PUBLIC SAFETY:

We are committed to ensuring the safety of our citizens and preservation of our community and culture through our Police and Fire services. We strive to maintain appropriate staffing levels and resources for staff members to effectively carry out their mission. We employ progressive practices to maximize resources.

1) GOALS:

- a. Turlock Fire Department
 - i) Deliver prompt and professional customer service with all interactions within our community.
 - ii) Provide station locations that enhance appropriate response times with appropriate equipment and staffing.
 - iii) Always striving to enhance our effectiveness with staffing levels that match community needs and desires for emergency mitigation.
 - iv) Continue looking for ways to enhance our funding from either local/state/federal government, property related revenue generators and grant opportunities.
 - v) Continue our apparatus replacement program that retires apparatus when reliable service is jeopardized.
 - vi) Work to develop and implement strategic priorities that were identified in the department planning process in September 2010.
 - vii) Work with County fire agencies to develop good relationships, and seek opportunities to consolidate and/or work together to maximize an efficient fire service delivery model.
 - viii) Pursue technology opportunities that enhance the fire department's operational efficiency and effectiveness.
 - ix) Work with our business community to provide them with prompt and efficient service. We will be an innovative partner working to help them accomplish their building or development goals.
 - x) Work with our citizens to develop quality public education programs focusing on safety, prevention, and career opportunities.
 - xi) Develop a new vision for the future of pre-hospital emergency medical care.
 - a. Work with the private ambulance company to adopt a new contract.
 - b. Identify new opportunities to enhance our emergency medical services.

- b. Police Department
 - i) Maintain and execute a comprehensive Departmental Three Year Strategic Plan, focusing on the following Priorities:
 - a. Plan for Organizational Effectiveness
 - b. Enhance Internal and External Communications and Teamwork
 - c. Enhance Community Oriented Policing Strategies
 - d. Develop Succession Planning and Leadership Building
 - ii) Complete construction and transition into new Public Safety Facility.
 - iii) Pursue operational cost reduction strategies, to include, but not limited to:
 - a. Continued consolidated Support Operations Division which will support both the Police and Fire Departments.
 - b. Adoption of technology that could result in the increase of efficiency and/or reduce staffing levels.
 - c. Expanded use of less costly non-sworn staff.
 - d. Enhanced citizen volunteer programs.
 - iv) Work with our business community to provide prompt and efficient communication, support, and service to assist businesses in being successful.
 - v) Maintain an operational plan, updated annually, which will identify specific goals and objectives to be accomplished within a given calendar year.

2) ACTIONS: Council

- a. Adopt a feasibility study to locate a new fire station in the Southeast master plan areas.

3) ACTIONS: Staff

- a. Prepare a feasibility study to select a location for the new fire station required to support the new growth areas identified in the adopted 2012 General Plan.

D) POLICY INITIATIVE – MUNICIPAL INFRASTRUCTURE:

Managed growth and foresight ensures that essential infrastructure keeps pace with existing needs and anticipates and provides for needs created by future development. As a result, residents, businesses and visitors can rely on consistent, quality water and sewer services, and strive to provide well-maintained streets and roads, adequate interchange access, and a variety of transit options.

1) GOALS:

- a. Identify avenues to address current deficiencies (general fund, grants, ballot initiatives, assessment districts, water and sewer enterprise funds as funded by user fees) in:
 - i) County Islands
 - ii) West Side
 - iii) Storm Drainage: minimize combined sewer system and replace aging infrastructure as needed
 - iv) Streets/Roadways
 - v) Northeast Expressway Plan Line Study
 - vi) Citywide Bicycle Master Plan
 - vii) Water & Sewer: replace aging infrastructure as needed
 - viii) Street Lighting
 - ix) Fleet & Equipment Management: address deferred replacement of aging equipment

- b. Address Growth-Related Issues (Current and Future)
 - i) Surface Water project
 - ii) Water
 - iii) Wastewater
 - iv) Interchanges
 - v) Impact on current transportation system
 - vi) Storm Water management
 - vii) Bike paths/routes around town/buses
 - viii) Beneficial reuse of recycled water
 - ix) Collaborative regional efforts on water resources planning and management
 - x) Solid Waste/Recycling

- c. Maintain and Execute a Municipal Services Strategic Plan
 - i) Water
 - ii) Wastewater
 - iii) Storm Water
 - iv) Solid Waste/Recycling

2) ACTIONS: Council

- a. Discuss information with staff and make informed decisions

3) ACTIONS: Staff

- a. Ensure impact fees and user rates are up-to-date.
- b. Prepare informational report for Council: Identify problem, why it's there, what's necessary to address it, available funding sources (i.e., CFD) to remedy deficiencies and possible consequences of not addressing deficiencies as a part of a Municipal Services Strategic Plan.
- c. Continue to work with the County to evaluate the feasibility of annexing the County islands to the City. Bring proposals forward to the County when financing is available.
- d. Prepare plan line studies for adoption by the City Council for Northeast Expressway, Washington Road and other roadways where physical constraints prevent symmetrical widening of future improvements identified in the General Plan.
- e. Prepare a Citywide Bicycle Master Plan to refine the cost estimates and projects to implement the City Bicycle Plan in the General Plan and update the Capital Facility Fee Program.

E. POLICY INITIATIVE – ECONOMIC DEVELOPMENT:

Our leadership role in regional commerce is cultivated through vibrant, synergistic relationships with taxpayers, California State University Stanislaus, business and development communities. This is reflected in a revitalized downtown, quality, balanced development throughout the City, and a business-friendly environment that serves as an entrepreneurial center for future business.

1) GOALS:

- a. Create and sustain value-added economic development
- b. Generate job creation and retention
- c. Enhance revenue
- d. Create diversity of opportunity for business and community development
- e. Develop realistic strategies and goals
- f. Maximize use of Alliance and others (CVB, Chamber of Commerce, developers and California State University Stanislaus)
- g. Understand interdepartmental relationship to economic development
 - i) Create streamlined processes citywide
 - ii) Strengthen communication and cooperation between departments
 - iii) Develop customer education tools to enhance their participation in City development processes
- h. Recognize regional and local economic development
- i. Analyze investment vs. benefit
- j. Maintain ongoing website improvement and create and capitalize on social media opportunities
- k. Establish legislative presence
- l. Improve partnerships and communication between City, California State University Stanislaus and the business community
- m. Explore value-added opportunities and ensure a balanced community between restaurants, entertainment, housing, business, and special events:
 - i) Turlock Regional Industrial Park
 - ii) Downtown
 - iii) Convention and Visitor's Bureau
 - iv) Business and Recruitment

- v) Community Rehabilitation
- vi) Turlock Municipal Airport
- vii) California State University Stanislaus
- viii) Turlock Unified School District
- ix) Turlock Irrigation District
- x) Local Medical Care Providers

2) ACTIONS: Staff

- a. Develop status report of Economic Development position priorities and approach to drive economic development, to enhance activities by Alliance, CVB and Chamber of Commerce
- b. Prepare a Five Year Economic Development Strategic Plan that identifies priority research, education, marketing and other strategies to promote the retention, expansion and development of new businesses in the City of Turlock.

F. POLICY INITIATIVE – INTELLIGENT, PLANNED, MANAGED GROWTH:

Our Master, General and Specific Plans reflect the long-term vision and foresight of City Council and staff to ensure that the growth of our City, infrastructure and services evolve in a deliberate, guided, intentional manner.

1) GOALS:

- a. Ensure all growth adds value to the current and future community
- b. Continue use of Specific and Master Plans
- c. Ensure that all new growth pays for itself (Assessment Districts, CFF/PAF, CFD)
- d. Provide for housing diversity
 - i) Include affordable housing
- e. Create long-term, value-added plan for In-fill
- f. Ensure all growth and development reflects balanced land use through the General Plan implementation which will address future growth and development
- g. Coordinate with various agencies on the planning and implementation of the South County Corridor

2) ACTIONS: *Council*

- a. Adoption of an update to the Northwest Triangle Specific Plan.
- b. Adoption of an update to the E. Tuolumne Master Plan.
- c. Adoption of an update to the Parks Master Plan.

3) ACTIONS: *Staff*

- a. Prepare an update to the Northwest Triangle Master Plan to support the redesignation and/or annexation of commercial land to the City.
- b. Prepare an update to the E. Tuolumne Master Plan to promote higher density development and improve the feasibility of implementing the Plan.
- c. Prepare an update to the Park Master Plan and integrate results into an update to the Parks Acquisition and Development Fee.

- d. Prepare a comprehensive update to the City's Zoning Ordinance to implement the recently adopted General Plan including new overlay zones for historic areas of the City as outlined in the General Plan.
- e. Prepare an update to the City's Housing Element as required by State Law.

G. POLICY INITIATIVE –SOCIAL INFRASTRUCTURE - HOUSING RESOURCES:

We are first, foremost and ultimately, a community of people; people of varied backgrounds, philosophies, talents and economic status. While preserving the historical Turlock, we will transition into the 21st century by providing resources and options in a number of areas to promote security and socialization. Our neighborhood housing balance should contribute to the quality of life in our community and provide opportunities for all of our citizens to embrace the richness of our diversity.

1) GOALS:

- a. Maintain quality of life through
 - i) Nuisance abatement
 - ii) Other enforcement mechanisms

- b. Address housing concerns:
 - i) Older neighborhoods rehabilitation
 - ii) Homeless issues
 - iii) Year round homeless shelter and day center
 - iv) Develop transitional housing
 - v) Promote and encourage the development of housing in and around Historic Downtown Turlock to add vibrancy to the downtown area
 - vi) Construction of affordable housing and mixed use developments
 - vii) Develop senior housing
 - viii) Transit oriented housing
 - ix) Seek out new grant and funding opportunities

2) ACTIONS: *Staff*

- a. Provide Council with recommendations for use of existing and new facilities to achieve several goals/objectives listed above

H. POLICY INITIATIVE – COMMUNITY PROGRAMS, FACILITIES AND INFRASTRUCTURE:

Manage community recreation programs, growth and foresight ensuring that essential infrastructure keeps pace with existing needs and anticipates future needs created by development. As a result, residents, businesses and visitors can rely on a wide variety of community recreation programs, parks, facilities and essential infrastructure.

1) GOALS:

a. Community Infrastructure

Strive to:

- i) Provide safe and well-maintained sidewalks for the citizens of Turlock by working with the citizens to facilitate repairs
- ii) Maintain and promote the City's Urban Forest and Street Tree Program
- iii) Provide safe and well-maintained facilities for the community, recreational programs, and City of Turlock employees
- iv) Provide safe, well designed and attractively maintained park facilities for the citizens of Turlock to enjoy recreation activities and socialize
- v) Provide safe and well-maintained streets for the citizens of Turlock
- vi) Complete pedestrian/recreational and bicycle path
- vii) Identify future recreational facilities through the General Plan Update and feasibility studies

b. Community Programs

- i) Promote the usage of Pedretti Sport Complex and Gemperle Fields at Turlock/ Stanislaus Regional Sports Complex, California State University Stanislaus, and Joe Debely Field resulting in economic benefits through increases in transient occupancy and sales tax
- ii) Support the community's youth by providing quality after school opportunities
- iii) Provide Youth and Senior Recreation scholarships to assist underserved populations who do not have the ability to pay for fee based programs
- iv) Develop ongoing community partnerships, collaborations and sponsorships which will result in enhanced programming and services to the community as well as leveraging City resources
- v) Provide excellent recreation, social and educational programs which promote youth enrichment, support family relationships and provide a safe deterrent to negative behaviors

c. Tourism

- i) Partner with community stakeholders to promote Turlock as a tourist destination for the arts, sports, facilities, and special events

2) ACTIONS: Staff

- a. Continually seek grant and sponsorship funding.
- b. Develop and maintain partnerships with other City departments, service clubs, local businesses and other governmental agencies to leverage resources and expand our ability to serve the community.
- c. Prepare a study evaluating the potential for development of public recreational facilities, such as a golf course, little league field, and other facilities identified in the General Plan, through public-private partnerships.

The following pages summarize the status of the implementation of Policy Initiatives contained in this Strategic Plan. This section of the Strategic Plan should be viewed as a “work in progress” as it tracks efforts over the three year life of the Strategic Plan to implement specific actions in support of the Goals and Objectives of the Strategic Plan. This section of the Strategic Plan will be updated and presented to the City Council in concert with the preparation of the annual budget or at any time as directed by the City Council.

This section identifies specific action that has occurred in support of the Goals and Objectives of the Strategic Plan. Additionally, staff and/or departments responsible for carrying out these actions are identified. Once actions have been defined specific completion dates are identified. Lastly, this section of the Strategic Plan cites the cost and funding source to finance the implementation of specific actions in support of the Goals and Objectives of the Strategic Plan.

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	A) Effective Leadership		
Goals:				
1. Training for new Council Members and ongoing team building for entire Council 2. Internal Dept. Service Improvements 3. Hire, develop and retain the best and most qualified employees. 4. Develop succession planning				
Actions:				
	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Be accountable for modeling the ideal standard.	Council and Staff	Immediate and ongoing	N/A	
Refine Strategic Plan as goals are met and with annual budget	Council	Ongoing	N/A	
Training for new Council members and ongoing team building	Council	As needed and available	Unknown	
Create or keep updated departmental plans to support the City's Strategic Plan	Executive Managers	Drafts submitted to City Manager for presentation to the Council	N/A	
Communicate and clarify Strategic Plan and ensure all employees understand how to maximize their contribution	Executive Managers	The Strategic Plan will be posted on the City website under the City Manager Department		
Schedule formal Strategic Plan reviews	Council	To be reviewed annually as part of the budget process	N/A	
Update departmental pages on City website	Administrative Services	Ongoing	N/A	
Continue to access and update City software programs including finance and accounting, payroll and HR, and business licensing, and Community Development	Administrative Services	January 2014	Community Development \$250,000	All Funds
Continue customer service focus emphasis in all departments	City Manager	Ongoing	TBD subject to funding approval	
Acquire and implement New World permitting software to integrate the development review process and code enforcement	Development Services, Police, Fire, Municipal Services	6/30/2013	TBD subject to funding approval	Records Management
Development Citywide strategy to continue maintenance and upgrade to GIS system to reduce staff time required to maintain critical record and data. Upgrade system to become fully compatible with New World software	Information Technology, All Departments	Ongoing	TBD subject to funding approval	General Fund
Update Strategic Plan upon adoption of the new General Plan to incorporate actions and policies	All Departments	January 2015	Unknown	All Funds

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	B) Fiscal Responsibility		
Goals:				
1. Creation of a lean, effective organization 2. Identify smart revenue opportunities 3. Maximize the value of department budgets 4. Develop value-added partnership with CSUS 5. Identify alternative sources of funding				
Actions:				
	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Identify alternative funding sources	All	Ongoing	TBD	All Funds
Explore possible support for a regional transportation sales tax	City Council/ City Manager	Workshop scheduled for 3-12-13	N/A	
Application will be made to the Stanislaus Community Development Bank when available	Economic Development	Ongoing	N/A	
Continue partnership with CSUS on development of executive MBA program	City Manager	Ongoing	N/A	
Explore possible federal and state grant opportunities	All	Ongoing	N/A	
Continued development of City budget as a tool for defining service levels and measuring outcomes	Administrative Services	Ongoing	N/A	
Continue mid-year or quarterly budget review process to determine the fiscal health of the City, and to enable the Council to make sound fiscal decisions	City Manager	Annually - February/March		
Update Capital Facility Fee Program in accordance with General Plan Update. Work with Stanislaus County to expand the area of benefit to include the unincorporated areas and ensure those areas paying for the costs of services and infrastructure they benefit from	City Manager, Engineering, Planning	Ongoing	\$25,000	CFF Administration Fee
Investigate a new CFD for Police, Fire, Parks, and other City services to ensure that new development pays for the total cost of services. Investigate whether the CFD should be applied to commercial and industrial uses as well as residential. Clarify the type of development on which the fee is to apply and ensure that those assumptions	City Manager, Fire, Police, Planning	6/30/2012	Unknown	Unknown
Investigate additional financing mechanisms to ensure that service standards adopted for Police and Fire are maintained as the City grows	City Manager, Fire, Police, Planning	Ongoing	Unknown	Unknown

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	C) Public Safety (Fire)		
Goals: 1. Locate, equip and staff fire stations to maintain or enhance response times 2. Work with the community to seek their input on fire service delivery 3. Continue looking for ways to enhance funding to help support the general fund 4. Continue apparatus replacement program 5. Work to develop and implement department strategic priorities 6. Work well with other county fire agencies 7. Develop and implement a support services consolidation plan with the police department 8. Provide a high quality of customer service and help our business partners be successful with their projects				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
The fire department will develop a comprehensive "standards for coverage" plan with in house personnel. This plan will analyze response times, staffing needs, and risk assessments for the current and future fire service delivery model	Fire Department	2013 Calendar Year	TBD	General Fund
The Department is diligently working to seek grant funding opportunities, and also analyzing other potential funding sources to help sustain equipment and staffing needs in the future	Fire Department	Ongoing	TBD	General Fund
We are working to develop an apparatus replacement plan that uses several components to help determine when a piece of apparatus needs to be replaced. These components include age, miles, hours, repair costs, and down time. The next engine due for replacement is Engine 31	Fire Department	Ongoing	\$550,000	General Fund (for Local Match)
The department is committed to developing and implementing the strategic priorities that were identified through a planning process with all department supervisors	Fire Department	Ongoing	\$10,000	General Fund
The department is committed to work well with other fire agencies in Stanislaus County. As agencies look to consolidate costs, and continue to provide quality service, we will be prepared to seek any opportunities that may come available to us	Fire Department	Ongoing	TBD	General Fund
Provide a high level of customer service to our citizens and business community. This action is designed to help our businesses and developer's be successful with their projects, and ensure that there is a high level of trust and pride of all our employees by the community which we serve.	Fire Department	Ongoing	No Cost	Fire Department

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	D) Public Safety (Police)		
Goals:				
1. Create and execute a strategic plan. This directive resulted in a 3 Year Staffing Expansion Study and a Space Needs Assessment Study through the year 2020.				
Actions:				
	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Organizational effectiveness assessment	Police Department	2013	\$300	General Fund
Develop a culture of positive communication	Police Department	Ongoing	No Cost	N/A
Dissemination of communication/information	Police Department	Ongoing	No Cost	N/A
Discourage negative communication	Police Department	Ongoing	No Cost	N/A
Develop community outreach and crime prevention programs	Police Department	Ongoing	5,000+	Asset Forfeiture or General Fund
Address specific community needs	Police Department	Ongoing	TBD	Various
Promote & facilitate career development	Police Department	Ongoing	No Cost	N/A
Transition into new Public Safety Facility	Police Department	2013	TBD	Various
Continue consolidated Support Operations Division	Police Department	Ongoing	No Cost	N/A
Execute Departmental operational plan	Police Department	Annually	TBD	Various

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	E) Municipal Infrastructure		
Goals:				
1. Identify ways to address current deficiencies in sidewalks, urban forest, public buildings, County islands, West side, South side, storm drains, streets, roadways, water and sewer infrastructure				
2. Address growth related issues in Surface Water Project, waste water, interchanges, current transportation impacts, storm water treatment, public safety facilities, bike paths				
Actions:				
	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Prepare information to Council identifying problems, ways to address them, consequences of not addressing them, and available funding sources	Municipal Services	Ongoing	N/A	
Development of a Regional Surface Water Project with TID and other agencies	Municipal Services	Decision to proceed 2013. Construction completion 2017	Approximately \$100 million	Funding and implementation not yet approved by Council
Regional Water Quality Control Facility improvements needed for additional capacity and treatment requirements	Municipal Services	2015	\$25 million	7% rate increase 1/1/08 and future approved rate increases
Upgrades at the War Memorial, Yerby Pool, Youth Center, Sunnyview Park and the Chamber Building	Development Services,	Ongoing	Unknown	Unknown
Construction of the Public Safety Facility	Development Services	July 2013	\$29 million	RDA, CFF and sale proceeds from existing Public Safety Facility
Update to infrastructure master plans including storm water, sewer and water lines, the Urban Water Management Plan, and the wastewater treatment facility	Development Services, Municipal Services	Ongoing	Unknown	Sewer, Storm and Water Funds
Identify funding for an initiate roadway plan lines and interchange project study reports to facilitate implementation of the General Plan	Development Services	2013	Unknown	Master Plan and CFF programs
Update the CFF to include bike improvements, as necessary, to support goals and policies of the General Plan Update	Development Services	2013	\$25,000	CFF Administration Fees
Continue to work with the Regional Rail Commission and the California high Speed Rail Commission to investigate station locations and rail alignments within the City of Turlock	City Manager, Development Services,	Ongoing	Unknown	Unknown
Update and maintain City of Turlock Standard Plans and Specifications	Development Services	Ongoing	\$2,500 annually	Engineering Revenues
Purchase property and construct new Transit Administration offices as part of the Phase 2 Transit Hub project	Development Services	FY2014	\$4.0 million	FTA 5307, FTA ARRA, Prop 1B and LTF funding

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	F) Economic Development		
Goals: <ol style="list-style-type: none"> 1. Create and sustain value-added economic development 2. Generate job creation and retention 3. Enhance revenue 4. Create a diversity of opportunity for business and community development 5. Develop realistic strategies and goals 6. Maximize the use of the Alliance, CVB, Chamber, developers and others 7. Understand interdepartmental relationships to Economic Development <ol style="list-style-type: none"> a. Create streamlined processes citywide b. Strengthen communication and cooperation between departments c. Develop customer education tools to enhance their participation in City development processes 8. Recognize regional and local Economic Development 9. Analyze investment vs. return 10. Maintain ongoing website improvement 11. Establish legislative presence 12. Improve partnerships with the California State University Stanislaus, and downtown businesses 13. Explore value-added opportunities for: <ol style="list-style-type: none"> a. West Side Industrial Plan (WISP) b. Downtown (DPOA) c. Convention and Visitors Bureau (CVB) d. Chamber of Commerce e. Business development and recruitment f. Community rehabilitation 				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
The City's membership in the Alliance provides the following benefits: representation at trade shows to promote the City, administration of the EZ, conducting site tours, meeting with property owners, and referring brokers and potential clients to the WISP.; supporting and promoting the WISP including the City and the WISP in the Alliance's five year strategic plan	Economic Development	Ongoing	\$20,190 annually	Economic Development / RDA
Significant capital investment was allocated for WISP infrastructure to promote industrial development in the 2008 RDA bonds. On 1/8/08, the Council approved an additional \$6.8 million from the RDA fund balance	Economic Development Services	Ongoing	\$14.8 million	\$8 million RDA bonds \$6.8 million other RDA funds
Economic Development Manager markets the WISP through brochures, hosting site visits, providing parcel and land inventories, and developing data sheets and site plans on all parcels over twenty acres to encourage the development of higher wage jobs	Economic Development	Ongoing	N/A	RDA
Through the pre-development process, staff provides a complete picture of the cost and opportunities for business development in Turlock	Development Services, Economic Development	Ongoing	N/A	All Funds

Economic Development (continued)				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Economic Development Manager promotes economic development cooperatively with the Chamber of Commerce, Alliance, Travel & Tourism Roundtable, Downtown Property Owners Association, and Convention and Visitors Bureau	Economic Development	Ongoing	N/A	RDA
Re-evaluation of "WISP" name for industrial area. City Council referred to Planning Commission – Market the Turlock Regional Industrial Park	Economic Development	Completed		
Revamp of brochures, website, materials	Economic Development	Ongoing	\$5,000	RDA
Update downtown design guidelines and Zoning regulations in concert	Development Services, Economic Development	2013	\$70,000	RDA
Prepare a comprehensive Zoning Ordinance Update to implement policies in General Plan Update	Planning	2013	\$40,000	General Fund
Continue to work with the Development Collaborative to review and streamline the development process	All Departments	Ongoing	\$5,000	All Funds

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	G) Intelligent, Planned and Managed Growth		
Goals: 1. Ensure all growth adds value to the current and future community 2. Continue use of Specific and Master Plans 3. Ensure that all new growth pays for itself 4. Provide for housing diversity, including affordable housing 5. Create long-term, value-added plan for in-fill				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
The Council's continued support for affordable housing resulted in projects in several areas: Crane Terrace Senior Housing Project, Mobile Home Rent Subsidy Program, additional funding for the First Time Home Buyer program, and work on annexation and development on two county islands in the City	Housing Program Services, Development Services	Ongoing	TBD	CDBG, HOME funds as available
A cooperative project study report is underway for a S. Turlock/N. Merced Co. interchange for SR99 and SR165. Six agencies are involved: Turlock, Stanislaus Co., Merced Co., StanCOG, MCAG, and Caltrans	Development Services, Economic Development	Project Study Report is complete. Construction is dependant on available funding.	\$110 million construction	Development specific funding
Update comprehensive CFF revision upon adoption of the General Plan Update	Development Services	2013	TBD	Impact Fees
The City will continue to sustain proactive efforts to develop the WISP and other specific and master planned development in response to market demands	Economic Development, Development Services	Ongoing	TBD	Special Revenue Funds
Finalize the General Plan Update, Housing element update, and CFF update	All Departments	June 2013	\$1.25 million	General Fund, RDA, various enterprise funds
Prepare a comprehensive Zoning Ordinance Update to implement policies in General Plan Update	Development Services	2013	TBD	TBD
Continue to participate in Smart Valley Places as required by the grant received from the Federal Housing and Urban Development Department	Development Services	2013	\$200,000	HUD, DOT, EPA Grant
Investigate and, as appropriate, implement a traditional neighborhood overlay district to recognize unique setbacks and characteristics for more traditional neighborhoods	Development Services	2013	\$50,000	General Fund and/or grants
Prepare and enact Zoning Ordinance revisions to bring the City into compliance with State Housing Law and Senate Bill 2	Development Services	Completed	Unknown	General Fund

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	H) Social Infrastructure		
Goals: 1. Develop regional Youth/South Turlock Sports Center 2. Expand number of available recreational facilities 3. Increase Neighborhood Services, including nuisance abatement and others 4. Build new community center 5. Promote private investment in recreational facilities 6. Carnegie Facility 7. Build new library 8. Address housing concerns, including older neighborhood rehabilitation, the homeless, and transitional housing				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Prepare and adopt Zoning Ordinance amendment to implement Senate Bill 2 which requires the identification of a zone overlay district for a year-round emergency homeless shelter to serve the needs of the community as well as the designation of transitional and supportive housing as a residual use	City Manager Development Services	Completed SB 2 Ordinance amendment; Ongoing supportive Housing work	Approximately \$30,000 in staff time and materials	General Fund (may be reimbursed at a future date as a State mandated program)
Conduct studies to assess the financial feasibility to support the initial capital and ongoing operating costs of community facilities identified in the General Plan Update	City Manager, Municipal Services, Development Services	2014	TBD	CFF Admin
Acquire land for the Northeast Quadrant community park	City Manager, Municipal Services, Development Services	2015	TBD	Park acquisition fees
Continue to coordinate with the Turlock Unified School District to identify sites for elementary, middle and high school site for the Southeast Area Master plans	City Manager, Municipal Services, Development Services	Ongoing	TBD	Master Plan Fees

City of Turlock 2013-15 Strategic Plan Implementation	Policy Initiative:	I) Community Programs, Facilities and Infrastructure		
Goals:				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
All Operational Areas	Parks, Recreation, Public Facilities & Maintenance			
Conduct a strategic planning process with staff to establish goals, vision and mission statements		Fall 2013	Unknown	Grants, General Fund, Partnerships
Ensure compliance with State, Federal and City mandates		Ongoing	N/A	N/A
Actively engage the Parks, Recreation and Community Programs Commission		Ongoing	N/A	N/A
Conduct review of affected Municipal Code sections		Ongoing	N/A	N/A
Address the need for cross training in all areas and the need for succession planning		Ongoing	Unknown	General Fund, Grants
Improve Customer Service and Leadership Training		Ongoing	N/A	N/A
Parks	Parks, Recreation, Public Facilities & Maintenance			
Identify and purchase acreage for future park space		Ongoing	Unknown	Development Fees
Establish plans for a future softball complex within a Community Park		2013	Unknown	Development Fees
Include more ADA accessible amenities in parks		2013	Unknown	Development Fees
Add information kiosks to larger parks on a pilot basis to determine feasibility		Ongoing	\$6,000	Service Club Project
Designate additional dog park locations within the City		2013	\$30,000	Service Club Project, Grant, Fundraising
Establish a fitness trail with exercise stations at an existing park		2014	\$22,000	Grants, Partnerships, Service Club Project
Develop ADA Trail around Donnelly Park Pond		2013	Unknown	ADA transition, Storm
Evaluate maintenance needs at skate park		Ongoing	Unknown	Unknown

Community Programs, Facilities and Infrastructure (continued)				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Assessments	Parks, Recreation, Public Facilities & Maintenance			
Evaluate time accounting processes and evaluate impacts on non-revenue generating districts		Ongoing	N/A	N/A
Streets	Parks, Recreation, Public Facilities & Maintenance			
Develop a comprehensive sidewalk maintenance program		2013	\$35,000 \$100,000	N/A RMA CDBG
Establish an advisory committee to evaluate sidewalk and tree maintenance complaints/issues		2013/14	N/A	N/A
Partner with other agencies to share large equipment		Ongoing	Unknown	Streets, Assessment Districts, General Fund
Replace Signage to comply with High Intensity sign standards		Ongoing	Unknown	Streets, Assessment Districts, General Fund
Facilities	Parks, Recreation, Public Facilities & Maintenance			
Update and repair various amenities at City buildings to increase rental use and resulting revenue		Ongoing	Unknown	General Fund
Ensure ADA compliance at all City facilities		Ongoing		N/A
Expand use at Sports Complex and increase revenues		Ongoing	\$350,000	Grants, General Fund, Partnerships
Pedretti Light Replacement Project		2014	Unknown	Grants, General Fund, Partnerships
ADA Restrooms at Pedretti Park		2013	Unknown	Grants, General Fund, Partnerships
Columbia Pool Renovation Analysis		Ongoing	Unknown	Grants, CDBG, General Fund, Partnerships

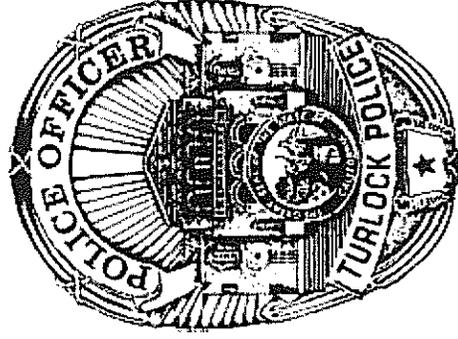
Community Programs, Facilities and Infrastructure (continued)				
Actions:	Lead Dept.	Completion Schedule:	Estimated Costs	Funding Source
Recreation	Parks, Recreation, Public Facilities & Maintenance			
Attract and recruit soccer tournaments at the Turlock Regional Sports Complex Further utilize the Turlock Regional Sports Complex by attracting other events such as festivals and/or music related events		Ongoing	N/A	N/A
Partner with Service Clubs to sponsor programs, projects and events		Ongoing	N/A	N/A
Expand our partnerships to assist with supporting programs and events		Ongoing	N/A	N/A
Expand programming at Debely Field		Ongoing	N/A	N/A

City of Turlock – Notable Accomplishments From 2011-2013 Strategic Plan Implementation	Lead Department	J) Notable Accomplishments From 2011-2013 Strategic Plan		
Actions:	Lead Dept.	Completion Date	Project Listing - From 2011-13 Strategic Plan	Funding Source
Seek the communities input through a survey to determine their needs from the Turlock Fire Department. We have started this project by partnering with students from the CSUS Masters program	Fire Department	April 2012	Page 22	General Fund
Police and Fire Administration staffs are working to complete and implement a plan that would consolidate the police departments Support Services Division. This plan is designed to reduce redundancies, and create more efficiency with current staffing	Fire Department	July 2011	Page 22	General Fund
Track officer available time and detective caseloads to establish adequate staffing levels	Police Department	Analysis measures established and refined in 2011 and 2012	Page 24	
Develop & utilize effective crime analysis	Police Department	Defunding of staffing and available technology to adequately provide true crime analysis	Page 24	
Reconstruction of the Carnegie Facility	Development Services	February 2012	Page 25	General Fund
Purchase property and construct new Transit Hub	Development Services	August 2012	Page 26	General Fund
Significant capital investment was allocated for "WISP" infrastructure to promote industrial development in the 2008 RDA bonds. On 1/8/08, the Council approved an additional \$6.8 million from the RDA fund balance	Economic Development Services	2012	Page 26	\$8 million RDA bonds \$6.8 million other RDA funds
Re-evaluation of "WISP" name for industrial area. City Council referred to Planning Commission – Market the Turlock Regional Industrial Park	Economic Development	September 2011	Page 27	N/A
Prepare and enact Zoning Ordinance revisions to bring the City into compliance with State Housing Law and Senate Bill 2	Development Services	July 2011	Page 28	N/A
Bike Path Repair project	Parks, Recreation, Public Facilities & Maintenance	April 2012	Page 32	Assessment Districts
Evaluate the city's tree maintenance ordinance for necessary updates and readopting	Parks, Recreation, Public Facilities & Maintenance	December 2011	Page 32	N/A

TURLOCK POLICE DEPARTMENT

STRATEGIC PLAN

Safety, Service, and Excellence



*A symbol of office
and badge of honor.*

STRATEGIC PRIORITIES

- Plan for Organizational Effectiveness
- Enhance Internal Communications and Teamwork
- Enhance Proactive and Preventive Policing Strategies
- Develop Succession Planning and Leadership Building

Updated October 2012

3B

INTRODUCTION

TURLOCK POLICE DEPARTMENT

STRATEGIC PLAN 2011 – 2012 – 2013

A STRATEGIC PLAN serves as a guide for an organization desiring to become better, to achieve specific goals, and to provide excellent service - It is as a roadmap guiding the way to these achievements. A strategic plan measures the performance of the organization to meet or exceed its codified goals, mission and values.

The initial Strategic Plan developed and implemented in 2007 served as guide that led the Department through a three-year period of growth. As a direct result of that plan, the Department developed programs, added much needed staff and updated equipment which has allowed us to serve our community more effectively.

This updated Strategic Plan was developed through many days and countless hours of work, discussion, compromise, inspiration, and debate and will serve as the roadmap for the next three years. This plan will lead the Department through the process of refining our resources and workgroups so that we may provide service to our community in a more efficient manner, following the guidelines of Community Oriented Policing.

This plan is a living document. It is designed to be evaluated constantly, revised when necessary, and reviewed in great detail each year to measure achievements and understand failures; all this in the pursuit of excellence, and with resolute determination to propel our agency into distinction among the citizens of Turlock, and in the industry of law enforcement and public safety.

VISION STATEMENT

Leading The Way Through Excellence.

MISSION AND VALUES STATEMENT

*As Police Professionals, We Commit Ourselves to
Public Safety, Service, and Excellence.*

As dedicated public servants we will strive:

- ✓ *For the continual pursuit of justice.*
- ✓ *For fair and equal application of the law.*
- ✓ *To treat all persons with dignity and respect,
and conduct ourselves in accordance with the
Law Enforcement Code of Ethics.*
- ✓ *For innovative and effective management of
our resources, responsive to community needs.*
- ✓ *To create and maintain an atmosphere that
encourages community input, participation,
and partnerships, in the spirit of Community
Oriented Policing.*

PERSONAL CODES OF CONDUCT

In support of the Organizational Values, the Turlock Police Department Leadership Team ascribe to the following Personal Codes of Conduct:

Safety

- Bring criminals to justice, making the most serious crimes our priority.
- Be ever vigilant to respond to any crisis.
- Maintain a healthy lifestyle and fitness.
- Engage in proactive crime prevention.
- Promote a safe work environment.

Service

- Engage customers in problem resolution using proactive approaches and Community Oriented Policing.
- Provide a complete and thorough work product in a timely manner.

Excellence

- Be proud of who we are and what we represent.
- Promote new, creative, and innovative ideas.
- Hold ourselves and each other accountable.
- Be a life long learner.
- Exceed expectations.
- Lead by example.

STRATEGIC PRIORITY #1: Plan for Organizational Effectiveness

Objective #1 - Obtain P.O.S.T. Management Consulting Services (Command Oversight: Chief Jackson)

.1 Strategies	Time Frame	Fiscal Impact	Assignment of Responsibility
1.1 Annual SLOT / Organizational Effectiveness Assessment	Oct. 2013	\$300	Command Staff
1.2 Annual Strategic Plan Review	Oct. 2013	\$1K	Command Staff

Objective #2 - Create Deployment Plan (Command Oversight: Chief Jackson)

.2 Strategies	Time Frame	Fiscal Impact	Assignment of Responsibility
2.1 Plan for staffing levels three years in future.	FY2013/14	\$0	Exp. Cmd. Staff
2.2 Develop Organizational Chart for three years in future.	FY2013/14	\$0	Chief Jackson
2.3 Annual update of Organizational Chart	Ongoing	\$0	Chief Jackson

Objective #3 - Complete Infrastructure Needs Assessment / Plan (Command Oversight: Captain Williams)

.3 Strategies	Time Frame	Fiscal Impact	Assignment of Responsibility
3.1 Annual review and update of Technology Plan	Ongoing	\$0	Capt. Williams Supv. Medrano Supv. Riedel Sgt. Mercado
3.2 Annual Review of Equipment Committee and review equipment standard and needs assessment	In Progress	\$0	Capt. Nielsen Lt. Pacheco Equip. Sgt. Supv. Boyd
3.2.1 Develop capital equipment replacement schedule	Fiscal Year		
3.3 Continue new facility development	July 2013	\$?	Capt. Lopes

Objective #4 - Track officer "Available Time" and detective caseloads to establish adequate staffing levels (Command Oversight: Capt. Nielsen)

.4 Strategies

		Time Frame	Fiscal Impact	Assignment of Responsibility
4.1	Develop model to identify "available time" patrol officers have available	FY2012/13	\$0	Capt. Nielsen
4.1.1	Issue monthly reports on "available time"	Ongoing		
4.1.2	From the data, project staffing required to achieve 35%, 40%, 45% and 50% free time for patrol officers on each shift	Ongoing		
4.1.3	Encourage / implement the proper use of "available time" and tracking by radio / MDC	FY2012/13		
4.1.4	Identify Officer Productivity models	FY2012/13		
4.2	Develop Investigations case review system to insure cases are assigned and/or closed in a timely manner	In Progress	\$0	Capt. Lopes Sgt. Morgan Lt. Reid
4.2.1	Develop an estimated average completion time for cases in designated categories	In Progress		
4.2.2	Determine number of detectives required to handle case loads in time span determine reasonable for completing investigation into cases	In Progress		

STRATEGIC PRIORITY #2: Enhance Internal Communications and Teamwork

Objective #5 - Develop a Culture of Positive Communication (Command Oversight: Command Staff)

.5 Strategies

		Time Frame	Fiscal Impact	Assignment of Responsibility
5.1	Weekly one-on-one meetings with subordinates	On-going	\$0	All
5.1.1	Announced and unannounced field visits	On-going	\$0	All
5.2	Post positive communications	On-going	\$0	All
5.3	Provide feedback	On-going	\$0	All
5.3.1	Public praise / Private critique	On-going	\$0	All
5.3.2	Conduct timely post incident debriefs	On-going	\$0	All
5.3.3	Follow up on questions, comments, and concerns within legal limits.	On-going	\$0	All

5.4	Model individual accountability	On-going	\$0	All
5.4.1	Admit our own faults, failures, and successes	On-going	\$0	All
5.4.2	Begin accountability at the lowest appropriate level	On-going	\$0	All
5.5	Maintain confidentiality	On-going	\$0	All
5.6	Expand Communications Committee	On-going	\$0	All
5.6.1	Standardize forms/format for (memo, e-mail, voice mail, verbal), outline circumstance each will be used to communicate to dept. by administrations.	On-going	\$0	All
5.7	Develop 360° evaluation for feedback	FY2012/13	\$0	Capt. Nielsen
5.7.1	Develop standardized format	FY2012/13	\$0	Capt. Nielsen
5.7.2	Encourage line employees to use as available option	On-going	\$0	All
5.7.3	Mandatory completion by supervisory/management staff	On-going	\$0	All
5.8	Know and respect the people you work with and around	On-going	\$0	All
5.8.1	Value the differences in personalities	On-going	\$0	All
5.8.2	Use situational leadership to tailor the style of communication to the individual interaction	On-going	\$0	All

Objective #6- Dissemination of Communication / Information (Command Oversight: Chief Jackson)

.6 Strategies		Time Frame	Fiscal Impact	Assignment of Responsibility
6.1	Monthly newsletters / weekly bulletins	On-going	\$0	O.A. Martin
6.1.1	Recognition of Participation in Collateral Duties	On-going	\$0	Chiefs Office
6.1.2	Performance recognition	On-going	\$0	Chiefs Office
6.2	Quarterly reports, monthly reports, and annual report (statistical data)	Ongoing	\$0	Capt. Williams
6.3	Expand Operational Standards Manual for each Division, facilitating "Operational Directives" that can be developed within a division.	On-going	\$0	Div. Cmdrs
6.4	Meaningful and Effective Briefings	On-going	\$0	Exp. Cmd. Staff
6.4.1	Dispatchers to attend Patrol Briefings when possible	On-going	\$0	Capt. Williams
6.4.2	Command Staff at briefings	On-going	\$0	Ex. Cmd. Staff
6.5	Explore use of social media for external information release	On-going	\$0	Capt. Lopes

6.6	Formalize action meeting minutes	On-going	\$0	Exp. Cmd. Staff
6.6.1	Seek general agreement/clarification of points			
6.6.2	Review of minutes by meeting Chair prior to dissemination			
6.6.3	Timely dissemination through "S" drive			
6.7	Disseminate personnel actions	On-going	\$0	Chief Jackson
6.7.1	Notification of direct supervisor	On-going	\$0	Chief Jackson
6.7.2	Advance notification to supervisors of schedule changes	On-going	\$0	Watch Cmdrs
6.8	Utilize "Change Management" communications plan	On-going	\$0	Exp. Cmd. Staff
6.8.1	Chain of command provides talking points	On-going	\$0	Cmd. Staff

Objective #7- Discourage Negative Communication (Command Oversight: Command Staff)

.7 Strategies

		Time Frame	Fiscal Impact	Assignment of Responsibility
7.1	Confront Counter-productive Conduct / Behavior (& support those who do)	On-going	\$0	All
7.2	Track-back & Eliminate Rumors	On-going	\$0	All
7.3.	Model Positive Communications & Conduct	On-going	\$0	All
7.3	Respecting Individual Rights and Confidentiality Regarding Personnel Issues	On-going	\$0	All
7.5	Provide "Effective Communications" training to expanded supervisors	On-going	\$0	Sgt. Webb

STRATEGIC PRIORITY #3: Enhance Community Oriented Policing Strategies

Objective #8 – Develop Community Outreach and Crime Prevention Programs (Command Oversight: Captain Nielsen)

.8 Strategies

		Time Frame	Fiscal Impact	Assignment of Responsibility
8.1	Enhance and expand Crime Prevention Unit	FY2012/13	\$0	Capt. Nielsen CSO Backeroff
8.1.1	Youth & Senior Crime Prevention			
8.1.2	Media Participation with various TPD representative (not PIO)			
8.1.3	Community Hotline (recorded line for community issues)			
8.1.4	Community Meetings with Specific Units			
8.1.5	Annual National Night Out	On-going		
8.2	Annual Open House Event	On-going	\$0	Capt. Nielsen
8.3	Enhance Volunteer Program (VIPs)	On-going	\$0	CSO Backeroff

8.4	Enhance Police Activities League (PAL) w/ Recreation Division	On-going	\$0	Chief Jackson Ofc. Briggs Cpl. Godoy
8.5	Community Surveys ~ Periodic	On-going	\$0	Chiefs Office
8.6	Conduct Post Critical Incident reviews with impacted neighborhoods	On-going	\$0	Watch Comm.

