

4 Housing Action Plan

The Housing Action Plan describes the specific goals, policies, and programs the City will undertake to achieve the long-term housing objectives set forth in the Turlock Housing Element. These goals, policies, and programs are intended to provide a framework for increasing the range of housing options in the community, removing barriers and constraints to housing construction, ensuring the continued maintenance of existing housing, and providing equal access to housing opportunities and services for all who live and work in Turlock.

The City's housing policies and implementing programs are organized around six key goals that correspond to community priorities. Quantified and qualitative objectives are described under each program. [Geographic targeting and metrics for monitoring progress toward fair housing objectives are detailed in Appendix D, Table D-9.](#) Assumptions are based on past program performance, development trends, land availability, realistic capacity, and future program funding. A timeline depicting the implementation timing and sequence of the programs is included at the end of this chapter.

Goal I: Increase Housing Supply in Turlock and Promote a Balance of Housing Types and Prices to Meet the Needs of Local Residents

- Policy I-1** Maintain sufficient land designated and appropriately zoned for housing to achieve a complementary mix of single-family and multi-family development to accommodate RHNA allocations at all levels throughout the planning period.
- Policy I-2** Promote development of a variety of housing types, sizes, and densities that meet community needs based on the suitability of the land, including the availability of infrastructure, the provision of adequate services and recognition of environmental constraints.
- Policy I-3** Continue to encourage the provision of a variety of housing choices and types in the community, including innovative forms of housing.
- Policy I-4** Continue to partner with and support non-profit and for-profit organizations in their efforts to construct, acquire, and improve housing to accommodate households with lower and moderate incomes. Participation of non-profit and for-profit developers in an advisory role when implementing housing programs is desirable to help understand the needs and opportunities in the community.
- Policy I-5** Provide technical assistance to developers, non-profit organizations, or qualified private sector interests in the application and development of affordable housing projects for federal and local financing.
- Policy I-6** Seek federal and state financial assistance to facilitate the provision of necessary public improvements, including, but not limited to water, sewer, storm drainage, and transportation infrastructure benefiting new residential development.

Policy I-7 Continue to allow manufactured housing units in single-family detached areas to provide a mix of affordable and moderate-income homes.

Policy I-8 Support California State University Stanislaus (CSUS) and/or private developers building rental housing for students, and support mixed use and multifamily projects close to the CSUS campus.

Programs

Program I-A **Inventory of Available Sites.** Maintain and publish an inventory of properties available for residential development on the City's website, updating it at regular intervals.

Responsibility: Development Services Department

Timeframe: Publish inventory by January 2025; updates to be made quarterly throughout the planning period.

Objective: At least 5,802 new housing units, consistent with RHNA obligations

Funding: General Fund (staff time)

Program I-B ~~Workforce Housing Overlay~~Rezoning to Accommodate RHNA Shortfall. California Assembly Bill (AB 2011) of 2022 provides a streamlined ministerial approval pathway for multifamily projects on commercially zoned land that pay prevailing wages for construction work and meet specified affordable housing targets. The City will adopt Zoning Code amendments in the form of a Workforce Housing Overlay new Commercial-Residential Mixed Use (C-RMU) District, ~~to implement these provisions and provide an alternative to AB2011~~ as a means of promoting the construction of housing for teachers, nurses, firefighters, police officers, restaurant and services workers, and others employed in Turlock. The overlay-C-RMU district will apply to vacant and underutilized parcels in the North Golden State, Geer Road, West Main, and South Lander Opportunity Areas shown on Map 3-8, providing property owners with the option to redevelop their land with housing or mixed use projects should they elect to do so. The C-RMU district workforce housing overlay will permit multifamily housing development at between 20 and 35 dwelling units per acre and will:

- Allow for mixed use development and 100 percent residential buildings on commercial properties within the overlay, with at least 50 percent of the floor area in a mixed use development required to be for residential uses;
- Permit multifamily housing ~~Establish an “by right” at between 20 and 35 units per acre~~maximum base density of 20 dwelling units per acre;
- Provide a ministerial approval process for developments in which at least 20 percent of the units are affordable to lower income households during the planning period, consistent with Government Code 65583.2 (h) and (i); and
- Incorporate objective design and development standards that facilitate achieving the maximum permitted density~~to accommodate higher density~~

~~development~~ and ensure appropriate buffering of adjacent residential land uses.

Responsibility: Development Services Department

Timeframe: Adopt ~~amendments creating the the Workforce Housing Overlay by January 31, 2025~~ C-RMU base zoning district concurrent with Housing Element adoption by end of Q3 2026

Objective: 64126 moderate and 1,166544 lower income RHNA units by 2030

Funding: REAP grant

Program I-C

SB 9 Housing Ordinance. SB 9 is a State law that allows division of lots in single-family residential districts to facilitate the development of smaller scale housing that may be more affordable in existing neighborhoods. The new requirements, which are codified in Government Code sections 65852.21.21 and 66411.7, require ministerial approval of a housing development with no more than two primary units in a single-family zone or subdivision of a parcel in a single-family zone into two parcels subject to compliance with objective development standards and requirements in the State law. This program commits the City to enacting regulations to comply with SB 9 and facilitating SB9 housing for interested homeowners in Turlock, and to promoting SB9 housing through community outreach activities, including providing informational handouts at the planning counter, posting information on the City website, raising awareness through email newsletters, and providing information at City events. Promotional activities will target homeowners in High and Highest Resource Areas (Map D-12) to diversify the range of housing types and affordability in these locations, and in areas of high segregation and poverty (Map D-8) to increase opportunities for homeownership in these locations.

Responsibility: Development Services Department

Timeframe: Adopt the SB 9 Ordinance by Q1 2028; conduct community outreach bi-annually following adoption of the ordinance, with annual progress reporting to HCD through APRs

Objective: Increase opportunities for homeownership, diversify the range of housing types in Turlock, and expand housing choices and affordability in single-family neighborhoods

Funding: General fund (staff time)

Program I-D

Small Lot Subdivision Ordinance. A small lot subdivision is a project that constructs several free-standing single-family houses or duplexes on lots that are smaller than conventional single-family lots. Unlike apartments, which are rented, or condominiums, which come with costly condo board fees and assessments, the houses in a small lot subdivision are owned fee simple, meaning that each unit is owned individually. Common areas like driveways or open space are typically governed by a simple maintenance agreement rather than a costly and bureaucratic homeowners association. By reducing lot size (while still providing separation from neighboring homes) and by avoiding condo fees, small lot

subdivisions make home ownership more affordable. Under current zoning in Turlock, minimum lot size ranges from 4,500 square feet in the R-L4.5 zone to 14,500 square feet in the R-E zone. Through this program, the City will identify appropriate locations for small lot subdivisions and adopt an ordinance to facilitate their development as part of a strategy to increase the supply of entry level homes and expand options for homeownership. The ordinance should preclude small lot subdivisions if they do not result in an increase in housing supply relative to the number of existing units on the site in order to prevent the displacement of existing rental units.

Responsibility: Development Services Department

Timeframe: Adopt the ordinance by Q1 2027

Objective: Increase the supply of entry level homes and expand options for homeownership in Turlock, [targeting 100 new homes for Moderate income households by 2031 with half in High and Highest Resource neighborhoods \(see Table D-9, Appendix D\)](#)

Funding: General Fund

Program I-E

ADU/JADU Awareness. Since 2023, the City has made seven different fully engineered and pre-approved ADU plan sets developed by a local architectural firm available for interested homeowners to streamline and simplify process of building an ADU. As a next step, the City will initiate a program to raise awareness of options and benefits for homeowners, with the objective of promoting the development of ADUs and JADUs in Turlock. The program will include the following elements:

- Citywide email blasts and newsletter articles advertising incentives and resources available to interested homeowners;
- Preparation of an ADU/JADU application checklist and informational handouts on cost-saving building materials and construction techniques;
- Pop up presence at events around City to raise awareness and answer questions;
- Community seminars providing advice and information to interested homeowners.

Responsibility: Development Services Department

Timeframe: Prepare informational materials and launch program by end of Q1 2025 with updates via Annual Progress Report to HCD

Objectives: Outreach, including newsletters, pop ups, and seminars, will be conducted bi-annually following program inception with the aim of issuing 15 ADU/JADU construction permits annually over the planning period [with a focus on High and Highest Resource neighborhoods \(see Table D-9, Appendix D\)](#)

Funding: General Fund (staff time)

Program I-F Congregational Overlay. The faith-based community can play an important role in providing affordable housing in Turlock. The City has identified 343 sites owned by religious institutions with potential for redevelopment over the planning period should the owners wish to pursue that option (see Map 3-912). Current zoning for most of the properties permits housing development; however, cost and familiarity with the development process can be barriers to development even where supportive zoning is already in place. Therefore, to facilitate production of affordable housing projects on properties owned by religious institutions, the City will:

- Adopt a congregational overlay and associated objective development standards that permits affordable housing residential development at up to 24 dwelling units per acre by-right (consistent with Government Code section 65583.2 (h) and (i)) on properties owned by religious institutions where affordable housing is proposed, with associated objective development standards that facilitate achieving the maximum permitted density;
- Provide a program of technical assistance and development support to faith-based organizations wishing to pursue affordable housing developments on their properties. This may include the preparation of factsheets; introductions to qualified design professionals, construction contractors, property management firms, and affordable housing operators; consultations on navigating the development application process;
- Proactively conduct outreach to faith-based organizations in Turlock to raise awareness of programs and incentives available to them for affordable housing development. This may include mailers, phone calls, meetings, and publication of information on the City's website.

Responsibility: Development Services Department

Timeframe: (a) Adopt the overlay by Q4 2028; (b) institute program of technical assistance/support in April of year following rezoning; (c) ongoing with regular reporting annually by April of each year thereafter via Annual Progress Report to HCD

Objective: Increase the supply of affordable housing in Turlock, with a focus on High and Highest Resource neighborhoods. Target construction of 50 units of lower income housing over the planning period in High and Highest Resource neighborhoods (see Table D-9, Appendix D)

Funding: General Fund

Program I-G Downtown Development Incentives. Downtown Turlock is a walkable, mixed use district at the center of the community. While there are few vacant parcels, there is strong potential for redevelopment of older, underutilized commercial properties and some surface parking lots within the downtown area. Zoning regulations currently permit residential development and up to 40 du/ac in the Downtown Core district with waived or reduced parking requirements throughout the area; however, in recent years the area has seen little development activity. Parcel size tends to be small, but there are 10 clusters of adjacent parcels

under common ownership which present opportunities for coordinated redevelopment. Through this program, the City will work with Downtown property owners to understand barriers to redevelopment and identify regulatory, process, and other incentives to address them. Incentives may include increased building height; reduced landscaping requirements in the IR and DCT zones; increased lot coverage in the DCT, TC, and OR zones; incentives for coordinated redevelopment of small lots; and/or a local density bonus program. Based on input from Downtown property owners, the City will implement zoning amendments and other related incentives to stimulate residential and mixed use development downtown.

