

**VISALIA CITY COUNCIL  
STRATEGIC PLANNING WORKSHOP  
January 20-21, 2006**

**FRIDAY, JANUARY 20, 2006  
12:00 p.m. – 8:00 p.m.  
Visalia Convention Center**

**AGENDA**

*(Issues presented and/or discussed may result in Council actions and/or direction.)*

**OBJECTIVES:**

That the City Council, City Manager and Executive Managers:

1. Continue to strengthen the City Council and Staff Leadership Team;
2. Examine core issues identified by the Council and provide preliminary policy direction;
3. Develop a draft fifteen year vision for the future of Visalia;
4. Prioritize and select tentative, near term, strategic goals; and
5. Develop potential action plans to implement selected goals.

**PARTICIPANTS:**

Mayor Jesus Gamboa  
Vice Mayor Greg Kirkpatrick  
Council Member Greg Collins  
Council Member Don Landers  
Council Member Bob Link

City Manager Steven Salomon  
Assistant City Manager Carol Cairns  
Assistant City Manager Michael Olmos  
City Attorney Dan Dooley/Assistant City Attorney Alex Peltzer  
Deputy City Manager Leslie Caviglia  
Administrative Services Director Eric Frost  
Assistant Community Development Director Fred Brusuelas  
Public Works Director Andrew Benelli  
Parks and Recreation Director Vince Elizondo  
Acting Police Chief Bob Williams  
Fire Chief George Sandoval  
Parks & Urban Forestry Manager Don Stone

Facilitator: Sandra E. Tripp-Jones, Sentient Systems, Inc.

## PROCEDURES

Day One – January 20, 2006

*(Times noted are approximate and listed to facilitate work flow)*

Noon	Lunch
1:00 p.m.	Introduction Objectives and Procedures Public Comment
1:20 p.m.	Review of expectations for the Workshop
1:30 p.m.	Standards for the Meeting
1:40 p.m.	Core values of Council for Working Together
2:00 p.m.	Issue Presentations and Council Discussion: <ol style="list-style-type: none"><li>1. Community Cultural Arts Program – Vince Elizondo</li><li>2. Non-Profit Funding – Vince Elizondo</li><li>3. Development Standards – Fred Brusuelas</li><li>4. Citizen Communication – Leslie Caviglia</li><li>5. Update on Organizational Development &amp; Training– Carol Cairns</li><li>6. Four-year Public University – Carol Cairns</li></ol>
3:30 p.m.	Break
3:45 p.m.	Issue Presentations and Council Discussion: <ol style="list-style-type: none"><li>1. Gang Intervention &amp; Prevention in Visalia – Bob Williams and Vince Elizondo</li><li>2. Annexation Processing, LAFCO Sphere of Influence, and Williamson Act – Michael Olmos</li></ol>
5:45 p.m.	Dinner
6:15 p.m.	Issue Presentations and Council Discussion: <ol style="list-style-type: none"><li>1. Long Range Planning – Michael Olmos</li><li>2. Circulation &amp; Parks Capital Funding, Maintenance for Parks and Roads, and Fiscal Alternatives – Eric Frost</li></ol>
8:00 p.m.	Adjourn to January 21, 2006, 8:30 a.m.

**SATURDAY, JANUARY 21, 2006**  
**8:30 a.m. – 4:00 p.m.**  
**Visalia Convention Center**

**AGENDA**

*(Issues presented and/or discussed may result in Council actions and/or direction.)*

PROCEDURES

Day Two– January 21, 2006

*(Times noted are approximate and listed to facilitate work flow)*

- |            |   |
|------------|---|
| 8:30 a.m.  | Gathering and Continental Breakfast   |
| 9:00 a.m.  | Objectives and Procedures<br>Public Comment<br>Standards for the Meeting  |
| 9:30 am    | Review, clarify and complete Council's directions from<br>Issue Presentations   |
| 10:30 a.m. | Break   |
| 10:45 a.m. | Draft Fifteen Year Vision: Review and Clarify   |
| 12:00 p.m. | Break/lunch   |
| 12:45 p.m. | Tentative Priority Goals <ul style="list-style-type: none"><li>• Potential Strategic Goals</li><li>• Select and Refine Tentative Priority Goals</li></ul> |
| 1:45 p.m.  | Break   |
| 2:00 p.m.  | Preliminary Action Plans on Selected Goals, including steps to be taken<br>with the Community, Commissions, Committees, Non-Profit Entities and<br>others |
| 3:10 p.m.  | Break   |
| 3:20 p.m.  | Loose Ends and Feedback   |
| 3:45 p.m.  | Summary and Evaluation  |
| 4:00 p.m.  | Close   |

Date: January 18, 2006

To: Steven M. Salomon, City Manager

From: Vincent A. Elizondo, Director of Parks & Recreation

Subj: Community Cultural Arts Program Item 1 – 2 p.m.