Objective #9 – Develop & Utilize Effective Crime Analysis (Command Oversight: Captain Nielsen)

.9 Strategies				
		Time Frame	Fiscal Impact	Assignment of Responsibility
9.1	Proactive Deployment of Resources	On-going	\$0	Capt. Nielsen

Objective #10 – Address Specific Community Needs (Command Oversight: Captain Lopes)

.10 Strategies				
		Time Frame	Fiscal Impact	Assignment of Responsibility
10.1	Implement POP & SARA – training and utilization	FY2012/13	\$0	Watch Cmdrs.
10.1.1	Develop Team Concept in POP / SARA projects	On-going	\$0	
10.1.2	Provide Training on POP / SARA	FY2012/13	\$0	Watch Cmdrs.
10.1.3	Encourage continued Community Oriented Policing	On-going	\$0	
10.2	Maintain Working Relationships with Allied Agencies	Ongoing	\$0	Chief Jackson
10.3	Expanded Use of Non-Sworn (CSO's, etc)	On-going	\$0	Cmd. Staff
10.4	Expand Neighborhood Preservation	On-going		Capt. Lopes Supv. Boyd
10.4.1	Proactive Code Enforcement Unit	On-going	\$65k	Supv. Boyd
10.4.2	Animal Control / Licensing Enforcement	On-going	\$0	Supv. Jackson
10.5	Implement Administrative Citation process	FY2012/13	Unk	Capt. Lopes

STRATEGIC PRIORITY #4: Develop Succession Planning and Leadership Building

Objective #11 - Promote & Facilitate Career Development (Command Oversight: Captain Lopes)

.11 Strategies	Time Frame	Fiscal Impact	Assignment of Responsibility
11.1 Promote Mentorship Program	FY2012/13		Cmd. Staff
11.1.1 First-line "shadow" program (Collateral/Special Assignments)	On-going	\$0	Cmd. Staff
11.2 Provide Educational Opportunities, Assistance & Incentives	On-going		Chief Jackson
11.2.1 SLI / West Point / FBI-NA / Command College	On-going	Pending	Div. Cmdrs
11.2.2 Provide "Desirable Training" listed in the TPD training plan	On-going	Pending	Div. Cmdrs
11.2.3 Develop "cross training" within work units	On-going	\$0	Supervisors
11.2.4 Develop "in-house" instructors	On-going	Pending	Div. Cmdrs
11.2.4.1 Host "in-house" training on multiple topics	FY2012/13	Pending	Div. Cmdrs
11.3 Supervisors Identify Subordinates for Developmental Opportunities	On-going	\$0	Sgt's & Lt's
11.3.1 Promote FTO program participation			
11.3.2 Promote Collateral Duties			
11.4 Create an "In-House" Leadership Training Program	On-going		Cmd Staff
11.5 Provide on-going Supervisory Development Training	FY2012/13		
11.6 Expand the Explorer & Cadet program as a hiring pool	On-going	\$0	Capt. Nielsen
11.7 Identify rotation dates, retirements and open positions for career planning	On-going	\$0	Mary Sousa
11.8 Review Operations Manuals; complete and publish	On-going	\$0	Div. Cmdrs
11.9 Review Training Program and Protocol for All Promotional Positions	FY2012/13	\$0	Div. Cmdrs

Objective #12 – Develop Job Specific Evaluations (Command Oversight: Captain Nielsen)

.12 Strategies	Time Frame	Fiscal Impact	Assignment of Responsibility
12.1 Ensure consistency in evaluations	On-going	\$0	All supervisors

Definitions:

Command Staff – Chief and Captains

Expanded Command Staff – Chief and Captains and Lieutenants

Divisions Commanders – Captains only

Supervisors – All sworn and non-sworn supervisors

Watch Commanders -Lieutenants

Turlock Police Department Organizational Chart

As of 4/4/14

Staffing Numbers

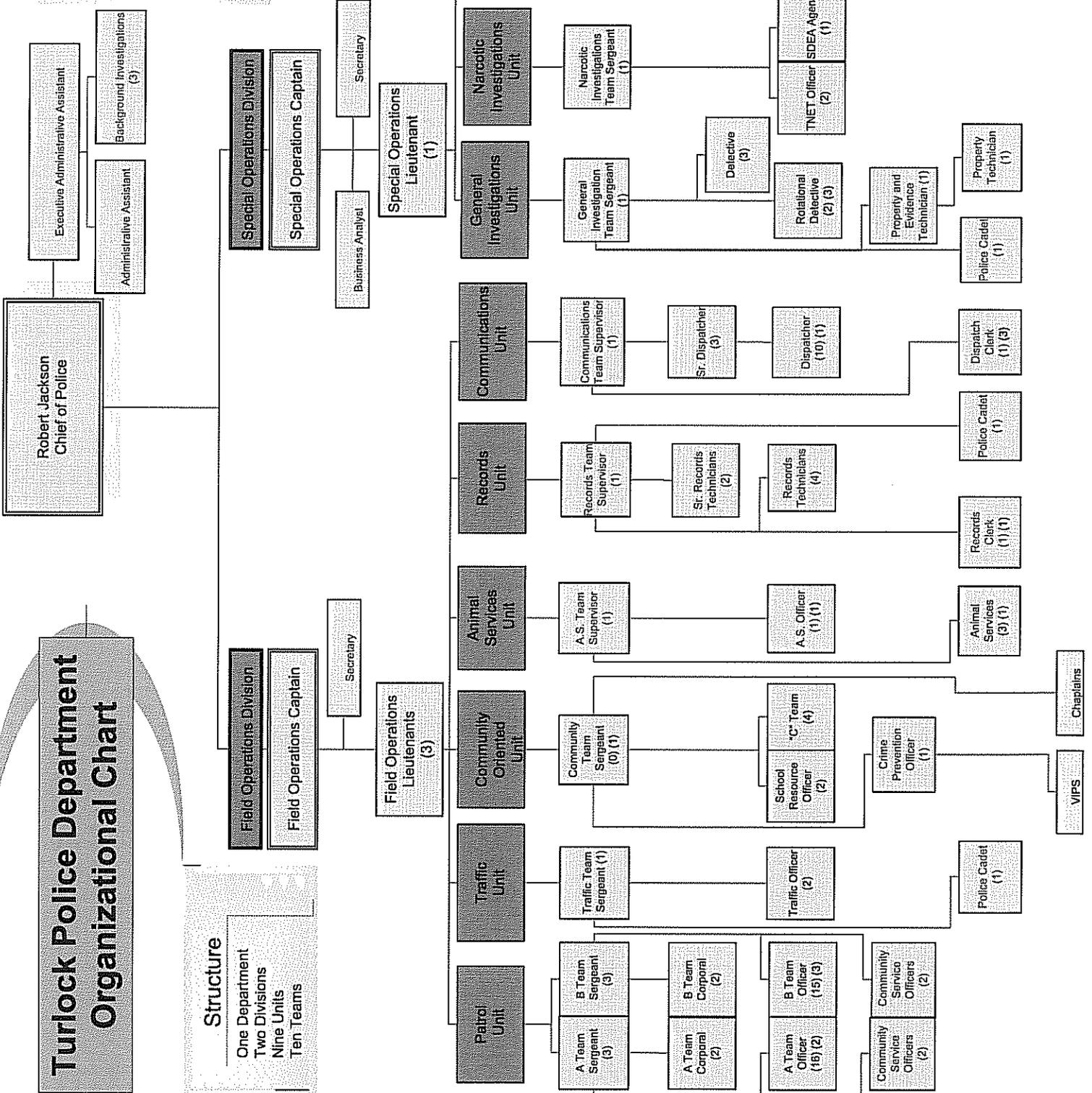
Red, Blue and Green
Numbers = currently working

Black numbers = vacant,
modified duty or training.

(74) Authorized Sworn Positions
(6) Sworn Vacancies
(5) Sworn Medical/Absences

Color Key

Red – Sworn
Blue – Non-Sworn
Green – Part time
Violet - Volunteer



Turlock Fire Department

MISSION STATEMENT

"PROTECTING YOUR QUALITY OF LIFE WITH
PRIDE AND COMPASSION"

Organizational Values

- ETHICAL & HONEST
- ACCOUNTABILITY: INDIVIDUAL & ORGANIZATIONAL
- COMMITMENT, DEDICATION
- TEAMWORK
- PRIDE OF WORK & ORGANIZATION

Vision Statement

"Protecting What Matters Most"

**Strategic Priority #1
Accountability**

Action Items	Responsible Person(s)	Completion Due Date	Status Date	Completed
Update performance evaluation form and protocol	White, Packwood	January 1, 2011	In Progress	
Form committee	White, Packwood	September 30, 2010		
Develop a rating system that is consistent with clear definitions, expectations, and parameters	White, Packwood	November 15, 2010		
No surprises at evaluation meeting	All supervisors		On going	
Daily contact and feedback	All supervisors		In Progress	
Have supporting documentation				
Document the process	All supervisors			On going
Supervisor checklist				
Included in Captains College				
Minimum time qualifications, including all employees that are qualified	Lohman/Carlson (meet & confer)		In Progress	
Provide training to supervisors	White, Packwood	March 30, 2011		
Positive "contact" for each direct report	All supervisors	Within 30 days of	Done	
PIP program and "contact/coaching" form	White, Packwood		Done	
BC training	White, Packwood	September 8, 2010		
Captain training	White, Packwood	January 1, 2011		
Improve communications by supervisors				On going
Captains meeting for establishing consistent evaluation criteria	BC for each shift	Oct 2010 and ongoing		
Captains more active role in training	BC for each shift	Oct 2010 and ongoing		
Process for Captain to Captain communication	Mike, St. Pierre, Lunsford	November 1, 2010		
Informal crew and individual meetings	All supervisors	Immediately and at		
BC meeting to have training be a standing item	White, Packwood	Sept 8, 2010 and	Done	
Have shift meeting debrief become a standard	White, Packwood	Sept 8, 2010 and	Done	

**Strategic Priority #2
Fiscal Responsibility & Quality Assurance**

Action Items	Responsible Person(s)	Completion Due Date	Status Date	Completed
Hold info meetings re: medical insurance				Done
Scenario development				
Create revenue plans	Administration			
Consider insurance company partnerships	Administration			
Research city cost of consolidations--build case (Carlos Rodriguez contact)	Chief			
Continue attending council meetings	Chief			

**Strategic Priority #3
Operational Excellence**

Action Items	Responsible Person(s)	Completion Due Date	Status Date	Completed
Update policy manual	Bickle, St. Pierre, Lohman	January 1, 2012	In Progress	
Update ops manual	Becker, Horn, Lohman, Harcksen	January 1, 2012	In Progress	
Technology, new MDC's	Chalupnik, Cockrell, Packwood	5 yr with IT	In Progress	
Standards of coverage	Carlson, Horn, Lohman, Wejmar	January 1, 2011	In Progress	
Professional Development				
Improve processes of what is fully qualified vs. minimum qualified	Bickle, Harcksen, Hackett	January 1, 2011		
Formalize = more in-house classes, upfront expectations and measuring tools. Bring assesses training needs incl. cost analysis	White	October 1, 2010		
Align PFP contracts with job shadowing opportunities	Chief	October 1, 2011		
Ensure dedicated and qualified mentors(formal training testing to be on list). ID subjects and list qualified trainers	White, Carlson, Mouw	June 1, 2011		
Mentoring continues beyond promotion. Reconfigure captains homework process	White	Now and ongoing		
Task books, formal training	White	ongoing		
Defined career ladders				
Develop Fire Officer task book	Mark, St. Pierre	January 1, 2011	In Progress	
Develop Captain College	Mark, St. Pierre	January 1, 2011		Done
Develop Captain Probation	Mark, St. Pierre	January 1, 2011		
Develop Chief Officer task book	BC Committee	September 1, 2011		
Develop a BC College	BC Committee	September 1, 2011		
Develop BC Probation	BC Committee	September 1, 2011		
Mgt Chief Officer Task Book	TBD			
Develop a DC College				
Formalize Plan				
Update job descriptions	Chief	September 1, 2011		
ID key players				
Leadership training	White			On going
Use veterans to mentor candidates				
Continued investment in senior staff				

**Strategic Priority #4
Fulfilling Mission, Vision, Values and Strategic Plan**

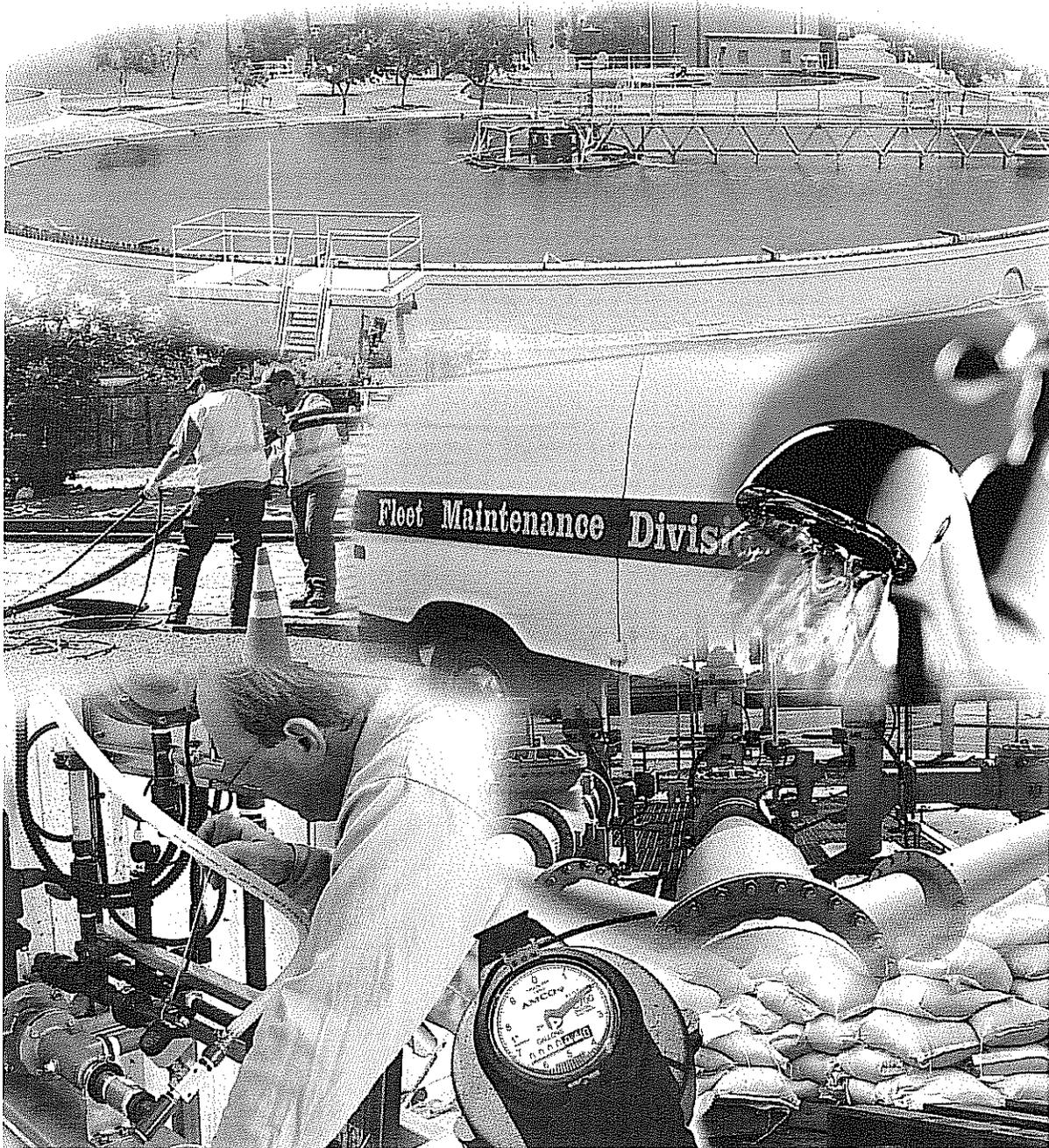
Action Items	Responsible Person(s)	Completion Due Date	Status Date	Completed

**Strategic Priority #5
Communication & Outreach**

Action Items	Responsible Person(s)	Completion Due Date	Status Date	Completed
Crews to review BC meeting minutes. BC follow up face to face	BC			On going
Be mindful of scheduling & customer service needs.. Ensure timely handling of customer service needs, regardless of schedule	captains ensure attendance			On going
Friday morning Chief visits	BC			On going
Quarterly meeting with each shift	BC's & reliefs			On going
BC meeting minutes				
BC's visiting stations and discussing meetings, two stations at a time if preferable				
Feedback system for BC minutes				
Email prioritizing	Vanessa, Carlo	November 1, 2010		
Remove junk or label as such				
notification of important ones				
follow up on info dissemination				
learn to use all of groupwise's capabilities				
Develop mass media ccTV, Skype, vintillo	Lohman, Allison	December 1, 2010		
Chief will address each shift each time w/ issues, 5-10 min shift meeting	Lohman, Allison	December 1, 2010		
Shift meetings after morning brief, face to face	Lohman, Allison	December 1, 2010		

City of Turlock, Municipal Services Department

STRATEGIC PLAN



September, 2012

156 SOUTH BROADWAY, STE. 270
TURLOCK, CA 95380

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City of Turlock, Municipal Services Department
STRATEGIC PLAN

MUNICIPAL INFRASTRUCTURE

The City of Turlock's Municipal Services Department proudly provides a variety of important services essential to the community and the local economy. The Municipal Services Department oversees the operation and maintenance of the following critical infrastructure: potable water, stormwater, sanitary sewer, wastewater treatment, fleet maintenance, traffic signals, and street light maintenance. The department prides itself on providing high quality service, in an efficient and cost-effective manner. Furthermore, working with the City Manager and elected decision-makers, Municipal Services plans strategically and invests wisely to ensure that Turlock's essential infrastructure remains a critical economic asset to the City and the region. This Strategic Plan outlines some of the challenges and opportunities facing Turlock's municipal infrastructure in the near and longer term.

Like most other water and wastewater utilities across the country, the City of Turlock is facing many challenges, including: rising costs, stagnating revenues, aging infrastructure, increasingly stringent regulatory requirements, population changes, and a rapidly changing workforce. This Strategic Plan helps support the City's mission of being a successful 21st century water and sewer service provider.

Effective strategic planning is intended to enhance the City's stewardship of its infrastructure, improve performance in many critical areas, and respond to current and future challenges. Addressing these challenges also requires ongoing collaboration between various government agencies, industry, elected officials, and other stakeholders.

POTABLE WATER SYSTEM

The City's Water Master Plan (WMP) was completed in August of 2003 and updated in 2009. The WMP identified deficiencies as well as solutions for a number of issues facing the City's potable water system. Since 2003, the City has constructed infrastructure to meet the WMP's recommendations as modified by actual conditions.

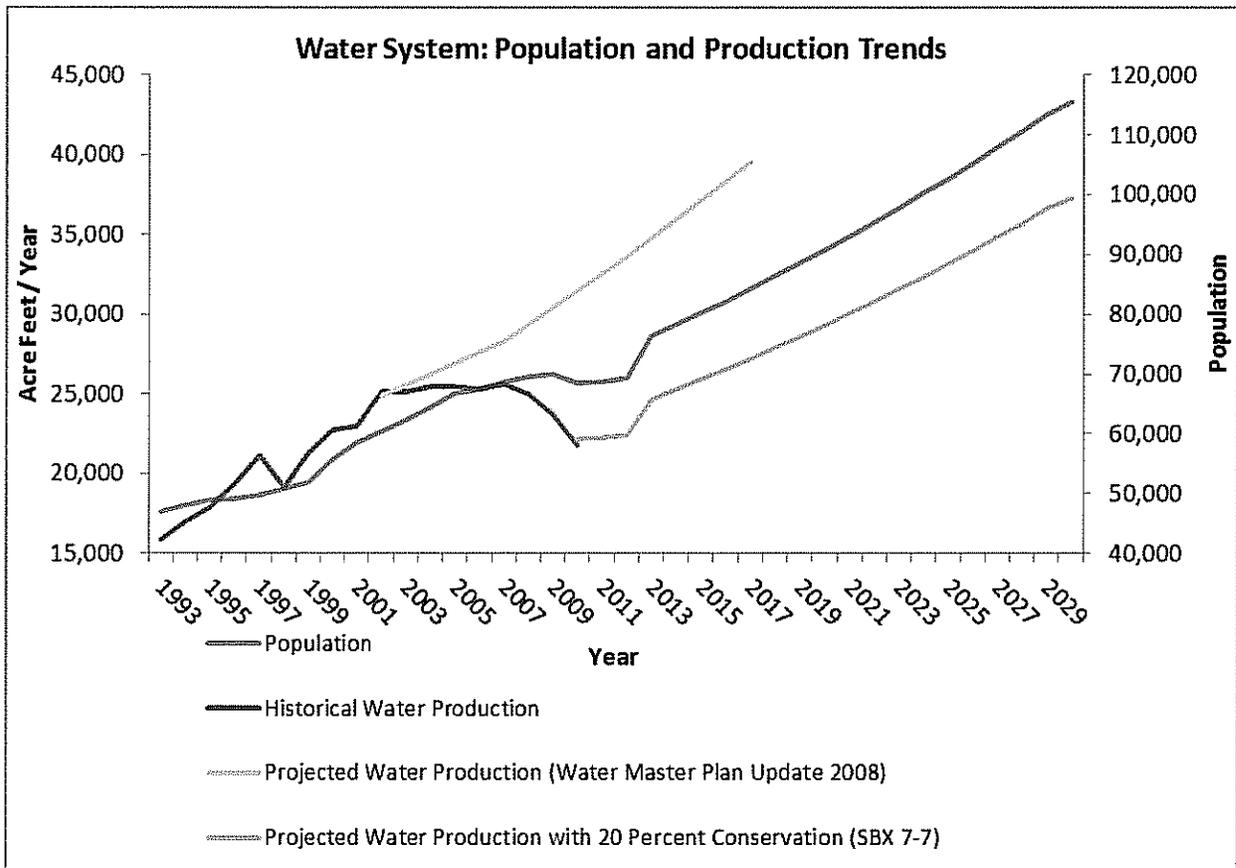
Implementation of the WMP to-date includes:

- Construction of four (4) new wells – #37, #38, #39, and #40
- Evaluation of a fifth new well
- Construction of two (2) one million gallon water storage reservoirs (tanks)
- Design of a third one million gallon water storage reservoir with completion in 2013

The Water Master Plan identified a number of issues that needed to be addressed, including:

What quantity of groundwater is required to meet expected future demands through the year 2025?

Based upon figures at the time (2003), average annual water demand was 22 million gallons per day (MGD) and a projected amount of 35 MGD by 2017, based upon 3.4 percent annual growth. However, water demand has slowed drastically since this report was completed and per capita water use has dropped significantly. The 2011 average annual water demand was 18.75 (MGD). At this time, it appears a growth rate of 2.0% or less for water demand appears more likely.



In order to address the projected 2025 water demand (25-29 million gallons per day which is equivalent to 9 - 10.5 billion gallons per year), two scenarios were considered: groundwater only and a combination of groundwater and surface water.

Groundwater Only

- Install three (3) wells and/or an additional storage reservoir
- Estimated capital cost \$6,000,000 (2010 dollars)

Surface Water

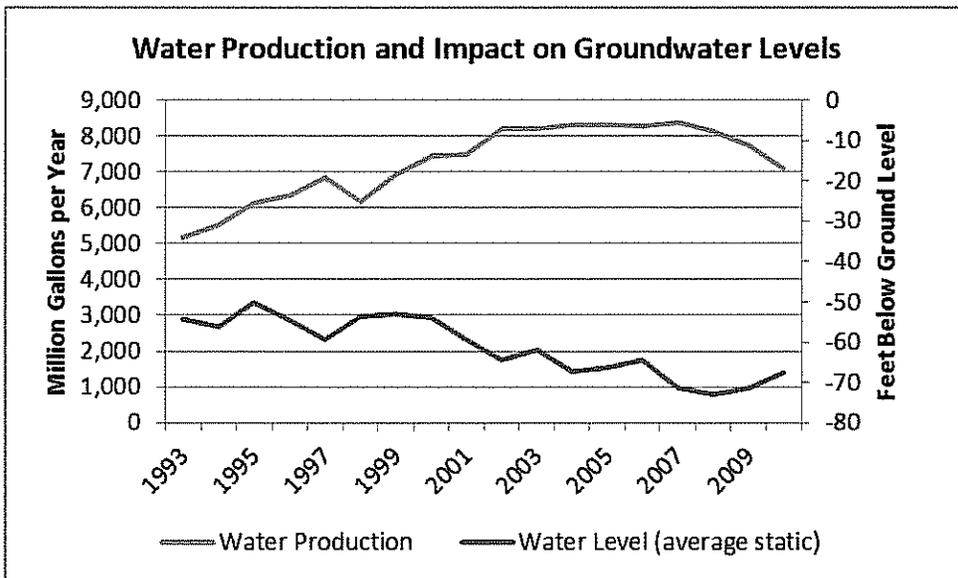
Historical data indicates the groundwater supply will support annual production of up to eight (8) billion gallons per year. Groundwater pumping in excess of eight (8) billion gallons results in the depletion (overdraft) of the groundwater table (aquifer). Because it is not sustainable to overdraft the groundwater over a long period, an additional supply of water will be needed in future years. The City of Turlock is a member of the Stanislaus Regional Water Authority (SRWA) which would purchase water from the Turlock Irrigation District, treat such water in an SRWA-owned and operated water treatment plant, and make the treated water available at cost to the members of the SRWA. Treated surface water could be available by 2016.

The timing of this overdraft situation is uncertain due to a number of factors - most importantly the rate of population growth, industrial expansion, agricultural pumping, and efforts to conserve water. Nevertheless, the following forecasts illustrate the limitations of the City relying entirely on groundwater for its water supply:

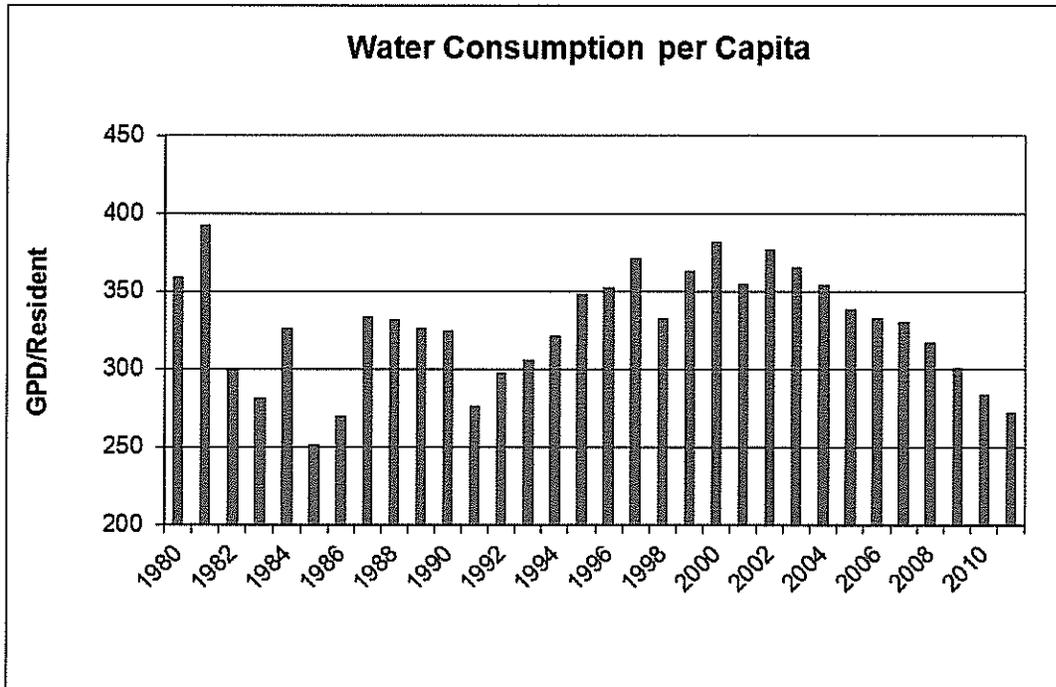
	3% growth	2.5% growth	2% growth
Year Overdraft Starts	2016	2017	2019
Population	84,994	84,612	85,068
Annual Water Use ¹	8,065,915,086	8,029,663,676	8,072,942,204

¹ Assumes 260 gallons per capita per day - a 5% reduction from the 2010 per capita use of 273 gallons per day

- The need for additional water supply to supplement the current groundwater wells is much greater as the rate of growth increases. The total capital cost for fifteen (15) MGD of surface water is estimated to be \$85,000,000 or more (2010 dollars).



Water use in the City started to level off in the early 2000's with the peak per capita consumption occurring in 2000. As of the end of 2011, overall water use (6.85 billion gallons) has declined by over 18% from the high in 2007 (8.359 billion gallons) and per capita consumption has dropped by more than 29% (from 382 gallons per day in 2000 to 272 gallons per day in 2011). With this decline in water use, the groundwater levels have stabilized and it appears that current water production levels groundwater can reliably meet current demand. Starting in 2011, all customers have been billed based on metered water use which has sustained the ongoing trend of declining water consumption.



While groundwater can currently meet all of the City's needs for the next few years, it likely will not be able to supply a sufficient quantity of water for long term growth. Water conservation programs have helped reduce the amount of water used but even with aggressive programs in place, additional water supplies will be needed for the long term.

Will the quality of the City's groundwater be adequate to comply with existing and future regulations?

Current monitoring data indicates that the City is reliably maintaining compliance with existing regulations. Any regulated maximum contaminant level (MCL) can be changed at the regulatory agency's discretion (California Department of Public Health, USEPA). This possibility does place the City's water system in some degree of risk. Over the years the City has had to close seven wells due to contamination. The overall quality of the City's groundwater supply is good. However, we are seeing an upward trend in nitrates and Total Dissolved Solids in all of our wells, with the highest nitrate levels in the northeast portion of the City. Further, two wells have

exceeded the MCL for arsenic. Should groundwater levels decline due to increased pumping in the future, this lower water level condition creates a low pressure zone that increases the likelihood of contamination from deep saline aquifers or from the shallow aquifers that overlie our drinking water strata.

How will the current water rates have to change to finance the improvements that will likely be needed to secure a safe and reliable water supply for the City's customers? In the long-term, wellhead treatment is not cost effective. Surface water would be a reliable supply and cost effective in the long term.

A 2009 Water Rate Study recommended that the City Council adopt a new water rate structure. The recommended rate structure was intended to ensure that revenues were maintained at current levels once meter-based billing went into effect in January 2011. The City Council, however, chose to delay any changes to the rate structure until the actual revenue impacts of meter-based billing were known. Given the Water Fund's balance, this approach is reasonable. However, the Rate Study projected a decline in revenues of up to \$965,000 per year; therefore, the revenue situation will be monitored quarterly to prevent an over-reliance on the use of reserves to offset reduced revenues.

- In 2010, the City estimated that the implementation of meter-based billing would reduce revenues by up to \$965,000 per year.
- Data from the preparation of the 2012-13 budget indicates that water sales revenues are down \$1.5 million per year since the implementation of meter-based billing.
- Expenses have been reduced in the Fund 420 (Water); however, in the 2012-13 budget, operational expenses exceed revenues by \$780,000.
- Rates may need to be adjusted so that meter-based revenue covers all expenses, meets debt service coverage requirements, and prevents the reliance on reserves to balance the budget.

How would the proposed Regional Surface Water Supply Project affect the need for additional wells and improvements to the distribution system as the City grows?

As a member of the Stanislaus Regional Water Authority (SRWA), the City of Turlock is pursuing the development of a Regional Surface Water Supply Project (RSWSP) that would supply treated

Tuolumne River water from Turlock Irrigation District (TID). The RSWSP has formally created a Joint Powers Authority (JPA), the Stanislaus Regional Water Authority (SRWA), consisting of the cities of Turlock, Modesto, and Ceres. The SRWA will pursue funding for various phases of the project. The SRWA is developing an agreement with TID for the provision of the drinking water. TID has already adopted an EIR for the project. Extensive planning work has been performed for the RSWSP, but additional work is still needed to update some aspects of the environmental review of the RSWSP. By being a member of the JPA, Turlock continues to be committed to the project. The RSWSP would initially provide up to 16,800 acre-feet per year (15 million gallons per day, mgd) of potable water to the City of Turlock, but could ultimately provide up to 22,400 acre-feet per year (20 mgd). The RSWSP facilities would include a surface water treatment plant and water transmission mains. The total cost of the RSWSP is estimated to be in the range of \$180 million to \$200 million. The City of Turlock's share of this cost is estimated to be about \$65 million. The City would also have to construct a water storage reservoir (an enclosed water tank), a booster pump station, and water distribution pipelines at a cost of about \$20 million. This potential surface water supply would provide over half of the City's future water needs.

At this time water rates have not been adjusted to reflect the additional revenue needed for this project; indeed current rates do not provide adequate revenue to cover existing operations and capital costs.

POTABLE WATER SYSTEM STRATEGIC GOALS

1. Continue participation in the Stanislaus Regional Water Authority (SRWA) with the Cities of Ceres and Modesto to consider various options for constructing, financing, and operating the Regional Surface Water Supply Project.
2. Update water rates to ensure that the City complies with the 1.2 debt coverage ratio specified in the City's existing water bond covenants.
3. In the short-term, construct additional groundwater wells so that water production capacity meets or exceeds state minimum standards.

SANITARY SEWER

The City currently maintains approximately 220 miles of sanitary sewer lines. Annually, monies are spent in the replacement of equipment, older, and smaller lines throughout the community based upon our Capital Improvement Program (CIP). During the course of each year, 30% of the City sanitary sewer collection system is cleaned and 14% is inspected. This O/M practice identifies areas needing attention for future CIP planning and reduces sanitary sewer overflows (SSOs). All SSOs have been reported electronically to the State since 2007, pursuant to the Statewide General Waste Discharge Requirements (WDRs) for Sanitary Sewer Systems, Water Quality Order No. 2006-0003 (Sanitary Sewer Order).

In 2003, the City of Turlock had 24 sanitary sewer overflows. By 2011, SSOs had been reduced to just four (4) all of which were minor incidents. The City's proactive approach to sewer

operation and maintenance means that SSOs in Turlock are infrequent and that Turlock exceeds the performance standard adopted by the State of California.

During fiscal year 2006-07 an evaluation was completed on a portion of the sewer trunk lines feeding the City's Regional Water Quality Control Facility (RWQCF). This evaluation revealed a number of bottle necks in the system that will need to be addressed within the next five (5) years. This is especially true of a portion of the major trunk line leading to the RWQCF.

SANITARY SEWER COLLECTION SYSTEM STRATEGIC GOALS

1. Complete a Sewer Master Plan once the General Plan has been adopted (2012). The Sewer Master Plan will identify the wastewater-related infrastructure necessary to serve future growth and development and assist in the formulation of capital facilities and development impact fees.
2. Continue aggressive sewer line preventive maintenance program to ensure compliance with State Water Resources Control Board's Sanitary Sewer Order of May 2, 2006 to reduce the incidence of SSOs in Turlock.

STORM WATER SYSTEM

The City's storm water system consists of a series of basins, pump stations, and a collection system that transports storm water either into a TID owned canal (pending permission) and/or to a City owned pipeline directly to TID Lateral #5 Drain. Operation and maintenance of this system is funded by sewer user fees. Expansion of the system is funded by development impact fees as calculated by a schedule developed in the City's storm water master plan written in 1995.

Issues currently being addressed and anticipated for the future are federally mandated storm water rules. As a Phase II agency, current requirements are not a particular problem. However, at some point in the future staff anticipates that conventional treatment may be required of the City's storm water. In anticipation of this possibility, steps have already been taken to transport collected storm water to a point adjacent to the RWQCF for treatment should the need arise. This scenario will require additional improvements at the RWQCF; however, the extent of those improvements has not yet been determined.

Storm water regulations are becoming increasingly stringent. Non-point source pollution is the single biggest contributor of water pollution in the USA. So far most of the City's storm water regulations are focused on construction sites. The City may have to take a more aggressive enforcement stance on storm water regulation in the future.

In the future, new development may have to include on-site treatment of storm water before it is discharged into the storm drain system – filters in catch basins, grassy swales, etc. Similarly, the use of porous concrete and asphalt is being required in some jurisdictions to reduce discharge to the storm drain system.

The City has prepared a Facilities Pollution Prevention Plan, as well as a RWQCB approved Storm Water Pollution Prevention Plan to address storm water contamination from the overall storm water system as well as City operations at the corporation yard. These Plans may have to be expanded to ensure that all City operations employ Best Management Practices to reduce the storm water impacts of City operations – this will affect streets, parks, and utilities maintenance.

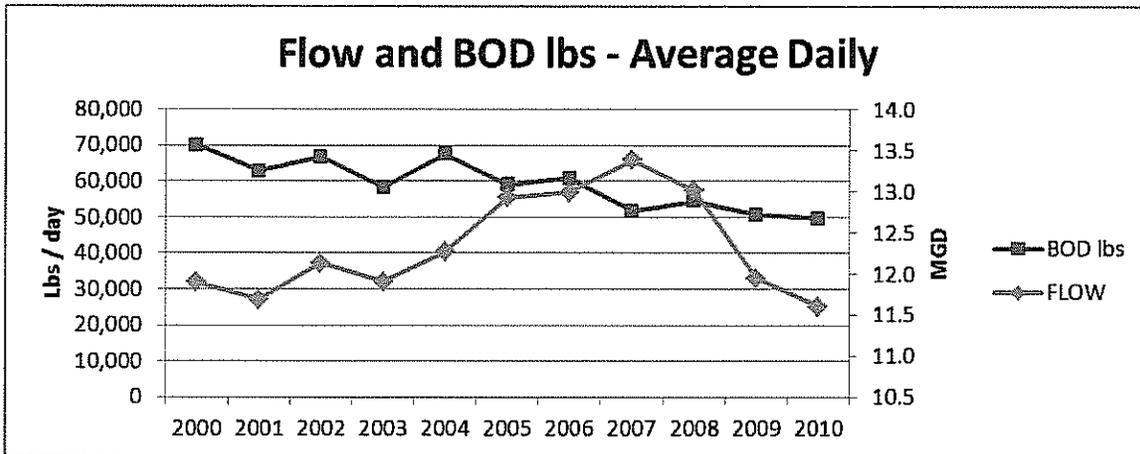
STORM WATER SYSTEM STRATEGIC GOALS

1. Complete a Stormwater Master Plan once the General Plan has been adopted (2012). The Stormwater Master Plan will identify the stormwater-related infrastructure necessary to serve future growth and development and assist in the formulation of capital facilities / development impact fees.
2. As part of the Stormwater Master Plan Update, review the costs and benefits of modifying City standards and specifications to increase the capacity of the storm drain system. If the City wishes to accommodate the run-off associated with larger storm events and prevent localized flooding, the capacity of the storm drain system will have to be increased.
3. Implement new stormwater regulations applicable to small municipalities (Small MS4s) promulgated by the State Water Resources Control Board in 2011 and amend the Turlock Municipal Code as appropriate.

WASTEWATER TREATMENT

The Turlock Regional Water Quality Control Facility (RWQCF) provides tertiary treatment of wastewater from the City of Turlock and the Community Service Districts of Keyes and Denair. Furthermore, the Turlock RWQCF processes one (1) million gallons per day of primary treated wastewater from the City of Ceres. Results of a capacity assessment in 2007 determined a need to expand the treatment capacity for organics at the RWQCF. In 2010, City Council authorized an increase in sewer user fees to cover the cost of debt service for a construction bond.

In 2012, a low-interest \$24 million State Clean Water Revolving Fund was authorized by the State Water Resources Control Board to fund an upgrade and expansion of the RWQCF. Construction of the project will commence in the fall of 2012.



The design for the RWQCF upgrade and expansion includes provisions to meet probable new discharge requirements as well as treatment processes that would carry a lower capital cost; however, these anticipated requirements were not incorporated into the new permit.

With these regulatory and economic changes, the short term improvements to the RWQCF have been staged into phases to better address the short and mid term needs of the facility.

Over the next 1-5 years, planned improvements at the RWQCF will include:

- a rehabilitated sewer trunk line
- new influent headworks
- new center columns on two primary flotators
- two new aeration basins
- one new secondary clarifier
- a new disinfection system
- additional blowers
- a new digester cover

With these improvements, the City will have the excess treatment capacity necessary to continue to attract additional industrial, commercial, and residential development. However, the cost of these improvements may impact rates; although, near term rate stability is forecast due to the prudent accumulation of reserves, low interest financing from the CWSRF, and lower than anticipated construction costs.

Finally, while not strictly capacity-related, an alternative means of disinfection (other than chlorination) will have to be implemented at the RWQCF to comply with State Waste Discharge Requirements.

Industrial Pre-treatment

The City has prided itself on a cooperative working relationship with its major industries, helping them work through wastewater discharge issues. Changes in federal regulations and communications from the EPA indicate that the EPA would prefer the City take a more stringent approach. The City may have to require more pre-treatment of industrial wastewater which will

increase operational costs for Turlock's industries. Further, the Regional Board has requested that the City develop a more aggressive enforcement program for industries that violate the terms of their permits.

The Harding Drain Bypass (HDBP)

The Harding Drain Bypass Pipeline project is moving forward with a construction start date of summer 2012. Once completed, this project will enable the City to more reliably meet the Waste Discharge Requirements adopted in 2010 by the Regional Water Quality Control Board (Regional Board). The Regional Board adopted Waste Discharge Requirements for the RWQCF that included different requirements for the concentration of disinfection byproducts (DBP) depending upon whether the City discharges its wastewater into the Harding Drain or directly into the San Joaquin River. In essence, when discharging to the San Joaquin River the City receives some credit for the dilutive effect of the greater flows in the river.

In addition, it is anticipated that this pipeline will become an integral part of the greater North Valley Regional Recycled Water Program. This project, as explained further in this plan, will provide recycled water to a water district on the west side of the valley as well as a long term revenue stream back to the City through the sale of this water.

WASTEWATER TREATMENT SYSTEM STRATEGIC GOALS

1. As a core economic development strategy, continually maintain adequate wastewater treatment capacity at the RWQCF to retain existing industries, foster expansion, and attract further industrial expansion in Turlock.
2. Ensure adequate funding for wastewater-related projects. Sewer revenues have not met projections. Nevertheless, a number of wastewater-related capital projects can be completed without the need to raise sewer rates. However, rising operational costs, the need for capital investment to comply with State standards, and future expansions to meet increases wastewater capacity demands may necessitate future rate increases.
3. Continually review rates to ensure adequate funding.
4. Pursue outside sources of funds (state, federal, etc.) to lessen the impact of upgrades and expansions on existing rate-payers.
5. To comply with the terms of the City's waste discharge requirements issued by the Regional Water Quality Control Board, construct facilities to implement an alternative means of disinfection (other than chlorination) at the RWQCF.
6. Continue participation in the North Valley Regional Recycled Water Project and find beneficial uses (irrigation, habitat, industrial cooling, etc.) for the City's recycled water as an alternative to discharging recycled water to the San Joaquin River.

AIR POLLUTION

Air pollution remains a significant problem in the San Joaquin Valley. The California Air Resources Board and the San Joaquin Valley Air Pollution Control District (SJVAPCD) regulate industry, including government, to reduce emissions.

AIR POLLUTION STRATEGIC GOALS

1. Retrofit or replace heavy duty diesel engines for on-road and off-road vehicles as required by state law. While the City currently complies with existing regulations, a further tightening of diesel regulations is anticipated. Vehicles that cannot be retrofitted must be replaced.
2. Replace older portable equipment as required by state law.
3. Comply with the Air Pollution Control District’s regulations pertaining to co-composting operations.
4. Implement clear air technologies to reduce Greenhouse Gas Emissions in all City operations where feasible and cost effective.

FLEET MAINTENANCE

In 2012, the City of Turlock’s fleet includes the following vehicles and pieces of equipment:

Emergency Vehicles	80
Heavy Duty Vehicles	68
Light Trucks and Automobiles	127
Small Equipment	437
CNG Vehicles	40
Pumps, Trailers, etc.	91
TOTAL	843

Apart from a few vehicles, like fire trucks, and some specialized pieces of equipment, the City’s entire fleet is maintained in-house by the City’s Fleet Services area. Over the past three (3) years, the Fleet Services area has significantly increased efficiency and productivity – two (2) full-time positions have been eliminated and yet the number of completed work orders has increased to over 4,500 per year.

FLEET MAINTENANCE BUDGET						
Year	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Total Budget	\$1,594,901	\$1,268,657	\$1,353,024	\$ 543,857	\$ 453,050	\$470,732

FLEET MAINTENANCE BUDGET			
Year	2010-11	2011-12	2012-13
Total Budget	\$ 543,857	\$ 453,050	\$470,732

In January 2011, the City Council rejected a proposal to privatize some or all parts of the City’s fleet maintenance operation. Overall, it was found to be more cost effective to keep fleet maintenance services in-house. For instance, only one company submitted an “on-site” bid where contract employees would work out of the existing fleet maintenance shop. The contract

services would cost at least \$163,077 more than if city staff continued to perform the work. Similarly, there were minimal costs savings associated with contracting for some “off-site” maintenance services.

FLEET MAINTENANCE STRATEGIC GOALS

1. Continue to monitor the costs of providing fleet maintenance services in-house and ensure that all work orders are completed efficiently and cost effectively.

PUBLIC EDUCATION/OUTREACH

State regulations often compel the City to conduct public outreach to educate the public on various environmental issues that are of a statewide concern. Examples include, but are not limited to:

- Water Conservation
- Stormwater Pollution Prevention
- Recycling and Waste Diversion
- Proper disposal of E-waste, U-waste, and Hazardous waste
- Sanitary Sewer Overflow Prevention
- Environmental Compliance

The Municipal Services Department uses the typical range of media to reach the public on a variety of environmental issues. Further, the Municipal Services Department has developed the “Go Green” program, which includes “Go Green Week” a school-based environmental awareness program. As time and resources allow, the department will continue to expand its environmental outreach programs. All of the City’s public education and outreach services are intended to promote environmental stewardship that serves to reduce City operational costs and conserve resources.

- Print Materials
- Direct Mailing- Door Hangers/Utility Billing
- Outdoor Advertising- Signage
- Broadcast Media- TV/Radio
- Print Advertisements
- School Programs
- Recycling Programs
- Events- Tradeshows
- Online/Interactive Educational Tools
- Presentations- Service Club, Businesses

STREETLIGHTS

The City of Turlock owns and operates approximately 4,200 streetlights. Approximately, 1,700 streetlights are located in landscape and lighting assessment districts which, in the vast majority of cases, fully fund the operation and maintenance of the lights. Approximately, 2,500 streetlights are funded as part of the street maintenance budget paid for by the Local Transportation Fund (LTF) whose revenues are derived from the sales tax on gasoline. As sales tax revenues have declined, so has revenue in the LTF. Since 2010-2011, the City Council has been forced to supplement streetlight operations with transfers from the General Fund to offset the reduction in LTF. This is a non-sustainable solution to streetlight operation and maintenance.

In 2009, the City was awarded \$643,100 in American Recovery and Reinvestment Act (ARRA) stimulus funds to replace 1,800 streetlights with energy efficient induction lamps. The operational savings from installing induction lamps will reduce monthly electrical bills by approximately 38% (\$85,000 per year). Further, the City received a one-time rebate by TID in the form of a billing credit for installing the energy-efficient street lights. From a long-term maintenance standpoint, induction lamps have the advantage of a rated life of 10 years, rather than 2-3 years for more traditional high pressure sodium lamps.

In January 2011, the City Council entered into a loan agreement with the California Energy Commission (CEC) for a low-interest (3%) Energy Conservation Act Loan. The loan would allow the City to retrofit approximately 2,000 streetlights to energy-saving induction lamps to reduce streetlight operations and maintenance costs. The proposed CEC loan is in addition to the grant of \$643,100 that the City received from the ARRA.

While the induction lamps are calculated to reduce energy use by 54%, TID has proposed to reduce the City's bills by only 38%. The City has requested that the TID implement a revised rate schedule, similar to the one adopted by Modesto Irrigation District, that would allow the City to fully realize the cost savings of its investment (48% reduction in monthly bills). TID has indicated that changes in the rate schedule may not include a reduced rate for energy-efficient street lighting. By not implementing the lower rate, the "pay-back" on the project stretches from eight years to 10 years – approximately the same as the lifecycle of the lamps. In conclusion, the new lamps funded with the CEC loan will reduce energy consumption and reduce maintenance costs but are neutral in terms of monthly utility savings.

STREETLIGHT STRATEGIC GOALS

1. Implement technologies that reduce streetlight power consumption
2. Ensure there is an appropriate return on investment for any streetlight retrofit project
3. Encourage Turlock Irrigation District to establish a rate structure for streetlights and other municipal lighting that reflects the power savings associated with newer technologies

EMERGENCY RESPONSE

The City's water and wastewater infrastructure is critical to public health. Therefore, the City undertakes significant planning to ensure that it is secure from risk of upset or terrorist attack. In cooperation with local, state, and federal agencies, the City prepares vulnerability assessments and emergency response plans to prevent catastrophic failure and to ensure that the City responds appropriately during an emergency. Further, Municipal Services staff at all levels has been trained in NIMS/SIMS, as appropriate.

EMERGENCY PREPAREDNESS STRATEGIC GOALS

1. Continue cooperative efforts with Turlock Fire Services, the Turlock Police Department, and other regional agencies in disaster preparedness and vulnerability assessments.
2. Conduct periodic table top emergency response exercises to assess the strengths and weaknesses in the City's response plans.

SOLID WASTE

The City of Turlock contracts with Turlock Scavenger for solid waste collection. Since 1992, Turlock Scavenger has operated a three-can curbside collection program that ensures all yard waste and recyclables are diverted from landfills. This ensures that the City of Turlock complies with the provisions of AB 939 (1989) that mandated local jurisdictions meet solid waste diversion goals of 25 percent by 1995 and 50 percent by 2000. Furthermore, the City partners with Stanislaus County to divert other materials from landfills, including: electronic waste (e-waste), universal waste (u-waste), hazardous waste, used motor oil, and vehicle tires. The City of Turlock is a member of the Stanislaus County Solid Waste Management Local Task Force (LTF) and the Stanislaus County Regional Solid Waste Planning Agency (Regional Agency).