Responsibility: Development Services Department

Timeframe: Meet with property owners and identify incentives by end of Q4 2026; adopt/implement incentives by end of Q2 2027

Objective: Target construction of 717 new housing units downtown, including 425 for lower income households by 2031

Funding: General fund (staff time)

Goal 2: Remove or Reduce Constraints to Housing Production

Policy 2-1 Periodically review and revise City development standards to facilitate quality housing that is affordable to all income demographics.

Policy 2-2 Monitor all regulations, ordinances, departmental processing procedures and fees related to the rehabilitation and/or construction of dwelling units to assess their impact on housing costs.

Policy 2-3 Ensure that water and sewer providers are aware of the City’s intentions for residential development throughout the City.

Policy 2-3/Policy 2-4 Continue to implement a short-term fee deferral program for single family homes that allows for the deferral of fees until the close of escrow.

Programs

Program 2-A Predevelopment Consultation. Continue to offer regularly scheduled predevelopment meetings to developers with a proposed project where developers have an opportunity to meet with various City staff representing numerous City departments (i.e. planning, building, housing, economic development, engineering, fire, etc.) to discuss project design, City standards, necessary public improvements, and funding strategies. At the predevelopment meeting, educate applicants about the City’s mechanisms for incorporating affordable units in new residential development projects, such as using density bonuses or including ADU/JADUs. Continue offering a “pre-development tip sheet” to project proponents.

Responsibility: Development Services Department

Timeframe: Beginning Q1 2024 and throughout the planning period

Objective: At least 5,802 new housing units by 2031

Funding: General Fund (staff time)

Program 2-B Objective Standards for Multifamily and Mixed Use Development. Turlock is one of 254 jurisdictions in California that has not made sufficient progress toward its Above Moderate and Lower Income RHNA. Accordingly, pursuant to SB423, the City must offer a Streamlined Ministerial Approval Process for housing developments that propose to make at least 10 percent of their units affordable to lower income households. Additionally, the City requires discretionary permits (Minor Discretionary Permits (MDP) or Conditional Use Permits (CUP)) for most multifamily, group homes, and group quarters, and findings the existing ordinance requires for action on both MDPs and CUPs are subjective and, therefore, inconsistent with the requirements of State law, which mandate objective standards for review of residential projects. Through this program, the City will adopt objective standards to meet the requirements of SB 35 and bring the ordinance into compliance with other provisions of the Housing Accountability Act. The City will also prepare application checklist forms that staff can use to quickly determine whether projects are eligible for expedited processing.

Responsibility: Development Services Department

Timeframe: Prepare objective standards by end of Q2 2026; adopt by end of Q3 2026

Objectives: Compliance with State law

Funding: REAP funds

Program 2-C Design Review. Design review of multifamily projects is conducted at the staff level in Turlock with reference to applicable master/specific plan standards and the City's design guidelines, which have not been codified. Through this program, the City will review the design guidelines, translate guidelines into objective standards, and adopt or incorporate into the zoning code. Additionally, as part of this program, the City will amend minor discretionary permit approval findings 2 and 4 to remove subjective findings and replace with objective standards that are based on measurable criteria and verifiable external benchmarks.

Responsibility: Development Services Department

Timeframe: Prepare objective standards by end of Q2 2026; adopt by end of Q3 2026

Objectives: Facilitate development of 2,208 multifamily units by 2031

Funding: General fund and grant funding

Program 2-D Morgan Ranch Sewer Lift Station. The Morgan Ranch Master Plan, adopted in 2015, envisions construction of 1,325 new homes in the southern part of Turlock, including 875 single-family homes and 450 multifamily homes. While the City has been in communication with interested developers in the years since adoption, no housing has yet been constructed. A key barrier to development has been the cost of sanitary sewer improvements needed to ensure adequate sanitary sewer facilities to serve future development in the Master Plan area, including a new lift station and new sewer mains. Development fees adopted with the master plan

were intended to fund these improvements; however, to assist with the financial feasibility of master plan development, the City will construct a sewer lift station consisting of two pumps with capacity of 1.2 million gallons per day at the Golf Road / Glenwood Avenue intersection in the eastern part of the master plan area.

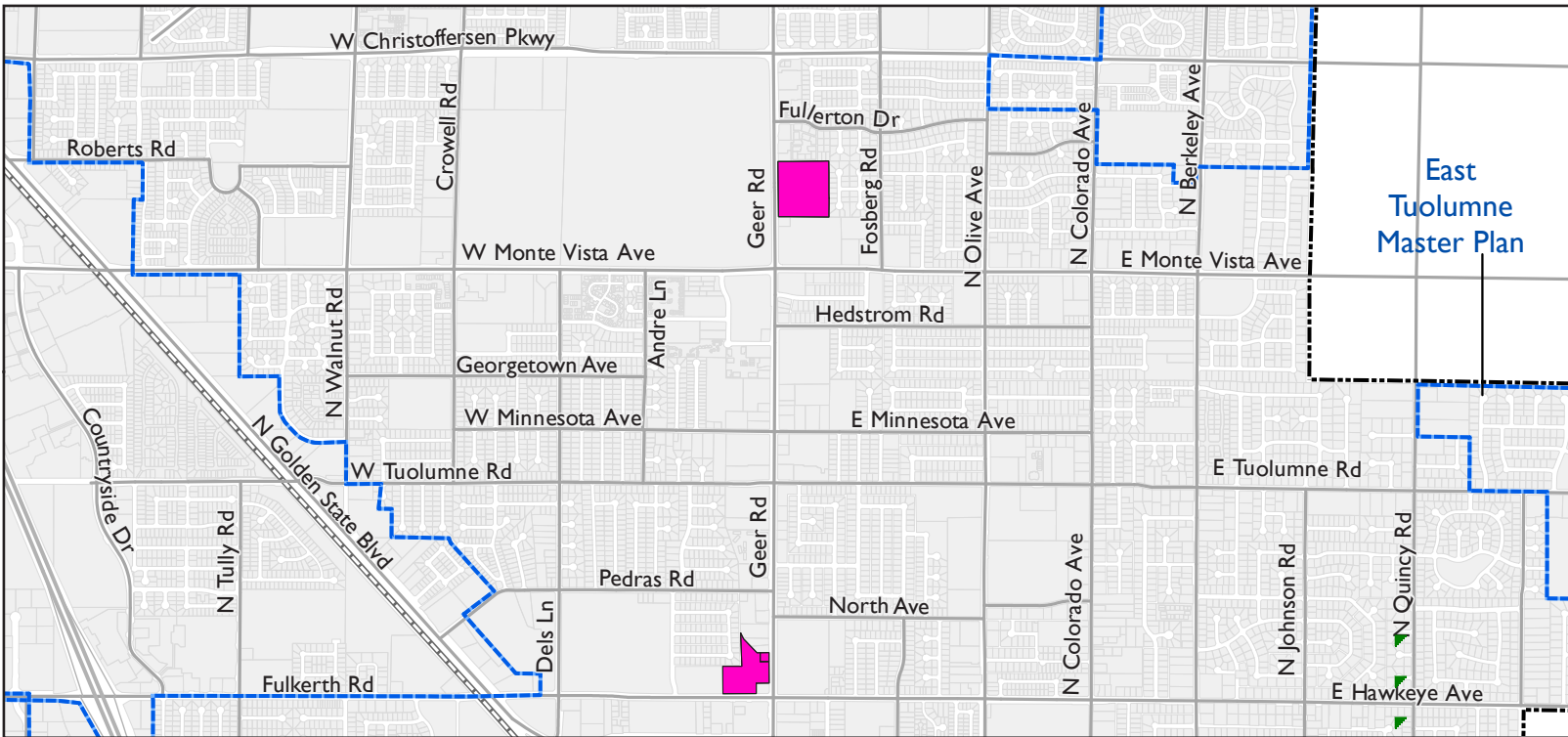
Responsibility: Public Works
Timeframe: Complete construction by end of Q4 2025
Objectives: Facilitate development of 1,325 new homes by 2031
Funding: CFF funds

Program 2-E **By Right Rezoning of Sites from Prior Inventories.** Several sites on the inventory were also included on prior Housing Element inventories (see Map 4-1). As these sites are also anticipated to accommodate lower income RHNA during the 2023-31 planning period, the City will create a zoning provision to allow developments by right pursuant to Government Code section 65583.2(i) when 20 percent or more of the units are affordable to lower income households.

Responsibility: Development Services
Timeframe: Complete rezoning by Q4 2025 Upon adoption (rezoning to be adopted together with Housing Element)
Objective: 2,208 lower income RHNA units by 2031
Funding: REAP funds

Program 2-F **Live-Work Units.** The Zoning Code includes provisions for home-based work in all residential units and for artist' studios in the downtown area that allow a place of residence for the artist as a secondary use subject to a Minor Discretionary Permit. The Code does not, however, provide for live-work units for workers other than artists. Through this program, the City will identify areas appropriate for live-work uses (such as along North Golden State, South Lander, and Geer in proximity to downtown) and revise the Zoning Code to establish provisions for live-work units other professions and vocations beyond artists who want to live and work in the same space. These provisions would treat live-work development as a commercial use with incidental residential subject to conditions intended to protect other uses both within and adjacent to the live-work unit.