**Background Information:**

For many years, the City of Visalia has been participating in a number of programs designed to facilitate and promote the arts, culture, and tourism within the community. Some examples include the following:

- The distribution of \$10,000 annually in General Fund monies in grants to a number of local entities to provide and promote various arts programs in Visalia. Ten projects were awarded grants this year ranging from \$500 to \$1,500 each (see attached report). This program is administered by the Convention Center staff.
- A recent grant of \$10,000 to the Fox Theatre for building improvements, and a previous grant of \$250,000 to renovate the roof.
- The lease of the Ice House Theatre for \$1 per year to the Visalia Community Players to promote local theatre in the community.
- Support of the traveling art show which is held at the Convention Center so local artists can showcase and sell their artistic creations. This local art is rotated on a quarterly basis at the Convention Center with the proceeds benefiting two local non-profit art groups. Convention Center staff provides \$4,000 in in-kind services for this program.
- The City also supports some of the costs (\$12,000 per year) related to supporting the First Saturday Arts program and the Brews, Blues & BBQ program held during the warm weather months at the Garden Street Plaza by providing Convention Center staff.
- Ongoing support to establish local theatre in the downtown area by supporting the efforts of the Enchanted Playhouse.
- Support of the Arts Visalia program by providing a grant and a loan to renovate their building in the historic section of Oak Street.
- The lease of the Creative Center for \$1 per year to promote arts for the developmentally disabled population within the community.

Should the City take its community and cultural arts program to the next level by allocating more resources towards this program?

Some examples and ideas of an expanded program include:

***Promote and coordinate more cultural awareness events throughout the community.***

An example could be a Downtown Art Walk program in which businesses come to life with art exhibits and demonstrations. Program would include art tours, children's murals, educational talks, and an opportunity to meet local artists; or street festivals that encompasses a designated area in the downtown district filled with vendors that include artists, food booths, non-profit organization displays, and multiple stages of continuous live entertainment; or perhaps a Discover Visalia Tour program designed to provide activities for tourists and our City-wide hotel guests.

***Promote and coordinate a more comprehensive public art program.*** This includes fostering sponsorship and stewardship of a public art program; cultivate audiences for public art; promote and support the work of accomplished artists; consider ways in which public art can play a role in achieving other community building goals and objectives.

***Promote and coordinate music and dance events throughout the community.*** Examples include "Alive After 5" (Ventura) which is an event in the old town area featuring different musical themes each month; a Concerts in the Park series; to promote a more comprehensive menu of art programs and classes for our youth; adult dance (ballroom, salsa, hip-hop) programs; working to bring more "professional acts" on a consistent basis to the Visalia Convention Center and/or the Fox Theatre.

***Promote and coordinate the performing arts throughout the community.*** Examples include expanding local youth theatre and workshops; promoting theatre arts in our after-school programs; organizing out-of-town bus tours to cultural museums, musical or theatrical performances, arts shows, etc.

***To work as a facilitator on a full-time basis to coordinate the community wide efforts of a community cultural arts program.*** Examples include coordinating the activities of local art committees, organizations, calendar, publications, resources, and funding opportunities; or organizing a workshop to assist artists in creating a business plan to assist them in reaching their artistic goals; or organizing a class designed to bring the local media and our local artists together for an exchange of ideas; establishing a Visalia Cultural Arts Committee.

**City Staff Recommendation:**

If the Council feels this is a high enough priority, resources could be allocated in a number of different ways:

1. By providing funding for local vendors (consultants) to initiate a designated menu of arts and/or cultural programs throughout the community. The City could initiate Requests For Proposals (RFP's) for a local program. It's important to note that the City has received a proposal from a local vendor interested in providing a menu of new arts and cultural programs within the City of Visalia; or
2. By allocating additional staff resources and an operational budget within the Convention Center budget to initiate a program of additional arts and/or cultural programs within the community. Previously there was a cultural arts and entertainment position at the Convention Center; or
3. By allocating additional resources and an operational budget within the Parks & Recreation Department budget to initiate a program of additional arts and/or cultural programs within the community. For many years (before the budgetary cutbacks of the early 1990's), the Recreation Division had a successful arts and cultural events program.

A combination of options 1, 2, and 3 could also be initiated.

If additional resources are allocated by the Council, the entity receiving those funds should work closely with existing arts and/or cultural groups, the Chamber of Commerce, the downtown merchants, local economic development groups, etc. to better coordinate and promote the arts and cultural programs in Visalia.

Sincerely,

Vincent A. Elizondo, Director  
Parks & Recreation Department

Approved For Submittal to the City Council:

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**Steven M. Salomon, City Manager**

Date: January 17, 2006

Item 2 – 2 p.m.

To: Steven M. Salomon, City Manager

From: Vincent A. Elizondo, Director of Parks & Recreation  
Gus Aiello, Finance Manager

Subj: City's Non-Profit Funding Program

**Background Information:**

For many years, the City of Visalia has been funding a number of non-profit agencies that provide youth services in the community. As directed by the City Council, this program has recently been administered by the Citizens Advisory Committee (CAC).

Currently, the City is providing just over \$105,000 in annual funding to six different entities through a non-competitive grant process. The funding source for these grants is the general fund.

As part of the ongoing evaluation process for this program, a CAC sub-committee has been working to refine this program for future consideration by the City Council. At the regular CAC meeting in December 2005, a presentation was given by Chairperson Adam Peck regarding his recommendations for this program. The CAC unanimously approved these recommendations.

The recommendations are outlined below:

- To clarify the overall role and responsibility of the CAC in the funding process for the non-profit program.
- To identify the total amount of funding available for the non-profit groups (before the budget process begins) and to establish a “maximum amount” that any one agency can receive as a grant.
- To further refine the eligibility criteria in order to apply for grant funding. Should all applicants be private non-profit groups or could other private, public, or “for profit” agencies be eligible to apply for monies? Should monies be restricted to recreational, social, or educational purposes?
- Greater controls on the use of the grant monies should be defined by the City. This process would include the development of a program contract, a scope of service, well defined project goals, and site visits to project areas.

