

THE CITY OF TURLOCK



General Plan Update and EIR

DYETT & BHATIA

Urban and Regional Planners

In association with

Economic & Planning Systems, Economic and Fiscal Consultants

Omni-Means, Engineers and Planners

West Yost Associates, Consulting Engineers

Charles Salter Associates, Noise Consultants

GENERAL PLAN UPDATE

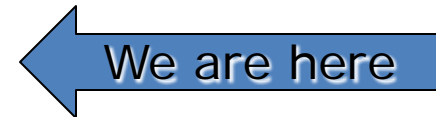
City Council and Planning
Commission

Alternatives: Public Input and
Infrastructure Analysis

May 25, 2010

Where We Are Today

- Existing Conditions and Key Issues Report
- Community Outreach
- Housing Element Public Review Draft & Negative Declaration
- Concept Alternatives for General Plan Land Use
- Community Meetings - Alternatives
- Alternatives Evaluation
- Preferred Plan and Key Policies
- Draft General Plan and Draft EIR



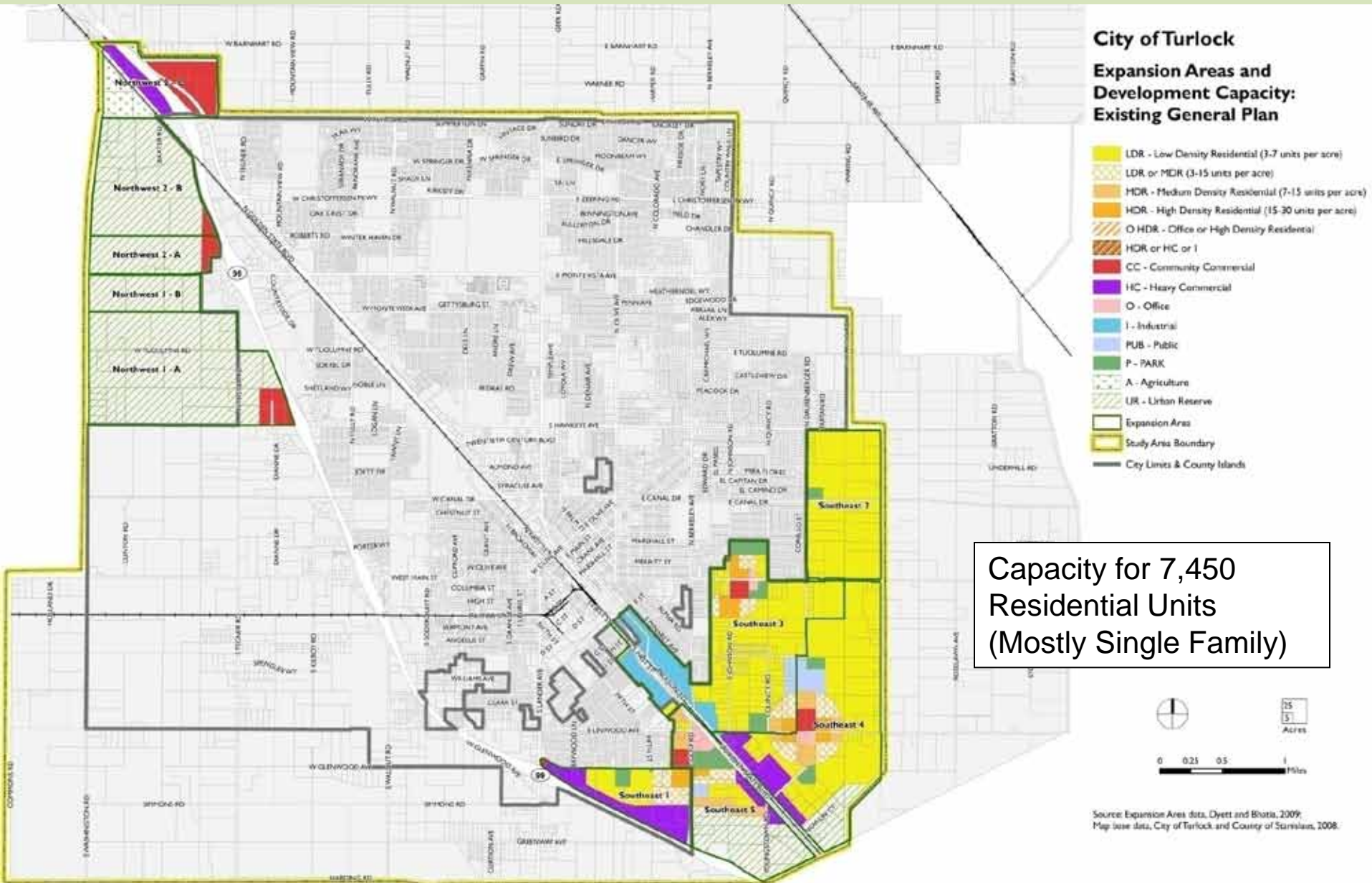
Agenda

1. Overview of the Four Alternatives
2. Community Meetings and Other Public Input
3. Parks Concepts
4. Infrastructure Evaluation - Transportation
5. Infrastructure Evaluation - Utilities
6. Infrastructure Evaluation – Economics-Fiscal Impacts
7. Conclusions and Next Steps
8. Discussion

1. OVERVIEW OF THE FOUR ALTERNATIVES

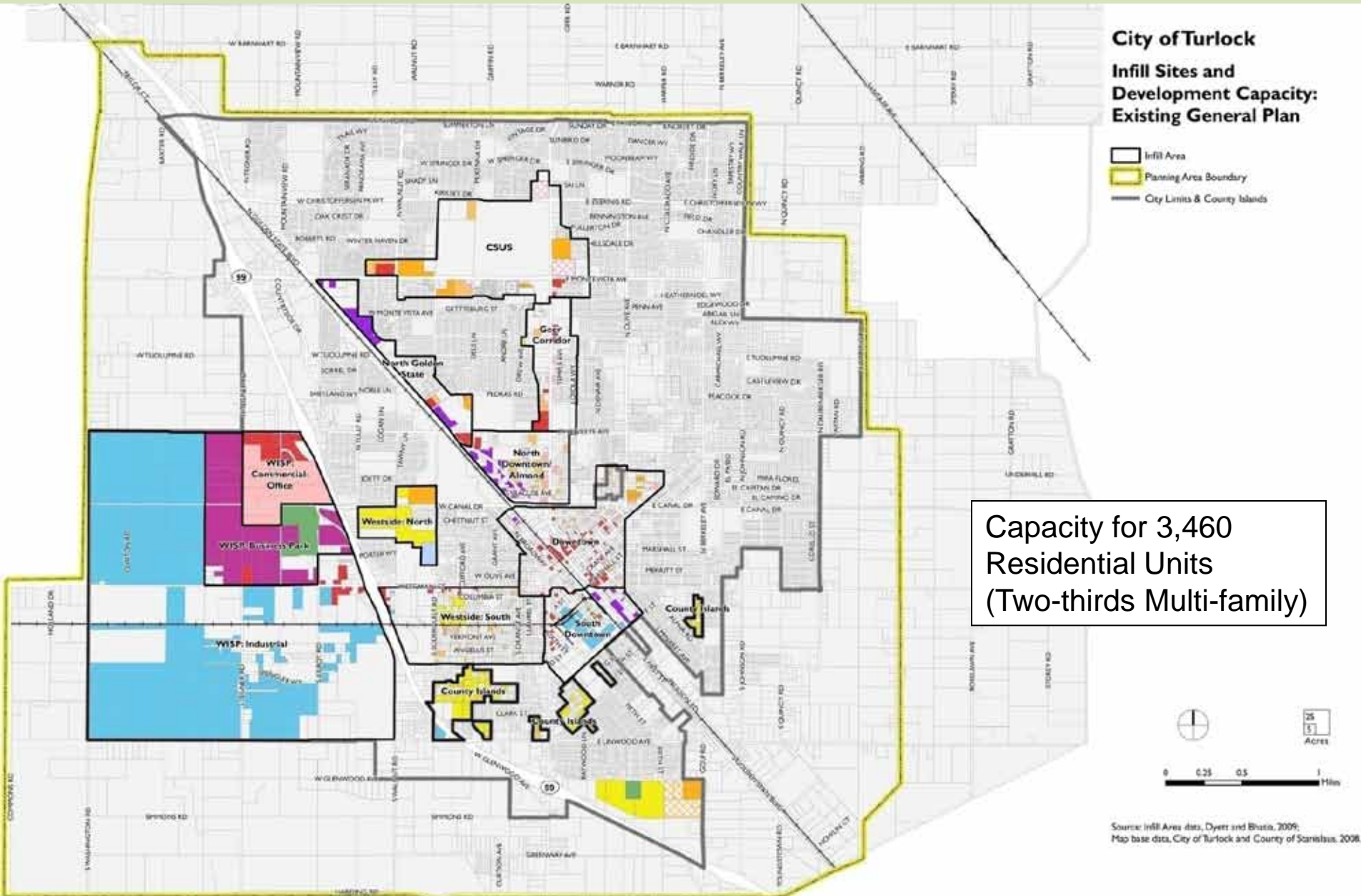
1 FOUR ALTERNATIVES

EXPANSION AREAS: EXISTING DESIGNATIONS



1 FOUR ALTERNATIVES

INFILL AREAS: CURRENT GENERAL PLAN



Concept Alternatives: Legend



Low Density Neighborhood (average density <6 du/ac gross)



Compact Neighborhood (average density 6-9 du/ac gross)



Very Compact Neighborhood (average density 10-12 du/ac gross)