Responsibility: Development Services Department
Timeframe: Complete rezoning by Q4 2025 as part of an omnibus code cleanup
Objective: Facilitate permits for 110 live-work units by 2031
Funding: REAP funds

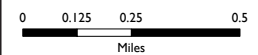
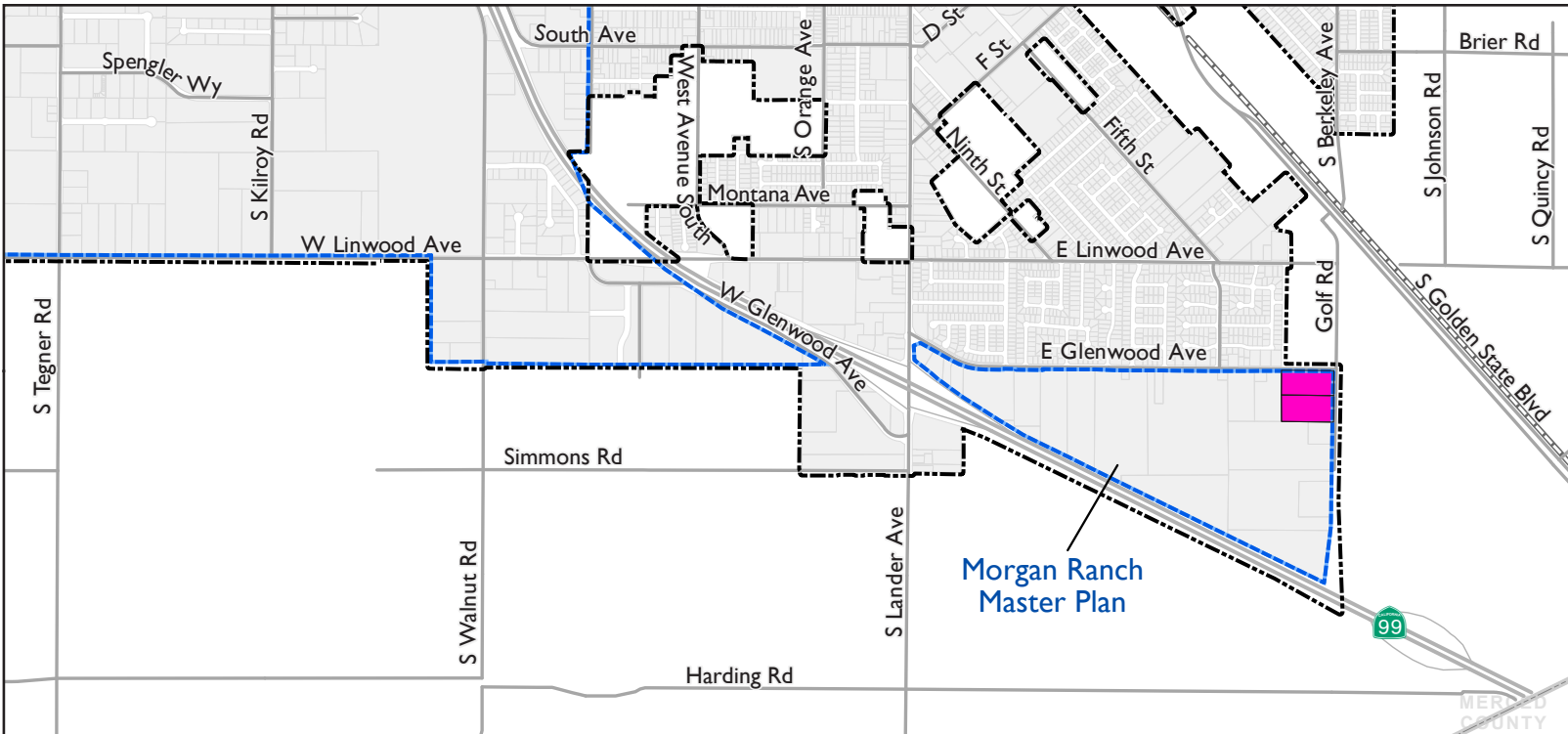


Map 4-1
**Housing Element
 Rezoning to Allow
 Developments by Right**

- Vacant sites included in two or more prior inventories
- Specific/Master Plan Area
- City Limit
- County
- Freeway
- Major Road
- Railroad

Parcels

044-025-007-000
044-025-006-000
072-046-001-000
071-015-017-000
071-015-013-000



Program 2-G Manufactured Housing. The Turlock Zoning Ordinance defines “manufactured housing” as single-family detached housing built to federal standards and allows such housing in all districts where residential uses are permitted, subject to a Minor Discretionary Permit in the R-M district and a CUP in the R-H district. Manufactured housing is also subject to architectural review. However, requiring a discretionary permit for a manufactured housing unit on a lot where stick-built units are permitted by right conflicts with State law. Further, Government Code Section 65852.3 limits architectural requirements imposed on a manufactured home structure to its roof overhang, roofing material, and siding material. Through this program, the City will revise the zoning ordinance to make manufactured housing subject to the same requirements applicable to stick-built units in the same district and amend the Code to allow small residential structures on a mobile base (“tiny homes”) to be treated as a type of ADU.

Responsibility: Development Services Department

Timeframe: Complete rezoning by Q4 2025 as part of an omnibus code cleanup

Objective: Compliance with State requirements

Funding: REAP funds

Program 2-H Zoning for People with Disabilities. Approximately 12 percent of the population in Turlock has a disability, which is comparable to the share of the population of Stanislaus County as a whole. Through this program, the City will amend the zoning ordinance to remove obstacles to providing housing for people with disabilities in Turlock. Amendments will include:

- Revising definitions to incorporate and define the term to refer to “household” and define the term as “one or more persons living together as a single housekeeping unit in a dwelling unit ~~who live together and share household activities and responsibilities and activities, which may include sharing expenses, chores, and eating meals together;~~”
- Including definitions or use classifications for residential care, supportive housing, and transitional housing that classify all accommodations for persons with disabilities as a residential use and cross-reference State law; and
- Establishing use regulations and development standards applicable to housing for persons with disabilities based on the development type.

Responsibility: Development Services

Timeframe: Complete rezoning by Q4 2025 as part of an omnibus code cleanup

Objectives: Compliance with State requirements

Funding: REAP funds

Program 2-I Low-Barrier Navigation Centers. Government Code Section 65660 requires municipalities to allow a Low Barrier Navigation Center (LBNC) to be permitted by right in mixed-use districts and nonresidential zones that permit multifamily development. LBNC means a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing. If the City receives applications for these uses, it must process them ministerially as required by State law. The City will amend the Zoning Ordinance to:

- Revise the Use Classification Descriptions to identify LBNCs as a type of emergency shelter and define them as "A housing first, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing.
- Allowing LBNCs as a by-right use in all zones where mixed-use development is permitted and in all nonresidential zones where multifamily uses are permitted.
- Establish standards applicable to LBNCs that incorporate best practices to entry

Responsibility: Development Services

Timeframe: Complete rezoning by Q4 2026 as part of an omnibus code cleanup

Objective: Compliance with State requirements

Funding: REAP funds

Program 2-J Transitional ~~and Supportive~~ Housing. Transitional housing acts as a bridge between a crisis shelter and permanent housing, providing temporary housing while residents develop more independent living skills and stability. Government Code 65583(c)(3) requires that transitional housing be treated as a residential use and be subject only to those restrictions that apply to other residential uses of the same development type in the same zone. While the Turlock Zoning Code permits transitional housing serving six (6) or fewer is permitted by-right in the R-M and R-H zones, the same limit in the number of residents is not imposed on other housing types in the R-M and R-H zones. Additionally, transitional housing is not clearly permitted by right in the DC, DCT, TC, IR, and OR zones, unlike other multifamily housing types. Therefore, the Zoning Code will be updated to remove the 6-person limit on transitional housing developments in the R-M and R-H zone and to permit transitional housing by right in the DC, DCT, TC, IR, and OR zones, subject to the same standards that apply to other residential uses of the same development type in the same zone. Supportive housing offers permanent, stable living situations for those in need of a continuum of care plan, such as treatment for adult clients with serious mental illness and co-occurring disorders. The Zoning Ordinance will be revised to comply with State law regarding the treatment of transitional and supportive housing facilities. Changes will include:

- ~~• Amending the zoning code to define single-room occupancy (SRO) units as a residential use and establish appropriate standards;~~
- ~~• Allowing SRO development in new and renovated mixed-use buildings and in exclusively residential buildings in CL, CH, and CC zones;~~
- ~~• Revising the zoning code to allow transitional and supportive housing serving seven or more persons subject to the same restrictions applicable to residential development of the same type in the same district and to distinguish transitional and supportive housing uses being established in an existing structure from a new development including these use types.~~

Responsibility: Development Services
Timeframe: Complete rezoning by Q4 20265 as part of an omnibus code cleanup
Objective: Compliance with State requirements
Funding: REAP funds

Program 2-K

Expand Online Transparency. Government Code section 65940.1 requires cities and counties to provide transparency in publicizing land use controls and fees. The Planning Office website provides links to a variety of resources as well as links to downloadable versions of Land Use Plans, Regulations, and Studies. The City must also continue to ensure that the on-line version of the City Code is regularly updated and that revisions to review procedures are available on-line as well as in handouts at the Planning counter. This program commits the City to ensuring these requirements are met and to addressing the recently enacted regulations in Government Code section 65913.3 requiring cities to compile lists specifying information applicants must provide to obtain post-entitlement phase permits.

Responsibility: Development Services Department
Timeframe: Complete rezoning by Q4 20265 as part of an omnibus code cleanup
Objective: Compliance with State requirements
Funding: REAP funds

Program 2-L

Water and Sewer Priority. State law requires that public agencies providing water or sewer services adopt written policies and procedures that grant a priority for the provision of these services to proposed developments that include housing units affordable to lower income households. While there is adequate water supply and sewer capacity to serve existing and projected development under the 2023-31 Housing Element and there has not historically been a need to ration or prioritize supply, to comply with State law the City will adopt a resolution including written procedures for compliance with Government Code Section 65589.7, ensuring that proposed developments that include units affordable to lower-income households are granted priority for water and sewer service allocations and hookups to the City's conveyance system. Consistent with AB-1087 (Government Code Section 65589.7), the City will provide a copy of the adopted Housing Element to water and sewer providers upon finalization of the

~~document and will work with water and sewer providers to adopt written policies and procedures that grant priority for service allocations to proposed developments that include housing units affordable to lower income households.~~

Responsibility: Municipal Services Development Services Department

Timeframe: Adopt by end of 2025 Complete rezoning by Q1-2025

Objective: Compliance with Government Code Section 65589.7 State requirements

Funding: General Fund REAP funds

Program 2-M Permit Processing Time Improvements. Through this program, the City will identify and implement solutions to help reduce the time it takes developers to obtain building permits, including (a) engaging a consultant to audit City processes and documents to identify improvements the Development Services Department can make to help expedite the permit process; and (b) implementing new permitting software which will automate the plan review routing process and track status to help ensure efficient processing. The goal of these efforts is to help improve plan check turnaround times and will add transparency to the process.

Responsibility: Development Services Department

Timeframe: Complete audit by end of Q4 2025; implement software starting Q2 2026.

Objective: Improve plan check turnaround times and will add transparency to the process

Funding: General Fund and Records Management Fees (software purchase and staff time)

Program 2-N Single-Room Occupancy Units. A single room occupancy unit provides living and sleeping space for the exclusive use of the occupant but requires that the occupant share sanitary and/or food preparation facilities with others. This type of housing is an alternative housing that is affordable to extremely low-income households. Turlock's current regulations do not recognize Single-Room Occupancy (SRO) units as a type of housing. The Zoning Ordinance will be revised to comply with State law regarding the treatment of SRO units. Changes will include:

- Amending the zoning code to define single-room occupancy (SRO) units as a residential use and establish standards; and
- Allowing SRO-development in new and renovated mixed-use building and in exclusively residential buildings in CL, CH, and CC zones.