The California Integrated Waste Management Board (CIWMB) has been reorganized and is now named the California Department of Resources Recycling and Recovery (CalRecycle). A number of solid waste-related laws have been passed over the past few years to move California toward the ultimate objective of being a "zero waste" society. With that in mind, the City faces a number of challenges in the solid waste arena.

SOLID WASTE STRATEGIC GOALS

1. Ensure rates are adequate so that Turlock Scavenger can maintain its successful three-can collection system that is essential for the City to comply with the diversion requirements of state law
2. Continue and expand special programs that encourage the proper disposal of hazardous and semi-hazardous materials
3. Implement additional waste diversion programs as necessary to comply with the State of California's adopted solid waste diversion rate of 75%

4. Implement a mandatory commercial and multi-family residential recycling program as mandated by 2006 California Global Warming Solutions Act (AB 32)
5. Continue annual Take Pride in Turlock Day to prevent illegal dumping
6. Investigate and evaluate alternatives to continued participation in the Stanislaus Regional Solid Waste Planning Agency

BUDGETARY OUTLOOK

Financial planning is critical to facilitate the proper funding and management of the City's utility systems, ensuring that revenues align with expenses for operations and maintenance, capital improvements, and debt service. Critically, financial planning ensures the long-term viability of the City's utilities and allows the City to maintain a high bond rating thereby reducing the cost of long-term debt.

A core component of financial planning is establishing predictable rates. The City is obligated to establish rates that ensure revenues are adequate to recover costs, provide for reserves, maintain support from bond rating agencies as well as plan and invest for future needs. Nevertheless, rates must to be consistent with community expectations and acceptability.

Water

In 2004, a series of five (5) water rate increases were adopted to fund a number of improvements to the City's potable water-related infrastructure, including: water meter installation and the development of an automatic meter reading system (AMR), new wells, and two (2) one million gallon water storage reservoirs (tanks). Since July 1, 2008, water rates have not changed. A 2009 proposal to adjust water rates to ensure that revenues were not adversely impacted by a transition to meter-based billing was not adopted.

Nevertheless, the Water Fund has built up reserves which are being used as a hedge against declining revenues as well as for funding for capital projects. The reserves increased due to the lag time between increasing rates and selling municipal bonds to make a number of capacity and operational improvements to the City water utility.

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Total Operating Revenues	\$9,675,571	\$9,810,527	\$9,229,601	\$7,736,308	\$6,129,330	\$6,843,805
Total Operating Expenses	\$4,910,148	\$5,060,032	\$4,134,523	\$6,051,381	\$4,548,167	\$5,595,290
Debt Payment	\$4,764,423	\$2,088,024	\$2,026,955	\$2,027,550	\$2,028,550	\$2,028,550
Net Income	\$2,529,979	\$2,518,015	\$3,068,123	\$(342,623)	\$(447,387)	\$(780,035)
Minor Capital	\$2,683,849	\$2,246,768	\$1,978,474	\$558,939	\$797,592	\$897,858
Total Fund Balance	\$19,513,636	\$23,564,538	\$18,228,768	\$21,296,891	\$21,112,827	

Wastewater

A series of four (4) sewer rate increases were implemented in 2002-2005 to fund an upgrade to the RWQCF mandated by the RWQCB to meet new discharge requirements (nitrification and tertiary treatment) and to construct the Harding Drain Bypass. The increases were: 19%, 19%, 19%, and 13%. Further, in 2008 the City Council adopted a multi-year rate schedule that included a series of six (6) sewer rate increases for the period 2008-2013. The rate schedule includes the following rate increases: 7%, 4%, 4%, 3%, 2%, and 2%. The purpose of these rate increases was to fund the expansion of unit processes at the RWQCF so that the capacity to process organics matches the RWQCF's hydraulic capacity of 20 MGD.

Two (2) major capital projects have been planned for some time. First, the construction of a 5.5-mile outfall pipeline which will allow the City's effluent to bypass TID's Harding Drain and discharge directly to the San Joaquin River. The Harding Drain Bypass will result in more favorable effluent limits for the City's wastewater discharge. Second, an expansion to the RWQCF to construct a new headworks and increase the RWQCF's capacity to process organics. These projects will commence construction in the summer of 2012 and were financed in part by low-interest loans from the State of California through the Clean Water State Revolving Fund (SRF). As compared to conventional municipal bond financing, the SRF loans will save \$15 million over the life of the loans.

In adopting the 2010-11 budget, the Turlock City Council established a policy for minimum reserves in Fund 129 (Water Quality Control), specifically:

Operating Reserve: \$4,000,000 (25% of expenditures)
 Capital Reserve: \$1,500,000
 Debt Service Reserve: \$4,420,356
 Total: \$9,887,356

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Total Operating Revenues	\$14,789,018	\$16,326,134	\$17,019,164	\$16,466,447	\$15,368,703	\$17,469,475
Total Operating Expenses	\$13,304,887	\$14,958,843	\$15,834,751	\$15,866,177	\$13,678,470	\$17,108,169
Debt Payment	\$4,762,128	\$4,758,327	\$4,775,434	\$4,769,703	\$4,777,015	\$4,769,140
Net Income	\$1,484,131	\$1,367,291	\$1,184,413	\$600,270	\$1,690,233	\$361,306
Total Fund Balance	\$16,803,821	\$12,091,641	\$4,672,858	\$7,605,815	\$9,293,639	\$8,479,887

Because flows to the RWQCF have declined during the recession, rate increases implemented in 2008 have not realized the projected revenues.

STAFFING / SUCCESSION PLANNING

In 2012, the Municipal Services Department totaled 76 full-time employees with two (2) additional positions created in the 2012-2013 budget year. In the spring of 2011, three (3) long-term vacancies in the Utilities Division were filled by employees transferring from the Public Facilities Maintenance Division. The transfers were a win-win for the City, allowing qualified employees to move from General Fund supported areas to fill vacant positions in the Utilities Division.

The Municipal Services anticipates adding more staff over the next few years as the City grows and the size and complexity of its infrastructure increases. Future staffing needs are outlined below:

Fleet Services

In the 2006-07 fiscal year, there were six (6) positions in the Fleet Services. Two (2) positions were eliminated and the division now has only four (4) full-time employees. A part-time employee was added in 2011-12.

Utilities Division

In the 2006-07 fiscal year, there were 11 positions funded by the Wastewater Utility and nine (9) positions funded by the water utility for a total of 20 positions (including the Utilities Manager). During the 2007-2011 fiscal year, three (3) of these positions became vacant and were held vacant due to a citywide hiring freeze. In the spring of 2011, three (3) of these vacant positions were filled internally by moving qualified personnel from General Fund supported areas to the Utilities Division. In the 2011-2012 fiscal year, one (1) new position was created in the Utilities Division to assist with the implementation of meter-based water billing and to expand the City's water conservation efforts.

Electrical Mechanical

There are nine (9) electrical mechanical technicians, one (1) technical services supervisor, and one (1) electrical instrumentation technician funded by the City's wastewater and water utilities. In the 2011-2012 fiscal year, an additional electrical instrumentation technician position was funded by the wastewater enterprise fund.

Water Quality

There are 17 positions funded that report to the City's Water Quality Control Division Manager, including two Laboratory Analysts (one of who is funded by the City's water utility). A Wastewater Plant Operator is vacant due to the retirement of a long-term employee. The Municipal Services Director is also accounted for in the Water Quality Control Division.

Administration / Regulatory Affairs

There are seven (7) employees in the City’s Administration / Regulatory Affairs Division including the Purchasing Coordinator and Regulatory Affairs Manager.

Finance Division

There are eight (8) employees in the City’s finance Division that are funded by the City’s wastewater and water utilities. These employees report to the City Manager or designee.

Public Facilities Maintenance (Storm Drain Basins)

The wastewater utility funds eight (8) positions in the City’s Public Facilities Maintenance Division. These workers duties are to maintain the landscaping in the City’s 97 acres of storm drain basins.

STAFFING SUMMARY				
Division	2006-07	2011-12	2012-13 (or next 5 years)	Comments
Fleet	6	4.5	5.5	1 FT parts clerk / mechanic
Utilities	20	22	24	2 Utilities Workers
Electrical Mechanical	11	12	13	1 Electrical Mechanical
Water Quality	19	17	20.5	2 Sr Operators 1 PT Env Compliance Insp 1 Lab Analyst
Administration	7	7	8	Stormwater Program Analyst
Finance	8	8	8	
Public Facilities Maintenance (storm)	8	7	7	
Total	79	77.5	85	

REGIONAL COOPERATION

The City is currently involved in a number of regional efforts to ensure the stewardship of local resources, particularly water.

Integrated Regional Water Management Plan (IRWMP)

An Integrated Regional Water Management Plan (IRWMP) is a voluntary and comprehensive non-regulatory planning document prepared on a region-wide scale that identifies broadly-supported priority water resources projects and programs with multiple benefits. The adoption of an IRWMP is essential to be eligible for state funding for water-related projects.

North Valley Regional Recycled Water Program (NVRW)

This is a proposed recycled water project to deliver up to 53,000 acre-feet per year of Title 22 recycled water to the drought-impacted west side of Stanislaus County, principally the Del Puerto Water District. This quantity of water would be available from the combined Cities of Modesto-Turlock-Ceres effluents and could irrigate 15,600 acres of land per year (at two acre-feet per acre of applied water). An additional 15,682 acre-feet per year of recycled water could be made available by upgrading the City of Modesto's treatment system to process secondary-treated wastewater that is currently being disposed of by land application to tertiary levels. At the above-described build-out scenario, a total of 53,000 acre-feet per year of recycled water would be available for unrestricted farmland irrigation.

Regional Surface Water Supply Project (RSWSP)

As a member of the Stanislaus Regional Water Authority (SRWA), the City of Turlock is pursuing the development of a Regional Surface Water Supply Project (RSWSP) that would supply treated Tuolumne River water from the Turlock Irrigation District (TID). The RSWSP has formally created a Joint Powers Authority (JPA), the Stanislaus Regional Water Authority (SRWA), consisting of the cities of Turlock, Modesto, and Ceres.

The SRWA will pursue funding for various phases of the project. The SRWA is developing an agreement with TID for the provision of the drinking water. TID has already adopted EIR for the project. Extensive planning work has been performed for the RSWSP, but some additional work is still needed to update some aspects of the environmental review of the RSWSP. By being a member of the JPA, Turlock continues to be committed to the project. The RSWSP would initially provide up to 16,800 acre-feet per year (15 million gallons per day, mgd) of potable water to the City of Turlock, but could ultimately provide up to 22,400 acre-feet per year (20 mgd).

The RSWSP facilities would include a surface water treatment plant and water transmission mains. The total cost of the RSWSP is estimated to be in the range of \$180 million to \$200 million. The City of Turlock's share of this cost is estimated to be about \$65 million. The City would also have to construct a water storage reservoir (an enclosed water tank), a booster pump station, and water distribution pipelines at a cost of about \$20 million. This potential surface water supply would provide over half of the City's future water needs

BUDGET PICTURE

The Municipal Services Department does not operate in isolation from the rest of the City organization. While revenues for the City's sewer and water utilities have remained relatively stable despite the economic downturn, the Municipal Services Department has implemented the same cost savings measures as those departments affected by declining revenues. However, unlike most other departments which are labor intensive operations, utilities are capital intensive operations. For instance, in the Water Fund, labor-related expenses equate to 31% of total costs; in the Wastewater Fund labor-related expenses equate to 35% of total costs. Therefore, reductions in labor and benefit costs realize a smaller cost savings in the Municipal Services Department compared to other departments which tend to be more labor intensive.

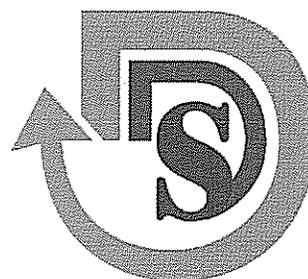
Because other departments provide services to the Municipal Services Department, the water and sewer enterprise funds must, in proportion to the cost of providing the service, reimburse those departments for those costs.

	Water Fund	Sewer Fund	Total
General Fund Administration	\$ 144,125	\$ 399,695	\$ 514,740
Public Safety Services	\$ 173,655	\$ 307,638	\$ 481,293
Total	\$ 317,780	\$ 707,333	\$ 1,025,113

BUDGETARY STRATEGIC GOALS

1. Continue to implement cost savings measures to reduce the costs of operations and pass those savings onto customers in the form of lower or fewer future rate increases.
2. Review staffing levels in relation to work demands, particularly as responsibilities for operations and maintenance increase, such as: the addition of 18,500 water meters, an automatic meter reading system, two water storage tanks, and the Harding Drain Bypass.
3. Continually review the impact of the City’s water and sewer utilities on the General Fund and reimburse the General Fund as allowed by law.

3E



Development Services Department

2007 Strategic Plan

Updated February 27, 2007

Action Plan Update February 22, 2008

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INTRODUCTION

When I was asked to lead the new Development Services Department (DSD), I was truly honored and excited. Each and every one of us has a wonderful opportunity to touch the lives of so many within our community. Every structure built, utility installed or roadway constructed is designed, reviewed and inspected by DSD personnel. In addition, we aid people from all walks of life with the operation and maintenance of the fixed route and Dial-a-ride bus system. Each of us, in some way, plays a part in the shaping of our community. Our decisions today will affect the community, environment and our citizens for generations to come.

With this opportunity comes great responsibility. Not only do we insure the safety and viability of our community, we also aid in the enhancement of our local economy. Providing excellent customer service and partnering with business and contracting community stimulates job creation and economic growth. We are indeed regulators and enforcers of the codes and standards. However, we need to keep in mind that there is a right and wrong way to conduct ourselves. Be mindful with how we are affecting the customer ability to perform its job. Treat them how you would want to be treated. Providing outstanding customer service and partnering can be both powerful and effective. By adopting this way of doing business, our citizens and development community will soon see Turlock as the best place in the San Joaquin Valley to live and do business.

As I have gotten to know all of you, I truly believe that we have the right people in place and we can make a difference. As you read through this document, remember that many of your peers participated in its creation. It is a reflection of many outstanding ideas and in some ways a change of direction. As a living document, the strategic plan will be routinely reviewed and modified as the department evolves and as the needs of the community change. Together we will implement new ideas and procedures. Together we will make a difference.

Michael Pitcock

PURPOSE OF A STRATEGIC PLAN

The purpose of strategic planning is to improve the chances of reaching desirable possible outcomes. This Strategic Plan provides a framework to systematically and deliberately address issues and opportunities brought out in our recent department assessment. The policies, goals and action plans defined in the Strategy are intended to align DSD with the City's Strategic Plan and specifically address employee and internal/external customer issues. The purpose of the Strategy is to translate opportunities into action and ultimately achieve positive results. Employee participation in the strategic planning process is critical to success. While parts of the Plan will be specifically defined by management, teams of employees will help define the work environment, department goals and carry out much of the Action Plan.

The Strategic Plan is a “working document” that is reviewed and revised every 3-4 months. While our goals remain the same, our methods and timeframes for execution will vary due to unforeseeable influences. Therefore, it is important to regularly review our progress and adjust actions to stay focused on the goals.

The purpose of each section of the Plan is as follows:

Introduction. A good strategy must begin with a description of the “big picture” that describes how the department supports the City's master plan, contributes value and where it fits into the outside world. Senior management must articulate the desired future state for the department, how it interacts with customers and what value is provided to them.

Assessment. Prior to taking action, an evaluation of the organization's current state is required. The Assessment must bring to light the facts about the organization's strengths, weaknesses, opportunities, challenges and threats. Illumination of the facts is required to draw proper conclusions and take effective corrective action. Without an honest, objective assessment, any plan for the future is doomed from the beginning.

Strategic Goals. Once the assessment is complete, the organization's management can prioritize future-focused objectives. To have a high probability of success, organizational goals must be defined in each of the following areas:

- Employee Development – includes hiring, staffing, structure, training, performance management, supervision, etc.
- Customer Service – value to customer is defined, delivered and measured
- Process Development – speed and accuracy are refined to the point of diminishing returns
- Financial/Budget – includes revenue generation and cost controls

Failure to address all four of these key result areas simultaneously will result in a “sub-optimized” organization and require constant reaction to out of control or uncontrollable dynamics. Proactive simultaneous development of the four areas eventually will result in a predictable routine of productivity and job satisfaction.

Performance Measures. Measures are needed to show improvement and compare actual performance to targets.

Communication and Accountability Process. Defines how we'll regularly communicate to keep everyone informed of progress, problems, and corrective actions.

Action Plan. Specifically states what we're doing (who, what, when) to make our strategy a reality.

DEPARTMENT ASSESSMENT (excerpts from Assessment Reports)

Employee Feedback (documented in Department Assessment, 1/11/07)

Prior to establishing goals and improvement projects, all employees in the Dept were asked: **“What improvements/results would you personally like to see as a result of this process?”** Responses were as follows:

1. Improved, open communication
 - between Engineering and Building Inspection Divisions
 - between management and employees
 - between coworkers
2. Staffing and salaries at comparable levels
3. Improved customer service and overall perception of newly combined DSD
4. More training and cross-training within and between DSD Divisions
5. Improved and streamlined procedures throughout DSD
6. Consistent, timely, individual accountability for behavior and performance expectations
7. Recognition/morale
8. Rewards for production and expertise
9. Develop camaraderie between Divisions

External Customer Feedback (documented in Customer Service Assessment, 1/19/07)

Other Departments, members of the development community, contractors and business people were also asked to give feedback. Respondents identified a number of desired improvements when asked to describe an “ideal” customer service experience in working with DSD. Responses are as follows:

1. Process project submittals in a timely manner; develop a streamlined, predictable process that minimizes/eliminates repeated inspections and rework.
 - Develop comprehensive checklists with anticipated timeframes and customer/DSD staff responsibilities
 - Conduct complete inspections the first time, and sign off that approval will be given if designated corrections are satisfactorily completed at second inspection; stop adding additional items at subsequent inspections
2. Improve communication between DSD staff and customers.
 - Do a better job of informing customers “up front” of fees and processes required, including customer responsibilities
 - Initiate timely updates to customers
 - Respond within 24 hours to a question or request for information
3. Stop imposing “preferences” that exceed or are outside the boundaries of code or ordinances.
4. Eliminate arbitrary judgment calls; implement a fair, fact-based process that also incorporates common sense.
5. Improve communication within DSD Divisions and between DSD and internal departments, particularly in tracking status of projects.
6. Treat customers with respect; take the lead in establishing partnerships that value the contribution customers make to the community.
7. Develop a sense of urgency; understand the customer perspective that “time is money”; inefficiency generates costly delays for customers.
8. Display more of a “how can we help you?” mindset and “can-do” attitude.

STRATEGIC GOALS

The DSD strategy is to set goals that include balanced and integrated measures of performance. Goals address the prioritized issues and opportunities as defined in the Assessments mentioned above. Our goals consist of a linked series of objectives and measures that are both consistent and mutually reinforcing. To cover all desired results from the Assessments, goals have been defined in four Key Result Areas (KRAs): Employee Development, Customer Service, Internal Work Processes, and Budget Performance. Goals and objectives will be reviewed and refined quarterly.

Key Result Area: Employee Development

Goal #1: Develop and Sustain a Cohesive Senior Management Team

Objective: Sustain management team cohesiveness and problem-solving approach

Task: Complete and initiate Strategic Plan by 3/1/07

Task: Lead regularly scheduled staff meetings focused on departmental performance and problem solving

Objective: Provide leadership and clear direction to staff regarding performance expectations and results

Task: Complete "Performance Criteria for DSD Managers" by 3/20/07

Task: Monthly Operations Reviews focused on measured results (see **Communications and Accountability Process** below)

Task: Quarterly Reviews of Departmental performance to Strategic Plan(s)

Task: Quarterly strategic re-evaluations by management team. Adjust Strategy as needed.

Objective: Organizational restructuring (personnel and processes) as needed to delegate more responsibility effectively to the working level

Task: Each Workgroup manager identify goals to support Strategic Plan

Task: Quarterly Reviews of Work group performance to Strategic Plan

Task: Create "Permit Tech" position(s)

Goal #2: Assess and determine "right size" staffing levels for each workgroup

Objective: Complete work analysis study to determine headcount requirements for each workgroup by 2/15/07, Childress Consulting

Task: Capture current and projected workload for each workgroup

Task: Assess need for salary adjustments, salary survey of comparable agencies,

Task: Submit recommendations to management

Goal #3: Improve employee development, recognition, and rewards programs

Objective: Develop and implement a "Workforce Development Plan"

Task: Assign Project Team to create Plan (3/07)

Task: Management Team execute Plan (4/07)

Task: Evaluate job descriptions, and career planning

Objective: Implement "Performance Management Process"

Task: Training (3/07 Childress Consulting)

Task: Employee Performance Plans and coaching sessions completed (4/07)

Objective: Identify training/cross-training needs by workgroup

Task: Assign Employee Development Team to come back with recommendations

Objective: Department managers lead teambuilding and recognition programs

Key Result Area: Customer Service

Goal: Improve customer service and relationships

Objective: Improve customer processes (see Internal Work Process goals)

Objective: Train customer using checklists and process instructions

Objective: Create "Permit Center"

Objective: Develop an effective complaint system

Objective: Customer Service training for employees

Objective: Create customer feedback tools (at Front Counter)

Key Result Area: Internal Work Processes

Goal: Streamline internal processes to improve efficiency and service to customers

Objective: Assign Project Team to identify work processes to improve. Streamline flows and procedures.

Task: Map processes completely, improve timeliness and accuracy

Task: Document critical operating procedures

Task: Define performance measures and targets (speed, accuracy, improvements)

Task: Refine abbreviated process for resubmissions

Task: Refine Plan Review for small projects

Objective: Develop workload tracking system

Task: Refine and optimize utilization of current tracking tools

Task: Determine budget needed for upgrades, if any

Task: Training required?

Objective: Maximize capabilities of the front counter to complete customer needs

Task: Combine Front Counter personnel with a single supervisor

Task: Refine job descriptions

Task: Set up procedures to expedite work through the department

Task: Front Counter or designated supervisor lead daily meetings to review status of workload

Objective: Benchmark outside organizations to assess "best practices"

Task: Identify what to benchmark (processes, technology, staffing, etc.)

Task: Identify benchmarks (networking, other cities)

Task: What questions need to be answered?

Task: Plan and complete project

Key Result Area: Financial Performance

Goal #1: Assess opportunities for generating revenue

Task: Complete fee study and make recommendations

Task: Determine potential for "quick turn" premiums

Goal #2: Control costs

PERFORMANCE MEASURES

The following measures will be use to track Department progress:

- Productivity
 - Work In Process (% of output meeting commit dates)
 - Number of customers served at counter (include phone calls)
 - No. of Plan Reviews completed each week
 - Field no. of inspections
 - Permits issued (C of O's)
 - Plan revisions
 - Track projects (current, planned, projected)
- Financial Performance
 - Budget
 - % Cost recovery

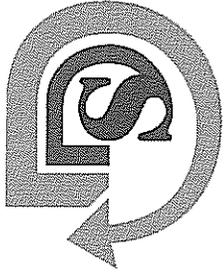
COMMUNICATIONS and ACCOUNTABILITY PROCESS

When asked what result or improvement they wanted from this process, employees' number one response was "improved, open communication". While a number of approaches are being taken to improve communication, a more formal process is needed to routinely meet with employees to better communicate with them.

While most meetings are boring and ineffective, a well-run meeting is the best way to communicate in many cases. The following communication schedule will be followed:

- Weekly Department Staff Meetings ("Tactical" Meetings)
Purpose: Focused on immediate concerns, resolve issues, solve immediate problems
- Weekly Project Team Meetings (Process and Employee Development Teams)
Purpose: Review progress on assigned action items and plan next steps
- Monthly Strategic Reviews
Purpose: Management Team reviews **Strategic Action Plan** (pg 9) and refines it as needed

- Monthly "Operations Reviews" (All-Staff Meetings)
Purpose: Provide a progress report to all employees and solicit their support
- Quarterly Strategic Review and Planning
Purpose: To maintain focus and sustain forward progress on the Strategic Plan
- Quarterly Performance Reviews
- Purpose: Assess individual employee performance and clarify personal objectives that support the Department Plan



Action Plan

Department: Development Services	Date: 2/27/07
Manager: Mike Pitcock	Action Plan update due: 4/1/07

Item No.	Task	Person(s) Responsible	Due Date	Current Status
1.	Complete 2007 Strategic Plan	Management Team	3/1/07	Complete
2.	Staffing Report	Childress Consulting		Complete, submitted on 2/10/07
3.	Employee Development			
a.	Communications meeting schedule established	Mike P.	2/07	Weekly, monthly, quarterly communications scheduled.
b.	Complete "Performance Criteria for DSD Managers	Mike P.	3/07	
c.	Complete Individual Manager Performance Plans	Mike P.	3/07	Manager Performance Plans will include Mike's expectations of the manager's work group
d.	Work Group Plans	Managers	3/07	Each Manager will define specific objectives and performance measures for their individual work groups. These will become an attachment to their individual Performance Plans
e.	Employee Performance Management	Various	4/07	Childress Consulting will provide employee training on 3/20/07. Employee Performance Plans will be complete by 4/15/07.

f.	Complete and put into action the "Workforce Development Plan"	Mike P.	3/07	The Employee Development Team has the action item to complete the Workforce Development Plan. Once completed, the Management Team will need to ensure the Plan is carried out.
g.	Training & Cross-training	Employee Development Team	4/07	The team will submit training recommendations to management
i.	Teambuilding and recognition	Management Team	ongoing	Mandatory Team building class has been completed by all staff. Quarterly "all staff" meeting are held and employees are recognized for efforts as part of the meeting agenda
4.	Customer Service			
a.	Create Permit Center and "Permit Tech" position	Mike P./Maryn P.		Job descriptions for a Development Services Tech series have been drafted and salary comparisons with other jurisdictions have been prepared. Currently positions will be reclassified as part of the 2008-09 Budget process. Staff have been identified and the cross training process has begun.
b.	Develop an effective complaint system	Maryn	Completed 09/07	An online survey was developed that individuals could fill it out online, which can be done anonymously. The feedback form automatically drops into the DSD Director's email for review and possible action. Other complaint forms have been drafted for the front counter use.
c.	Customer Service training	All employees	Summer 2008	Exit surveys are being considered for use at the completion of a specific project.
d.	Create customer feedback tools	TBD	2008	Entered into an agreement with Merced College for their series of ten classes as part of their Customer Service Academy. Each class has 60 enrollment slots. DSD averages more than 50 for each class.
5.	Internal Work Processes			Solicit feedback at front counter
a.	Assign Team	Mike P.	Done	Internal Process Team was assigned to create flow charts, standard operating procedures and checklists.
b.	Define performance measures and targets	Management Team	3/07	Each manager will decide which performance metrics to measure and what the targets will be.
c.	Abbreviated process for resubmissions	TBD		There has been some aspects of the abbreviated submission but not throughout DSD.

d.	Refine workload tracking systems	Management Team	Going on Now	Planning and Engineering now use similar tracking systems. Research has been done to identify software designed to assist in the intake, processing and tracking of projects. Collaboration and support and been sought with the Administrative Service Director and both purchase and ongoing funding strategies are being identified.
e.		Maryn P.		Specific improvements ongoing – participated in a webinar on the Accela Automation program as one of the possible solutions to a unified tracking system.
f.	Benchmark outside organizations	Maryn	3 rd Qtr 2007	Staff visited the County of Stanislaus and Cities of Modesto, Stockton, Sacramento and Roseville as well as has corresponded with several other cities to learn more about “what works”. Findings have been included in goals and strategies. Staff should remain on the lookout for even more options for improvements.
6. Financial Performance				
a.	Complete fee study	Mike P.	TBD	DSD has initiated a building fee increase that was adopted by the City Council. In late 2007. A follow up nexus study will be done second qtr of 2008 that will be making a recommendation to Council by June 2008.
b.	Assess opportunities for to charge a premium price for “Quick Turns”	TBD		The City has used valuation as basis for fees which precludes a nexus for a quick turn strategy. With the new fee nexus study being done which will be based on costs, a nexus for quick turns can be established. This option will be available in the future for customers under the new fee structure.
7. Complete Strategic Plan Reviews				
	Monthly update (Action Plan only)	Mike P. Mike P.	Scheduled 4/07	To ensure focus on strategic priorities:
	Quarterly update	Mike P. Mike P.	6/07 1/08	1. Every month this Action Plan (who, what, when) will be updated to reflect current status of action items and assign action items for the next 30 days.
	Annual Strategic Plan		April 8, 2008	2. Every quarter (3 months) goals and objectives will be reviewed and revised by the Management Team. 3. At the beginning of each year a new Strategic Plan will be created.

2014 Economic Development Strategic Plan

City of Turlock



October 2014

Acknowledgements

City Council

Mayor John S. Lazar

Vice Mayor Forrest White

Councilmember Amy Bublak

Councilmember Bill DeHart

Councilmember Steven Nascimento



Mayor's Economic Development Task Force

Sharon Silva (Chair) Mike Brem (Vice-Chair)

Rich Borba, Chris Borovansky, Michael Camara, Jeff Chapman, Jaskaran Dhesi, Eric Gonsalves, Julio Hallack, Benjamin Hector, Jennifer Helzer, Mathew Jacob, Diana Lynn Kaysen, Kris Klair, Yates McCallum, Richard Mowery, Jessie Orosco, Gil Perez, Jim Reape, Ram Saini, Jim Shade, Larry Smith, Jan Tucker, Anokeen Varani, Ed Yonan

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A Message from the Mayor

A new day is dawning in Turlock. Our City has awakened with the hope that surrounds a new morning and the opportunities it brings. There is a new attitude at City Hall. Bold new ideas are emerging. Old divisions are being bridged. The City's growth and development are being reinvigorated. Turlock is a City on the Move.



Economic development is more than just infrastructure, jobs, and buildings. It is a pathway to self-sufficient neighborhoods and a fiscally sound City. As the economy continues to improve in the coming years, it is essential that Turlock is recognized for its assets and is known as a welcoming and effective city in which to conduct business. Our Turlock Regional Industrial Park is a unique asset with which we can uniquely market ourselves as the Silicon Valley of Food processing.

This Economic Development Strategic Plan is a purposeful, concentrated effort to achieve this vision with a focused use of the City's resources. The Plan's activities will result in strategic projects that are intended to have a catalytic effect on Turlock's overall economy and City revenues. At the same time, the workforce development partnerships and the community events will help to ensure that economic growth is leveraged to create opportunities and lifestyle improvements for Turlock's residents, and to develop quality, good-paying jobs available to a well-prepared and educated workforce.

Economic Development is the responsibility of our Turlock City Council, staff and our community partners. It is truly a team sport. In order to have the strong presence needed to leverage the economic rebound, all of us may embrace an economic development perspective in all that we do, and be willing to proactively coordinate efforts efficiently and effectively across organizations.

I want to thank the Mayor's Economic Development Task Force for its dedication and tireless efforts over this nine month period. I would like to recognize Turlock Chamber of Commerce CEO Sharon Silva for her leadership in chairing the task force as well as to express my appreciation to Planning Commissioner Mike Brem for serving as the Vice Chair.

We look forward to working with all of our partners to make this Plan a reality, and to achieving a model outcome for others to emulate.

Mayor John Lazar

2014 Vision

We will support an economically and socially diverse population, and a vibrant business community through partnerships and by fostering development that offers people the opportunity to live and work in Turlock.

Report Objectives and Scope

In the Mayor's State of the City Address in 2013, he called for a renewed effort for a community based collaborative economic development strategic plan to better assess and address current and future economic development efforts. This report was done by City staff with the invaluable contributions and participation of the Mayor's Economic Development Task Force.

Objectives of the plan are to position the City for long range economic growth by attracting new business and industry and to increase the visibility of Turlock in a crowded and competitive economic development marketplace. This initiative was made possible with assistance and cooperation from the Stanislaus Business Alliance and CSU Stanislaus' Business Department.

The Strategic Plan report is presented in four sections; Report Objectives and Scope, which includes a summary of findings and recommendations.

The Economic Profile and Competitive Assessment, presents a review of the economic characteristics of Turlock in relation to understanding and assessing impediments to and needs for economic growth and development in Turlock. Competitive strengths and weaknesses are also identified and evaluated in this section, including review of assets and attributes that make Turlock an attractive location for economic growth and review of liabilities and shortcomings that may hinder the City in attracting and sustaining economic growth.

Economic Development Opportunities and Targets, identifies and profiles several types of businesses and industries for which the Turlock area is well suited and can become more competitive. Long-range economic development goals and objectives and a short-



Figure 1- Aerial view of the Turlock Regional Industrial Park

term five-year action plan are presented in this section, Strategic Goals, Objectives, and Action Plan.

Mayor's Economic Development Task Force

The purpose of the Mayor's Economic Development Task Force was to identify strategies to make Turlock a stronger economic competitor. The Task Force was a collaborative effort involving private citizens, local government, the business community, and economic development professionals.

This effort was intended to combine the latest research and practices on successful approaches to economic vitality with strategies focusing on business retention, business expansion, and business recruitment. By committing to economic growth and competitiveness, the community is sending a clear message of support for sustainable job creation and improved quality of life for all residents. Ultimately, the task force envisions Turlock as a community that is a highly desirable place to live, work, and play.

The Task Force was comprised of key stakeholders who provide leadership and direction by identifying best practices and policy considerations for the public and private sectors and monitoring the effectiveness of the effort. The Task Force fills a critical role in representing the interests of various community stakeholders; it is also a deliberate effort to involve them in mapping the needs, strategies, and impact of the work that is done.

Background

Turlock's economy has traditionally been based on agriculture, agriculture-related industries (primarily food processing), and other manufacturing. Its location in the heart of the San Joaquin Valley, home to some of the most fertile farmland in the world naturally led to Turlock's agricultural heritage and employment base.

Over the past 50 years, Turlock's population has grown from 9,000 in 1960 to 70,000 today. The economy has shifted to focus on schools, government, and service businesses to serve the population. The largest single employer is now the Turlock Unified School District. The largest industry sectors are state and local government (15 percent), retail (14 percent), manufacturing (14 percent), health care and social assistance (12 percent) and accommodation and food services (10 percent). These activities will likely remain the strongest components of the city's job base as the population continues to grow.

The City of Turlock has, in media reports, referred to ourselves as the “Silicon Valley of Food Processing”, which has received some notoriety. The Food Processing Industry is a mature sector of the economic landscape that loosely tracks underlying demographic trends, such as population and income growth. Companies generate revenue from the sale of food and ingredients to a whole host of customers, ranging from supermarket chains and local vendors to restaurants and even overseas customers.

This economic sector is praised by both economists and investors for its ability to deliver consistently positive investment returns. Indeed, over the past 20 years, food processing stocks have, on average, delivered high single-digit annual total returns, with much less volatility than other market segments. Turlock believes it is well positioned to take advantage of its strengths and build upon this strong existing industrial food processing base to attract other potential companies.

Business Outlook

According to Dr. Gökçe Soydemir, the Foster Farms Endowed Professor of Business Economics at California State University, Stanislaus and a member of the Mayor’s Economic Development Task Force, who has released a midyear update to his third annual Business Forecast Report in May 2014, which was originally published in December. Among the highlights from Soydemir’s findings in this midyear update include:

- Total employment in the Valley registered slightly above 1.6 million in 2013, with construction employment growing the fastest and retail trade employment showing the most remarkable growth. Soydemir said the total employment growing by 1.63 percent was typical long-term behavior, making steady increases likely over the next two years. Some employment areas, like the information, government and financial activities sectors, are not expected to improve as quickly.
- Home values continue to climb sharply, increasing by more than 18 percent in 2013. While significant increases are expected to continue — with a projection of 20 percent annually through the first half of 2016 — they are likely to settle into a steadier rate of growth in the years to follow. Housing permits also grew significantly in 2013, and foreclosures dropped to pre-recession levels and are projected to remain low.
- While employment in the Valley has shown strong growth, the same cannot be said for wages. After posting increases of 2.02 and 1.55 percent in 2011 and 2012, respectively, average weekly wages in the Valley dropped by 0.04 percent in 2013. Projections for the next two years point to small increases of about 0.15 percent per year.

- Bank deposits continued to grow at a steady rate of 4.64 percent in 2013, similar to the growth rates of 2011 and 2012. While still below the 10-year benchmark rate of 7 percent, the 2013 growth was significant enough to extend loans and leases to finance continuing economic recovery in the Valley.
- Incoming numbers as of the first quarter of 2014 have not reflected the impact of drought to a significant degree. However, the impact is already being felt in higher meat and dairy prices at the grocery store. With conditions already bad, another year of drought may derail farm-related business indicators.

Planning Context

The Economic Development Strategic Plan contains recommendations for citywide economic development strategies that can be implemented in coordination with the neighborhood specific strategies in collaboration with residents, property owners, and businesses, CSU Stanislaus, the Chamber of Commerce, Turlock Visitors and Convention Bureau as well as the Stanislaus Alliance. The Plan draws background information and policies from the following documents:

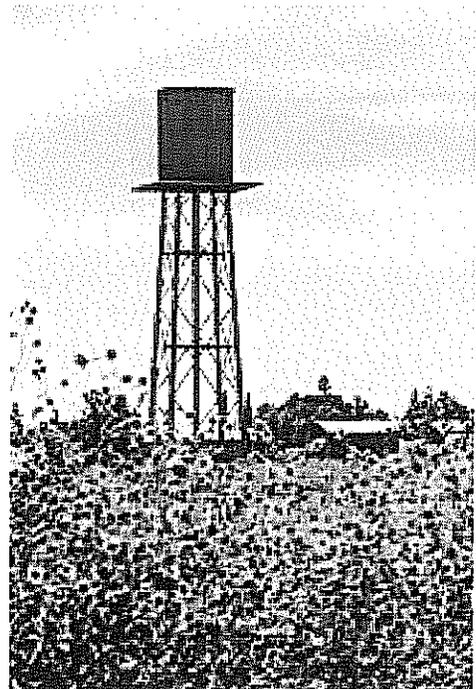
- Economic Development Element of the Turlock *General Plan 2013* - a plan that shapes the way that the City of Turlock will look, function, provide services, and manage resources for the next 20 years.
- *Economic Development Strategic Plan, 2003*, the City's prior economic strategy report.

Assessment

The 2014 Economic Development Strategic Plan builds upon the 2003 Plan which was a project undertaken by the City of Turlock, Stanislaus Alliance (then known as the Economic Development and Workforce Alliance) using ESI Corporation as Consultants and funded by a grant from the California Department of Housing and Community Development, Jobs to Housing Balance Improvement Grant Program.

The new 2014 has been driven by community involvement and support. The last task force has assessed the best parts of the 2003 plan and has made changes based on where the City of Turlock's Economic Development is today.

The City recognizes that while its location in the Central



Valley lends many advantages in job attraction, it is also a competitive environment. Many similar cities in the Valley possess the same assets—central location, available inexpensive land, freeway and rail access—and therefore Turlock must build upon its unique strengths and differentiate itself from its neighbors.

Strength's to Leverage

Turlock's strongest assets for economic development include:

Turlock is home to CSU-Stanislaus, a four-year public university campus with approximately 6,800 full-time equivalent students. Disciplines seeing the most significant growth include business, health sciences and services, psychology, security and protective services, agriculture, and biomedical sciences. Similarly, Turlock has a well-educated workforce, with education levels exceeding those of Stanislaus County overall (23 percent of Turlock residents had a bachelor's degree or higher in 2007, versus 16 percent countywide).

Adoption of the Westside Industrial Specific Plan (WISP) in 2006, which allocated over 2,600 acres for industrial and business park development on the west side of Highway 99. Through development of the TRIP, Turlock aims to enable significant industrial development and improve the jobs-housing balance in the area. The plan covers land use regulations, design guidelines, and phasing. Through the creation and nurturing of an 'Agri-Science' industry cluster, which would include biotech, life sciences, and agri-business, the Turlock Regional Industrial Park aims to create a "bridge" for Turlock's current agriculture and manufacturing industries to transition to newer products and technologies.

A strong existing food processing sector currently exists and includes such large employers as Foster Farms, Sensient Flavors, Blue Diamond Growers, SupHerb Farms, Consolidated Dairies Industries, FreshPoint, and Evergreen Packaging. These businesses form an "anchor" and may help attract similar establishments by appearing as a long-time successful industrial node.

Strengths to Leverage

- **Recycled Water Availability**
- **Untapped skilled labor leaving the area**
- **CSU Stanislaus**
- **Proximity to Highway 99**
- **Low cost land available**
- **Water availability**
- **Wastewater capacity**
- **Competitive power costs**
- **Unique and inviting downtown**
- **Active Chamber of Commerce**
- **Quality of Life - Regional serving parks, art facilities and recreation opportunities**

Emanuel Medical Center, with its 209-bed acute care hospital, 145-bed skilled nursing facility, 49-bed assisted living facility, and outpatient medical offices for primary care on Colorado Avenue and Monte Vista Avenue, is both a community and a regional asset and a source of high paying, high-skilled jobs.

Recycled Water Availability.

The City of Turlock participates as a member of the North Valley Regional Recycled Water Program (NVRWWP) which is designed as a regional solution to address California's water crisis by making tertiary-treated recycled water available to the drought-impacted west side of several California counties (Stanislaus, San Joaquin, and Merced Counties) for farmland irrigation. Under the current plan, the NVRWWP could produce and deliver up to 32,900 acre-feet per year of tertiary-treated recycled water -- worth an estimated total annual economic output of \$67.5 million - to the drought-impacted west side of the San Joaquin Valley. This water can be used to irrigate food crops, public and privately owned landscaping, and for industrial uses. Participants in the NVRWWP currently includes the Cities of Modesto, Ceres, Turlock, Stanislaus County, and the Del Puerto Water District on the west side of the San Joaquin Valley. Modesto and Turlock currently produce recycled water and provide wastewater treatment for communities in Stanislaus County. The Cities of Modesto and Turlock have committed funding to the NVRWWP (\$32.8 million for Modesto and \$38 million for Turlock's tertiary treatment and pipeline design). The economic benefits of the NVRWWP are substantial. The project will provide irrigation for approximately 10,966 acres of prime agricultural land with an estimated total annual income of \$29 million. The \$29 million total annual income is estimated to generate an additional \$67.5 million per year to the region's economy in indirect and induced impacts (this is based on an economic analysis completed by

the University of the Pacific's Dr. Jeffrey Michael using the IMPLAN model). The five-year cumulative economic value to the region is expected to be \$206.5 million. The NVRWWP is estimated to create approximately 572 on-going jobs (this number does not include the project-related construction jobs) to an area that has a 17.2% unemployment rate. The environmental benefits are also significant. The project will reduce the reliance on unsustainable area groundwater supplies south of the Delta and on pumped Delta



Figure 2- Gridlock over the Altamont pass.

water supplies.

Skilled outbound commuting population that could be employed locally

Like many Valley communities, Stanislaus County has seen the trend of single occupancy commuting increase. According to data collected by the StanCOG Traffic Model Program, Stanislaus residents are far more likely to travel to work alone by automobile than any other mode of transportation, and a major shift in this trend is not expected over the life of the plan.

Although many jobs were added in Stanislaus County over the past decades, the lucrative job opportunities and the high housing costs of the Bay Area continue to exacerbate the jobs-housing imbalance in Stanislaus County. At least 15,000 Stanislaus County residents are estimated to commute by car over the Altamont Pass each day.

As a primarily agricultural/suburban county, travel is predominantly automobile-oriented, and this trend is not likely to change in the near future. However, rail transportation is starting to emerge in California as a way to move people. Also, in recent years, transit has been given a stronger emphasis in the region, and many new features and services have been and are being added. The region's highway network provides east-west and north-south connection to major metropolitan markets in California and beyond. The most important routes are State Route 99 (SR-99) and Interstate 5 (I-5). Other state routes include SR-4, 33, 108, 120, 132, 165, and 219.

Labor availability is above average (except skilled)

The unemployment rate in the Stanislaus County was 10.2 percent in August 2014, down from a revised 11.4 percent in July 2014, and below the year-ago estimate of 12.0 percent. This compares with an unadjusted unemployment rate of 7.4 percent for California and 6.3 percent for the nation during the same period.

In Turlock, specifically, 54.1% of the workforce has a high school diploma or less. This statistic demonstrates an available labor pool that can accommodate employment opportunities that are either non skilled or semi-skilled. It also suggests that there may be collaborations and partnership to be formed to address this labor pool and meeting the needs of both current and future employers for such trades as mechanic, electricians, plumbers and other trades.

CSU Stanislaus

CSUS is a four-year public university campus with approximately 6,800 full time equivalent students. Disciplines seeing the most significant growth include business, health sciences and services, psychology, security and protective services, agriculture, and biomedical sciences. Similarly, Turlock has a well-educated workforce, with education levels exceeding those of Stanislaus County overall (23 percent of Turlock residents had a bachelor's degree or higher in

2007, versus 16 percent countywide).

Local Freight Rail

Rail facilities are located throughout Turlock and the San Joaquin Valley. Many of these facilities provide for long distance movement of goods. In particular, several facilities owned by UP and BNSF stretch for significant lengths north-south through the Valley. These are connected at locations up and down the Valley by several shorter lines, owned, leased, and/or operated by a number of different companies, such as the San Joaquin Valley Railroad.

Central California is a major corridor for freight/goods movement. The highway system, and in particular State Route 99, is at times overwhelmed with truck traffic. In 1992, Caltrans District 6 prepared a report titled *Freight Movement in the San Joaquin Valley*. The report identifies key issues relating to goods movement and concludes "...modifying truck traffic demand over state highways by encouraging alternatives to highway freight movement. A logical alternative especially to long haul freight through the San Joaquin Valley would be to take advantage of available capacity on rail mainlines."

In 2000, the counties of the San Joaquin Valley in conjunction with Caltrans hired the consulting firm Cambridge Systematics, to conduct the "San Joaquin Valley Goods Movement Study". This study noted that trucking is the dominant mode for moving freight, while rail accounted for 11% of the total tonnage. Rail was also found to be important for long-haul shipments of certain key commodities. Less than 25% of shippers surveyed currently use rail services and only one third of those indicated that their rail usage was likely to grow. The decline in rail shipments since 1993 may have been attributable to rail network mergers and acquisitions. Many rail shippers looked for alternative shipping options during this time and found it difficult to locate enough boxcars to meet their needs. Both the Cities of Fresno and Bakersfield have looked at consolidation and relocation of rail yards in their downtowns during this period.

