Contents

Foreword

Work on the Guadalupe Resiliency Plan started in early 2019, with an introductory presentation to the City Council on February 26th. Initial progress was strong, with leadership meetings in spring of 2019 and the first stakeholder meetings in September and November of the same year. It is notable that at least one key impediment – the lack of a business-focused organization in the city – was identified early in that process. An initial meeting of business and community leaders was held in February 2020 and the seeds of the Guadalupe Business Association were planted. With the onset of COVID-19 in March 2020, the formal Resilience-Guadalupe effort was put on hold as the community shifted energy to immediate response to the pandemic.

Far from killing the resiliency plan, Guadalupe's response to COVID-19 only served to demonstrate the community's ability to act with common purpose and drive. It was a real-world test of Guadalupe's resiliency and it passed! Business and city leaders continued to meet virtually to discuss how best to leverage government and private funding to maintain the city's economic base and serve citizens hardest hit by the pandemic. Several different solutions were born from these meetings. Cemented by the needs discussed in those conversations, the Guadalupe Business Association was formally incorporated on October 1st, 2020. Civic leaders and community groups organized and operated (and continue to operate) food banks to sustain those residents most vulnerable to the virus and its effects. In the midst of the third surge of cases in December 2020, the community came together to find a low-contact, open-air way to caravan Santa Claus, fire trucks, vintage cars, and civic leaders through every neighborhood in town. Whether we call it resiliency or just "community", Guadalupe has it.

Unfortunately, no community can rest for too long on just one success. Resiliency is an ongoing effort, and our planet and the people who inhabit it will continue to throw challenges toward Guadalupe. While the COVID-19 emergency highlighted

many of Guadalupe's intangible strengths and assets, it also exposed impediments. The next shock will not be the same as the pandemic, but it will stress many of the same foundations. Too many citizens remain in jobs that keep them too close to the floor of poverty, homelessness, and poor health. The education level and English skills of some residents are still a barrier to moving up the income ladder. While agriculture remains the lifeblood of the Santa Maria Valley and Guadalupe, a year of drought or crop-killing blight keeps the entire region vulnerable to losses in a singular industry. Over a year "on pandemic pause" in the improvement and development of Guadalupe's historic downtown area has incrementally aged each building, giving risk-taking entrepreneurs yet another factor to consider. The pandemic caused the closure of several once-promising businesses in the diverse cluster that must take root if the historic downtown is to succeed.

Recovering the momentum of those pre-COVID days will be hard work and preparing for the next challenge remains an open and ongoing task. Community forums prior to COVID identified many impediments, but also a great number of assets. Few of those underlying strengths and weaknesses shifted dramatically as the result of the pandemic, and really only magnified or clarified their effects and opportunities. It is the hope of those involved in this revived Resiliency Guadalupe effort that our work can now continue, comfortable that the lessons of the past 20-plus months have revealed our path to be true and the community ready and well-tested for the change and challenge of the future. We remain confident in the future of Guadalupe, and that this plan will serve as a reliable guide to a prosperous community.

Note on Data Sources: At the time of writing, not all 2020 Census data was available, and may not provide the depth or details required to guide decision-makers. The 2019 U.S. Census American Community Survey, whose estimates are a combination of past Census data and statistical sampling, provides the best current demographics for most communities, including Guadalupe. In all cases, the writers of this plan have striven to provide the most recent data available, in its most accessible form. Across the complete document, some numbers may conflict slightly when put side-by-side with data from different sources, depending on surveying, analytic, and presentation methods used by that particular agency or source. The reader is advised to check sourcing notes carefully when or if sources may differ, and give more weight to broad trends in the data to make judgments or decisions, rather than specific numbers.
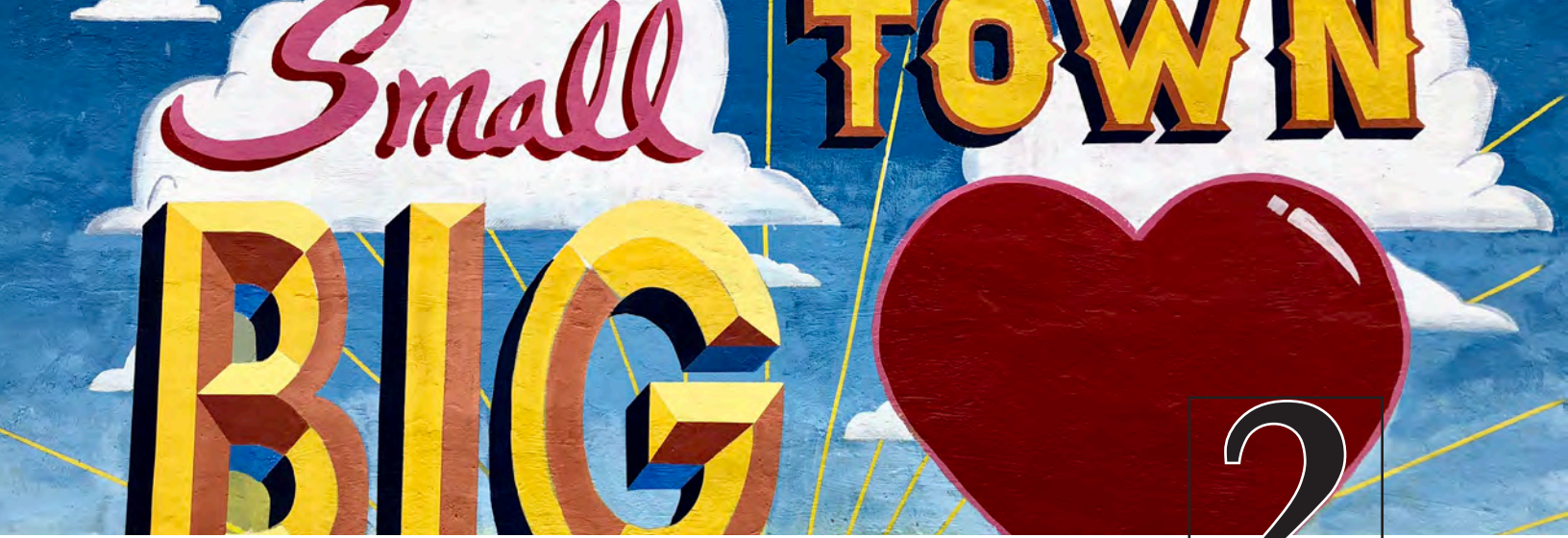
Resilience-Guadalupe Acknowledgements

A lot of active and dedicated people, some who have championed Guadalupe, some who work in Guadalupe, and many who are community members, have contributed to this plan in some way, from completing the surveys, to attending the many meetings, both remote and in-person. They all gave their views of Guadalupe, assets and impediments, strengths of Guadalupe and weaknesses of Guadalupe.

Well over 200 people were a part of this planning effort. In our local schools alone, we had participation from 7th and 8th graders to teachers and even the Superintendent. City staff, Council members, many service organizations, and community members were also involved in the process.

While the coronavirus has drawn out, and even interrupted the process, it never completely stopped its progress, which is something that says a lot about the community.

The State of California's CDBG program has funded this planning grant, with the exception of $5,000, which was funded by Los Amigos de Guadalupe. The Community Development Block Grant (CDBG) program is a program under the U.S. Department of Housing and Urban Development (HUD) that funds many different community and economic development activities. Without the CDBG program, many rural communities, especially disadvantaged ones, throughout the country would be left without a critical source of funding. The City of Guadalupe has been successful in applying for these competitive funds and is grateful for its existence.

From the LeRoy Park and Community Center renovation project to the Microenterprise Assistance program, to the Food bank delivery program and the

Senior Meals program, CDBG is an important catalyst to support economic growth and helps the City leverage funds for community needs. Within this Plan, there are many initiatives both the City and the community will need to work on to ensure Guadalupe continues improving its community resilience. The CDBG program, while not a funding source for all the community's needs, will continue to fund community programs both partially and in full.

Los Amigos de Guadalupe (LADG) is the lead organization for the development of this plan. LADG, formally known as RCDCC, and a 501(c)(3) nonprofit organization, wrote the application on behalf of the city to fund this planning effort. LADG funded the required, $5,000 cash match, and led all efforts, events, data collecting, and the actual writing of this plan. LADG would like to acknowledge Sonia Rios-Ventura, who was the Community Development Manager, Eric Larson, who was the Vice President of the LADG Board, and Tom Brandeberry, who has held various roles within LADG, as the principal writers of this plan. LADG would also like to acknowledge Jack Boyce who worked for LADG, when it was RCDCC, as a CivicSpark Fellow. He was actively involved in the beginning of the planning process and instrumental in organizing the initial process.

Resilience Leadership Team

This group was composed of City Staff and key community leaders who helped LADG in the planning and implementation of the stakeholder groups. The Leadership Team was used as a group to test out processes and ideas, prior to going out to the community at large. They made suggestions on outreach, reviewed the community survey, and gave important feedback on what assets and impediments were critical to the future of Guadalupe. This group was the first to review the draft plan, and the final draft that went to council. While much of their work was done at the early stages of the plan process, their work was essential to getting to this final plan.

- Ariston Julian, Mayor
- Joan Hartmann, District III County Supervisor
- Alma Hernandez, District III County Supervisor's Office
- Dr. Emilio Handall, Guadalupe Union School District Superintendent
- Gina Rubalcaba, prior City Council Member
- Liliana Cardenas, prior City Council Member
- Todd Bodem, City Administrator
- Cruz Ramos, prior City Administrator
- Michael Cash, Chief of Police & Director of Public Safety
- Shannon Sweeney, Public Works Director
- Larry Appel, Contract City Planner
- Amy Blanchard, Business Owner
- Mai Betancourt, Business Owner

- Sonia Rios-Ventura, LADG Community Development Manager
- Jack Boyce, prior CivicSpark Fellow
- Tom Brandeberry, LADG staff

Garret Matsuura with Arclight Media was hired to manage both the Resilience-Guadalupe web page, and the presentation of this plan. His work has been greatly appreciated.

Other Planning Efforts

We would also like to acknowledge these planning efforts which were also in process alongside our planning efforts, and those doing them helped greatly in informing this plan.

