

2 Land Use and Economic Development

The way in which a City allocates its land to meet the needs of residents and businesses is central to the General Plan. In order to accommodate a growing, changing population and increasingly diversifying employment, Turlock must meet the needs of these groups and uses while still maintaining the aspects of the built environment that current citizens value: a compact city with a small-town feel.

Chapter 2, the Land Use and Economic Development Element, begins by describing the City’s existing land use pattern, and then describes land use classifications and the City’s development potential. Policies and a land use plan, referred to as the General Plan Land Use Diagram, designate the proposed general location and extent of each use category. The Element also includes policies to manage growth and inter-jurisdictional relationships. The following chapter, Chapter 3: New Growth Areas and Infrastructure, focuses on detailed standards for land use, design, infrastructure, and development phasing in the areas for new urban development. Issues related to city form, design, and character are addressed in Chapter 6: City Design.

The General Plan Land Use Diagram and the land use policies will have a major impact on Turlock’s form and character over the life of the General Plan. Critical issues faced by Turlock that are addressed in this Element include: direction of urban expansion and phasing of growth, location of retail and neighborhood centers, revitalization of downtown, and location of proposed parks and recreational facilities. The General Plan Land Use Diagram is a graphic representation of the planning values and ideals of the community as expressed throughout the Plan. General Plan text should be read in conjunction with the Land Use Diagram.



Land use decisions affect residents and business interests alike.

2.1 CURRENT LAND USE PATTERN

Overview

Turlock's current land use pattern and built form are products of the City's historical growth within an agricultural area. Turlock was incorporated in 1908. Like many San Joaquin Valley towns from the time period, the original downtown core was focused around the railroad station, with streets arranged in a grid oriented to the tracks. The town proceeded to grow outward, shifting to an orthogonal north-south grid matching the rural road and parcel pattern around it. Golden State Boulevard, paralleling the railroad, was part of the original highway through the Central Valley, which became U.S. 99 roadway in 1926.

The city's growth since the 1940s has mainly occurred north of the downtown area and east of the railroad. When the California State University, Stanislaus campus opened in 1965, it was still well to the north of town. By the end of the 1980s housing boom, Turlock had reached Zeering Road on the north and Daubenberger Road on the east. Completion in 1973 of the Route 99 freeway bypass, a long arc to the west, also drew development west of the railroad.

Beginning in the 1990s, Turlock's growth occurred through a master planning process, one area at a time. Almost all the recent residential development has occurred north of Monte Vista Avenue on the east side of the railroad. The "Northwest Triangle," north of Fulkerth Road between the railroad and Highway 99, has also grown to be a major new commercial area.

It is the City's goal to continue to provide a balance of jobs and housing in Turlock, which stimulates the local economy, reduces commuting, and maintains Turlock's competitiveness in the region. Therefore, the master planning process has extended to the non-residential sector, as well. In 2006, Turlock completed the Westside Industrial Specific Plan (WISP), which identified land use, transportation improvements, infrastructure improvements, and design guidelines for industrial and business park uses for some 2,500 acres west of Route 99. Aided by this specific plan, the city's industrial sector is expanding and shifting to this area.

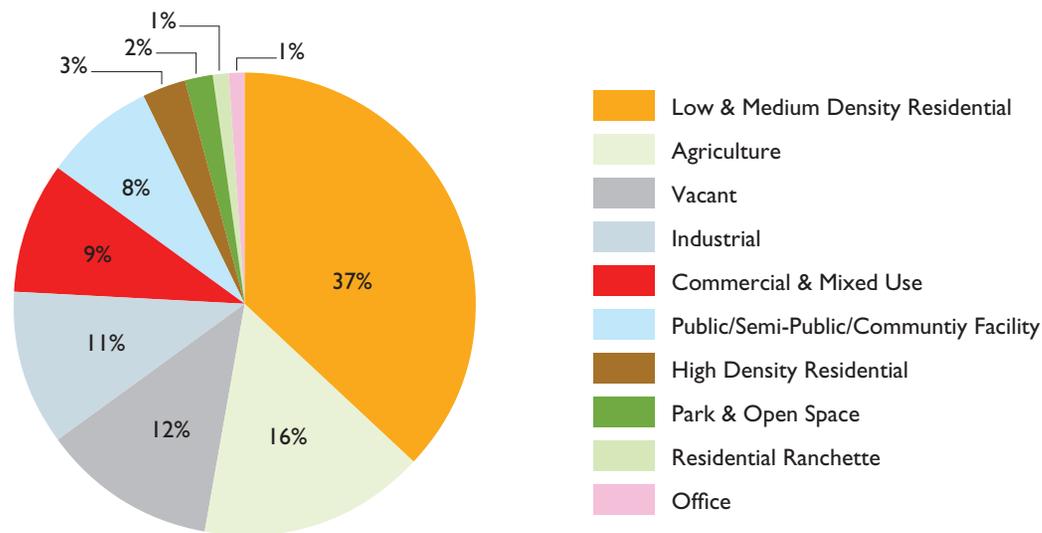
LAND USE DISTRIBUTION AND MAGNITUDE

There are approximately 8,730 acres in the current city limits (not including the County islands), and an additional 8,560 acres of land are contained within the Study Area outside of city limits. Figure 2-1 and Table 2-1 show the breakdown of existing land uses in the city limits, and each

TABLE 2-1: EXISTING LAND USE IN THE CITY LIMITS		
LAND USE	ACRES	PERCENT OF CITY LIMITS
Residential	3,589	41%
Very Low Density "Ranchettes" (< 3 du/ac)	125	1%
Low and Medium Density (3-15 du/ac)	3,235	37%
High Density (15-30 du/ac)	229	3%
Agriculture	1,413	16%
Vacant	1,023	12%
Industrial	934	11%
Commercial and Mixed Use	760	9%
Public/Semi-Public/Community Facility	683	8%
Park and Open Space	209	2%
Office	118	1%
Total	8,730	100%

Sources: City of Turlock; Dyett & Bhatia, 2009

Figure 2-1: Existing Land Use in Turlock City Limits





The majority of the developed land in Turlock is traditional single family detached homes, built at less than seven units per acre.

land use is discussed in more detail in the paragraphs that follow. It is important to note that the existing land uses shown in these figures and described below, which illustrate how land is currently actually developed and/or being used, are not the same as the General Plan land use *classifications*, which express desired land uses, as described in the following section.

Residential

Altogether, residential land uses occupy 41 percent of the land in the city limits. The majority of existing residential development is located on the east side of the railroad, north of Downtown. There are also several residential neighborhoods on Turlock’s west side, between the railroad and Highway 99. Of the 3,589 acres of residential development, 90 percent is low- and medium-density (3 to 15 units per acre), 6 percent is high density or multifamily (15 to 30 units per acre), and three percent is residential “ranchettes,” which are very low density homes on large lots (less than 3 units per acre). The majority of Turlock’s residential development is low density single family homes, ranging from three to seven dwelling units per acre. Older neighborhoods close to Downtown also consist of predominantly single family homes, but have slightly higher densities than the more recently developed areas. While multifamily housing types occupy just three percent of the land area in Turlock, these high density projects contain many more units than single family development on comparable acreage. Some of the more recently developed neighborhoods in the northwest quadrant of the city include a greater diversity of housing types, including townhouses and three-story apartment complexes.

Residential “estate” lots, with densities from 0.2 to 3.0 units per acre, make up much of the eastern border of the city near Denair. They function as part of the rural buffer between the two communities. Residential development outside of the city limits, in the southeastern quadrant of the Study Area, is primarily very low density “ranchette” style homes, generally on five- to ten-acre parcels.

Commercial, Office, and Mixed Use

Commercial development in Turlock is comprised of several specific nodes in different locations, and makes up approximately nine percent of the land within city limits. Mixed use development, which generally involves a mix of commercial and residential or office uses, is also included in this category. The largest concentration of retail development is Monte Vista Crossings, located just east and south of the Monte Vista interchange of SR 99. Developed over the last ten years, Monte

Vista Crossings includes numerous large anchor tenants such as Target, Safeway, Home Depot, and Kohl's; two hotels; and numerous smaller national-brand specialty stores and restaurants.

Community-oriented shopping areas, comprising both national chains and locally-owned businesses, characterize the Downtown core and the Geer Road corridor. Much of the development Downtown can be characterized as mixed use, though it is primarily commercial with some office and residential uses mingled throughout. Emanuel Medical Center is a large office land use northeast of downtown, with the hospital anchoring a collection of smaller medical offices surrounding it. Older automobile-oriented commercial development lines Golden State Boulevard and is also concentrated just south of Downtown.

Industrial

Eleven percent of the Study Area (934 acres) is currently developed with industrial uses. The industrial development east of Highway 99 is located immediately south of the downtown core, on both sides of the railroad tracks. Additional industry is located just west of the SR 99/Lander Avenue interchange. In 2006, approximately 2,000 acres were designated for industrial and industrial business park uses in the Turlock Regional Industrial Park (TRIP). Approximately 450 acres has been developed as such. Most of Turlock's industrial users are in the food processing industry, including Foster Farms, Sensient Flavors, and Kozy Shack.