Commercial/Industrial Growth Area



Infill Development Sites



Expansion Area



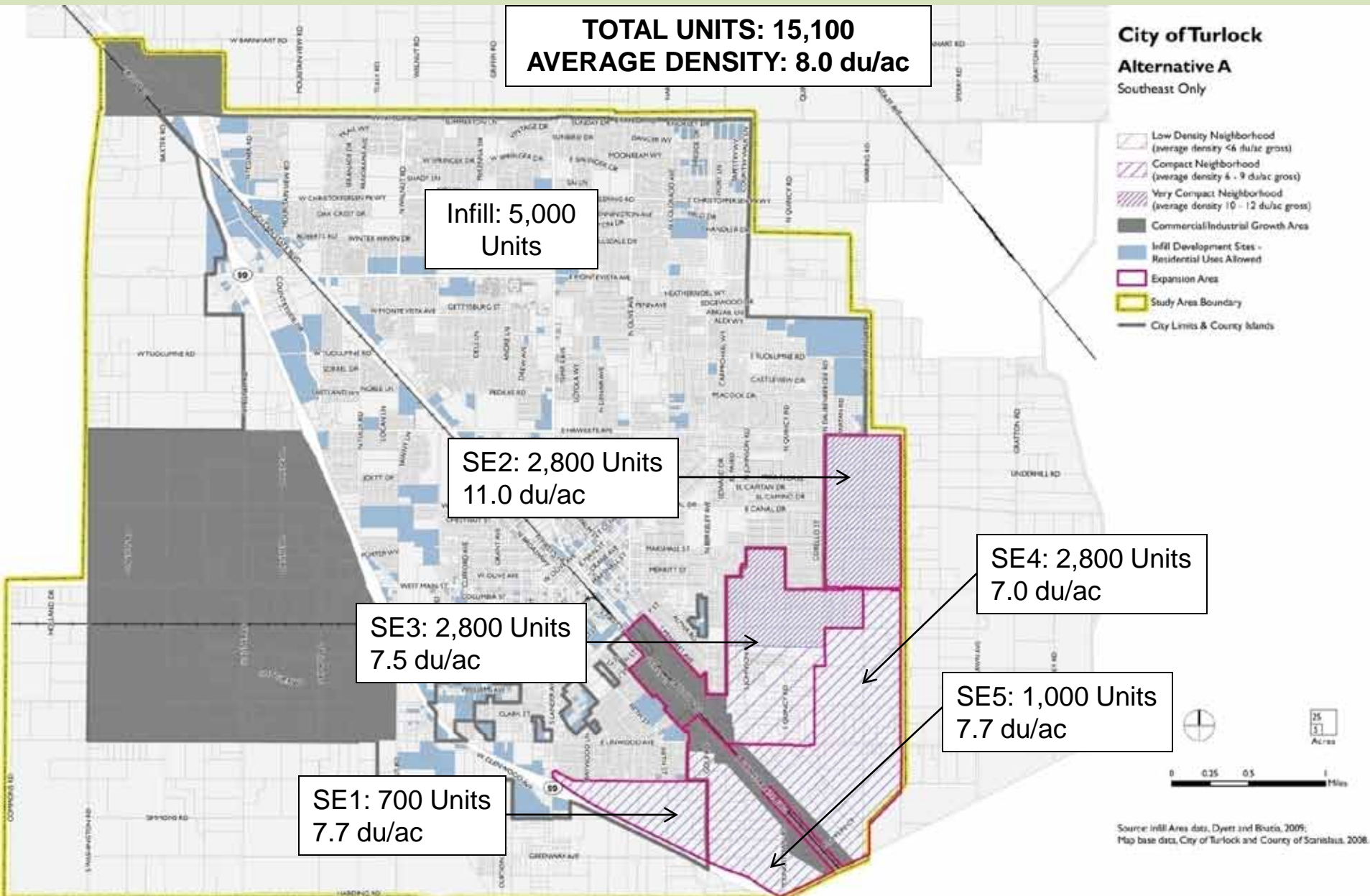
Study Area Boundary



City Limits and County Islands

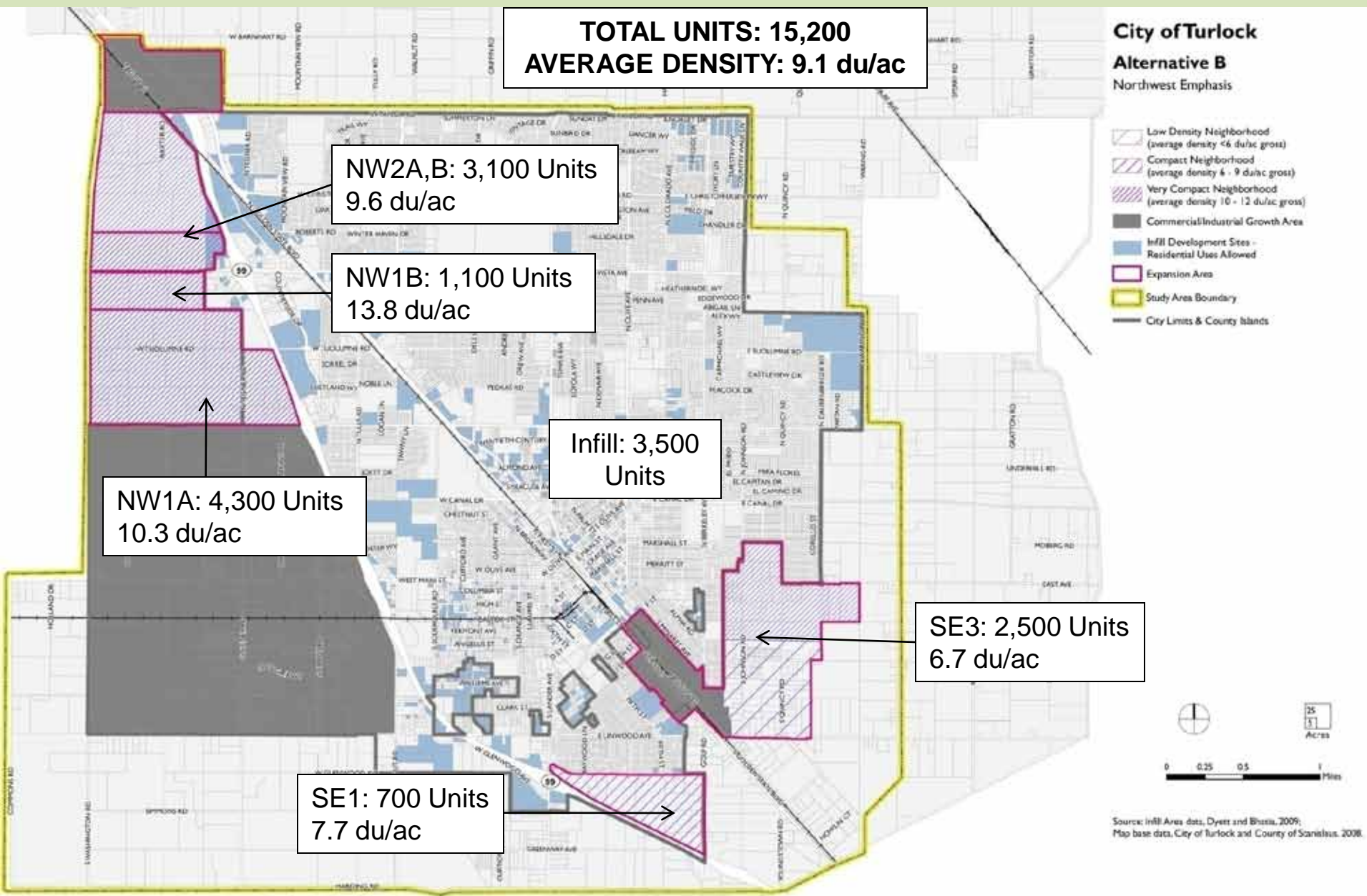
1 FOUR ALTERNATIVES

ALTERNATIVE A: SOUTHEAST ONLY



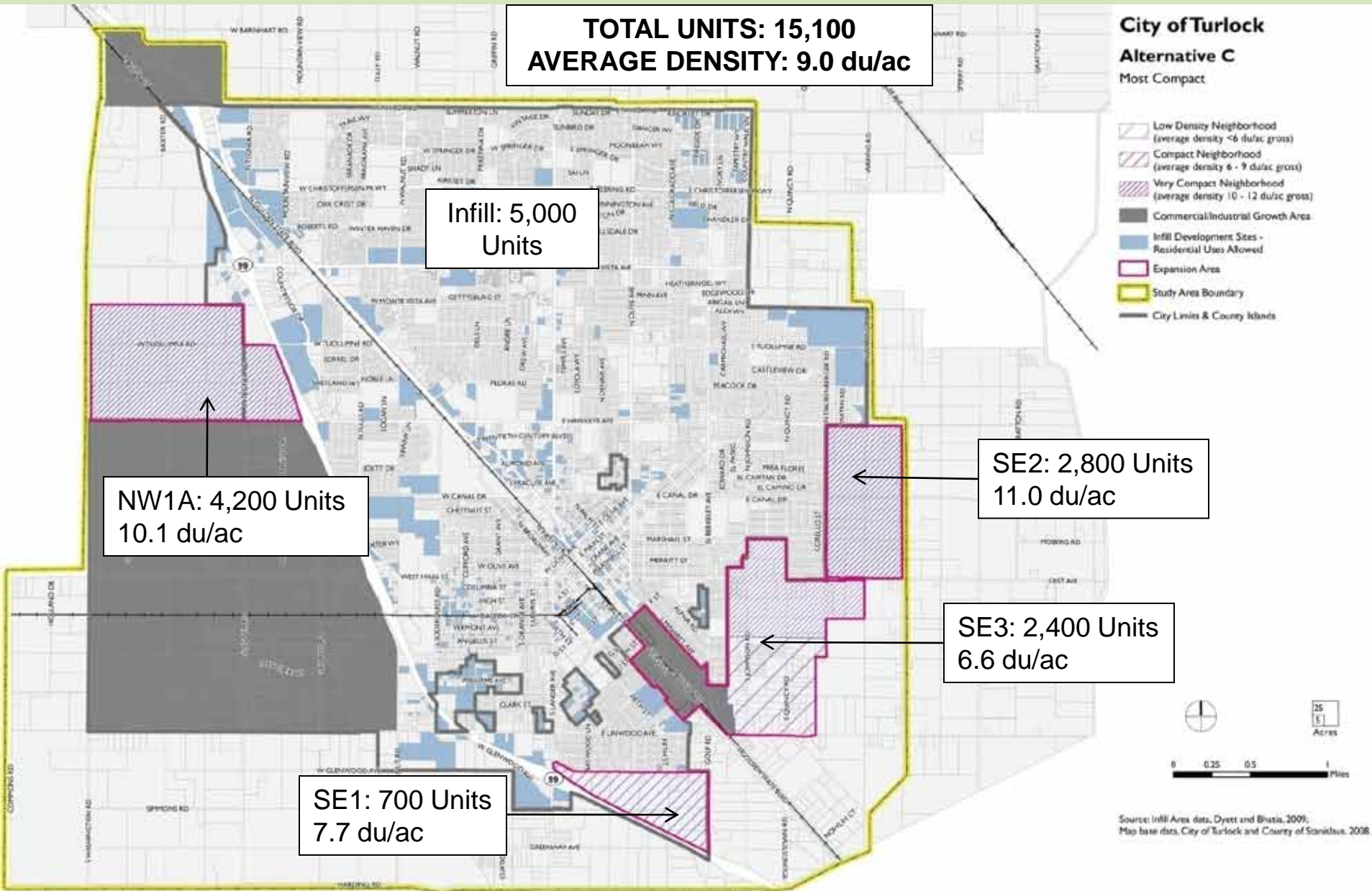
1 FOUR ALTERNATIVES

ALTERNATIVE B: NORTHWEST EMPHASIS



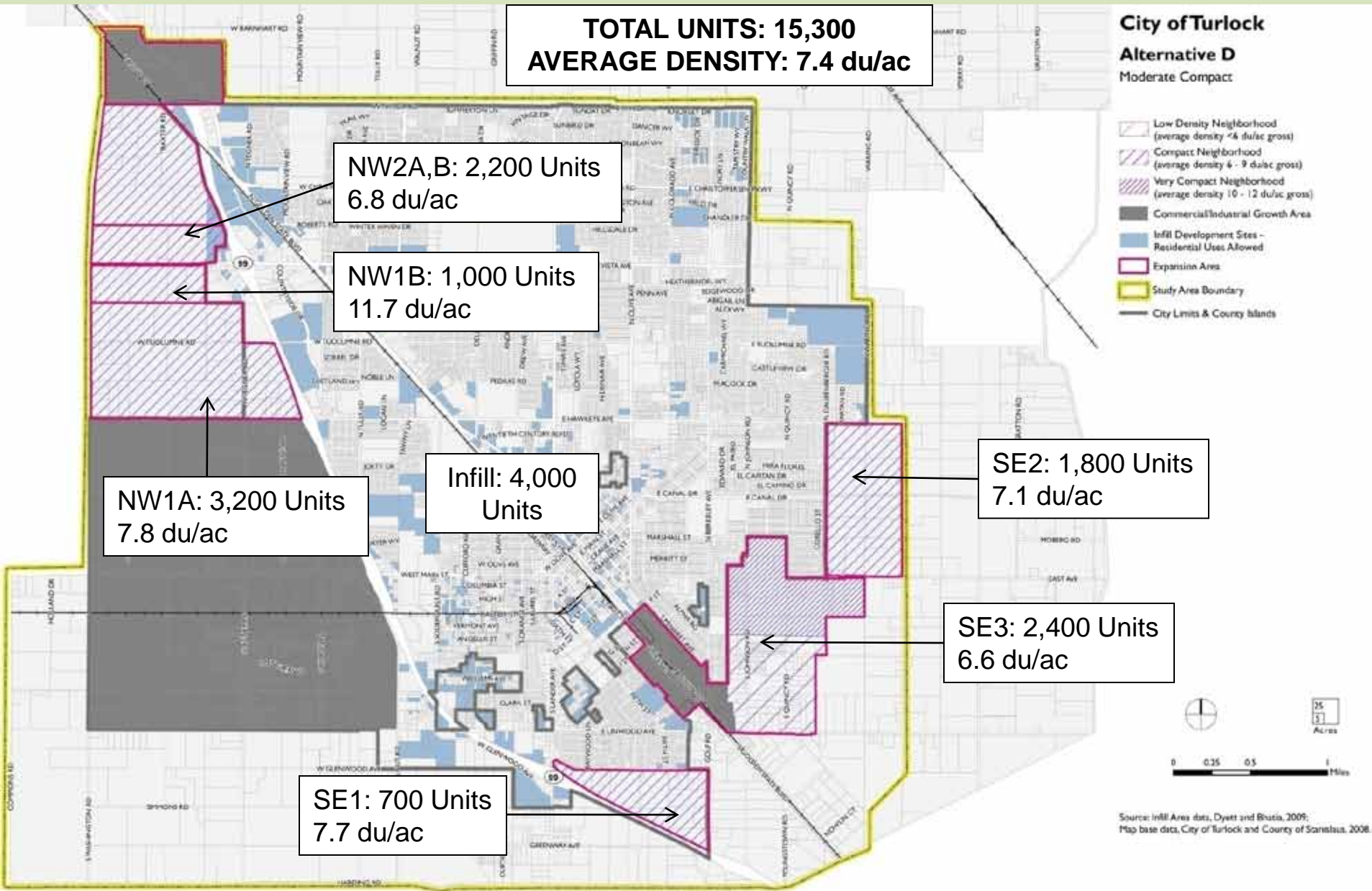
1 FOUR ALTERNATIVES

ALTERNATIVE C: MOST COMPACT



1 FOUR ALTERNATIVES

ALTERNATIVE D: MODERATE COMPACT



Alternatives Residential Buildout Comparison

	Average Density (gross du/ac)	Estimated Percent Single Family Homes
A: Southeast Only	8.0	35-40%
B: Northwest Emphasis	9.1	30-35%
C: Most Compact	9.0	30-35%
D: Moderate Compact	7.4	50-60%

- *All* alternatives propose more compact development
 - Changing demographics:
 - 54% single-family units; 46% multi-family units
 - Housing Stock Result: 65% SF and 35% MF
 - State mandates for reducing greenhouse gas emissions
 - Conservation of agricultural land

Development of Farmland

	Acres of Agricultural Land to be Developed