- Rachel Couch, Project Manager, State Coastal Conservancy, Trail to the Ocean
- Josh Meyer, LGC - Multimodal Transportation and Revitalization Plan
- Eileen Monahan, Early Childhood Education Consultant, Preschool Child Care

Stakeholders Meetings

The following stakeholder meetings were held to gain general input into the plan, with a focus on community assets and impediments. We wish to thank everyone that participated in the events and hope we have not missed anyone who was in attendance. For the youth classroom presentations, names of the youth have been excluded due to their age and school confidentiality concerns. For the additional youth stakeholders group,

09/29/2019: Stakeholders (open to all):

This group was advertised to the community as a whole. Everyone was encouraged to participate and give their input on what they saw as Guadalupe's assets and impediments.

- Alma Hernandez, Ariston Julian, Bob Havlicek, Charlie Guzman, Eileen Monahan, Enrique Ortiz, Gina Rubalcava, Grace Ortiz, Joan Hartmann, Joanne Britton, Joe Talaugon, Joice Earleen Raguz, Joyce Ellen-Lippman, Kivin Sweeney, Larry Deese, Laurie Brummett, Penny Chamousis, Richard Segovia, Shannon Sweeney, Shirley Boydstun, Sonia Rios-Ventura, Suzanne Singh, Thomas Brandeberry, Victor Cobatuan

11/14/2019 - 11/15/2019: Youth Stakeholders (7 & 8th graders):

Sonia Rios-Ventura did a presentation to the students on what Resilience is and

engaged the youth to get their input on what they saw as Guadalupe's assets and impediments. The Guadalupe Unified School District, its schools' principals and the teachers of these 7th and 8th grade students were very open to the idea of involving the youth in the planning effort.

- Maria J., Adan G., Nataly C., Natanael R., Paola D., Hector L., Henny B., Emily P., Sugey R., Crystal V., Joe O., Dulce M., Luis P., Velen V., Noah T., Jaylen M., Camila M., Natalie C., Daniela E., Zulema M., Bryan H., Guadalupe R., Sergio S. Ismael C., Jheovanny O., Bryanna B., Margarita B., Reylina M., Nevqeh R.,Lexie G., Daniel A., Shania G., Gabriel M., Marlen D., Diego D., Guadalupe T., Cerina M., Kevin R., Joaquin R., Priscilda M., Tatiana C., Alfonso C., Mateo P., Carolina G., George Z., Adilene P., Kaley C., Adrian S., Azariah Y., Olga R., Alberto D., Hector R., Lauren C., Malina S., Naomi M., Jonathan P., Sophia R., Polo C., Stephanie O., Xavier G., Alexis A., James D., Frankie S., Eva A., Isaiah H., Elizabeth M., Elahny G., Jacob M., Dylan C., Emily G., Lesly C., Juan L., Gazelle M., Dulce S., Samuel C., Vicente R., Patricia R., Berenice P., Quetzalli A., Dayra A., Akari D., Yesenia G., Douglas M., Carlos T., Benny M., Daniel R., Giselle H., Joe., Carmin., Alejandro E., William N., Jim S., Alessandro G., Anthony C., Daniel M., Na'shay S., Karen G., Junali C., Angelina S., Emily M., Shanreign F., Mario F., Linda Z., Gianna E., Pablo T., Ana C., Vanessa L., Joe L., Joseph N., Julieta A., Aaliyan R., Abraham L., Joselyn B., Lesie L., Alondra G., Victoria C., Esmeralda R., Jessica R., Jennifer H., Maddison M., Alberto P., Leonardo F., Bryan E., Briana D., Mia O., Bryhanna A., Nahomi Cr., Abigail R., Edgar V., Rolando G., Elias I., Robert G., Maria N., Melina A., Yareli A., Alexis M., Natalie B., Jonathan T., Beatriz S., Omar Q., Roland R., Jennifer J., Ivan P., Dulce M., Anthony B., Noah V., Leandro H., Jorge B., Maria D., Veronica C.,Nathan T., Brando C., Fabio E., Juan Z., Andres C., Noah G., Edgar O., Gladys S., Andrew L., Vanessa A., Yoselin F., Brenda A., Johnny H., Ovidio R., Jose F., Gabriel M., Alberto B., Arreanrah L., Selena O., Kassandra C., Corah T., Yareli P., Kevin M., Araceli G., Bryan B., Yuritzia R., Anabel M., Adam C., Jessica S., Suse C., Bibian P., Yolanda M., Synthia A., Naomi D., Miranda J., Ezekiel R., Jovanni M., Sergio S., Alex U., Fabian S., Joci E., Donns G., Diana L., Emily Q., Yartiza P.

12/09/2019: Spanish-only Stakeholders:

This group was advertised to the Spanish-speaking community and everyone was encouraged to participate and give their input on what they saw as Guadalupe's assets and impediments. We would especially thank the Little House, and Samuel Duarte for their support of this stakeholder meeting.

- Liliana Cardenas, Samuel Duarte, Mireya Pina, Reina Chavez, Luila Hernandez, Maribel Zamora

02/22/2021: Youth Stakeholder Group (Leos):

The leadership group expressed the need for more youth involvement; therefore we reached out to the local Leos club as they are seen as the leaders of the intermediate school students. Just prior to the Covid 19 pandemic, a group of adults who work with the youth of Guadalupe, were organizing a large meeting. This remote meeting was developed to ensure we had some youth representation.

- Lisbeth A., Yesenia G., Xitlali B., Camelia Q., DIana L., Nadya R., Bryanna A., Elizabeth M., Adilene P., Natalia V., Mia M., Margarita B., Jassmine M., Crystal C.

Focus Groups

The focus groups were all completed remotely due to Covid 19. Focus Groups were divided into subject matters.

Each focus group was conducted to breakdown and combine the assets and impediments pertaining to that category. Focus Groups allow the Planning process to look more closely at what data we had up to that point and then priorities what the community should focus on.

Business - 01/26/2021:

- Larry Appel, Bill Bartels, Tom Brandeberry, Sonia Rios-Ventura, Teresa M. Young, Eric Larson, Bob Havlicek

Children, Youth, Seniors, and Health & Wellbeing - 04/29/2021:

- AM: Alhan Diaz-Correa, Aeron Arlin Genet, Christina Hernandez, Emilio Handell, Jesse Ortiz, Garrett Wong, Shannon Sweeney, Eric Larson, Tom Brandeberry
- PM: Tom Brandeberry, Sonia Rios-Ventura, Teresa M. Young, Elieen Monoham, Unknown person,

Built Environment, Housing, Transportation - 05/06/2021:

- AM: Gregory Young, Garret Wong, Shannon Sweeney, Tom Brandeberry, Maggie with PSSH, Zoey Carlson, Lisa (Guadalupe Resident), 2 Unknown
- PM: Tom Brandeberry, Sonia Rios-Ventura, Bob Havlicek, Christina Hernandez, Liliana Cardenas, 2 Unknown

Safety and Governance 05/13/2021

- AM: Garret Wong, Belinda Popovich, Tom Brandeberry,
- PM: Tom Brandeberry, Sonia Rios-Ventura, Christina Hernandez, Bob Havlicek,

Resilience Survey

The Resilience Survey was created in both English & Spanish to collect community input in regards to their thoughts about the community, health, family, and the local economy.

February 6, 2020 - March 31, 2020:

(The email survey was sent the to stakeholder's list, shared to Facebook pages, and the losamigosdeguadalupe.org website)

It is likely we have forgotten some individuals that contributed to this planning effort. Please accept our apology for the lapse in memory.

About the City of Guadalupe

Introduction

Guadalupe is a city of about 8,000 people located in the northwest corner of Santa Barbara County. The city straddles California Highway 1 – the Pacific Coast Highway – and the Union Pacific Railroad for north-south transportation. Given Guadalupe's proximity to the Pacific Ocean, California Highway 166 is the east-bound connection to Santa Maria and to the rest of the United States. Guadalupe is physically bounded on the north by the San Luis Obispo County line and southern bank of the seasonally dry river bed of the Santa Maria River; the remaining borders of the city are unconstrained by geographic features, yet undeveloped because of political protections afforded the adjacent cultivated croplands.
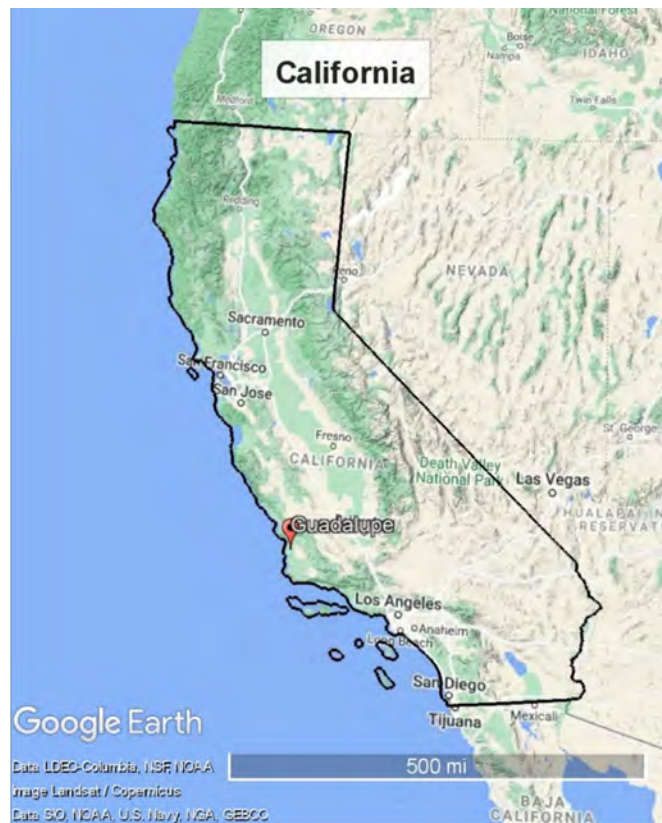

Figure 1: Guadalupe's Location in California

The Pacific Ocean and a wide, sandy, and wild beach are three-and-a-half miles to the west of the city, separated by just over two miles of those virtually untouchable, cultivated croplands and a mile and a quarter of protected sand dunes. Eight miles to Guadalupe's east lies the commercial and population center of the Santa Maria Valley, the city of Santa Maria and its suburb of Orcutt. They are bordered by Highway 101 and provide big box stores, distractions, attractions, and services for almost 165,000 residents of northern Santa Barbara County and southern San Luis Obispo County.