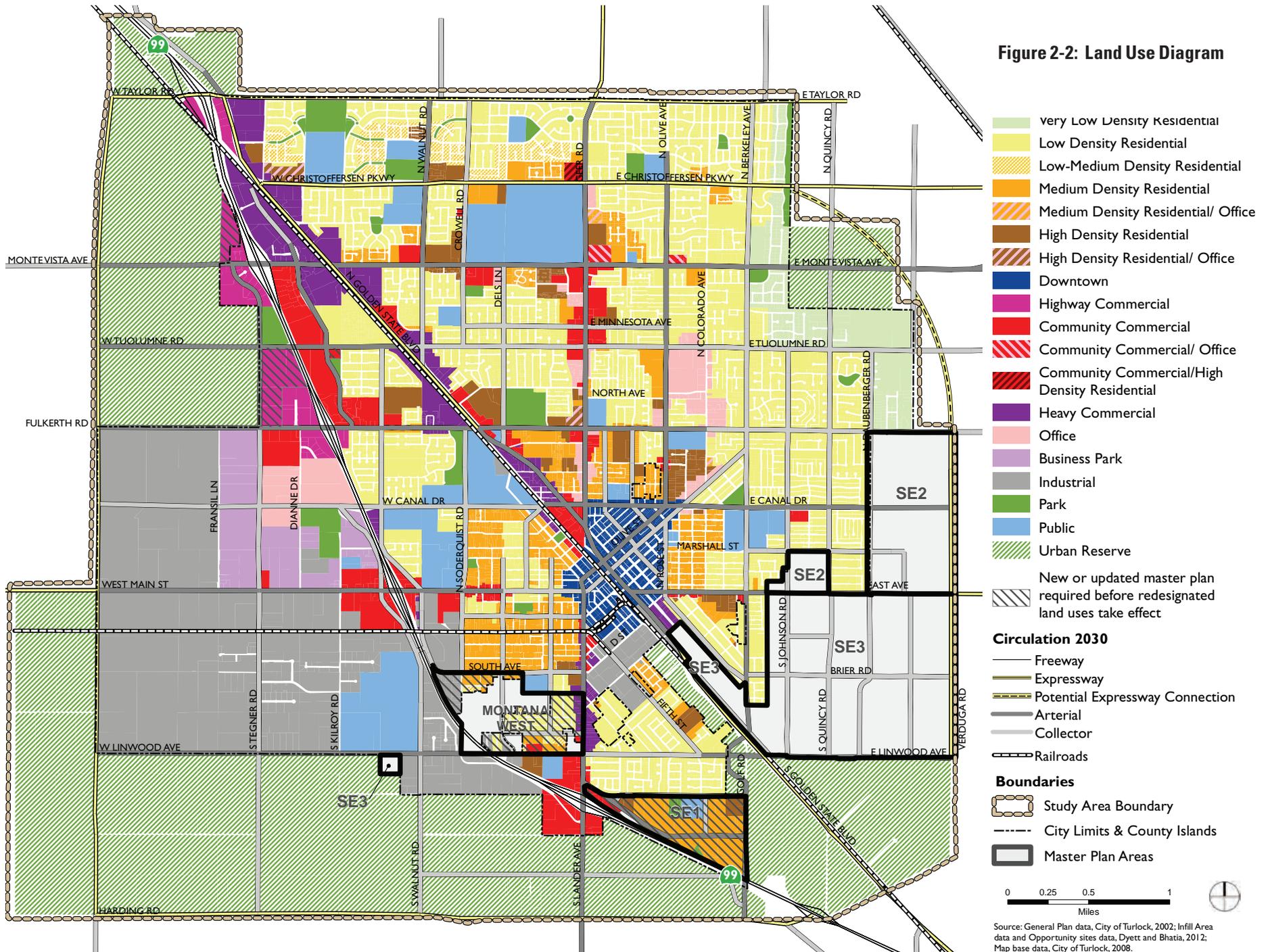
Public, Semi-Public, and Community Facility

Public, semi-public, and community facility uses account for approximately eight percent of development within city limits. These uses include city buildings, schools and other government-owned facilities. Several large public and institutional users have sizable land holdings in Turlock. The California State University, Stanislaus (CSUS) occupies 210 acres along Monte Vista Avenue and Geer Road. The Stanislaus County Fairgrounds are on 67 acres, just northwest of the downtown core on the west side of the railroad. The City wastewater treatment facility is on 166 acres in the TRIP. The remainder of acreage in public, semi-public or community facility use consists primarily of public school grounds and stormwater detention areas.



Prior to the adoption of the Westside Industrial Specific Plan, the majority of industrial development in Turlock was centrally located, south of Downtown.

Figure 2-2: Land Use Diagram



Vacant Sites

Vacant land is scattered throughout the city. Parcels range from small urban infill sites measuring less than one acre to large, formerly agricultural parcels measuring up to 25 acres. Some vacant parcels are clustered, creating larger development opportunity sites of 100 acres or more. Altogether, vacant sites make up around 12 percent of the land area within the city limits, approximately 1,020 acres. Areas where vacant land is more concentrated include along SR 99, in the TRIP, along major corridors such as Geer and Golden State Boulevard, and near CSU-Stanislau. The County islands in the southern part of town also contain vacant sites, though most are a quarter acre or less in size.

Larger Study Area and Agricultural Uses

Agriculture is the predominant existing land use in the unincorporated area outside of city limits but inside the Study Area boundary. Additionally, many vacant parcels within city limits are currently in agricultural use, especially those in the TRIP and in the undeveloped portions of the far eastern edge of the city. In the TRIP, there are over 1,000 acres of farmland, while the area is zoned for industrial uses.



Agriculture characterizes most large undeveloped parcels in the Study Area.

2.2 LAND USE CLASSIFICATIONS

The following descriptions apply to land uses indicated on the Land Use Diagram (Figure 2-2) and the Master Plan Area Diagram (Figure 2-3). The legend on the diagram is an abbreviated version of the descriptions. The classifications are adopted as General Plan policy and are intentionally broad enough to avoid duplicating existing City or County zoning regulations. More than one zoning district may be consistent with a single General Plan land use category, and revisions to the zoning regulations will be necessary to implement the General Plan.

According to State law, the General Plan must establish standards of population density and building intensity for each land use classification. The General Plan stipulates residential densities in housing units per gross acre; population density can be obtained by applying average persons per housing unit count¹ to the housing unit densities. For nonresidential uses, the Plan specifies a maximum permitted ratio of gross floor area to site area (Floor Area Ratio or FAR).

¹ Based on 2000 U.S. Census data, the number of persons per total housing units is 2.9.

Table 2-2 shows gross density standards for residential categories and FAR standards for the other uses. Assumed averages for residential categories are listed in the descriptions that follow.

RESIDENTIAL

Residentially-designated areas permit housing, as well as childcare facilities, places of religious assembly, retail grocery stores not exceeding 2,500 square feet in size, and Residential Care Facilities consistent with applicable Federal and State Laws. A brief description of each of the Residential General Plan designations follows.

Residential densities are per gross acre of developable land, provided that at least one housing unit may be built on each existing legal parcel designated for residential use. State-Mandated second dwelling units and density bonuses for the provision of affordable housing are in addition to densities otherwise permitted.

Assumed average densities and persons per unit (based on Census information and recent demographic trends) are used to calculate probable housing unit and population holding capacity for each residential classification; however, neither the averages nor the totals constitute General Plan policy. The housing types referred to in the discussion below are illustrated in the City Design Element.

Very Low Density (VLDR)

The Very Low Density Residential uses allows 0.2 - 3.0 units per gross acre. It assumes three persons per unit, resulting in population density of one to nine persons per gross acre. Typical lots will be one-third of an acre in size. This designation is proposed primarily for the northeast edge of Turlock and is to act as a residential, large lot buffer between the higher density urban uses in Turlock and the lower density rural uses in Denair; the intent is to maintain parcel sizes that can serve to keep both Turlock and Denair as separate, independent communities. The average density assumed for General Plan calculations is 1.6 units per gross acre.

Low Density (LDR)

The Low Density Residential designation allows 3.0 to 7.0 units per gross acre and assumes 3.2 persons per household resulting in a range of population density of 13 to 22 persons per gross acre. Housing in this density range is typical of recent subdivisions built throughout Turlock, though

TABLE 2-2: LAND USE CLASSIFICATIONS AND DENSITY – MINIMUMS AND MAXIMUMS

LAND USE		MINIMUM AND MAXIMUM RESIDENTIAL DENSITY (GROSS DWELLING UNITS PER ACRE)	TYPICAL NON-RESIDENTIAL DENSITY (FAR) ¹
VLDR	Very Low Density Residential	0.2 – 3.0	
LDR	Low Density Residential	3.0 – 7.0	
LDR_MDR	Low and Medium Density Residential	5.0 – 10.0	
MDR	Medium Density Residential	7.0 – 15.0	
HDR	High Density Residential	15.0 – 40.0	
DT	Downtown Mixed Use ²	7.0 – 40.0	Plus 4.0
O	Office		0.35
CC	Community Commercial		0.25
HC	Heavy Commercial		0.35
HWC	Highway Commercial		0.35
RC	Regional Commercial		0.35 ³
I	Industrial		0.60
BP	Business Park		0.35
PUB	Public/Semi-Public (includes detention basins)		NA
P	Park		NA
UR	Urban Reserve		NA

1. FAR = Floor Area Ratio, defined as the ratio between gross floor area of structures on a site and gross site area. Thus, a building with a floor area of 100,000 square feet on a 50,000 square-foot lot will have a FAR of 2.0.

2. Downtown Mixed Use allows a combination of residential development of 7.0-40.0 units per acre as well as non-residential development of FAR 4.0 maximum.

3. FAR for a hotel in the Regional Commercial designation may be up to 3.0.



Low-Medium Density Residential development in North Turlock.

few subdivisions have achieved densities at the high end of the range. The intent of the classification is to provide locations for construction of single-family homes with a range of lot sizes. The typical density assumed for General Plan calculations is 5.0 units per gross acre.

Low-Medium Density (LDR-MDR)

Low-Medium Density Residential areas have between 5.0 and 10.0 units per gross acre. At three persons per unit, this translates to a population density of 15 to 30 persons per gross acre. The intent of the LDR-MDR designation is to accommodate a range of more compact housing types in a traditional neighborhood environment, including small-lot single family homes as well as single family attached townhouse units. The establishment of an RL4.5 zoning district as part of the new zoning ordinance adopted in January of 1997, allows for 4,500 square foot lots (gross density = 9 units per acre), which are typically located in the LDR-MDR area. Because housing at this density accommodates a range of traditional single family homes, small-lot single family homes, and townhouses, it will reach Turlock's largest residential market and is expected to account for about half of all housing added in the Study Area during the next twenty years. The typical density assumed for General Plan calculations is 7.5 units per gross acre.

Medium Density (MDR)

The Medium Density Residential area allows 7.0 to 15.0 units per gross acre and assumes 2.7 persons per household, with an equivalent population density of 19 to 41 persons per gross acre. Virtually all new attached residences are expected to be built in this density range, which recognizes that attached townhome and multifamily units will make up an increasing percentage of the City's housing stock in years to come. Attached family units offer a way to reduce the cost of owner-occupied housing. Housing of this type is consistent with the General Plan policies seeking to limit the expansion of the City in order to preserve agricultural lands and maintain a compact urban form, while responding to many households' preference for family units. Mobile home parks and apartments within this density range will meet the needs of many households without the financial means or the desire to be homeowners.

At the lower end of the range, this designation allows zero-lot-line homes, semi-detached houses and duplexes, typically built at 7 to 11 units per acre. The upper end of the density range accommodates townhouses (ranging from 12 to 15 units per acre) and low-rise garden or "walk-up" apartments (around 15 units per acre). Most existing mobile-home parks at full occupancy are

also within the Medium Density range. The typical density assumed for General Plan calculations is 11.0 units per gross acre.

In some cases, particularly in older residential neighborhoods immediately surrounding the Downtown core, the MDR designation is applied to lots that are smaller than one acre in size. Traditionally, these lots have been developed with single family homes, but recent “tear-downs” and redevelopment have created small multifamily projects amidst single family neighborhoods. While a mix of housing types within a neighborhood is desirable, the General Plan puts additional standards describing “graduated density” in place for development of medium density multifamily housing on traditional single family lots so as to ensure continued neighborhood quality and character (see Section 2.5).

High Density (HDR)

The High Density Residential designation allows 15.0 to 40.0 units per gross acre and assumes 2.4 persons per household (plus State-mandated bonus for affordability where applicable). The resulting range of population density will be approximately 36 to 84 persons per gross acre. Similar to MDR, the HDR classification supports the policy direction of achieving more compact development as Turlock grows over the next 20 years. High density housing supports compact development, provides housing choices to match changing demographics, and facilitates needed affordable housing. The State-mandated density bonus could result in net densities as high as 48 units per acre at the top end of the range. The resulting housing type will to a great extent be determined by unit size, parking, and open space requirements but will include triplexes and quadruplexes, stacked townhouses, walk-up garden apartments, and apartment buildings with elevators. The typical density assumed for General Plan calculation is 22.5 units per gross acre.