Responsibility: Development Services

Timeframe: Complete rezoning by Q4 2025 as part of an omnibus code cleanup

Objective: Compliance with State requirements

Funding: REAP funds

Program 2-O Reasonable Accommodation Ordinance. To eliminate constraints on requests for reasonable accommodation, the City will adopt a reasonable accommodation that sets forth a clear, accessible process for individuals with disabilities—or developers of supportive housing—to request reasonable modifications or waivers of local land use, zoning, and building rules to ensure equal housing access. The ordinance will outline application procedures, criteria for evaluation, timelines for decisions, and an appeals procedure, all to align local practices with federal and California fair housing mandates.

Responsibility: Development Services

Timeframe: Complete rezoning by Q4 2026 as part of an omnibus code cleanup

Objective: Compliance with State requirements

Funding: General Fund

Program 2-P Transitional and Supportive Housing. ~~Transitional housing acts as a bridge between a crisis shelter and permanent housing, providing temporary housing while residents develop more independent living skills and stability. Supportive housing offers permanent, stable living situations for those in need of a continuum of care plan, such as treatment for adult clients with serious mental illness and co-occurring disorders. Government Code 65583(c)(3) requires that supportive housing be treated as a residential use subject only to those restrictions that apply to other residential dwellings of the same type in the same zone and that it be permitted by right in all zones where multifamily and mixed uses are permitted. Further, State law establishes time limits for review of supportive housing project applications and prohibits cities from imposing parking requirements on supportive housing developments within a 1/2 mile of a public transit stop. While the Turlock Zoning Code permits supportive housing serving six (6) or fewer by-right in the R-M and R-H zones, the same limit in the number of residents is not imposed on other housing types the R-M and R-H zones. Additionally, supportive housing is not clearly permitted by right in the DC, DCT, TC, IR, and OR zones, unlike other multifamily housing types. Therefore, the Zoning Code will be updated to meet all requirements of Government Code section 65651 regarding by right permanent supportive housing, including by:~~ The Zoning Ordinance will be revised to comply with State law regarding the treatment of transitional and supportive housing facilities. Changes will include:

- ~~Removing~~ the 6-person limit on supportive housing developments in the R-M and R-H zone;
- ~~Permitting~~ supportive housing by right in the DC, DCT, TC, IR, and OR zones, subject to the same standards that apply to other residential uses of the same development type in the same zone;
- ~~Clarifying~~ that the City will notify proponents of supportive housing developments regarding the completeness of an application within 30 days of receipt, and once the application has been deemed complete, that the City will complete review of the application within 60 days for projects of 50 units or less or within 120 days for projects of 50 units or more, consistent with State law;

- Revising the findings for granting a conditional use permit for unlicensed group homes for 7 or more residents in Turlock Municipal Code 9-5-604(c) so that they are limited to objective standards that do not constrain these residential uses. Specifically, finding a will be revised to remove the word “adequate,” which is subjective, and instead state that the proposed use will meet the applicable objective standards established in the Code for size and shape; and finding c will be revised to state that the proposed use will not exceed applicable objective standards for noise, odors, or other environmental considerations established in the Turlock Municipal Code to ensure land use compatibility; and
- Waiving parking requirements for proposed supportive housing projects located within a 1/2 mile of a public transit stop. In areas where parking is not waived, amend standards to require that off-street parking for group homes of 6 or fewer residents be consistent with requirements for single-family homes and off-street parking requirements for group homes of 7 or more residents be consistent with requirements for multifamily developments shall be provided based upon demonstrated need but more parking than required for other residential uses within the same zoning district shall not be required; and;
- Monitoring and tracking applications for Unlimited and Large Group Homes and at the midpoint in the planning cycle assess whether the CUP requirement or parking requirements have constrained the development of such uses. If either the CUP or parking requirements is found to be a constraint, amend the zoning code to address the constraint within 6 months of the assessment.
- ~~Amending the zoning code to define single-room occupancy (SRO) units as a residential use and establish appropriate standards;~~
- ~~Allowing SRO development in new and renovated mixed-use buildings and in exclusively residential buildings in CL, CH, and CC zones;~~
- ~~Revising the zoning code to allow transitional and supportive housing serving seven or more persons subject to the same restrictions applicable to residential development of the same type in the same district and to distinguish transitional and supportive housing uses being established in an existing structure from a new development including these use types.~~

Responsibility: Development Services

Timeframe: (a) Complete rezoning by end of Q4-2025 as part of an omnibus code cleanup; (b) Assess whether the CUP requirement has constrained development of Unlimited and Group Homes by the end of Q2 2027 and if required to address a constraint, implement corrective action by the end of Q4 2027

Objective: Compliance with State requirements

Funding: REAP funds

Program 2-Q Treatment of Group Homes. HCD guidance on group homes states that, regardless of the number of residents, group homes that do not provide licensable

services should be permitted in all residential zones in the same manner and subject to the same provisions as other single-family and multi-family uses. However, group homes providing licensable services to more than six residents may be conditionally permitted or subject to other discretionary processes to the extent that such requirements and processes do not represent a discriminatory constraint. Per Section 9-3-202 of the Turlock Municipal Code, Unlimited Group Homes (13 or more residents) are not permitted in the R-E, R-L, or R-L4.5 zones and are permitted with a CUP in the R-M zone and with an MDP in the R-H zone. Large Group Homes (between 7 and 12 residents) are not permitted in the R-E zone but are permitted with a CUP in the R-L and R-L4.5 zones and with an MDP in the R-M and R-H zones. No distinction between facilities that offer licensable services and those that do not is made. Therefore, to comply with State law the City will amend the zoning code to permit Unlimited and Large Group Homes that do not provide licensable services by right in the R-E, R-L, R-L4.5, R-M, and R-H zones subject to the same conditions and standards as apply to other permitted residential uses in the same zones.

Responsibility: Development Services

Timeframe: Complete rezoning by Q4 2026 as part of an omnibus code cleanup

Objective: Compliance with State requirements

Funding: General fund (staff time)

Program 2-R Emergency Shelters. Turlock has established an Emergency Shelter Zoning Overlay which applies in the downtown area and permits these facilities by right, subject to compliance with applicable objective standards. The total number of beds permitted in the overlay is capped at 200, based on usage statistics gathered at the time the Overlay was adopted. Exceptions to the cap are permitted by CUP. However, homeless Point-in-Time (PIT) count data indicates that homelessness has increased since that time and need has been in excess of the 200-bed cap since 2022. Therefore, to ensure that the cap does not preclude the provision of shelter beds needed to meet the need as calculated on the basis of the latest available annual PIT data, the City will increase the cap to 245 beds in Q2 2026 and annually each year thereafter will evaluate the need to raise the cap if needed to accommodate the need as calculated on the basis of the latest available annual PIT data. Linking the annual review to the latest available PIT count data will also ensure that the cap will not deter future emergency shelters that may be needed to accommodate unmet need.

Additionally, amendments to Government Code section 65583, subdivision (a)(4) enacted in 2023 pursuant to Assembly Bill 2339 expanded the definition of “emergency shelters” to include other interim interventions, including but not limited to, navigation centers, bridge housing, and respite or recuperative care. The definition of emergency shelter currently established in Turlock Municipal Code Section 9-1-202 is not consistent with these amendments. Accordingly, through this program the City will revise the definition of emergency shelter in Section 9-1-202 to include other interim interventions consistent with Government Code section 65583, subdivision (a)(4).

Responsibility: Development Services Department

Timeframe: Amend Turlock Municipal Code to increase Emergency Shelter Overlay cap to 245 beds and revise the definition of emergency shelters by Q2 2026

Annually in Q2 each year thereafter, evaluate the need to raise the cap if needed to accommodate the need as calculated on the basis of the latest available annual PIT data and take corrective action as warranted

Objective: Help provide for the needs of homeless individuals in Turlock based on the latest available PIT count; comply with State requirements

Funding: General Fund

Program 2-S ADU Ordinance Review. Section 9-2-119 of the Turlock Municipal Code established regulations for Accessory Dwelling Units (ADUs). The regulations were amended in May 2024 to comply with recent State requirements. Through this program, the City will submit ADU ordinance to HCD for review and, if necessary, amend the ordinance for compliance with State law based on findings from HCD within six months of receipt.

Responsibility: Development Services Department

Timeframe: Submit ADU ordinance for review in Q2 2026; amend ordinance for compliance with State law within six months of receipt of findings from HCD

Objective: Facilitate construction of 80 ADUs by 2031

Funding: General fund (staff time)

Goal 3: Preserve, Rehabilitate, and Enhance Existing Housing and Neighborhoods

Policy 3-1 Work to preserve property values, correct housing deficiencies, bring substandard units into compliance with City codes, and improve overall housing conditions in Turlock.

Policy 3-2 Promote regular property maintenance, emphasizing the importance to long term housing quality.

Policy 3-3 Encourage compatible design of new residential units to help integrate new housing types into established neighborhoods.

Policy 3-4 Encourage the use of building placement, design, and construction techniques that promote energy conservation, including green building practices, the use of recycled materials, and the recycling of construction and demolition debris.

Policy 3-5 Continue working with Stanislaus County on developing and implementing a strategy to incorporate County islands and upgrade infrastructure. This will likely include a combination of directing shared property taxes towards constructing improvements, and drafting a minimal standards agreement for County upgrades.

Programs

Program 3-A Home Rehabilitation Loan Program. The City runs a Rehabilitation Loan Program that helps homeowners and investors preserve and upgrade their homes with a low interest loan. The program is open to homeowners in Turlock who earn less than 80 percent of the Stanislaus County median income, have good credit, and demonstrate the ability to repay the loan while maintaining affordable rent. No down payment is required for participation. The City will undertake the following efforts to increase participation, with specific targeting to residential neighborhoods in DACs:

- Translating the program handout into Spanish and posting on the City website;
- Actively promote participation with public awareness efforts, including mention in citywide email blasts/newsletters; bilingual (EN/ES) fliers in utility mailers; promoting participation and public contact events such as Neighborhood Night Out;
- Amend the program to allow loans to be made available to renter households, subject to financial eligibility and owner approval.

Responsibility: Housing Program Services

Timeframe: Beginning Q1 2024, with reporting via annual action plan

Objectives: Provide 10 loans annually throughout the planning period, [targeting DACs west of the BNSF tracks \(see Table D-9, Appendix G\)](#)

Funding: CDBG and HOME funds

Program 3-B Acquisition and Rehabilitation of Property for Affordable Housing. In collaboration with other HOME Consortium members, continue to acquire, rehabilitate, and sell or operate real property and covenants for affordable housing in Turlock. Prioritize housing for households whose incomes are 50 percent of AMI or below, with the remainder available to households making less than 120 percent AMI. Work through a master contractor to rehabilitate the homes to simplify the process, achieve economies of scale, and enable the funding to cover more properties. Properties may be transferred to non-profit agencies to provide property management services.