Geography and Climate

The city of Guadalupe lies just over three miles inland from the beaches of California's Central Coast, in the lowest part of the Santa Maria River Valley where that river flows into the Pacific Ocean via a dune-lined estuary-lagoon (see Figures 2 through 10 for a full depiction of Guadalupe's location, immediate environs, and city overview, including historical growth of built-up areas).

The Central Coast has a Mediterranean-type climate, with hot, dry summers and a monsoon-like pattern that typically brings Pacific Ocean moisture onto land during cooler -- but not cold -- November to March. Owing both to year-round growing conditions and its position at the bottom (delta lands) of the Santa Maria River Valley, the farmland surrounding Guadalupe is some of the most valuable and productive cropland in the nation. The Santa Maria Valley is protected in almost all directions by coastal and inland mountain ranges, which blunt daily and some seasonal coastal wind in- and out-flows. This has a temperature-regulating effect within the valley which adds to the Valley's agricultural productivity.

Maps of Guadalupe and Surroundings

Figure 2: Guadalupe's Location in Santa Barbara County

Figure 3: Guadalupe's Location in Northern Santa Barbara County and the Santa Maria Valley

Figure 4: Guadalupe and Environs – Conventional Map

Figure 5: Guadalupe and Environs - Satellite Imagery

Figure 6: Guadalupe and Environs - Satellite Imagery and Terrain Profile

Figure 7: Guadalupe and Environs - City to Dunes, Beach and Ocean

Figure 8: Guadalupe Overview - Conventional Road and Street Map

Figure 9: Guadalupe Overview - Satellite Imagery Dated September 1994 Depicting Built-up Areas

Figure 10: Guadalupe Overview - Satellite Imagery Dated February 2021 Depicting Comparative Built-up Area growth after 25 years; most notably to the west and south.

History

Prior to the era of European expansion into North America, the Santa Maria River Valley was known to various Native American tribes, but it was the Chumash tribe that had settled in the area from San Luis Obispo to Malibu. They were the first to meet Spanish expeditions travelling up the Pacific Coast beginning in the 16th century. Later, Spanish missionaries spread north from Mexico into California, and in 1878, the newly founded La Purisima Mission's land holdings included the Santa Maria Valley and land south to the Gaviota Pass on the coast. When Mexico gained independence from Spain in 1820, land in the now Mexican-governed California became available for additional settlers. Other Europeans bought or were granted land in the valley and became the second round of permanent immigrant settlers. A Mexican land grant in the area known as Rancho Guadalupe was recorded in 1840 and gives the present city its name.

Figure 11: The Palace Hotel, later home to the Far Western Tavern (Photo Courtesy Doug Jenzen)

In addition to Mexican vaqueros (ranch hands) who remained after the Mexican-American War in 1846, additional European settlers began to arrive in the newly created state of California (1860) and started farms and ranches in the fertile soil and year-round mild climate of the Santa Maria Valley in the 1870s. A more organized settlement in the present location of Guadalupe began to take shape when the railroad link from San

Figure 12: Looking north into Guadalupe, CA-1 and Union Pacific Rail lines run through the city (Photo Credit: Eric Larson)

Francisco to Los Angeles was completed in 1901 and was further defined where a spur line of the Southern Pacific Railroad into the Santa Maria Valley was completed in 1912. That line connected the valley's crude oil and agricultural products to larger California ports and markets (Contreras, 2018). By the time of official cityhood in 1946, the town at the junction of the railroad connection into the valley had become home to a multi-cultural mix of European, African-American, Jewish, Scottish, Irish, Japanese, Chinese, Filipino, Mexican, and other immigrants. The names of these founding community members still adorn businesses, buildings and streets in the town. Although it was primarily the European-origin settlers who built up the economic foundations of the settlement, Japanese residents notably raised the $2,800 needed to complete the school building in 1930 (Boydstun, 2021). The close-knit community bonds of that era remain to this day.

Guadalupe's early and continuing fortunes remain tied to agriculture and its location on road and rail networks. The arrival of U.S. Highway 101 through Santa Maria in the late 1920s as a trucking route (versus a rail route) signaled the shift of the agriculture industry toward the growing city of Santa Maria (Cal Poly Graduate Planning Studio, 2009). The short line Santa Maria Valley Railroad runs from Guadalupe to Santa Maria and still carries diverse cargo loads. The railyard at Guadalupe remains vital for the onward movement of select heavy and bulk materials still produced in the valley. Guadalupe also remains a stop for the Amtrak passenger trains that run between Northern and Southern California. The scenic and historic Pacific Coast Highway (California Highway 1) carries international tourists and local commerce alike through town. For most of its history, Guadalupe has been an agricultural outpost and transportation hub at the entrance of the Santa Maria River Valley; a mixing pot community where descriptions like "multi-ethnic", "immigrant", and "working-class" have been badges of honor.

Resiliency As Development

The direct consequences of natural disasters are easy to understand. Earthquakes, fires, floods, and drought produce physical forces that rip pipes from the ground, reduce buildings to ash, wash away bridges, and turn plants to dust. Less certain and less tangible are the long-term economic and social impacts of recovery on a community. Recovery from any shock generally requires applying massive resources – personal savings, private insurance, and government relief – to compensate for losses and then apply those resources to rebuilding. In addition to the loss of business during a crisis, the resources committed to rebuilding become unavailable for future investments and uses. In some cases, individuals, companies, or organizations may simply choose to reduce vulnerability by moving to other locations, taking critical services or assets out of the community.

This reallocation and loss of resources is particularly hard on communities that had limited resources prior to a disaster event. In this case, resiliency efforts must be full-spectrum: increasing the assets available to the community through economic and community development, investing resources in mitigation efforts that reduce individual and community vulnerability to shocks, and organizing local government, business, and not-for-profit service providers to quickly restore critical community services. Ultimately, the purpose of this Resiliency Plan is to increase community cohesion, prosperity and well-being long before a disaster strikes.

Resiliency Defined

Resiliency, applied to the community, is the capacity to recover from events or conditions that affect the community. Resiliency can be considered the "toughness" of the community to absorb change, both gradual and sudden, as well as the

elasticity or flexibility of the community to return to its previous state. Resilience is not simply the ability to resist a specific type of event -- for example, it is not only building a wall around the community to resist floods. Rather, resilience builds across multiple fronts: reducing both vulnerability to predictable and unforeseen events of any type, increasing the capacity to reduce the effects of these events, and establishing and emplacing processes to return a community to its version of "normal". Resiliency planning addresses both stresses and shocks, as described below. A resilient community is one in which the people living and working in a community – particularly the poor and vulnerable – survive and thrive no matter what stresses or shocks they encounter.

A word of caution: no community can be made completely invulnerable in the modern world without immense and unbearable cost. Local economies depend on interaction with markets both across the street and around the world. Buildings can be constructed to make them stronger against the harshest earthquakes, but only at great expense. Residents cannot lock themselves inside their houses for days or weeks without contact, and neither can the community isolate itself from business, goods, or visitors for any length of time without significant consequences on economic well-being, as well as physical and mental health. Shocks come from many directions and sources, not all of them predictable. While vulnerabilities can be reduced with physical barriers, communities must also increase resilience – to again be strong, healthy, and successful after something bad happens.

Stresses are underlying or foundational conditions that negatively affect a community – they may be economic, social, or environmental. In some ways, stresses are indirect threats to a community, in that they provide a poor foundation for the community's response to specific events and long-term sustainability. A financially poor community suffers a particular form of stress, though a rich community with poor social connections may also be stressed – a condition which is only aggravated when disaster strikes. Unlike stresses which are often years in the making, **shocks,** in contrast, are discrete events that directly threaten a community. Shocks, such as an earthquake or fire, may lead to direct physical damage of infrastructure, property, and people. Other types of shocks, such as the loss of a large employer or industry, may have less physical effect, but still affect the financial prosperity of individuals and the community. Shocks vary in scope and severity, and may arise from both natural or man-made events, including those that start elsewhere on the globe.

Vulnerability is a difficult concept to describe because it has different meanings depending on the audience; it is often synonymous with "weakness", "fragility", "deficiency", or "exposure". It is better to think of vulnerability as susceptibility to harm, as well as the combination of wide environmental and social conditions that limit community response to the impacts of a hazard. "Vulnerability is not simply

about poverty, but extensive research over the past 30 years has revealed that it is generally the poor who tend to suffer worst from disasters" (United Nations Office for Disaster Risk Reduction, 2017). Those that take steps to avoid driving a car are reducing their personal vulnerability by reducing their exposure to car accidents; drivers that can afford the latest safety improvements in automobiles are also reducing their vulnerability, but not their exposure to auto accidents.

Mitigation, or preemptive risk reduction, refers to actions which increase warning and/or lessen the consequences of an event on people and the built environment. Mitigation is a key contributor to a community's overall resiliency, and can reduce recovery time by lessening physical and economic damage. While Guadalupe's residents may not be able to control the time and place of a major earthquake, there are some warning systems in place, buildings have been built or improved to be safer shelters, and Guadalupe's fire department has practiced response to broken gas lines. All of those steps decrease the consequences of predictable and unpredictable disasters – reducing or mitigating the overall risk. Flood levees, redundant wastewater systems, planned emergency or contingency funds, and community shelters are all forms of mitigation. When speaking of secondary effects of a disaster, diversifying the economy of a community is also a form of mitigation. It reduces the vulnerability of the community to economic and non-economic disruption by having immediately accessible resources within the community, rather than waiting for outside assistance to organize and respond. Simply stated: mitigation improves resiliency.

Mitigation takes place before a disaster strikes and can have massive benefits for a community. In 2020, the Pew Charitable Trusts, using Federal Emergency Management Agency (FEMA) data, estimated every federal dollar spent on natural hazard mitigation saved an average of six dollars in post-disaster recovery costs (Stauffer, 2020). Where hazards are generally well-known and predictable (for example, hurricanes on the Gulf Coast or wildfire in California), mitigation strategies to address those hazards are particularly effective. Riverine and hurricane-driven flood mitigation saves post-disaster spending at a 1:7 investment to savings ratio, while wildfire and earthquake mitigation have a more modest 1:3 savings. The bottom line on mitigation is that spending resources to reduce vulnerability prior to a disaster is a significantly more efficient investment of the community's resources than money spent on unmitigated disaster recovery.