The Sierra Oaks apartments, High Density Residential development in northwest Turlock, are built at approximately 22 units per acre.



Professional and medical office uses are found along Geer Road, Downtown, and close to the Emanuel Medical Center (top). Community commercial uses serve residents' daily shopping needs and are primarily located along major corridors (bottom).

COMMERCIAL AND MIXED USE

The General Plan includes a number of commercial land use classifications, each with a separate purpose. This category also includes mixed use designations, which generally consist of a combination of commercial and residential and/or office uses.

Downtown Mixed Use (DT)

This classification is applied to Turlock's traditional Downtown and indicates the area in which the Downtown Overlay zoning districts apply. The classification provides for a full range of retail and personal services uses, including apparel stores, restaurants, specialty shops, entertainment uses, bookstores, travel agencies, hotels/motels and other similar uses serving a community-wide market and a larger daytime employment population. It is also intended to accommodate banks, financial institutions, medical and professional offices, and other general offices and community institutional uses. Additional use limitations and special development standards, including separate parking requirements, are applicable to the downtown core area as identified in the Downtown Turlock Plan (centered on Main Street) and Overlay Zoning regulations. Nonresidential development in this classification shall generally not exceed a FAR of 4.0. The DT classification also applies to the older residential neighborhoods in the downtown area and provides for both single and multiple-family uses at densities ranging from 7.0 to 40.0 units per gross acre. Residential development either as a mixed use or as an independent use in the downtown area is encouraged.

Office (O)

The Office category includes business and professional offices, with a maximum FAR of 0.35. The areas near the Police Services/TID headquarters, Emanuel Medical Center, and on Geer Road between West Canal Drive and Hawkeye Road are suitable for offices but not for retail businesses (except for employee-serving uses such as restaurants and child care).

Community Commercial (CC)

This designation provides for a full range of retail and personal service uses, including retail stores, food and drug stores, apparel stores, specialty shops, home furnishings, durable goods, offices, restaurants and other similar uses that serve a neighborhood or community wide market. Scale, rather than use, distinguishes areas serving a neighborhood versus community wide

market. Large scale commercial uses (large discount centers, big box retailers, etc.) serving a region wide market are specifically excluded from this designation. Development in this designation shall not exceed 0.25 FAR. While facilitating automobile access and parking, Community Commercial areas shall also be designed such that they are pedestrian- and bicycle-oriented, in order to enable nearby residents to accomplish their daily shopping needs without a vehicle.

Regional Commercial (RC)

This designation provides for region-serving commercial uses, including large-scale shopping centers, discount “club” type stores, factory outlets, and other commercial uses such as retail stores, food and drug stores, apparel stores, specialty shops, motor vehicle sales, home furnishings, commercial entertainment facilities, hotels/motels and other similar uses that serve a region wide market. Development in this designation shall not exceed 0.35 FAR, except for hotels/motels, which may have FARs up to 2.0. In the future, as development shifts from the north Turlock area to the south, the area east of State Route 99 south of Glenwood Avenue could also be an attractive site for region serving retailers, in close proximity to the proposed new freeway interchange. Regional Commercial and/or large-scale region serving uses are not permitted on Geer Road and other areas classified for Community and Neighborhood Commercial development.

Market analysis has demonstrated that as of the time of this General Plan Update, regional commercial uses (specifically discount superstores) are currently not economically prudent land uses in Turlock. While the Land Use Diagram does not designate any areas in Turlock as Regional Commercial, City Council has determined that further study should be undertaken on this topic once the city reaches approximately 27,000 housing units, at which time the land use can be reconsidered. Policy 2.6-e provides detail on implementation.

Highway Commercial (HWC)

This designation provides for uses designed to serve motorists traveling along State Route 99 at or near interchanges that are convenient and safe for such uses, and to a lesser extent along Golden State Boulevard. This designation is also intended to provide locations for uses that depend on high visibility from the freeway. Allowable uses in this designation include service stations, hotels/motels, restaurants, auto sales and other similar types of automobile-dependent uses. This designation corresponds to the Commercial Thoroughfare zoning district. The maximum allowable FAR is 0.35.



Multiple use designations allow, but do not require, horizontal and/or vertical mixed use developments.

Heavy Commercial (HC)

This designation provides for heavy, wholesale and service commercial uses that do not need highly visible locations, or in locations where noise levels or other conditions may limit the suitability for other more retail-oriented uses. These uses can often serve as a buffer, transitioning between industrial activities or major transportation corridors and residential areas. Typical uses in this classification include repair facilities, distributing uses, sales of building materials, motor vehicle sales and service, contractor's yards and storage-oriented uses. The uses in this classification are often similar in character to industrial uses. Historically, many of these types of uses have been located along Golden State Boulevard. Development in this designation shall not exceed a FAR of 0.35.

Multiple Use Designations

The General Plan Land Use Diagram also shows several "multiple use" designations, which combine several land use designations. Examples include "CC_O" and "O_HDR." In these cases, the property may be developed either as a mixed use project (horizontal or vertical) or developed as any one of the single uses in the designation. In other words, a site designated O_HDR may be developed as high density residential, office, or both. The project is permitted to develop at the highest density or FAR allowed by the multiple designations.

INDUSTRIAL

Industrial (I)

This designation provides for large and small scale industrial, manufacturing, distributing and heavy commercial uses such as food processing, fabricating, motor vehicle service and repair, truck yards and terminals, warehousing and storage uses, wholesale uses, construction supplies, building material facilities, offices, contractors' yards and the like. The majority of Industrial uses are found in the Turlock Regional Industrial Park (TRIP), encompassing approximately 2,500 acres west of S.R. 99 between Fulkerth Road and Linwood Avenue. Incidental retail and services may also be permitted provided they are primarily oriented to employees and businesses within the area. Development in the designation shall not exceed a FAR of 0.6.

Business Park (BP)

This designation provides for office centers, research and development facilities, medical and professional offices, institutional uses, limited light industrial uses, warehousing and distributing, “back-office” uses, and other similar uses locating in a low intensity, landscaped setting with high design and development standards. Similar to the Industrial designation, Business Park uses are found primarily in the TRIP. Incidental retail and services may also be permitted provided they are primarily oriented to provide services to employees and businesses within the area. Development in this designation shall not exceed a FAR of 0.35.

PUBLIC / INSTITUTIONAL (PUB)

This classification is applied to the city’s major public and private institutional uses, including public safety facilities, public schools, California State University Stanislaus (CSUS), the State fairgrounds, and other prominent public uses and facilities. The Land Use Diagram shows the specific locations of existing major Public/Institutional facilities. Stormwater detention basins are also designated as public uses on the Land Use Diagram. Except for sites that have been acquired, the Land Use Diagram shows only the general location of future public or institutional uses in the area they will be needed. Selection of specific sites is the responsibility of the applicable governmental agencies and/or private institutions serving the Turlock area.

The designation on the Land Use Diagram of any future public or institutional site that has not been acquired shall not be construed to limit the existing or future use of the designated land. The predominant land use designation surrounding any property designated for public facilities shall be used to determine the potential use of the property prior to its acquisition by the applicable governmental agency or private institution.

PARKS (P)

This designation is applied to existing and planned public parks and open space, including specialized public recreational facilities such as Pedretti Park and the Regional Sports Park. Except for sites that have been acquired, the Land Use Diagram shows only the general location of future parks in the areas they will be needed.

The designation on the Land Use Diagram of any future park site that has not been acquired shall not be construed to limit the existing or future use of the designated land. The predominant



The Westside Industrial Specific Plan designates a large area as Business Park, accommodating office, research & development, light industrial, and similar uses (top). Public and institutional uses in Turlock include schools, public safety facilities, CSUS, and the County Fairgrounds (bottom).

land use designation surrounding any property designated for a future park site shall be used to determine the potential use of the property prior to its acquisition by the City of Turlock.

Parks shown on the Land Use Diagram are those that the City has determined are required to support the needs of Turlock's future population, and will be funded. However, this does not preclude additional parkland from being developed. Parks are also allowed in residential districts upon approval of a Minor Discretionary Permit (MDP). Also, given their small size, some the mini-park sites may not be large enough to be displayed on the Land Use Diagram, but this shall not prevent a site from being considered to have been appropriately classified. Chapter 4: Parks, Schools, and Community Facilities contains information and policies pertaining to park locations, types, and standards both within existing city limits and in new growth areas.

URBAN RESERVE (UR)

This classification is established for the purpose of identifying land that is reserved for future unspecified urban uses. Additional environmental analysis, a General Plan amendment, master planning, and annexation, if located outside the city, will be required before urban uses and/or development is permitted on land classified Urban Reserve. However, given the master plan programming and phasing described in Chapter 3, it is unlikely that areas designated Urban Reserve on the Land Use Diagram will be required for urban uses during the buildout period of this General Plan. Agricultural uses are permitted on property classified Urban Reserve, although they may eventually be replaced by permanent urban development. Public facilities and recreation facilities may also be located on land classified Urban Reserve.

In some cases, areas designated as Urban Reserve may already have some developed uses (for example, in the area north of Taylor Road to Barnhart Road, near State Route 99). Should these properties desire incorporation, the City shall work with the property owners on annexation agreements (see Policy 2.10-b).

MASTER PLAN AREAS

The Land Use Diagram also shows areas that are designated as new Master Plan Areas. These correspond to areas that shall be planned, pre-zoned, and annexed to the city one at a time, according to the phasing diagram (see Section 3.1). Rather than depicting specific plan uses on parcels, the Master Plan Area designation requires that each area achieve a specific mix of land

uses, intensities, and other requirements (described in detail in Section 3.2) that are to be determined through the preparation of a master plan for each one. Figure 2-3 shows the residential density ranges planned for each new Master Plan Area.

2.3 DEVELOPMENT POTENTIAL

Development potential is calculated based on assumptions about new residential and commercial development that could be built under the General Plan land use designations and their respective densities and intensities over the timeframe of the General Plan. It also takes into account properties that have approved or pending development project applications associated with them at the time of the General Plan's writing, which, along with vacant and underutilized properties, accommodate a portion of the city's expected future growth. A detailed list of the proposed, pending, and approved development projects at the time of the General Plan's writing is found in the *Existing Conditions and Key Issues* report (March 2009).

POPULATION AND EMPLOYMENT PROJECTIONS

Over the next 20 years, Turlock is expected to attract a substantial number of new residents and new jobs. Historical and recent growth trends give some indication of the amount and type of growth that Turlock can expect to see. The General Plan plays an important role in projecting these growth numbers, estimating how much land for housing and employment the new growth will require, analyzing Turlock's existing capacity for new development, and determining where the remaining demand for urban land uses should go.