Responsibility: Housing Program Services

Timeframe: Beginning Q1 2024, with reporting via annual action plan

Objectives: Provide 14 loans annually throughout the planning period, [targeting DACs west of the BNSF tracks \(see Table D-9, Appendix G\)](#)

Funding: CDBG and HOME funds

Program 3-C Neighborhood Clean Up Programs. Neighborhood beautification is a priority for Turlock and the City operates a number of community clean up programs to encourage residents to clean up their property and their community. A review of code enforcement actions since 2021 indicates that weed abatement, debris

removal, and inoperative motor vehicle abatement are the most common issues. No clear pattern of geographic concentration is evident. In the 2023-31 planning period, the City will continue to operate the following programs promoting the availability with information on the City's website:

- Embrace Turlock's Beauty Day, offering free waste pick up and disposal to Turlock Utility customers citywide;
- Residential recycling, offering a blue cart for commingled (non-sorted) recyclables and a green cart for organic and garden material through a contract with Turlock Scavenger for the collection and disposal of solid waste;
- Leaf Pick Up Day, offering twice annual pick up of leaves and garden waste in all neighborhoods;
- Motor Vehicle Abatement, to keep the streets clear of abandoned motor vehicles by towing vehicles after adequate notice is given to the registered owner; and
- Stanislaus County Household Hazardous Waste Program, accepting household hazardous waste at the County facility at 1710 Morgan Road, Modesto.

Responsibility: Municipal Services Department

Timeframe: At least annually throughout the planning period

Objectives: Enhance neighborhood character and reduce code enforcement actions by at least 25 percent, targeting DACs west of the BNSF tracks (see Table D-9, Appendix G)

Funding: General Fund

Program 3-D First Time Homebuyers Program Refinements. Turlock's First Time Home Buyers Program (FTHB) helps eligible applicants purchase a home with down payment assistance of up to \$50,000 or 40 percent (whichever is less) of the sales price of a home. The program is open to households making less than 80 percent of the Stanislaus County AMI who have completed First Time Home Buyer counseling course, have good credit, and qualify for a new current market rate first mortgage. The FTHB program has been in operation for 20 years and there are currently 100 active loans in the portfolio; however, participation rates have decreased in the last two years due to market conditions and prevailing interest rates. To expand opportunities for homeownership in Turlock, the City will benchmark the FTHB program against programs offered by other cities with similar income-to-finance ratios and identify refinements, such as increasing the allowable debt-to-income ratio for applicants or adjusting the back end ratio, that could be made.

Responsibility: Housing Program Services

Timeframe: (a) complete benchmarking and identify recommended refinements by end of Q4 2025; (b) amend FTHB program to incorporate recommendations by end of Q2 2026

Objectives: Increase participation in Assist B eligible households through the FTHB program over the planning period, targeting participation citywide and in C-RMU zone

Funding: General fund (staff time)

Program 3-E Place-Based Community Improvement Efforts. The City is dedicated to improving the quality of life in Turlock's DACs and low income neighborhoods through infrastructure investments and the provision of programs for residents, including:

- Construction of the Columbia Pool, support buildings, restrooms, and site improvements to serve neighborhoods in southwest Turlock (construction completed Q1 2026);
- Accessibility upgrades to the Marty Yerby Recreational Facility including ADA-compliant restroom improvements and front entrance modifications, along with installation of new lighting, lighting controls, and exhaust fans (completion of construction by end of Q2 2026): This will allow this facility to be utilized again for various youth and afterschool programs and activities;
- Expansion of the Montana Park adding ADA-accessible play areas, sports courts, fitness amenities, picnic spaces, parking, and sustainable bioswale landscaping (completion of construction by end of Q4 2026);
- Repavement and rehabilitation of various street segments (Columbia, Lane, S. Beach, S. Laurel, Farr, Olive, Angelus, S. Orange, Bernell) in the southwest quadrant of Turlock and installation of ADA-compliant access ramps (completion of construction by end of Q4 2026);
- Re-surfacing and re-striping of the multi-purpose court at Columbia Park (completion of construction by end of Q4 2027);
- Establishing a program of incentives to encourage the construction of privately owned publicly-accessible open space and recreational facilities in centrally-located areas underserved by City park facilities. Incentives would be available to projects on and adjacent to sites rezoned to Commercial-Residential Mixed Use in census tracts without existing park facilities and may include bonus density, or waivers or reductions in City fees. Incentives would be identified in consultation with property owners and developers by the end of Q4 2026 and the program would be adopted by end of Q3 2027;
- Identifying strategies to increase access to healthy food for DAC residents in Turlock. Strategies may include partnering with schools and churches to create/expand edible garden programs; offering reduced property tax assessments for land dedicated to community gardens; adopting an urban agriculture incentive zone to facilitate permitting approvals for community gardens; and publicizing calls for healthy food donations to local food banks in City communications. Specific City actions will be incorporated into the General Plan Environmental Justice Element and progress will be evaluated annually following adoption via annual General Plan progress reports to the Planning Commission and City Council. (adopt Environmental Justice Element by end of Q4 2026, with annual reporting through Housing Element APRs each year thereafter)
- Continuing to implement that Active Transportation Plan, which identifies a range of physical and programmatic improvements to strengthen safe routes

to schools tailored to the specific needs of schools and planned proportionately throughout the city. Physical improvements include installation of new and widened sidewalks, bike lanes and boulevards, high-visibility crosswalks and markings, curb extensions and ramps, traffic calming features, improved signage and signals, roadway repairs, and safer school access configurations such as loading zones and drop-off areas. Programmatic efforts involve outreach and enforcement measures, including speed surveys, increased traffic enforcement, crossing guards, coordinated pick-up and drop-off management, operational adjustments (such as street sweeping or trash schedules), and partnerships to improve driver behavior and pedestrian safety around schools. (ongoing implementation with annual progress reporting through Housing Element APRs).

- Constructing roadway and utility infrastructure projects identified in the current CIP, which include 103 projects in DACs (complete construction of all projects by end of Q4 2029).
- Recreational programming, including fitness programs, family events, community traditions, arts, social and educational activities, and a wide range of enrichment classes with scholarships available for participation (annually throughout the planning period); and
- Healthy Alternatives to Violent Environments (HAVEN), a program that provides housing resources and services, financial literacy training, and safety planning to low- and moderate-income victims of domestic violence (annually throughout the planning period).

Responsibility: Municipal Services Department

Timeframe: Timing as noted above

Objectives: Improve quality of life in DACs and low income neighborhoods

Funding: A, Measure L, CDBG

Program 3-F Home Energy and Water Conservation. Continue to promote energy and water conservation in new and existing homes by:

- Supplying bilingual (EN/ES) energy conservation awareness brochures (“100 Ways to Go Green”) in all public meeting places and online;
- Publicizing the availability of State and Turlock Irrigation District energy conservation and renewable energy programs for housing construction and rehabilitation by providing information on the City website and in City newsletters and mailers;
- Periodically updating the "pre-development tip sheet" with information on available energy and water conservation programs; and
- Including a discussion of available programs in predevelopment meetings

Responsibility: Municipal Services

Timeframe: (a) supply brochures and publicize available programs starting Q1 2025, (b) update tipsheet by end of Q2 2025

Objectives: Promote energy and water conservation targeting a 10 percent reduction in new development, citywide by 2031

Funding: General fund (staff time)

Program 3-G Community Land Trust Collaboration. A Community Land Trust (CLT) is a nonprofit organization made up of community residents and public representatives that purchases land to serve local community needs, such as by building and managing housing for low- and moderate-income households. Because they own the land, CLTs can provide a range of affordable homeownership opportunities and housing options for generations. The City will explore a collaboration or partnership with the San Joaquin Valley Community Ownership Project to facilitate the establishment of a CLT in Turlock. The San Joaquin Valley Community Ownership Project offers workshops, technical assistance, and networking services to support the establishment of CLTs community-owned agricultural initiatives. Through this collaboration, the City may contribute meeting space, property, funds, or technical expertise. In particular, efforts should focus on opportunities to acquire rehabilitated housing and land in the southwest of Turlock and in low and moderate income areas for a CLT.

Responsibility: Development Services Department

Timeframe: Target to offer one workshop by end of Q2 2026 and annually thereafter throughout the planning period

Objectives: Promote establishment of a CLT in an LMI neighborhood by 2031

Funding: General fund

Program 3-H Anti-Displacement Strategy. According to data from the Urban Displacement Project at the University of California, residents in three Census tracts in Turlock are at risk of displacement. These tracts, shown on Map [D-2617](#), have a high concentration of low and moderate income households and one of them is also designated as an area of High Segregation and Poverty. Additionally, senior renters on fixed incomes and other low income households throughout Turlock are at risk of displacement if housing prices continue to rise. Through this program, the City will prepare an anti-displacement strategy with the following components to help prevent displacement of vulnerable residents:

- Preserve Subsidized Affordable Units: Create partnerships with the Stanislaus Regional Housing Authority to support acquisition of affordable units at-risk of conversion to market rate; identify a code enforcement specialist on staff to provide technical assistance and information to property owners of lower income units to address code enforcement issues; seek funding to support rehabilitation of substandard multi-family units; and restrict conversion of existing units occupied by lower-income households to short term rentals.
- Preserve Naturally Occurring Affordable Housing: Continue to offer a \$30,000 grant to income-eligible mobile homeowners for necessary repairs to their mobile homes. Utilizing CDBG funding, the City of Turlock runs a rehabilitation program for income-eligible homeowners designed to expand the supply of decent, safe, sanitary, and affordable housing; to correct health

and safety hazards in deteriorating housing, extending the useful life of existing housing. As of 2025, eligibility has been expanded to include mobile homeowners.