Unique and Inviting Downtown Turlock

The downtown core is anchored by City Hall, and home to historic building stock, which over the last several years has implemented streetscape and public realm improvements, and a number of restaurants and specialty shops. The Downtown Property Owners Association is actively involved in the betterment and continued development of Downtown and works closely with the City. As the economy has recovered, the downtown core has developed into both a business hub as well as a shopping and dining destination. While there had been previous efforts launched to develop a Branding, Development, and Marketing Action Plan, the new direction of downtown has been driven by the private sector. The synergy of a destination location of shopping and dining continues to evolve.

Youth Activities and Sports

With the increased use of the Regional Sport Park, Turlock has become a center for youth sports competitions attracting teams from across the State. This activity has had noticeable positive “spin-off” impacts, providing business for hotels and restaurants. With the establishment of more community parks through 2030, as well as increased utilization of the County Fairgrounds, Turlock can further establish itself as a youth and amateur sports destination.

Competitively priced electricity

Turlock’s homes and businesses receive electric power from the Turlock Irrigation District (TID), which offers power at significantly lower rates than many other providers. For many industrial users with large power needs, such as cold storage facilities this is a significant asset.



An active Chamber of Commerce

The Turlock Chamber of Commerce, comprised of more than 500 members, plays an active role in advocating for business interest and a strong local economy. The Chamber facilitates networking and business opportunities amongst its members, and it maintains a strong working relationship with the City.

Available water and wastewater treatment capacity

With the development and recent upgrade of the Turlock Regional Water Quality Control Facility (TRWQCF), Turlock is well positioned to accommodate future growth in the residential, commercial and industrial sectors. The TRWQCF now produces recycled water suitable for reuse in city landscaping and in industrial processes. The current and planned treatment facilities will occupy less than half of the facility’s 140 acre site, allowing for ample future expansion.

Affordable land available

Not only does the TRIP enable significant industrial development in Turlock, but the specific plan area has ample developable land. Land costs in Turlock are significantly lower than those in coastal California or even the outer edges of the Bay Area; this is the case for both industrial/commercial as well as residential land.

Presence of County Fairgrounds

Turlock hosts the Stanislaus County Fairgrounds, a major asset for business generation and tourist attraction. The Fairgrounds are used not only for the annual County Fair but also for other regional events throughout the year. The County has also expressed interest in expanding the fairgrounds.

Turlock's Challenges

Turlock's economic development strategy must not only capitalize on the City's strengths, but also recognize and address its challenges. Some challenges that Turlock faces regarding economic growth include:

• Location.

While Turlock is ideally located for distribution to west coast markets, particularly the San Francisco Bay Area, other nearby cities enjoy this same advantage, including Modesto, Manteca, and Lodi. Moreover, Turlock has excellent access to Highway 99 but limited access to Interstate 5. The City cannot change its location, but it can direct its efforts toward economic development that benefits from the City's location but is not entirely dependent upon it. Additionally, planning efforts are underway with Stanislaus County and the City of Patterson to develop West Main Street as an east-west expressway that would connect Turlock more efficiently to I-5.

• Downtown Turlock.

While Downtown has made great strides in recent years, the current economic downturn has taken a toll on the area's vitality. The deep recession that has affected the entire nation has also impacted Downtown Turlock, raising vacancy rates and turnover in the past few years. The existing stores and the presence of City Hall create activity during the day, but the area experiences less activity at night. More people living close to Downtown, and more active uses in Downtown buildings (or new buildings) would be of great benefit.

• Lack of linked economic activities.

While Turlock has numerous economic assets and several employers with over 1,000 jobs, they have not attracted a significant amount of linked economic activities – either because they take care of their needs in-house, or because they rely on suppliers and other business outside of Turlock or even the State. Some examples of linked activities and economic synergies do exist such as between the hospital and the university's nursing program but more horizontal and vertical linkages could be made.

- **Social Issues and Public Safety.**

Turlock, like many other communities in the Central Valley, struggles with a number of social issues such as homelessness. While the majority of Turlock's neighborhoods are safe and secure, the persistence of some of these social and public safety issues may affect the city's image.

- **Past Perceptions of Permit Process for Small Businesses.** Over the past five years, the City of Turlock staff have created new streamlined and more customer service friendly processes to get businesses permitted. The City is in the third year of administering a Partnership Incentives Program to encourage the development of businesses in vacant storefronts in Turlock giving them \$1,000. While many changes have been implemented, there continues to be some past perceptions about Turlock's permitting processes. The Development Collaborative Advisory Committee and City staff will continue to address these concerns and seek improvements to the City's processes.

- **Transportation and Infrastructure Maintenance.** The City has struggled to maintain the quality of existing city streets that are seeing heavy industrial truck traffic, and those in the western neighborhoods. Much of this is attributable to fiscal issues. Investment in infrastructure is critical to attracting businesses, but at the same time, the City must maintain a fee structure that requires major users to help pay the way.

- **County Islands.** Turlock has several areas of unincorporated county land surrounded on all sides by the incorporated city, creating "county islands." Because the county lands are not served by city infrastructure, the lack of improvements and the quality of development is generally below the City's standards and therefore negatively impacts Turlock's image. The City is engaged in developing a strategy with Stanislaus County to incorporate and upgrade these areas.

- **Access and distance to Interstate 5**

Currently, there is not an efficient travel route between State Route 99 and Interstate 5 in the Stanislaus County. StanCOG is initiating a study to investigate traditional and multi-modal corridor alternatives that are not normally considered for rural highways, that would provide for a more efficient east-west transportation route for the movement of goods and people, greater jurisdictional connectivity, a safer travel alternative, an improvement in air quality and noise and an overall improved east-west transportation link for travelers in southern Stanislaus County.

Specifically, the South County Corridor (SCC) generally encompasses the vicinity of West Main Street / Las Palmas Avenue, an east-west corridor in rural Stanislaus County that traverses between the City of Turlock and the cities of Patterson and Newman. The SCC is intended to serve as a connection between State Route 99 and State Route 33 and Interstate 5, in the southern portion of the Stanislaus County. Currently, the road system that connects the east and west portion of the county is generally a 2-lane highway through rural areas; although the facility has 4-lane segments within the city limits of Turlock and 3-lane segments within the city limits of Patterson. The intention of StanCOG and the feasibility study is that the roadway connection is anticipated to be a 4-lane divided expressway.

Economic development policies aim to both leverage the City's assets and address its challenges in order to foster continued economic growth through 2030. The policies presented in this section include specific economic development programs as well as more generalized strategies for improving the City's overall business climate and image, and promote a positive working relationship with the private sector.

Guiding Policies

1. **Support existing businesses.** Retain, improve, and promote existing businesses in Turlock and foster local start-up businesses. (Goal 5)
2. **Attract businesses to serve local residents and regional shoppers.** Attract community-serving retail, and basic industrial and service activities to meet the needs of our residents, while continuing to promote and develop Turlock as a regional shopping destination.
3. **Facilitate new development.** Define clear development standards and process development applications expeditiously. (Goal 5)
4. **Support and maintain Downtown Turlock.** Support and contribute to a clean, safe, pedestrian-friendly, and well-maintained Downtown. (Goal 3)
5. **Strengthen the City's image.** Create an image for Turlock that will help attract and retain economic activity, and proactively market that image regionally and statewide.
6. **Sustain fiscal health.** Ensure the continued economic sustainability of the community and fiscal health of the City government.

7. **Understanding Turlock’s jobs-worker balance.** The new paradigm of the jobs housing balance is difficult to gauge. However as a guiding principle the jobs housing balance should seek to understand and benchmark such indicators as reduced car travel, expanded housing choice, and enhanced economic and social vitality. (Goal 2)
8. **Recognize and promote strength in the food processing sector.** Even as Turlock pursues jobs in new industries, continue to recognize and promote the City’s current strength as a food processing center, with a workforce highly skilled in this industry. (Goal 2)

Economic Development Opportunities and Targets

Monitor new industrial trends

Monitor regional, state, and national economic trends in order to identify new and emerging industries suitable for Turlock.

The section evaluates the historical growth and existing composition of both the Turlock and Stanislaus County economy in order to shed light on its competitive position and future prospects. The section concludes with a high and low range employment projection for Turlock based on countywide forecasts provided by various public and private sources.

Employment by Industry

Modesto currently serves as the primary employment center in Stanislaus County, providing about 70 percent of the total jobs, with Turlock a distant second at about 20 percent. Overall, the key economic drivers in the County are manufacturing, retail trade, and public or non-profit (e.g. health care) related sectors. While the manufacturing sector reflects the regions competitive location and labor force characteristics, the latter two sectors are primarily population driven.

Turlock’s employment composition is reflective of the County as a whole. Turlock’s major sectors are State and Local Government (15 percent), Retail Trade (14 percent), Manufacturing (14 percent), Health Care and Social Assistance (12 percent) and Hotel and Food Services (10 percent). For the County, Manufacturing and Retail Trade represent the largest employment sectors, followed by “Health Care & Social Assistance” (these three sectors account for about 40 percent of total jobs in Turlock and 45 percent Countywide). In contrast, Manufacturing is less significant in Modesto where Local Government (5.3 percent), Health Care & Social Assistance (14.4 percent), and Retail Trade (13.5 percent) play a predominant role.

The leading employers in Turlock and the County reflect the trends described above. The Turlock Unified School District (TUSD) employs the highest number of employees in the City with 2,200 employees. Emanuel Medical Center is second, with over 1,500 employees. The City's two poultry processing plants, Foster Farms Turkey Division and its Prepared Foods Division, are among the top employers with the City with a total of 1,760 employees. Overall, the top ten employers employ a total of 8,330 employees in the City or close to 30 percent of the total. Four of the top employers within the County are located in the City, which includes California State University (CSU) Stanislaus, Emanuel Medical Center, Foster Farms, and Stanislaus County Community Services. The following appendix provides further detail on the potential expansion and contribution of CSU Stanislaus to the local economy. For the most part historical employment growth has reinforced the economic patterns described above and substantiates the declining importance of agriculture both regionally and locally. Specifically, population driven sectors such as State and Local Government, Health Care & Social Assistance and Accommodations & Food Services have provided the largest contributions to employment growth in Modesto, Turlock and the County as a whole since 2000. Meanwhile, agriculture was the only sector to experience declining employment across all jurisdictions during this period. Turlock also experienced a significant decrease in Management of Companies and Enterprises (with 1,100 jobs) and Construction (with 300 jobs).

Projected Employment Growth

Similar to population, this analysis relies on forecasts provided at the County level by various public and private sources to project City employment. Given the various economic factors that could influence future growth in the City, this analysis relies on these Countywide forecast to provide a high and low range estimate for Turlock and bracket potential outcomes. Again, the actual outcome will depend on a variety of demographic and policy considerations as well as differences between the City and County growth patterns.

Public and private entities posit a number of factors driving job growth in the Central Valley in general and Stanislaus County in particular. According to CCSCE, a significant proportion of the future job growth in the County will be related to providing goods and services to the local and regional population. In other words, growth in the local population and workforce will be an important driver for future employment growth.

According to PPIC, most jobs in South San Joaquin's economy (Fresno, Madera, Kern, Kings, and Tulare) are low-paying, so the area will continue to attract mainly lower-skilled workers and remain competitive for manufacturing. However, North San Joaquin's economy (Merced, Stanislaus, and San Joaquin) will get a boost in economic growth from the continued expansion of educational facilities such as CSU Stanislaus and UC Merced, as well as spill-over from the

San Francisco Bay Area economy.

According to StanCOG, the region anticipates more rapid growth in the Service and Retail Trade industry sectors relative to education or other industries. Government jobs are expected to experience minimal growth. Additionally, because of the changing nature of the local economy, StanCOG anticipates unemployment levels will gradually decrease by 2030, and become more reflective of statewide rates. The low and high end employment projections for Turlock developed as part of this analysis is estimated to gain between 17,200 and 35,000 new jobs by 2030. The low end forecast (46,200 total jobs or a 59-percent increase over current levels) assumes the City's percentage share of County employment of 14.3 percent remains constant. The high end forecast (64,000 total jobs by 2030 or a 121 percent increase over current levels) assumes that the change in the City's employment growth rate relative to historic trends will mirror the projected change in the County's employment growth rate.

Jobs-housing balance refers to the approximate [equal] distribution of employment opportunities and workforce population across a geographic area. It is usually measured in terms of the proportion of jobs per household. From an economic development perspective, it is important to examine the jobs housing balance in two contexts. First, that large employment generators should be located at the most accessible locations by public transport, walking and cycling (which are the areas with large population catchments), and vice versa. Second, that Turlock support housing types and affordability that is consistent with local employment opportunities in order to discourage in/out commuting.

Clusters and Cluster Development

In recent years, "cluster strategies" have become a popular economic development approach among state and local policymakers and economic development practitioners. An industry cluster is a group of firms, and related economic actors and institutions, that are located near one another and that draw productive advantage from their mutual proximity and connections. Cluster analysis can help diagnose or refine a region's economic strengths and challenges and identify realistic ways to shape the region's economic future. Turlock has recognized the specific clusters that are present in our local community and has sought to build upon those strengths.

Although industry clustering may not be the economic development "Holy Grail", an effective clustering strategy is still a proven recipe for success. The largest employers in Turlock that comprise the industry clusters are as follows:

<i>Employer Name</i>	<i>Industry</i>	<i>Employees</i>
Foster Farms Poultry	Processing Plants	1,722
Emanuel Medical Center	Hospitals	1,455
Turlock Unified School District	Academic	1,451
CSU Stanislaus Schools-Universities & Colleges	Academic	998
Turlock Irrigation District	Public Utility	456
City of Turlock	Government-City	334
WalMart	Retail	324
Target	Retail	235
Costco	Retail	215

It is important to understand what clusters are, why they matter for regional economic development policy, and how to use cluster analysis as a guide to policy and practice. Specifically, the most important aspect of the understanding of clusters in the public policy context is:

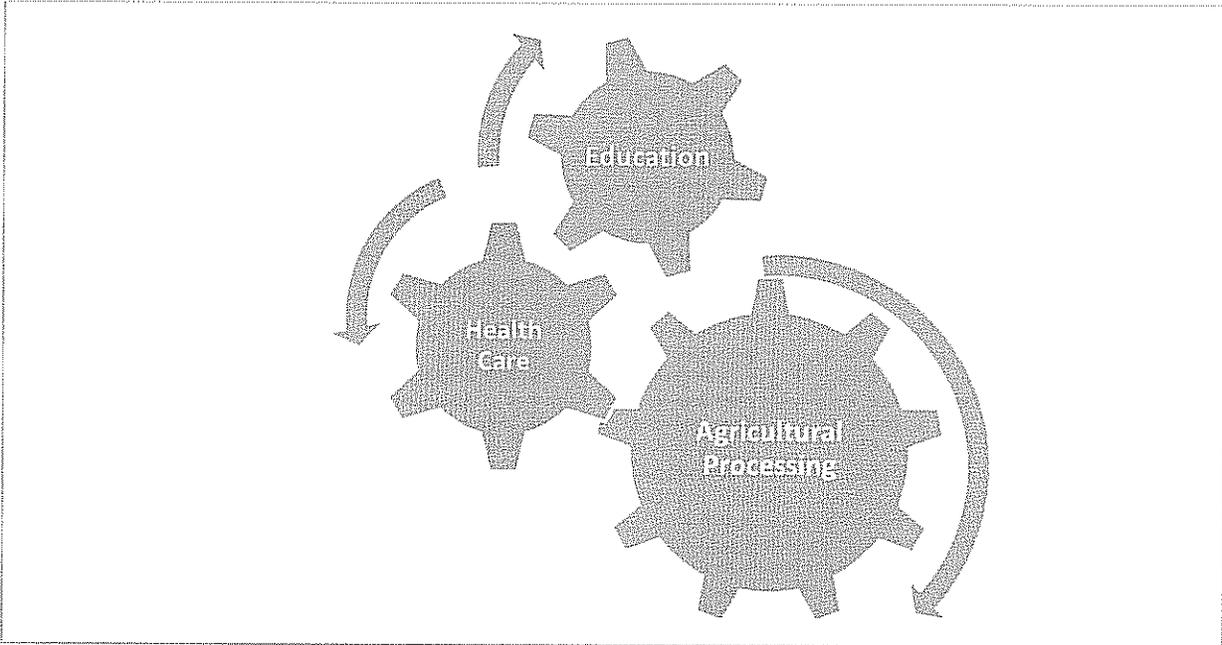
1. Clusters are the key organizational unit for understanding and improving the performance of regional economies. The foundation of a regional economy is a group of clusters, not a collection of unrelated firms. Firms cluster together within a region because each firm benefits from being located near other similar or related firms. The firms in a cluster have common competitive strengths and needs.
2. Cluster thinking matters because it orients economic development policy and practice toward groups of firms and away from individual firms. It is more important and fruitful to work with groups of firms on common problems (such as training or industrial modernization) than to work with individual firms. The cluster approach changes how you identify and recruit local industry.
3. Cluster thinking offers important lessons for economic development policy and practice. Cluster thinking teaches policymakers and practitioners to:
 - o Build on the unique strengths of their regions rather than try to be like other regions. Different regions have different sets of economic development opportunities. The City of Turlock with its strengths seeks to be the Silicon Valley of Food Processing and build upon that cluster as one of the primary focus areas.
 - o Go beyond analysis and engage in dialogue with cluster members. Part of the City of Turlock's business retention efforts with the Stanislaus Business Alliance focuses on how we can identify vendors or suppliers of existing firms to help

bring complimentary industry to our community. It is imperative for a local effort to continue to create and maintain an ongoing dialogue with the firms and other economic actors in the cluster. Although the City of Turlock cannot be the exclusive driver of cluster policy, it can play a central role in convening cluster members and working with private-sector cluster organizations.

- Develop different strategies for different clusters. Clusters vary from industry to industry and from place to place and operate in many different dimensions. Different clusters have different needs. There is no one set of policies that will make all clusters successful. For example, while the City of Turlock intends to build upon the food industry cluster, education and health care are also identified as clusters and require a different approach and capitalize on a different set of strengths.
- It is imperative for the City of Turlock to foster an environment that helps new clusters emerge rather than creating a specific cluster from scratch. It is important for the City of Turlock and its economic development partners promote and maintain the economic conditions that enable new clusters to emerge. Such an environment might, for example, support knowledge creation, entrepreneurship, new firm formation, and the availability of capital.

An industry cluster strategy allows public agencies to direct resources more effectively and efficiently. Instead of creating myriad programs that meet the needs of individual firms, public efforts can be focused on meeting the needs of many firms with similar issues. The industry cluster approach allows public agencies, such as Turlock, the opportunity to work directly with industries and develop strategies for building a sustainable economy. A cluster strategy does not mean that government turns its back on individual firms that find themselves in a cluster with unique concerns, or exist apart from a cluster altogether. Instead the strategy provides a framework for delivering government services so they have a greater impact.

Recommended Industry Clusters



Clusters must be industry-driven

A 2011 Brookings Institution report showed that "strong clusters foster innovation through dense knowledge flows and spillovers; strengthen entrepreneurship by boosting new enterprise formation and start-up survival; enhance productivity, income levels, and employment growth in industries; and positively influence regional economic performance." Government may identify emerging or existing clusters through its study of the economy. However, it does not create industry clusters, nor should it try to lead clusters. Instead, government should try to facilitate the meeting of cluster members, conduct research to help the cluster define itself, and respond to cluster priorities with appropriate and requested assistance. Furthermore, industry leaders must take the lead role in identifying cluster issues for the strategy to be successful. A cluster is not about industry dictating to government and other service providers. However, industry needs to take the lead in addressing issues and opportunities, while government and others can play a supporting role.

Both government and industry leadership is required

If an industry cluster strategy is to be implemented successfully, high-level industry and government leadership is required. Both industry and government need to be squarely behind

the strategy and committed to fulfilling their respective roles. Industry and government leadership will be particularly important to Turlock since, unlike many other communities, that adopted industry cluster strategies, the state is not currently faced with an economic crisis. In other states, both government and industry were eager to work together to help the economy.

In implementing a cluster strategy, continued leadership by government and industry will be required. Industry leaders will need to define their cluster (or agree on a definition of their cluster) and set priorities for the cluster. Government leadership will be required to ensure that agencies respond quickly to industry concerns and that the clusters remain a priority. Top government leadership may also be required to keep industry leaders engaged in the ongoing process.

Cluster strategy cannot be about picking winners and losers

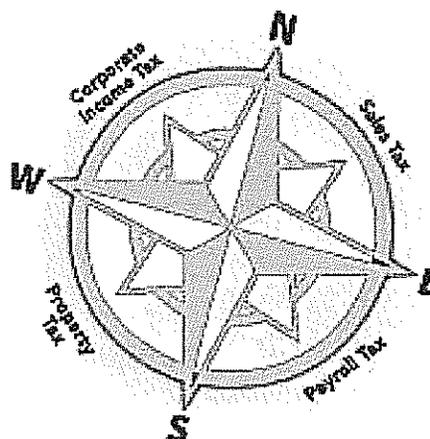
Government may want to start by identifying clusters by a set of criteria, such as employment, earnings, exports, growth, or wages; it should not limit its efforts to these initial clusters. If a cluster can organize itself and demonstrate that it meets the criteria and possesses a viable set of relationships, government should make all efforts to work with it.

Ensure an On-Going Process

A successful industry cluster strategy requires sustained commitment on the part of government, business, and education. The cluster groups should not view their collaboration as a singular event to address a few concerns. Cluster groups should be seen by their participants—and supporting agencies and industries— as an effective way of doing business. The cluster identifies key issues and works on solving them. The cluster also provides a forum for discussion and planning. Through this forum, government will learn about an industry's infrastructure requirements and projected workforce needs, and firms will discover opportunities for mutually beneficial collaboration.

Site Selection Factors

While this plan has identified the need to focus on industry clusters, Turlock must also look at the other elements that are required to market it to site selectors to identify and work with those industry cluster companies to locate to Turlock. Site selection factors were reviewed and discussed at great length with Mayor's Economic Development Task



Force Committee as part of the background for identifying Turlock's competitive economic strengths and weaknesses for attracting and sustaining job-generating and tax revenue-producing business and industry:

Transportation -

Interstate highway access; other streets and highways

Railroads and airports

Utility Systems and Services –

Water supply/waste disposal

Communications/Internet access

Energy services

Labor Availability and Training

Labor force size, unemployment, educational attainment, and skill sets

Workforce training facilities and services

Quality of Life Factors

Primary, secondary, and higher education

Recreation and culture

Health care/medical services

Public Attitudes, Policies, and Practices

Citizen perceptions of and support for growth

Political leadership

Land development and use policies and regulations

Business Cost Factors

Land and building costs



Figure 3 - A potential industrial site in the Turlock Regional Industrial Park.

Taxes and financial incentives

Sites, Buildings, and Other Factors

Available sites and buildings -- shovel ready

External perceptions of Turlock

Regional efforts and coordination

Turlock being competitive in any company's site selection process can be directly attributed to the community's ability to deliver on the elements listed above. This effort requires collaboration and leveraging of funds and efforts in order to land those ideal additions to our industry cluster. It is also imperative the Turlock develop the communication mechanism and marketing efforts in order to be prepared to respond to projects and provide detailed and professional information to be used by firms and site selectors to make Turlock competitive in the location evaluation.

Site selectors and brokers, working with clients of all sizes, industries, and functions have articulated that the successful siting of a project begins with a checklist of issues and factors, appropriately weighted and prioritized for the client's specific situation and needs - and the best checklists emanate from strong initial project planning and team organization. Turlock role is to have answer for all of those items on the potential company's check list and answers to all of the questions – either asked or not.

Visioning for the Next Five Years

2014 Vision

We will support an economically and socially diverse population, and a vibrant business community through partnerships and by fostering development that offers people the opportunity to live and work in Turlock.

Overall Goal	<i>Continue to develop Turlock as a great place to live and work.</i>
Site Preparedness	Goal 1 – Create conditions conducive to attract, retain, and expand existing businesses in Turlock.
Business Development	<p>Goal 2 - The Turlock economic development partners will work in a coordinated manner to increase job opportunities in the city through the agriculture, manufacturing, logistics and medical services clusters.</p> <p>Goal 3 – Downtown Turlock will be the business, cultural and civic center of the city.</p> <p>Goal 4 – The community will host a wide variety of tourism, community and sporting events and activities.</p> <p>Goal 5 – The City of Turlock will support entrepreneurial and small business activities.</p>
Education	Goal 6 – Our educational system will build a citizenry which is prepared for the 21 st century workforce.
Quality of Life	Goal 7 –Turlock will be a cultural leader in the Central Valley with access to art, music and other cultural events.

Goal 1 – Create conditions conducive to attract, retain, and expand existing businesses in Turlock.

1. (a) Provide an annual report to the City Council which outlines and updates the Council on business attraction, business retention and expansion efforts as well as demonstrates how infrastructure investments over the past year has linked to the City's economic development goals.

(b) Development Services will conduct timely and periodic updates to their development impact fee review/cost of service analysis so Turlock can remain a competitive location for businesses.

2. (a) Actively work with Brokers and property owners in the Turlock Regional Industrial Park to encourage owners of small adjacent parcels to offer their land as a single unit to large user through assistance with marketing and parcel aggregation.

(b) Facilitate the application to merge small parcels with funds from the Economic Development Bank.

3. Be the leader in innovative methods to permit processing and getting applicants to succeed with their projects.

4. The City should proactively work with all utility providers to plan for and collaborate on utility planning to serve both new and expanding commercial and industrial users.

Goal 2 – The Turlock economic development partners will work in a coordinated manner to increase job opportunities in the city through agriculture, manufacturing, logistics and medical services clusters.

1.(a) the City of Turlock should formalize its relationship and expectations of roles and responsibilities with such collaborators as the Stanislaus Business Alliance, the Turlock Chamber of Commerce and Turlock Convention and Visitors Bureau to clearly define roles and responsibilities of joint and collaborative efforts.

(b) Actively support the Stanislaus Business Alliance's efforts in business retention and business modeling through its Synchronist business profiling data base to better understand our local employers.

2. Identify and develop specific retention strategies and programs by the City, the Chamber of Commerce, and the Alliance to ensure that an effective business retention plan is in place. Efforts shall include the development of a "Rapid Response" type of team to address potential risks in either the closure or potential relocation of an existing employer.

3. Convene a public-private working group to develop specific strategies for developing and furthering our efforts to brand Turlock.

4. Develop a standard protocol with the Alliance for potential leads and encourage those which cannot be accommodated in Turlock to locate in other communities in the County.

6. Actively seek out opportunities to collaborate with CSU Stanislaus to enhance the visibility and role of the University in the community as well as more closely aligning university programs with the needs of local employers.

Goal 3 – Downtown will be the business and cultural center of the City.

1. Work with Downtown Property Owners Association (DTPOA) to develop a larger group than the Public Benefit Improvement District (PBID) to help organize and promote the downtown area for both business promotions as well as events.

2. Work with the CVB and DTPOA to develop a map of Turlock downtown that includes shows parking, public venues, shopping, and other attractions.

3. Seek out grants to do historic preservation of buildings as well as secure funding to reinstitute the Commercial Building Improvement program.

Goal 4 – The community will host of wide variety of tourism and community events.

1. Continue to facilitate the location of restaurants, full service hotels and other visitor serving amenities to serve the community.

2. Continue to participate in the Travel and Tourism Roundtable through the Turlock Convention and Visitors Bureau.

3. Market the City's soccer fields to regional and statewide organizations for tournaments.

4. Bring together local leaders through the use of a Convene a public-private working group to develop specific strategies for marketing and promotion of current venues. (e.g. Pedretti Fields, Fairgrounds, etc.)

5. The City shall streamline and coordinate processes for such requirements as street closures, parade permits and police department assistance for special events.

6. Identify and market companies that create a unique business niche for Turlock (e.g. Boutique Beer City)

Goal 5 – The City of Turlock will support start up and existing small business activities.

1. *Together, the City of Turlock and the Stanislaus Business Alliance will:*
 - a. *Work together to identify target sectors for joint initiatives including, but not limited to biotechnology, agribusiness, manufacturing, clean energy, environmental sciences, and information and communication technologies;*
 - b. *Work together to identify opportunities for strategic partnerships and alliances between private sector companies in Turlock and the Stanislaus County Region;*
 - c. *Explore opportunities for joint trade promotion and joint promotional activities related to the tourism, cultural and sports sectors;*
 - d. *Exchange best practices/lessons learned in assisting the private sector with inland port development;*
 - e. *Examine options for co-operative activity to facilitate development of strategic partnerships/ collaborations between the jurisdictions' respective inland ports, particularly as they relate to value-added and complementary services supporting their respective business communities; and*
 - f. *Examine options for co-operative activity in existing and emerging knowledge/innovation economy partnerships in the Turlock and the Region; and*
 - g. *Leverage collaborative efforts amongst members throughout Stanislaus County and the Region with a particular focus on trade and business development, knowledge/innovation economy development, life sciences, biotechnology, and information technology development.*

Goal 6 – Our educational system will build a citizenry which will prepare our 21st century workforce.

1. *The City of Turlock will support the location of a local campus of Modesto Junior College. Encourage MJC to offer local evening classes that allows for students to pursue post-secondary education, enhance work related skills and/ or better there employment situation.*

2. *Utilize internships, job shadowing and other workplace learning activities to expose high school students to employment opportunities which exist in the community. Formal links between high schools and employers should be established to ensure that these opportunities continue.*
3. *Promote Turlock Adult School as a training resource for the business community.*
4. *Encourage CSU Stanislaus to select a single point on campus to recruit and advertise for internships and fellowships.*
5. *Encourage the development of basic education and employment training programs reflecting the requirements of new, existing, and expanding Turlock businesses.*
6. *Promote such efforts as the Stanislaus Partners in Education which supports the 'Careers in Manufacturing' program and other efforts.*

Goal 7 –Turlock will be a cultural leader in the Central Valley with access to art, music and other cultural events.

1. *Foster and enhance opportunities with organizations such as the CSU Stanislaus University, the Carnegie Foundation, Community Theatre as well as the business community to host local cultural events.*
2. *Encourage the development of community gathering space in such areas as the downtown to enhance sense of community.*
3. *Encourage the development of small science museums or exhibits that may also tie into the University as well as the community's business clusters.*
4. *Encourage the CVB or another community based group to maintain and up to date community calendar that is distributed through multiple communication channels such as web, newspaper, social media, etc.*

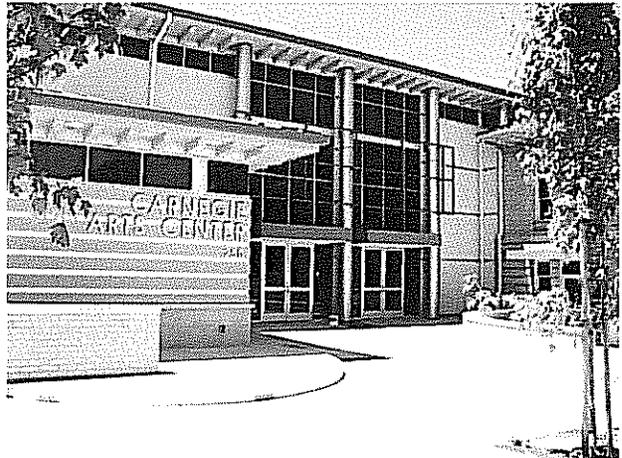


Figure 4 - The newly renovated Carnegie Arts Center.

Implementing Strategies

- Engage in strategic planning. Every five years, complete a citywide economic development strategic plan that focuses on industry targeting, job creation, marketing, and local business support. Evaluate progress, accomplishments, and challenges every year in an annual report that will help guide subsequent efforts.
- Increase linked activities and businesses. Work with large existing employers to identify and recruit related businesses and those that provide goods and services to meet their business needs.
- Attract jobs for local residents. Set economic development target and implementation measures to increase the percentage of employed residents who work in the City to 60 percent of the total by 2020. (Goal 2) *As of 2000, 49 percent of employed Turlock residents worked in the city.*
- Bolster sports tournament industry. Incorporate sports facilities suitable for tournaments into the design of new community parks and recreation area. Encourage local hotels and other traveler-supported businesses to sponsor sports tournaments and contribute to the upkeep of the facilities in exchange for advertising and marketing rights. (Goal 4)

Promoting and Facilitate Industrial Development

- Direct industrial users to the TRIP. Direct new industrial users to the TRIP and continue to implement the WISP.
- Improve connection to Interstate 5 through the development and construction of the South County Corridor. Work with Stanislaus County and City of Patterson to establish a feasible route to develop and construct an expressway connecting Turlock to Interstate 5.
- Advertise available land. Continue to market the availability of development sites by routinely updating the City's database of available vacant and underutilized parcels and making it available on the City's website. These can include both large industrial and business park parcels in the TRIP as well as smaller office or retail sites in shopping centers, along major roads, and Downtown.
- Promote the TRIP. Develop and implement a marketing strategy aimed at potential large industrial, R&D, and business park employers in order to attract more

development and jobs to the TRIP.

- Continue to review permit streamlining. Ensure that the City's permitting procedures are streamlined through the continuing review of the system by the Development Collaborative to solicit input from the business community and work with the City to improve business processes. (Goal 5)
- Continue to offer economic incentives. To the extent possible, continue to offer economic development incentives to specific economic zones. (Goal 5)
- Re-evaluate fees. Continue the current effort to update the City's development impact and building permit fees to reflect actual costs to the city. Periodically reevaluate development impact fees to reflect any adjustments in the cost of construction, any outside grant funding awarded to the City, and any other appropriate adjustments. (Goal 5)
- Encourage land assembly. Continue to encourage landowners of small parcels to assemble their properties to better facilitate commercial or industrial development. Strategies can include hosting informational meeting at the City, contacting property owners directly, developing financial incentives for land assembly, and promoting new graduated density zoning amendment.

Fostering Partnerships

1. Engage business organizations. Maintain a strong working relationship between the City and the Turlock Chamber of Commerce, as well as other local and regional business groups such as the Downtown Property Owners Association and the Stanislaus County Workforce Alliance. (Goal 5)
2. Continue to participate in annual meetings with Chamber of Commerce and the Workforce Alliance. Continue to participate in the annual summits and business conferences sponsored by the Chamber of Commerce and the Stanislaus County Workforce Alliance in order to identify how the City can best assist them or improve City services. (Goal 2 & 5)
3. Continue to participate in local business organizations' meetings. Continue to attend and participate in all meeting of the Chamber of Commerce and the Downtown Property Owners Association. (Goal 5)
4. Support business outreach strategies. Continue to support the business outreach strategies of the Development Collaborative Advisory Committee to solicit input on how the City can improve its services. (Goal 5)

5. Foster ongoing and new partnerships with CSUS. Maintain the City's relationship with CSUS, and continue to pursue new opportunities to work with the university on workforce training, community services, sharing of facilities and employer recruitment, among others.
6. Provide a City resource for regional events management. Establish a "go-to" person at the City who will be a source of information on upcoming regional events, such as youth sports tournaments. This City resource will be someone that businesses, such as hotels, can contact for information on when large groups of visitors will be coming to Turlock and pursue business opportunities accordingly. Also establish a monthly calendar on the City's website that shows local events. (Goal 4 & 7)
7. County Fairgrounds Strategy. Work with the Stanislaus County Fair Board to either expand the County Fairgrounds at its current site, or to identify opportunities to redevelop facilities within the current fairgrounds footprint to have a facilitate more diverse types of uses to a greater audience.

Workforce Training and Local Start-up Support

1. Partner with CSU-Stanislaus in workforce training. Coordinate with CSU-Stanislaus to publicize available educational and training programs by using the City's website and making information available through the library and City Hall.
2. Support new start-ups. Continue to support the assistance program for local start-up businesses. (Goal 5)
3. Continue to work with the Stanislaus Economic Development and Workforce Alliance and CSU-Stanislaus to establish a branch of the Central California Small Business Development Center (SBDC) in Turlock. SBDCs offer classes in starting and operation a small business.

Supporting Downtown and Neighborhood Commercial Centers.

Enable renovation of Downtown buildings. Work with the Building Division and a structural engineer to identify less expensive seismic retrofit, fire safety, and ADA compliance options for older building Downtown in order to encourage their renovation. (Goal 1)

1. Market the Downtown Turlock commercial district. Continue working with the Chamber of Commerce and the Downtown Property Owners Association to support marketing, promotions, and events that bring people Downtown. (Goal 3)

2. Focus on establishing ongoing events (weekly, monthly) that will bring people Downtown on a regular basis. Examples include an additional farmer's market or craft market, children's activities, or an outdoor performing arts/concert series.



Figure 5 -Historic downtown Turlock.

Fostering a Positive Image.

1. Pursue beautification projects. Continue implementation of the Downtown Design Guidelines, and begin implementation of the Turlock Beautification Master Plan.
2. Market Turlock's assets. Market information about Turlock's livability, great schools and parks, relative affordability, and other features to prospective employers to help encourage businesses to locate in the city.
3. Educate users about Turlock's streamlined permitting process. Educate and market the improved and streamlined permitting processes for development within the City of Turlock, including such program elements as complimentary pre-development meetings with staff, online fee estimates and showcasing large projects such as Blue Diamond and Hilmar Cheese who have been able to develop and construct their projects in record time.
4. Promote Turlock's workforce. In addition to marketing Turlock as a desirable destination for new employees, strongly promote the quality of Turlock's existing workforce (high educational attainment, specific skill sets, etc.) to potential employers. Similarly, promote the City's capacity for additional workforce training through partnerships with CSUS. (Goal 6)
5. Master Way finding Program. Continue to implement Turlock's Master Way finding Sign Program, aimed at improving signage and way finding throughout the City, improving visitors' experiences in Turlock, and promoting the City's assets.

Benchmarking and Monitoring Progress

The Turlock Economic Development Strategic Plan (EDSP) contains a range of economic development strategies and implementation measures for the City of Turlock. Strategies and priority implementation measures will be carried out over a five-year period, and all activities related to the Plan will be continuously monitored during that period.

For years local governments have invested resources into efforts to spur economic growth. And for years the officials heading most of these economic development initiatives tracked their efforts with little more than output measures—for instance, the number of industrial contacts made or assisted, the number of meetings held or presentations made, the number of information packets or brochures distributed, the number of trade shows attended, and similar measures of activities. They focused on showing that they were trying hard.

More recently, as local governments have gained greater experience with economic development and as more attention has been directed to outcomes and accountability across the range of local government programs and services, the state of the art has begun to change. Now, economic development officials—and those who monitor their performance—are increasingly tuned in to a broader and more meaningful array of measures to document their performance.

Monitoring will assist the City to determine the completion of tasks, the effectiveness of various programs, and will assist the City Council with evaluating and establishing budget priorities based on monitoring progress each year. The monitoring will be done to track conditions at several different levels.

Looking Ahead: New Strategies, New Measures

A changing economy, major shifts in industrial structure, and increased global competition for jobs and private investment have challenged traditional approaches to economic development and led local governments to pursue new job creation strategies. What had been an almost

Tools and Data Sources to Benchmark Progress

- Downtown vitality
- Hotel occupancy
- Job retention and creation
- Job-to-resident ratio
- Leveraging funds
- New businesses and business start-up
- Sales Tax
- Citizen engagement and surveys

exclusive focus on marketing and industrial recruitment is being augmented by approaches that emphasize homegrown sources of economic activity—efforts that develop entrepreneurial skills, creativity and talent, and promote innovation.

The cutting edge of economic development performance measurement reflects the reality that economic development has expanded to become so much more than activities aimed at recruiting large manufacturing facilities or filling commercial office buildings. Some analysts call for new metrics that are better aligned with the dynamics of a knowledge-based, global economy and that use regional economies, not political jurisdictions, as the units of analysis.

This approach to measuring performance in economic development emphasizes outcome metrics focusing on the number of high-tech jobs, levels of personal income, and number of new businesses as well as indicators that gauge the local assets that can be thought of as the “inputs” to regional competitiveness. These assets include a skilled workforce, ample financial capital, and a community’s innovative capacity.

The new set of performance measures will reflect the fact that so much of what communities do now to promote economic development involves enhancing local and regional competitiveness and boosting the local capacity to support private investment and economic growth from both within and without. This new approach to measuring success will assume that economic growth, as measured by a quantitative increase in certain indicators—jobs, capital investment, and tax base, for example—are an intermediate outcome that should lead to qualitative improvements in a local and regional economy over the longer term.

Value of Citizen Surveys

Surveys of local residents can be an important source of information that can supplement national surveys and rankings. Residents who are happy with the overall image or reputation of their community can be a potential driver of future development.

Similarly, residents’ perceptions of the speed of job growth and economic opportunities provide a window on the prospects for economic development. Survey questions that ask whether a resident would recommend living in his or her community help to measure and assess the climate for growth and economic development. Over time, results from citizen surveys provide a way of assessing the extent that economic development tactics are influencing public perceptions. These perceptions, in turn, may then influence future economic development.

Sales Tax Revenue

California sales and use tax is imposed on the retail sale or the use of tangible personal property in this state. The current sales and use tax rate is 7.65 percent of the purchase amount. One percent of the purchase amount paid in tax (often referred to as the “local tax”) is returned by the state to the city or county where the transaction took place. Although most items are taxable, sales of items such as food for human consumption and most candy and snack items are exempt from sales and use tax.

Sales tax revenue is a good indicator of retail activity within a jurisdiction. However, because certain items are non-taxable, sales and use tax does not perfectly capture all local retail activity. Sales and use tax revenue can serve as a gauge to measure the success of a variety of ED strategies and implementation measures. However, sales and use tax is best used as an indicator of retail activity. Therefore, sales and use tax is a good measure of the success of Citywide and Neighborhood Strategies relating to shopping centers. Sales and use tax can also be used as an indicator of the success of broader city business improvement strategies such as a Turlock Marketing Image strategy. Sales and use tax is reported quarterly by the Board of Equalization and can therefore be tracked seasonally.

Monitoring Recommendation

The City has a contract with Muni Financial Services to receive detailed quarterly revenue reports showing sales tax revenue trends. City staff meet quarterly to review the sales tax revenue data overall as well as individual business gains and losses. The City should use sales and use tax revenue as a measure of the effectiveness of the citywide strategies relating to shopping centers and as an overall measure of the effectiveness of the EDSP. An annual report to the Council will show whether these strategies are meeting their purposes of increasing sales tax revenue.

Implementation and Measuring Results

Shifting investment opportunities and constrained public resources continue to influence efforts to make the vision statement a reality. A more detailed prioritization of goals and objectives will be arranged into an Implementation and Action Plan by a Task Force comprised of local business leaders. This ongoing effort will help focus limited resources to the top economic development priorities in the City.

As with all strategic plans, implementation will need to coincide with tracking tangible outputs that can be benchmarked and measured. Resources that will help provide useful data includes EDD labor statistics, retail sales tax revenue changes, commercial occupancy rates, property

and rent values, and the total number of new business starts. In addition, surveys to track consumer and investor opinions should be utilized to provide feedback to Turlock City Council.



City of Turlock
Turlock HOME Consortium

2010-2015 Consolidated Plan





5-Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

GENERAL

Executive Summary

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

5-Year Strategic Plan Executive Summary

The City of Turlock and Stanislaus County HOME Consortium¹ 2010-2015 Strategic Plan proposes projects and activities to meet the priorities as part of their Consolidated Plan (the "ConPlan"). It describes eligible programs, projects and activities to be undertaken with anticipated funds made available over the next five years and their relationship to identified needs for housing, homelessness and community and economic development. Table 1 identifies projects relating to the objectives for the Community Development Block Grant (CDBG) funding. Each year, assuming funding levels remain the same, more specific projects throughout the City of Turlock (the "City") and within the Stanislaus County HOME Consortium (the "Consortium") will be identified and implemented via the annual Action Plans.

This strategic plan outlines the allocation priorities of the 2010-2015 ConPlan and the annual Action Plans. All of the allocation priorities (projected use of funds) can be tied back to this strategic plan with priorities for the housing and community development needs as outlined herein. The general priority categories of housing, homelessness, special needs and community development needs and their related goals are addressed in the various activities to be undertaken. These activities estimate the number and type of families that will benefit from the proposed activities, including special local objectives and priority needs. The projected use of funds identifies the proposed accomplishments. Area benefit activities were qualified using 2000 data from the U.S. Census Bureau.

The City anticipates an annual funding allocation of \$850,000 in CDBG funds, whereas the Stanislaus County HOME Consortium projects an annual funding allocation of \$1.5 million in HOME Investment Partnerships Program (HOME)

¹The Stanislaus County HOME Consortium comprises Stanislaus County excluding the cities of Modesto, Hughson and Riverbank. Turlock is the lead city in the Consortium, which also includes the cities of Ceres, Newman, Oakdale, Patterson and Waterford, as well as the unincorporated areas of the county.

funds. These figures are estimates based on the assumptions that CDBG and HOME funding, entitlement funding distribution formulas and/or the number of communities eligible to receive entitlement grants will remain constant. If any of these conditions change, projected activities and accomplishments could also change.

The Action Plan provides information related to the proposed geographic distribution of investment. It includes a general description of the homeless and other community development needs activities to be undertaken and other actions to address obstacles to meet underserved needs and reduce poverty. This plan can also be found at the City’s Web site at www.ci.turlock.ca.us.

The City of Turlock’s goals and objectives for CDBG funding during the five-year ConPlan period are shown in Table 1.

**Table 1
Goals and Objectives for the City of Turlock’s
CDBG Funding in 2010–2015**

Goal	Program
Provide increased affordable housing.	Affordable Housing Development
Prevent discrimination in housing.	Fair Housing
Ensure the preservation of present affordable housing stock.	Housing Rehabilitation
Assist low-income individuals in homeownership.	First-Time Homebuyers Program
Ensure a skilled workforce.	Employment Training
Ensure low-income individuals have access to food.	Emergency Food Box Program Food Bank Program Senior Meals Program
Provide the disabled with skills for independent living.	Disabled Skills Program
Assist at-risk children.	Child Care Program
Provide the homeless with shelter during cold weather.	Cold Weather Shelter Facility

Source: City of Turlock

The Stanislaus County HOME Consortium’s goals and objectives for HOME funding during the five-year ConPlan period are shown in Table 2.

**Table 2
Goals and Objectives for the Stanislaus County HOME Consortium’s
HOME Funding in 2010–2015**

Goal	Program
Ensure multiple affordable housing options.	CHDO Assistance
Provide increased affordable housing.	Affordable Housing

Source: Stanislaus County HOME Consortium

CHDO: Community Housing Development Organization

Strategic Plan

Due every three, four, or five years (length of period is at the grantee's discretion) no less than 45 days prior to the start of the grantee's program year start date. HUD does not accept plans between August 15 and November 15.

Mission

The City of Turlock and the Stanislaus County HOME Consortium are committed to working throughout the community to expand and improve the supply of affordable housing throughout the participating jurisdictions of Stanislaus County. The City and the Consortium further work to provide decent, safe and affordable housing to residents by alleviating the problems of excessive rent burdens, homelessness and deteriorating housing stock, as well as to increase opportunities for moderate-income households to become homeowners.

General Questions

1. Describe the geographic areas of the jurisdiction (including areas of low-income families and/or racial/minority concentration) in which assistance will be directed.
2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)). Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.
3. Identify any obstacles to meeting underserved needs (91.215(a)(3)).