Unlike some disaster mitigation investments that only show return value after a disaster, diversifying the economy of Guadalupe and investing in improvements to infrastructure now will begin to pay immediate dividends for the community. For example, the community has both groundwater and water piped in from other locations. Considering the potential loss of water supplies from other locations as both the direct consequence of a natural disaster, or a manmade event such as a

budget shortfall, the community may want to plan for ground water being the sole source of the community water supply. Contrarily, a community may decide to spend all of its resources on recovery alone, building a fleet of response vehicles, stockpiling medical supplies, and putting money into what may literally be a "rainy day fund". While data shows this approach is generally more costly in the long-term, it may be the most politically palatable solution for some communities – it is still better than being completely unprepared for an inevitable disaster.

Resiliency is Not Just Disaster Preparedness, nor A Specific Response to Climate Change

As often as this resiliency plan may reference specific shock events, it is not a direct response to specific disaster scenarios. Many people choose to live in California, where the land is fertile, the sun is plentiful, and the views of the ocean and mountains are amazing, but also where any number of natural disasters can strike at any time. Hazards come in all forms, and all have consequences for the community. Some are instantaneous – such as a fire – while others can be seen
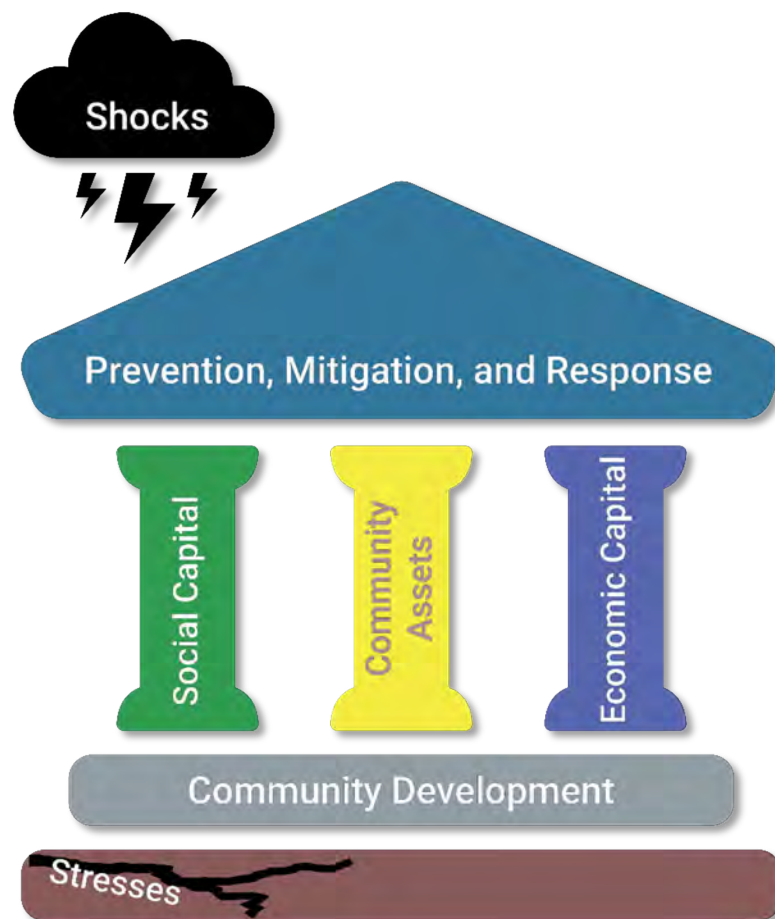

Figure 13: Model of Community Resiliency

coming from miles or years away – such as a drought. Still others are well-known and well-planned for – Guadalupe is just 19 miles from the nuclear power generating station and spent nuclear materials storage at Diablo Canyon and local emergency responders are well-trained to respond to an emergency, thanks in large part to funding by the plant's owner, Pacific Gas and Electric.

This plan does not directly address the processes of specific disaster preparation or immediate response to the spectrum of natural and human-made hazards which may affect the community. Those steps are covered by the City of Guadalupe Emergency Response Plan (ERP), which outlines the actions the City and its departments would take for protection of people, property, and infrastructure immediately prior (where there is adequate warning), during, and after a crisis event. Rather, this Resiliency Plan seeks to work far in advance of any traumatic event to reduce the vulnerability of the community to disaster impacts, and then to bring community resources rapidly into play during the recovery stage.

Additionally, climate change has increased the severity of certain types of natural hazards in our lifetimes, specifically those involving weather. High temperatures are higher, seasonal rains have shifted in both location and timing, and predictable snow and rainfall that once sustained California have become very unpredictable. While this plan does not specifically address climate change as a direct threat to Guadalupe, it acknowledges the severity of weather events – including those far from Guadalupe – does directly increase the impact on people, property, and infrastructure, and makes long-term recovery from all types of disaster more expensive.

Planning for Resiliency

While recovery cannot begin until after a traumatic event, resiliency can be planned, prepared, and practiced long before a shock event takes place. In fact, a community's resilience can be improved through the improvement of the social networks and increased social infrastructure development and use. This plan adopts this more holistic view of Resiliency by recognizing that the ability to recover after a shock is the direct outcome of preparing not just buildings and infrastructure for the most likely shocks, but recognizing the stresses which impede community response to shocks, and improving the capacity of the people within the community to react following an event that threatens it.

A concept fundamental to resiliency is understanding risk and prioritizing resources to the effort based on risk. Addressing and implementing mitigation strategies for every possible shock would be both expensive and foolhardy. However, investing in common tools that address multiple needs across the risk spectrum is both possible and advisable – for example, water infrastructure for a community must be

as resilient in a flood as during an earthquake, and a reliable water supply is always good for businesses and residents.

Resiliency planning also addresses the capacity of the community to prepare, respond, and recover from shocks, by building, reinforcing, and channeling common interests – through community development. Complimentary to economic development, which seeks to increase the financial resources available to individuals and the community, community development increases the social cohesion of the community. A cohesive community believes in itself and its future, applies itself to common objectives decided by the community, and includes all members of the community in both planning and action. A community must believe it has value recovering after a disaster if it is to successfully survive a shock.

This plan recognizes executing a recovery effort after a shock is directly linked to the social and economic well-being of the community. To reiterate a key concept: an impoverished community with bad relationships within the community is far less likely to recover from a major trauma, while a community with neighbors dedicated to helping other neighbors may be enough to overcome both the shock event and the many obstacles inherent to recovery. Community development is primarily concerned with reducing stresses in the community, where possible, which reduces the obstacles to recovery from a shock. As with mitigation, community development is best practiced prior to the shock and has direct benefits for the community whether the shock happens or not.

Finally, this plan primarily considers resiliency actions that affect the whole community, but acknowledges that specific individuals and groups may find themselves at higher risk for the consequences of a specific type of shock or discrete event. For example, COVID-19 has been a shock to the entire community, though individuals with certain health conditions are at higher risk for infection, hospitalization, or even death. Individuals in certain jobs are more susceptible to layoffs and economic shifts. This plan proposes actions for and by the community in order to affect the greatest positive outcome for the greatest number of community members, as well as enabling individuals with tools that contribute directly to their personal success and then indirectly to the community's well-being.

A Portrait of Guadalupe: by the Numbers

No single piece of demographic or economic data can adequately describe a community. There is no one variable that illustrates the stresses or strengths, nor a vulnerability to a specific type of shock. However, by drawing on multiple factors and analyzing their interaction, as well as using information from several indices, a community can begin to recognize potential items or patterns that affect resiliency. The community can then identify particular -- and actionable -- stresses that put the population at risk from any disaster, and may hinder recovery from a shock or shocks.

The indices used below are derived from publicly available data collected by the Census Bureau and other state or federal government sources, and the internal workings of each index are well-described in publicly available academic literature. The data in these indices tends to lag by as much as two to three years, and typically comes from surveys that use statistical sampling to generate estimates, as opposed to going house-to-house like the official 10-year Census. Despite these cautions, when placed in context, they are highly reliable measures.

To that point, the score or scores generated by the indices are not particularly useful in isolation; they tend to reveal more about a community when compared with scores of nearby and/or similar communities, or in the context of regional, state, or national average scores, and may be used to determine progress (or decline) over time for a single location. In practice, this means the data most accurately portrays past trends, not future destiny. It is also stereotypical – meaning it portrays the situation of the average citizen, not any singular individual. This Data is also not useful for day-to-day decision-making in the community. The data does not tell anyone what is happening right now, only what has been happening.

Finally, these scores neither show the intangible heart or soul of a community, nor the degree to which the community members identify with or are proud of the community they live in. The perception of those outside a community may be that the numbers show it is an awful place to live, but the reality is quite different for those who experience that community daily. Despite these flaws, the indices below give us a common, evidence-based starting point for discussing Guadalupe's baseline, and where its vulnerabilities are.

Holistic Approaches to Vulnerability: Using Indices to Evaluate the Community

The indices described here are useful tools that aggregate demographic, geographical, environmental, health, and other data sources to create a single score or combination of scores that describe the stresses within a community -- described in terms of vulnerability, deprivation, or distress. The Center for Disease Control Social Vulnerability Index (SVI) combines 15 indicators, while the Health Resources and Services Administration uses the Area Deprivation Index's (ADI) 17 indicators to assess conditions at the Census Tract level of detail. Economic Innovation Group's Distressed Communities Index (DCI) uses just seven indicators, but focuses more on specific indicators of poverty down to the zip code level of analysis (see Figure 14 for a map depicting Guadalupe's single Census Tract overlaid on Guadalupe's single zip code—for the purposes of this report, the two geographies produce equivalent results and analysis). A final index to draw from is the California Hard-to-Count (CA-HTC) Index, which is not specifically health or resiliency-focused, but still serves the purpose of aggregating data to portray a community's vulnerability. In the case of CA-HTC, the vulnerability was undercount on the 2020 U.S. Census, which can affect the community's ability to access resources from county, state, and federal government programs.