This section describes Turlock's projected population and employment in 2030, the time horizon of the General Plan. The location, phasing, and land uses of this growth are described in Chapter 3: New Growth Areas and Infrastructure.

Residential Population

Population Projections

Turlock has grown rapidly since the 1970s. Its 2000 population of 55,810 was a 32 percent increase over the 1990 count. The 2007 American Community Survey shows 26 percent growth between 2000 and 2007, bringing the estimated population to 70,412. Turlock added some 3,644 housing

units in the 1990s and issued permits for another 4,745 units between 2000 and 2008. Since 2000, housing development has kept pace with estimated population growth.

Population projections for the City of Turlock in 2030 are derived from countywide forecasts from a variety of public and private sources. These sources cite a variety of factors driving growth in the Central Valley in general and Stanislaus County in particular. According to the Public Policy Institute of California (PPIC), over half of the growth in the Central Valley has been due to migration. Job growth, affordable housing, and strong family relationships are the primary reasons for migrating to the Central Valley. Although most of the migration comes from coastal California where housing is less affordable, an additional component is also generated from outside the U.S. (e.g. Latin America, Asia). Additionally, the Central Valley's newest residents are more likely than its out-migrants to be married and have children.

This trend is supported by analysis from the Center for the Continuing Study of the California Economy (CCSCE). According to the CCSCE, net migration (the difference between immigration into and emigration from the area) now accounts for the majority of the population growth in the San Joaquin Valley. Additionally, net migration has been the largest component of growth in Stanislaus County since 2000.

At the outset of the General Plan Update process, Turlock was estimated to gain between 36,000 to 55,000 new residents by 2030. The low end forecast projects 106,500 people by 2030, or a 51 percent increase over current levels; this forecast assumes the City's percentage share of County population of 13.2 percent remains constant. In contrast, the high end forecast projects 127,000 people by 2030, or a 76 percent increase over current levels; this forecast assumes that the change in the City's population growth rate relative to historic trends will mirror the projected change in the County's population growth rate.

Buildout Population

At buildout, assuming construction at midpoint densities and intensities, the Study Area could support approximately 104,500 residents. This represents an average 1.9 percent annual growth rate from 2008 through 2030. In light of an extended period of slower growth in California between 2008 and 2012, this General Plan uses the low end population forecast as its guidance for buildout. This is also more consistent with recently developed forecasts that revise downward the amount of projected growth in the San Joaquin Valley by 2030.

With an average household size of 2.92 persons per household, 36,000 new residents equates to approximately 12,300 new households and 12,800 new housing units (assuming a vacancy rate of approximately 3.6 percent). Different housing types often attract different household sizes. Traditional single family homes are assumed to have 3.1 to 3.3 persons per household, whereas multifamily housing types may average 2.4 to 2.8 persons per household. Overall, Turlock's average household size across all housing types is around three persons per household.

However, it is important to note that current economic conditions have placed a strain on the Central Valley that may require a longer recovery period than other areas of the State. Until unemployment and housing market conditions stabilize, growth will likely occur at a substantially slower rate in the short term, and the ultimate buildout of the General Plan may not occur by 2030. In order to accommodate population and job growth at the pace at which it occurs, this plan stipulates that development occur in phases. These are discussed in more detail in Chapter 3.

Non-Residential

Similar to population, employment projections for the City of Turlock are based on forecasts provided at the County level. Given the various economic factors that could influence future growth in the City, the General Plan relies on these county-wide forecasts 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.

A number of factors drive job growth in the Central Valley in general and Stanislaus County in particular. 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. North San Joaquin's economy (Merced, Stanislaus, and San Joaquin) is also likely to get a boost 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. The presence of lower-skilled workers, inexpensive land, and central location in the State will also ensure that the region remains competitive for manufacturing.

According to the Stanislaus Council of Governments (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.

Turlock 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. At buildout, the land uses described in the General Plan would support around 51,000 total jobs—close to the midpoint of the jobs forecast.

TABLE 2-3: GENERAL PLAN BUILDOUT BY LAND USE DESIGNATION: RESIDENTIAL				
LAND USE	ACRES	AVERAGE GROSS DENSITY (DU/AC)	HOUSING UNITS	POPULATION
Very Low Density Residential	289	1.6	460	1,300
Low Density Residential	2,916	5.0	14,580	41,050
Low/Medium Density Residential	408	7.5	2,930	8,230
Medium Density Residential	875	11.0	8,890	25,030
High Density Residential	345	22.5	7,130	20,070
Office and/or High Density Residential ¹	15	22.5	170	470
Office and/or Medium Density Residential ²	6	11.0	30	100
Community Commercial and/or Office and/or High Density Residential ³	9	22.5	60	180
Downtown Mixed Use ⁴	164	22.5	2,780	7,810
Neighborhood Center ⁵	22	22.5	80	230
Total	5,049		37,120	104,480

Note: Items may not sum to totals due to rounding.

1. Assumes 50% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
2. Assumes 50% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
3. Assumes 33% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
4. Assumes 75% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
5. Neighborhood Center classification applies only to master plan areas and is defined in Chapter 3. Assumes 25% buildout as residential. Actual buildout may vary.

General Plan Development Potential

Full buildout of the General Plan, including all master plan areas, would result in a total of around 37,120 housing units citywide (including existing) and a cumulative population of around 104,500 (Table 2-3). Of these, new housing units and population would be 12,800 and 36,000 respectively. More detail on phasing and buildout by phase is found in Chapter 3: New Growth Areas and Infrastructure.

Table 2-4 shows the potential non-residential buildout in terms of square feet of new buildings and number of jobs. Jobs are calculated based on standard assumptions about square footage per employee for various employment types. An average vacancy rate of 7 percent is also assumed.

TABLE 2-4: GENERAL PLAN BUILDOUT BY LAND USE DESIGNATION: NON-RESIDENTIAL				
LAND USE	ACRES	TYPICAL FAR	SQUARE FEET	JOBS
Downtown Mixed Use ¹	164	1.0	1,791,120	4,160
Office	255	0.35	2,541,250	7,820
Office and/or High Density Residential ²	15	0.35	112,770	350
Community Commercial	510	0.25	5,550,210	10,320
Community Commercial and/or Office	15	0.30	198,380	460
Community Commercial and/or Office and/or High Density Residential ³	9	0.30	75,580	180
Office and/or Medium Density Residential ⁴	6	0.35	47,620	150
Heavy Commercial	367	0.35	5,593,930	8,670
Highway Commercial	172	0.35	2,618,140	4,870
Industrial ⁵	1,857	0.60	12,555,430	11,680
Business Park ⁶	272	0.35	621,110	1,925
Neighborhood Center ⁷	22	0.30	215,260	400
Total	3,664		31,920,900	51,040
<p>Note: Items may not sum to totals due to rounding.</p> <p>1. Assumes 25% buildout as non-residential. Actual buildout may vary.</p> <p>2. Assumes 50% buildout as office. Actual buildout may vary.</p> <p>3. Assumes 50% buildout as non-residential. Actual buildout may vary.</p> <p>4. Assumes 50% buildout as non-residential. Actual buildout may vary.</p> <p>5. Assumes 15% buildout of available land inventory, per employment projections.</p> <p>6. Assumes 15% buildout of available land inventory, per employment projections.</p> <p>7. Neighborhood Center classification applies only to master plan areas and is defined in Chapter 3. Assumes 75% buildout as non-residential. Actual buildout may vary.</p>				

An important consideration to recognize in this calculation is that the TRIP in particular represents an approximately 50-year (or more) industrial land supply—far beyond the time horizon of this General Plan. Altogether, available land in the TRIP alone (Industrial and Business Park designations) could support nearly 56,000 jobs. However, employment projections for Turlock indicate that over the course of the General Plan buildout, through 2030, the city is likely to gain between 6,000 and 8,000 industrial jobs. This corresponds to roughly 15 percent of the TRIP being built out, or around 390 acres. Using this assumption regarding the TRIP, and assuming full buildout of the other non-residential land uses, Turlock will be able to support approximately 51,000 jobs at General Plan buildout.

It should be noted that for the purposes buildout calculations, approximate acreages of various residential and non-residential land uses are assumed for the master plan areas. These amounts are based on the conceptual plans for these areas, described in Chapter 3. Actual buildout of each land use type will depend on subsequent master planning processes. Similarly, for the purpose of infrastructure capacity calculations, the General Plan and supporting documents assume a 25 percent buildout of the TRIP. By using this higher buildout assumption for capacity calculations, the plan allows for a “cushion” in industrial development, as many large industrial users require substantial flexibility in site size and location.

2.4 DOWNTOWN

The Downtown is roughly one quarter-mile square (160 acres), consisting of a core commercial area of approximately 90 acres, and residential, civic and heavy commercial uses at the periphery. It owes its location and geometry to the Union Pacific Railroad. Historic records indicate that the town survey started at what is now the southeast corner of the intersection of Center and East Main streets. From there, as in most towns of the San Joaquin Valley, an orthogonal street network was extended out parallel and perpendicular to the railroad tracks. Newer parts of the town were laid out in true cardinal directions; the transition between the new grid and the older diagonal one is never clean and is often disorienting.

The emergence of newer shopping centers in recent years, first along Geer Road and then at Monte Vista Crossings, has significantly reduced Downtown’s share in the retail and commercial growth experienced by the City. The shopping complexes along Geer Road rival the retail



Downtown Turlock is home to many thriving small businesses in a walkable, mixed use environment.



Implementation of the Downtown Design Guidelines has contributed to a cohesive aesthetic and improved streetscape.

in Downtown in size and proximity to residents and exceed it in activity. Both Geer Road and Monte Vista Crossings have better access and orientation to the automobile, proximity to newer neighborhoods, easier parking and larger sites than Downtown.

Compared to the newer shopping centers, Downtown, with its narrow streets, short blocks (typically 400-foot square), and historic buildings, is more appealing and better suited to exploration on foot. However, it lacks both a critical mass of supporting activity and attractions that could draw people from afar.

A survey conducted as part of the 1992 Downtown Plan estimated the amount of commercial space in Downtown to be about 1.4 million square feet. Of the 0.8 million square feet of retail space in the Downtown, automobile dealers and home furnishings accounted for the two largest groups of businesses. Eating and drinking establishments, specialty retail and apparel stores together constituted about 350,000 square feet of space. The survey did not consider Downtown's condition at that time as being prosperous. Banking establishments, the post office and other service establishments have been strong stabilizing elements, and cooperative marketing efforts, such as the Farmer's Market, have increased Downtown's visibility.

A second study of Turlock's Downtown was completed in 2008, which focused on marketing and branding opportunities. The study identified wedding planning and bridal shopping as a brand for Downtown, which, driven by a concerted marketing effort, could guide local business development and spur tourism and visitor spending.

LONG-TERM VIABILITY

Downtown's long-term economic viability will depend on its ability to compete not only with the newer shopping centers, but more critically with regional discount and retail operations, such as Wal-Mart and freeway-oriented regional shopping centers. Its success will depend on specialty stores offering wider selection than department stores, competitive pricing by merchants, and a pleasant environment for pedestrians where one-of-a-kind shops, restaurants and entertainment facilities can attract patronage from the entire City and beyond.