A: Southeast Only	1,092
B: Northwest Emphasis	1,357
C: Most Compact	1,140
D: Moderate Compact	1,684

- Table refers to development of farmland *outside* current city limits
- All alternatives assume that any remaining farmland within city limits will be developed according to adopted plans (e.g., the WISP)

2. COMMUNITY MEETINGS AND OTHER PUBLIC INPUT

Community Workshop #2: Alternatives



Community Workshop #2: Alternatives

- Six table groups discussed the four concept alternatives, four examples of compact neighborhoods, compact housing typologies, and parks options
- North Davis was best received of the compact neighborhood types presented
- A range of compact housing types also received positive responses, including those in Turlock



Davis



Hercules



Santa Clara



Mountain View

Participants' Preferred Housing Types



Single Family: 3-7 units/acre
(Hercules)



Townhouses: 9-16
units/acre (Turlock)



Multifamily: 15-30
units/acre (Turlock)



Small-Lot Single Family: 7-9
units/acre (Santa Clara)

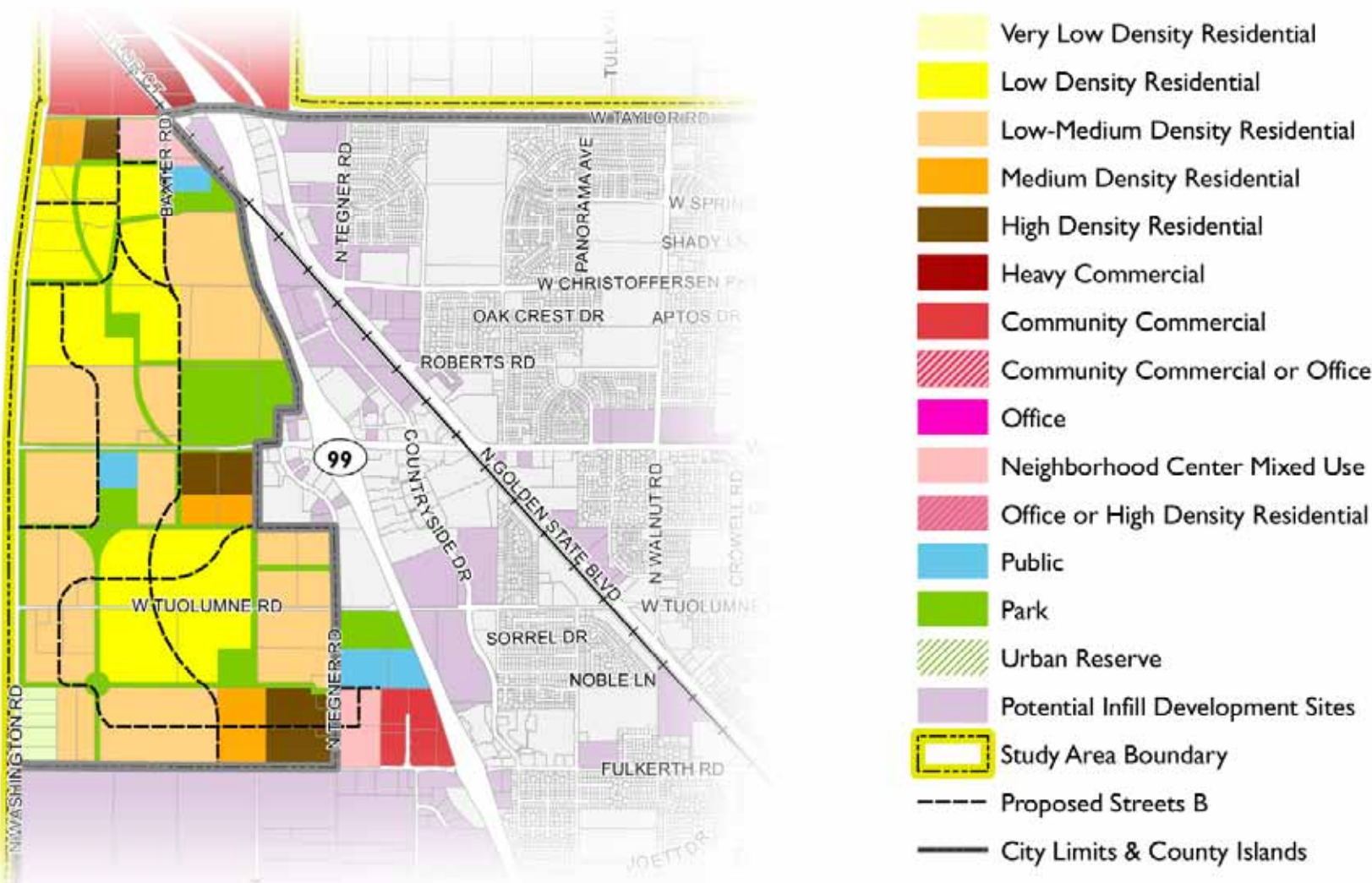


Townhouses: 9-16
units/acre (Mountain View)