- Protect Current Residents: Provide a link on the City’s website to the Stanislaus Regional Housing Authority’s list of Section 8 rental units; partner with Project Sentinel and nonprofits that serve underserved residents within the City to share information on fair housing and tenant rights.
- Awareness and Marketing: In partnership with Project Sentinel, develop an engagement strategy to disseminate information on tenant rights and protections (e.g., source of income, and State rent stabilization and just cause eviction regulations).
- Implementation of Program 3-A Home Rehabilitation Loan Program, Program 5-B Mediation and Enforcement, and Program 5-F Workforce Development Initiatives in coordination with the Anti-Displacement Strategy will also help reduce the risk of displacement for at risk residents citywide and in these targeted areas

Responsibility: Housing Program Services

Timeframe: Prepare anti-displacement strategy by end of Q4 2026, begin implementation in Q1 2027

Objectives: Minimize or prevent displacement of at-risk residents citywide and with an emphasis on tracts with risk of displacement shown on Map D-26 with a target of preservation of 194 assisted and naturally-occurring affordable housing units over the planning period (see also Table D-9, Appendix D)

Funding: CDBG and HOME funds

Program 3-1 Sidewalk Repair Assistance Program. Based on an assessment by City staff, sidewalk conditions in Turlock are generally rated as good; however, some older areas of the city have sidewalk conditions rated Fair/Good or Poor/Fair. These areas tend to have higher concentrations of low and moderate income households and are classified as Disadvantaged Communities (DACs) by the State, pursuant to SB 535. Sidewalk conditions can directly affect mobility, safety, access to transit, and access to schools and services—especially for seniors, people with disabilities, children, and those in historically underserved areas where infrastructure has lagged. Therefore, to address disparities in sidewalk conditions, the City will implement Sidewalk Repair Assistance Program to help property owners repair damaged or unsafe sidewalks more affordably and efficiently with the goal of improving neighborhood safety, accessibility, and walkability. The City will cover 55 percent of eligible sidewalk repair costs up to \$1,250 for typical property owners. For income-qualified property owners, the City increases this to up to 85 percent of costs, capped at \$2,500—directly benefiting low-income households. This tiered assistance reduces financial barriers for disadvantaged residents who may otherwise delay critical repairs due to cost. The program also includes expanded support to simplify

encroachment permitting and administrative steps, helping residents navigate the process more quickly and with fewer hurdles.

Responsibility: Municipal Services Department

Timeframe: Incremental implementation starting in 2026 with a goal of improving conditions to Good throughout the city by 2031

Objectives: Improve sidewalk conditions in census tracts 6099003700, 6099003802, 6099003803, 6099003904, and 6099003906 to Good

Funding: General Fund

Goal 4: Provide a Range of Housing Types and Services to Meet the Needs of Individuals and Households with Special Needs

Policy 4-1 Connect those most at risk of becoming unhoused to programs and services that will help prevent them from losing their homes.

Policy 4-2 Increase access to a continuum of housing, including emergency shelters, transitional housing, and supportive housing, to bridge the gap from homelessness to permanent housing by offering structure, supervision, support, and life skills training.

Policy 4-3 Continue to cooperate and coordinate with other jurisdictions and public service organizations to address the needs of the unhoused in the community.

Policy 4-4 Provide information to low-wage employers in Turlock about various City housing programs that may benefit their employees, including the Mobile Home Rental Assistance, Home Rehabilitation Loan, and First Time Homebuyers Programs, as well as other programs providing rental and mortgage assistance.

Policy 4-5 Maintain participation in the Housing Authority to qualify City residents for existing housing assistance and provide information on the availability of Housing Authority programs to qualified residents.

Programs

Program 4-A Housing for ELI Households and Persons with Special Needs. Recognizing that local funding capacity for affordable housing has been severely diminished by the dissolution of redevelopment agencies, the City will continue to facilitate production of affordable housing, including units targeted to extremely low income (ELI) households and persons with special needs (elderly, disabled/developmentally disabled, large households, female-headed households, the unhoused, and farmworkers), through the following efforts:

- Reaching out to developers and service providers annually to provide ~~Providing~~ administrative assistance upon request to developers seeking available State and federal funding and/or tax credits for the construction of affordable and special needs housing;
- Using funds from the Housing Program to cover impact fee waivers or offset other project costs;

- Fast-tracking the permit process for developers who partner with non-profits to create affordable and special needs housing units;
- Expanding the existing fee deferral program for developers who commit to providing affordable and special needs housing;
- Granting modifications to development standards and/or providing financial incentives consistent with City regulations and State law to developers who commit to providing affordable and special needs housing.

For housing projects greater than 10 units in size with all units affordable to Low-Very Low- and Extremely Low-Income households, target 10 percent of the units as affordable to Extremely Low-Income households.

Responsibility: Housing Program Services

Timeframe: Beginning in Q1 2024

Objective: 130 units for ELI households and persons with special needs during the planning period

Funding: CDBG funds

Program 4-B **Support for Individuals with Disabilities.** Through this program, the City will partner with the Disability Resource Agency for Independence Living (DRAIL) to promote the availability of programs and services for individuals with disabilities in Turlock. An active member of the California Foundation on Independent Living Centers (CFILC) and the National Council on Independent Living (NCIL), DRAIL is a non-profit 501c3 with offices located in Modesto, Stockton and Sonora. DRAIL partners with individuals with disabilities, their families, and their support teams to increase their independence, advocate for their rights, and create fully inclusive communities. Services offered include advocacy and services for persons with disabilities, including housing referral and navigation; home modifications; and support for acquisition and use of assistive technologies. City actions may include providing information and links to DRAIL programs and services in citywide newsletters; and co-hosting informational events.

Responsibility: Development Services Department

Timeframe: Annually throughout the planning period starting Q1 2025

Objective: Increase in participation in DRAIL programs and services by Turlock residents (2023-31)

Funding: General Fund (staff time)

Program 4-C **Support for Senior Independent Living.** Older adults represent a growing share of the population in Turlock, rising from 11 percent in 2000 to nearly 14 percent in 2020. As they age, older adults may need home renovations or modifications that accommodate disabilities to ensure they can continue to live independently. Many seniors also live in fixed incomes, which makes them vulnerable to displacement with rapidly rising housing costs. The City will support senior Independent living by:

- Revising the zoning ordinance to specifically allow deviations from the setback and height requirements for the purpose of providing accommodation for disabled access to an existing structure upon approval of a Minor Administrative Approval;
- Continuing to offer low-income disabled persons and seniors financial assistance to improve accessibility and safety issues in their homes, including through Housing Rehabilitation Loans for projects that address ADA compliance;
- Using federal and State funds to provide new units of supportive housing for older adults and persons with disabilities and/or to renovate housing so that it is suitable for older adults and persons with disabilities;
- Revising the zoning ordinance to require that all housing development with 20 or more units incorporate features based on the HCD Model Universal Design Local Ordinance to increase housing options for older adults and persons with disabilities.

Responsibility: Development Services Department

Timeframe: Adopt code amendments by end of Q4 2027

Objective: Promote retrofit of existing housing throughout Turlock and development of new units

Funding: General Fund

Program 4-D Rental and Mortgage Assistance. Community Housing and Shelter Services (CHHS) provides rental assistance to low income families in Stanislaus County families who have received a 3-Day Notice to Pay Rent or Quit and need assistance in order to avoid eviction. CHHS also provides assistance to qualifying families who need assistance with mortgage payments. Through this program, the City will promote the availability of rental and mortgage assistance and connect residents in need with CHHS staff.

Responsibility: Housing Program Services

Timeframe: Beginning Q1 2025

Objective: Assist 10 household annually throughout the planning period

Funding: General Fund

Program 4-E Homelessness and Related Services. Like so many cities in California, Turlock is experiencing the challenges and impacts of homelessness. There are many factors driving homelessness, including mental health, substance abuse, lack of affordable housing, job insecurity, and medical emergencies. Cities are struggling from insufficient levels of funding, staffing, and other resources to address the complexities associated with our unhoused population. The City of Turlock views homelessness as one of the top priorities, and will continue to address homelessness by:

- Providing financial assistance at least annually as funding is available to non-profit groups providing shelter and/or services for homeless individuals,

which may include public service grant funding, forgivable loans, or other forms of financial assistance including Turlock Gospel Mission, who operate an 80-bed shelter in Turlock, and We Care Program, a 49-bed shelter that serves chronically homeless men over the age of 18;

• Annually or as grant funding is available, applying for or assisting applications by nonprofit groups for funding related to providing shelter and services;

• Providing technical assistance to non-profit groups applying for and/or supporting grant applications

- Remaining an involved stakeholder in the Continuum of Care (CoC) and the newly formed Stanislaus Homeless Alliance (SHA), organizations that function to bring stakeholders and residents together to identify needs, service gaps, and potential solutions and partnerships to address housing and homelessness needs within the region; and
- Publishing a resource guide and a list of service providers in the Turlock area on the City website, including addresses, hours of operation and links to provider websites.

Responsibility: Housing Program Services

Timeframe: Beginning Q1 2025

Objective: To continue to address and find resolution for the unhoused over the planning period

Funding: CDBG funds

Program 4-F Mobile Home Rent Subsidies. Continue to administer the Mobile Home Rent Subsidy program, which provides assistance to eligible existing mobile homeowners who pay space rental amounts exceeding 30 percent of their income to mobile home park operators. Annual certifications are required to determine continuous eligibility. Rehabilitation grants or very low interest rate loans will be available to current residents to make minor repairs on their homes.

Responsibility: Housing Program Services

Timeframe: Annually throughout the planning period starting Q1 2025

Objective: Continue to administer the program for current mobile homeowner residents

Funding: CDBG and HOMERDA Successor Agency funds

Program 4-G Publicize Availability of Public Service Grants and Related Services. Using a portion of its annual CDBG allocation, the City provides public service grants to non-profit groups each year for services such as emergency shelters, meals on wheels, eye care for seniors and youth outreach in Turlock. To better promote the availability of these grants and increase the number and range of applicants, the City will publicize the availability of grants through actions such as:

- Publicizing grant availability on the City website and social media;

- Emailing a noticing of availability to non-profit organizations that the City has worked with in the past, based on a list updated annually;
- Contact developers/providers of permanent and migrant farmworker housing to ensure that these entities are also made aware of available funding; and
- Promoting the availability of funds at meetings of the Turlock Community Collaborative, a group of local nonprofit organizations, government agencies, businesses, and citizens.

Additionally, to promote the availability of services offered by the City, including those provided by public service grant recipients, the City will publicize the availability of services through actions such as:

- Promoting available services on the City website and social media;
- Distributing promotional fliers at public contact events; and
- Providing promotional fliers to Turlock non-profits to post on their bulletin boards.

Responsibility: Housing Program Services

Timeframe: Annually throughout the planning period starting Q1 2025

Objective: Promote the availability of funding for non-profit service providers in Turlock and increase the number and range of grant applications

Funding: CDBG

Program 4-H Pursue State and Federal Funds in Support of Housing Development. The City will continue to pursue available and appropriate State and federal funding sources to support efforts to: construct housing meeting the needs of extremely low-, very low-, low, and moderate-income households, people experiencing homelessness, and permanent and migrant farmworker housing; to assist persons with rent payments required for existing housing units, to provide supportive services; and to provide on- and off-site improvements and public facilities, in support of affordable housing projects. Specifically, the City will:

- Meet annually (and keep in contact with them throughout the year) with private nonprofit and for-profit affordable housing providers and public agencies interested in constructing affordable housing, and permanent and migrant farmworker housing (and keep in contact with them throughout the year), providing special needs housing or shelter, and/or providing supportive services for low-income and special needs residents, including people experiencing homelessness. The purpose of the meetings will be to provide support for funding applications, including technical assistance, for funding requests for affordable housing projects and programs during the subsequent 12 to 24 months. In setting up these annual meetings, the City will

invite participation via direct notices sent to private and public entities that have provided housing or supportive services in Turlock or that expressed an interest in doing so in the past.