The 1992 Downtown Master Plan

The 1992 Downtown Master Plan offered a comprehensive urban design, parking-landscape framework, and a funding mechanism for implementation. It helped to identify infrastructure and beautification improvements for Downtown Turlock, which were implemented successfully and are responsible for many positive aspects of Downtown's environment today..

The 2003 Downtown Design Guidelines and Zoning Regulations

Adopted in 2003, the Downtown Design Guidelines and Zoning Regulations build on the vision for Downtown Turlock outlined in the Downtown Master Plan. The Zoning Regulations and Guidelines are intended to encourage and facilitate appropriate private investment within the Downtown Area that reflects the historic commercial character of the core and the traditional residential character of the adjoining neighborhoods. The documents contain guidelines and standards for physical design and land use in the area, emphasizing the importance of pedestrian access and accessibility throughout the Downtown Area, making it a place people can access easily and where they will want to linger and spend time.

The goals for the Zoning Regulations and Design Guidelines include:

- To ensure the current and future success of the Downtown by preserving and enhancing its unique historic character.
- To encourage future development that is compatible with the overall feel of Downtown.
- To protect and enhance the pedestrian environment and accessibility in and around the Downtown Core Area.
- To conserve the traditional character of the immediate surrounding residential neighborhoods while guiding future development for use and reinvestment through alternative uses.
- To promote renovation of historic buildings in Downtown and promote new investment and construction.

Downtown Planning Update

Using a portion of the funding that the city received through the Smart Valley Places Partnership, Turlock initiated an update to the Downtown Design Guidelines and Zoning Regulations in January 2011. Issues to be addressed in this update include the location of a potential train station downtown, as well as the possibility of allowing heights up to 60 feet in certain zones (Office/Residential and Industrial/Residential) for the purpose of providing additional housing. The infrastructure analysis in the General Plan will ensure that adequate infrastructure exists to support this potential increased intensity.

POLICIES

Guiding Policies

The Downtown Plan offers specific recommendations for guiding Downtown's growth into the future.

- 2.4-a Preserve and enhance Downtown Turlock.** Continue efforts to preserve and enhance Downtown. Encourage development of Downtown as a mixed-use, day and evening activity center. Encourage office and residential development near Downtown.

Continuing viability of the Downtown is of economic as well as symbolic value to the City. Downtown has scale and character that is hard to replicate in shopping centers elsewhere. Downtown should be the preferred location for accountants, attorneys, dentists, realtors, engineers, and other local-serving office tenants, unless they provide medical services and need to be near the Emanuel Medical Center. Downtown provides a good location for the concentration of non-medical offices.

Implementing Policies

See also policies in Section 2.II, Economic Development, concerning economic support for Downtown; and in Section 7.5, Cultural and Historic Resources, concerning preserving Downtown's historic character.

- 2.4-b Update the Downtown Zoning Overlay District and Design Guidelines.** Undertake a comprehensive update to the 2003 Downtown Zoning and Design guidelines to update uses and standards to respond to current economic needs and trends. Evaluate

potential locations for intermodal hub, public parking needs, design standards, and maximum densities.

- 2.4-c Downtown Property-Based Improvement District (PBID).** Support the continuation of the Downtown Property-Based Improvement District (PBID) for the Plan’s funding and implementation.
- 2.4-d Preserve and promote historic character.** Work with the Turlock Historical Society and the Turlock Downtown Property Owners’ Association to provide information and guidance to property owners interested in restoring or recapturing the original architectural style and integrity of historical buildings.
- 2.4-e Support arts and culture Downtown.** Continue to demonstrate the City’s commitment to the arts and historic resources by supporting private and nonprofit arts and cultural efforts.
- 2.4-f Continue to improve access and wayfinding.** Continue to improve access to and within Downtown. Issues addressed should include entrances to Downtown and signage.
For detailed policies refer to the Downtown Master Plan.
- 2.4-g Facilitate mixed use.** Facilitate and encourage development of mixed-use projects in Downtown through the development review, permitting, and fee process.
- 2.4-h Preserve residential adjacency.** Preserve residential areas north and east of Downtown.

These areas are well established and contribute to the diversity of scale and use near Downtown. Permitting non-residential uses will create pressure on surrounding residences to convert to other uses as well.



General Plan policies encourage a mix of housing types in compact, walkable neighborhoods, to provide for Turlock’s diverse population.

2.5 RESIDENTIAL AREAS

The General Plan promotes the development of walkable, compact, mixed use residential neighborhoods in new development areas. Compact neighborhoods use resources more efficiently, conserve valuable farmland, and are convenient to residents. New residential development will include a broad mix of housing types, from traditional single family homes to townhouses and apartments, in order to serve the needs of Turlock’s diverse population and changing demographics.

Some community facilities that are appropriate for residential environments, such as day care, elderly care, and alcohol and drug abuse treatment facilities, shall be allowed within neighborhoods in accordance with State and federal law.

Below are the land use policies related to residential areas. For detailed information on housing types and program policies, refer to the Housing Element, and for design policies, refer to the City Design Element.

POLICIES

Guiding Policies

2.5-a Housing type diversity. Increase the diversity in the citywide mix of housing types by encouraging development of housing at a broad range of densities and prices, including small-lot single-family, townhouses, apartments, and condominiums. Aim to achieve an overall housing type mix of 60 percent traditional single family, 40 percent medium and higher density housing types.

The current mix is 70 percent single family and 30 percent medium and high density.

2.5-b New neighborhood character. Foster the development of new residential areas that are compact, mixed use, and walkable, with a distinct identity, an identifiable center, and a “neighborhood” orientation.

See also Chapter 3: New Growth Areas and Infrastructure; and Chapter 6: City Design.

2.5-c Infill and existing neighborhoods. Preserve the scale and character of existing neighborhoods while allowing and encouraging appropriate infill development.

Implementing Policies

- 2.5-d Zoning ordinance revision to match General Plan.** Revise the zoning ordinance and residential design guidelines to be consistent with the objectives and classifications in the General Plan, including the General Plan Land Use Diagram. These would include, but are not limited to:
- Establishing minimum and maximum densities consistent with the Plan
 - Establishing graduated density standards (see Policy 2.5-l)
 - Establishing overlay districts for traditional neighborhoods (see Policy 2.5-m)
 - Accommodating potential future regional retail uses, such as discount superstores (see Policy 2.6-e)
- 2.5-e “No net loss” of housing.** Do not allow development at less than the minimum density prescribed by each residential land use category, without rebalancing the overall plan to comply with the “no net loss” provisions of State housing law.
- 2.5-f Master planning required.** Require comprehensive master planning of new residential neighborhoods in expansion areas consistent with the requirements in the General Plan. Also require that 70 percent of one master plan area is completed (building permits issued) before another starts.
- See Chapter 3: New Growth Areas and Infrastructure.*
- 2.5-g Locations for high density development.** Maintain the highest residential development intensities Downtown, along transit corridors, near transit stops, and in new neighborhood centers.
- 2.5-h Transit and pedestrian accessibility from housing.** Work with developers of affordable and multifamily housing to encourage the construction of transit-oriented and pedestrian-oriented amenities and appropriate street improvements that encourage walking and transit use.

- 2.5-i Housing downtown.** Create incentives to increase residential development Downtown, on infill sites and in existing buildings. Examples include:
- Providing public subsidies for the development of affordable housing
 - Utilizing Historic Building Code where applicable to encourage development of the second floors in Downtown Turlock
 - Reducing on-site parking requirements
 - Updating the Capital Facility Fee program to more closely reflect the reduced contribution of walkable neighborhoods to the need for additional roadway and operational infrastructure (see Policy 5.3-k).
- 2.5-j Redevelopment in existing neighborhoods.** Preserve and enhance existing pedestrian-oriented neighborhoods and commercial districts by pursuing redevelopment that reinforces activity, making investments in the public realm, establishing overlay districts to preserve the neotraditional character of development, and avoiding designating competing commercial areas in close proximity.
- 2.5-k Improvements in existing neighborhoods.** Enhance the character of existing neighborhoods by implementing public realm improvements where needed, and by allowing changes in scale and/or use on specified sites.
- 2.5-l Graduated density.** Amend the zoning ordinance to establish graduated density standards for medium and high density residential development in neighborhoods with narrow lots, by today's standards, generally located south of Canal, east of Soderquist, north of South Avenue and west of Golden State Boulevard. In these neighborhoods, the narrow lots often cannot support Medium Density Residential development unless combined with neighboring parcels. The standard would tie allowable density to lot size, ensuring that the maximum residential density is only permitted on single lots over a certain minimum size, or on adjacent lots being developed as a single site.
- 2.5-m Traditional Neighborhood Overlay Zones.** Establish overlay zoning districts for areas immediately adjacent to the Downtown, but outside the Downtown Overlay Districts which were developed post-WWII to preserve the historic quality and cohesiveness of these neighborhoods. Areas include Southwest Turlock generally bounded by Canal, Golden State, Linwood and Highway 99. Other neighborhoods may also qualify for special overlay zoning based upon prior zoning practices.

TABLE 2-5: PER CAPITA TAXABLE RETAIL SALES, 2000 AND 2008						
TYPE OF BUSINESS	TURLOCK		MODESTO		STANISLAUS COUNTY	
	2000	2008	2000	2008	2000	2008
Retail Stores						
Apparel	\$139	\$438	\$539	\$730	\$247	\$398
General Merchandise	1,879	3,160	2,516	2,286	1,504	1,692
Food Stores	724	763	591	668	509	596
Eating and Drinking Places	977	1,398	1,052	1,296	734	982
Home Furnishings and Appliances	262	357	556	485	313	323
Building Materials and Farm Imple- ments	680	1,079	861	570	649	727
Auto Dealers and Auto Supplies	1,830	1,372	1,123	750	1,720	1,472
Service Stations	949	1,655	586	878	641	1,472
Other Retail Stores	985	1,328	1,816	1,553	1,358	1,255
Retail Total	8,426	11,549	9,642	9,217	7,675	8,720
Other Outlets	2,905	2,607	1,888	2,271	3,004	3,704
Total All Outlets	\$11,332	\$14,156	\$11,530	\$11,489	\$11,124	\$12,795
Notes:						
Population in 2000: Turlock = 55,810; Modesto = 188,856; Stanislaus County = 466,997						
Population in 2008: Turlock = 70,158; Modesto = 209,936; Stanislaus County = 525,903						

Sources: Census 2000; California Department of Finance, 2008; California Board of Equalization, 2000 and 2008

2.6 RETAIL, COMMERCIAL AND MIXED USE AREAS

Retail areas offer convenience to Turlock residents and help shape the City’s image. As of 2007, about 14 percent of Turlock’s residents are employed in the retail trade sector. (See Table 2-7 in Section 2.10: Economic Development for more information on employment by industry.) Shopping and use of services are activities that enable social contact as well as business transactions. Though residents may not be familiar with neighborhoods outside their own, community shopping areas are likely to be equally well known by people living in all areas of the City. Therefore, retail districts are a critical element of people’s perception of their city.