- A cash match should be required by all entities. A match would demonstrate an entity's commitment to a project and/or a program. Currently there is no match required by an entity receiving City funding.
- To establish a Request for Proposal (RFP) process for all interested entities in the community that may have an interest in providing youth services. This would create a fair and equal process in the distribution of City funds.

City staff would like to add that there are many models to follow to improve on the existing process from the point of application to the point of awarding the funding. An example is the United Way grant funding program.

Another point for consideration is to give more authority to the CAC in "finalizing" the recommendations that go to the Council for final approval regarding that amount of funding allocated to each entity.

**City Staff Recommendation:**

The Council should direct City staff to refine the recommendations of the CAC and bring back a staff report to the Council in late February or early March with a proposed program plan for the funding of youth serving agencies in Visalia.

Sincerely,

Vincent A. Elizondo, Director  
Parks & Recreation Department

Gus Aiello, Finance Manager  
Finance Division

Approved For Submittal to the City Council:

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**Steven M. Salomon, City Manager**



# **City of Visalia**

## **Memo**



To: City Council  
From: Fred Brusuelas  
Assistant Director Community Development  
Date: January 18, 2006  
Re: City Council Retreat/ Issues Regarding Development Standards / Item 3 – 2 p.m.

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### **Introduction**

This item is being included for discussion at the retreat to refresh the Council on development standards that are being studied and to get any additional input the Council may want to provide. The City Engineer and City Planner on June 20, 2005 made a workshop presentation to the City Council regarding design standards and the need to evaluate the current standards in response to new development trends.

Based upon the City Engineer and City Planner evaluation, the City Council authorized the staff to proceed with amendments to the Subdivision Ordinance and Zoning Ordinance development standards. The following were items were approved for amendments by the City Council on June 20, 2005:

#### **SUBDIVISIONS:**

- a. Cul-de-sac length and diameters*
- b. Number of lots or dwelling units along cul-de-sac streets*
- c. Block length*
- d. Number of lots or dwelling units along block length*
- e. Small lot sizes and shapes*
- f. Flag lot sizes and shapes*
- g. Pedestrian access*
- h. Ponding (storm water) lot sizes and shapes*
- i. Solar access design (east-west streets)*
- j. Open space criteria*
- k. On street parking*
- l. Driveway design and orientation*
- m. Block wall location (local streets)*
- n. Multiple family residential lot design*

## ZONING:

- a. Livability design standards related to trash pick up, parking and useable open space*
- b. Home owner association requirements*
- c. Pedestrian connectivity*
- d. Multi-plex residential project design related to multiple ownership and common areas*
- e. Intent and purpose to create livable and walkable neighborhoods and communities*
- f. Clarify definitions of net density area and gross density area*
- g. Lot size and shapes for small parcel projects*
- h. Lot coverage for small parcel projects*

It was recommended by the City Council that the Development Standards Task Force review and comment on the amendments prior to Planning Commission and City Council action.

The Development Standards Task Force has to date discussed and made recommendations on Pocket Parks, Big Box Commercial Development, and Small Lot Residential Development. The Task Force is presently reviewing guidelines for Multiple Family Residential Development.

***Recommendation: Staff recommends that the City Council reaffirm its interest in amending the City's Development Standards. To expedite the process, staff will seek to hire a consultant for assistance in the amendment preparation. In addition the Council may want to comment on additional items such as Paseo's (pedestrian corridors and sidewalks), Gated Community Standards, Cul-De-Sacs, Street Circulation and Standards for Multiple Vehicular Access Points should be discussed.***

## ARCHITECTURAL DESIGN GUIDELINES:

Issues related to architectural design have been raised periodically.

***Recommendation: Staff recommends the City Council discuss this item and direct staff accordingly.***



January 12, 2006

TO: Steve Salomon  
FROM: Leslie Caviglia  
SUBJECT: Citizen Communication Item 4 – 2 p.m.

Communication with our citizens continues to be an area of emphasis for the Visalia City Council and City Staff. As you requested, I am outlining some of our current communication efforts, and enhancements that are underway/currently being evaluated.

In the past two years, we have revived the Visalia Today television show, which features 2 City services/issues/project/personnel each month. Last year, we taped eleven 30-minute shows which ran twice a week. They covered a number of areas of interest including interviews with the Mayor and City Manager, and on a number of informational items including economic development, transit, recycling, household hazardous waste, the Convention Center, the paramedic program, committees and commissions, getting a job with the City, federal lobbying activities, volunteer programs, the East Downtown Plan, the airport, the sports park, graffiti, downtown development/parking, police operations and the community campus on NW 3<sup>rd</sup>.

For 2006, we recently taped a show on emergency preparedness, and on building inspection/what steps a resident should take if they want to do an addition, build a patio, add a storage area, etc. Next month, we have a segment scheduled with Mayor Gamboa and with Vince Elizondo to talk about the new gym at the Anthony Recreation Center and other changes in Parks and Recreation.

The year, we also made better use of our utility statement stuffers. We can send up to 6 stuffers a year. In 2005, information provided to residents included a handy "numbers to call" listing, transit, household hazardous waste, solid waste rates, holiday schedules and water conservation.