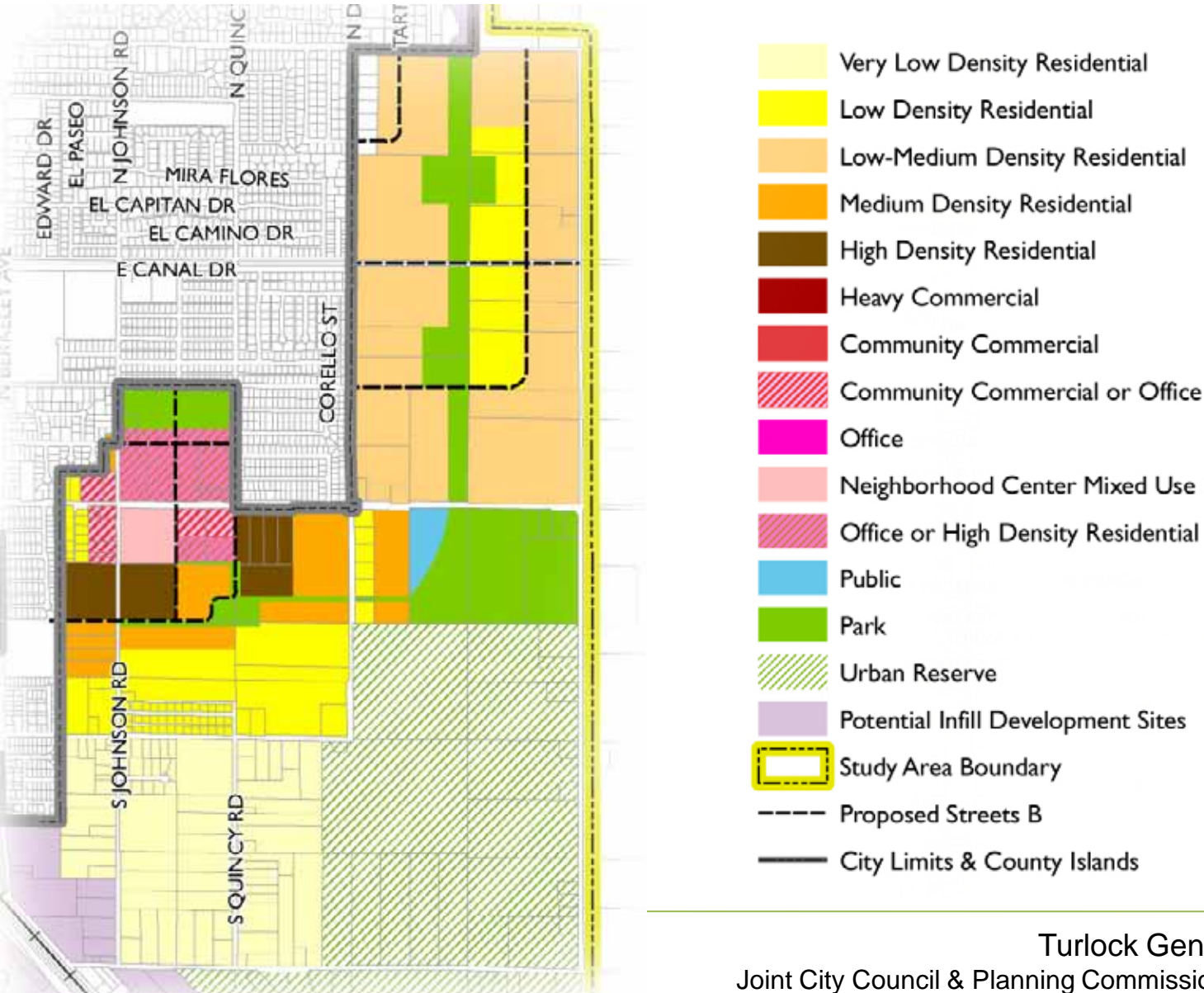


Multifamily: 15-30
units/acre (Davis)

Illustrative Master Plan Sketches: Northwest



Illustrative Master Plan Sketches: Southeast



Community Workshop #2: Alternatives

Overall, mixed reactions:

- Alternative A: Preferred by two groups, acceptable to one other
- Alternative B: Preferred by no groups, acceptable to one
- Alternative C: Preferred by one group, acceptable to two others
- Alternative D: Preferred by one group, acceptable to two others



Other Community Meetings and Public Input

- January 7, 2010: Focus group for property owners in expansion areas
- January 28, 2010: Focus group for property owners in infill areas
 - Participants heard a short presentation and then could voice questions or concerns in an informal setting
 - Received a variety of comments and suggestions regarding proposed land use changes

3. PARKS CONCEPTS

Turlock's Existing Parks



Park System Concepts

Distributed
Neighborhood Parks



Parks and
Neighborhood Centers



Large
Community Parks



Linear Parks and Paths



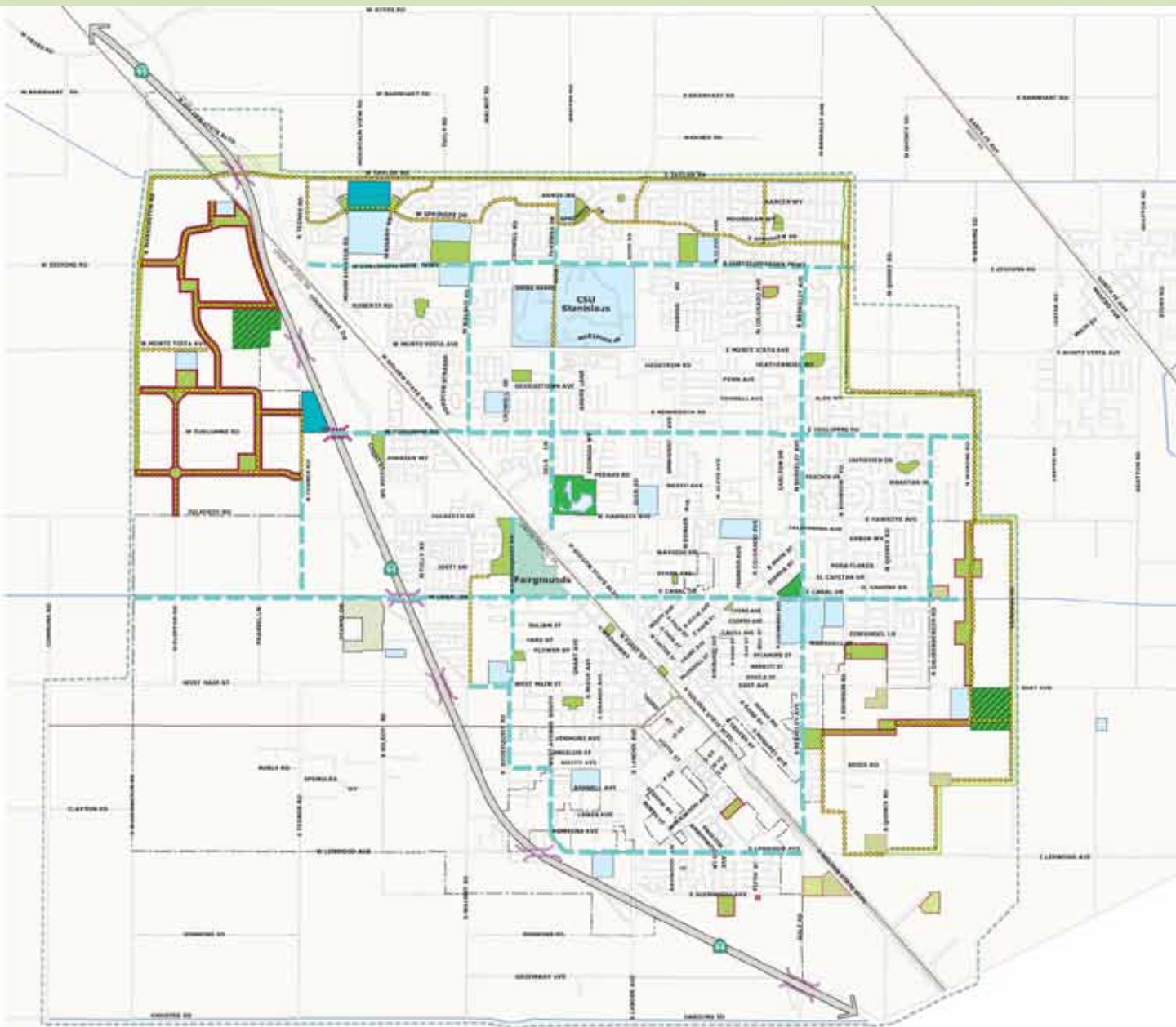
Greenbelts



Green Streets



PARKS AND TRAILS CONCEPTS

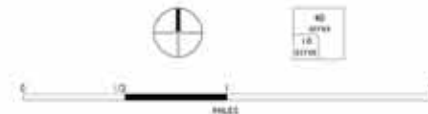


City of Turlock

Parks and Trail Concepts

- Pedestrian/Bike Trails
- Green Streets: Streets with landscaping and continuous bike routes (Class I or II)
- Existing Community Park
- Proposed Community Park
- Existing Neighborhood Park
- Proposed Neighborhood Park
- Proposed Neighborhood Park included only in Alternative D
- General Plan-designated Park Alternative locations proposed
- Community Sports Facilities
- Fairgrounds
- Undeveloped Park with Detention Basin
- School
- Greenbelt (Linear Park)
- Proposed Greenbelt (Linear Park)
- Existing Underpass/Overpass
- Proposed Overpass
- Planning Area

- Notes:
- Future park locations are shown only diagrammatically. The amount and location of future parks will depend on master plans for areas selected for growth.
 - New community parks will include some sports fields.



4. INFRASTRUCTURE EVALUATION:

Transportation (Omni-Means)

Metrics for Transportation Infrastructure Evaluation

- Total Daily Trips
- Total Vehicle Miles Traveled (VMT)
- Total Vehicle Hours Traveled (VHT)
- Impacts on interchanges and overpasses, relative to current capacity
- Cost of needed improvements

Daily Traffic, VMT, VHT Results

	Alt A	Alt B	Alt C	Alt D
Total Vehicle Trips	790,800	835,600	777,400	840,600
Vehicle Miles Traveled (VMT)	2,378,600	2,542,200	2,342,700	2,556,100
Vehicle Hours Traveled (VHT)	73,600	83,200	71,700	83,600

- Alternative C has lowest number of trips, VMT, and VHT, followed closely by Alternative A