Guadalupe (Santa Barbara County Census Tract 25.02) has an SVI score of .8304 (on a scale from 0 to 1, where 1 is the highest vulnerability), putting it at a "high" vulnerability rating. Within the SVI are four themes with sub-scores: Socioeconomic Status, Household Composition and Disability, and Housing Type and Transportation. Guadalupe is particularly vulnerable (a score of .9794) in the final theme of "Minority Status and Language", reflecting the high concentration of minority population and those that speak English "less than well." For comparison, Santa Barbara County has an overall SVI of .7111, and SVI scores in nearby Santa Maria and Orcutt range from .1697 (Census Tract 20.13, Orcutt west of Orcutt Expressway) to .9869 (Census Tract 22.06, bounded by Main Street, Broadway, Alvin Avenue, and US-101 in Santa Maria).
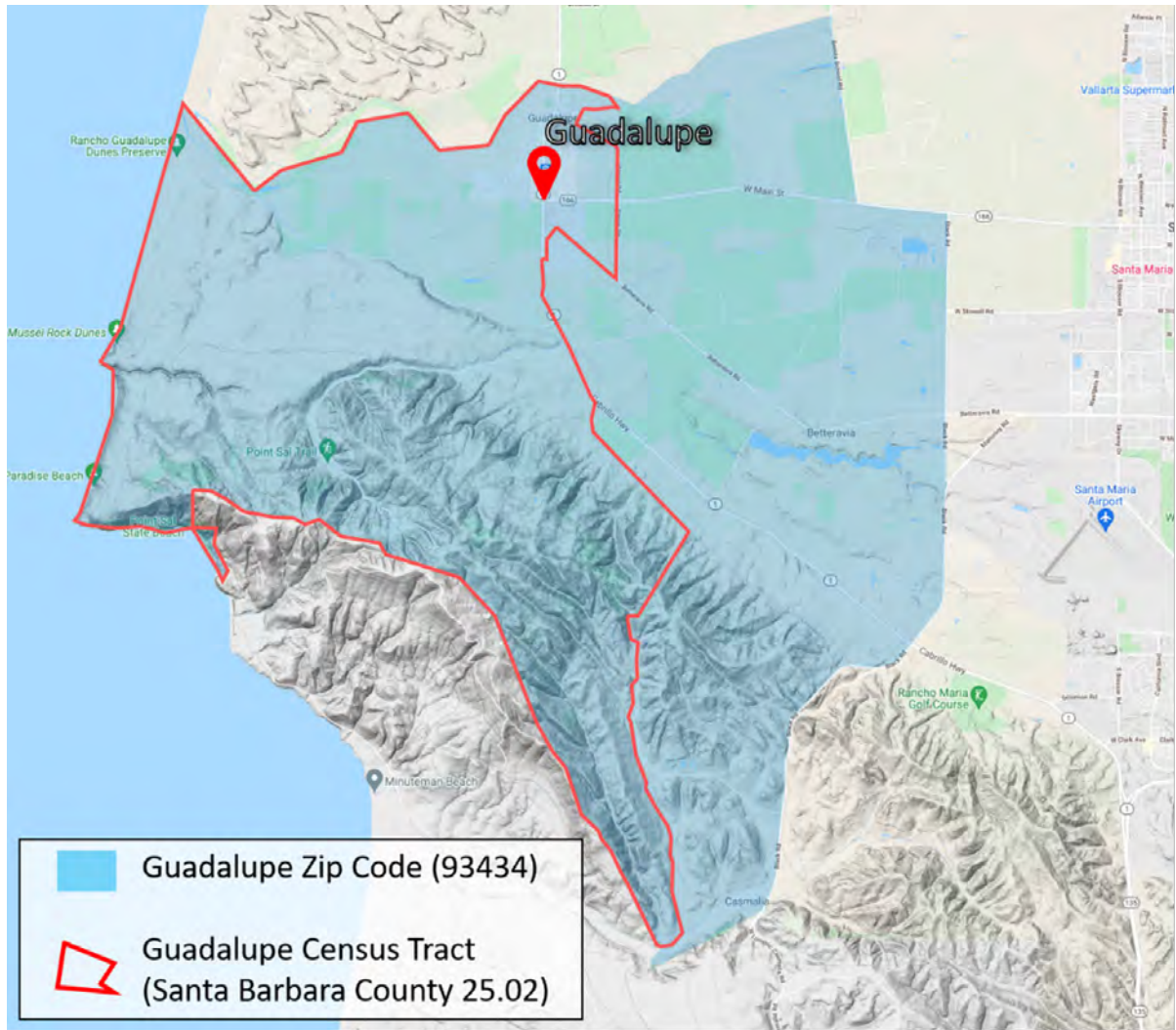
Figure 14: Map Depicting Geographies of Guadalupe's Zip Code versus U.S. Census Tract

CDC Social Vulnerability Index 2018

Santa Barbara County, California

Overall Social Vulnerability[1]

SVI SOCIAL VULNERABILITY INDEX

101	Santa Maria
166	
S A N T A	B A R B A R A
Lompoc	
1	
154	
Santa Barbara	
Ventura	Moorpark	Simi Valley
Oxnard	Camarillo	
101	Thousand Oaks
Santa Clarita
118
5
33
1	Santa Monica

Highest (Top 4th) — Vulnerability (SVI 2018)[2] — Lowest (Bottom 4th)

⧄ Data Unavailable [3]

0 5 10   20   30
Miles

MAP PRODUCED 3/16/2020

G R A S P
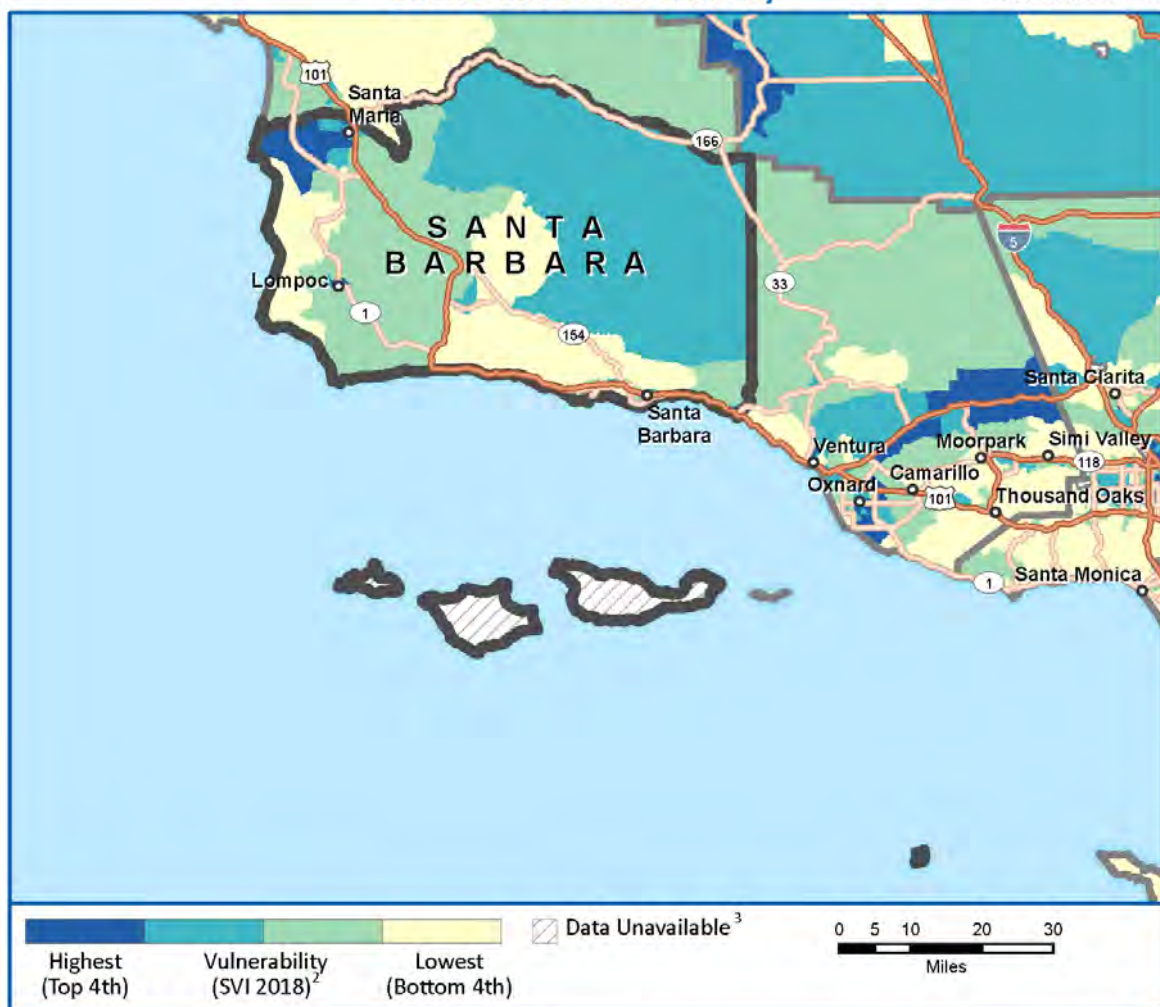
Social vulnerability refers to a community's capacity to prepare for and respond to the stress of hazardous events ranging from natural disasters, such as tornadoes or disease outbreaks, to human-caused threats, such as toxic chemical spills. The **CDC Social Vulnerability Index (CDC SVI 2018)[4] County Map** depicts the social vulnerability of communities, at census tract level, within a specified county. CDC SVI 2018 groups **fifteen census-derived factors** into **four themes** that summarize the extent to which the area is socially vulnerable to disaster. The factors include economic data as well as data regarding education, family characteristics, housing, language ability, ethnicity, and vehicle access. Overall Social Vulnerability combines all the variables to provide a comprehensive assessment.