Retail and related uses within the City are also important ingredients in the City’s success from a fiscal and employment viewpoint. Sales tax revenues represent the largest single revenue source



Mixed use developments with ground-floor retail are encouraged in new neighborhood centers (top). Regional retail serves both Turlock residents and the surrounding area, and can be an important source of tax revenue. However, its development also runs the risk of hurting existing local businesses if not timed appropriately (bottom).

in the City's General Fund: in fiscal year 2008-2009, sales tax revenues accounted for over 26 percent of General Fund revenue (approximately \$10.6 million). Moreover, such businesses also provide jobs in the community.

As shown in Table 2-5, per capita sales in Turlock in 2000 were above the average for Stanislaus County but below the city of Modesto. By 2008, per capita sales in Turlock were higher than both Modesto and the county as a whole, showing substantial increases in many categories, including apparel, general merchandise, building materials, and service stations. The strong increases in general merchandise and apparel is related to the opening of Monte Vista Crossings Shopping Center in 2000, and its subsequent growth, with Home Depot and Target as the main anchors. Additionally, residents of smaller communities (Patterson, Newman, Delhi, and Hughson, as well as Keyes and Denair) come to Turlock to make purchases.

However, despite Turlock's per capita sales growth in apparel, it is still small relative to Modesto. This is also the case with home furnishings and appliances, which are types of merchandise for which shoppers like to have a wide selection. Turlock's relatively weak per capita sales in these categories reflect continuing weak selection in the City compared to other nearby destinations. Plan policies support the addition of retail facilities that will provide more choice in these and other categories.

Turlock's previous General Plan succeeded in considerably expanding the retail sector in the City. As such, there remains ample land designated for retail uses that is yet undeveloped. Regarding retail, the focus of this plan is to maintain the viability of existing retail, allow regional-serving retail to develop at key locations along the freeway, and encourage the development of small, neighborhood-serving commercial uses in new neighborhoods that are walkable to a majority of new homes. The following policies relate to the land use aspects of retail and related uses. For urban design policies relating to neighborhood center design, refer to the City Design Element.

POLICIES

Guiding Policies

2.6-a Regional retail areas. Foster strong, attractive regional retail developments in the City along the Highway 99 corridor that serve both local and regional needs, at a time when market conditions indicate that Turlock can support these uses without undermining existing local businesses.

2.6-b Neighborhood and community commercial areas. Facilitate the development of neighborhood and community commercial areas, which will: (a) conveniently serve current and future residential needs, (b) provide employment opportunities, (c) contribute to the attractiveness of the community, and (d) contribute to the City’s tax base. Mixed use commercial areas are also encouraged, and shall be incorporated into new master plan areas.

2.6-c Downtown retail. Make Downtown a unique shopping district emphasizing specialty shops, entertainment opportunities, restaurants, and professional services.

See Section 2.4 for discussion and policies on Downtown.

2.6-d Pedestrian orientation of commercial areas. Emphasize compact form and pedestrian orientation in new community and neighborhood commercial areas, in locations that many residents can reach on foot, by bicycle, or by short drives.

Local-serving shopping centers are key elements of the neighborhoods described in Section 3.2.

Implementing Policies

2.6-e Timing and location of regional retail. Once Turlock grows to approximately 27,000 housing units, conduct an updated Discount Superstore Market Demand Analysis to determine the economic impacts of allowing this type of retail use within the city. As appropriate, evaluate a range of zoning options to accommodate discount superstores, including, but not limited to:

- Increasing the allowable percentage of non-taxable floor area for discount superstores; or
- Designating a new Regional Commercial zoning district or an overlay district that may include areas along State Route 99 located adjacent to Monte Vista Avenue, Fulkerth Road, Lander Avenue, or by the new southeast interchange.

2.6-f Regional commercial developments fund transportation improvements. Require regional commercial center developers to fund transportation improvements that will be necessary to accommodate the level of activity anticipated.

2.6-g Local-serving shopping in new neighborhoods. In new master-planned residential neighborhoods, ensure development of neighborhood-oriented mixed-use centers that provide convenience shopping for nearby residents. Local shopping centers



The adoption of the Westside Industrial Specific Plan has enabled substantial new industrial development on large parcels west of Highway 99.

should be collocated with uses such as parks, schools, offices, and community facilities in order to create a neighborhood center where multiple tasks can be accomplished in one trip.

Section 3.2 includes more detail on requirements for neighborhood centers in master plans.

2.6-h Incentives for mixed use projects. Encourage the development of mixed use (vertical and horizontal) developments on sites that have dual use designations by providing incentives. These could include:

- Updating the Capital Facility Fee program to more closely reflect the reduced contribution of walkable neighborhoods to the need for additional roadway and operational infrastructure
- FAR or residential density bonuses
- Reduced parking requirements and opportunities for shared parking

2.6-i Limit future retail on Geer Road. Limit additional “neighborhood/community commercial” and “strip commercial” centers along Geer Road by restricting changes in zone districts from residential or office to commercial.

2.6-j Distribution of retail. Distribute shopping areas so that new neighborhood centers will be located in conjunction with new housing development in master plans or in areas currently underserved by existing retail.

This policy will improve access to neighborhood centers and avoid proposals for more shopping centers than can be supported. A rule of thumb is that at least 5,000 households are needed to support a supermarket that must compete with large existing stores. In each trade area only one is likely to succeed, and duplication will cause vacancy, substandard development, or attempts to locate inappropriate uses on sites that are unable to attract a supermarket.

2.6-k Small neighborhood groceries allowed. Continue to allow neighborhood grocery stores not exceeding 2,500 square feet in areas wherever they can be supported and will not create unacceptable traffic problems or nuisance due to hours of operation.

The Land Use Diagram does not recognize all existing neighborhood groceries or indicate sites at all locations suitable for additional stores.

2.6-I Retail in the Downtown Master Plan. Continue to implement the Downtown Master Plan, emphasizing the creation of a retail district that serves both everyday and specialty retail needs.

See Section 2.4 for discussion of the Downtown.

2.7 INDUSTRIAL AREAS

Turlock’s agricultural setting has historically provided a basis for the City’s industry. Food processing is the primary industry, providing the largest number of industrial jobs in Turlock. Four of the top ten employers in the city are food processors, and Foster Farms, the third-largest employer in the city, employs 1,500 workers. Fourteen percent of jobs in Turlock are in manufacturing, and four percent are in the warehousing and transportation industries, which are large users of industrial space. More detail on employment by industry is found in Section 2.11, Economic Development.

Through the creation and implementation of the Westside Industrial Specific Plan (WISP), Turlock has reaffirmed the continuing importance of industrial development as a main source of jobs and economic growth in the City. Policies in this section reinforce the WISP and aim to make industrial development a viable enterprise without negatively impacting other land uses in the city.

POLICIES

Guiding Policies

2.7-a Concentrate industrial uses in the TRIP. Minimize conflicts between industry and other land uses by concentrating industrial activity west of Highway 99, specifically in the Turlock Regional Industrial Park (TRIP) area.

Though some industry, including major poultry processing operations, is located east of the freeway, future industrial growth will be directed to the west, into the TRIP, where land use conflicts will be minimized.

2.7-b Attract industry to Turlock. Enhance the positive factors that have made the City attractive to industry, including freeway access, available large parcels of land,

inexpensive power, a streamlined development process, and an appropriately-skilled workforce.

Some of the factors that affect industrial location are not within the control of the City; for example, the long-term availability of water. The City's investigation of alternative water sources including well-head treatment may result in a solution to this problem before it becomes a constraint on future development. Plan policies in section 3.3 address these issues.

Implementing Policies

- 2.7-c Focus industrial uses west of Highway 99.** Focus industrial development west of Highway 99 by continuing to implement the Westside Industrial Specific Plan.
- 2.7-d Incentives for public amenities.** Offer added incentives to industrial projects in the TRIP that contribute to the pedestrian, bicycle, or transit networks and/or public amenities and open space.
- 2.7-e Truck routes and industrial streets.** Designate appropriate truck routes and “industrial streets” in order to accommodate industrial traffic and avoid unanticipated conflicts.
See Policy 5.5-k.
- 2.7-f Design to minimize impacts.** Design industrial development to minimize potential community impacts adversely affecting residential and commercial areas in relation to local and regional air quality and odor, adequacy of municipal service, local traffic conditions, visual quality, and noise levels.
- 2.7-g Buffers between uses.** Buffer industrial and heavy commercial areas from adjacent residential, commercial, and recreation areas using public infrastructure, right-of-way, landscaping, or a combination thereof.
- 2.7-h Single-use industrial areas.** Designate industrial areas to be solely utilized by industrial uses to maintain and encourage mutually supportive, attractive, and compact industrial environments and to be protected from encroachment or preemption by other incompatible uses.

2.8 PROFESSIONAL OFFICE AND BUSINESS PARK AREAS

In recent years, office employment in Turlock is provided by jobs in education (Turlock school districts and CSUS), government (City of Turlock and Turlock Irrigation District), and the health care industry (Emanuel Medical Center). The City’s largest concentrations of office space are along East Main Street and Canal Drive in the central part of the city, City Hall on South Broadway, around Emanuel Medical Center, and Downtown. Offices are also found along the southern part of Geer Road, mixed with retail businesses. As the City grows, it is likely that the space needed for both government services and health-care related services will increase.

While office employment has not historically been a major contributor to the City’s economy, there are good reasons to implement strategies to increase office activities. Growth in trade, manufacturing and service sectors, projected to account for the largest increase in employment over the next 20 years, is likely to spur office development. Office employment does not create heavy demands on the City’s water supply and wastewater treatment facilities, or directly generate air pollution emissions. Further, expansion of office activities such as those in the finance, insurance and real estate (FIRE) category would diversify the City’s economic base and offer more varied employment opportunities for Turlock area residents.

POLICIES

Guiding Policies

- 2.8-a Provision of sites for office and business park uses.** Contribute to diversifying the City’s employment base by maintaining large sites designated for office/business park use, including sites on Golden State Boulevard and business park sites in the TRIP.
- 2.8-b Office locations.** Encourage local-serving offices to locate in and near Downtown and in proximity to existing professional office clusters, such as the Emanuel Medical Center.

Implementing Policies

- 2.8-c Nodes of offices throughout the city.** Continue creating a concentration of medical offices in the vicinity of Emanuel Hospital, while still encouraging new nodes of office development along Geer Road and North Golden State Boulevard.

- 2.8-d Offices linking destinations.** Link two prominent office clusters—Emanuel Medical Center and Downtown—by extending the Office designation along Colorado Avenue to East Main Street. These offices may be part of mixed use developments that include retail and/or residential uses.
- 2.8-e Largest office users in the TRIP.** Direct the largest office users to appropriately designated sites in the TRIP office and business park areas.
- 2.8-f City administrative offices located Downtown.** Prioritize Downtown as a preferred location for the construction of any new City administrative offices, to maintain the government’s central location and to set a precedent for Downtown office development.