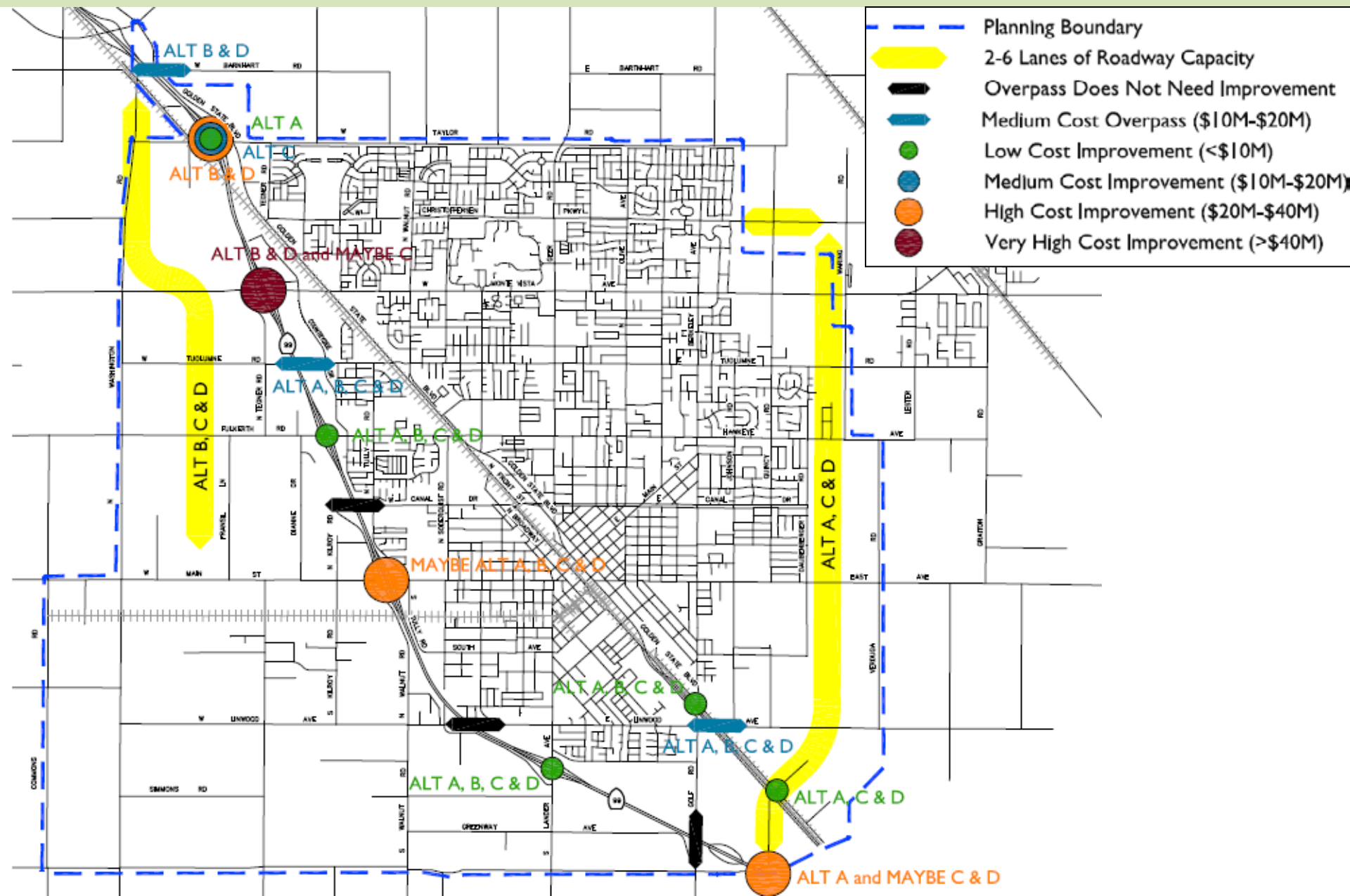
Interchanges/Overpasses Evaluation Results

	CURRENT CAPACITY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
State Route 99					
Barnhart Road Overpass	32,000	N/A	22,900	N/A	22,400
Taylor Road Interchange*	32,000	32,000	45,500	34,100	46,700
Monte Vista Avenue Interchange	40,000	39,100	55,000	45,500	54,700
Tuolumne Road Overpass	32,000	6,700	21,900	18,500	20,000
Fulkerth Road Interchange	32,000	31,700	34,900	31,100	35,300
Canal Drive Overpass	16,000	2,900	3,700	3,900	3,900
Main Street Interchange	32,000	30,100	33,300	32,000	34,200
Linwood Avenue Overpass	16,000	12,500	12,300	12,500	12,500
Lander Avenue Interchange**	32,000	32,600	33,800	34,000	34,300
Golf Road Overpass	16,000	10,300	6,500	7,200	6,800
Youngstown Road Interchange	N/A	N/A	N/A	N/A	N/A
Golden State Boulevard					
Berkeley Avenue At-Grade Intersection	N/A	N/A	N/A	N/A	N/A
Linwood Avenue Overpass	28,000	15,639	11,456	11,976	11,850
Daubenberger Road At-Grade Intersection	N/A	N/A	N/A	N/A	N/A
Total		197,900	269,700	218,700	270,900

Blue = Volumes within +/- 5% of current capacity

Red = Volumes over capacity by more than 5%

IMPROVEMENTS USED IN ALTERNATIVES



Cost Comparison and Improvements Required

FACILITY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
State Route 99				
Barnhart Road Overpass		Medium		Medium
Taylor Road Interchange	Low	High	Medium	High
Monte Vista Avenue Interchange		Very High	**	Very High
Tuolumne Road Overpass	Medium	Medium	Medium	Medium
Fulkerth Road Interchange	Low	Low	Low	Low
Canal Drive Overpass				
Main Street Interchange	**	**	**	**
Linwood Avenue Overpass				
Lander Avenue Interchange	Low	Low	Low	Low
Golf Road Overpass				
Youngstown Interchange	High		**	**
Golden State Boulevard				
Berkeley Avenue At-Grade Intersection	Low	Low	Low	Low
Linwood Avenue Overpass	Medium	Medium	Medium	Medium
Daubenberger Road At-Grade Intersection	Low		Low	Low
Cost Rank	Lowest	High	Low	Highest

Notes: Where cost to improve is very high, assume over \$40 million; high, over \$20 million; medium, over \$10 million and where cost to improve is low, assume under \$10 million. Actual costs will vary and will be determined by further study and development of a detailed cost estimate.

*** Indicates possibly required improvement – further traffic operational analysis is required to make determination.*

Conclusions

- ***Alternative A: Most Feasible***
 - Requires least initial transportation infrastructure to begin developing
 - New roadway network needed in southeast
 - New 99 interchange needed for full buildout, but not initial phases, as well as low-cost improvements at Lander, Fulkerth, Taylor

Conclusions

- ***Alternative C: Second-most feasible***
 - Similar amount of new infrastructure as Alternative A
 - New roadways needed in northwest
 - Requires medium-cost improvement at Taylor Road
 - Further study needed to determine whether buildout will require improvements at Monte Vista and/or new interchange southeast of Lander

Conclusions

- ***Alternatives B and D: Most Costly and Complex***
 - Greatest investment needed in new transportation infrastructure
 - High cost improvements needed at Taylor, Monte Vista, and Main; new overcrossing needed north of Taylor
 - Low cost improvements needed at Lander, Fulkerth
 - Further study needed to determine necessity of new interchange south of Lander for Alternative D

Future Transportation Policy Review

- Transportation Element policies will emphasize need for an overall balanced circulation system
- Shift focus away from Level of Service (LOS)
- Emphasize a complete and workable system
- Consider changes in LOS required at intersections during rush hour

5. INFRASTRUCTURE EVALUATION:

Utilities

(West Yost)

Metrics for Utilities Infrastructure Evaluation

- Potable Water Cost
- Water Treatment Facility Cost
- Trunk Sewer Cost
- Trunk Storm Drains and Pump Stations Costs
- Detention Basins Cost

Costs for all metrics measured in total and per acre.