Agency for Toxic Substances and Disease Registry
Division of Toxicology and Human Health Sciences
FINAL - FOR EXTERNAL USE

ATSDR

CDC SVI Themes

Socioeconomic Status[5]

Highest (Top 4th)   Vulnerability (SVI 2018)[2]   Lowest (Bottom 4th)

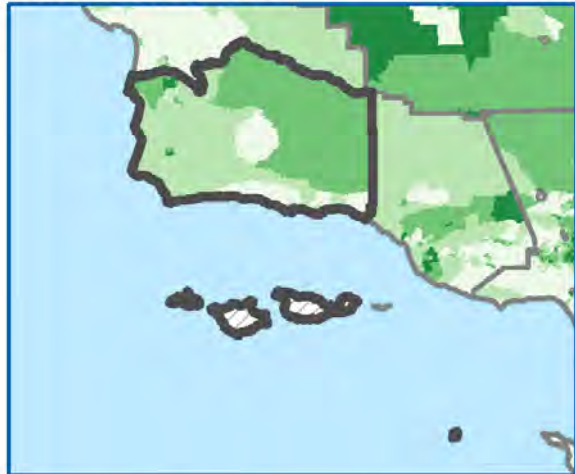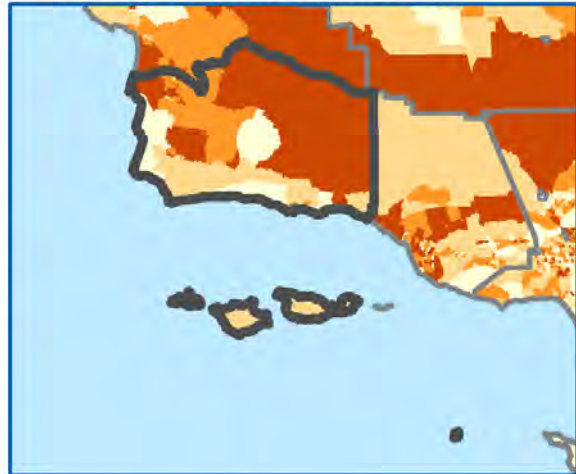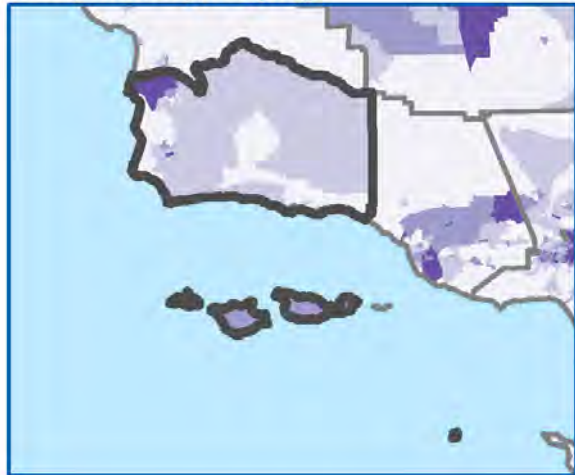### Household Composition/Disability[6]

Highest (Top 4th)   Vulnerability (SVI 2018)[2]   Lowest (Bottom 4th)

Race/Ethnicity/Language[7]

Highest (Top 4th)   Vulnerability (SVI 2018)[2]   Lowest (Bottom 4th)

Housing Type/Transportation[8]
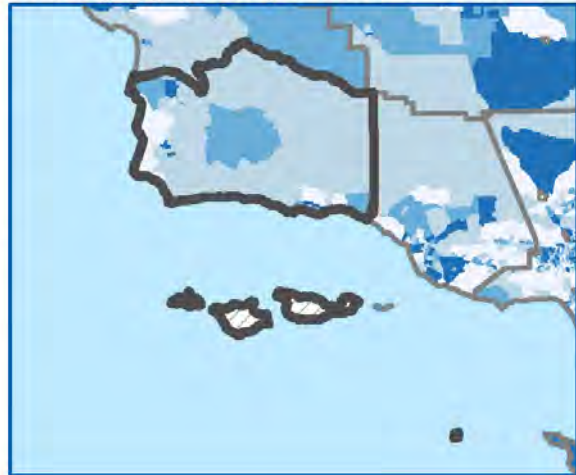
Highest (Top 4th)   Vulnerability (SVI 2018)[2]   Lowest (Bottom 4th)

Data Sources: [2]CDC/ATSDR/GRASP, U.S. Census Bureau, Esri® StreetMapTM Premium.
Notes: [1]Overall Social Vulnerability: All 15 variables. [3]Census tracts with 0 population. [4]The CDC SVI combines percentile rankings of US Census American Community Survey (ACS) 2014-2018 variables, for the state, at the census tract level. [5]Socioeconomic Status: Poverty, Unemployed, Per Capita Income, No High School Diploma. [6]Household Composition/Disability: Aged 65 and Over, Aged 17 and Younger, Single-parent Household, Aged 5 and over with a Disability. [7]Race/Ethnicity/Language: Minority, English Language Ability. [8]Housing Type/Transportation: Multi-unit, Mobile Homes, Crowding, No Vehicle, Group Quarters.
Projection: NAD 1983 California Teale Albers.
References: Flanagan, B.E., et al., A Social Vulnerability Index for Disaster Management. *Journal of Homeland Security and Emergency Management*, 2011. 8(1).
CDC SVI web page: http://svi.cdc.gov.

[3] Original source material available at: https://graphicacy-dci-pdf-images.s3.amazonaws.com/DCI_CA_Zip_code_93434.pdf or https://eig.org/dci/interactive-map?path=zip/93434

[4] Original source material available at: https://census.ca.gov/wp-content/uploads/sites/4/2021/05/cahtci_all.pdf (Warning: this document is over 1,000 pages long and over 50MB.)

Disparities of Deprivation in Guadalupe, CA

PERCENT (%) OF THE **TOTAL** POPULATION OF
OUR COMMUNITY BY DEPRIVATION SCORE

Most
Affluent

Most
Deprived

CALIFORNIA

UNITED STATES

- Total
- White
- Black
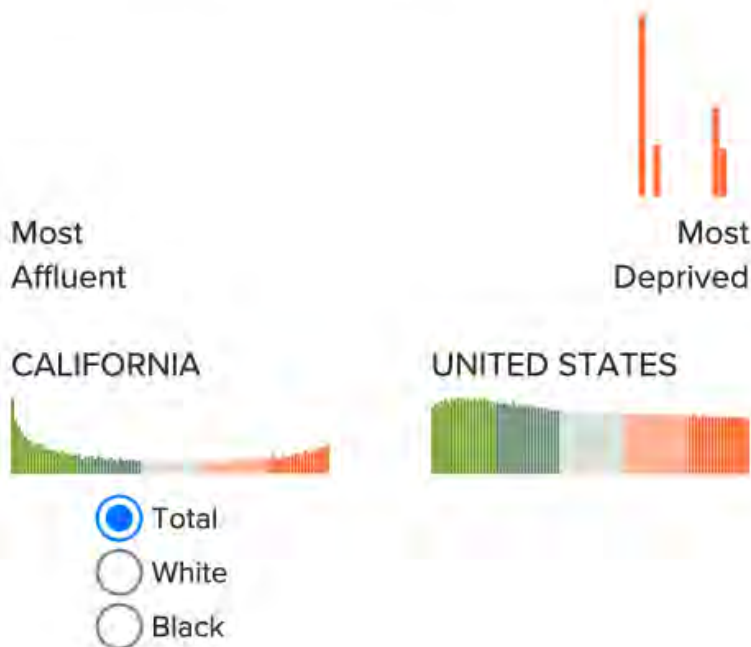
Area Deprivation Index for the Census Block Groups in our 1-city area (Broadstreet 2021). Made at broadstreet.io

The Area Deprivation Index (ADI) score for Guadalupe is 127.7 on a 160-point scale, indicating a score higher for deprivation than both the California and national average; it is in the 91st percentile of scores, placing Guadalupe in the top 10% of U.S. communities for deprivation and susceptibility to a number of poverty-linked risks, including preventable diseases and natural disasters. Within the ADI's 17 indicators, Guadalupe scores lowest in the following categories:

- Under 9 years of education
- High School Graduation
- White collar employment
- Single parents with children
- Homes with crowding

The Distressed Community Index (DCI) for Guadalupe paints a more positive picture of the community, and may be interpreted as a sign of hope and forward progress. Currently, Guadalupe scores a 46.8 on a 100-point scale, and is firmly in the "mid-tier" of all California zip codes. States do not receive scores, though California itself

fares well in the DCI, with just 8% of the population living in distressed communities; Santa Barbara County scores a 27.3, falling in the "comfortable" category. When compared to its 2000 score of 86.7, Guadalupe has made significant gains in the seven indicators used in the DCI. Lack of high school diploma (42.9% of population) is clearly a major factor that brings down the overall score, and is directly related to lower scores in Median Household Income and Poverty Rate.