We also expanded the City news in the three Recreation Brochures published each year so that each issue contains some general City news. Topics covered last year included the Civic Center community meeting, street improvements, Measure T, water conservation, Inside City Hall, and the East Downtown Plan.

One of the more popular new tools has been the *Inside City Hall* newsletter. It generally goes out twice a month to more than 500 City employees and about 300 people who have signed up for the free e-mail publication.

In the coming year, one of our main areas of emphasis will be to expand the e-mailing list to at least 1,100 by the end of 2006, and to 1,50 by the end of 2007. We are identifying target groups that we are going to mail a recent copy to and encourage them to e-mail us or send via return post card their e-mail address so they can be added to our newsletter list. The newsletter appears to be quite effective because it is timely, easy to read and free.

In addition, we have added more informational inside cards on the City Coach Buses. These are mini-billboards that are about 11x17 that are put on the headers inside the buses. Information has been provided on water conservation, household hazardous waste, recycling, and the City's job hot line. A relatively inexpensive mechanism, updated car cards provide timely information to the more than 1.4 million people annually (approximately 3,800 a day) that ride City Coach.

Another tool we are looking forward to using more in the future is the City Watch phone system. It has the capability of telephoning every household/business in a given area with a pre-recorded message. We believe this will be an effective tool, especially when there is specific information that needs to be transmitted to a targeted audience. For example, it will probably be used as one notice to the businesses in and around the new parking structure prior to the closure of the existing parking lot on Acequia.

The City Clerk's office will also be looking at enhancing the communications with our Committees and Commissions. This talented group of committed community volunteers can be one of our best sources of information to other community members. We will be recommending additional communications and training opportunities, as well as a more formal work program and reporting system regarding the work the Committees and Commissions are undertaking. We believe this will strengthen the whole Committee and Commission system, and provide more opportunities for public discussion of their work.

By far one of the best communication's tools that we have is the City website; however, the design and the content management system are sorely out-of-date. Last summer, Council approved start up money to begin the redesign process. An internal committee has been exploring options, and is recommending a 2006/07 and 2007/08 CIP budget request to update the system.

In addition, we will be assessing our communication's efforts and recommend and implement options for the future. There are certainly some relatively inexpensive yet effective mechanisms, like a speaker's bureau, that can be organized and promoted that will provide more information to our citizens. Resource material has been obtained from the League of Cities, and an assessment of other city's effective communication's tools will be conducted. We expect to provide you with our recommendations by the end of July, 2006. Any comments from the Council would be appreciated.

**City of Visalia  
Agenda Item Transmittal**

**Meeting Date:** January 20, 2006

**Agenda Item Number (Assigned by City Clerk):** Item 5 – 2p.m.

**Agenda Item Wording:** Update on Organizational Development and Training

**Deadline for Action:**

**Submitting Department:** Administration

**Contact Name and Phone Number:**  
Carol L. Cairns, Assistant City Manager 713-4324

For action by:  
 City Council  
 Redev. Agency Bd.  
 Cap. Impr. Corp.  
 VPFA

For placement on which agenda:  
 Work Session  
 Closed Session  
 Regular Session:  
 Consent Calendar  
 Regular Item  
 Public Hearing

Est. Time (Min.): \_\_\_\_\_

**Department Recommendation and Summary:**

The City currently employs 525 full time employees and over 200 hourly employees. As the organization continues to grow an inherent risk of separation and isolation among departments can occur. In order to maintain a healthy and well balanced organization, employees must be well trained and well connected inside and outside the organization. Employees also need training and exposure to the total organization and the community in order to be prepared for promotional opportunities.

A variety of approaches can be used to enhance organizational connectivity. The key is to ensure that employees do not become isolated within their individual departments and that they have resources available to assist them in professional growth and development.

The city is currently embarking upon several training programs to accomplish professional and organizational development as well as cross training.

- Beginning April 1, 2006, a 6 month administrative intern program is being implemented between City Administration and the Fire Department. A Fire Battalion will be assigned to work on special assignments with various city staff to enhance organizational knowledge and skills. Assignments include such areas as disaster preparedness, community relations, legislative overview, annexations, and landscape and lighting maintenance assessment district. The five Battalion Chiefs will rotate through the program every 6 months. The program will eventually be offered to other management personnel as well.
- Discussions have also taken place with Kaweah Delta District Hospital to evaluate the possibility of joint management training.
- Meetings have been held with Fresno Pacific University to offer selected training topics during lunch time. These short topics are being developed by the Human Resources Department and implementation should be within 30 days.

- A variety of organizational work programs have been identified such as: health benefits, performance indicators, city wide employee benefits, purchasing process, citywide time keeping process unified reporting process, succession planning, records management, and city wide safety efforts, etc. Work teams consisting of employees from various departments will be developed to evaluate the issues and make recommendations to city management.
- A Supervisors and Managers training program is currently being evaluated and will be reported to the City Manager by April 1, 2006.

These programs are a beginning step in increasing the overall connectivity of the organization and providing employees with the training and resources to attain professional growth and the opportunities for promotional opportunities.