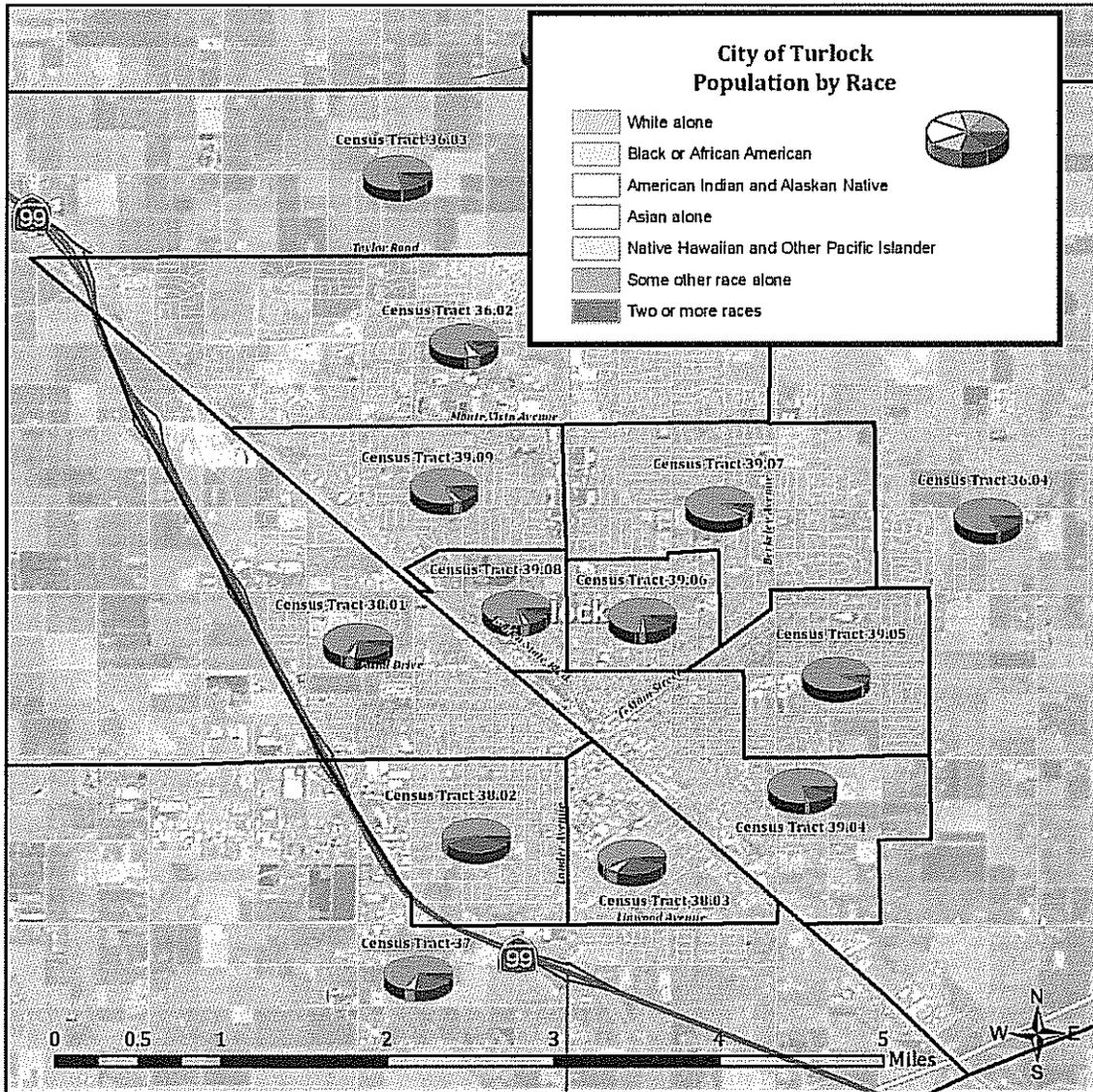
5-Year Strategic Plan General Questions Response

The Stanislaus County HOME Consortium comprises Stanislaus County excluding the cities of Modesto, Hughson and Riverbank. Turlock is the lead city in the Consortium, which also includes the cities of Ceres, Newman, Oakdale, Patterson and Waterford, as well as the unincorporated areas of the county. Turlock applies separately for CDBG funds. The Consortium jurisdictions are in the northern portion of the San Joaquin Valley and are considered part of the Modesto metropolitan statistical area (MSA). Most of the funds will be directed toward the southwestern portion of Turlock, where there is the largest concentration of low-income residents in the area.

The population of the Consortium area according to the 2007 American Community Survey was 288,916 people, thereby accounting for 56.8 percent of Stanislaus County's population. The largest racial groups were White (66.6 percent), Other (21.3 percent), Asian (4.5 percent) and Two or More Races (3.6 percent). Hispanics, who can be of any racial group but most often identify as White or Other, constituted 40.8 percent of the population. Those identifying

as Other were almost entirely Latino. Non-Hispanic Whites were 49.2 percent of the population. The large Latino population varied the most from the national average. Map 1 shows the population by race broken down by census tract for Turlock.

**Map 1
Population by Race in Turlock**



Source: City of Turlock

The workforce is largely employed in educational/healthcare/social services, manufacturing and retail trade. A large portion of the manufacturing is related to agricultural products.

According to the American Community Survey, the 2007 population with a college degree (14.0 percent) was less than half the national average and those

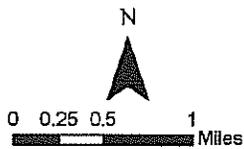
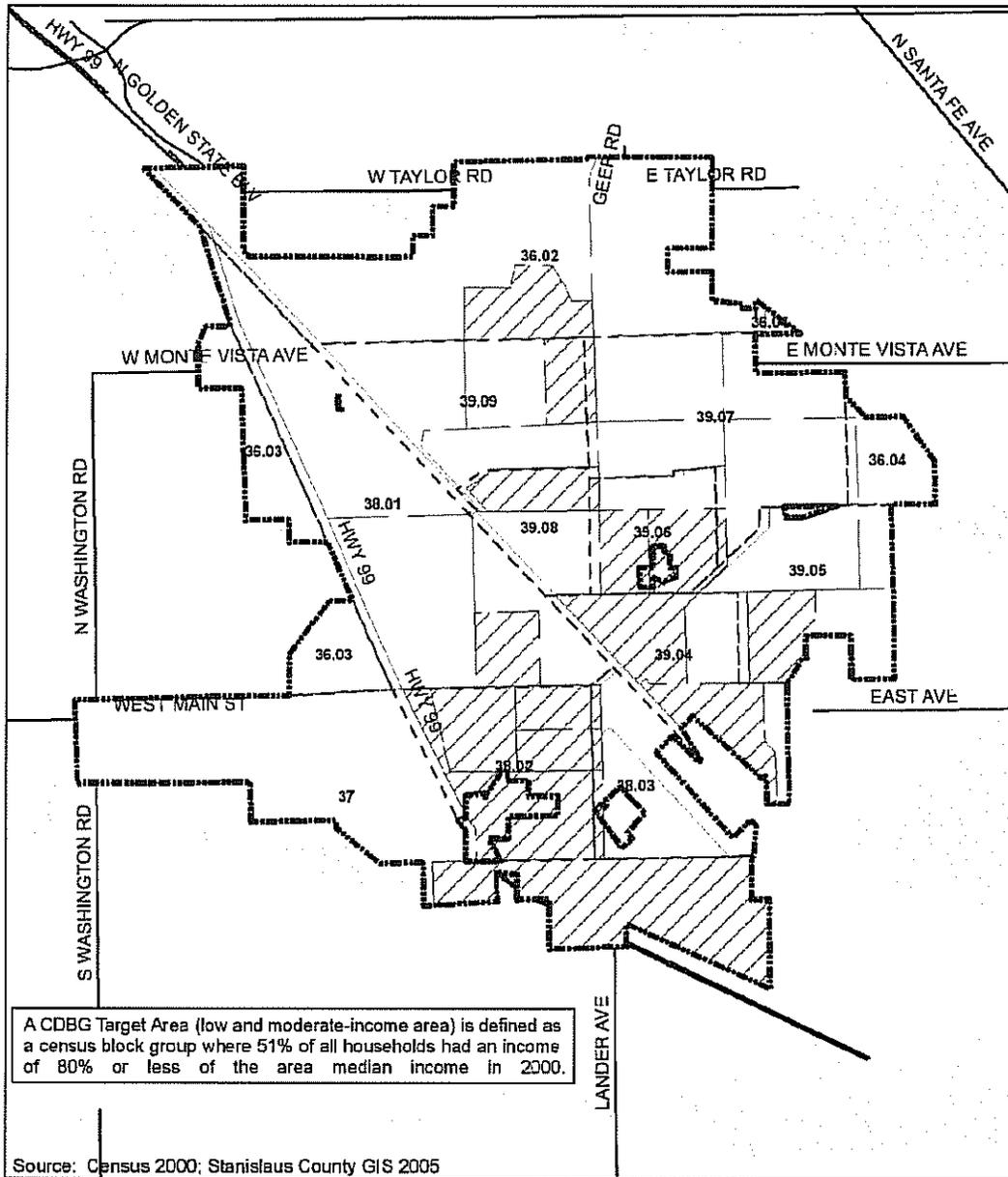
without a high school diploma or equivalent (26.4 percent) were almost double the national average. The number of persons living in poverty (12.1 percent) was just above the national average, those households with more than one person per room (4.8 percent) was a little above the national average and homeownership (65.6 percent) was a little less than the national average.

The foreign-born population was 21.3 percent, which was three times more than the national average. Because those who have come from other countries as adults often do not have the same educational background as those who grew up in this country, that is a primary contributing factor to some of the economic disadvantages in the community.

The City and the Consortium allocate their respective CDBG and HOME budgets to the areas of greatest economic need in the community. In assigning priorities, the City and the Consortium take into account the statistical data and the input of the community members and organizations that work with disadvantaged populations. Map 2 shows the CDBG target areas within the City of Turlock, and Map 3 shows the HOME Consortium area.

There are several obstacles to meeting the needs of underserved residents in the City and the Consortium area, as housing affordability is influenced by a complex set of economic conditions. Some of these obstacles are the result of interest rates, lack of disposable income, insufficient funding, governmental actions, tax policies and land-use policies and regulations, in addition to other nongovernmental market factors.

**Map 2
CDBG Target Areas in Turlock**

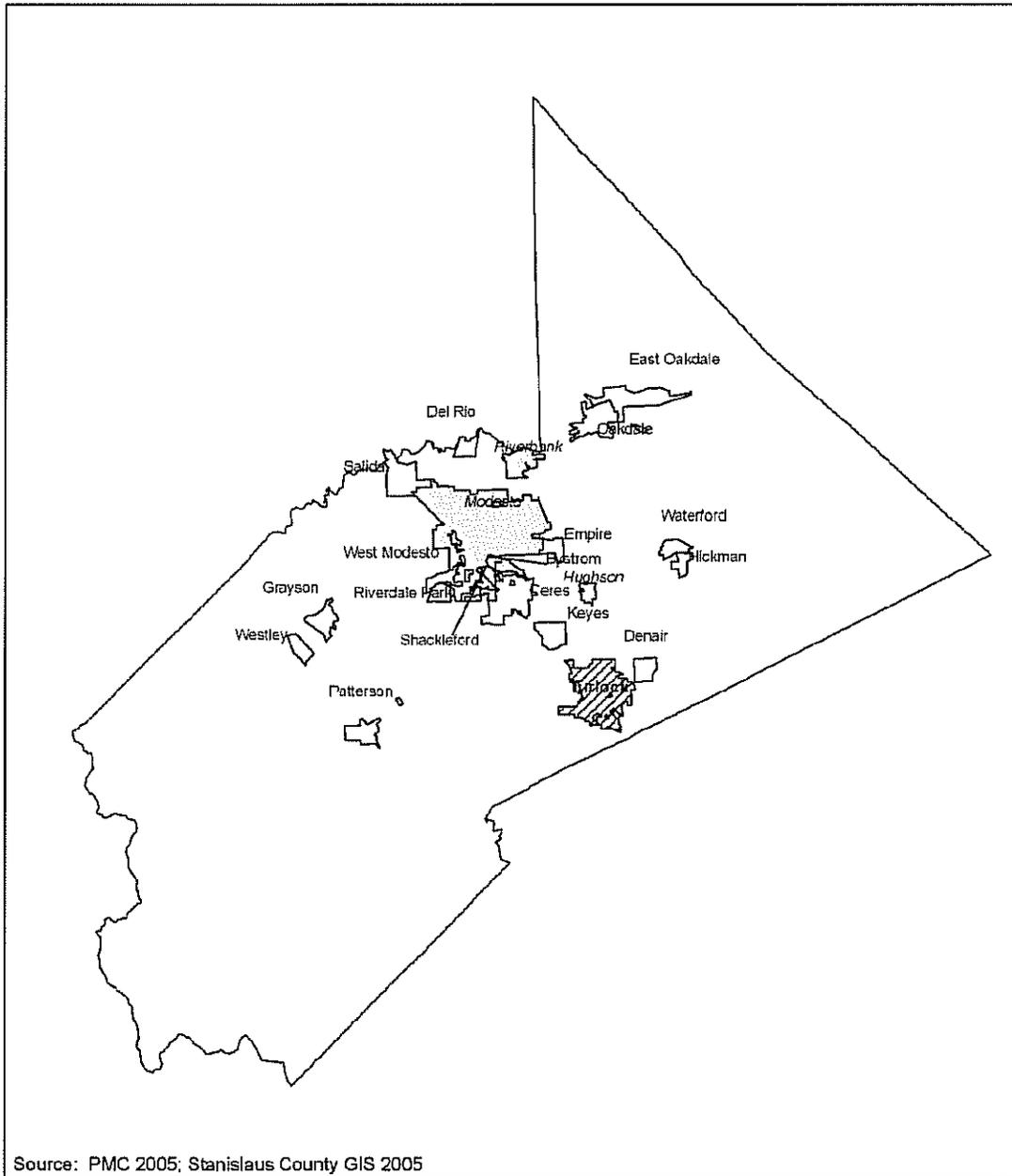


Legend

- Turlock City Boundary
- Census Tracts
- CDBG Target Areas

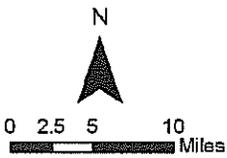
**City of Turlock
CDBG Target Areas**

**Map 3
HOME Consortium Area**



Legend

-  City of Turlock
-  Areas in Stanislaus County HOME Consortium
-  Areas Not Included in HOME Consortium



**City of Turlock
and HOME Consortium Members**

Managing the Process (91.200 (b))

1. Lead Agency. Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.
2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations and others who participated in the process.
3. Describe the jurisdiction's consultations with housing, social service agencies and other entities, including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons.

Note: HOPWA grantees must consult broadly to develop a metropolitan-wide strategy and other jurisdictions must assist in the preparation of the HOPWA submission.

5-Year Strategic Plan Managing the Process Response

The City of Turlock's Housing Program Services Division is the lead department responsible for overseeing the development of the ConPlan and the significant aspects of the process by which the plan was developed. As a means to enhance coordination between public and assisted housing providers, and among private and governmental health, mental health and service agencies, the City has prepared a Citizen Participation Plan to involve and contact the public as part of the ConPlan and annual Action Plan planning process.

Housing Program Services coordinates with the City's departments, county agencies and community stakeholders in developing housing and community development priorities and activities. The partnerships and collaborative efforts will continue to be the focus of the lead agency in implementing the ConPlan.

To further enhance cooperation and coordination among agencies and groups, a series of ConPlan stakeholder workshops were held to discuss the needs assessment and the following strategic planning categories: affordable housing, homelessness, special needs, economic development and community development. There were many interested persons and representatives who attended and gave valuable input and dialogue for improving the ConPlan.

Throughout the preparation of the ConPlan, consultation was sought and obtained by the City and the Consortium with other public and private providers of housing, health and social services. The types of agencies invited to stakeholder meetings included social service agencies, health service organizations, providers of low-income housing, financial institutions that have or may provide financial assistance for lower-income housing and faith-based organizations. Focus group participants highlighted the priority needs in general terms and specific to their target population. Table 3 lists the agencies that were

contacted to participate in the stakeholder meetings and complete the Community Needs and Assets Survey.

Table 3
List of Contacted Agencies

Agencies	
1. American Red Cross	19. Oakdale Community Development Department
2. Catholic Charities	20. Parent Resource Center
3. Center for Human Services	21. Project Sentinel
4. Central Valley Opportunity Center	22. Salvation Army
5. Children's Crisis Center	23. Second Harvest Food Bank
6. City of Ceres	24. Self-Help Enterprises
7. City of Newman	25. Sierra Vista Child and Family Services
8. City of Patterson	26. Stanislaus County
9. City of Turlock Housing Services	27. Stanislaus County Aging and Veteran's Services
10. Community Continuum College	28. Stanislaus County Assistance Project
11. Community Housing and Shelter Services	29. Stanislaus County Housing Authority
12. Community Services Agency	30. Stanislaus Literacy Center
14. Daily Bread Ministries	32. Turlock Gospel Mission
13. Disability Resource Agency for Independent Living	31. Telecare
15. Habitat for Humanity	33. United Samaritans Foundation
16. Haven Women's Center	34. United Way of Stanislaus County
17. Multipurpose Senior Services Programs	35. We Care Program
18. Nirvana Drug and Alcohol Treatment	

Source: City of Turlock

The focus group addressed specific questions regarding the needs of the community relative to the current economic environment, how current policies address these needs and what collaborative efforts might better address these needs to enhance coordination between public and private housing and health and social service agencies. In addition, consultations are ongoing with the county and state governments and appropriate regional bodies relative to the areas discussed herein.

Consultation Process

In the preparation of the ConPlan, the City has consulted with internal and external departments and agencies to understand the community's needs and available resources. Internally, the City met with several department representatives to provide information about the ConPlan and its processes. Department staff provided input on how CDBG and HOME resources could be used and leveraged to provide services.

Externally, the consultation process consisted of three major parts: 1) contacting 35 agencies and local nonprofits to participate in the focus group and/or the community meeting (both of which were held on May 20, 2010), which included

youth, health and human services and housing, community and economic development agencies; 2) one-on-one meetings and phone conferences with agencies; and 3) providing access to a community needs and assets survey both online and by hard copy. Furthermore, an online Citizen Participation Network (CPN) was developed through which interested parties could take the survey and access various materials related to each stage of the participation process.

Citizen Participation (91.200 (b))

1. Provide a summary of the citizen participation process.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English-speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

5-Year Strategic Plan Citizen Participation Response

City staff developed a detailed citizen participation plan that is part of this ConPlan (see Attachment A). As required by the U.S. Department of Housing and Urban Development (HUD), nonprofits and community residents were provided adequate opportunity to review and comment on the original Citizen Participation Plan and on substantial amendments to the plan. One of the purposes of the Citizen Participation Plan is to encourage citizens, particularly low- to moderate-income residents, to participate in the development of the ConPlan and any substantial amendments to the ConPlan. Citizens were engaged through community meetings, surveys, public hearings and individual meetings.

The primary goals of the City's citizen participation process are as follows:

- To generate significant public participation particularly from low- and moderate-income persons and groups residing within various areas of the City where program funds will be used, as required by HUD.
- To gather data that accurately describes and quantifies housing and community development needs and to suggest workable solutions.
- To obtain comments on proposals for allocating resources.

Public Notice and Availability of the Plan

The City of Turlock published notices of all public hearings for public review and comment and the ConPlan summary in the *Modesto Bee* and *Vida en el Valle* newspapers. The summary described the contents and purpose of the ConPlan and listed where copies of the plan could be examined. The draft ConPlan was available for public review and comment for 30 days. Copies of the ConPlan were available to the public at the City offices and on the City's Web site.

Access to Records

A list of all projects using CDBG and HOME funds will be made available upon request; the list is also available on the City's Web site. The list will include the names of the subrecipients, the amount of the allocation, a brief description of the activity and the fiscal year in which the funds were distributed.

Public Hearings

The City of Turlock conducted two separate public hearings to obtain citizens' views and to respond to proposals and questions. The first public hearing was held on June 15, 2010, at the Stanislaus County Administration Building (1010 Tenth St., Suite 6500, Modesto) to discuss community needs and proposed uses of funds for the upcoming program year. The second public hearing was held on June 22, 2010, at the City of Turlock Council Chamber (156 South Broadway) to assess how funds are planned to be spent during the next program year. The time, date, location and subject of the hearings were announced in the *Modesto Bee* and *Vida en el Valle* newspapers no less than 15 days before the hearings.

The City was prepared to provide interpreters for non-English-speaking citizens upon request, however, no such request was made. All public hearings and community meetings were conducted in the evening hours and were held at convenient and accessible locations that accommodate persons with disabilities.

Comments and Concerns

All comments and concerns made on the ConPlan and any amendments to the plan will be accepted through all components of the preparation of these documents until the closing of the formal public review and comment period. Written copies of the comments and concerns received during the public review and comment period are attached to the ConPlan and the amendments to the plan, with appropriate responses, as necessary, to all questions asked and issues raised. Oral comments received at the public hearings will be represented, commented on and attached to the final copy of the plan.

Summary of Citizen Participation

Citizens were encouraged to participate in one community meeting, which was held at the Turlock Senior Citizens Center (1191 Cahill Ave.) on May 20, 2010. At this meeting, members of the public were asked to identify community needs and priorities as part of the drafting of the ConPlan.

Citizens who participated in the process received extensive information about the ConPlan, the citizen participation process, the HUD requirements for a CDBG entitlement city and a HOME participating jurisdiction, the amount of funding that the City and the Consortium anticipate receiving and how those funds can be used by the City and the Consortium. Residents were given the opportunity to provide City and Consortium staff with their input on the prioritization of community needs.

Summary of Efforts Made to Broaden Public Participation

The Housing Program Services Division actively encouraged low- and moderate-income residents, persons of color, persons with disabilities and non-English-speaking residents to attend the community meeting and public hearings. In accordance with the Citizen Participation Plan, the City will provide translation services to any resident who requests the need for those services. Through the extensive participation of internal departments, agency and nonprofit focus groups and the community at-large, the City and the Consortium were effectively able to involve a broad swath of the Consortium area's residents in the planning process.

Community Needs Priorities for the Next Five Years

Citizens were asked to name the priorities in terms of community needs for the coming five-year period. After providing this list of needs, participants were then asked to prioritize those needs.

Agencies, nonprofits and interested members of the community were encouraged to participate in the ConPlan process via surveys. Three surveys were made available.

- The first survey, the Community Survey, was a one-sheet check-off survey to designate areas of need. This survey was included with the utility bill mailing to more than 20,000 residents. More than 1,100 surveys were returned by the deadline.² (See Attachment C.)

²Due to time constraints associated with completing the ConPlan, a random sample of the survey responses was selected with a 95 percent confidence level and a 6 percent error level. This randomization resulted in the calculation of data from 215 of the surveys received. It is the intent of the City to complete an exhaustive analysis of the complete dataset following the submission of this ConPlan.

- A more focused survey of 39 specific items, the Community Needs and Assets Survey, was set up online, and access was encouraged through the dissemination of e-mail requests to community databases of the Consortium members and community-based nonprofit agencies. The survey was also made available via a link on the City’s Web site. Dissemination of the survey was actively promoted by the Housing Program Services Division. This effort resulted in 47 surveys being returned. (See Attachment C.)
- The third survey was targeted at agencies and nonprofits. The survey included the 39 specific items that were used in the community survey, as well as questions about the agencies themselves. Six agencies responded, providing the City and the Consortium with what they felt were the community, housing and economic needs of the jurisdiction, as well as the specific profile and needs of the clientele they serve. (See Attachment C.)

The following discussion addresses the community’s responses based on the results of the surveys.

Community Survey

The Community Survey was disseminated by the City’s Housing Program Services Division as an insert with the utility bills issued by the City. The survey could be returned by fax or by mail with postage paid by the City. Ten categories of community priorities were presented with the option of designating low, medium or high need for each item listed. Space was provided in each category for participants to list additional needs, and an “Other Needs” category was included at the end of the survey for open-ended responses that might not have been otherwise addressed.

**Table 4
Community Priorities: Housing**

Housing	Low	Medium	High
Abandoned/Vacant Units in Neighborhoods	27.8%	35.9%	36.4%
Foreclosure Prevention	36.5%	33.0%	30.5%
Rental Assistance	40.0%	31.9%	28.1%
Owner-Occupied Housing Rehabilitation	42.2%	33.2%	24.6%
Lead Paint Hazard Screening	55.3%	25.1%	19.6%
Help Achieving Homeownership	42.9%	38.1%	19.0%
Construction of Single-Family Housing	56.6%	26.0%	17.3%
Housing Discrimination Information	65.1%	19.3%	15.6%

The primary community priority in housing was identified as abandoned/vacant units in neighborhoods. Foreclosure prevention and rental assistance followed closely. Comments by participants relative to housing priorities were as follows:

- "Affordable apartment units."
- "Assistance for those keeping their homes so there will not be foreclosures."
- "Builders' assistance."
- "Eliminate/refund permit fees."
- "Enforce single-family housing."
- "Lower fees for those trying to keep their homes."
- "Safe shelter to stay other than just night help from abuse."
- "Weed and graffiti abatement."

**Table 5
Community Priorities: Anti-Poverty**

Anti-Poverty	Low	Medium	High
Job Creation	14.2%	15.2%	70.6%
Job Training	16.9%	29.9%	53.1%
Small Business Development	19.1%	34.5%	46.4%
Emergency Assistance	24.1%	38.8%	37.1%
Credit/Financial Counseling	27.3%	44.4%	28.3%

The overwhelming community priority for anti-poverty was job creation. Related to that, job training and small business development were also rated highly. Comments by participants relative to anti-poverty priorities were as follows:

- "Factory jobs."
- "Housing/Shelter."
- "Local bank assistance."
- "Senior assistance."
- "Support for Turlock downtown development."
- "Support ROP [Regional Occupation Program] at high schools."

**Table 6
Community Priorities: Human Services**

Human Services	Low	Medium	High
Health Services	25.2%	21.2%	53.6%
Abused and Neglected Individuals	20.6%	35.3%	44.1%
Mental Health Services	25.7%	35.1%	39.1%
Affordable Child Care	27.6%	35.7%	36.7%
Substance Abuse Treatment	32.9%	35.3%	31.9%
Food Banks/Food Programs	37.3%	32.6%	30.0%

Health services was the leading community priority in the human services category, followed by abused and neglected individuals. Comments by participants relative to health services priorities were as follows:

- "Church services."
- "Leave to nonprofits and faith-based [groups] to handle."
- "Transportation services."

**Table 7
Community Priorities: Homeless**

Homeless	Low	Medium	High
Housing for Homeless Veterans	18.8%	23.9%	57.4%
Housing for Disabled/Chronic Homeless	31.5%	25.4%	43.1%
Youth Programs/Services (21 or younger)	27.0%	31.1%	41.8%
Do we need transitional housing?	36.6%	28.2%	35.1%
Support Services	31.8%	35.3%	32.9%
Permanent Housing	51.2%	29.0%	19.8%

The key community priority for the homeless was identified as housing for homeless veterans. A significant number of respondents also prioritized housing for disabled/chronic homeless and youth programs/services. Comments by participants relative to homeless priorities were as follows:

- "Abatement."
- "After-school programs."
- "Bus tickets out of town."
- "First-Time Homebuyers program."
- "Homeless campgrounds."
- "Homeless housing."
- "Homeless shelter."
- "No to temporary shelter unless part of larger transitional program (away from downtown)."
- "Shelters."
- "Vacant apartments/housing."

**Table 8
Community Priorities: Persons with Disabilities**

Persons with Disabilities	Low	Medium	High
Affordable Rental Units	21.6%	30.7%	47.7%
Support Services	25.9%	40.4%	33.7%
Group Home/Independent Living Facility	20.5%	46.3%	33.2%
Housing Rehabilitation or Modification	28.0%	44.6%	27.5%
Help Achieving Homeownership	35.2%	37.8%	26.9%

Regarding persons with disabilities, the top community priority was identified as affordable units by about half of the respondents. About a third of the respondents would prioritize support services and group home/independent living facilities. Comments by participants relative to priorities for persons with disabilities were as follows:

- "Assistance for disabled."
- "Legal help."
- "Rent control needs to be reenacted."
- "Volunteer help."

**Table 9
Community Priorities: Seniors/Elderly**

Seniors/Elderly	Low	Medium	High
Affordable Rental Units	10.0%	29.9%	60.2%
Owner-Occupied Housing Rehabilitation	35.0%	20.0%	45.0%
Support Services	24.9%	35.8%	39.3%
Help Achieving Homeownership	42.9%	32.8%	24.2%

Respondents identified the key community priority for seniors/elderly as affordable rental units. A secondary concern was owner-occupied housing rehabilitation. Comments by participants relative to seniors/elderly priorities were as follows:

- "Activities for seniors."
- "Legal help."
- "Maintenance assistance for seniors."
- "Meals on Wheels."
- "Senior centers free to all, not just those on Medicare."
- "Tap into elders' knowledge. Have training seminars to let them teach younger people."

**Table 10
Community Priorities: Public Safety**

Public Safety	Low	Medium	High
Neighborhood Crime Prevention Programs	10.8%	22.1%	67.2%
Housing Code Violations	39.3%	31.1%	29.6%

Among the provided responses for public safety community priorities, respondents overwhelmingly identified neighborhood crime prevention programs as the priority need. However, the participants felt that a number of other priorities should be addressed in this category. Comments by participants relative to public safety priorities were as follows:

- "Better trained housing inspectors to do proper housing inspections."
- "Community help."
- "Curfew for teens enforced."
- "Gang prevention and eradication."

- "Gang/Drug/Vagrant abatement."
- "More police."
- "Neighborhood speed bumps or signs."
- "Obtain grants for law enforcement."
- "Police coverage of busy high-traffic areas."
- "Police response for burglary attempts."
- "Property protection/police."
- "Support police and fire services."

Table 11
Community Priorities: Youth

Youth	Low	Medium	High
Crime Prevention Programs	16.9%	23.5%	59.6%
After-School Programs	19.7%	27.1%	53.2%

Strong support was identified for both crime prevention and after-school programs as community priorities for youth. Comments by participants relative to youth priorities were as follows:

- "Art (murals)."
- "Assistance for youth."
- "Bowling alley/Arcade."
- "Gang awareness."
- "Getting parents involved."
- "Magic."
- "Mentor programs."
- "Parks and Rec programs."
- "Roller skating rink."
- "Social events/entertainment."
- "Socials."
- "Spanking back in schools."
- "Sports programs."

Table 12
Community Priorities: Public Facilities

Public Facilities	Low	Medium	High
Health Facilities	32.9%	35.3%	31.8%
Neighborhood/Community Centers	31.7%	39.0%	29.3%
Community Facilities/Meeting Places	37.5%	43.8%	18.8%
ADA/Accessibility Improvements	50.0%	32.3%	17.7%
More Park Facilities	47.6%	37.2%	15.2%
Drop-in Centers (low income and homeless)	59.0%	26.7%	14.3%

Among public facilities, the leading community priorities were identified as health facilities and neighborhood/community centers. Comments by participants relative to priorities for public facilities were as follows:

- "Cleaner, nicer park bathrooms."
- "Covering for basketball court at Columbia Park to protect court from rain so people can still play."
- "Help the library maintain current services."
- "Homeless out of parks."
- "Park facilities are fantastic and maintained excellent."
- "Restrooms in parks open all weekend."
- "Teen center."
- "Toxic disposal sites for light bulbs, etc., open every weekend."

Table 13
Community Priorities: Infrastructure/Improvements

Infrastructure/Improvements	Low	Medium	High
Sidewalks	37.1%	33.5%	29.4%
Storm Water/Drainage Improvements	36.3%	34.7%	29.0%
Wider Main Roads	44.7%	27.4%	27.9%
Fire Hydrants	36.4%	36.4%	27.3%
Business Storefront Improvements	23.7%	52.7%	23.7%
Sewer Improvements (hookups)	44.1%	34.6%	21.2%
Water Line Extension	49.7%	29.8%	20.4%

Of the items provided for community priorities relative to infrastructure/improvements, a little more than a quarter of respondents identified sidewalks, storm water/drainage improvements, wider main roads and fire hydrants as priorities. However, the biggest infrastructure concern of participants was fixing roads, which was added in a variety of forms (e.g., fix the streets, resurface roads, fix potholes, better road maintenance, repave streets). Comments by participants relative to infrastructure/improvement priorities were as follows:

- "Cameras at intersections."
- "Coordinate lights at intersections."
- "Demolish old, unsafe abandoned buildings."
- "Fix the old first."
- "Fix the streets; that is what gas tax money is for."
- "Good drinking water."
- "Repair and improve canals."
- "Street lighting."
- "Street sweepers."

- “Video street surveillance.”

In addition to the categories referenced above, respondents could list other suggestions for community priorities. These included the following:

- “Attract more businesses.”
- “Better water waste enforcement.”
- “Cash aid for [persons] 21+.”
- “Environmental planning to help create and maintain opportunities to walk and bike to shopping and other services and to take public transportation.”
- “Fill empty business stores and downtown shops before giving out permits for new buildings. All over town there are new buildings and stores that are for rent or sale.”
- “Government responsibility should be limited to public safety and infrastructure. Individuals, faith-based organizations and other nonprofits should do the rest.”
- “Graffiti lookout.”
- “Help with all areas for disabled and low-income homes.”
- “Improve south Turlock.”
- “Lead by example.”
- “Lower fees to attract business; don’t drive it away.”
- “Lower taxes.”
- “No money to illegals.”
- “Noise pollution ticketing.”
- “Nuisance dog rules; tighten them up.”
- “Reduce city utility bills.”
- “Reduce deficit.”
- “Use local Turlock business for your spending.”
- “Would like to see watering done after 9 p.m. and before 6 a.m.”

Community Needs and Assets Survey

The Community Needs and Assets Survey was made available as part of the ConPlan planning process. In addition to assessing a listing of possible community needs with responses of high, medium, low or no need, respondents were provided with ample space and opportunity for open-ended responses relative to additional needs or comments on the specified needs. The survey was distributed by e-mail to the distribution lists of the various Consortium members and nonprofits, was available through the CPN and was accessible via a link on the City’s Web site.

Public Facilities

Table 14 shows the feedback from respondents relative to the scale of importance of various public facilities.

**Table 14
Priority Need for Public Facilities**

Need	No Need	Low	Medium	High
Youth Centers	1.9%	20.8%	24.5%	52.8%
Shelters for Abused and Neglected Children	5.7%	9.4%	34.0%	50.9%
Facilities for the Homeless	9.4%	13.2%	30.2%	47.2%
Parks and Recreation	1.9%	15.1%	45.3%	37.7%
Child Care Centers	9.4%	20.8%	32.1%	37.7%
Community Centers	7.5%	26.4%	35.8%	30.2%
Healthcare Facilities	9.4%	35.8%	28.3%	26.4%
Senior Citizen Centers	26.6%	23.4%	26.6%	23.4%
Parking	24.5%	41.5%	18.9%	15.1%
Centers for Disabled	5.7%	34.0%	49.1%	11.3%

Youth centers and shelters for abused and neglected children were identified as a high priority need by a majority of participants, followed closely by facilities for the homeless.

Snapshot of Respondent Comments

- “Turlock should have a shelter for the homeless, along with a shelter for battered women and their children.”
- “I am a strong believer in ‘community.’ This town needs all these facilities, especially with the hard financial times that have hit all of us. Turlock needs everything we can get.”
- “Youth centers and child care centers would be my top two priorities. There is a high need for reasonable priced child care centers. With the high unemployment rates, child care center prices are so high parents are having to question if being employed is paying off since they’re making just enough to pay for child care. The City of Turlock has offered some programs in the past that have been awesome. Thank you.”
- “Turlock needs programs for the youth. All activities cost money for the parents leaving those less fortunate to do nothing but think of nonproductive activities. What happen[ed] to summer jobs for our youth. This kept them busy while off school instead of vandalizing our town.”
- “We have schools where youth, children, recreation and even community events can be serviced. Near Turlock High parking is an issue. The most needy segment of our community includes the homeless, the disabled (some of whom are homeless) and the neglected children, again often part of homelessness.”

Note: For a comprehensive listing of comments, see Attachment B.

Infrastructure

Table 15 shows the feedback from respondents relative to the scale of importance of infrastructure needs.

**Table 15
Priority Need for Infrastructure**

Need	No Need	Low	Medium	High
Street Improvements	3.8%	9.6%	38.5%	48.1%
Fire/Station Equipment	7.7%	23.1%	38.5%	30.8%
Sidewalks	5.8%	15.4%	53.8%	25.0%
Flood Prevention and/or Drainage	3.8%	28.8%	44.2%	23.1%
Tree Planting	9.6%	46.2%	26.9%	17.3%
Sewer Improvements	9.6%	28.8%	51.9%	9.6%

Almost half of the participants identified street improvements as the primary infrastructure need. The next highest concern was fire/station equipment.

Snapshot of Respondent Comments

- “Please fix the existing street conditions. It was crazy to resurface the new area’s Target/Lowe’s when Canal, East Ave., Main, Lander [and] south Golden State are full of potholes and broken, raised up sidewalks.”
- “More trees, more walking areas [and] more biking areas could make this a truly beautiful place to live.”
- “Don’t forget about the poorest areas in town. They need their streets repaired, too. They need sidewalks for the children to be safe walking to school. Such as there being no sidewalks on part of Montana Avenue. It’s off of Lander (high traffic area) and the children walk on streets that are flooded most of the time to walk to school. The cars on this street drive like they’re on the freeway. It’s not safe for the children without a sidewalk.”
- “The focus during this economic time needs to be the youth and the people in need. We’ve lived with the streets the way they are. Why not wait until the economy turns around?”
- “We need to first fix our problems, then invest in our infrastructure, then make it pretty. Another option is to have community groups get involved to beautify the city if they know what needs to be done and have a list to choose from.”
- “Good streets, sidewalks and firefighting are essential for safety. Flooding seems a less frequent issue. I don’t know about the sewer system in other parts of town. Tree planting is something that could be undertaken by community volunteers.”
- “County unincorporated areas and Consortia partners clearly have a need for infrastructure improvements in connection with affordable housing projects.”

Note: For a comprehensive listing of comments, see Attachment B.

Social and Public Service Needs

Table 16 shows the feedback from respondents relative to the scale of importance of social and public service needs.

Table 16
Priority Need for Social and Public Services

Need	No Need	Low	Medium	High
Youth Services	4.3%	13.0%	37.0%	45.7%
Child Care	3.8%	28.8%	32.7%	34.6%
Substance Abuse Services	5.8%	28.8%	32.7%	32.7%
Employment Training	7.7%	30.8%	30.8%	30.8%
Crime Prevention and Awareness	3.8%	17.3%	50.0%	28.8%
Senior Citizen Services	4.3%	26.1%	41.3%	28.3%
Health Services	5.8%	30.8%	40.4%	23.1%
Transportation Services	8.7%	21.7%	47.8%	21.7%
Services for the Disabled	4.3%	30.4%	50.0%	15.2%
Tenant/Landlord Counseling	19.2%	48.1%	25.0%	7.7%

Almost half of the participants identified youth services as the primary need for social and public services, whereas roughly a third identified child care, substance abuse services and employment training.

Snapshot of Respondent Comments

- “Youth services and child care would be my top two priorities.”
- “Lots of tax money has been spent on substance abuse services and the war on drugs, but the results just aren’t there to prove the efficacy of more money allocated to it. It seems like the more you do for people the less they do for themselves, so I’m not in favor of providing much more than is available now.”

Note: For a comprehensive listing of comments, see Attachment B.

Economic Development Needs

Table 17 shows the feedback from respondents relative to the scale of importance of economic development needs.

Table 17
Priority Need for Economic Development

Need	No Need	Low	Medium	High
Job Creation	2.0%	9.8%	25.5%	62.7%
Microenterprise Assistance	11.8%	41.2%	27.5%	19.6%
Business Support Services	9.8%	45.1%	31.4%	13.7%
Technical Support to Nonprofit Businesses	13.7%	39.2%	35.3%	11.8%

The overwhelming priority need for economic development is job creation.

Snapshot of Respondent Comments

- “We have generational family businesses in this community, and it is the bureaucracy that stands in the way of helping these businesses to prosper. The

City of Turlock needs to help businesses improve their facilities and [not] put on so many requirements and restrictions they cannot afford to improve. We also have new restrictions on how we do business. We have gone from five employees to one part-time employee over the last two years because of the restrictions and requirements.”

- “Job creation for youth. We need to keep our youth involved and busy in positive activities while teaching them survival skills. Much of our youth today don’t work until the age of 18+. They need to learn how to work before they become adults and be independent.”
- “Encourage business and industry. Allow free enterprise to work to create jobs. Unless liberty is accorded to business, microenterprises can’t work because they can’t afford to jump through all the hoops. The more regulation there is, the more difficult it is for jobs to be created in businesses that can actually succeed.”
- “The Alliance Worknet is positioned to provide many of these services to the community.”

Note: For a comprehensive listing of comments, see Attachment B.

Housing Needs

Table 18 shows the feedback from respondents relative to the scale of importance of housing needs.

**Table 18
Priority Need for Housing**

Need	No Need	Low	Medium	High
Homeless Transitional Housing	7.7%	19.2%	36.5%	36.5%
Energy-Efficient Improvements	3.8%	26.9%	36.5%	32.7%
Homeownership Assistance	9.6%	28.8%	28.8%	32.7%
Residential Property Maintenance/Code Enforcement	15.4%	28.8%	38.5%	17.3%
Rental Housing Subsidies	23.1%	38.5%	21.2%	17.3%
Improvements for Disabled Accessibility	9.6%	36.5%	38.5%	15.4%
Lead-Based Paint Testing and Abatement	21.2%	50.0%	15.4%	13.5%
Multifamily Rehabilitation	15.4%	36.5%	38.5%	9.6%
Residential Historic Preservation	15.4%	55.8%	23.1%	5.8%

The key housing need was identified as homeless transitional housing, followed closely by energy-efficient improvements and homeownership assistance.

Snapshot of Respondent Comments

- “Homeowner assistance. I was trying to buy a house, preferably in Turlock. I have lived here since 1977. I was recently informed that the down payment assistance has no more funding.”
- “I’m not sure what is available for the homeless. I do see more homeless roaming our streets than we did five years ago. I’m a Turlock native, and I’ve never seen this many people like we do now. Have you driven by Broadway lately?”

- “People need a place to live, but homeownership assistance is part of what got us into the current economic crisis. In some historic parts of town, things are too run down to be salvageable because it would cost too much. We shouldn’t waste energy, but I don’t think we need to go overboard spending a lot right now. Some projects in other places have cost more to implement than they’ll ever save in efficiency. Code enforcement is important for safety as is lead paint testing and abatement.”

Note: For a comprehensive listing of comments, see Attachment B.

Geographic Areas of Need

The highest concentration of low- to moderate-income residents is in southwest Turlock. Of the survey respondents, 38.3 percent were from northeast Turlock (see Figure 1) and 23.4 percent were from northwest Turlock. In fact, there was a broad swath of respondents from throughout the City. The area seen as most in need of improvement by the survey respondents was overwhelmingly southwest Turlock (61.7 percent; see Figure 2).

Figure 1
Area of Turlock in which Survey Participants Reside

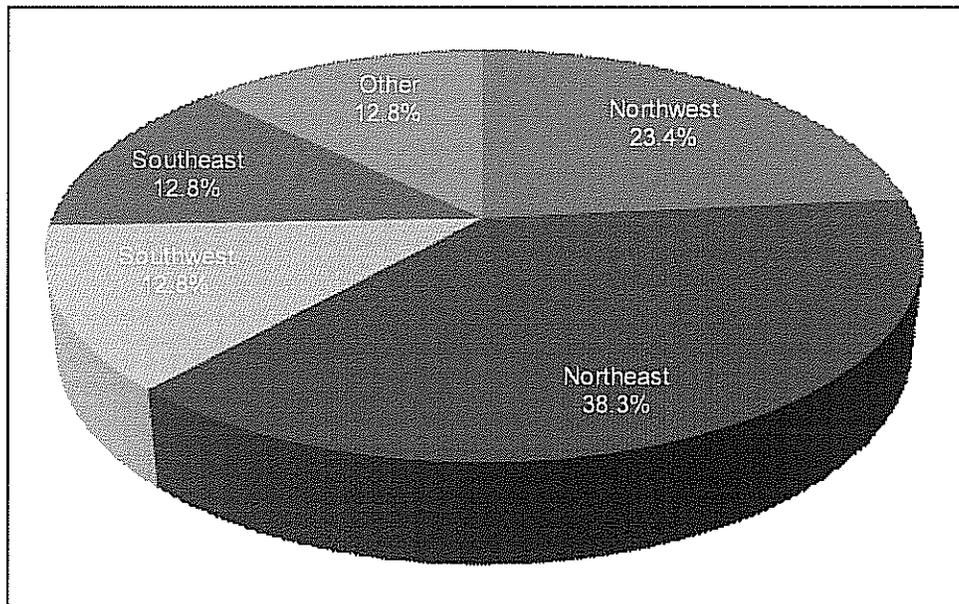
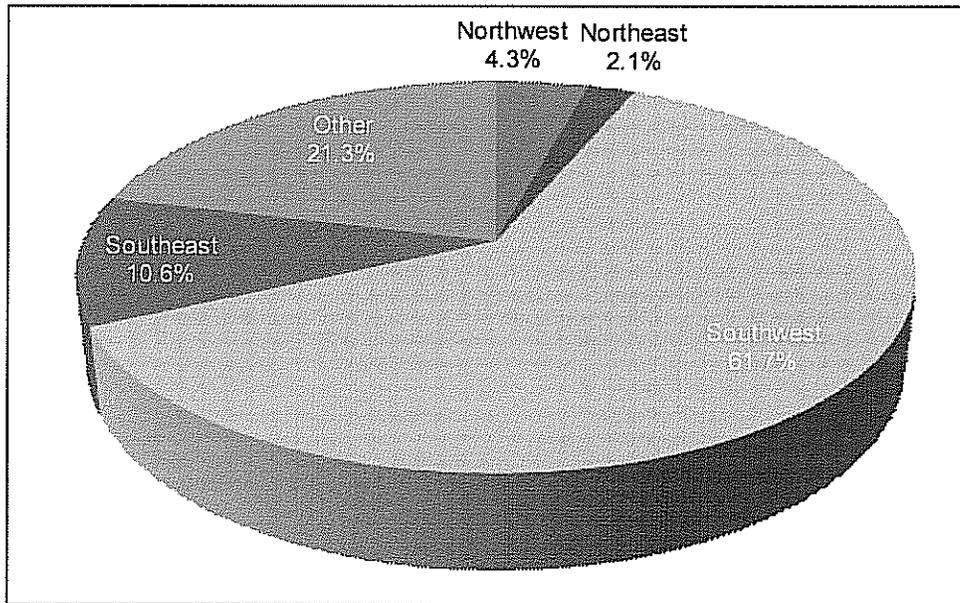


Figure 2
Area of Turlock Most in Need of Improvement



Snapshot of Respondent Comments

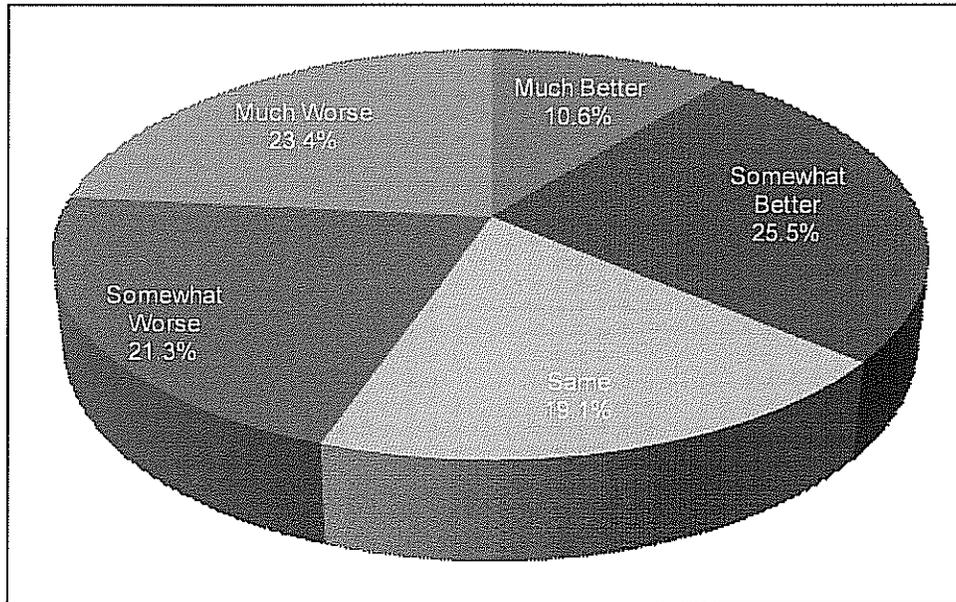
- "South area – east and west."
- "Canal Road."
- "The Ghetto. Anything near W. Main."
- "Southwest overall, but Canal sure needs paving too."
- "Country."
- "South of Main, west of Lander."
- "Turlock High School, Canal, East Ave."
- "Olive, Main and side streets downtown."
- "Westside and along Lander Ave."