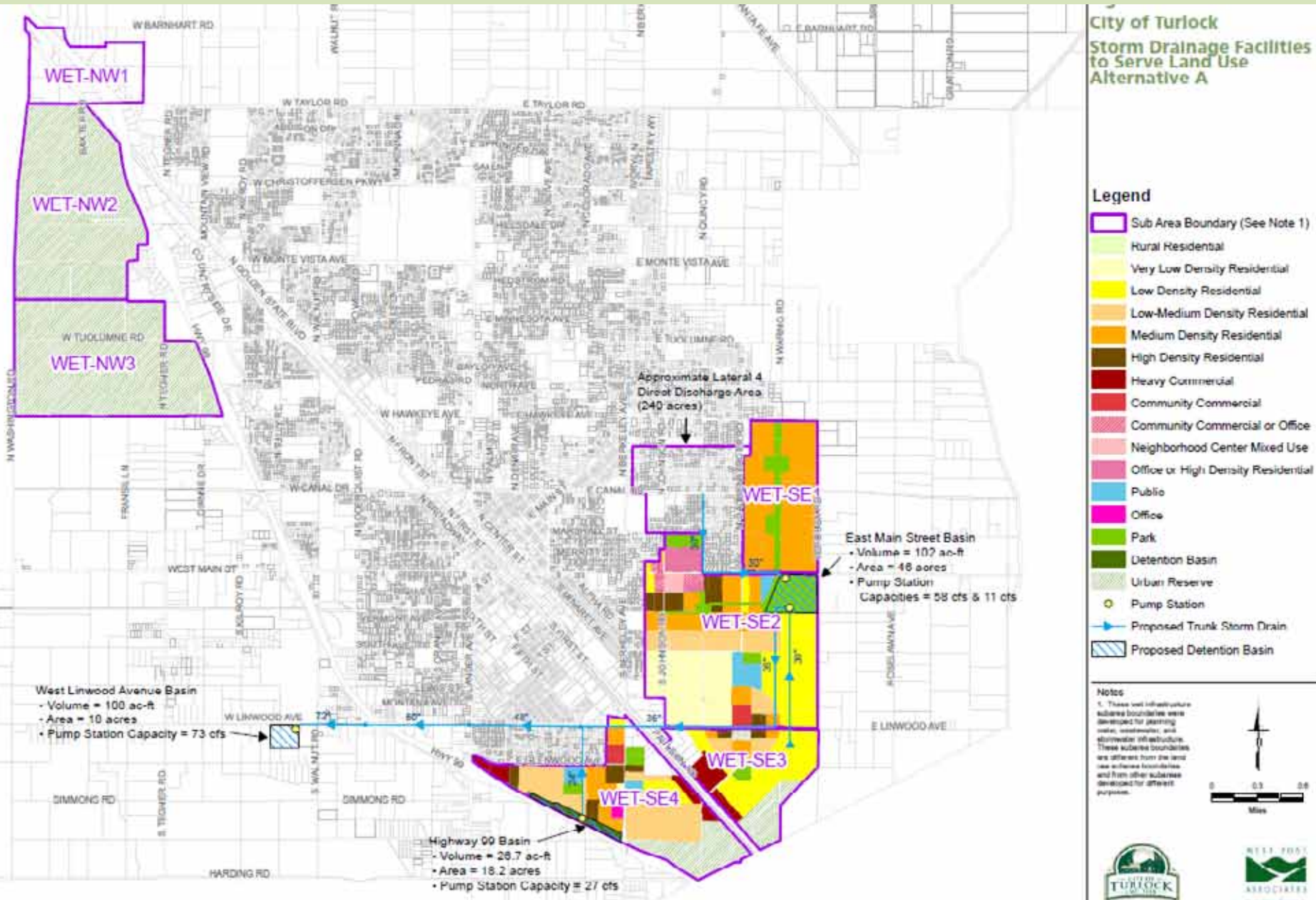
Cost Summary

	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Total Potable Water Cost for Wells and Treatment Systems (\$, million)	3.6	11.8	6.8	8.6
Turlock's Total Cost for the Surface Water Supply Project (\$, million)	80	80	80	80
Potable Water Cost Per Acre (\$/acre)	8,687	12,968	11,407	10,304
Total TRWQCF Costs (\$, million)	55.4	62.4	56.3	61.7
TRWQCF Cost Per Acre (\$/acre)	21,742	22,050	23,111	20,020
Total Trunk Sewer Costs for Turlock (\$, million)	9.5	28.1	18.2	27.6
Turlock's Trunk Sewer Cost Per Acre (\$/acre)	6,719	16,590	13,956	14,119
Total Cost for Trunk Storm Drains and Pump Stations (\$, million)	20.6	24.9	20.4	26.1
Cost Per Acre for Storm Drains and Pump Stations (\$/acre)	7,229	7,938	7,447	7,701
Total Cost for Detention Basins (\$, million)	5.3	6.2	5.1	6.5
Cost Per Acre for Detention Basins (\$/acre)	1,843	1,975	1,842	1,931
Total Infrastructure Cost (\$, million)	174.3	213.4	186.8	210.6
Total Infrastructure Cost Per Acre (\$/acre)	46,220	61,521	57,762	54,074

Lowest

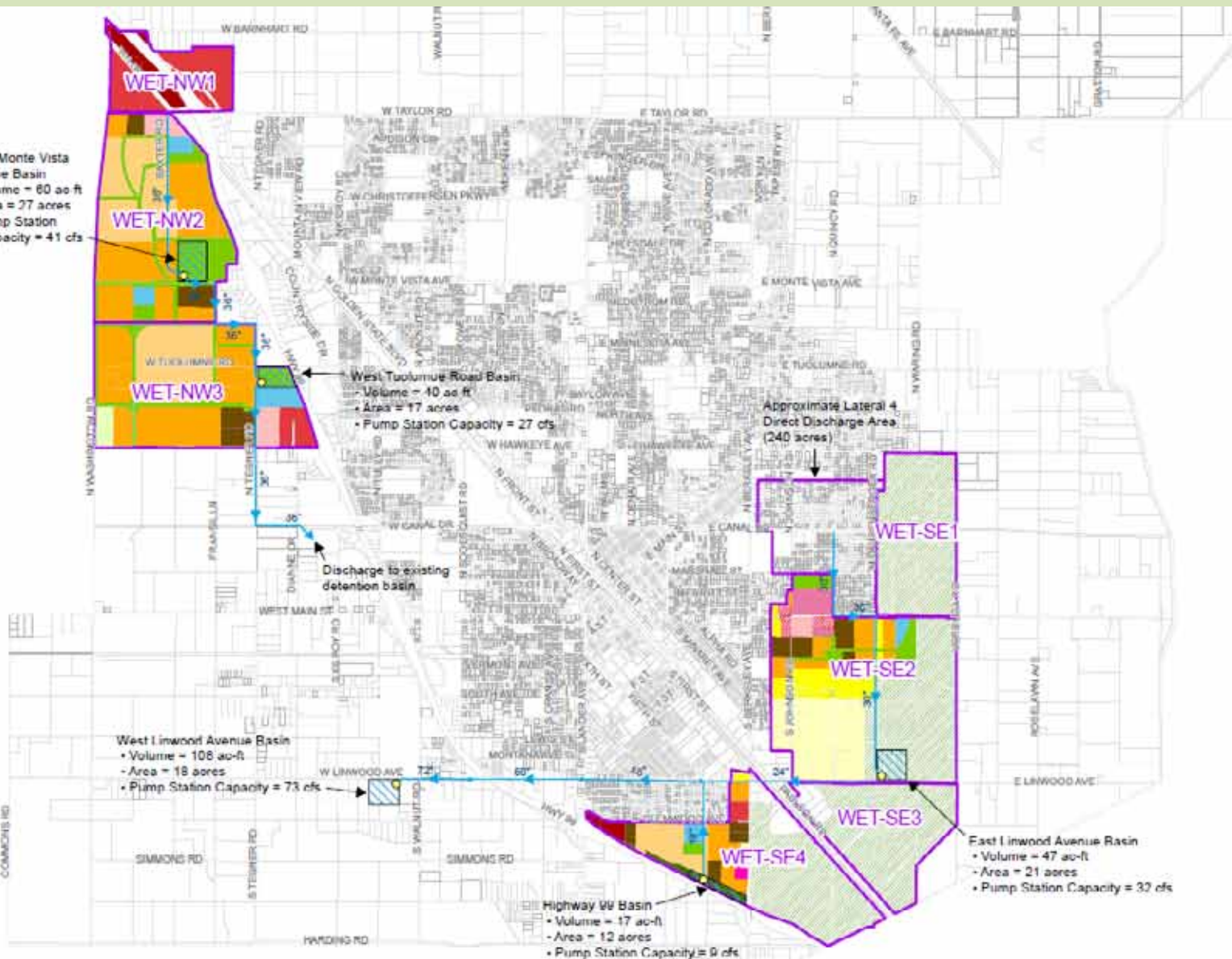
Highest

EXAMPLE: STORM DRAIN FACILITIES FOR ALT A



EXAMPLE: STORM DRAIN FACILITIES FOR ALTS B, C, D

City of Turlock
Storm Drainage Facilities to Serve Land Use Alternatives B, C, and D

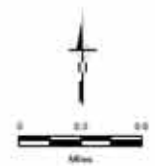


Legend

- Sub Area Boundary (See Note 1)
- Rural Residential
- Very Low Density Residential
- Low Density Residential
- Low-Medium Density Residential
- Medium Density Residential
- High Density Residential
- Heavy Commercial
- Community Commercial
- Community Commercial or Office
- Neighborhood Center Mixed Use
- Office or High Density Residential
- Public
- Office
- Park
- Detention Basin
- Urban Reserve
- Pump Station
- Proposed Trunk Storm Drain
- Proposed Detention Basin

Notes

- These wet infrastructure subarea boundaries were developed for planning water, wastewater, and stormwater infrastructure. These subarea boundaries are different from the land use subarea boundaries and from other subareas developed for different purposes.
- Land use for Alternative B shown.



Key Conclusions

- Potable Water
 - Alternative A has the lowest total cost and cost per acre
 - New wells in the northwest would require treatment to remove arsenic (not a problem for the southeast or for infill areas)
- Turlock Regional Water Quality Control Facility (TRWQCF)
 - Alternative A has the lowest total cost
 - Alternative D has the lowest cost per acre

Key Conclusions

- Sanitary Sewers and Pump Stations
 - Alternative A has the lowest total cost and cost per acre
 - Flow can reach the TRWQCF via gravity from the southeast; one or two pump stations would be needed in the northwest

- Storm Sewers, Pump Stations, and Basins
 - Alternatives A and C have the lowest total cost and cost per acre

6. INFRASTRUCTURE EVALUATION: Economics and City Fiscal Impacts (EPS)

City Fiscal Impacts – CFD Fund Deficits

- Development on land requiring annexation may produce serious deficits and/or increased CFD fund charges, because of minimal property tax accruing to the General Fund
 - Tax-sharing agreements with Stanislaus County typically result in the City receiving just 3% of each property tax dollar (left photo of recent annexation) compared to average of 8-10% of total property tax (right photo of older city neighborhood))



City Fiscal Impacts:

Redevelopment and General Fund

- Development on land in the City's redevelopment area generates tax increment for the Redevelopment Agency, but minimal "pass-through" for the General Fund
 - General Fund receives around 6% of the tax increment (compared to average of 8-10% of total property tax)
 - Problematic for General Fund, but beneficial to neighborhood improvements in older areas of the city with no other funding source

City Fiscal Impacts: Residential Types

- Annual fiscal impact of residential development types depends on numerous factors:
 - Value of homes
 - Ownership versus rental status
 - Public service costs (fire, police, public works)

Alternatives B, C, and D have higher public works costs than Alternative A



City Fiscal Impacts: **Regional Retail Demand**

- New retail uses produce fiscal benefits, assuming regional demand supports increase in taxable sales
 - Acres already available and improved for over 1.5 million square feet of commercial
 - Demand for additional retail space is not likely to accrue for another 15 years, given current supply and market conditions
 - These alternatives show long-term future regional-serving retail included in Alternatives B and D
 - Could also be added to Alternatives A and C, in the same or a different location (southern city edge on 99)

City Fiscal Impacts: **Public Safety Costs**

- Fiscal expenditures on public safety relate to the amount of development and proximity to existing services
 - Likely that additional police beats, fire stations, etc. would be required for Alternatives that go west of 99, which will be more expensive
 - Infill development requires staffing increases, but is not likely to require any new facilities