2.9 THE PLANNING AREA AND CITY/COUNTY RELATIONSHIPS

As described in Section 1.3, The Planning Area is the geographic area for which the General Plan establishes policies about future urban growth, long-term agricultural activity, and natural resource conservation. The boundary of the Planning Area, which encompasses approximately 40 square miles, was determined by the City Council in response to State law requiring each city to include in its General Plan all territory within the boundaries of the incorporated area as well as “any land outside its boundaries which in the planning agency’s judgment bears relation to its planning” (California Government Code Section 65300). The Planning Area is defined as such because it is that portion of the unincorporated area that has a direct impact on City services and infrastructure demands.

Turlock also defines a Study Area, which is a smaller area (27 square miles) defining the outer limit of where urban development may take place over the next 20 years. The Study Area includes land that is currently unincorporated, as well. As described in Chapter 3: New Growth Areas and Infrastructure, unincorporated areas within the Study Area shall be annexed into Turlock following an explicit phasing and master planning process. Inclusion of unincorporated land in the Planning Area and the Study Area does not mean that the City disagrees with County policies—in many cases the intent of the General Plan is to support or express agreement with County policies for surrounding areas. Additional policies relating to City/County relationships are addressed in Chapter 3: New Growth areas and Infrastructure; and Section 7.2: Agriculture and Soil Resources.

POLICIES

Guiding Policies

- 2.9-a Agriculture belongs in unincorporated areas.** Support Stanislaus and Merced County policies that promote continued agricultural activity on lands surrounding the urban areas designated on the General Plan Diagram.
- 2.9-b Urban land uses belong in incorporated areas.** Work with Stanislaus County to direct growth to incorporated areas and established unincorporated communities.
- A key policy of the General Plan is the limited and orderly expansion of the City. This policy would be undermined by approval of urban activities in unincorporated areas.*
- 2.9-c Encourage infill and more compact development to protect farmland.** Relieve pressures to convert valuable agricultural lands to urban uses by encouraging infill development.
- 2.9-d Incorporate existing urbanized areas.** Seek to include in the City all urbanized areas contiguous with City territory. The City's first priority for annexation shall be the numerous unincorporated County islands located wholly within Turlock (see accompanying policies in Section 3.1). A second area of priority, should property owners desire it, is the area of commercial uses north of Taylor Road on both sides of State Route 99 to Barnhart Road. While the City shall not initiate the annexation of these properties, it will work with property owners on developing financing and infrastructure improvement strategies to facilitate annexation should they express interest.
- 2.9-e Work with County on regional projects.** Cooperate with County agencies in planning for transportation improvements and other major projects affecting multiple agencies.
- The Stanislaus County Expressway Study and the County's Congestion Management Program are two of the major projects in which the City and County are participating. Both projects are led by the Stanislaus Council of Governments (StanCOG), the County's Regional Transportation Agency.*
- 2.9-f Work with County on mitigating impacts of growth.** Work with Stanislaus County to implement financing mechanisms to ensure that development within the Planning Area pays its fair share of both City and County improvements required to mitigate the impacts of growth.

Implementing Policies

2.9-g Stanislaus County plans for Denair and Keyes. Stanislaus County shall remain responsible for land use planning for the unincorporated communities of Keyes and Denair. However, the City of Turlock shall review development proposals in these communities to ensure that they are consistent with the City's ability to provide wastewater treatment services, on which they depend.

2.9-h Cooperate at the City/County line. Seek Stanislaus County cooperation in designating unincorporated land for uses compatible with adjacent City lands.

2.9-i LAFCO approval for Sphere of Influence changes. Seek LAFCO approval of Sphere of Influence changes to reflect the General Plan Diagram, upon completion of the master plan updates for the sewer, water, and wastewater treatment systems, and upon completion of the Capital Facilities Fee update (within two years of adoption of the General Plan).

LAFCO action would clearly demarcate those areas that are expected to be urbanized and incorporated in the future. Lands not within the City's Sphere of Influence (and outside of Keyes and Denair) are to remain subject to the County's regulations for lands designated for agricultural use. Including Turlock's expansion areas in the City's sphere will mean that rezoning and annexation criteria relating to orderly expansion of the City will have to be met before development proposals will be considered.

2.9-j Phasing of annexations. Annexations to the City should proceed according to the phasing plan described in Section 3.1.

2.9-k Fee-sharing programs. Update the City's agreement with Stanislaus County regarding collection of the public facilities fee. The agreement should stipulate that the City will collect and pass on to the County development fees for County improvements, and the County will refer to the City applications for development in the City's Sphere of Influence.

The fee sharing agreement helps avoid the fiscalization of land use decisions in the county, discourage urban commercial development in unincorporated areas, and promote urban infill and redevelopment.

This policy is consistent with the Stanislaus County General Plan, which was amended following a pioneering agreement made between the City and County. Subsequent to that time, the County entered into similar agreements with each of the cities in the

County. However, the agreement between Turlock and the County lapsed without renewal. This policy advocates renegotiation of the agreement without provision of a sales tax revenue pass-through.

- 2.9-l County island incorporation.** Work with Stanislaus County to identify possible revenue tools for underwriting necessary improvements in order to encourage incorporation of County islands.

Development standards in the islands differ from those in the surrounding areas. Incorporation should be made a condition of project approval on any property in any of the islands. See also policies in Section 3.1, Growth Strategy, for timing strategies related to County island incorporation.

- 2.9-m Work with StanCOG on regional issues.** Continue to participate with StanCOG on matters of mutual concern to the City and County. These include programs such as regional expressway studies, housing needs determination, the Regional Transportation Plan (RTP), the Sustainable Communities Strategy (SCS), and others.

2.10 URBAN RESERVE

The General Plan Diagram classifies land in the Turlock Study Area for a variety of land uses, which the City believes addresses future community needs through the year 2030. Land classified as Urban Reserve in this General Plan is that which is believed may remain committed to agricultural uses for the foreseeable future. On the other hand, land outside current city limits that is believed to be necessary to accommodate future growth is designated as master plan areas. It is the City's intent that land classified as Urban Reserve should remain agricultural in use over the course of the planning period (through 2030), but may eventually give way to urban uses as the community's economic needs continue to evolve over time (likely beyond the time horizon of this General Plan). The timing of conversion of Urban Reserve land to urban uses may be reconsidered if development occurs at a substantially slower or faster pace than projected in this Plan. However, this conditions would generally give way to another update of the General Plan.

Policies that address the timing and circumstances for the reclassification of land classified Urban Reserve to specific land use classifications to accommodate urban uses are outlined below. The conversion of Urban Reserve land to urban uses is treated in more detail in Chapter 3: New Growth Areas and Infrastructure.



Land in Urban Reserve is predominantly agricultural in nature, and is anticipated to remain as such through the buildout of this General Plan.

POLICIES

Guiding Policies

- 2.10-a Consider needs beyond the year 2030.** Ensure the City’s ability to accommodate future urban growth and development beyond the 2030 time horizon of the General Plan.

Implementing Policies

- 2.10-b Reclassifying Urban Reserve land.** Land classified Urban Reserve, located within the Study Area but situated outside the city’s Sphere of Influence, may not be reclassified to accommodate specific urban uses and annexed until the following occurs:
- a) the City Council finds that the City has less than a four year supply of vacant land for development in its inventory and all master plans identified in this General Plan have been fully developed; or
 - b) the City Council, by a 4/5ths affirmative vote, finds in the public interest to reclassify property to accommodate an industrial or commercial use that will be the source of significant employment. A comprehensive General Plan Amendment shall accompany any secondary residential use in this area.

In either case, the reclassification must take place as part of a master planning process, or, ideally, trigger an update to the General Plan.

2.11 ECONOMIC DEVELOPMENT

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.

While most economic activity occurs in the private sector, the City can take an active role in furthering its economic prosperity. Examples of what the City can do to spur economic development include:

- Ensuring that local policies do not impede the needs of businesses to move or expand;
- Facilitating and acting as a catalyst for development in strategic market segments, especially those that may spur other activities or provide fiscal benefits;
- Coordinating and providing for infrastructure improvements; and
- Generating revenue to support community development objectives.

This section describes Turlock's economic development strategy and provides policies to implement the City's goals.

ECONOMIC CONTEXT AND EMPLOYMENT PROFILE

Overall, the key economic drivers in Stanislaus County are retail trade, manufacturing, 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. Modesto currently serves as the primary employment center in Stanislaus County, providing about 70 percent of the total jobs, with Turlock in second at about 20 percent.

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 (Table 2-6).

The leading employers in Turlock and the County reflect the trends described above. As shown in Table 2-7, 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 poultry processing plant, Foster Farms, is the third-largest employer in the City with a total of 1,500 employees. Overall, the top ten employers employ a total of approximately 8,000 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.

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 (near and within urbanized areas). 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 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).

Jobs/Housing Balance

Commute patterns play an increasingly important role in population growth and thus, urban land demand. Information on Turlock's jobs-housing balance and the travel patterns of both local residents and employees provide important insight into its evolving role in the regional economy. In the long-run, areas such as Turlock that are not centrally located relative to major job centers need to expand economically in order to sustain future population.

TABLE 2-6: EMPLOYMENT BY INDUSTRY IN STANISLAUS COUNTY AND TURLOCK CITY (2007)

MAJOR INDUSTRY ¹	STANISLAUS COUNTY		TURLOCK CITY	
	#	%	#	%
Accommodation & Food Services	13,629	7.8%	2,693	9.5%
Admin & Support & Waste Mgmt.	7,732	4.4%	1,140	4.0%
Agriculture, Forestry, Fishing & Hunting	12,880	7.3%	1,840	6.5%
Arts, Entertainment, & Recreation	1,660	0.9%	N/A	N/A
Construction	11,164	6.4%	1,793	6.3%
Educational Services ²	2,246	1.3%	100	0.4%
Federal Government	1,100	0.6%	90	0.3%
Finance & Insurance	3,985	2.3%	725	2.6%
Health Care & Social Assistance	19,821	11.3%	3,398	12.0%
Information	2,331	1.3%	203	0.7%
Local Government	23,500	13.4%	2,908	10.3%
Mgmt. of Companies and Enterprises	1,866	1.1%	207	0.7%
Manufacturing	22,771	13.0%	4,004	14.2%
Mining	29	0.0%	0	0.0%
Non-Classified	71	0.0%	N/A	N/A
Other Services	7,595	4.3%	1,211	4.3%
Professional, Scientific, & Tech Skills	5,460	3.1%	676	2.4%
Public Administration	66	0.0%	0	0.0%
Real Estate & Rental & Leasing	2,166	1.2%	252	0.9%
Retail Trade	22,111	12.6%	4,018	14.2%
State Government (Includes CSU Stanislaus) ²	1,800	1.0%	1,227	4.3%
Transportation, Warehousing, and Utilities	5,600	3.2%	1,034	3.7%
Wholesale Trade	6,027	3.4%	739	2.6%
Total Employment (All Industries)	175,610	100.0%	28,258	100.0%
Total Employment as a % of County	100.0%		16.1%	

1. Based on the annual average employment for each industry. N/A represents confidential data.

2. According to the U.S. Census NAICS code for 2007, public schools and college universities are generally categorized in the Educational Services industry. However, California EDD included the primary and secondary public schools in Local Government and higher education (e.g. CSU Stanislaus) employees in the State Government category.