Note: For a comprehensive listing of comments, see Attachment B.

Sentiment on Community Improvement

Respondents were asked to compare housing, economic and community development growth relative to five years earlier (see Figure 3).

Figure 3
Housing, Economic and Community Development Growth
Relative to Five Years Earlier



Almost half of the respondents (44.7 percent) feel that growth in housing, economic and community development has become “somewhat worse” or “much worse” in the past five years, whereas only about a third (36.1 percent) feel that it has become “somewhat better” or “much better.”

Snapshot of Respondent Comments

- “Growth has been tremendous and less services being provided for that growth.”
- “I don’t think there is a real commitment to helping initiate and keep small business in town. I see smaller businesses closing in front of the big stores at Countryside. Now those are closing, and the small businesses are replacing them.”
- “Though the economic status of individual and personal status may be at an all-time low, I think the growth within the community as far as amenities, housing and enterprise overall has grown substantially.”
- “Bring in more ‘family’ centered activities, e.g., bowling alley, mini golf. Give the kids, teens and families with children something to do.”
- “Our economy is stagnant and the businesses here are just holding on and the City is so hard to work with. We just hold on. You don’t need to give anyone anything, just allow us to do it for ourselves.”
- “People out of work, programs closing or, at a minimum, things look bleak.”
- “Considering the financial constraints with which the City must work, I think the City of Turlock is doing a commendable job of providing comparable levels of service compared to five years ago.”

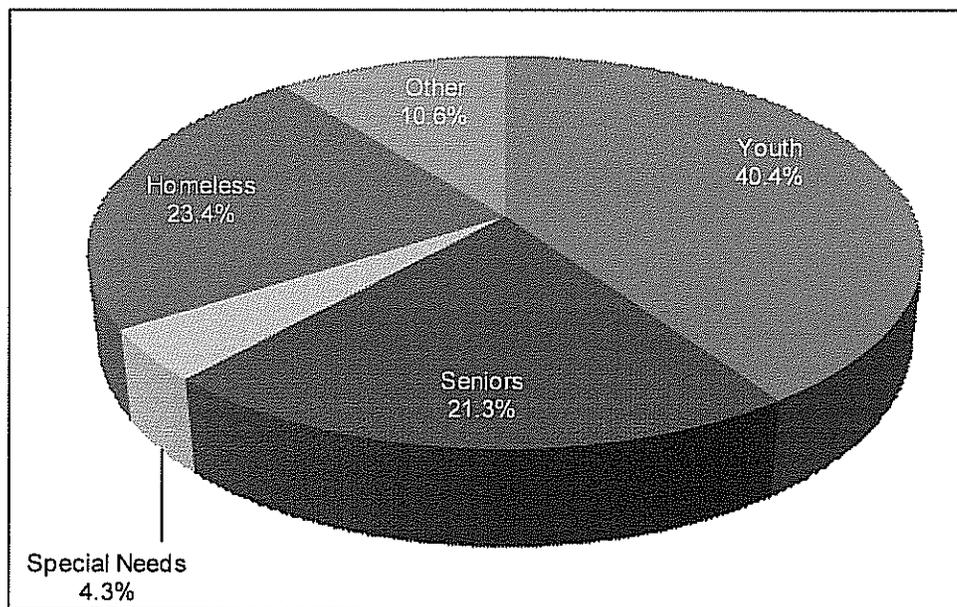
- “The downtown has had such tremendous turnover in small businesses. The improvements haven’t made it possible for people to find real shopping success on a large scale. I seldom shop downtown anymore like I used to.”
- “In this economy, everything is at a lower lever except the need for all services.”
- “Much has been done to make Turlock a thriving, attractive community, insofar as adding retail business.”

Note: For a comprehensive listing of comments, see Attachment B.

Areas of Focus

The respondents were asked which group should be the focus of additional services (see Figure 4).

Figure 4
Groups Identified for Focus of Additional Services



The dominant group identified for need was youth (40.4 percent). Roughly a fifth of the respondents identified the homeless (23.4 percent) and seniors (21.3 percent) as priority need groups.

Snapshot of Respondent Comments

- “Working families.”
- “Both youth and homeless.”
- “I think the working-class families that are struggling to get by should receive more services. There currently are not enough services for the working population that need temporary assistance to make it through difficult times.”
- “Stops the need for gang activity!”

- “Not that I’d like people who make bad choices to receive extra services, but they won’t just go away and the City’s decision to leave it up to the nonprofits and churches is not acceptable.”
- “Keep the kids busy and supervised, and they will stay out of trouble.”
- “The homeless also rank at or near the top. More and more displacements seem inevitable with a stagnant (tepid, at best) economy, and whole families are on the streets.”
- “Services need to be cut back on, and we need to let the churches, businesses and community take care of this.”
- “We need some type of center or business in our community to where youth can go. We lost our bowling alley, and we never found out why they didn’t build the water park near [Highway] 99 that many said was to be built.”
- “All of these groups are important.”
- “Child care and after-school activities for the youth.”
- “Seniors primarily, then our youth.”
- “Create jobs. Having our youth go to work improves many areas—keeps them off the street, helps their parents financially as they become self-sufficient [and] teaches them life skills.”
- “Many of the churches are doing their part to help those in need, but the City has really botched its opportunity to uphold its responsibility. I’m still waiting for the city to be vindicated in the handling of the B Street shelter money. That whole thing seems like such a huge waste of taxpayer monies with nothing to show for it now.”

Note: For a comprehensive listing of comments, see Attachment B.

Current Assistance

Of the participants who responded, 85.1 percent had not received any City-run or private assistance (e.g., first-time homebuyers, housing rehabilitation, homeless assistance).

Snapshot of Respondent Comments

- “I have received help for homelessness and last December was housed through the HPRP [Homelessness Prevention and Rapid Re-Housing Program] program through We Care.”
- “We are first-time homebuyers and were not aware of anything offered beyond the federal tax credit.”
- “No, but I have fed our homeless through my church and I feel that they need some kind of shelter to go to at night. I know the City and the community can work together to help our fellow men/women. I don’t feel the City and county should have to take care of them all on their own.”

- “In 1995, I received assistance for a down payment on my house. I was very grateful for this assistance from the City. I paid this back to the City and continue to live in the same home.”
- “Child care.”

Note: For a comprehensive listing of comments, see Attachment B.

Services versus Needs

Asked if City-run services were sufficient to meet the needs of Turlock residents, the community was evenly split with 51.1 percent responding “no” and 48.9 percent answering “yes.”

Snapshot of Respondent Comments

- “I feel that only those who are able to prove that they have an income have their needs met sufficiently, and those who are homeless or doing only odd jobs just get a ‘band-aid’ fix.”
- “Our police services are not sufficient to meet the City’s needs. Our officers I feel are at risk and need more officers. Same for Neighborhood Services, Animal Control, Records, the whole department!”
- “Parks and Recreation budget has been cut too far.”
- “We need a year-round homeless shelter with support services.”
- “The schools’ funding has been cut significantly, which affects services and resources given to students.”
- “Right now, I don’t believe the City has the ability to do much extra spending when they are facing the budget issues they are facing.”
- “The community needs more services run by community members. The City cannot do everything. The government is going through a difficult time just trying to provide the basic necessities to sustain itself. The community needs to be involved more.”
- “There needs to be free after-school programs for underprivileged kids. This will help the parents with the cost of child care. Give the kids something constructive to do after school rather than get into trouble. Anti-gang and anti-drug messages can be delivered at the after-school programs along with free tutoring and maybe some ESL help. The best way to prevent crime and drug infestation is to inject a sense of self-worth and responsibility into our young people.”
- “We all have to live within our means. In these times, we are now forced to eliminate lower priority uses of funds that in the long run will make all economic units more efficient and effective.”

Note: For a comprehensive listing of comments, see Attachment B.

Of those who responded to the question, “Do you expect that supportive service needs will change during the next four years?,” 53.2 percent said “yes,” whereas 46.8 percent said “no.”

Snapshot of Respondent Comments

- “Eventually, I expect more programs to be created, especially if there is federal funding to support it. In the meantime, I think many services will continue to be reduced or eliminated due to budget limitations.”
- “Hopefully, a homeless shelter will be in place.”
- “Budget cuts and staffing reductions are going to cripple certain department’s ability to offer the same or any level of service to the residents of Turlock.”
- “Yes, I hope that as the economy recovers that the City will also be able to provide more supportive services for the community (after-school activities, affordable child care, etc.)”
- “Seniors are getting the short end of the stick, both locally and nationally, due to bad management of Medicare, etc.”
- “Additional cuts as there is only so much funding to go around until our economy recovers. I love how the community has got involved in feeding the homeless through churches. All community groups can get involved to help.”
- “I expect there will be an increase of police/firefighter staffing and business support services as the economy improves.”
- “In the current climate, they will need to be reduced and people will need to take care of themselves and others. My biggest concern is that the proliferation of government regulations will prevent people from being self-sufficient and helpful to each other.”
- “We are entering a time of increased energy awareness. The City can do a lot to help people make the transition to wiser use of natural resources.”

Note: For a comprehensive listing of comments, see Attachment B.

Responding to “Do you feel recent Code Enforcement efforts have been successful?,” 53.2 percent of respondents said “yes,” whereas 43.6 percent said “no” (4.3 percent had no opinion).

Snapshot of Respondent Comments

- “Not for lack of trying. My opinion is that anyone wanting to own a home and or have a rental in our city all must pass a City inspection. There are many homes that would not even pass a Habitability Standards Inspection required by HUD but yet they are being rented! A new City ordinance should be a place so that we do not have slumlords in our City.”
- “Code enforcement procedures have improved.”
- “In general, perhaps they have been. Specifically, streets like Canal and Lyons and probably a few others near the high school are constant sources of speeding and reckless driving. Not sure if this is what’s meant by code enforcement, or if it refers specifically to residential/business code.”
- “I went through a huge remodel and was very impressed with our city’s inspectors. They were helpful, polite and informative.”

- “I’m not sure which code enforcements you’re referring to, but the sidewalks along Main and Olive in certain spots are a hazard due to buckling. Somebody is going to fall down and get hurt, like maybe me! I tried to call and got a looped message so I had to e-mail. I never got a response. There are several houses along Olive between the Post Office driveway and Denair Street that are trashed. Can’t the property owners be prevailed upon to do their civic duty?”
- “In my one-story residential neighborhood, a three-story building was authorized by the City for a high-priced senior care facility. Where I used to see sky, I now look at this building. In Turlock, it sometimes seems that some of us are more equal than others.”

Note: For a comprehensive listing of comments, see Attachment B.

Agency Profile

Given the responses to the agency survey, we can create a profile of the agencies and services that are available in the community.

The agencies were asked: “How would you characterize the population that your organization serves?” Half responded that they served youth (50.0 percent), 16.6 percent responded seniors and the balance was “other.”

The agencies were asked: “Are those you serve considered low-income residents?” Two-thirds (66.6 percent) answered “yes,” and 33.3 percent responded “no.”

The agencies were asked: “Do you have a plan for servicing low-income residents?” The vast majority (83.3 percent) responded in the affirmative, and only 16.6 percent said that they did not.

The agencies were asked: “Do you provide housing services to your clients?” Provided services include housing rehabilitation and down payment assistance, emergency shelter for persons ages 13 to 17, transitional housing for persons ages 18 to 21, permanent supportive housing for disabled adults, HUD rent subsidy (202 PRAC [Project Rental Assistance Contract]) and supportive permanent housing.

The agencies were asked: “Do you provide non-housing supportive services to your clients?” Provided services include Community Housing and Shelter Services and Habitat for Humanity, an onsite caseworker to assist with all assistance issues (e.g., Social Security, Supplemental Security Income, Medi-Cal, Americans with Disabilities Act), case management and a bus service for the homeless.

The agencies were asked: “Are the supportive resources provided by your organization or other organizations sufficient to meet the needs?” Responses included the following:

- “[There is] always more demand than available resources.”
- “With recent funding cuts, Family Resource Centers will have to reduce services and advice and aid in navigating the assistance system.”
- “Need more transitional housing resources.”

The agencies were asked: “Do you expect supportive service needs to change during the next five years?” A substantial majority (83.3 percent) answered “yes,” whereas only 16.6 percent responded “no.” The respondents noted the following ways in which needs are likely to change.

- “Increase in demand in this current economic climate.”
- “A greater number of people/families will require support, and the issues for which they will require support will become more intense.”
- “The senior population is growing, which will severely tax public-sector assistance.”
- “More independent housing.”

The agencies were asked: “What funding sources currently support your program(s)?” Responses included redevelopment funds, CDBG funds, Emergency Shelter Grants (ESGs), private foundations, the United Way, state and federal funding, fund-raising, contracts with county agencies and school districts, program fees, HUD and resident rents, and Behavioral Health and Recovery Services.

The agencies were asked to provide the annual numbers that they directly serve. Fifty percent of the agencies responded 500 or more persons, whereas 33.3 percent replied 101–200 and 16.6 percent responded 100 and under.

The agencies were asked to estimate the amount of resources that they contribute to low-income residents in the City of Turlock and/or the Stanislaus County HOME Consortium area. Of the respondents, 16.6 percent provide more than \$500,000, 16.6 percent provide \$400,001–\$500,000, 33.3 percent provide under \$100,000 and 33.3 percent did not respond or did not have access to that information.

Institutional Structure (91.215 (i))

1. Explain the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, nonprofit organizations and public institutions.
2. Assess the strengths and gaps in the delivery system.
3. Assess the strengths and gaps in the delivery system for public housing, including a description of the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of housing agency, relationship regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; review by the jurisdiction of proposed capital improvements as well as proposed development, demolition or disposition of public housing developments.

5-Year Strategic Plan Institutional Structure Response

Turlock and the other Consortium cities are charter cities and are managed utilizing the council-manager form of government. The City of Turlock's five-person City Council provides policy direction to the city manager, who is responsible for administering city operations. The City Council members are the leaders and policy makers elected to represent the community and to concentrate on policy issues that are responsive to citizens' needs and wishes. The city manager is appointed by the City Council to carry out policy and ensure that the entire community is being served. The City Council is the legislative body; its members are the community's decision makers.

The Turlock Redevelopment Agency was established to assist in eliminating blight from specific designated areas of the City through redevelopment, reconstruction and rehabilitation. The Redevelopment Agency comprises the City Council with the city manager acting as the executive director. The agency is committed to successful redevelopment by having well-established goals and dedicated staff who strive to meet those goals. The day-to-day activities of the Redevelopment Agency are administered by two groups: The Economic Development and Redevelopment Division handles the 80 percent tax-increment portion, and the Housing Program Services Division handles the 20 percent low-to moderate-income portion. Turlock serves as the lead city in coordinating with the other Consortium cities for the HOME program. The staff of the Economic Development and Redevelopment and Housing Program Services divisions work closely with other City departments, the Consortium cities and the community to develop programs and activities that improve low- and moderate-income neighborhoods throughout the City and the Consortium area. The administration of program activities includes housing, public facility and infrastructure improvements, public and social service activities and economic development activities.

The strengths in the delivery system are interdepartmental communication and collaboration. City staff from various departments work with each other, with organizations and agencies that assist low-income individuals and with families in the Consortium area and community residents to establish priorities for utilizing CDBG and HOME funding. The gaps in the delivery system are due to limited funding. The need far outreaches the funding resources. As a result, even projects with a high priority may have to wait years to be funded.

The principal provider of community development and economic development programs, housing projects and financial support will be the City of Turlock in coordination with the Consortium where applicable.

Any service delivery gaps that may exist are due to the lack of housing subsidies for low- and moderate-income and working poor residents. There are limited resources countywide or in Turlock to address the gap between the income and housing cost burden experienced by low- and moderate-income seniors, large families and residents with disabilities. For instance, 31.1 percent of low-income senior citizens in the Consortium area spend more than 50 percent of their income on housing (i.e., are severely cost burdened).³

Monitoring (91.230)

1. Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

5-Year Strategic Plan Monitoring Response

Monitoring of the ConPlan will be the responsibility of the City's Housing Program Services Division. Monitoring will include the HUD-funded activities administered by the City as described in the ConPlan. This will ensure that all statutory and regulatory requirements are being met and that performance reports and all other information submitted to HUD is correct and complete. The goal of the City and the Consortium is to have no significant monitoring comments or audit findings.

Specific monitoring functions will include the following:

- Review potential activities to ensure compliance with eligibility, national objectives and overall benefit.

³Comprehensive Housing Affordability Strategy (CHAS), 2000

- Review projects, prior to, during and at completion of their implementation to ensure compliance with all statutory and regulatory requirements.
- Conduct a single audit on a yearly basis to ensure compliance with the income requirements.
- Supervise and train employees with an emphasis on HUD statutory and regulatory requirements and hold periodic City staff and Consortium member meetings to monitor activities.
- Prepare for and cooperate with the auditor conducting the annual audit of federal funds received by the Consortium.
- Review all reports and other documentation submitted to HUD to ensure correctness and completeness.

The City will track and report on its progress toward meeting its housing and community development goals and report these on an annual basis in the Consolidated Annual Performance Report (CAPER). At a minimum, a yearly onsite review will be conducted to ensure compliance with specific long-term monitoring requirements of the programs involved including minority business outreach and comprehensive planning requirements. Quarterly reports prior to draw requests will be required to ensure compliance and eligibility, as well as the timeliness of expenditures by all of the City's CDBG-funded nonprofits.

Priority Needs Analysis and Strategies (91.215 (a))

1. Describe the basis for assigning the priority given to each category of priority needs.
2. Identify any obstacles to meeting underserved needs.

5-Year Strategic Plan Priority Needs Analysis and Strategies Response

The City and the Consortium take into account reliable statistical data and community input in prioritizing needs analysis and strategies. To determine community needs, the City and the Consortium conducted a series of surveys where participants were asked about the levels of need for a variety of items in multiple categories. Participants labeled the priority level of each need.

There are several obstacles to meeting the needs of underserved residents in the City and the Consortium area. Housing affordability is influenced by a complex set of economic conditions. Some of these obstacles are a result of interest rates, lack of disposable income, insufficient funding, governmental actions, tax

policies, land-use policies and regulations, and other nongovernmental market factors.

Lead-Based Paint (91.215 (g))

1. Estimate the number of housing units that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low income, low-income and moderate-income families.
2. Outline actions proposed or being taken to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

5-Year Strategic Plan Lead-Based Paint Response

As of 2000, there were 46,419 units in the Consortium area built before 1980. According to HUD, it is estimated that 18,466 owners and 13,243 renters of pre-1980 housing units could be subject to lead-based paint hazards. Using this data, it is estimated that 31,709 older housing units in the Consortium area could be subject to lead-based paint hazards. As of 2000, approximately 10,575 very low and low-income renter households occupied these older units that might be subject to lead-based paint hazards.

The environmental health specialist for the Stanislaus County Department of Environmental Resources reported that from October 1998 to March 2000, 12 cases of lead-based paint poisoning had been detected in Modesto, Salida, Riverbank, Newman and Keyes, but none in the City of Turlock. However, these cases did not involve paint on residential walls or fixtures. The most common sources of poisoning were lead-based components in mini-blinds, painted pottery and hobbies that used materials comprising lead paint (e.g., bullet-making and painting ceramic figurines).

Beginning on March 1, 2001, the City of Turlock's Rehabilitation Program began testing the paint in homes built before 1978 that will be rehabilitated through the City's below-market rate or deferred payment loan programs. A certified lead assessor report is now required for all homes built before 1978. If any lead is found in the home, corrective measures that comply with lead-based paint requirements must be accomplished before funding or inclusion in the rehab process. In addition, homes included in the City's First-Time Homebuyers program and built before 1978 must be tested for lead paint by a certified lead assessor.

HOUSING

Housing Needs (91.205)

*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. Describe the estimated housing needs projected for the next five-year period for the following categories of persons: extremely low income, low-income, moderate-income and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, victims of domestic violence, families on the public housing and Section 8 tenant-based waiting list, and discuss specific housing problems, including cost-burden, severe cost-burden, substandard housing and overcrowding (especially large families).
2. To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must complete an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least 10 percentage points higher than the percentage of persons in the category as a whole.

5-Year Strategic Plan Housing Needs Response⁴

As noted in Government Code Section 65583(a)(6), there are segments of the population that require special consideration within the overall housing needs assessment. These are generally low-income people who have less access to housing choices. These special housing needs groups include the elderly, the disabled, large families, farmworkers, single-parent households and the homeless.

Elderly

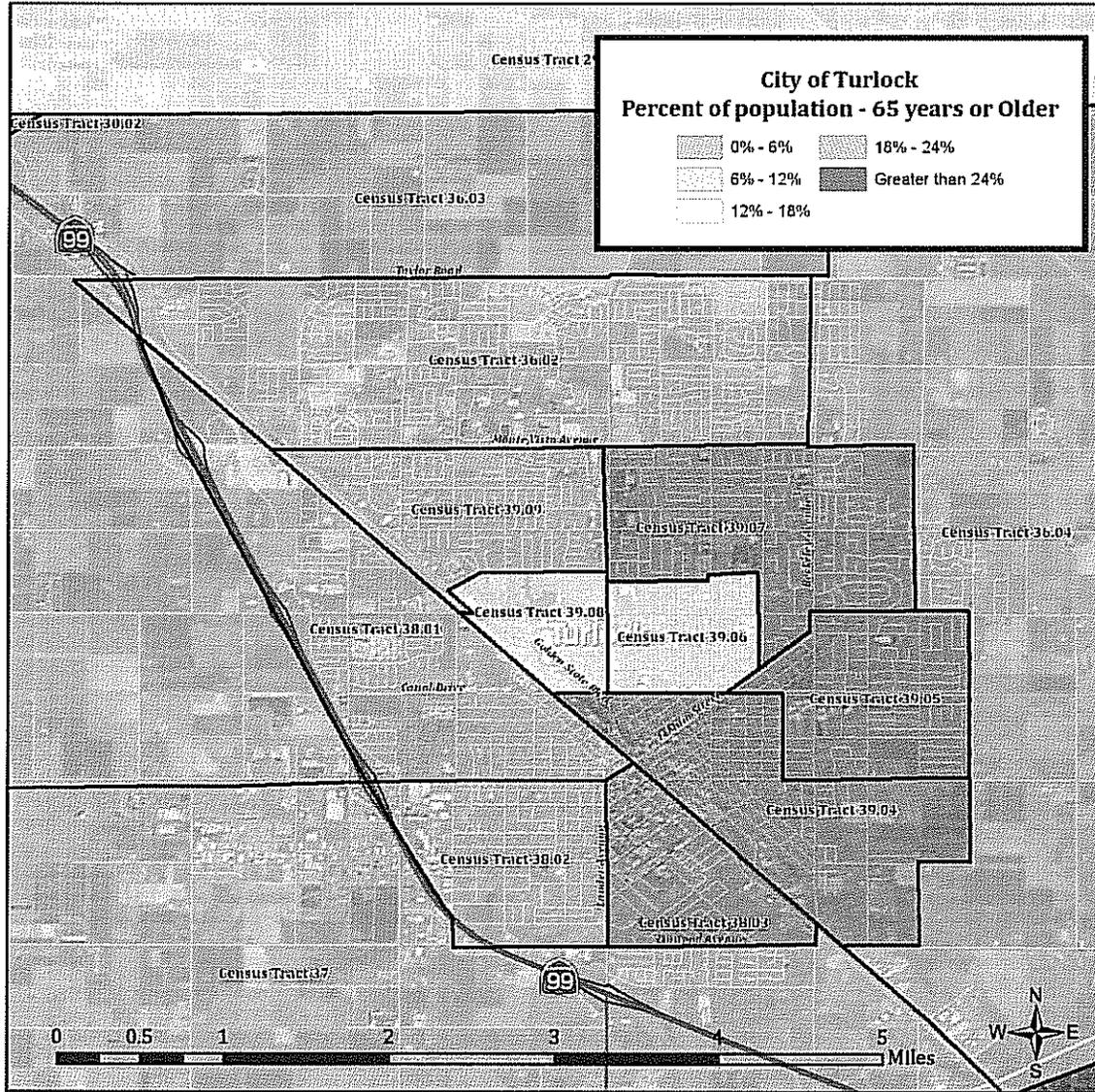
Many elderly households live in housing that costs more than 30 percent of their income or live in housing that does not accommodate specific needs for assistance. Due to various circumstances, an elderly household may have difficulties staying in their home community or near family. The purpose of this section is to determine the housing needs for all characteristics of the elderly community, defined as persons age 65 and older.

As the numbers of seniors and senior households increase, so do their collective needs. In 1980, there were 3,350 seniors in Turlock, which represented approximately 13 percent of the total population in the City. From 1980 to 1990, the senior population increased 5.9 percent annually. From 1990 to 2000, the senior population increased 2.4 percent annually to 6,605. The 2007 American Community Survey showed a slight decrease in the number of seniors from 2000 to 2007, resulting in an estimated 6,104 seniors in 2007, or 9 percent of the City's

⁴The City of Turlock's 2010 Housing Element served as the basis for the housing needs discussion.

population. Map 4 shows the distribution of the elderly population throughout the City. Table 19 summarizes the senior population trends in Turlock.

Map 4
Population Age 65 and Older in Turlock



Source: City of Turlock

Table 19
Senior Population in Turlock

Year	Number	Change	% Change	Annual % Change
1980	3,350			
1990	5,333	1,983	59.2%	5.9%
2000	6,605	1,272	23.9%	2.4%
2007	6,104	-501	-7.6%	-1.1%

Source: U.S. Census, 1980, 1990 and 2000; American Community Survey, 2007

However, although the percentage of seniors in the population has decreased since 2000, the number of households that include one or more seniors has continued to grow. New senior households can be created, for example, by an elderly relative moving in with a younger family household. Turlock added 718 senior households from 2000 to 2007, an increase of 18.8 percent. In 2007, there were 4,532 senior households estimated in the City. Although the senior population represents only 9 percent of the total population, senior households represent approximately one-fifth of the City’s total households.

In 1990, 29 percent of the senior households in Turlock were renters. In the state, 28 percent of senior households were renters and 12 percent were renters in Stanislaus County. The change in the proportion of senior renters is dependent on the quantity of housing options. In 2000, the proportion of the City’s senior renters had increased to 32 percent; this was partly due to the increased renter opportunities created by Silvercrest Manor and Cherry Tree Village, two affordable housing projects constructed during the previous decade in Turlock. By 2007, the number of senior renter households had increased by 10 percentage points to 42 percent of all senior households. Crane Terrace, an affordable apartment complex for seniors, was completed in 2006. Table 20 summarizes senior household trends in Turlock, and Figure 5 shows senior households by tenure.

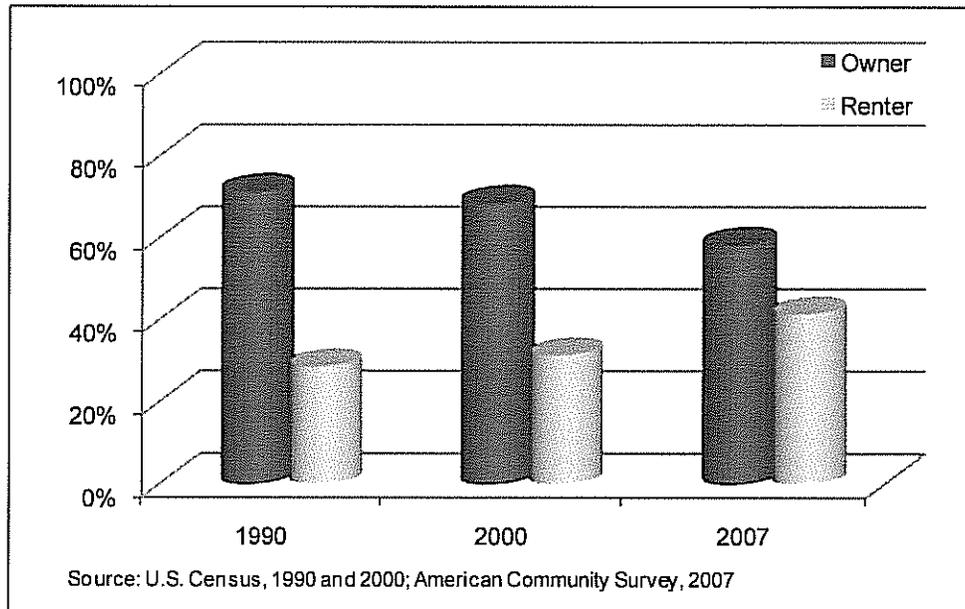
Table 20
Senior Household in Turlock

Year	Number	Change	% Change	Annual % Change
1980	2,149			
1990	2,990	841	39.1%	3.9%
2000	3,814	824	27.6%	2.8%
2007	4,532	718	18.8%	2.5%

Source: U.S. Census, 1980, 1990 and 2000; American Community Survey, 2007

Note: Households with one or more persons age 65 or older.

**Figure 5
Senior Households by Tenure in Turlock**



In the 2007 American Community Survey, a majority of the senior population, 56.4 percent, lived alone. Just above 42 percent lived in family households, which are defined as a householder living with one or more persons related by birth, marriage or adoption. The American Community Survey did not report the percentage of the population living in group quarters for the City in 2007, though the 2000 Census reported that 12 percent of the senior households in Turlock were living in group quarters. Table 21 shows Turlock seniors’ household status in 2007.

**Table 21
Seniors by Household Status in Turlock (2007)**

Household Status*	Number	% of Total
Households with 1 Person	2,555	56.4%
Households with 2 or More Persons	1,977	43.6%
Family Households	1,913	42.2%
Non-Family Households	64	1.4%
Total Households with People Age 65 or Older	4,532	100.0%

Source: American Community Survey, 2007

*The group quarters population for Turlock was not reported in the 2007 American Community Survey.

Table 22 compares senior household income in 2000 and 2007. In 2000, 22.4 percent of all senior citizen households had incomes below \$15,000. According to the American Community Survey, this segment had decreased to 14.5 percent in 2007. However, 38.9 percent had an income below \$25,000. The

greatest gain was in the income cohort of \$25,000–\$34,999, where the percentage of senior households earning that amount increased from 10.6 percent in 2000 to 26.5 percent in 2007. The percentage of senior households earning \$50,000 or more remained flat from 2000 to 2007 at approximately 22 percent.

Table 22
Senior Households by Income in Turlock

Income Level	2000		2007		2007/2000	
	Number	% of Total	Number	% of Total	Change	% Change
Less than \$10,000	499	13.1%	87	2.1%	-412	-82.6%
\$10,000–\$14,999	355	9.3%	521	12.4%	166	46.8%
\$15,000–\$24,999	1,105	29.0%	1,028	24.4%	-77	-7.0%
\$25,000–\$34,999	404	10.6%	1,118	26.5%	714	176.7%
\$35,000–\$49,999	621	16.3%	513	12.2%	-108	-17.4%
\$50,000–\$74,999	350	9.2%	504	12.0%	154	44.0%
\$75,000–\$99,999	350	9.2%	234	5.6%	-116	-33.1%
\$100,000+	130	3.4%	209	5.0%	79	60.8%
Total	3,814	100.0%	4,214	100.0%		

Source: U.S. Census, 2000; American Community Survey, 2007

Eligibility for federal programs is based on the median income of the county or statistical area in which the project or program is located. In this case, eligibility will be based on the 2009 California Department of Housing and Community Development (HCD) area median income (AMI) of \$47,700 for a two-person household in the Modesto MSA. Using that as the basis, Table 23 shows the breakdown of senior households by HCD income category. The largest percentage of senior households (31.8 percent) was considered low income. Senior households considered to have very low or extremely low income accounted for 36.1 percent of total senior households. These households are generally in the greatest need of housing assistance. More than two-thirds of senior households had low, very low or extremely low income.

Table 23
Senior Households by HUD Income Category in Turlock

Income Category	2009 Income Range*	No. of Senior Households	% of Total
Extremely Low	\$13,500 or less	535	12.7%
Very Low	\$13,501–\$22,400	988	23.4%
Low	\$22,401–\$35,900	1,339	31.8%
Moderate	\$35,901–\$53,800	461	10.9%
Above Moderate	Greater than \$53,800	892	21.2%

Source: American Community Survey, 2007 (estimate applied to 2009 HCD AMI)

AMI: Area Median Income; HCD: California Department of Housing and Community Development

*For a two-person household.

Overpayment by senior households must also be considered, especially because many seniors live on fixed incomes. *Overpayment* is defined as monthly shelter costs in excess of 30 percent of a household’s gross income.

According to the 2000 Census, 70.2 percent of the senior renter households in Turlock were in overpayment situations and 24.2 percent of senior owner households were overpaying for shelter. In California, 64 percent of the senior renters and 18 percent of senior owner households overpaid for shelter. In Stanislaus County, 64 percent of the senior renters and 26 percent of the senior owners overpaid for shelter.

The 2007 American Community Survey did not tabulate overpayment for owner households in the City, but data is available for renter households. In 2007, the American Community Survey estimated that 1,297 senior renter households were overpaying, or 83.7 percent. This indicates that the vast majority of senior renter households are cost burdened by their housing and would greatly benefit from public assistance for housing and/or other services. Table 24 shows shelter payment for all senior households in 2000, and Table 25 shows shelter payment for just renter senior households in 2007.

Table 24
Senior Households by Shelter Payment in Turlock (2000)

Percentage of Income to Shelter	Senior Renters		Senior Owners	
	Number	% of Total	Number	% of Total
Less than 20%	150	12.5%	1,646	63.0%
20%–24%	101	8.4%	256	9.8%
25%–29%	107	8.9%	78	3.0%
30%–34%	193	16.1%	57	2.2%
Greater than 35%	650	54.1%	575	22.0%
Total*	1,201	100.0%	2,613	100.0%

Source: U.S. Census, 2000

*111 households were not computed.

Table 25
Senior Renter Households by Shelter Payment* in Turlock (2007)

Percentage of Income to Shelter	Senior Renters	
	Number	% of Total
Less than 20%	55	3.6%
20%–24%	146	9.4%
25%–29%	50	3.2%
30%–34%	253	16.3%
Greater than 35%	1,044	67.4%
Total	1,548	100.0%

Source: American Community Survey, 2007

*The source did not calculate shelter payments for owner households in Turlock.

According to the 2007 American Community Survey, 68 percent of the senior population has a disability. The majority of seniors that were reported to have disabilities had a physical disability. Only 6.4 percent of seniors had a self-care disability. Disability type is important to consider in a housing needs assessment because new housing built for seniors, in particular, may need a high percentage of accessibility features and/or personal care and support. Table 26 shows seniors’ disability types.

Table 26
Seniors by Limitation Type in Turlock (2007)

Limitation Type	Number*	% of Total
		Disabled
Sensory Disability	725	11.9%
Physical Disability	1,745	28.6%
Mental Disability	633	10.4%
Self-Care Disability	388	6.4%
Go-Outside-Home Disability	585	9.6%
No Disability	1,954	32.0%

Source: American Community Survey, 2007

*These figures are not mutually exclusive.

There are several types of services and facilities available for senior citizens in Turlock, including the following:

- *Care facilities.* Assisted living and skilled nursing facilities include Lifespring Senior Campus, St. Thomas Retirement Center and Covenant Village Care Center. There are several more assisted living facilities and skilled nursing facilities in Turlock, but these are not exclusively for seniors.

- *Senior housing.* Subsidized senior rental housing includes the Denair Manor Apartments, 70 units; the Cherry Tree Apartments, 48 units; the Alpha-Bothun Manor, 82 units; the Silvercrest Manor, 80 units; and Crane Terrace, 44 units, completed in 2006. The Arbor Manor Senior Apartments consists of 48 units and is not subsidized.
- *Senior center.* The senior center is operated by the Turlock Community Services Department. The center offers activities such as exercise classes, art classes and music programs.
- *Services.* The California Rural Legal Assistance Senior Citizens Law Project provides free legal services to seniors in Stanislaus County. Services include helping seniors maintain their income, housing and health. The project is located in Modesto, 13 miles north of Turlock. The Center for Senior Employment provides older worker training, employment assistance, on-the-job training and support to the Senior Program of Adult Protective Services. The center is also located in Modesto. The Salvation Army in Turlock provides meals, senior housing, programs and activities, and an immunization clinic. There is also a Meals-on-Wheels program in Turlock, which prepares and delivers meals five days a week to homebound seniors.
- *Transportation.* The City of Turlock operates a fixed route and Dial-a-Ride bus system; both systems offer significant fare reductions for seniors, students and low-income individuals. There is also a Dial-a-Ride service operated by Emmanuel Hospital for seniors that provides transportation by appointment.

Disabled Persons

Three types of disabled persons are considered as having special housing needs: physically, mentally and developmentally disabled. Each type is unique and requires specific attention in terms of access to housing, employment, social services, medical services and accessibility within housing.

As shown in Table 27, in 2007, a total of 8,324 persons in the City of Turlock had some type of disability, which represents 12 percent of the City's population. Of these, 72.5 percent, or 6,035 persons, were ages 5-64 and the remaining 2,289 (27.5 percent) were age 65 and older.

**Table 27
Disabled Persons by Age in Turlock (2007)**

Age Range	Number with a Disability	% of Total Disabled
Ages 5–64	6,035	72.5%
Age 65 and Older	2,289	27.5%
Total	8,324	100.0%
Percentage of Total Population	12.0%	

Source: American Community Survey, 2007

According to the 2007 American Community Survey, 27.5 percent of persons 16 to 64 years of age with a disability were employed. In Stanislaus County, there are several organizations that offer employment services such as the Disability Resource Agency for Independent Living and the Howard Training Center. With no means to support daily living, those disabled persons who are not employed may be in need of housing assistance. Table 28 shows the employment status of Turlock’s working-aged disabled population.

**Table 28
Employment Status of Disabled Persons in Turlock (2007)**

Work Status	Ages 16–64	
	Number	% of Total
Not Employed	3,787	72.5%
Employed	1,463	27.5%
Total	5,223	100.0%

Source: American Community Survey, 2007

Of the disabled working-age population (ages 16–64), the most common limitation types are physical disabilities (66.0 percent) and mental disabilities (33.9 percent) as seen in Table 29. Those with physical disabilities are the most likely to require housing with accessible features. Residents with mental and other types of disabilities may also require specialized housing and services, including group homes.

Table 29
Disabled Persons by Limitation Type in Turlock (2007)

Limitation Type	Number*	% of Total Disabled
Total Disabled, Ages 16–64	5,223	100.0%
Sensory Disability	900	17.2%
Physical Disability	3,446	66.0%
Mental Disability	1,773	33.9%
Self-Care Disability	965	18.5%
Go-Outside-Home Disability	1,111	21.3%

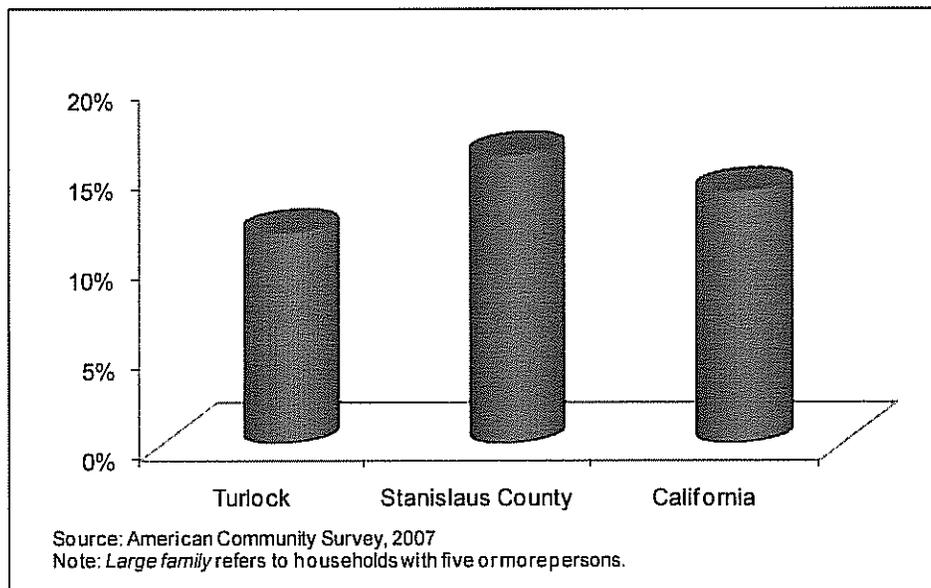
Source: American Community Survey, 2007

*These figures are not mutually exclusive.

Large Families

A *large family* is defined as a household consisting of five or more persons. In some cases, the needs of larger families are not targeted in the housing market, especially in the multifamily market. According to the 2007 American Community Survey, 11.7 percent, or 2,678 of the households in the City, consisted of five or more persons. At the same time, 16 percent of Stanislaus County households and 14 percent of households statewide were considered large. Figure 6 compares the percentage of large families in Turlock, Stanislaus County and California.

Figure 6
Large Family Households (2007)



Both the City’s ownership and rental housing stock includes units that may be acceptable for large families. As Table 30 shows, of the owner-occupied housing,

76.3 percent has three or four bedrooms, and 5.5 percent has five or more bedrooms. Approximately 30 percent of the renter-occupied housing has three or four bedrooms (which is a relatively high percentage), and 1.0 percent has five or more bedrooms.

**Table 30
Households by Tenure by Bedrooms in Turlock (2007)**

Bedroom Type	Owner-Occupied		Renter-Occupied	
	Number	% of Total	Number	% of Total
No Bedroom	0	0.0%	303	3.2%
1 Bedroom	344	2.6%	1,683	17.6%
2 Bedrooms	2,094	15.6%	4,526	47.5%
3 Bedrooms	6,532	48.8%	2,390	25.1%
4 Bedrooms	3,688	27.5%	537	5.6%
5 or More Bedrooms	737	5.5%	99	1.0%
Total	13,395	100.0%	9,538	100.0%

Source: American Community Survey, 2007

According to the 2007 American Community Survey, there were 2,678 large households in the City and 13,983 housing units of three or more bedrooms, indicating that Turlock has an adequate number of larger housing units. Around 3,000 of these housing units are rentals, and there were approximately 700 five- or six-person renter households in Turlock in 2007. (Table 31 shows household size by tenure.) Therefore, the provision of rental housing for large families is not perceived to be a significant unmet need in Turlock.

**Table 31
Household Size Distribution in Turlock**

Household Size	2000			2007		
	Owner	Renter	% of Total Households	Owner	Renter	% of Total Households
1 Person	1,800	2,111	21.2%	2,822	2,329	22.5%
2 Persons	3,268	2,084	29.1%	3,611	2,932	28.5%
3 Persons	1,627	1,395	16.4%	2,251	2,218	19.5%
4 Persons	1,921	1,223	17.1%	2,732	1,360	17.8%
5 Persons	970	706	9.1%	1,450	461	8.3%
6 Persons	380	344	3.9%	471	238	3.1%
7 or More Persons	309	270	3.1%	58	0	0.3%
Total	10,275	8,133	100.0%	13,395	9,538	100.0%
Total Households	18,408			22,933		

Source: U.S. Census, 2000; American Community Survey, 2007

The 2007 American Community Survey indicated that the number of large families had decreased in Turlock since 2000. However, the adequate provision

of appropriately sized dwelling units for these families is still important, for both owner and renter households. In the City of Turlock, six multifamily complexes have units with three or more bedrooms. The Cherry Tree Apartments is a Low-Income Housing Tax Credit project where 52 percent of the units are targeted toward large families.

The provision of appropriately sized owner-occupied housing is also important for large families. Although single-family homes intended for owner-occupancy made up the majority of the new construction in Turlock during the previous Housing Element cycle, the largest of these homes were generally too expensive for low-income large households. Feedback from housing and service providers at the Housing Community/Stakeholders Forum held in April 2009 confirmed that families have been increasingly doubling or even tripling up in single-family homes in order to cut costs.

Farmworkers

Estimating farmworkers and those households associated with farm work within the state is extremely difficult. Generally, the farmworker population contains two segments of farmworkers: permanent and migratory (seasonal). The permanent population consists of farmworkers who have settled in the region, maintain local residence and are employed most of the year. The migratory farmworker population consists of those farmworkers who typically migrate to the region during seasonal periods in search of farm labor employment.

Traditional sources of population estimates, including the 2000 Census, have tended to significantly underestimate the farmworker population. Moreover, different employment estimation techniques result in diverse estimates of local agricultural employment. Nonetheless, a range of estimates of farmworkers in the state can be derived. By applying assumptions derived from surveys specifically targeted to farmworkers, the aggregate population (both workers and households) can be estimated. These estimates indicate that the average annual employment of farmworkers in California is about 350,000, with peak period employment of about 450,000 within the state. This employment demand is filled by 650,000–850,000 farmworkers in the state. The total population (including family members) associated with these workers is 900,000–1.35 million persons.