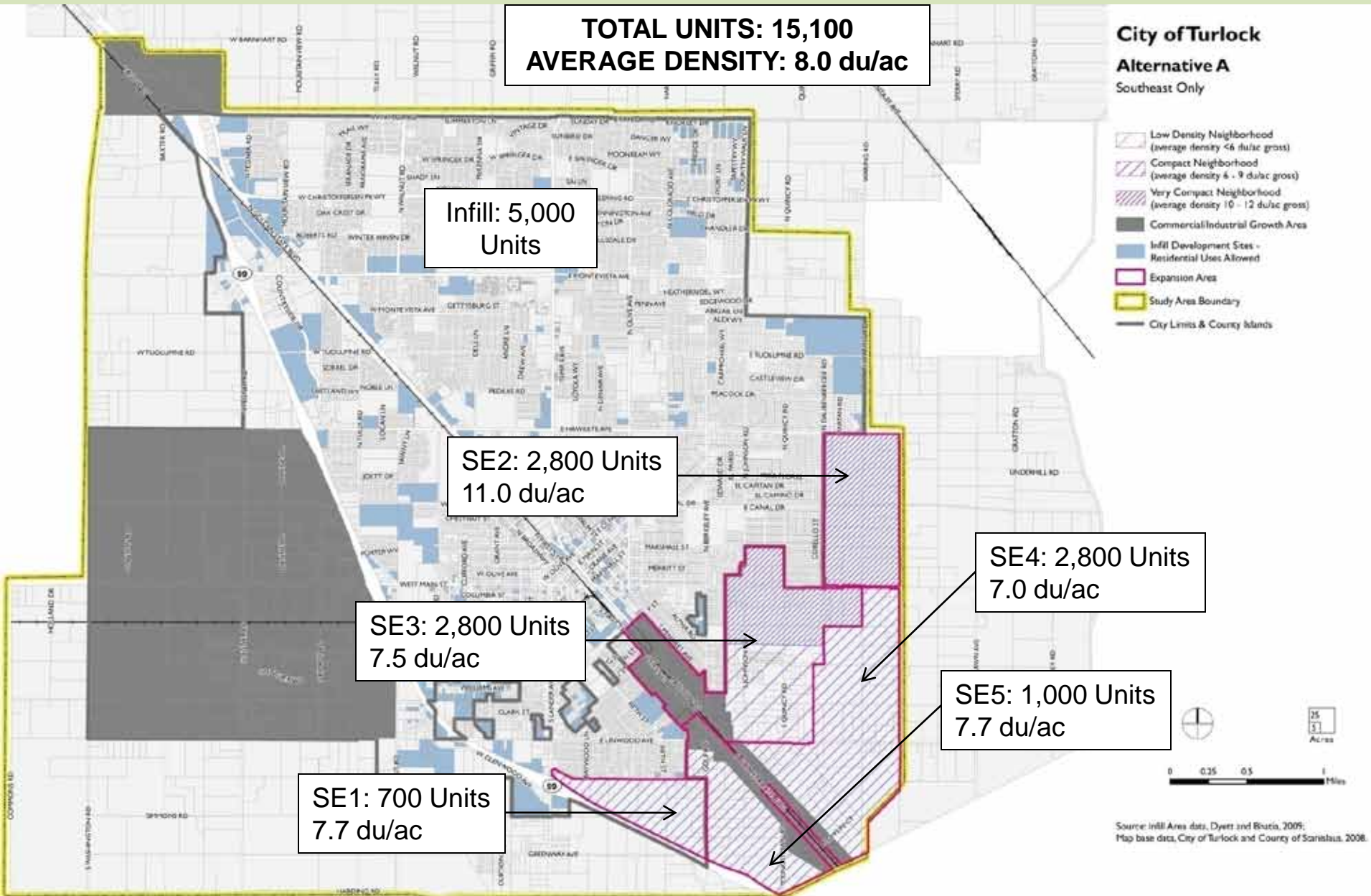
Key Economic/Fiscal Conclusions

- Infill development results in more property taxes going to the General Fund than development in annexations or redevelopment areas
 - Development fees in new areas must close this gap
- Large retail areas along Highway 99 already exist; but it is very important to set up longer-term and future regional retail areas that may be possible.
- Infill and more compact development likely to result in lower public safety costs