- Provide support on an ongoing basis to other entities (nonprofit organizations, for-profit affordable housing providers, and public agencies), as requested each year, that apply directly for state or federal funds. Examples of support to be provided by the City include: (1) expedited processing of planning permits that are needed before an applicant can submit a State or federal funding request or receive funds; (2) providing information to complete a funding request (such as demographic, housing, or economic statistics in support of an application), and (3) providing letters of support for projects or programs that the City has approved (including preliminary or conceptual approval); and (4) identifying housing and service opportunities.
- Annually or as grant funding is available, apply directly for State and Federal funding under programs in which the City must be the applicant, with a goal of securing \$1 million by 2028 and \$2 million by 2031.

In pursuing State and federal funding, and working with other private and public entities to provide affordable housing and supportive services, the City seeks to increase the availability of housing and supportive services to the most vulnerable population groups and those with the greatest unmet needs, such as very low-income seniors, persons with disabilities who cannot live independently, persons with developmental disabilities, people experiencing homelessness, farmworkers and their families, low-income large families, and single-parent households.

Responsibility: Housing Program Services

Timeframe: Annual meetings from 2023-2031; depending on funding deadlines for specific state and federal programs, 2023-2031; semi-annual review and assessment of funding opportunities based on (1) funding availability, cycles and eligible activities for various state and federal programs, (2) projects and programs proposed to the City for state or federal funding, and (3) City staff capacity to prepare funding requests

Objective: Support development of 1,305 very low income units over the planning period and provide for the needs of special needs populations

Funding: General Fund

Program 4-1 Density Bonus Application Procedures. Section 9-2-103 the Turlock Zoning Ordinance references the provisions of State law related to density bonuses under California Government Code Section 65915. The ordinance is structured to always reference the most current codified requirements so that it remains current and there is no need for frequent amendments to track changes in State law. Density bonus applicants make use of the City's uniform development application form, which includes a section used for determining the applicable density bonus under

State law. Application and submittal requirements, review parameters, approval authority and processing timelines are specified in Section 9-5 of the Zoning Ordinance. To ensure that clarity for applicants, the City will amend the text of Section 9-2-103 to clarify the form to be used and cross-reference Section 9-5 where the application procedures and timeframes are established.

Responsibility: Development Services Department

Timeframe: Complete rezoning by Q4 2026⁵ as part of an omnibus code cleanup

Objective: Compliance with State law and clarity for density bonus applicants

Funding: General fund (staff time)

Program 4-J Expiring Covenants. If funding is available, or through interested certified Community Housing Development Organizations (CHDO) and/or non-profit organizations, pursue a program to purchase affordability covenants on existing multi-family units, subject to restrictions that the affordability covenants would be in effect for not less than 30 years, and that at least 20 percent of the units would be affordable to extremely low- and very low-income households. In the event that efforts are not successful, the City will:

- Coordinate with qualified entities
- Ensure compliance with noticing the tenants
- Assist with funding or support funding applications
- Provide outreach education and support to tenants

Responsibility: Housing Programs Services

Timeframe: Complete rezoning by Q4 2026⁵ as part of an omnibus code cleanup

Objective: Compliance with State law and clarity for density bonus applicants

Funding: General fund (staff time)

Goal 5: Affirmatively Further Fair Access to Housing for All in Turlock

Policy 5-1 Ensure that existing and proposed housing in Turlock is available to households regardless of ethnicity, race, family composition or source of income.

Policy 5-2 Enforce fair housing laws and address discrimination in the building, financing, selling, or renting of housing based on race, religion, family status, national origin, disability, or other protected class.

Policy 5-3 Work collaboratively with local non-profit, public, and private sector partners to raise awareness and achieve implementation of fair housing practices.

Policy 5-4 Expand the range of housing types in Turlock in order to better accommodate the varied housing needs of current and future residents.

Policy 5-4 **Policy 5-5** Continue to provide funds when necessary to mitigate the unsettling impacts of temporary and permanent re-location during the construction or rehabilitation of any housing project that has received public funds. Qualified households can receive a grant in the amount based on HUD’s requirements under the Uniform Relocation Act.

Programs

Program 5-A Fair Housing Information. To ensure that all households have equal opportunity to live in the City regardless of their ethnicity, race, household composition, or source of income, the City will continue to inform property owners, staff members, current residents, and those seeking housing in Turlock regarding fair housing rights and responsibilities by:

- Making information available in English and Spanish on the City website and at the housing counter about fair housing requirements, fair housing programs, and agencies where cases of suspected discrimination can be reported.
- Requiring that all recipients of locally administered housing assistance funds acknowledge their understanding of fair housing law and affirm their commitment to the law.
- Encouraging owners and real estate professionals to provide tenants with brochures on their rights and establish procedures for tenants to report discrimination.
- Making sure Housing Program Services staff are aware of fair housing requirements and resources in order to help them recognize and respond to possible instances of discrimination and report to the appropriate NGOs.

Responsibility: Housing Program Services

Timeframe: Prepare Spanish language materials by end of Q2 2025; refresh informational materials and post to City website by end of Q4 each year as appropriate; conduct annual staff information session in Q1 each year

Objective: Provide and regularly maintain information, targeting areas shown on Map D-26 and tracts with high concentrations of low and moderate income households in particular

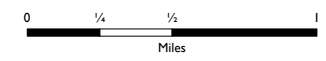
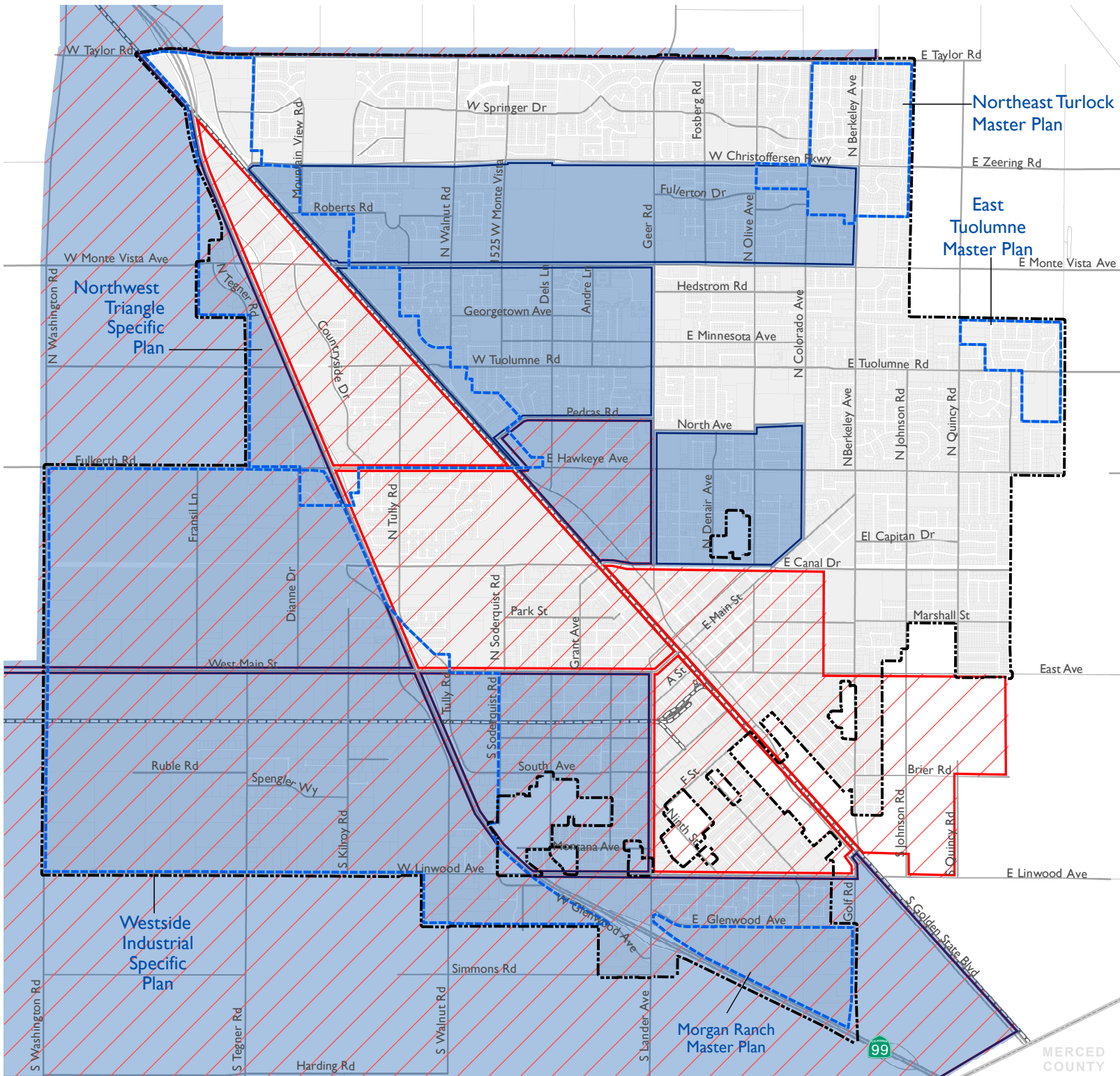
Funding: General Fund and planning grants

Program 5-B Mediation and Enforcement. Disability was the primary basis for fair housing complaints in Turlock between 2014 and 2019, accounting for more than 70 percent of all complaints. Race and familial status each accounted for approximately 12 percent of complaints. In Turlock, linguistically isolated households where adults have difficulty speaking English tend also to be concentrated in areas with the highest rates of renters, rent burdened households, and low/moderate income residents who may be at greater risk of eviction or have greater need for landlord-tenant mediation services. Through this program, the City will contract with Project Sentinel for comprehensive, bilingual fair housing services of complaint investigation, community outreach and education, problem solving and dispute resolution. Services will be provided by trained

Map 4-2
Housing Element
Concentrations of
Linguistically Isolated
Households in Turlock

Statewide Ranking by Census Tract
Linguistic Isolation Percentile

- Top 25%
- SB 535 Disadvantaged Community
- Specific/Master Plan Area
- City Limit
- County
- Freeway
- Major Road
- Road
- Railroad



Source: CalEnviroScreen 4.0, 2022; City of Turlock, 2021; Dyett & Bhakta, 2021

MERCED COUNTY

Program 5-D Disavowal of Racially Restrictive Covenants. Stanislaus County has launched a program to let residents disavow racially restrictive covenants that might exist in the deeds of their homes. While the Supreme Court ruled such covenants were unenforceable in 1948, an unknown number of homes in the county still contain these restrictions, which effectively prevented Black, Chinese, Japanese and other racial or ethnic groups from owning or occupying homes in certain areas, effectively denying them the opportunity to accumulate generational wealth through homeownership. Although the recorded documents are never removed from the public records, modifications and amendments can be recorded to alert the public that the document is no longer valid. The City will promote participation of Turlock homeowners in this initiative at annually public contact events, in Citywide newsletters, and by posting information on the City website.