Although the City of Turlock's primary industries are services and manufacturing, the City is located in the heart of the San Joaquin Valley, which is prime agricultural land. Stanislaus County is a leading producer of almonds, apricots, boysenberries, chickens, cling peaches, dry beans, peas, dairy, walnuts and fruit, nut and grape nursery products.

According to the California Employment Development Department (EDD), there were 1,840 persons employed in the farming, fishing and forestry occupations in the City of Turlock in 2007, which was an increase of around 600 persons since the 2000 Census (see Table 32). There are no fishing or forestry industries in the City, and it is therefore assumed that all 1,840 persons were employed as farmworkers. This equals 6.5 percent of all employed persons in the City.

**Table 32
Farmworkers in Turlock**

	1990		2000		2007	
	Number	% of Total Employment	Number	% of Total Employment	Number	% of Total Employment
Farming, Fishing and Forestry	1,399	7.8%	1,223	5.5%	1,840	6.5%

Source: U.S. Census, 1990, 2000; California Employment Development Department (EDD), 2007

The City of Turlock has no particular zoning designation for farmworker housing. Rather, it welcomes the development of farmworker housing in any zone that permits the type of housing being built (i.e., multifamily or single family) without any special conditions. Farmworkers currently may choose to live in a wide variety of single-family and multifamily housing within Turlock. If the housing were to be built in the form of a labor camp, group quarters or interim housing, it would be subject to the zoning regulations for these housing types. A labor camp is allowed with a conditional-use permit (CUP) in the Agricultural zoning district. Group quarters are allowed with a minor discretionary permit (MDP) in the Agricultural and Commercial Office zones and by right in the Residential zones. Interim housing is permitted with a CUP in the Residential, Commercial Office and Heavy Commercial zones.

Because the percentage of the City’s farmworker population is small, the housing needs of this group are addressed through the City’s standard affordable housing strategies. Turlock is an urbanized area, and there is no special identified need for farmworker housing within the City away from the agricultural production lands. At the same time, if a farmworker housing project were to be proposed in the City, it would be permitted. Although there is currently no housing designated for farmworkers within the City, farmworker housing can be found in the nearby unincorporated communities of Westley and Empire. Table 33 is a list of the migrant and permanent farmworker designated housing in Stanislaus County.

**Table 33
Farmworker Housing in Stanislaus County**

Name	Type	No. of Units	Location
Empire Migrant Center	Seasonal	96	Empire
Westley Migrant Center	Seasonal/Permanent	94	Westley
Patterson Migrant Center	Seasonal/Permanent	42	Patterson
Ceres Farm Labor	Permanent	104	Ceres
Modesto Farm Labor	Permanent	91	Modesto
Westley Farm Labor	Permanent	85	Westley
Patterson Farm Labor	Permanent	76	Patterson

Source: Stanislaus County Housing Authority

Single-Parent Households

Single-parent households have special housing needs due to the need for reasonable day care, healthcare and affordable housing. The most significant portion of this group is female-headed households. Female-headed households with children often have lower incomes, limiting their access to available housing. Many housing experts believe these households are especially at risk of a housing cost burden or homelessness.

The 2007 American Community Survey counted 10,170 family households with children 18 years old and under in the City. Of these households, 2,469, or 24.3 percent, were headed by females (see Table 34).

**Table 34
Household Type and Presence of Children 18 Years Old and under in Turlock (2007)**

Household Type	Number	% of Total
Family Households	10,170	100.0%
Married-Couple Family	7,081	69.6%
Other Family	3,089	30.4%
Male Householder, No Wife Present	620	6.1%
Female Householder, No Husband Present	2,469	24.3%
Nonfamily Households	0	0.0%

Source: American Community Survey, 2007

In 2007, 5.4 percent of the total family households in the City had incomes in the previous year below the poverty level. Most of these households were married couple families. However, 27.7 percent (245 households) were female-headed households and the majority of those (210 households) had related children under 18 years old (see Table 35).

**Table 35
Poverty by Household Type in Turlock (2007)**

Family Type ^a	Number	% of Total
Married-Couple Family	639	72.3%
With Related Children under 18 Years	581	65.7%
Other Family		
Male Householder, No Wife Present	0	0.0%
With Related Children under 18 Years	0	0.0%
Female Householder, No Husband Present	245	27.7%
With Related Children under 18 Years	210	23.8%
Total Families	884	100.0%

Source: American Community Survey, 2007

^aWith income in past 12 months below poverty level.

Priority Housing Needs (91.215 (b))

1. Identify the priority housing needs and activities in accordance with the categories specified in the Housing Needs Table (formerly Table 2A). These categories correspond with special tabulations of U.S. Census data provided by HUD for the preparation of the Consolidated Plan.
2. Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category.

Note: Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.

3. Describe the basis for assigning the priority given to each category of priority needs.
4. Identify any obstacles to meeting underserved needs.

5-Year Strategic Plan Priority Housing Needs Response⁵

The Stanislaus Council of Governments (StanCOG) prepares a Regional Housing Needs Assessment (RHNA) for each of the City’s Housing Element statutory planning periods that provides a minimum projection of the number of housing units that each jurisdiction must provide to accommodate its share of regional growth. The RHNA is distributed across all income categories to ensure that growth in each income level is addressed. For the planning period from January 2007 to June 2014, the StanCOG estimates that 25,602 housing units will need to be provided across all jurisdictions. The City of Turlock is responsible for identifying sites with capacity for 3,461 units, or 13.5 percent of the county’s total. Table 36 shows Turlock’s RHNA allocation broken down by income category.

⁵The City of Turlock’s 2010 Housing Element served as the basis for the priority housing needs discussion.

Table 36
Regional Housing Need Allocation in Turlock (January 2007–June 2014)

Income Category	RHNA
Very Low (0%–50% of AMI)	805
Low (51%–80% of AMI)	562
Moderate (81%–120% of AMI)	666
Above Moderate (more than 120% of AMI)	1,428
Total	3,461

Source: Stanislaus Council of Governments (StanCOG)
 AMI: Area Median Income; RHNA: Regional Housing Needs Allocation

Units Built, Under Construction and/or Approved during the Planning Period
 Jurisdictions may take credit for units built, under construction and/or permitted during the planning period of the Housing Element before the statutory due date. Therefore, the City took credit for units for which building permits were issued on or after January 1, 2007, against its RHNA requirements. To credit units built for very low, low- or moderate-income households, affordability must be demonstrated through the presence of subsidies, financing or other methods that ensure affordability, or actual rents or sale prices.

Table 37 shows the remaining units needed over the course of the planning period once units built, under construction or approved are subtracted.

Table 37
Remaining Need Based on Units Built, under Construction or Permitted in Turlock

Income Category	RHNA	Units Built,	
		under Construction or Approved	Remaining Need
Extremely Low (less than 30% of AMI)	346	0	346
Very Low (30%–50% of AMI)	461	0	461
Subtotal	807	0	807
Low (51%–80% of AMI)	566	110	456
Moderate (81%–120% of AMI)	667	2	665
Above Moderate (more than 120% of AMI)	1,421	483	938
Total	3,461	595	2,866

Source: Stanislaus Council of Governments (StanCOG); City of Turlock
 AMI: Area Median Income; RHNA: Regional Housing Needs Allocation

Although the StanCOG RHNA does not differentiate between extremely low and very low income housing production expectations, the HCD requires that these two income categories be broken out. Therefore, the remaining need splits the category into two cohorts, based proportionately on the current number of households in the extremely low and very low income groups. Extremely low income households account for 42 percent of the sum of extremely low and very

low income households. Therefore, 42 percent, or 346 out of 807 units, of the RHNA for very low income housing units are allocated to extremely low.

In summary, Turlock has already made considerable progress (17 percent) toward meeting its RHNA requirements for low- and above moderate income housing.

Housing Market Analysis (91.210)

*Please also refer to the Housing Market Analysis Table in the Needs.xls workbook.

1. Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families. Data on the housing market should include, to the extent information is available, an estimate of the number of vacant or abandoned buildings and whether units in these buildings are suitable for rehabilitation.
2. Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason (i.e., expiration of Section 8 contracts).
3. Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note, the goal of affordable housing is not met by beds in nursing homes.

5-Year Strategic Plan Housing Market Analysis Response⁶

The change in the number and types of households in a city is one of the prime determinants of the demand for housing. Households can form and change even in periods of static population growth through adult children leaving home, divorce and with the aging of the population.

Household Size and Formation

Total Households

Annual household growth in Turlock was stronger from 2000 to 2007 than in the 1990s but not as high as the historical rate of 4.8 percent per year from 1980 to 1990. Stanislaus County experienced its highest annual household growth from 1980 to 1990 (in the examined time period), at 3.2 percent per year.

From 2000 to 2007, the number of households in Turlock increased 3.2 percent per year, approximately the same rate as population growth, which was 3.1 percent per year. By contrast, the annual population growth in Stanislaus County outpaced household growth over the same period, increasing 1.9 percent

⁶The City of Turlock's 2010 Housing Element served as the basis for the housing market analysis discussion.

per year versus 1.1 percent per year for households. This data corresponds with Stanislaus County experiencing an increase in persons per household over the same time period. Table 38 shows household formation trends in Turlock and Stanislaus County since 1980.

Table 38
Household Formation in Turlock and Stanislaus County

Year	Households	Change	% Change	Annual % Change
<i>City of Turlock</i>				
1980	9,918			
1990	14,689	4,771	48.1%	4.8%
2000	18,408	3,719	25.3%	2.5%
2007	22,933	4,525	24.5%	3.2%
<i>Stanislaus County</i>				
1980	94,842			
1990	125,375	30,533	32.2%	3.2%
2000	145,253	19,878	15.8%	1.6%
2007	157,262	12,009	8.3%	1.1%

Source: U.S. Census, 1980, 1990 and 2000; American Community Survey, 2007

Household Size

Along with the persons-per-household figures, household size helps to determine the size of housing units needed within a jurisdiction. In the City of Turlock, large households containing five or more persons represented 11.7 percent of all households in 2007, whereas 51.0 percent were small households with one or two persons. According to the 2007 American Community Survey, the number of large households decreased from 16.2 percent in 2000 to 11.7 percent in 2007. The number of small households remained relatively constant, whereas three- and four-person households increased from 33.5 percent to 37.3 percent of the total.

Household sizes in Stanislaus County vary only slightly from those in the City of Turlock. Roughly 50 percent of the households in the county were small in 2007. Although large households made up a somewhat larger share of the total in Stanislaus County than in Turlock (15.6 percent versus 11.7 percent), this share also decreased since 2000. Table 39 shows household size in Turlock and Stanislaus County.

Table 39
Household Size in Turlock and Stanislaus County

Household Size	1990		2000		2007	
	Number	% of Total	Number	% of Total	Number	% of Total
<i>City of Turlock</i>						
1 Person	3,138	21.4%	3,911	21.2%	5,151	22.5%
2 Persons	4,550	31.0%	5,352	29.1%	6,543	28.5%
3–4 Persons	5,013	34.1%	6,166	33.5%	8,561	37.3%
5+ Persons	1,988	13.5%	2,979	16.2%	2,678	11.7%
Total	14,689	100.0%	18,408	100.0%	22,933	100.0%
<i>Stanislaus County</i>						
1 Person	24,792	19.7%	28,211	19.4%	32,160	20.4%
2 Persons	38,157	30.3%	41,630	28.7%	47,180	30.0%
3–4 Persons	43,120	34.3%	48,856	33.7%	53,314	33.9%
5+ Persons	19,662	15.6%	26,449	18.2%	24,608	15.6%
Total	125,731	100.0%	145,146	100.0%	157,262	100.0%

Source: U.S. Census, 1990 and 2000; American Community Survey, 2007

Persons per Household

The number of persons per household ratio is an important indicator of the relationship between population growth and household formation. For example, if the number of persons per household is decreasing, then households are forming at a faster rate than population growth. Conversely, if population is growing faster than households, then the persons per household would be increasing.

As shown in Table 40, from 1980 to 1990 the number of persons per household slightly increased for the City of Turlock and Stanislaus County. Specifically, the City of Turlock rose from 2.6 persons per household to 2.9 persons per household. The increase in persons per household indicates that population increased at a faster pace than household formation from 1980 to 1990.

More recently, the persons per household ratio has become more static in the City of Turlock and Stanislaus County. According to the 2000 Census, there were 3.0 persons per household in the City, which was an increase of 0.1 from 1990. The ratio increased slightly in Turlock to 3.1 in 2007. Stanislaus County, on the other hand, has maintained a greater upward trend in persons per household, with ratios of 3.1 in 2000 and 3.3 in 2007.

Table 40
Persons per Household in Turlock and Stanislaus County

Year	City of Turlock	Stanislaus County
1980	2.6	2.6
1990	2.9	2.9
2000	3.0	3.1
2007	3.1	3.3

Source: U.S. Census, 1980, 1990 and 2000; American Community Survey, 2007

Housing Tenure

Tenure, or the number of homeowner and renter households, can be affected by many factors, including housing cost (influenced by interest rates, economics, land supply and development constraints), housing type, housing availability, job availability, public agencies and consumer preference.

From 1980 to 1990, the proportion of renter households increased from 45.7 percent of all households to 47.6 percent in the City of Turlock. After 1990, the percentage of renter households began to steadily decline, reaching 41.6 percent in 2007. This decrease in renter households can be primarily attributed to the City’s housing boom of the late 1990s through 2007, when many single-family home subdivisions were built.

Stanislaus County has consistently had a lower proportion of renter households than the City of Turlock. Table 41 compares the household tenure of Turlock and Stanislaus County. Renter households accounted for approximately 38 percent of the county’s total from 1980 to 2000, dropping slightly to 36.1 percent in 2007. Traditionally, college students attending California State University, Stanislaus, account for Turlock’s highest proportion of renter households.

Table 41
Household Tenure in Turlock and Stanislaus County

	City of Turlock		Stanislaus County	
	Number	% of Total	Number	% of Total
1980				
Owners	5,385	54.3%	59,181	62.4%
Renters	4,533	45.7%	95,661	37.6%
1990				
Owners	7,712	52.5%	76,103	60.7%
Renters	6,992	47.6%	49,272	39.3%
2000				
Owners	10,272	55.8%	89,912	61.9%
Renters	8,136	44.2%	55,341	38.1%
2007				
Owners	13,395	58.4%	100,425	63.9%
Renters	9,538	41.6%	56,837	36.1%

Source: U.S. Census, 1980, 1990 and 2000; American Community Survey, 2007

Household Income

Median Household Income

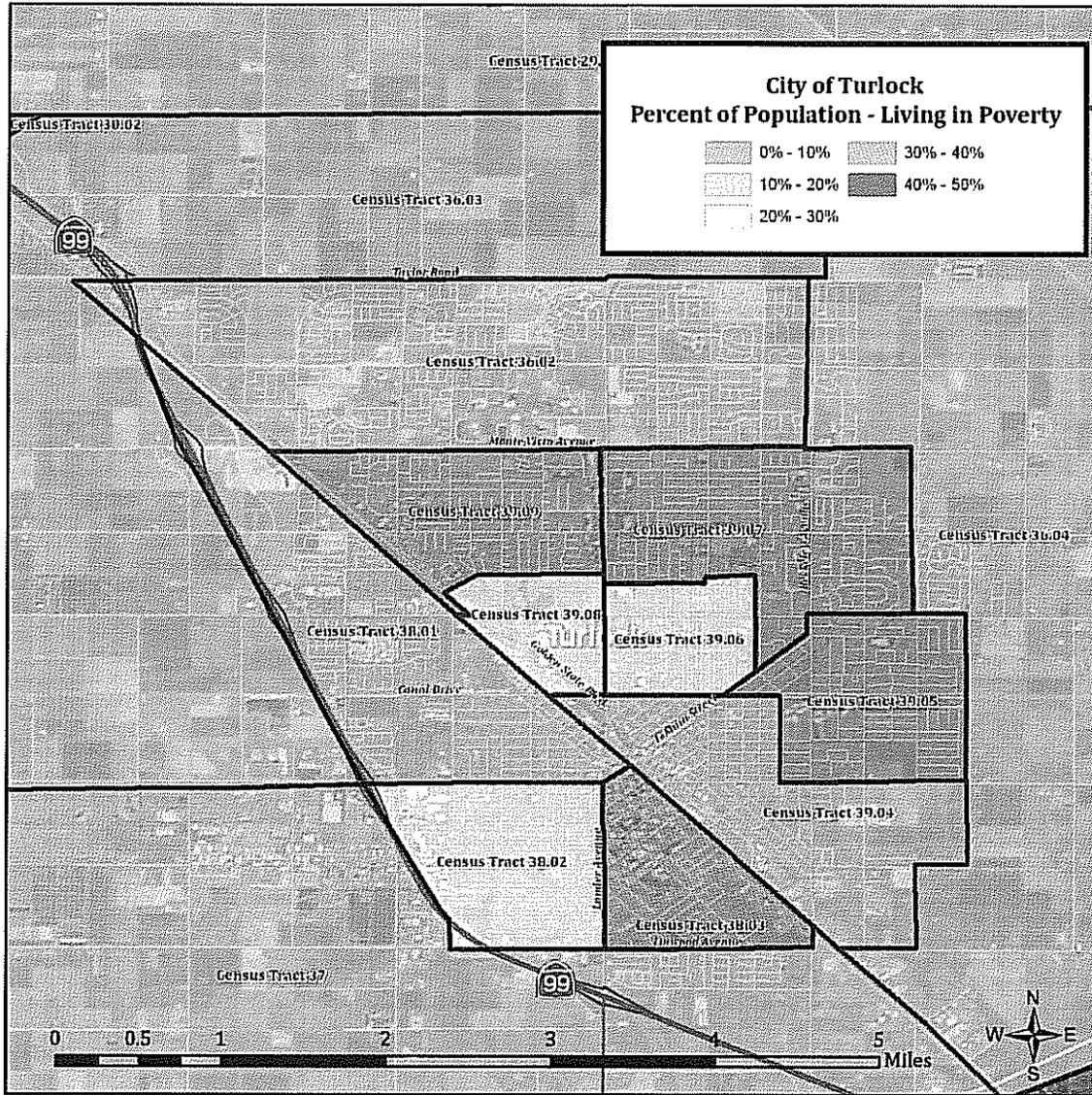
The median household income in Turlock was estimated at \$48,077 in 2007. Table 42 compares Turlock’s and Stanislaus County’s median household income in real dollars from 1980 to 2007. The data show that from 2000 to 2007, median household income in Turlock increased slower than the county as a whole (3.0 percent versus 3.4 percent per year), whereas it had outpaced county income growth in previous years.

Table 42
Median Household Income in Turlock and Stanislaus County

Year	Income	Change		Annual
	(\$)	(\$)	% Change	% Change
<i>City of Turlock</i>				
1980	14,710			
1990	27,293	12,583	85.5%	8.6%
2000	39,050	11,757	43.1%	4.3%
2007	48,077	9,027	23.1%	3.0%
<i>Stanislaus County</i>				
1980	16,074			
1990	29,793	13,719	85.3%	8.5%
2000	40,101	10,308	34.6%	3.5%
2007	50,616	10,515	26.2%	3.4%

Source: U.S. Census, 1980, 1990 and 2000; American Community Survey, 2007

**Map 5
Population Living in Poverty in Turlock**



Households by Income

The proportion of households in the City of Turlock with incomes less than \$15,000 decreased significantly from 18.6 percent in 2000 to 8.0 percent in 2007. According to the 2007 American Community Survey, 21.2 percent of households in Turlock earned more than \$100,000 per year. The proportion of households earning between \$15,000 and \$35,000 increased slightly from 26.3 percent in 2000 to 28.6 percent in 2007. Table 43 shows household income by cohort. Map 5 shows the areas of Turlock with the highest percentage of the population living in poverty.

**Table 43
Households by Income in Turlock**

Income Range	1990		2000		2007	
	Number	% of Total	Number	% of Total	Number	% of Total
Less Than \$10,000	2,166	14.7%	2,036	11.1%	776	3.4%
\$10,000–\$14,999	1,637	11.1%	1,370	7.5%	1,049	4.6%
\$15,000–\$24,999	2,159	14.7%	2,662	14.5%	4,019	17.5%
\$25,000–\$34,999	2,658	18.1%	2,163	11.8%	2,555	11.1%
\$35,000–\$49,999	2,614	17.8%	3,106	16.9%	3,266	14.2%
\$50,000–\$74,999	1,914	13.0%	3,709	20.2%	3,496	15.2%
\$75,000–\$99,999	513	3.5%	1,833	10.0%	2,914	12.7%
\$100,000+	352	2.4%	1,506	8.2%	4,858	21.2%

Source: U.S. Census, 1990 and 2000; American Community Survey, 2007

Income Cohorts

HUD and the HCD estimate AMI annually for each county or metropolitan area. In turn, the AMI is used to create qualifying criteria in many housing programs, such as the CDBG, HOME and Low-Income Housing Tax Credits (LIHTC). HUD defined the 2007 AMI for a family of four in the Modesto MSA (defined as Stanislaus County) as \$56,000.

In addition to estimated annual income, the HCD has established standard income groups. They are defined as 1) extremely low income, which are households earning less than 30 percent of the AMI; 2) very low income, which are households earning 31 percent–50 percent of the AMI; 3) low income, which are households earning 51 percent–80 percent of the AMI; 4) moderate income, which are households earning 81 percent–120 percent of the AMI, and 5) above moderate income, which are households earning more than 120 percent of the AMI. Generally, these categories are used to determine household eligibility for federal and local programs.

Table 44 shows the income ranges for each income category based on the fiscal 2007 Stanislaus County AMI for a four-person household, which is \$56,000. However, not every household in each income category has four people. For instance, although 2,683 households in Turlock had annual incomes less than \$16,800 in 2007, some of those are households of only one or two people, whereas others are households of three or more people. The category descriptor “extremely low” in this case only applies to those households making \$16,800 or less.

Table 44
Households by 2007 Income Categories in Turlock

2007 HUD Area Median Income: \$56,000 (four-person household)

Income Category	Income Range	Number	% of Total
Extremely Low	Less than \$16,800	2,683	11.7%
Very Low	\$16,801–\$28,800	4,195	18.3%
Low	\$28,801–\$44,800	4,159	18.1%
Moderate	\$44,801–\$67,200	3,380	14.7%
Above Moderate	Greater Than \$67,200	8,516	37.1%

Source: American Community Survey (ACS), 2007; U.S. Department of Housing and Urban Development (HUD)

Note: The number of households is derived from the area median income relative to the income ranges designated in the 2007 ACS.

Due to the limitations of this income data, we have supplemented it with some general estimates of the distribution of households in 2000 by HCD income categories from a different source (Comprehensive Housing Affordability Strategy, or CHAS, data). These data are reflected in Table 45.

Table 45
Turlock Households by HCD Income Category (2000)

Extremely Low	Very Low	Low	Moderate and Above Moderate
13%	12%	17%	58%

Source: HUD State of the Cities Data System;

Comprehensive Housing Affordability Strategy (CHAS) Data, 2000

HCD: California Department of Housing and Community Development;

HUD: U.S. Department of Housing and Urban Development

Comparing Tables 44 and 45, we see that the two data sources and time periods show relatively similar breakdowns of Turlock households by income category. Both sources consider all household sizes, rather than just four-person households, therefore they both likely overestimate the number of larger households in the extremely low and very low income cohorts. In line with this data, Turlock expects the share of households with extremely low incomes to remain about the same in the future as measured in 2000 and 2007—around 13 percent of all households.

CHAS data also provide information on the tenure of extremely low income households. In 2000, 75 percent of extremely low income households were renters and 25 percent were owners.

Overpayment

Overpayment is an important measure of the affordability of housing in the City of Turlock. Overpayment for housing considers the total shelter cost for a household compared to the household’s ability to pay. Specifically, *overpayment* is defined as monthly shelter costs in excess of 30 percent of a household's income. According to the Census, shelter cost is the monthly owner costs (mortgages, deeds of trust, contracts to purchase or similar debts on the property and taxes, insurance on the property and utilities) or the gross rent (contract rent plus the estimated average monthly cost of utilities).

The American Community Survey did not tabulate overpayment by owner and renter households for the City of Turlock in 2007. However, HUD’s State of the Cities Data System tracks housing cost burden through its CHAS data, the most recent of which is based off of the 2000 Census. Table 46 shows renter and owner households in Turlock grouped into income categories.

More than 80 percent of both owner and renter households earning less than 30 percent of median family income (MFI) paid more than 30 percent of their incomes in housing costs; 70 percent of this lowest income group experienced a housing cost burden of more than 50 percent. Even those earning 31 percent–50 percent of MFI overpaid (62 percent of owners, 84 percent of renters), as did those earning 51 percent–80 percent of MFI (51 percent of owners, 37 percent of renters). The number of cost-burdened households drops as income increases. Overall, in 2000, 27 percent of owners and 44 percent of renters had a cost burden of more than 30 percent.

**Table 46
Households Overpaying by Income and Tenure in Turlock (2000)**

Income Category	Total Households		Cost Burden Greater Than 30% of Income		Cost Burden Greater Than 50% of Income	
	Owners	Renters	Owners	Renters	Owners	Renters
Extremely Low	587	1,754	86%	83%	72%	70%
Very Low	715	1,514	62%	84%	42%	30%
Low	1,387	1,689	51%	37%	16%	11%
Moderate and Above Moderate	7,553	3,104	14%	5%	1%	1%
Total	10,242	8,061	27%	44%	10%	22%

Source: HUD State of the Cities Data System. Comprehensive Housing Affordability Strategy (CHAS) Data, 2000

More recent data on overpayment is available for renter households only in Stanislaus County through the 2007 American Community Survey. As Table 47 indicates, 23.6 percent of all renter households in the county were overpaying in 2007. Although this is substantially lower than the 44 percent of Turlock renter households overpaying in 2000, it is notable that 45.3 percent of renter households earning less than \$35,000 were overpaying in Stanislaus County in 2007.

Table 47
Renter Households by Income by Overpayment in Stanislaus County (2007)

Income Range	Number of Households Overpaying	% of All Renter Households
Less than \$10,000	4,931	8.7%
\$10,000–\$19,999	10,954	19.3%
\$20,000–\$34,999	9,483	17.3%
\$35,000–\$49,999	2,752	4.8%
Greater than \$50,000	1,159	2.0%
Total	29,639	23.6%

Source: American Community Survey, 2007

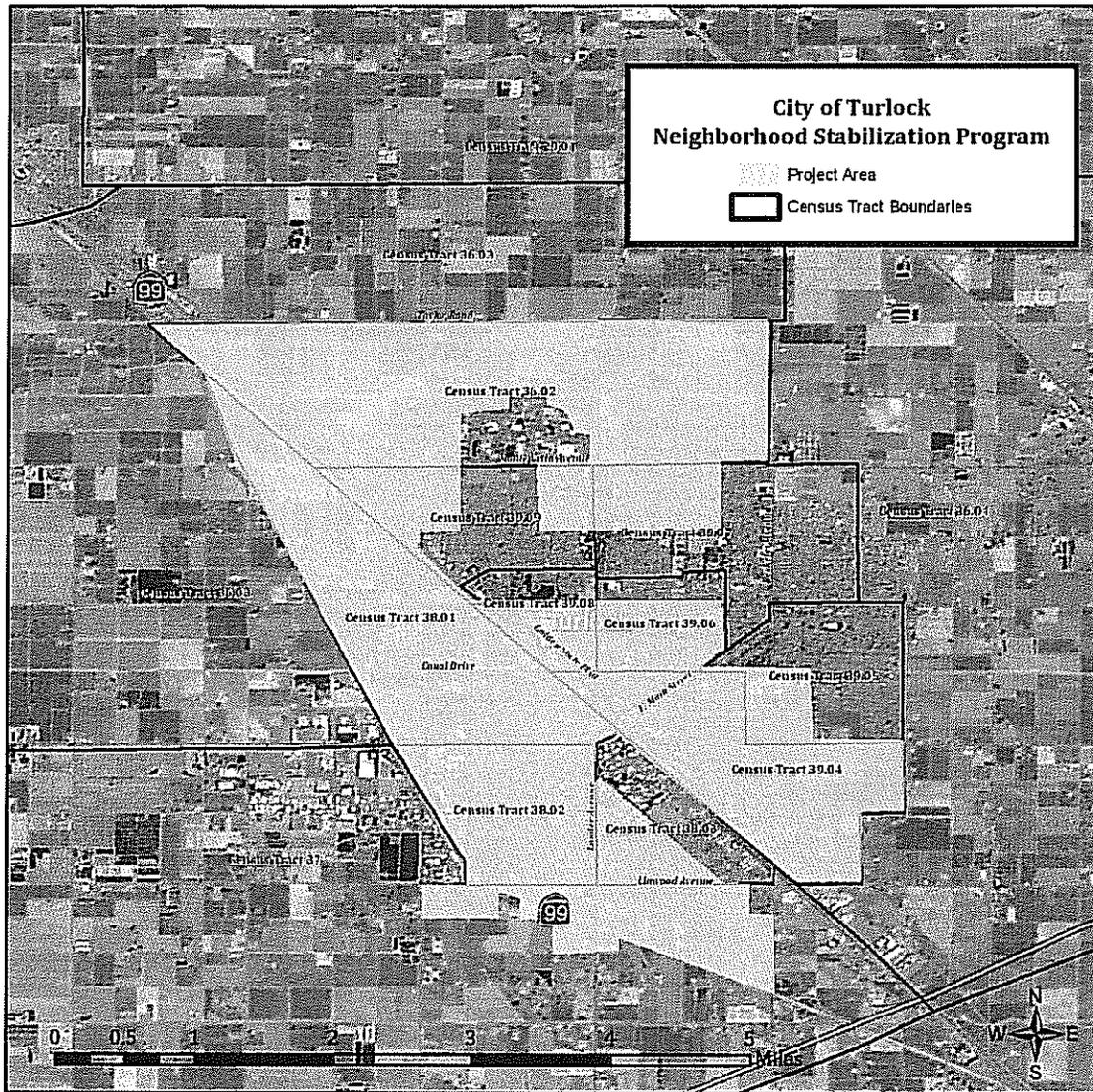
Foreclosures

In the current economic conditions, many communities have seen an increase in the number of home foreclosures. California has one of the highest rates of foreclosure in the country, and the Central Valley is no exception. In Stanislaus County, 11.8 percent of homes are likely to experience foreclosure in 2010; the City of Modesto is projected to have a 10.3 percent foreclosure rate for the year. Comparatively, Turlock’s expected foreclosure rate for the year is relatively low at 7.6 percent.⁷

Foreclosure is a serious concern for Turlock, and statistics and trends indicate that foreclosure activity may continue to increase. Many residents have seen the value of their homes decline below the original purchase price. Combined with job loss, this situation can lead to foreclosure. The City is committed to developing policies and programs that will help residents avoid foreclosure and stay in their homes. It has applied for Neighborhood Stabilization Program (NSP) funds, HUD’s new emergency assistance program that helps state and local governments acquire foreclosed properties that might otherwise become sources of blight, and received \$1.5 million. Map 6 shows the NSP target areas. The City has numerous resources for helping households facing foreclosure, which are published on the Housing Program Services Web site and are available at City Hall. In addition, residents may call 211 – the county’s help line for non-emergencies – for further assistance with foreclosure problems.

⁷These figures are annualized projections based on the April 2010 figures reported by RealtyTrac.

**Map 6
Neighborhood Stabilization Program Target Areas in Turlock**



Housing Stock Characteristics

Housing Units

According to the 2007 American Community Survey, Turlock had a total of 22,933 housing units. Of these units, 13,395 were owner occupied and 9,538 were renter occupied. The highest percentage of both owners and renters lived in single-family residences. More than 90 percent of owner households lived in single-family detached homes. In renter households, 32.4 percent lived in single-family detached homes, 16.1 percent lived in single-family attached homes and

17.4 percent lived in 3- to 4-unit buildings. Table 48 displays housing type for owners and renters in 2007.

**Table 48
Housing Type by Tenure in Turlock (2007)**

Units in Structure	Owners		Renters		Total	
	Number	% of Total	Number	% of Total	Number	% of Total
1, Detached	12,131	90.6%	3,090	32.4%	15,221	66.4%
1, Attached	366	2.7%	1,535	16.1%	1,901	8.3%
2	84	0.6%	562	5.9%	646	2.8%
3–4	48	0.4%	1,659	17.4%	1,707	7.4%
5–9	0	0.0%	854	9.0%	854	3.7%
10–19	70	0.5%	683	7.2%	753	3.3%
20–49	77	0.6%	392	4.1%	469	2.0%
50 or More	0	0.0%	763	8.0%	763	3.3%
Mobile Home	619	4.6%	0	0.0%	619	2.7%
Boat, RV, Van, etc.	0	0.0%	0	0.0%	0	0.0%
Total	13,395	100.0%	9,538	100.0%	22,933	100.0%

Source: American Community Survey, 2007

Vacancy

The 2007 American Community Survey does not provide vacancy rate by tenure; the survey's estimate of overall vacancy for Turlock in 2007 was 7.8 percent. However, the California Department of Finance estimates that the overall vacancy rate for Turlock in 2007 was just 3.6 percent. The 2000 Census provides the most detailed information on vacancy rates by tenure. In 2000, the overall vacancy rate in Turlock was 3.7 percent. Four percent of units for rent were vacant, and 1.8 percent of units for sale were vacant. In addition, 107 (15.3 percent) out of the 701 total vacant units were for recreational, seasonal or other occasional use. Table 49 displays the 2000 Census data for vacancy status by tenure in Turlock in 2000.

**Table 49
Vacancy Status by Tenure in Turlock (2000)**

	Housing Units	% of Total	% of For Sale or Rental Units
Total Housing Units	19,044	100.0%	
Total Occupied	18,343	96.3%	
Owner Occupied	10,228	53.7%	
Renter Occupied	8,115	42.6%	
Total Vacant	701	3.7%	
Vacant For Sale	184	1.0%	1.8%
Vacant Rental	326	1.7%	4.0%
Sold or Rented, Not Occupied	34	0.2%	
For Seasonal/Recreational Use	107	0.6%	
For Migrant Workers	0	0.0%	
Other Vacant	50	0.3%	

Source: U.S. Census, 2000

Overcrowding

Overcrowding is defined by the U.S. Census as more than one person per room living in a housing unit (excluding kitchens, hallways and porches). Generally, a room is defined as a living room, a dining room, a bedroom(s) and a finished recreation room.

Table 50 compares overcrowding in 1990, 2000 and 2007. In 1990, 10.3 percent of the households in the City were considered overcrowded. By 2000, that percentage increased to 14.1 percent, or 2,589 overcrowded units. The 2007 American Community Survey reported only 637 (2.8 percent) Turlock housing units as overcrowded, which is possibly due to the homebuilding boom of the late 1990s to 2007. However, a greater number of overcrowded households were owner occupied (65 percent) than renter occupied (35 percent). Table 51 displays overcrowding by tenure.

**Table 50
Overcrowding Trends in Turlock and Stanislaus County**

	1990		2000		2007	
	No. of Overcrowded Units	% of Total Units	No. of Overcrowded Units	% of Total Units	No. of Overcrowded Units	% of Total Units
Turlock	1,519	10.3%	2,589	14.1%	637	2.8%
Stanislaus County	13,274	10.6%	20,120	13.9%	7,869	5.0%

Source: U.S. Census, 1990 and 2000; American Community Survey, 2007

Table 51
Overcrowding by Tenure in Turlock (2007)

Household Size	Overcrowded Households		
	Owner	Renter	Total
1.01–1.50 Persons	272	223	495
1.51–2.00 Persons	142	0	142
2.01+ Persons	0	0	0
Total	414	223	637
Percentage of Overcrowded Households	65.0%	35.0%	100.0%

Source: American Community Survey, 2007

Housing Conditions

Housing Age and Value

Turlock’s population grew rapidly from 1970 and so did the housing stock. As shown in Table 52, 56.2 percent of the owner-occupied housing and 72.3 percent of the renter-occupied housing was built from 1970 to 2000. From 2000 to 2007, Turlock experienced increased construction of owner-occupied housing, adding 3,266 units, but saw a substantial decline in the construction of rental housing, with only 701 units added. As of 2007, the median value of an owner-occupied home in Turlock was \$363,400, and the median monthly rent was \$888. New for-sale homes constructed in the previous seven years were valued significantly above the median, whereas rents became cheaper. This was likely due to the strong housing market until 2007, which was characterized by escalating prices and the proliferation of large single-family homes. Rents during this period fell.

Table 52
Housing Prices by Tenure and Year Built in Turlock (2007)

Year Unit Built	Owner-Occupied			Renter-Occupied		
	Number	% of Total	Median Value (\$)	Number	% of Total	Median Monthly Rent (\$)
2005–2007	887	6.6%	661,100	444	4.7%	749
2000–2004	2,379	17.8%	439,200	257	2.7%	789
1990–1999	2,971	22.2%	385,200	1,981	20.8%	1,020
1980–1989	2,578	19.2%	330,300	2,882	30.2%	873
1970–1979	1,982	14.8%	301,600	2,032	21.3%	886
1960–1969	953	7.1%	371,400	612	6.4%	688
1950–1959	699	5.2%	328,100	394	4.1%	775
1940–1949	97	0.7%	N/A	652	6.8%	1,074
1939 or Earlier	849	6.3%	284,600	284	3.0%	829
Total	13,395	100.0%	363,400	9,538	100.0%	888

Source: American Community Survey, 2007

Housing Units in Need of Rehabilitation or Replacement

In 2003, Laurin Associates conducted a citywide survey of residential property to assess general housing conditions. Units were evaluated by an exterior survey of quality, condition and improvement action. Table 53 lists the type of information gathered by the survey and the scoring system. The results are summarized in Table 54. As Table 54 shows, 99.8 percent of housing units in Turlock was either in sound condition or in need of minor repairs, such as patching paint or replacing a window or roof patch.

**Table 53
Housing Condition and Improvement Survey Factors**

Factor	Criteria
Housing Type	Single Family Duplex Moderate-Multiple Minor Four-Plex Five-Plex Multifamily Apartments Multifamily Condominiums Mobile Homes Other (e.g., motel, residential hotel)
Units in Structure	Actual number within a structure or a complex.
Improvement Action	Each residential structure was scored according to structural criteria established by the California Department of Housing and Community Development (HCD). There are five structural categories: foundation, roofing, siding, windows and electrical. In addition, there are two supplemental categories: frontage improvements and additional factors. Within each category, the housing unit is rated from "no repairs needed" to "replacement needed." Points are aggregated for each unit and a designation is made as follows:
Housing Condition Rating	
Sound	9 or less points: No repairs needed or only one minor repair needed, such as exterior painting or window repair.
Minor	10–15 points: One or two minor repairs needed or only one minor repair needed, such as patching and painting of siding or roof patching or window replacement.
Moderate	16–39 points: Two or three minor repairs needed.
Substantial	40–55 points: Repairs needed to all surveyed items: foundation, roof, siding, window and doors.
Dilapidated	56 or more points: The cost of repairs would exceed the cost to replace the residential structure.

Source: Laurin Associates; City of Turlock Housing Element, 2003

**Table 54
Housing Condition Survey Summary (2003)**

Type and Condition	Single Family		Multifamily		Duplex		Mobile Home		Total	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Sound	9,445	68.2%	2,487	67.7%	456	49.0%	299	92.3%	12,687	67.6%
Minor	4,366	31.5%	1,186	32.3%	466	50.1%	4	1.2%	6,022	32.1%
Moderate	34	0.2%	0	0.0%	6	0.6%	6	1.9%	46	0.2%
Substantial	1	0.0%	0	0.0%	2	0.2%	7	2.2%	10	0.1%
Dilapidated	2	0.0%	0	0.0%	0	0.0%	8	2.5%	10	0.1%
Total	13,848	100.0%	3,673	100.0%	930	100.0%	324	100.0%	18,775	100.0%

Source: Laurin Associates; City of Turlock Housing Element, 2003

No similar survey of the City’s housing stock has been conducted since 2003. The closest approximation for more recent data is from the 2007 American Community Survey, which tracks the number of housing units with incomplete plumbing and kitchen facilities. According to the American Community Survey, less than one percent of units in Turlock had incomplete plumbing and/or kitchen facilities in 2007. Data on incomplete plumbing and/or kitchen facilities are shown in Table 55.

**Table 55
Housing Units with Incomplete Plumbing and/or Kitchen Facilities in Turlock (2007)**

Housing Units	Number	% of Total
Total Housing Units	24,872	100.0%
Plumbing Facilities		
Complete	24,712	99.4%
Incomplete	160	0.6%
Kitchen Facilities		
Complete	24,663	99.2%
Incomplete	209	0.8%

Source: American Community Survey, 2007

The City administers a rehabilitation loan program through its Housing Division for households earning 80 percent of AMI or below, and it has been successful at maintaining the City’s housing stock. Some of the repairs that can be made include electrical, plumbing, roofing, broken windows, foundation, pest control, interior/exterior paint, floor coverings, fencing and bathroom and kitchen remodels. The loan amount is determined by the scope of the work to be performed and/or the amount of equity in the home. Staff assist households in determining the repairs that will be needed.

Current Housing Prices

Since the 2007 American Community Survey was conducted, the housing market has shifted. More recently, home prices of both new and older units have fallen.

DQ News,⁸ an online real estate data and information source, reports that in January 2009, the median sales price of homes in Stanislaus County was \$258,000, which represented a 19 percent decrease from January 2008.

The real estate market overview from Trulia Real Estate Search⁹ reported that the median sales price of homes sold in Turlock during the quarter ending February 2009 was \$182,600. This represented a 29 percent decrease from the same period a year earlier. Approximately 1,200 homes were sold during that period. As of March 4, 2009, 217 homes were listed for sale in Turlock in Trulia's database, with an average listing price of \$272,400. In addition, Trulia listed 755 homes in the pre-foreclosure, bank-owned or auction stage of the foreclosure process.

Assuming a 10 percent down payment, a 30-year term loan and a 5 percent interest rate, the monthly payment on a \$182,600 home (the average sales price in Turlock for December 2008 through February 2009) would be approximately \$882. Property taxes and homeowners' insurance would add approximately \$225 per month, resulting in a monthly payment of approximately \$1,110. The gross annual income required to afford such a home, assuming that no more than 30 percent of gross income is spent on total housing costs, would be \$44,400. The household would also need \$18,260 in cash for the 10 percent down payment.

In Turlock, the cutoff between low and moderate income for a four-person household is \$44,800. Therefore, a four-person household in Turlock would essentially need to have a moderate income (per the HUD/HCD definition) in order to afford a house at the prevailing market prices. According to the American Community Survey, in 2007 approximately 56 percent of households earned \$40,000 annually or greater and would therefore be able to afford to purchase the average house in Turlock as of March 2009.

Rental Rates

A survey of apartment listings in March 2009 on www.craigslist.org and www.move.com for the City of Turlock showed average rents ranging from around \$600 per month for a studio apartment to approximately \$1,450 for a four-bedroom apartment or house. The majority of listings were for two- and three-bedroom units.

Every fiscal year, HUD defines fair market rents (FMRs) for metropolitan areas in order to determine standard payment amounts for its Housing Choice Voucher program (formerly Section 8). The 2009 HUD FMRs for the Modesto/Stanislaus County MSA, of which Turlock is a part, were \$664 for a studio, \$734 for a one-

⁸Information for Turlock specifically was not available from DQ News.

⁹Trulia (www.trulia.com) is a real estate search engine that provides real estate information at the local level to facilitate better decision making in the real estate process.

bedroom unit, \$864 for a two-bedroom unit, \$1,239 for a three-bedroom unit and \$1,431 for a four-bedroom unit. Market rents in Turlock were almost exactly on par with the HUD FMRs. However, HUD’s FMR estimates are for gross rent, including utilities, whereas most rental listings do not include all utilities in the monthly price. If we assume an average monthly utility payment of \$75 for renters, the actual gross cost of rent for the market listings is slightly higher than the FMRs established for the county, as shown in Table 56.

**Table 56
Actual Market Rent versus HUD Fair Market Rent in Turlock (2009)**

	March 2009		HUD 2009
	Average Rent (\$)	Average Rent (\$)*	Fair Market Rent (\$)
Studio	604	679	664
1 Bedroom	715	790	734
2 Bedrooms	875	950	864
3 Bedrooms	1,137	1,212	1,239
4 Bedrooms	1,448	1,523	1,431
Average	926	1,030	N/A

Source: www.craigslist.org; www.move.com; HUD FY 2009 Final Fair Market Rents for Existing Housing

HUD: U.S. Department of Housing and Urban Development

*Includes \$75/month for utilities.

Assuming that a household did not spend more than 30 percent of its gross income on rent plus utilities, income of approximately \$41,200 is needed to afford an apartment at the March 2009 average gross rent of \$1,030. This value falls roughly in the middle of the HUD/HCD-designated low-income bracket for Turlock, meaning that extremely low, very low and some low-income households would not be able to afford the average rent for a two- or three-bedroom apartment. According to the 2007 American Community Survey, 63 percent of households earned \$35,000 annually or greater; therefore, most of these households would be able to afford the average apartment in Turlock as of March 2009.

Housing Affordability by Household Size

To avoid overcrowding and overpayment, households must have access to affordable housing that is appropriate for their household size. In other words, one cannot assume that the housing needs of a three-person household are adequately served if they are only capable of affording the average apartment rent for a one-bedroom unit.

Table 57 shows the affordable home price and monthly rental rate for individuals, small families and large families of different income levels. Based on this matrix, singles, small families and large families with extremely low and very low incomes would not be able to afford the average rental unit appropriate

to their family size in Turlock. Appropriately sized rental units are affordable to families with low and moderate incomes. Current average pricing of homes for sale in Turlock is not available by number of bedrooms, but the average-priced home would be affordable to, at minimum, a low-income large family.

**Table 57
Housing Affordability Matrix in Turlock**

Income Group ¹	Income Levels		Maximum Affordable Price		Appropriate Unit Size
	Annual Income ² (\$)	Affordable Payment (\$)	Ownership ³ (\$)	Rental ⁴ (\$)	
<i>Extremely Low</i>					
One Person	12,550	314	49,400	264	Studio, 1B
Small Family	16,100	403	63,300	328	2B
Large Family	19,350	484	76,100	384	3+B
<i>Very Low</i>					
One Person	20,850	521	82,000	471	Studio, 1B
Small Family	26,800	670	105,400	595	2B
Large Family	32,200	805	126,600	705	3+B
<i>Low</i>					
One Person	33,400	835	131,300	785	Studio, 1B
Small Family	42,950	1,074	168,900	999	2B
Large Family	51,500	1,288	202,500	1,188	3+B
<i>Moderate</i>					
One Person	50,050	1,251	196,800	1,201	Studio, 1B
Small Family	64,350	1,609	253,000	1,534	2B
Large Family	77,200	1,930	303,600	1,830	3+B

Source: Dyett & Bhatia

HCD: California Department of Housing and Community Development

1. Small Family = 3 persons; Large Family = 5 persons.

2. Incomes based on HCD-established income limits for Stanislaus County, 2009.

3. Affordable home price based on a down payment of 10%, annual interest of 5%, a 30-year term loan and a monthly payment of 30% of gross household income. The monthly payment includes property taxes and insurance.