7. CONCLUSIONS AND NEXT STEPS

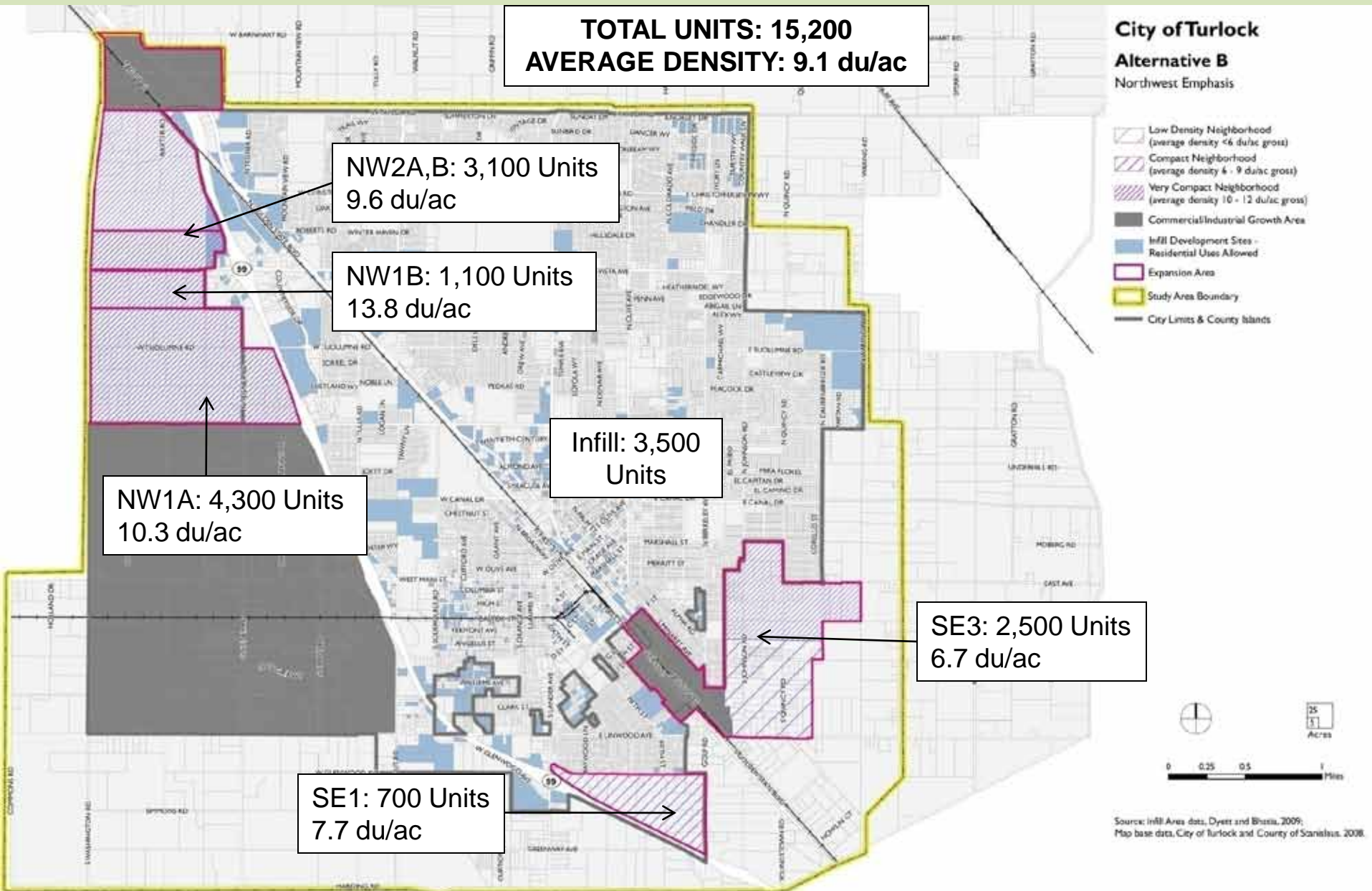
7 CONCLUSIONS AND NEXT STEPS

ALTERNATIVE A: SOUTHEAST ONLY



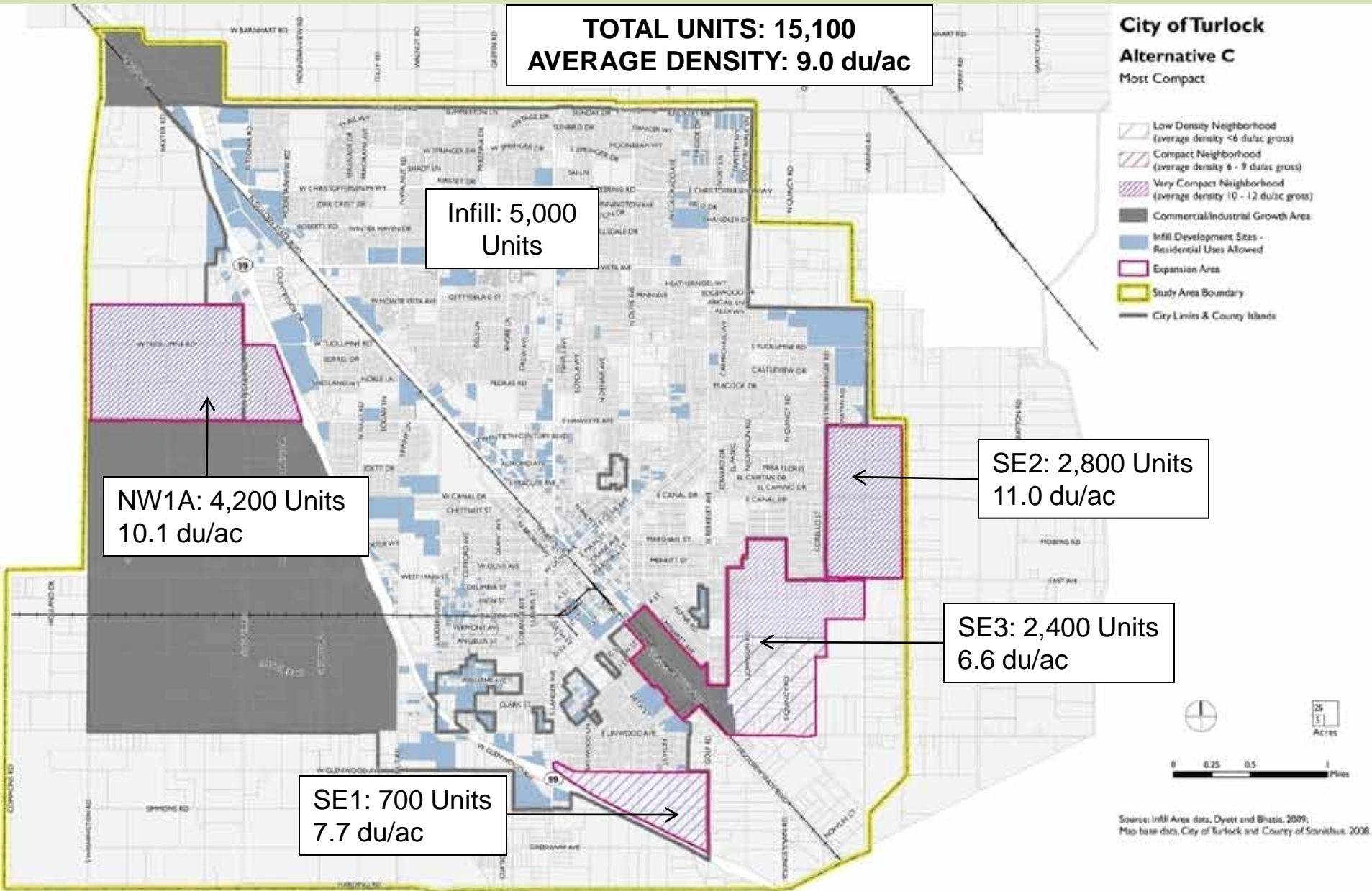
7 CONCLUSIONS AND NEXT STEPS

ALTERNATIVE B: NORTHWEST EMPHASIS

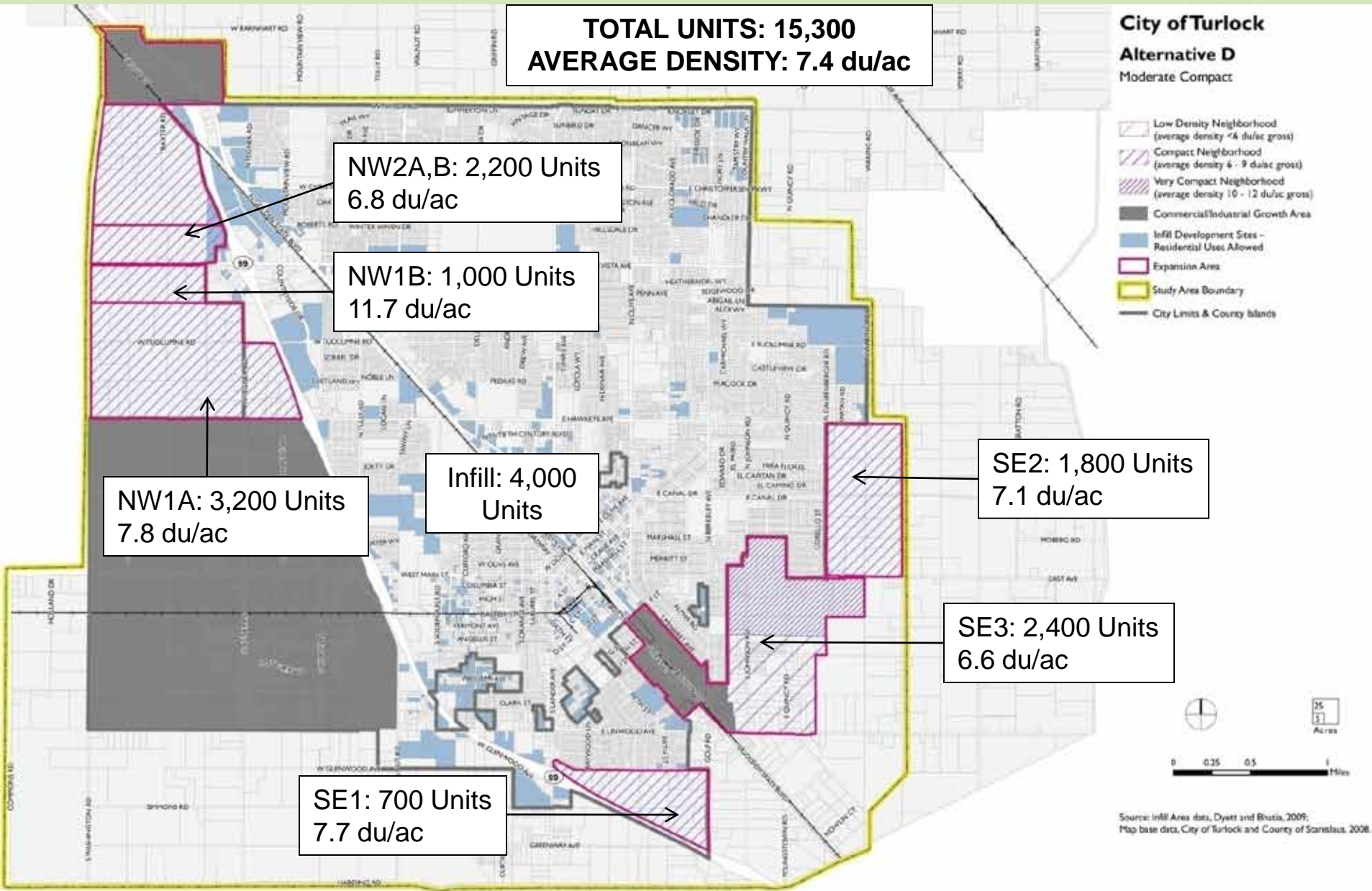


7 CONCLUSIONS AND NEXT STEPS

ALTERNATIVE C: MOST COMPACT



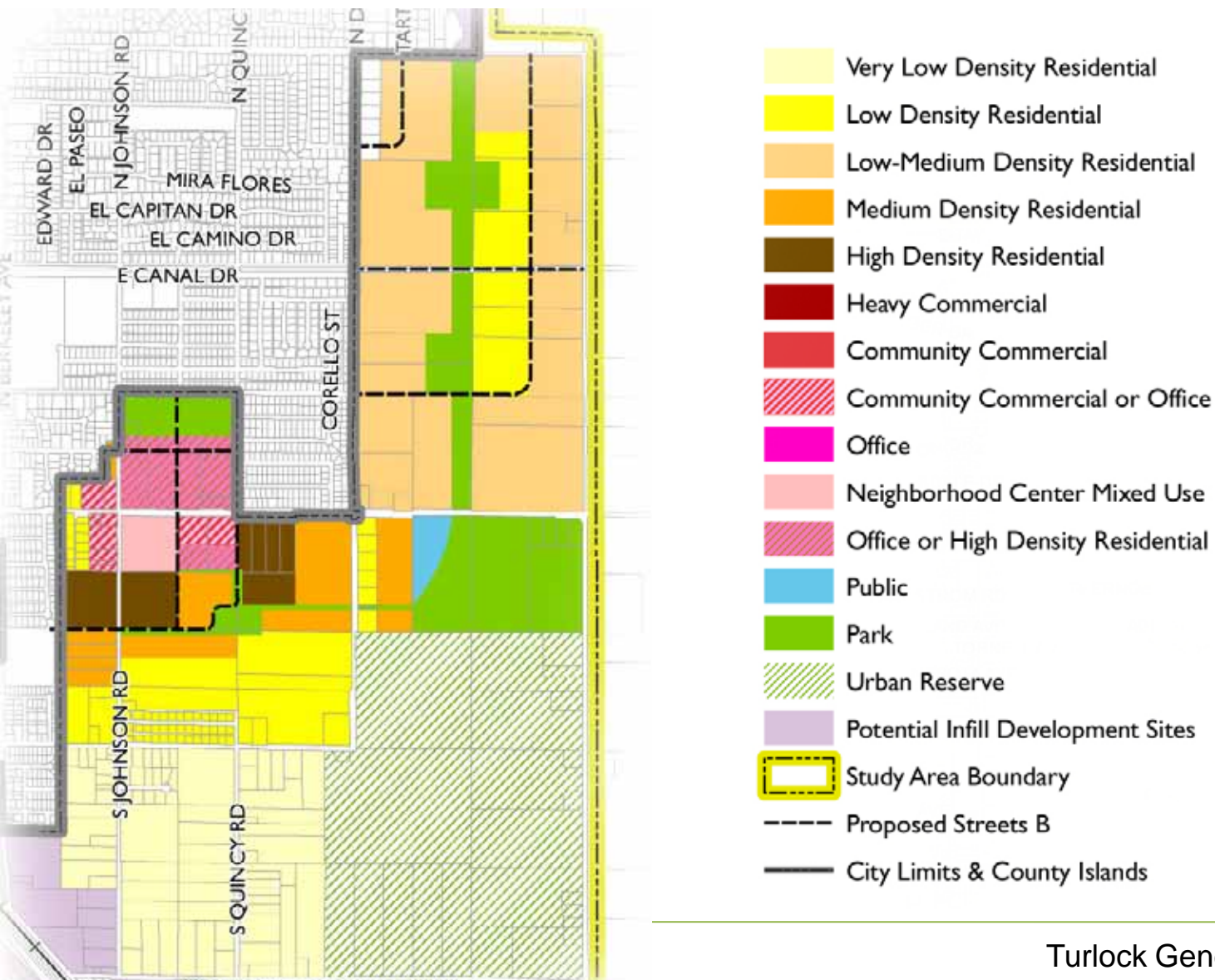
ALTERNATIVE D: MODERATE COMPACT



Alternatives Comparison

	PROS	CONS
A: Southeast Only	<ul style="list-style-type: none"> • Lowest overall infrastructure costs (transp. & utilities) • Least farmland developed • Consistent with property owners' expectations 	<ul style="list-style-type: none"> • New interchange needed for full buildout • Smaller parcels may make land assembly harder
B: Northwest Emphasis	<ul style="list-style-type: none"> • Large parcels make land assembly easier 	<ul style="list-style-type: none"> • Highest utility infrastructure costs (total and per acre) • High transportation costs
C: Most Compact	<ul style="list-style-type: none"> • Low infrastructure costs • Second-lowest farmland conversion • Lowest daily trips, VMT, VHT 	<ul style="list-style-type: none"> • Second highest infrastructure costs per acre • Partial NW development may create pressure for more
D: Moderate Compact	<ul style="list-style-type: none"> • Single/multifamily split closely matches demographic projections 	<ul style="list-style-type: none"> • Highest transportation costs • Second highest total utility costs

Illustrative Master Plan Sketches: Southeast



Infill Development

- There is capacity for between 3,500 and 5,000 units of infill development within the City limits.
- Infill has major advantages in terms of lower infrastructure costs and greater property tax income for the city.
- Infill development also supports downtown and existing businesses, and reduces farmland conversion.
- There should be some financial advantages to encourage this type of development, reflected in the city's fee structure.

Freeway Interchanges

- Every alternative presented will require upgrades to at least some existing interchanges/overpasses, and perhaps construction of a new interchange
- Major differences in cost and complexity
 - In some cases, lower cost short-term fixes may be possible (Monte Vista, Taylor) before a high cost improvement would be necessary
- Alternatives B and D would require over a hundred million dollars for freeway improvements, or higher
- Funding sources are not yet identified, and heavily influence what happens when and where

Determining a Final Alternative

- Final Alternative determination to be based on cost/infrastructure implications, public feedback, and ultimately City Council direction
- Recommendation can be:
 - One of the four presented tonight
 - Revised version of one presented tonight
 - Combination of two or more alternatives
- Final Alternative will be further refined for:
 - Best quality neighborhoods for the least cost
 - Parks
 - Neighborhood Centers
 - Utilities and Infrastructure

Next Steps

- Discuss your questions and concerns tonight, but we are not asking for definitive direction or action yet
- Discussion and consideration over the next 1-2 months
- Planning Commission makes a recommendation; next public hearing is for direction from Council
- Sub-consultants can attend next hearing if necessary

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