**Prior Council/Board Actions:**

**Committee/Commission Review and Actions:**

**Alternatives:**

**Attachments:**

**City Manager Recommendation:**

**Recommended Motion (and Alternative Motions if expected):**

***Financial Impact***

**Funding Source:**  
 Account Number: \_\_\_\_\_ (Call Finance for assistance)

**Budget Recap:**

Total Estimated cost: \$	New Revenue: \$
Amount Budgeted: \$	Lost Revenue: \$
New funding required: \$	New Personnel: \$
Council Policy Change: Yes____ No____	



## City of Visalia Agenda Item Transmittal

**Meeting Date:** January 20, 2006

**Agenda Item Number (Assigned by City Clerk):** Item 6 – 2 p.m.

**Agenda Item Wording:** Authorization for Continued City Council Support of Pursuing a 4-Year Public University in the Tulare/Kings County Area.

**Deadline for Action:**

**Submitting Department:** Administration

**Contact Name and Phone Number:** Carol L. Cairns, Assistant City Manager 713-4324

For action by:

- City Council
- Redev. Agency Bd.
- Cap. Impr. Corp.
- VPFA

For placement on which agenda:

- Work Session
- Closed Session
- Regular Session:
- Consent Calendar
- Regular Item
- Public Hearing

Est. Time (Min.): \_\_\_\_\_

**Department Recommendation and Summary:**

City Council has a stated objective to have a 4-year Public institution opportunity in the Tulare/Kings County area. The two county area has a population of almost 600,000 persons, and is in significant need of higher education programs and degrees.

The presence of a local 4-year Public institution could raise the percentage of persons holding undergraduate degrees in the Tulare/Kings County region which is well below the statewide percentage.

The benefits of advanced education programs in the community include but are not limited to:

- Creation of a higher educated work force
- Higher paying jobs
- Retention of students in the community who otherwise would attend colleges and universities outside the area
- Increased cultural and educational opportunities in the community
- Increased need for commercial and business growth
- Increased opportunities for higher education of students not economically able to attend colleges and universities outside the area

Staff continues to work with Fresno Pacific University, Chapman College, University of Phoenix and Cal Poly San Luis Obispo to offer higher education classes and degree programs in Visalia. All but Cal Poly are currently working with the City to locate or build larger facilities.

The City also continues to work with Fresno State University to improve and increase their program on the COS campus. The advantage of this satellite degree program is the local setting and the expense of the State University system is not as expensive as the private universities.



A new committee has been established under the umbrella of the Tulare County Economic Development Corporation. The Mission of this group is to work collaboratively to improve community systems that have an impact on learning and workforce competitiveness. The Goal is to provide higher education degree opportunities to a broad segment of the population for the residents of Tulare and Kings County and surroundings area within 15 minutes of their residency.

The committee is made up of representatives from the Cities of Tulare, Porterville, and Visalia. School district officials as well as Chamber of Commerce officials from each of the cities are also represented. In addition the Visalia Economic Development Corporation and the AgriCenter are represented. This group has developed a work program and a funding mechanism and will be addressing the City Council in the near future to request support for the program.

One concept that has been discussed and researched is the idea of having one main facility house a number of higher education institutions. College of the Canyons in Santa Clarita is an example of this concept. This concept allows for sharing of facilities, and resources. It allows the student to have more choices in degree programs and creates synergy among the institutions as opposed to competition for students enrollment.

The Governor's California Partnership for the San Joaquin Valley has also identified providing for more college degree programs in the San Joaquin Valley as a major topic and has devoted a specific work group on this issue. The City is represented on this work group and we are hosting the next work group meeting Visalia on February 1, 2006. Their final report will be presented to the Governor on November 1, 2006.

**Prior Council/Board Actions:**

**Committee/Commission Review and Actions:**

**Alternatives:**

**Attachments:**

**City Manager Recommendation:**

**Recommended Motion (and Alternative Motions if expected):** I move the City Council support pursuing a 4-year Public University in the Tulare/Kings County Area.

***Financial Impact***

**Funding Source:**

Account Number: \_\_\_\_\_ (Call Finance for assistance)

**Budget Recap:**

Total Estimated cost: \$	New Revenue: \$
Amount Budgeted: \$	Lost Revenue: \$
New funding required: \$	New Personnel: \$
Council Policy Change: Yes____ No____	

Copies of this report have been provided to:

***Environmental Assessment Status***

**CEQA Review:**

Required? Yes No

Review and Action: Prior:  
Required:

**NEPA Review:**

Required? Yes No

Review and Action: Prior:  
Required:

**Review and Approval - As needed:**

**Department Head Review (Signature):**

**Risk Management Review (Signature):**

**City Attorney Review (Signature):**

**Administrative Services Finance Review (Signature):**

Others:



# INTEROFFICE MEMORANDUM

Date: January 18, 2006

To: Jesus Gamboa, Mayor  
Greg Kirkpatrick, Vice Mayor  
Greg Collins, Councilman  
Don Landers, Councilman  
Bob Link, Councilman

From: Bob Williams, Chief of Police  
Vincent Elizondo, Director of Parks & Recreation

Subject: Gang Suppression, Intervention, & Prevention in Visalia / Item 1 – 3:45 p.m.

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The gang plague that has taken hold in various communities in our country and around the world does not have a solution. No matter how quickly or in what numbers law enforcement makes arrests of gang members and how high the conviction rate is of these arrests, the overall street gang problem will not curb until prevention and intervention tactics are expanded and refined. We cannot arrest our way out of the street gang problem. The standing philosophy to oppose the street gang culture continues to be a three-part strategy:

1. **Suppression**  
The aggressive collection of intelligence and information on gangs, its members and associates, along with the arrests and convictions of gang members who commit crimes.
2. **Intervention**  
The process of convincing gang members and gang associates to break away from street gang membership and its lifestyle.
3. **Prevention**  
The convincing of potential gang members to not join a gang and to not associate with those who have chosen this lifestyle.