DESIGNED & BUILT BY **Graphicacy**

DCI score

CURRENT

Distress score	93434 - Guadalupe 46.8	CA zip codes
46.8 Mid-tier	Prosperous Mid-tier Distressed	
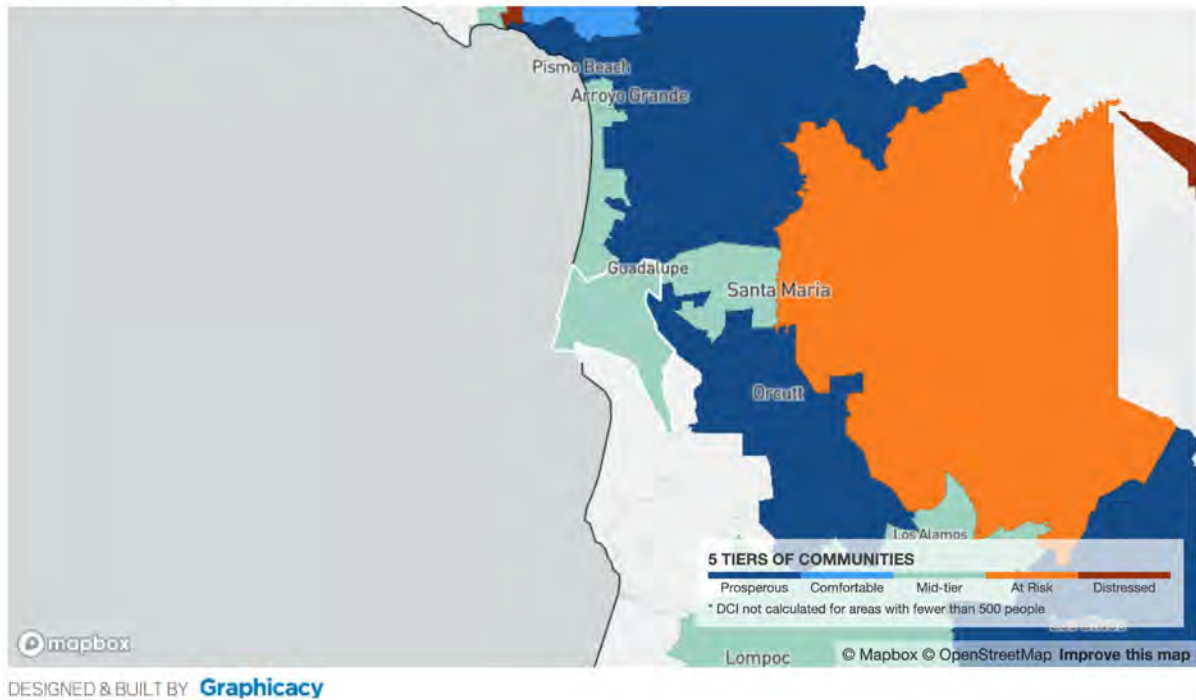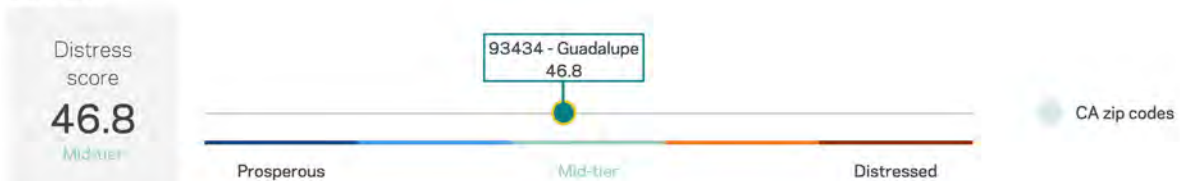
PREVIOUS

2000   86.7 Distressed

Unlike some of the worst-hit communities in Appalachia, the rural Deep South and Midwest, and parts of California with concentrated logging, mining, or agriculture sectors, which lost jobs even during the economic recovery of 2014-2018, Guadalupe has defied those trends by growing out of its 2000 "Distressed" score. According to EIG's 2020 DCI report, "two-thirds of zip codes that were distressed (in 2000), remained so" (Economic Innovation Group, 2020). It would appear at first glance that Guadalupe has risen above the "point of no return" that infects and then dooms

many distressed communities – where industries, talent, and wealth have been lost or departed for better opportunities, and communities are "left behind" to wither and die. While much work remains, it should be comforting to know that Guadalupe no longer has to fight only for survival, it can begin to envision a more prosperous future.

DCI factors

No high school diploma	Poverty rate	Adults not working	Housing vacancy rate	Median household income	Change in employment	Change in establishments
43.9%	16.6%	22.8%	1.8%	$45.4k	65.5%	16.3%
National	National	National	National	National	National	National
12.3%	13.9%	23.5%	9.4%	$60.5k	8.0%	4.5%

Demographics distribution

RACE OR ETHNICITY
% of population by race or ethnicity

Non-Hispanic White	5.1%
Hispanic or Latino	90.4%
Black or African-American	0.5%
American Indian or Alaska Native	0.0%
Asian or Pacific Islander	2.8%
Some Other Race	1.3%

NATIVITY
% of population by nativity

| Foreign-born | 36.8% |
| Native-born | 63.2% |

EDUCATION
% of population 25+ by educational attainment

Advanced degree	1.6%
Bachelor's degree	6.2%
Some college	26.9%
High school diploma	21.4%
No high school diploma	43.9%

OCCUPATION
% of 16+ population by occupation

Management and Professional	9.6%
Service	21.9%
Sales and Office	20.4%
Natural Resources and Construction	28.0%
Production and Transportation	20.0%

DEFINING DCI FACTORS

No high school diploma
The share of the population age 25 and older who lack a high school diploma or equivalent.

Poverty rate
The share of individuals living below the federal poverty line

Adults not working
The share of the population age 25 to 54 not working (i.e. either unemployed or not in the labor force)

Housing vacancy rate
The share of housing units that are vacant, adjusted for recreational, seasonal, or occasional use vacancies

Median household income
Median household income enters into the DCI as a percent of metro area or state median household income
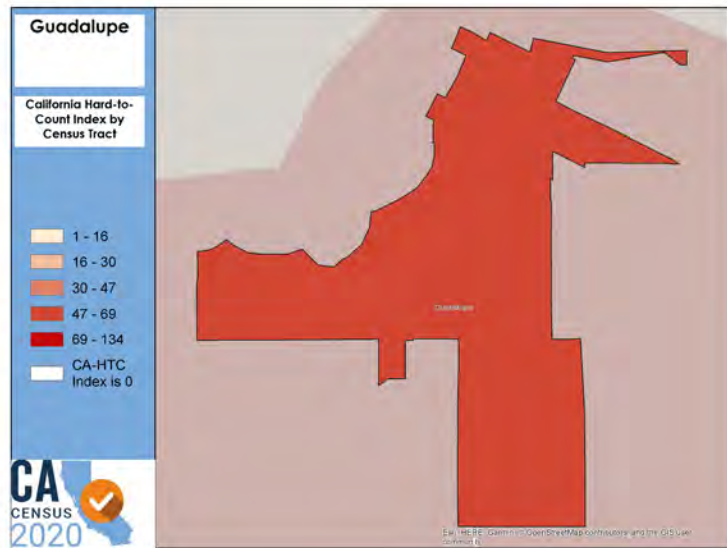
Change in employment
The change from 2014 to 2018 in the number of employees working in the geography

Change in establishments
The change from 2014 to 2018 in the number of establishments located in the geography.

https://eig.org/dci/interactive-map?path=zip/93434

A final index comes from the State of California, and was prepared in 2020 (using 2019 American Community Survey data) as the 2020 Census was nearing, the California Hard-to-Count Index (CA-HTC). With billions of dollars each year allocated to state and local jurisdictions based solely on Census data, the state was legitimately concerned about an accurate count – and so, identified areas where an undercount was most likely, based on a town or county's historical correlations with low response rates to the Census. Guadalupe's rating was 56 on a scale of 0-134, above the statewide median, but not as bad as locations in Imperial County (with a county-wide score of 73) and on-par with Kern County (at a county-wide score of 55). Across California, those households most likely to be undercounted had the following characteristics:

- Live in large multi-unit housing
- Live in rented housing
- Do not have broadband internet
- Do not have family living with them
- Are foreign-born
- Have income below 150% of poverty level

Guadalupe's highest-correlation factors were related to education and language and housing.

A summary of all index findings discussed above is presented in Figure 15 and full data sheets for each index are available following this section. These indices are good snapshots of how a community compares to others and over time. With a long time horizon (5-10 years), community and economic development plans can be evaluated using data from the indices. As discussed, Guadalupe made significant progress (whether by design or good luck) since 2000 in the CDI score. When this Resiliency Plan is implemented, a good measure of success will be improvements in scores across these indices over time, as well as in relation to other communities in the area, or with similar demographic profiles.

Census 2020 California Hard-to-Count Fact Sheet
State of California

Race and Hispanic Origin

Total population	39,283,497
Hispanic or Latino of any race	39.0%
Hispanic Exclusive Race:	
White alone	37.2%
Black or African-American alone	5.5%
American Indian and Alaska Native alone	0.4%
Asian alone	14.3%
Native Hawaiian and Other Pacific Islander alone	0.4%
Some other race alone	0.3%
Two or more races	3.0%

Top 3 Languages Spoken at Home

Total Limited-English Population (Persons 5 years and older who do not speak English "very well")	6,550,453
Spanish	61.7%
Chinese (incl. Mandarin, Cantonese)	10.2%
Other Indo-European languages	5.7%

Hard-to-Count Characteristics

The California Hard-to-Count (CA-HTC) Index is based on multiple demographic, housing and socioeconomic variables correlated with an area being difficult to enumerate. Census tracts with higher indexes are likely to be places that will pose significant challenges to enumerate in 2020.

Percent of Total Housing Units:	
That are vacant (includes seasonal)	8.0%
With 3 or more units in a multi-unit structure	29.0%

Percent of Occupied Housing Units (or Households):	
That are renter-occupied	45.2%
That are overcrowded	3.0%
Without broadband Internet	26.1%
With limited-English speaking ability	8.9%
That are non-family	31.3%
Receiving public assistance income	3.2%

Percent of population:	
Under 5 years old	6.2%
That is foreign-born	26.8%
Who moved from outside county in past year	4.9%
With income below 150 percent of poverty level	22.1%
Age 16 or older that are unemployed	6.1%
Age 25 or older who are not high school graduates	16.7%

California Hard-to-Count Characteristics in County

Median CA-HTC Index all census tracts	37.0
Total Population in Census Tracts with above median CA-HTC	19,639,637

Leading HTC characteristics in those areas:
Multi-unit structures, Crowded units, Non-high school graduates, Households receiving public assistance, Renter-occupied units

Largest 35 Counties Sorted by Median CA-HTC Index

County	Census 2020 Region	Total Population	CA-HTC Index
Imperial	10	180,701	73
Merced	4	271,382	64
Tulare	6	461,898	61.5
Fresno	6	984,521	58
Kern	6	887,641	55
Los Angeles	8	10,081,570	48
Madera	4	155,433	46
San Francisco	3	874,961	45
Monterey	5	433,410	43
Kings	6	150,691	43
Humboldt	2	135,940	41
San Bernardino	7	2,149,031	40
Stanislaus	4	543,194	39.5
San Joaquin	4	742,603	38
Butte	1	225,817	38
Yolo	1	217,352	38
Alameda	3	1,656,754	36
Riverside	7	2,411,439	33
Santa Barbara	5	444,829	32.5
Santa Clara	3	1,927,470	31
San Diego	10	3,316,073	30
Sacramento	1	1,524,553	30
Shasta	1	179,212	30
Orange	9	3,168,044	27
Santa Cruz	5	273,962	27
Napa	2	139,623	27
El Dorado	1	188,563	26
San Luis Obispo	5	282,165	25.5
San Mateo	3	767,423	25
Solano	3	441,829	23.5
Sonoma	2	499,772	22
Marin	3	259,943	20.5
Placer	1	385,512	20
Ventura	5	847,263	19.5
Contra Costa	3	1,142,251	19

For a detailed map of all census tracts, go to census.ca.gov/HTC-map

Data Source: U.S. Census Bureau, American Community Survey, 2015-2019 (5-year).