Assumes 1% annual property tax and 0.5% annual homeowners insurance, averaging \$215.

4. Monthly affordable rent based on total payments not exceeding 30% of household income, including utilities of \$50 for one person, \$75 for a small family and \$100 for a large family.

Affordable Units at Risk of Conversion

HCD defines assisted housing as multifamily rental developments that receive governmental assistance under one of a number of programs, including project-based assistance under Section 8, tax-increment financing under Community Redevelopment Law, supportive housing for the elderly under Section 202, federal and state tax credits, and others. Localities must verify that none of the assisted housing developments in their jurisdictions are at risk of being converted to market-rate units in the 10-year period following the Housing Element’s adoption (the current five-year period plus the following one).

Table 58 lists assisted housing developments in Turlock, the status of their affordability covenants or restrictions and their presumed level of risk of conversion. There are eight assisted housing developments in Turlock, half of which specifically serve seniors. None of these developments will convert to market rate during this Housing Element period. The earliest date that any of the current affordability restrictions will expire is 2019 (Lake Park Apartments and Parkwood Apartments), which is at the end of the subsequent five-year planning period. Therefore, none of the assisted housing developments in Turlock is considered to be at risk at this time.

**Table 58
Assisted Housing Developments in Turlock**

Project Name	Address	Total Units	Target Market	Type of Subsidy	Covenants* Recorded	Covenants* Expired	At-Risk?
Cherry Tree Village	139 W. Minnesota Ave.	105	Seniors, Large Families	RDA, Section 42, TCAC	5/14/1999	9/23/2029	No
Crane Terrace	1318 E. Canal Dr.	44	Seniors	RDA	4/29/2005	4/29/2060	No
Palms Apartments	1119 Pedras Rd.	24	All	RDA	2/25/2009	2/25/2064	No
Lake Park Apartments	381 W. Hawkeye Ave.	103	Families	LIHTC Section 42, TCAC	1999	2019	No
Parkwood Apartments	3800 Crowell Rd.	178	Families	LIHTC Section 42, TCAC	1999	2019	No
Denair Manor Apartments	550 Wayside Dr.	70	Seniors, Disabled	Project-Based Section 8	January 2009	January 2029	No
Silvercrest	865 Lander Ave.	80	Seniors	HUD Section 202	January 2002	January 2042	No

Source: U.S. Department of Housing and Urban Development (HUD); City of Turlock Redevelopment Agency; individual housing developments

LIHTC: Low-Income Housing Tax Credit; RDA: Redevelopment Agency; TCAC: California Tax Credit Allocation Committee

*Covenants/Restrictions.

A signature project of Turlock is Avena Bella, which is providing the community with another 144 affordable units. It was funded with a combination of RDA and private funds. The City would like to use HOME money to assist the project in the future. The Avena Bella project also improved blighted and underutilized land. The City considers Avena Bella a model for future projects.

Specific Housing Objectives (91.215 (b))

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
2. Describe how federal, state, and local public- and private-sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

5-Year Strategic Plan Specific Housing Objectives Response

Table 59 summarizes the City’s quantified objectives for housing production by income level through 2014.

**Table 59
Quantified Housing Objectives by Income Level in Turlock (2007–2014)**

	Income Level				
	Extremely Low	Very Low	Low	Moderate	Above Moderate
New Construction	346	459	452	664	945
Rehabilitation					
Single-Family Homes—Rehab Loans	0	25	25	0	0
Foreclosures	0	0	3	3	0
Multifamily	8	8	8	0	0
Conservation/Preservation*	0	0	0	0	0
Total	354	492	488	667	945

Source: City of Turlock Housing Element, 2010

*There are no units at risk of converting from affordable to market rate during the current Housing Element cycle.

With funding from the federal CDBG program, the City of Turlock/Stanislaus County Home Consortium, the State of California HOME program and the City of Turlock Redevelopment Agency Housing Set-Aside fund, the Housing Program Services Division is able to provide a wide variety of housing services.

The City’s First-Time Home Buyers program helps eligible applicants purchase a home with an \$80,000 down payment loan. These funds are made possible through the HOME program.

The City’s Rehabilitation Loan program helps homeowners and investors preserve and upgrade their home(s) with a low interest loan. These funds are made possible through CDBG funds. Areas that can be repaired with loan funds include electrical, plumbing, roofing, broken windows, foundation, pest control, interior/exterior paint floor coverings, fencing, bathroom and kitchen remodel. Some improvements that cannot be done are barbecue pits, greenhouses, kennels, swimming pools, freestanding kitchen appliances, spas and sprinkler systems.

At the county level, the following programs are available:

- *Down Payment Assistance Program.* Stanislaus County’s First-Time Homebuyer down payment assistance program is designed to assist lower-income households realize homeownership. Eligibility for participation is based on household income. The maximum available is \$75,000. Down payment assistance funds are available for existing or new homes in the unincorporated areas of the county.
- *Minor Home Repair Program.* This program is available to homeowners that need assistance with the costs of repairing emergency health and safety issues related to their homes. This program only assists owner-occupied households. The maximum amount available through this program is \$10,000. This program is administered by the Housing Authority.
- *Housing Rehabilitation Program.* The county’s housing rehabilitation program targets homes in the unincorporated areas that are in need of repair. The maximum available is \$60,000. This program is administered by the Housing Authority.
- *Foreclosure prevention.* The county is expanding its efforts to educate the public on foreclosure and the options those who are facing foreclosure have to avoid it.

Needs of Public Housing (91.210 (b))

In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs of public housing projects within the jurisdiction, and other factors, including the number of families on public housing and tenant-based waiting lists and results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e., assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25). The public housing agency and jurisdiction can use the optional Priority Public Housing Needs Table (formerly Table 4) of the Consolidated Plan to identify priority public housing needs to assist in this process.

5-Year Strategic Plan Needs of Public Housing Response

The Housing Authority of the County of Stanislaus is responsible for the management and operation of the public housing program in the City of Turlock and the Stanislaus County HOME Consortium area.

The ongoing functions of the Housing Authority are to 1) assure compliance with leases (the lease must be signed by both parties); 2) set other charges (e.g.,

security deposit, excess utility consumption and damages to the unit); 3) perform periodic reexaminations of the family’s income at least once every 12 months; 4) transfer families from one unit to another, in order to correct over/under crowding, repair or renovate a dwelling or because of a resident’s request to be transferred; 5) terminate leases when necessary; and 6) maintain public housing developments in a decent, safe and sanitary condition.

The Housing Authority owns 615 units within the consortium area and its property is generally in good condition. Stanislaus County has units aimed to serve low-income individuals, seniors and farmworkers. The Housing Authority has a countywide waiting list (see Table 60).

**Table 60
Housing Needs of Families on the Public Housing Program Waiting List**

Family Type/Status	No. of Families	% of Total Families	Annual Turnover
Waiting List Total	3,652	100.0%	82
Extremely Low Income (≤ 30% AMI)	1,795	49.2%	
Very Low Income (> 30% but ≤ 50% AMI)	1,047	28.7%	
Low Income (> 50% but < 80% AMI)	253	6.9%	
Families with Children	2,394	65.6%	
Elderly Families	333	9.1%	
Families with Disabilities	557	15.3%	
Race/Ethnicity			
White	2,826	77.4%	
Hispanic	1,794	49.1%	
Black	534	14.6%	
Indian	85	2.3%	
Asian	188	5.1%	
Characteristics by Bedroom Size*			
1 Bedroom	1,085	29.7%	7
2 Bedrooms	2,016	55.2%	32
3 Bedrooms	429	11.7%	34
4 Bedrooms	66	1.8%	7
5 Bedrooms	13	0.4%	2
5+ Bedrooms	0	0.0%	0

Source: Housing Authority of the County of Stanislaus, 2009

AMI: Area Median Income

*Public housing only

The housing needs of families broken out by family type in Stanislaus County are assessed by the level of need relative to affordability, supply, quality, accessibility, size and location in Table 61.

**Table 61
Housing Needs of Families in Stanislaus County by Family Type**

Family Type	Overall	Affordability	Supply	Quality	Accessibility	Size	Location
Income ≤ 30% of AMI	5,520	5	5	5	5	5	5
Income > 30% but ≤ 50% of AMI	9,195	5	5	5	5	5	5
Income > 50% but < 80% of AMI	32,715	1	5	4	3	3	5
Elderly	60,683	5	5	5	5	5	5
Families with Disabilities	N/A	N/A	N/A	N/A	N/A	N/A	N/A
African American	13,788	5	5	5	5	5	5
Hispanic	196,616	5	5	5	5	5	5
Other (non-Hispanic and non-African American)	301,734	5	5	5	5	5	5

Source: Housing Authority of the County of Stanislaus, 2009

AMI: Area Median Income

1 = least need; 5 = greatest need

Public Housing Strategy (91.210)

1. Describe the public housing agency’s strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and Section 8 tenant-based waiting list), the public housing agency’s strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing, and the public housing agency’s strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.
2. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))
3. If the public housing agency is designated as “troubled” by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))

5-Year Strategic Plan Public Housing Strategy Response

The City and the Consortium routinely consult with the Housing Authority of the County of Stanislaus. In addition, it is the policy of the City and the Consortium to support the Housing Authority in providing housing assistance to extremely low, very low, low- and moderate-income households.

The Housing Authority has a five-year plan¹⁰ that details the strategies to address the needs relative to public housing. These strategies are outlined as follows:

Need: Shortage of Affordable Housing for All Eligible Populations

Strategy 1. Maximize the number of affordable units available to the Housing Authority within its current resources.

¹⁰PHA 5-Year and Annual Plan, 2009, for the Housing Authority of the County of Stanislaus.

- Employ effective maintenance and management policies to minimize the number of public housing units off-line.
- Reduce the turnover time for vacated public housing units.
- Reduce the time to renovate public housing units.
- Maintain or increase Section 8 lease-up rates by establishing payment standards that will enable families to rent throughout the jurisdiction.
- Undertake measures to ensure access to affordable housing among families assisted by the Housing Authority, regardless of the unit size required.
- Maintain or increase Section 8 lease-up rates by marketing the program to owners, particularly those outside of areas of minority and poverty concentration.
- Participate in the ConPlan development process to ensure coordination with broader community strategies.
- Continue to be an active lead agency in the county-wide Continuum of Care plan in development.

Strategy 2. Increase the number of affordable housing units.

- Apply for additional freestanding, Family Unification Program (FUP) or other targeted vouchers as application announcements are published through HUD, and apply for additional Shelter Plus Care (rental assistance for hard-to-serve homeless persons with disabilities in connection with supportive services funded from sources outside the program).
- Leverage affordable housing resources in the community through the creation of mixed finance housing.
- Pursue housing resources other than public housing or Section 8 tenant-based assistance.

Need: Families at or Below 30 Percent of Median Income

Strategy. Target available assistance to families at or below 30 percent of AMI.

- Employ admissions preferences aimed at families with economic hardships.
- Adopt rent policies to support and encourage work.

Need: Families at or Below 50 Percent of Median Income

Strategy. Target available assistance to families at or below 50 percent of AMI.

- Employ admissions preferences aimed at families who are working or in training.
- Adopt rent policies to support and encourage work.

Need: The Elderly

Strategy. Target available assistance to the elderly.

- Apply for special-purpose vouchers targeted to the elderly, should they become available.

Need: Families with Disabilities

Strategy. Target available assistance to families with disabilities.

- Apply for special-purpose vouchers targeted to families with disabilities, should they become available.
- Affirmatively market to local nonprofit agencies that assist families with disabilities.

Need: Races/Ethnicities with Disproportionate Housing Needs

Strategy 1. Increase awareness of Housing Authority resources among families of races and ethnicities with disproportionate needs.

- Affirmatively market to races/ethnicities shown to have disproportionate housing needs.

Strategy 2. Conduct activities to affirmatively further fair housing.

- Counsel Section 8 tenants as to location of units outside of areas of poverty or minority concentration and assist them to locate those units.
- Market the Section 8 program to owners outside of areas of poverty/minority concentrations.

Other Housing Needs and Strategies

- Continue to pursue collaborative projects with local agencies to increase the level of permanent supportive housing for persons with disabilities and special populations.
- Continue to participate as a lead agency in the county-wide Continuum of Care plan in development to identify potential collaborative, pursue local resources and identify the greatest area of housing needs within the county.

Reasons for Selecting Strategies

- Funding constraints
- Staffing constraints
- Limited availability of sites for assisted housing
- Evidence of housing needs as demonstrated in the ConPlan and other information available to the Housing Authority
- Influence of the housing market on Housing Authority programs
- Results of consultation with local or state government

Barriers to Affordable Housing (91.210 (e) and 91.215 (f))

1. Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.
2. Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.

5-Year Strategic Plan Barriers to Affordable Housing Response

The communities in the Consortium make a concerted effort to remove any barriers to affordable housing. The strategy below applies to Turlock, but Turlock is similar to the other communities in the Consortium, which make similar efforts. The communities of the Consortium communicate with each other and compare strategies with regard to ensuring affordable housing.

Local governments exercise a number of regulatory and approval powers that directly affect residential development within their respective jurisdictional boundaries. These powers establish the location, intensity and type of units that may or may not be developed. The City of Turlock’s General Plan, zoning regulations, project review and approval procedures, development and processing fees, utility infrastructure, public service capabilities and development attitudes all play important roles in determining the cost and availability of housing opportunities in Turlock.

The General Plan is the primary land-use control document. This policy document not only establishes the location and amount of land that will be allocated to residential development but also establishes the intensity of development (in terms of unit densities and total number of units) that will be permitted. Although nearly all components or elements of the General Plan contain goals and policies that influence residential development, it is the Land-Use Element that has the most direct influence.

The current General Plan Land-Use Element defines four land-use classifications that are exclusively residential (Very Low Density, Low Density, Medium Density and High Density Residential), as well as several others that allow residential uses. The residential classifications allow densities ranging from 0.2 units per acre to 30 units per acre, exclusive of second units and density bonuses for affordable housing. There are currently adequate sites for new housing in each of the land-use categories. Therefore, the residential land-use regulations in the General Plan are not to be viewed as a constraint. The City has expressed an interest in allowing greater densities and/or more variety in residential unit types in the new General Plan.

The current General Plan is implemented through the Zoning Code. The City of Turlock development standards contained in the Zoning Code do not contain any unduly restrictive provisions. Building height, setbacks, lot areas and parking are generally within the range of other similar sized cities in the state.

The City provides cost reductions to developers through its adopted Density Bonus Ordinance when low and very low income housing units are proposed. Further cost reductions occur in the form of increased densities and concessions such as flexibility in site development standards and zoning code requirements, deferment in development fees, financial aid from the Redevelopment Agency and/or accelerated plan checks. In addition, the General Plan update process will explore land-use classifications that allow a greater variety of medium- and high-density housing types.

Cost reductions occur through the more efficient use of land in mixed-use zones and the Planned Development (PD) program. For example, the PD residential districts of the zoning code allow design flexibility through, but not limited to, small lots, zero lot line, cluster developments, mixed unit types and high-rise apartments. Second units are also already permitted by right in all residential zones.

Part of the cost associated with developing residential units is related to the fees or other exactions required of developers. The development review process includes the required permits needed to obtain project approval and the time required to conduct project reviews and issue land-use entitlements. Developers often contend that lengthy review periods increase financial and carrying costs, and that fees and exactions increase expenses. These costs are in part passed onto the prospective homebuyer in the form of higher purchase prices or rents, and can therefore affect affordability. However, it is the City's policy that all development "pay its own way" and not be subsidized by the General Fund. Impact fees have been established to provide adequate public facilities and services to support new development. The City has numerous provisions by which the burden of fees can be eased for affordable housing developments.

The time allowed for project review and approval is consistent with that provided by state law. Depending on the conformity of a project application with the General Plan and the Zoning Ordinance, and the magnitude and complexity of a development proposal, the time required to process a project varies greatly from one project to another. Factors that can affect the length of development review on a proposed project include a rezoning or General Plan amendment requirement, public meetings required for Planning Commission or City Council review, or a required Negative Declaration or Environmental Impact Report (EIR). Each project does not necessarily have to complete every step in the process (i.e., small-scale projects consistent with the General Plan and zoning designations do not generally require EIRs, General Plan Amendments, Rezones or Variances).

A residential project on an appropriately zoned parcel would only require a Minor Discretionary Permit (staff level review) and a Design Review. A Design Review is required of all residential development proposals (with the exception of single-family homes on infill lots and interior remodels or tenant improvements). The review is conducted by the planning services director or other staff, for the purpose of ensuring that the project will not unreasonably interfere with the use and enjoyment of existing or future neighboring development, will not result in pedestrian or vehicular hazards and is architecturally compatible with the surrounding neighborhood.

Evaluation is based on the adopted City of Turlock Design Guidelines, or, if the project is located downtown, the Downtown Design Guidelines. No additional fee is charged for the Design Review. Neither the City of Turlock Design Guidelines nor the Downtown Design Guidelines represent a constraint to development; the documents do not impose unreasonable restrictions on housing developers, and the neighboring jurisdictions of Modesto, Ceres, Patterson and Hughson have design guidelines for residential development and/or a design review process as well. Certain review and approval procedures may run concurrently. Because the majority of EIRs are prepared in response to a General Plan Amendment request, these two actions are typically processed simultaneously. The City encourages the joint processing of related applications for a single project. For example, a rezone petition may be reviewed in conjunction with the required site plan, a tentative tract map and any necessary variances. Such procedures save time, money and effort for both the public and private sectors. However, it is important to note that the processing time lines comply with the Permit Streamlining Act and could not be made much shorter, if at all, without violating state laws, particularly as they relate to public noticing, compliance with the California Environmental Quality Act, etc.

The City of Turlock has instituted actions aimed at reducing the impact of the public-sector role in housing costs. The City's processing policies regarding concurrent review of related applications for a single project also reduce overall time and costs. A predevelopment "tip sheet" was created to help guide applicants through the permitting process. Although the City's processing and development fee structure accounts for only a fraction of the final costs, the cost implications for developers of below-market-rate housing can be significant when any increase inhibits the ability to provide units affordable to their clients. To offset a developer's costs, the City can defer payments of the development fees and can also underwrite a portion of the Capital Facility Development fees for affordable housing developments using CDBG and RDA funds. In addition, the City's Capital Facility Development fees are significantly less for multifamily projects than for single-family projects, averaging \$6,500 per unit versus \$9,000 per unit, respectively. The City will also explore the feasibility of other incentives to encourage the development of affordable housing.

HOMELESS

Homeless Needs (91.205 (b) and 91.215 (c))

*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

Homeless Needs—The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness and chronic homelessness where applicable), addressing separately the need for facilities and services for homeless persons and

homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered. In addition, to the extent information is available, the plan must include a description of the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.

5-Year Strategic Plan Homeless Needs Response

The homeless population of Turlock is estimated in Tables 62 and 63. All recent complete counts of the homeless population have been done countywide, therefore the City’s estimates are based on a combination of the overall homeless population believed to be in Turlock based on a breakdown of the county’s percentages.

**Table 62
Homeless Population in Turlock (2009)**

Homeless Population	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Homeless Individuals	105	73	221	399
Homeless Families with Children	23	15	57	95
Persons in Homeless Families with Children	56	44	127	227
Total Persons	161	117	348	626

Source: City of Turlock

**Table 63
Homeless Subpopulations in Turlock (2009)**

Homeless Subpopulation	Sheltered
Chronically Homeless	22
Severely Mentally Ill	13
Chronic Substance Abuse	15
Veterans	8
Persons with HIV/AIDS	1
Victims of Domestic Violence	2
Youth (under 18 years of age)	3

Source: City of Turlock

Data on the homeless population in Stanislaus County is available beginning in 2005. The censuses are conducted every other year. From 2005 to 2007, the county’s homeless population remained nearly constant, around 1,600 individuals. From 2007 to 2009, the number increased to 1,800.

Each year, approximately half of the individuals counted also completed a survey about their condition. Although the survey does not record the location in which each person was identified, it does ask what city the person was from

originally. The percentage of respondents stating that they were originally from Turlock has increased slightly each year but remains around 8 percent of respondents.

Each year, the top three reasons cited by individuals for their homelessness are unemployment, being unable to pay rent or mortgage and alcohol or substance abuse. Turlock uses a portion of its CDBG funds for housing assistance to those persons with very low income to help those who are most threatened by homelessness to maintain housing.

Priority Homeless Needs

1. Using the results of the Continuum of Care planning process, identify the jurisdiction's homeless and homeless prevention priorities specified in Table 1A, the Homeless and Special Needs Populations Chart. The description of the jurisdiction's choice of priority needs and allocation priorities must be based on reliable data meeting HUD standards and should reflect the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals. The jurisdiction must provide an analysis of how the needs of each category of residents provided the basis for determining the relative priority of each priority homeless need category. A separate brief narrative should be directed to addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.
2. A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.

5-Year Strategic Plan Priority Homeless Needs Response

The City of Turlock will continue working together with the Continuum of Care to eradicate homelessness. The continuum is focused on systematically implementing systems and programs that will help support existing homeless organizations and offer the resources that are needed locally to be successful. The City will continue to support the needs of homeless individuals through its partnership with the Continuum of Care. The City directly communicated with providers of homeless services in the development of the ConPlan.

The City will continue working with the Continuum of Care on goals aimed at eliminating chronic homelessness. Through its commitment and dedication, the continuum, along with supporting agencies, will continue to strategize on approaches and ways to acquire more shelters and/or organizations that will provide homeless individuals not only with basic care needs but also job training and guidance. The issues associated with homelessness are complicated. Solutions to resolve this problem require considerable time, energy and financial resources, which, if not available, put an obstacle on achieving goals.

The City is particularly concerned with the prevention of homelessness and takes a proactive approach to finding solutions to prevent homelessness. The City places a high priority on assisting those with low income via housing assistance and creating an environment that promotes job creation. Such programs help to ensure that people have the resources needed to maintain adequate housing. The City pays particular attention to ensure that the needs of special needs groups are met, due to the high number of those with special needs in the homeless population.

Homeless Inventory (91.210 (c))

The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low income) from becoming homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

5-Year Strategic Plan Homeless Inventory Response

The City of Turlock recognizes its need for shelters and homeless services. In the City, homeless, emergency and transitional shelters are allowed in all residential zones, and in the commercial zones C-O and C-C, with a conditional-use permit but not by right. The City has amended the zoning ordinance to allow churches to provide temporary shelter for up to six individuals, but it will have to make further revisions to its zoning ordinance in order to comply with SB 2 and further facilitate the construction of shelter facilities.

Currently, all shelter facilities operating in the City are run by nonprofit organizations. Through the Housing Program Services Division, nonprofits have historically applied for up to \$20,000 of CDBG funds to provide homeless assistance. In 2009–2010, the program was modified to reduce the maximum award to \$10,000 to allow more nonprofit organizations to participate in funding. Since 2000, the City has allocated \$20,000 annually in CDBG monies to the United Samaritans Foundation (USF) to provide shelter and homeless services.

The We Care program, a Turlock-based nonprofit organization, runs a cold-weather shelter for men age 18 and older in a building owned by the USF at 219 South Broadway. The facility has 34 beds, is open seven days a week from 6:30 p.m. to 8 a.m. and serves dinner every night. The shelter also provides drug counseling, AA meetings and life skills training. It operated from November 2008 through March 2009. Its funding consisted of \$20,000 from the City's CDBG funds, another \$20,000 from Stanislaus County's CDBG funds, \$15,000 from the federal Emergency Food and Shelter Program and donations. From the winter of

2004 through the spring of 2008, the cold-weather shelter was located at a nearby City-owned facility at 400 B Street that housed 65–70 people, both male and female. It received up to \$100,000 from the Turlock Redevelopment Agency funds per year over several years. When the City decided to discontinue operating the shelter at that location, the shelter services were shifted to nonprofit and faith-based organizations.

Emergency shelter for women and children, and men, are provided by different organizations. In 2008–2009, We Care provided winter shelter services to 34 men. Women and children were offered shelter by a coalition of faith-based organizations spearheaded by the Turlock Gospel Mission. This shelter did not have a permanent location and instead moved from church to church on a weekly basis. Capacity was generally seven to 10 women, depending on location. There are two providers of transitional housing in Turlock, both of which serve those suffering from substance abuse. Men and women are served in numerous separate small facilities across the City, and services include counseling and self-help programs. Table 64 summarizes the emergency shelters and transitional housing facilities in Turlock.

**Table 64
Homeless Facilities in Turlock**

Facility Operator	Population Served	Year-Round	Seasonal
<i>Emergency Shelters</i>			
We Care	Men Age 18+		34
Coalition of Faith-Based Organizations	Women/Children		10
Subtotal			44
<i>Transitional Housing</i>			
Solidarity Fellowship	Men/Women/Separate Facilities	64	
Steps to Freedom	Men/Women/Children/Separate Facilities	42	
Subtotal		106	
Total		106	

Source: Local Providers

Homeless Strategic Plan (91.215 (c))

1. Homelessness—Describe the jurisdiction’s strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction’s strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living. The jurisdiction must also describe its strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.

2. Chronic Homelessness—Describe the jurisdiction’s strategy for eliminating chronic homelessness by 2012. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness. Also describe, in a narrative, relationships and efforts to coordinate the ConPlan, CoC, and any other strategy or plan to address chronic homelessness.
3. Homelessness Prevention—Describe the jurisdiction’s strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.
4. Institutional Structure—Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.
5. Discharge Coordination Policy—Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include “policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons.” The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.

5-Year Homeless Strategic Plan Response

The City is not a direct provider of most of the services that address the identified priority needs and must rely on private entities. The City does utilize local, state and federal funds to implement its housing strategies and support social services. The City’s major sources of funding for these activities are CDBG funds and redevelopment housing set-aside funds for low- and moderate-income housing. Given this context, the strategic plan’s objectives and actions addressing homelessness are set out as follows:

- Allocate resources from mainstream housing programs to sustain and expand supportive housing for the homeless population.
- Increase resources to create and maintain homeless supportive housing and affordable housing.
- Establish and maintain funding for rent and operating subsidies that sustains the supportive housing that currently exists.
- Encourage private rehabilitation and the reuse of underutilized upper floors of downtown buildings for affordable rental units.
- Continue to support outreach, information and referral for supportive and affordable housing opportunities in conjunction with the Stanislaus County Housing Authority.

- Continue to participate with and support the Turlock/Modesto/Stanislaus County Continuum of Care programs to address the needs of the homeless.
- Invest in building the capacity of community groups and service providers to create and sustain supportive housing and social services for the homeless population.

The City works to ensure that it provides needed services through each stage of homelessness. The City also evaluates the support services provided by different homeless providers when determining which providers to work with.

The City will work hard with the resources available to make the best attempt it can to eliminate chronic homelessness by 2012. Transitional housing programs are particularly important to the City toward reaching the goal of eliminating chronic homelessness. The City also supports other services in providing this goal, including job assistance and affordable housing, to ensure that people do not drift back to homelessness. Although these programs may not be directly targeted to chronic homelessness, they are available to the chronic homeless.

The City's efforts to prevent homelessness will include affordable housing programs that maintain the existing affordable housing stock or increase the number of affordable housing units available to low-income households. The City will also support programs that address the underlying reasons for homelessness, provide ongoing support services for formerly homeless families and provide assistance to low-income families at risk of becoming homeless. The City uses RDA funds to fund a contract with Community Housing and Shelter Services that provides the homeless with motel vouchers, bus passes and social assistance, as well as a part-time caseworker who works out of the We Care facility, which is a cold weather homeless shelter, to ensure that the City's homeless have at a minimum a place to stay during the cold weather months.

The City will continue to receive and make available CDBG funds to support activities that provide housing assistance to homeless persons and low-income families at risk of becoming homeless. In addition to resources available to and controlled by Turlock, organizations within the community for which their mission is to provide services to the homeless will receive funds from a variety of federal, state and local sources.

At this time, the City does not use the McKinney-Vento Homeless Assistance Act program or receive special funding from the state or federal governments. However, the City continues its partnership with the Turlock/Modesto/

Stanislaus Continuum of Care to address issues of homelessness. Through the continuum, the City continues to move forward to accomplish goals related to combating homelessness.

The City is not in a position to implement a Discharge Coordination Policy.

Emergency Shelter Grants (ESG)

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

5-Year Strategic Plan ESG Response

Neither the City of Turlock nor the Stanislaus County HOME Consortium is a recipient of Emergency Shelter Grants.

COMMUNITY DEVELOPMENT

Community Development (91.215 (e))

*Please also refer to the Community Development Table in the Needs.xls workbook.

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), i.e., public facilities, public improvements, public services and economic development.
2. Describe the basis for assigning the priority given to each category of priority needs.
3. Identify any obstacles to meeting underserved needs.
4. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

NOTE: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

5-Year Strategic Plan Community Development Response

Turlock's primary community development need is economic development. One of the top priorities of the public sector is job creation, and with the economic downturn the City believes this to be a justified priority. To ensure an employable workforce, the City is committed to an employment program to ensure that people have the job skills they need for success. Another major need is to ensure that every person has adequate access to a nutritional diet. Housing can often consume a disproportionately high amount of the income of low-

income individuals, leaving little money for other needs such as food. The City is dedicated to combating hunger by supporting a food box program to provide meals to low-income individuals.

The City's priorities are determined by a combination of public input and reliable statistical data. The biggest obstacle to meeting underserved needs is the lack of available adequate funds. This problem has become more acute with the economic downturn as revenue streams have further decreased.

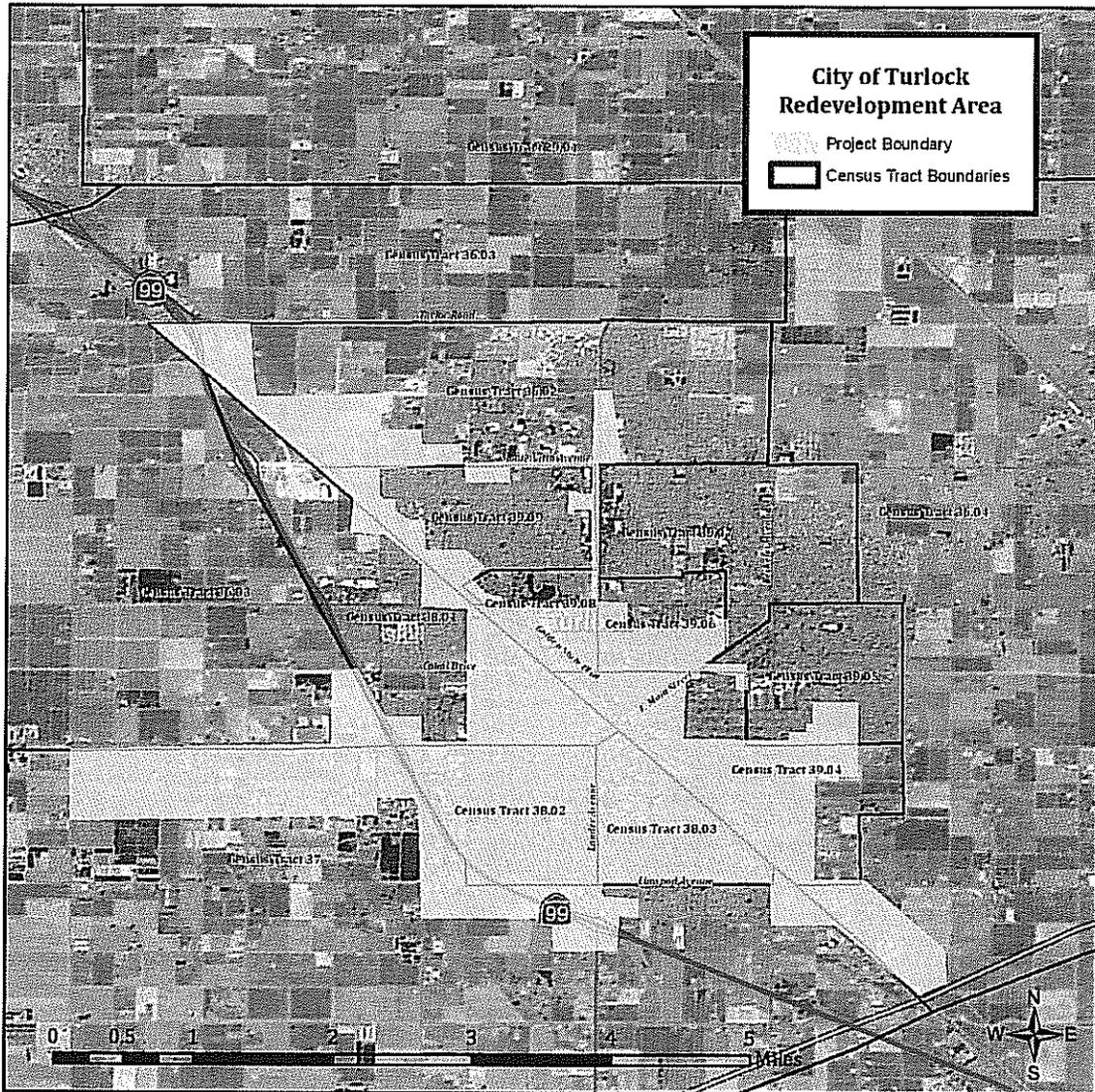
A major component of the economic development strategy in Turlock includes the Redevelopment Agency. The goals of the agency include the following:

- Eliminate the conditions of blight in the Redevelopment Area and prevent the reoccurrence of blighting conditions in the Redevelopment Area.
- Provide for the planning, development, re-planning, redesign, clearance, redevelopment, reconstruction and rehabilitation of the Redevelopment Area.
- Aid in providing for such structures and spaces as may be appropriate or necessary in the interest of the general welfare, including recreational and other facilities incidental or appurtenant to them.
- Provide for the alteration, improvement, modernization, reconstruction or rehabilitation of existing structures and provide for open space type uses, public and private buildings, structures, facilities and improvements.
- Encourage employment opportunities through environmental and economic improvements resulting from redevelopment.
- Provide for the rehabilitation of commercial structures and residential dwelling units.
- Provide for participation in the redevelopment of property in the Redevelopment Area by owners who agree to participate in conformity with the redevelopment plan.
- Provide for the management of property owned or acquired by the agency.
- Provide relocation assistance where agency activities result in displacement.

- Provide public infrastructure improvements (including regional facilities) and community facilities, such as the installation, construction and/or reconstruction of streets, utilities, public buildings, facilities, structures, street lighting, landscaping and other improvements that are necessary for the effective redevelopment of the Redevelopment Area.
- Increase, improve and preserve the community's supply of affordable housing.
- Acquire real property.
- Dispose of real property acquired by the agency in the Redevelopment Area.
- Encourage the redevelopment of the Redevelopment Area through the cooperation of private enterprise and public agencies.
- Engage in such other action as may be permitted by law.

The project boundaries for the City's Redevelopment Area are shown in Map 7.

**Map 7
Redevelopment Area in Turlock**



The Westside Industrial Specific Plan (WISP) involves an area of the City that has been set aside for industrial growth and for which infrastructure improvements have been made to ensure that the sites are shovel ready to be competitive in attracting interested manufacturers. The WISP is a major part of the City's strategy to provide jobs to low-income residents. The WISP area is now home to United States Cold Storage, Nelson-Jameson, Sensient Dehydrated Foods and Peninsula Plastics, and additional land is available for other companies to locate there.

Another major commitment of the City is to Columbia Park, which serves some of the poorest residents in the City and is in the middle of the CDBG target area. Columbia Park presently offers two large covered picnic areas with barbeques, which are compliant with Americans with Disabilities Act (ADA) guidelines; a large playground area; and an ADA-compliant drinking fountain, park benches, several small picnic areas with barbeques, perimeter and interior sidewalks, security lighting, large shade trees, horseshoe pits, two full-sized basketball courts, a multipurpose court with soccer goals, a community building and a community swimming pool. Turlock is committed to bringing more recreational opportunities to the park in the future. The City applied for and received CDGB and RDA funding for the installation of a water feature in the park next to the swimming pool (see photo).



Water Feature at Columbia Park

In his 2010 State of the City Address, Mayor John Lazar outlined the City's approach to economic development as follows:

I intentionally wanted to end with the area of Economic Development due to the significant role it will play in determining Turlock's future success. It is vital that we recognize the direct connection between economic development and the City's ability to provide a gold star standard of customer service. We must treat each customer as if our future depends on it, because it truly does. Local government can no longer survive on regulation and the "they need us, we don't need them" mentality. We must adopt the adage of our private sector counterparts which proclaims "the customer is king!" If we fail to recognize this, we

create an environment where we will continue to be vulnerable to economic downturns while our “competitors” seize development opportunities that could have been ours. While it may take some time to get everyone on board, together we can begin to steer this ship in a new direction. The best part is it doesn’t cost a dime. It only requires a commitment to making the customer service connection to economic development a priority and the willingness to be open to change. I truly believe in our ability to make these changes and the possibilities that await the City of Turlock.¹¹

Antipoverty Strategy (91.215 (h))

1. Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually). In consultation with other appropriate public and private agencies, (i.e., TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and services for which the jurisdiction is responsible.
2. Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.

5-Year Strategic Plan Antipoverty Strategy Response

The City has a multipronged approach to addressing the issue of reducing poverty through ensuring an adequate, affordable, quality housing supply, improving the employment skills of the community and ensuring access to an adequate nutritional food supply. The City is particularly focused on ensuring quality housing options to low-income individuals through the production of new low-income units as well, the rehabilitation of existing low-income units and combating rental discrimination against minorities.

The City realizes that it cannot combat poverty alone, and it is a top priority of the City to coordinate with other entities where needed. The City is particularly committed to coordinating with the County of Stanislaus, which is responsible for many housing and social service programs. The City also coordinates with other entities such as the Continuum of Care and various community-oriented nonprofit groups that have a stake in the community. It is a top goal of the City to ensure that it accesses all available grant money to assist the community.

The City is committed to removing all impediments to eliminating poverty that are within the City's control. The City regularly reviews its zoning, codes, permit process and fees to ensure that the City is as accommodating as possible to those who wish to create jobs by opening or expanding businesses in the City. The City is committed to ensuring an adequate law enforcement presence so that

¹¹<http://www.ci.turlock.ca.us/government/stateofthecity.asp>

businesses feel safe operating in Turlock and providing the quality infrastructure needed to support a vibrant economy. The City is also taking the lead in increasing coordination with nonprofits to provide a unified plan.

Low-Income Housing Tax Credit (LIHTC) Coordination (91.315 (k))

1. (States only) Describe the strategy to coordinate the Low-Income Housing Tax Credit (LIHTC) with the development of housing that is affordable to low- and moderate-income families.

5-Year Strategic Plan LIHTC Coordination Response

Neither the City of Turlock nor the Stanislaus County HOME Consortium is a state-recipient of Low-Income Housing Tax Credits.

NON-HOMELESS SPECIAL NEEDS

Specific Special Needs Objectives (91.215)

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
2. Describe how federal, state, and local public- and private-sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

5-Year Non-Homeless Special Needs Analysis Response

Turlock's No. 1 objective that it intends to accomplish through CDBG funds is to ensure that those with special needs are able to maintain proper nutrition. The City provides several programs to achieve this goal. Access to food is particularly important because many low-income special needs residents have high housing burdens, which leave them with little money for other items. The City is committed to providing programs to help those with disabilities to live independent lives and to assist at-risk children. The City will coordinate with other entities where necessary, particularly the County of Stanislaus, which is the responsible entity in the area for providing many social services to special needs populations. The City will apply for both state and federal funds where applicable and work hard to coordinate with private-sector entities that show an interest in assisting the special needs community.

Non-Homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)

Please also refer to the Non-Homeless Special Needs Table in the Needs.xls workbook.

1. Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, victims of domestic violence, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (formerly Table 1B) of their Consolidated Plan to help identify these needs.

Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.

2. Identify the priority housing and supportive service needs of persons who are not homeless but may or may not require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-Homeless Special Needs Table.
3. Describe the basis for assigning the priority given to each category of priority needs.
4. Identify any obstacles to meeting underserved needs.
5. To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.
6. If the jurisdiction plans to use HOME or other tenant-based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.

5-Year Non-Homeless Special Needs Analysis Response

The City of Turlock has a number of residents in various subpopulations who are not homeless but may require housing or supportive services, including the elderly, the frail elderly, persons with disabilities (mental, physical, developmental), large households, families with female heads of household, farmworkers, extremely low income households, persons with HIV/AIDS, persons with alcohol or other drug addiction and victims of domestic violence. Table 65 outlines these subpopulations in the City.

**Table 65
Non-Homeless Special Needs Subpopulations in Turlock**

Group	Number
Elderly, Age 65+	6,104
Frail Elderly	388
Persons with Disabilities	8,342
Large Households (> 4 persons)	2,678
Families with Female Heads of Household	3,284
Farmworkers	378
Extremely Low Income Households ¹	8,804
Persons with HIV/AIDS ²	61
Alcohol Abusers, Age 12+ ³	21,225
Drug Abusers, Age 12+ ³	5,546
Victims of Domestic Violence in Last 12 Months ⁴	1,015

Source: American Community Survey, 2007

1. Estimate based on Comprehensive Housing Affordability Strategy (2000) data.
2. Estimate based on the HIV/AIDS rate for Stanislaus County in 2008 per data from the California Department of Public Health.
3. Estimate based on national abuse rates for 2008 provided by the California Health and Human Services Agency.
4. Estimate based on the national domestic violence rates in a 1995–1996 survey published by the National Institute of Justice.

The elderly who own their homes may need assistance maintaining their homes and personal support to help them maintain their independence. The frail elderly are very much in need of supportive housing facilities. Where possible, it is a priority of the City to keep the disabled living independently and the City believes in the importance of making modifications to housing and infrastructure to assist the disabled to live as independently as possible. When not possible, facilities exist in the community to care for those who are unable to care for themselves. The City believes in the importance of working with programs in the community that assist those who may have substance abuse problems or be the victims of domestic violence and might have particularly acute problems with maintaining housing.

Turlock is particularly committed to those who have very low income, which various housing programs target, as well as the food box program, to ensure that those who may not have sufficient income after paying for housing are able to maintain proper nutrition. The City forms all of its priorities taking into account both input from the public and statistical data. The main obstacles to ensuring that all underserved needs are met are identifying those who may have a special need, as well as lack of funds.

There are several types of services and facilities available for special needs groups in Turlock in Turlock. These include the following:

- *Care facilities.* Assisted living and skilled nursing facilities for seniors include Lifespring Senior Campus, St. Thomas Retirement Center and Covenant Village Care Center. There are several other assisted living facilities and skilled nursing facilities in Turlock for seniors and other disabled individuals.
- *Housing.* Subsidized senior rental housing includes the Denair Manor Apartments, 70 units; the Cherry Tree Apartments, 48 units; the Alpha-Bothun Manor, 82 units; the Silvercrest Manor, 80 units; and Crane Terrace, 44 units, completed in 2006. The Arbor Manor Senior Apartments consists of 48 units and is not subsidized. The 2007 American Community Survey indicated that the number of large families had decreased in Turlock since 2000. However, the adequate provision of appropriately sized dwelling units for these families is still important, for both owner and renter households. In the City of Turlock, six multifamily complexes have units with three or more bedrooms. The Cherry Tree Apartments is a Low Income Housing Tax Credit project where 52 percent of the units are targeted toward large families.
- *Senior center.* A senior center is operated by the Turlock Community Services Department. The center offers activities such as exercise classes, art classes and music programs.
- *Services.* The California Rural Legal Assistance Senior Citizens Law Project provides free legal services to seniors in Stanislaus County. Services include helping seniors maintain their income, housing and health. The project is located in Modesto, 13 miles north of Turlock. The Center for Senior Employment provides older worker training, employment assistance, on-the-job training and support to the Senior Program within Adult Protective Services. The center is also located in Modesto. The Salvation Army in Turlock provides meals, senior housing, programs and activities and an immunization clinic. There is also a Meals-on-Wheels program in Turlock, which prepares and delivers meals five days a week to homebound seniors. In Stanislaus County, there are several organizations that offer employment services such as the Disability Resource Agency for Independent Living and the Howard Training Center. Single-parent households have special needs due to the need for reasonable day care. There are numerous options throughout Turlock. Stanislaus County has a volunteer program encouraging community members to assist those with HIV/AIDS to make them feel less isolated

and assist them in maintaining independent lives. Stanislaus County has several facilities to help those people overcome drug and alcohol abuse such as the 12 Steps to Freedom Program and Solidarity House. Turlock is a small community but is only a few miles from Modesto where people can find a broader array of services.

- *Transportation.* The City of Turlock operates a fixed route and dial-a-ride bus system; both systems offer significant fare reductions for seniors, the disabled, students and low-income individuals. There is also the Dial-a-Ride service that is operated by Emmanuel Hospital for seniors and provides transportation by appointment.

Housing Opportunities for People with AIDS (HOPWA)

*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. The Plan includes a description of the activities to be undertaken with its HOPWA Program funds to address priority unmet housing needs for the eligible population. Activities will assist persons who are not homeless but require supportive housing, such as efforts to prevent low-income individuals and families from becoming homeless and may address the housing needs of persons who are homeless in order to help homeless persons make the transition to permanent housing and independent living. The plan would identify any obstacles to meeting underserved needs and summarize the priorities and specific objectives, describing how funds made available will be used to address identified needs.
2. The Plan must establish annual HOPWA output goals for the planned number of households to be assisted during the year in (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. The plan can also describe the special features or needs being addressed, such as support for persons who are homeless or chronically homeless. These outputs are to be used in connection with an assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
3. For housing facility projects being developed, a target date for the completion of each development activity must be included and information on the continued use of these units for the eligible population based on their stewardship requirements (e.g., within the 10-year use periods for projects involving acquisition, new construction or substantial rehabilitation).
4. The Plan includes an explanation of how the funds will be allocated including a description of the geographic area in which assistance will be directed and the rationale for these geographic allocations and priorities. Include the name of each project sponsor, the zip code for the primary area(s) of planned activities, amounts committed to that sponsor, and whether the sponsor is a faith-based and/or grassroots organization.
5. The Plan describes the role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving (a) consultation to develop a metropolitan-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA with the other jurisdictions within the EMSA; and (b) the standards and procedures to be used to monitor HOPWA Program activities in order to ensure compliance by project sponsors of the requirements of the program.

6. The Plan includes the certifications relevant to the HOPWA Program.

5-Year Strategic Plan HOPWA Response

Neither the City of Turlock nor the Stanislaus County HOME Consortium receives HOPWA funds.

Specific HOPWA Objectives

1. Describe how federal, state, and local public- and private-sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

5-Year Specific HOPWA Objectives Response

Neither the City of Turlock nor the Stanislaus County HOME Consortium receives HOPWA funds.

OTHER NARRATIVE

Include any Strategic Plan information that was not covered by a narrative in any other section.

No other narrative is included.