Not one of these three strategies is more effective or important than the other two. In order to make any progress in the fight against street gangs, equal resources and energy must be directed into all three portions of this strategy.

Gang suppression is our society's first choice of action following a violent outbreak of gang activity. This is not an inappropriate reaction as we all want justice and the perpetrators of violent crimes arrested and brought to trial. However, the other two strategies, intervention and prevention, should be at least equally funded in relationship to suppression efforts.

We cannot arrest our way out of the street gang problem. In order to make progress, a reduction in the number of new gang members joining gangs must be targeted and reduced, along with other efforts to reduce the numbers of existing gang members. Efforts to arrest and incarcerate gang members for the crimes that they commit do nothing towards the reduction of our total gang membership. Gang members who are in jail or in prison only strengthen their commitment to this lifestyle.

The penal institutions warehouses criminals and, thus, keep them out of contact with society while imposing little influence in affecting the choices that these individuals make and imposing no change in related to the lifestyle that they choose to live. Gang members who become incarcerated for the crimes they have committed actually exit penal institutions with a higher gang status than what they entered the institution. While society view incarceration as one of the most severe punishments allowed by our constitution, street gang members view incarceration as a method of rising through the ranks of the street gang structure and increasing their prowess and standing in the street gang culture.

The Visalia Police Department presently has one sergeant, one agent and five officers assigned to full-time gang suppression. This unit expends approximately \$689,000 in salary and benefits from the Visalia Police Department budget. Much, much more of the Visalia Police Department's budget is spent on gang suppression as the Violent Crimes Unit, Narcotics Unit, Traffic Unit and the officers in general Patrol assignments constantly and aggressively work on gang suppression projects.

Statistics on enforcement efforts are available, along with the number of violent crimes that are thought to be gang related. Sufficient resources appear to currently be in place or are available to be moved into place to provide an adequate level of gang *suppression* at the current gang activity level and also should a spike in violent crimes related to gang activity occur. However, more City and area resources need to be applied to fight gangs through *prevention* and *intervention* strategies, as well as maintaining our current level of gang *suppression* efforts.

### **Intervention & Prevention:**

Gang suppression is primarily a function of law enforcement. Intervention and prevention are typically a community wide challenge in terms of providing positive alternatives for at risk youth.

While many agencies and groups in Visalia are implementing wonderful programs designed to prevent youth from joining gangs --- the approach seems to be fragmented --- meaning many agencies are operating in the vacuum of their own entity or neighborhood.

In studying successful models being implemented around the country, the first step to a successful gang prevention program is to bring all of the various stakeholders together to develop a comprehensive plan.

The more successful models seem to bring together the following elements:

- **Community Mobilization:** Involvement of local citizens, including former gang members, community groups and agencies, and the coordination of programs and staff functions within and across other agencies.
- **Opportunities Provision:** The development of a variety of specific education, training and employment programs targeted at gang involved and youth at-risk becoming involved in gangs.
- **Social Interaction:** Youth serving agencies, schools, grass roots groups, faith based organizations, police, and other criminal justice organizations “reaching out” and acting as links among youth and their families.
- **Suppression:** Formal and informal social control procedures, including close supervision or monitoring of gang youth and at-risk youth by agencies in the criminal justice system and also by community based agencies, schools, and grass roots groups.
- **Organizational Change and Development:** Development and implementation of policies and procedures that result in the most effective use of available and potential resources, within and across agencies to address the gang problem.

Many models contend that the lack of social opportunities available to at-risk youth less than 22 years of age and the degree of social disorganization present in a community largely account for a community’s gang problems. These models suggest other contributing factors, including poverty, institutional racism, social problems, and a lack of social controls.

No one agency can resolve the gang problem by itself. Any successful strategy is going to be multi-faceted and/or multi-layered and should include some or all of the following elements:

1. A steering committee to oversee and guide the project; a clear assessment of current conditions; the establishment of goals and objectives for the program.
2. Targeting of the areas(s) and those populations of individuals most closely associated with the problems.

3. A mixture of the five key strategies listed above: community mobilization, social intervention, opportunities provision, suppression, and organizational change/development.
4. A direct contact intervention team that includes police, probation, outreach staff and others.
5. A plan for coordinating efforts of, and sharing appropriate information among, those who work with the youth on a daily basis, the Steering Committee, and the persons within the partner organizations.
6. Community capacity building to sustain the project and address issues that are long term in nature.

**City Staff Recommendation:**

Any successful strategy to deal with this community-wide problem will be comprehensive and potentially very expensive. As an initial first step in the process, City staff is recommending that the Council authorize staff to make recommendations at a council meeting in February on the preparation of an assessment and evaluation of all current programs, ideas, and resources, being devoted to gang prevention and intervention in the community. A plan would then be developed that addressed all components of gang activity.

Approved For Submittal To The City Council:

Steve Salomon, City Manager

# MEMORANDUM

DATE: 1/13/2006

TO: Steve Salomon, City Manager

FROM: Eric Frost, Administrative Services Director

SUBJECT: Circulation & Parks Capital Funding, Maintenance for Parks and Roads and Fiscal Alternatives – Item 2 6:15 p.m.