Responsibility: Housing Program Services

Timeframe: Post information to City website and send e-newsletter by end of Q3 2025; annually each year of the planning period thereafter

Objective Participation of 100 homeowners in County program by 2031

Funding: General Fund (staff time)

Program 5-E Home Sharing and Tenant Matching. Home-sharing and tenant matching programs pair existing homeowners with renters in need of space and may also offer supportive services such as background checks, applicant interviews/screening, and facilitation of living together agreements. These programs make efficient use of existing housing stock and provide affordable rental rates without the need for new construction. Home sharing can be a particularly effective tool to support independent living for seniors and disabled residents while also increasing local housing opportunities for students and lower income earners who work or attend school in Turlock. The Senior Advocacy Network, a non-profit located in Modesto, runs the HomeShare! program that matches Home Providers (people who have a room to rent) with Home Seekers (people who are looking for a room to rent) free of charge, based on shared interests, lifestyles and needs. The City will work with Senior Advocacy Network to expand the program to Turlock, promoting participation by local homeowners by providing information via the website, City newsletters, and public contact events, referring interested parties to HomeShare! program.

Responsibility: Housing Program Services

Timeframe: Beginning in Q3 2025, (a) publish information on City website and update annually as appropriate; (b) publicize the program in City newsletters annually; (c) conduct public outreach annually

Objective: 100 home sharing matches over the planning period, with geographic targeting to homeowners in High Resource neighborhoods

Funding: General Fund and partnership with nonprofit

Program 5-F Workforce Development Initiatives. Data indicates that households with the highest rates of unemployment and the lowest rates of educational attainment are concentrated in areas north and west of downtown in Census tracts designated by the State as Disadvantaged Communities (DACs). These areas also have the highest concentrations of female headed households, who are disproportionately low income in Turlock, where about 36 percent of households are headed by a single woman with children live below the poverty line. Through this program, the City will collaborate with Stanislaus County Workforce Development (SCWD) and non-profit groups such as America’s Job Center of California (AJCC) and Central Valley Opportunity Center (CVOC) to connect Turlock residents with workforce development programs and services. Efforts should target areas with the highest rates of unemployment and the lowest rates of educational attainment in particular. City actions will include promoting the availability of the following programs and services with links posted to the City website and posters/fliers available at community centers in Turlock:

- Job training, career counseling, job search assistance, and skills development programs offered by SCWD, CVOC, and Goodwill Industries of San Joaquin Valley;
- CalWORKs (California Work Opportunity and Responsibility to Kids), which provides temporary financial assistance, job training, and employment services to eligible low-income families, including single mothers and female heads of household;
- Dislocated Worker Programs providing career coaching, skills assessments, vocational training, and connections to employers specifically for individuals who have lost jobs, including female heads of household;
- Family Self-Sufficiency (FSS) Program, which helps low-income families receiving housing assistance to increase their income and reduce dependence on government assistance through case management, employment counseling, financial planning, and goal-setting for economic independence; and
- Project YES (Youth Employment Services), which offers job readiness training, GED preparation, and paid internships for youth (including young mothers) looking to enter the workforce.

Responsibility: Housing Program Services

Timeframe: Post materials by end of Q3 2025, updating periodically throughout the planning period; coordinate annually with SCWD and non-profit partners to track participation rates, targeting a 15 percent increase in the annual number of program participants above the 2025 baseline rate over the planning period, a 10 percent decrease in unemployment compared to 2023 levels among with a focus on low income single women citywide and in southwest Turlock by 2031

Objective: Increase participation rate of eligible Turlock households and boost labor market participation rates in Turlock

Funding: General Fund

Goal 6: Monitor the Effectiveness of Housing Programs

- Policy 6-1** Ensure that the City is meeting State requirements as well as the housing needs of current and future residents by developing and carrying out procedures for tracking progress toward achieving adopted housing goals and objectives.
- Policy 6-2** The City will continue a regular monitoring and update process to assess housing needs and achievements and to provide a process for modifying policies, programs and resource allocations as needed in response to changing conditions.
- Policy 6-3** Work with community groups, other jurisdictions and agencies, non-profit housing sponsors and the building and real estate industry when implementing Housing Element programs.
- Policy 6-4** Provide outreach and information to the community on the availability of programs to address individual housing needs, and will actively involve the community through information, outreach, and review.

Programs

Program 6-A Annual Review. Assess Housing Element implementation and ensure that consistency with the General Plan is maintained through annual review by the Development Services Department and Planning Commission. Provide opportunities for public input and discussion, in conjunction with State requirements for a written review by April 1 of each year, as per Government Code Section 65400. Based on the review, establish annual work priorities for the Development Services Department and Planning Commission.

Responsibility: Housing Program Services

Timeframe: Annually by April 1 of each year

Objectives: Annual review of the Housing Element

Funding: General fund (staff time)

Program 6-B Ensure Adequate Sites Available to Meet City's Share of RHNA. To ensure adequate sites remain available for residential development to accommodate the City's Regional Housing Need Allocation (RHNA) for all income categories, the City shall annually review its Inventory of Available Sites to ensure the City can accommodate its share of the RHNA throughout the planning period. As development projects are considered, the City shall not take action to permit fewer units on a site than projected on the Inventory of Available Sites unless: 1) the reduction is consistent with the general plan and housing element; and 2) the remaining sites identified in the Inventory of Available Sites are adequate to accommodate the City's share of the RHNA. If the remaining sites are not adequate to accommodate the City's share of the RHNA, the City will identify (and rezone, if necessary) sufficient additional sites to meet the City's share of the RHNA. **Further, the City will monitor the progress of entitled and pipeline projects listed in Table**

3-2 including the rent and sales prices of completed projects, undertaking a formal evaluation of status by the end of Q1 2027. If the evaluation determines that sufficient progress toward completion of these projects has not been made and the capacity of the inventory is not sufficient to meet the City's RHNA obligations for all income categories at that time, the City will identify and implement corrective actions by the end of Q4 2027. These actions may include identifying regulatory or process incentives to assist with development feasibility; rezoning; or further process streamlining.

Responsibility: Development Services Department, Planning Commission

Timeframe: (a) Complete review and submit report by April 1 of every year; (b) undertake formal evaluation of entitled and pipeline projects by end of Q1 2027; (c) if needed, undertake corrective action to ensure no net loss by end of Q4 2027~~Ongoing as development projects are considered~~

Objective: Adequate Sites Available for City Share of RHNA

Funding: General fund (staff time)

Program 6-C

ADU and JADU Trends. The City will monitor ADU and JADU permitting/construction trends and affordability in Turlock, reporting performance in its Housing Element Annual Progress Reports. If actual performance is not in line with projections in December 2027, the City will review and take action as needed to ensure compliance with "no-net loss" provisions of State law. As appropriate, corrective actions will include:

- Identifying additional regulatory, process, or financial incentives, based on property owner feedback and updating the municipal code to implement them; or
- If actual production and affordability of ADUs is far from anticipated trends, amending the housing element, identifying additional sites as needed to accommodate RHNA, rezoning within 1 year of the corrective action evaluation.

Responsibility: Development Services Department

Timeframe: (a) reporting with annual report to HCD in April 2024; annually by April of each year thereafter (b) December 2027 for corrective action evaluation (if needed) (c) end of December 2028

Objectives: Track progress toward Sixth Cycle RHNA production goals ensure compliance with State law

Funding: General Fund

Program 6-D Development and Replacement Unit Requirements. The City will require the replacement of units affordable to the same or lower income level as a condition of any development on a non-vacant site identified in the Housing Element consistent with those requirements set forth in Government Code section 65915(c)(3). Replacement requirements apply to sites identified in the inventory that currently have residential uses, or within the past five years (based on the date the application for development was submitted) have had residential uses that have been vacated or demolished, and were:

- Subject to a recorded covenant, ordinance, or law that restricts rents to levels affordable to persons and families of low or very low-income; or
- Subject to any other form of rent or price control through a public entity's valid exercise of its police power; or
- Occupied by low or very low-income households.

Responsibility: Development Services Department

Timeframe: Beginning in Q4 2024

Objective: Protection of existing housing

Funding: General fund (staff time)

Quantified Objectives

California Government Code Section 65583[b] requires that housing elements contain quantified objectives for the maintenance, preservation, and construction of housing. The quantified objectives shown in Table 4-1 set a target goal for Turlock to strive for, based on needs, available resources, and constraints.

Table 4-1: 2023-2031 City of Turlock Quantified Objectivities

Income Category	New Construction ¹	Rehabilitation ²	Conservation/Preservation ³
Extremely Low ⁴	130	11--	15--
Very-Low	1,75	27--	37--
Low	903	4280	12860112
Moderate	1,096	--	--
Above Moderate	2,498	--	--14
TOTALS	5,802	80	112194

1. The total new construction objective is equal to Turlock’s RHNA allocation.
2. Assumes assistance to 10 households annually throughout the planning period through the City’s Home Rehabilitation Loan Program (Program 3-A). During the 2015-23 cycle, the City facilitated rehabilitation of 15 affordable units for lower income households, two of which were for households earning less than 30 percent AMI and five of which were for households earning between 30 and 50 percent AMI. Accordingly, the quantified objectives for rehabilitation reflect the same distribution between income categories for the Sixth Cycle. Home rehabilitation loans from the City and the County are means tested programs typically only available to lower income households. Similarly, income eligibility limits for PG&E weatherization grants typically mean that these funds are only available to lower income households.
3. Assumes preservation of 1412 existing low income homes in Turlock annually throughout the planning period with the use of HOME and CDBG funds for acquisition and rehabilitation of substandard housing (Program 3-B). The quantified objectives for preservation reflect the same distribution between income categories as assumed for rehabilitation, based on the Fifth Cycle funding record. Assumes an additional 67 low income households receive mediation services that prevent displacement through Program 5-B Mediation and Enforcement over the planning period, based on an annual rate of 13 individuals assisted over the 8-year period and a success rate of 65 percent. Assumes that 1 low income household will continue receiving mobile home rent subsidies through Program 4-F throughout the planning period. Assumes that 14 percent of the 100 matches targeted through Program 5-E Home Sharing help senior households age in place, consistent with share of Turlock population aged 65 plus.
4. Stanislaus Council of Governments (StanCOG) RHNA methodology did not assign extremely low income units to jurisdictions. Based on past trends, the City targets 130 extremely low income units over the planning period, which represents 10 percent of the Very Low RHNA allocation.