Sources: California EDD and EPS

TABLE 2-7: CITY OF TURLOCK TOP 10 MAJOR EMPLOYERS		
EMPLOYER	INDUSTRY	NUMBER OF EMPLOYEES ¹
Turlock Unified School District	School District	2,202
Emanuel Medical Center	Healthcare Facility	1,549
Foster Farms	Poultry Processor	1,500
CSU, Stanislaus	Public University	1,100
Turlock Irrigation District	Water & Electric Utility	495
Wal-Mart	Retailer	415
City of Turlock	City Government	351
Mid-Valley Dairy (Sunny Side Farms)	Dairy Products	215
Sensient Dehydrated Flavors Inc.	Food Manufacturer	180
Subtotal		8,007
Estimated Jobs in Turlock in 2008		28,995
% of Total Turlock Jobs		27.6%
1. Information as of March 2008.		

Sources: Indicators (Stanislaus Economic Development & Workforce Alliance) and City of Turlock.

Historical data on Turlock’s jobs-housing balance and jobs to employee ratios suggest that the City has maintained relatively balanced population and employment growth. Specifically, since 1991 the City has consistently provided about 1.1 jobs per household (Table 2-8). This ratio compares favorably to the County as a whole which provides about one job per household. In addition, the City provided about one job per resident in the workforce in 2007, a 12 percent increase from 1991. Again, the City has out-performed the County in this regard as the County currently provides about 0.8 jobs per resident in the workforce.

The 2000 Census provides detailed data on travel patterns by both place of work and place of residence. Although relatively dated, this data also suggest that most of Turlock’s residents and employees work and live locally. Specifically, about 48 percent of the City’s employed residents worked in Turlock while about 82 percent worked in the County in 2000 (Table 2-9). In addition, about 54 percent of Turlock employees live in the City and about 81 percent live in the County. Turlock is a city where most people work locally: over 50 percent of jobs in Turlock are held by Turlock residents, and 82 percent of Turlock residents work somewhere in Stanislaus County.

TABLE 2-8: JOBS TO EMPLOYEES RATIO AND JOBS TO HOUSING UNIT RATIO			
COUNTY/CITY	1991	2001	2007
<i>Stanislaus County</i>			
Jobs to Housing Unit Ratio			
Jobs	133,549	164,475	175,124
Housing Units	132,027	150,807	176,622
Jobs to Housing Unit Ratio	1.01	1.09	0.99
Jobs to Employees Ratio			
Employees	159,100	196,400	210,900
Jobs to Employees Ratio	0.84	0.84	0.83
<i>City of Turlock</i>			
Jobs to Housing Unit Ratio			
Jobs	18,720	22,906	28,258
Housing Units	15,921	19,096	23,993
Jobs to Housing Unit Ratio	1.18	1.20	1.18
Jobs to Employees Ratio			
Employees	19,800	24,900	26,700
Jobs to Employees Ratio	0.95	0.92	1.06

Sources: California EDD Quarterly Census of Employment and Wages; California Department of Finance; California Employment Development Department Labor Market Info

Over 75 percent of the Turlock workforce commutes less than 30 minutes to work. Less than five percent of Turlock workers commute to the San Francisco Bay Area.

ECONOMIC DEVELOPMENT STRATEGY

Over the time frame of this General Plan, the City of Turlock is expected to add around 45,000 new residents, an increase of nearly 65 percent. In order to support this population, the City will need to add jobs. While many jobs will “naturally” arise from the services needed to support this growing population (such as schools, retail and personal services, police and fire protection, and others), additional jobs in other sectors—appropriate for workers with a range of skill types—will also be necessary.



A healthy, active Downtown is an important economic asset.

TABLE 2-9: SUMMARY OF EMPLOYED RESIDENTS' PLACE OF WORK AND RESIDENCE IN 2000		
PLACE ¹	TOTAL	% OF TOTAL
<i>Local Residents</i>		
Place of Work		
Turlock	10,000	48.6%
Modesto	3,920	19.0%
Ceres	555	2.7%
Other Cities	1,055	5.1%
Remainder of County	2,305	11.2%
Subtotal Stanislaus County	16,780	81.5%
<i>Other Counties</i>		
Alameda	213	1.0%
San Joaquin	754	3.7%
Merced	2,090	10.1%
Remainder of Other Counties	756	3.7%
Subtotal Other Counties	3,813	18.5%
Total Employed Residents	20,593	100.0%
<i>City Jobs</i>		
Place of Residence of Employees		
Turlock	10,000	54.4%
Modesto	2,360	12.8%
Ceres	775	4.2%
Other Cities	1,850	10.1%
Remainder of County	1,815	9.9%
Subtotal Stanislaus County	14,950	81.3%
<i>Other Counties</i>		
Alameda	38	0.2%
San Joaquin	338	1.6%
Merced	2,764	13.4%
Remainder of Other Counties	307	1.5%
Subtotal Other Counties	3,447	18.7%
Total City Jobs	18,397	100.0%

1. Data available for the year 2000 only.

Source: U.S. Census

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.

Turlock's Strengths

Turlock's strongest assets for economic development include:

- **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 TRIP 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**, including such large employers as Foster Farms, Sensient Flavors, Supherb Farms, and Mid-Valley Dairy. These businesses form an "anchor" and may help attract similar establishments by appearing as a long-time successful industrial node.
- **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.



Many unincorporated county islands are in need of substantial investment and public infrastructure improvements.

- **Downtown Turlock**, anchored by City Hall, is home to historic building stock, recently 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. Additionally, in 2008, a Branding, Development, and Marketing Action Plan was completed for the Downtown that posed the idea of a bridal shopping and wedding planning theme for the area.
- **Youth Sports**. Particularly with the completion of the Regional Sports 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 over 500 members, plays an active role in advocating for business interests 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.
- **Land available at low cost**. 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 businesses 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.



Economic development policies aim to both attract new economic growth as well as support and strengthen the city's existing business establishments.



New industrial establishments are an important employment generator for the city.

- **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.
- **Perception of Permit Process for Small Businesses.** Many involved in Turlock’s economic development have voiced concern over the City’s practices as not being sufficiently “business friendly” to attract new employers. Even though the City has made strides in improving its permitting process, some involved in Turlock’s economic development voice concern over the perception of the City’s practices as not being sufficiently easy and welcoming to attract new employers. Rigid code enforcement for small businesses and renovations were cited as potential problem areas.
- **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 is 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.

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. Other related policies, especially pertaining to Downtown, transportation and utilities, and public safety can be found elsewhere in this Chapter, as well as in Chapter 3 (New Development Areas), Chapter 5 (Circulation), Chapter 6 (City Design), and Chapter 10 (Safety).

POLICIES

Guiding Policies

- 2.11-a Support existing businesses.** Retain, improve, and promote existing businesses in Turlock and foster local start-up businesses.
- 2.11-b 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.
- 2.11-c Facilitate new development.** Define clear development standards and process development applications expeditiously.
- 2.11-d Support and maintain Downtown Turlock.** Support and contribute to a clean, safe, pedestrian-friendly, and well-maintained Downtown.
- 2.11-e 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.
- 2.11-f Sustain fiscal health.** Ensure the continued economic sustainability of the community and fiscal health of the City government.
- 2.11-g Maintain the jobs-workers balance.** Maintain a balance between jobs and the number of employed residents.
- 2.11-h 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.

Implementing Policies

Industry Targeting and Recruitment

- 2.11-i Monitor new industrial trends.** Monitor regional, state, and national economic trends in order to identify new and emerging industries suitable for Turlock.

Among others, industries to watch include agricultural and food sciences, clean technology manufacturing, and health care,

- 2.11-j 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.
- 2.11-k 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.
- 2.11-l 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.

As of 2000, 49 percent of employed Turlock residents worked in the city.
- 2.11-m Bolster sports tournament industry.** Incorporate sports facilities suitable for tournaments into the design of new community parks and recreation areas. 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.

Promoting and Facilitating Industrial Development

- 2.11-n Direct industrial users to the TRIP.** Direct new industrial users to the TRIP and continue to implement the WISP.
- 2.11-o 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.
- 2.11-p 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.
- 2.11-q 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.

- 2.11-r **Continue to offer economic incentives.** To the extent possible, continue to offer economic development incentives in specific economic zones.

At present, this includes the Enterprise Zone 40. All of the TRIP is included in this zone. The zone makes available a number of beneficial tax deductions, credits, and incentives that reduce the cost of development, hiring, and capital investment.
- 2.11-s **Re-evaluate fees.** Continue the current effort to update the City’s building permit fees to better 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.
- 2.11-t **Improve connection to Interstate 5.** Work with Stanislaus County and the City of Patterson to establish West Main Street as an expressway connecting Turlock to I-5.
- 2.11-u **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 meetings at the City, contacting property owners directly, developing financial incentives for land assembly, and promoting new graduated density zoning amendment (forthcoming; see Policy 2.4-l).

Fostering Partnerships

- 2.11-v **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.
- 2.11-w **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.
- 2.11-x **Continue to participate in local business organizations’ meetings.** Continue to attend and participate in all meetings of the Chamber of Commerce and the Downtown Property Owners Association.
- 2.11-y **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.

- 2.11-z 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 efforts, among others.
- 2.11-aa 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.
- 2.11-ab County Fairgrounds strategy.** Work with the Stanislaus County Fair Board to either expand the County Fairgrounds at its current site, or to identify a new site west of State Route 99 for relocation.

Workforce Training and Local Start-up Support

- 2.11-ac 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.
- 2.11-ad Support new start-ups.** Continue to support the assistance program for local start-up businesses.

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 operating a small business.

Supporting Downtown and Neighborhood Commercial Centers

- 2.11-ae 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 buildings Downtown in order to encourage their renovation.

2.11-af 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 to Downtown.

In particular, the focus should be on establishing ongoing events (weekly, monthly) that will bring people Downtown on a regular basis. Examples include an additional farmers' market or craft market, children's activities, or an outdoor performing arts/ concert series.

Fostering a Positive Image

2.11-ag Pursue beautification projects. Continue implementation of the Downtown Design Guidelines, and begin implementation of the Turlock Beautification Master Plan.

2.11-ah 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.

2.11-ai Educate users about the improved permitting process. Work to diffuse any lingering negative perceptions about Turlock's permitting process by showcasing improvements that have been made in recent years, as well as any future improvements.

2.11-aj 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.

2.11-ak Master Wayfinding Program. Continue to implement Turlock's Master Wayfinding Sign Program, aimed at improving signage and wayfinding throughout the City, improving visitors' experiences in Turlock, and promoting the City's assets.

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