Streets

One of the principal assets of Visalia is her streets. The City expends a great deal of money building and maintaining those streets. The principal planning document guiding the development of those streets is the General Plan’s Circulation Element. Visalia’s plan was updated in 2001 and covers a 25 year period. Table I, Circulation Element Revenues and Expenditures provides the financial plan for that document, as shown below.

Table I					
Circulation Element Revenue and Expenditure Projections					
(Page VI-17, Circulation Element, 2001-2026)					
All Amounts in Millions					
	Years				
	1-5	6-10	11-15	16-25	Total
<b><u>Revenue</u></b>					
General Fund	1.5	0.0	0.0	0.0	1.5
Gas Tax	9.9	10.4	10.9	23.1	54.3
1/4 cent Transportation Tax	3.2	2.5	2.6	5.3	13.6
Redevelopment Agency Funds	0.1	0.1	0.1	0.2	0.5
Community Development Block Grant	0.1	0.1	0.1	0.2	0.5
Surface Transportation Funds	5.1	4.4	4.7	10.1	24.3
State Transportation Improvement Program	3.2	5.7	3.0	9.0	20.9
Congestion Management and Air Quality	1.1	1.2	1.3	3.2	6.8
Caltrans Project Funding	0.0	10.9	1.6	7.9	20.4
Developer Impact Fees	5.7	6.5	7.4	17.8	37.4
Interest	0.3	0.4	0.6	(0.5)	0.8
Revenues	30.2	42.2	32.3	76.3	181.0
<b><u>Expenditures</u></b>					
Circulation Element	24.2	35.2	24.8	71.9	156.1
Street Maintenance Costs	5.1	5.5	5.9	13.2	29.7
Expenditures	29.3	40.7	30.7	85.1	185.8
Surplus/(Shortfall)	0.9	1.5	1.6	(8.8)	(4.8)

When the plan was adopted, the plan had almost a \$5 million shortfall. Further, the revenues supporting the plan were to come from a variety of sources.

Since adopting the plan in 2001, the City has revised how the plan is to be implemented. In November 2004, the City Council significantly altered the transportation impact fee. Prior to the change, the plan was funded from two sources: fees and in-kind dedications. The in-kind dedications were the outer two lanes of major arterial streets along with the related streets and curbs. Fees paid for the interior two lanes of these major streets. From a funding standpoint, the old fee approach reduced risk because street development was paid from two sources, the in-kind dedications and the impact fee. Now, everything is paid in a fee. As a result, failure to increase impact fees properly has twice the negative impact than in the past because in-kind dedications were paid for by the developer.

The new program requires that fees be collected for all of the street development. This approach avoids the patch work street development which has occurred in the past but requires greater attention to whether or not fees are priced at the right level. The City has taken on much more risk in making sure fees are sufficient to cover the cost of road construction.

In addition, hoped for revenue sources may not be as readily available but costs have increased dramatically. As a result, the City is probably facing a need to pursue additional funds if it wishes to fully implement the circulation element. In order to estimate the size of this problem, City staff will need to undertake an update of the circulation element's financial plan. But in the meantime, Table II, Circulation Element Revenue and Expenditure Projections With Revised Assumptions as Shown for the Upcoming 5 Year Period, provides a preliminary glimpse of the magnitude of the problem.

Table II suggests that the plan to build and maintain streets needs significantly more money. Although Council has significantly increased impact fee revenues (estimated at \$13 million for the next 5 year period), other revenues are coming in lower than expected, principally the State  $\frac{1}{4}$  sales tax or transportation development act monies. More importantly, projected road construction costs have doubled from the original projections.

(Note: For this discussion, the Caltrans project costs are assumed to be completely covered by Caltrans Project Funding revenues. Notice on Table I the revenue source labeled Caltrans Project Funding. These revenues are mainly available in the 6-10 year time period for improvements on Mooney Blvd. The revenues are assumed to equal the costs within the Circulation Element Project expenditure line-item. This is probably an aggressive assumption. During the first 5 years of the City's program, this money has been postponed or deleted for 3 of the 5 years.)

The outcome is that significant additional revenue sources are needed to balance circulation plan's financial plan. This problem is masked because the major funds holding circulation element resources have grown in recent years. However, this situation will rapidly reverse as major projects begin to be built. To date, most of the projects have been in design, a relatively low cost part of the development process.



Table II			
Circulation Element Revenue and Expenditure Projections			
With Revised Assumptions as Shown on the Upcoming 5 Year Period			
(Page VI-17, Circulation Element, 2001-2026)			
All Amounts in Millions			
	Years		
	6-10	Revised	Change
<b><u>Revenues</u></b>			
General Fund	0.0	0.0	0.0
Gas Tax	10.4	10.4	0.0
1/4 cent Transportation Tax	2.5	0.5	(2.0) a
Redevelopment Agency Funds	0.1	0.0	(0.1) b
Community Development Block Grant	0.1	0.1	0.0
Surface Transportation Funds	4.4	4.4	0.0
State Transportation Improvement Program	5.7	5.7	0.0 c
Congestion Management and Air Quality	1.2	1.2	0.0
Caltrans Project Funding	10.9	10.9	0.0 d
Developer Impact Fees	6.5	19.5	13.0 e
Interest	0.4	0.4	0.0
Revenues	42.2	53.1	10.9
<b><u>Expenditures</u></b>			
Circulation Element	35.2	70.4	(35.2) f
Street Maintenance Costs	5.5	5.5	0.0
Expenditures	40.7	75.9	(35.2)
Surplus/(Shortfall)	1.5	(22.8)	(24.3)
a) 1/4 Transportation Sales Tax must first go to Transit operations. When plan was formed, more was thought available for streets.			
b) Redevelopment has little or no money to contribute			
c) Although assumed to be fully funded in this time period, the State suspended these monies for several years earlier in this decade.			
d) Caltrans still takes responsibility for these projects but monies are being delayed and diverted.			
e) Developer fees increased dramatically except for office and commercial development. At the same time, the City took on dramatically increased street construction responsibility			
f) Road costs have substantially increased as well as City responsibility for building complete arterial and collector roadways. The estimate is a doubling of cost.			

The solution to this problem is difficult. The City has done a good job on implementing impact fees to assure that new construction pays for its impact on growth. However, these impact fees have not been fully implemented for Commercial and Industrial development because of the chilling effect they would have on job growth and other revenues.

Further, the shortfall does not come from new construction revenues but from revenues which should pay for existing traffic problems. As a result, the plan has significant revenue shortfalls.

## Parks

Parks does not have a circulation equivalent document for park building because the presumption is that parks are created as development occurs. However, if the Council wants to build larger parks, particularly in developed areas such as near the new Civic Center, no existing revenue source exists except for the General Fund. Further, the City is struggling to maintain the level of park it currently has, further complicating any expanded park building effort the City may wish to undertake. Council could direct staff to seek viable funding options.

## Park and Road Maintenance

The City of Visalia funds a significant portion of the maintenance budget for parks and roads from the General Fund. The difficulty with this plan is that maintenance for these important infrastructure elements of the City must compete for monies with other more pressing needs such as police and fire. As a result, monies devoted to these efforts remain constant or declines over time.

Table III, Maintenance Efforts, shows what the City has done over time for streets and parks.

Table III  
Maintenance Statistics

<b>PARKS</b>	<b>FY 95/96</b>	<b>FY 00/01</b>	<b>FY 02/03</b>	<b>FY 04/05</b>	<b>95/96 to 04/05 Change</b>
# Parks	23	27	31	36	56.5%
Acres of Park	226	269	269	293	29.6%
# Employees	13	16	16	15	15.4%

### **Park Ratios**

Acres per employee	17.4	16.8	16.8	19.5	12.4%
Population per acre	7,024	5,975	6,180	7,133	1.6%

### **STREETS**

Miles of Streets	284	321	350	363	27.8%
# Employees	12	13	13	11	-8.3%

### **Street Ratios**

Miles per employee	23.67	24.69	26.92	33.00	39.4%
Population per mile	321.53	297.79	282.50	294.77	-8.3%

### **General Statistics**

Population	91,314	95,592	98,875	107,000	17.2%
California CPI	149.1	174.7	179.0	188.9	26.7%

For parks, in the 1994/95 budget, the City provided one parks worker for every 17.4 acres of park land. In 2004/05, each park worker maintains 19.5 acres with many more

acres scheduled to be brought on line in the next couple of years. This analysis excludes Mooney's Grove and the Valley Oaks Golf Course, but would not change the net decline in service level.

The analysis is complicated because parks does much more than take care of parks. Of the 15 employees in the division, two are dedicated to emergency tree trimming. Two more are dedicated to weed control spraying of ponding basins, creeksides and medians. And two more work medians, parkways and open spaces. This leaves a net of 9 employees of for the parks.

To balance this, somewhat, the City has added a mowing contract that is approximately worth 2 full-time employees. The City has also allocated over \$100,000 for street tree trimming through West Coast Arborist. This contract, however, really has not decreased the emergency tree trimming yet, but probably will over time. Finally, the City contracts with Able Industries for almost \$200,000 a year for park janitorial service, 7 days a week.

For streets, the City had 1 employee for every 24 miles of streets in FY 95/96. For FY 04/05, the City now has one employee for every 33 miles of streets, a 50% decline in employee to miles maintained ratio. Of greater concern is the decline in spending on maintenance. As part of the budget balancing efforts of the City occasioned by the State take-aways, the City reduced its General Fund street maintenance from about \$500,000 annually to almost nothing, charging all those costs to the Gas Tax fund. Although the City has done a better job of investing in park maintenance than road maintenance, both trends are disturbing.

### Fiscal Alternatives

Three cities in Tulare County recently made significant additions to their road funding capabilities when they passed a ½ or ¾ cent sales tax in Tulare, Porterville and Dinuba. These sales tax measures provide revenues for public safety and roads.

Other cities have also used City-wide assessment methods such as Landscape and Lighting Maintenance Assessment Districts to pay for maintenance of parks and for roads. These annual property tax assessments are collected by the County and remitted to the City for specific parcels. The districts have resolutions which specify what services are to be paid for.

Last year, Vince Elizondo worked with Shilts Consulting to assess the willingness of the community to support some type of city-wide LLMAD district. The recommendation at that time was to wait and build community support for such an effort. Council could direct the City to again assess the public's willingness to invest in parks and streets. But, such a project is a major public effort, requiring tremendous personal efforts of staff, Council and community members. Nevertheless, the option does provide the potential for additional, dedicated revenues to public assets which otherwise tend to be neglected.