Geography Note: Census tracts do not cross county boundaries but a tract may be divided by city, district, and other boundaries. Also, the same tract number may be used in more than one county.

To learn more about California's Census 2020 efforts, please visit census.ca.gov

Census 2020 California Hard-to-Count Fact Sheet
Guadalupe - Santa Barbara County
(CA Census 2020 Region 5)

Race and Hispanic Origin	
Total population	7,451
Hispanic or Latino of any race	90.4%
Hispanic Exclusive Race:	
White alone	5.9%
Black or African-American alone	0.4%
American Indian and Alaska Native alone	0.0%
Asian alone	3.1%
Native Hawaiian and Other Pacific Islander alone	0.0%
Some other race alone	0.0%
Two or more races	0.2%

Top 2 Languages Spoken at Home	
Total Limited-English Population (Persons 5 years and older who do not speak English "very well")	2,369
Spanish	96.3%
Tagalog (incl. Filipino)	3.7%

Hard-to-Count Characteristics	

The California Hard-to-Count (CA-HTC) Index is based on multiple demographic, housing and socioeconomic variables correlated with an area being difficult to enumerate. Census tracts with higher indexes are likely to be places that will pose significant challenges to enumerate in 2020.

Percent of Total Housing Units:	
That are vacant (includes seasonal)	4.9%
With 3 or more units in a multi-unit structure	17.7%

Percent of Occupied Housing Units (or Households):	
That are renter-occupied	48.7%
That are overcrowded	6.3%
Without broadband Internet	39.9%
With limited-English speaking ability	18.9%
That are non-family	17.7%
Receiving public assistance income	2.2%

Percent of population:	
Under 5 years old	8.6%
That is foreign-born	38.3%
Who moved from outside county in past year	3.4%
With income below 150 percent of poverty level	31.6%
Age 16 or older that are unemployed	4.2%
Age 25 or older who are not high school graduates	44.6%

California Hard-to-Count Characteristics	
Median CA-HTC index all census tracts	56
Estimated Total Population in Census Tracts with above median CA-HTC	152
Leading HTC characteristics in those areas: Non-high school graduates; Crowded units; Limited English-speaking households	

Top 1 CA-HTC Census Tract in Place	
Census Tract 25.02:	
Total Population	7,573
CA-HTC Index	56.0
Leading Hard-to-Count Reasons: Non-high school graduates Crowded units Limited English-speaking households	

For a detailed map of all census tracts, go to census.ca.gov/HTC-map

Data Source: U.S. Census Bureau, American Community Survey, 2015-2019 (5-year).

Geography Note: Census tracts do not cross county boundaries but a tract may be divided by city, district, and other boundaries. Also, the same tract number may be used in more than one county. "CDP" – A Census Designated Place is a unincorporated community.

To learn more about California's Census 2020 efforts, please visit census.ca.gov

A complete demographic profile of Guadalupe is also made available as an appendix to this document. Those profiles are pulled directly from U.S. Census Bureau sources, and come primarily from the U.S. Census Bureau's 2019 American Community Survey data. Guadalupe is presented in parallel with Santa Barbara County, California, and United States for easy comparison and to place Guadalupe's data in a broader context.

Summary of Demographic Indices Findings

	Index (Score Range)			
	SVI (0.0 – 1.0)	ADI (0 – 160)	DCI (0 – 100)	CA-HTC (0-134)
Overall Score (Year)	.8304 (2018)	127.7 (2019)	46.8 (2018)	56.0 (2019)
Previous Score (Year)	.8503 (2016)	N/A	86.7 (2000)	N/A
National Median	.5000	100	50	37
Category	**Indicators or Variables of Concern**			
Education and Language	Speak English "less than well" / No High School Diploma	Under 9 years of education / High School Graduation	No High School Diploma	Limited English-speaking households / Non-High School Graduates
Income	Per Capita Income	White Collar Employment	Poverty Rate / Median Household Income	
Children	Households with children less than 17	Single Parents with Children		
Housing		Homes with Crowding	Housing Vacancy Rate	Crowded Units
Minority Status	Minority Population			

Figure 15: Index Finding Summary

Vulnerability as Impediment

In all four aforementioned indices, education is clearly a measurable impediment to Guadalupe's future growth. Whether described as the predominance of English

as a second language, High School Diploma/Graduation, or Years of Education, the story is the same: lower education levels correlate directly to lower earning potential, which correlates directly to lower community wealth, consequently resulting in higher levels of vulnerability for the community.   Education is not fixed overnight – it is a generational change that may take a decade or more to overcome. Similarly, community wealth will not dramatically increase in just a year or two. Investment in the human capital – the earning potential – of Guadalupe is a long-term investment. This is a high-priority investment, but one that is unlikely to bear significant fruit before the next natural or man-made shock strikes.

Simple poverty is also not necessarily an impediment to Guadalupe's future. Guadalupe's poverty rate of 16.6% is only slightly higher than the national average of 13.9% and Santa Barbara County's at 14.8%. High poverty rates generally have two long-term implications for a community: first, dwindling employment opportunities reduce household resources that contribute to the community's economy and tax base; second, a diversion of remaining resources from future investments to alleviate current and pressing homelessness, food insecurity, and health issues. These problems are often exacerbated when a community is isolated geographically and economically, with no neighboring communities (and their diversified resources) to turn to.

That is not the case for Guadalupe. The surrounding counties of Santa Barbara and San Luis Obispo are relatively wealthy, with an abundance of economic capital available to address short-term poverty. Guadalupe is only eight minutes from Santa Maria, 40 from San Luis Obispo, and 75 from Santa Barbara, so it remains physically accessible and connected to the surrounding region. Guadalupe is a desirable place to live with a housing vacancy rate of just 1.8%, pointing to a combination of affordability and buyer attraction to the opportunities and amenities of Guadalupe, the Santa Maria Valley, and Central Coast.

Jobs are available in the area, and Guadalupe's residents are actively engaged in them. According to Census and Labor data, many of those jobs are simply in lesser-paying industries such as agriculture and personal/household services. While Guadalupe's unemployment rate is slightly higher than the national and state rates, rural areas and those with high agricultural employment tend to have wild swings in the employment market, reflecting the seasonal and even intra-seasonal needs for that type of labor. This means Guadalupe is essentially "normal" for a community in an agricultural area, but those seasonal swings in employment -- and household income -- make it difficult to confidently invest in the future. Again, this highlights a dilemma for Guadalupe: residents have jobs, are generally earning enough to make ends meet, and aren't expending additional resources to simply survive, but there is very little excess wealth available in the community to invest beyond today's needs.

It is clear, then, that Guadalupe will remain vulnerable to stresses as long as the city and residents are confined to their current earning potential and lack confidence required to invest for the future. This lack of economic capital to further resiliency objectives remains a major impediment for the foreseeable future, complicated by the long lead time to improve human capital through education. If Guadalupe is to grow in the near-term, economic capital will likely have to come from outside the community, and invested in non-economic assets in which Guadalupe is rich.

Analysis and solutions behind the categories "Children" and "Housing" require a more nuanced understanding of relationships between and within these areas. In general, households with children depend on one or more supporting elements: first, two parents are fully employed and expend resources to purchase child care, one parent is not fully employed in order to care for children full time or outside of school hours, or extended family or a community network provides child care while the parents work. In the ADI data, single parents are identified as a variable of concern; a single parent cannot depend on a second income to offset childcare costs but may have an older parent or other family present in the home to provide some child care. Although single parents are typically more vulnerable to shocks that may come with the loss of or change in employment, any family that must provide childcare faces difficult decisions between full employment and childcare.

Housing also has wide and varying impact on household vulnerability, as housing is amongst the largest expenses for most Americans. Housing affordability in California is broadly recognized as a problem, and while the Central Coast is more affordable than some locations in the state, it remains a major source of stress on poor households especially, who are typically renters and more susceptible to annual and even monthly inflation in housing costs. In markets like Guadalupe, low vacancy rates cause housing prices to go up as renters and buyers alike compete for available openings.

Finally, within the ADI data – which focuses on community health – the combination of single parent families and homes with crowding leads to situations where children may interact with family members across three age groups: children, parents, and grandparents. Children who attend school act as vectors for viruses such as influenza, which can then quickly spread to more vulnerable elderly members of the family. Crowded households are particularly susceptible to airborne diseases because their ability to isolate vulnerable family members from known contagions is limited. From a single-parent perspective, any illness for the primary money-earner could spell disaster for the household. Even a day or two away from a minimum-wage job can cost the household enough to lose housing, go hungry, or skip a dose of medicine. Time and time again, it becomes apparent that these single indicators found within a community quickly compound in their effects on individual households, and then into the rest of the community.

The Core of Resiliency: Identifying Assets, Addressing Impediments

6

Community Assets – A Community is More than Money

Communities contain a variety of assets that go well beyond what is in its collective bank account. The Community Capitals Framework, first outlined in 2004 by rural community development researcher-practitioners, catalogs seven types of assets (also referred to as "capitals") that can be found within a community:

- **Natural**: the natural environment of a community, and the value derived from it through interaction with the community. The value of cultivated land (active engagement) and the value of protected natural spaces (passive engagement) are equally considered.

- **Human**: the intellectual talents and physical labor of a community, typically turned into paid work, but may also be dedicated to volunteer and other service activities.

- **Cultural**: often equated with artistic attractions, cultural capital is also the history and heritage of a community, as well as morals, ethics, and values passed between generations, i.e. a town's cultural identity.

- **Social**: the organization and cohesion of a community; how a community communicates, coordinates, and cooperates to achieve common purpose.

- **Political**: the organization and operationalization of choices about resources in the community; who controls and how a community collects and distributes resources to address its current needs and future goals.

- **Built**: physical assets within the community; permanent buildings, homes, parks, infrastructure and other items that support the daily productive activities of the community.

- **Financial**: any resource that can be leveraged to produce additional resources; not restricted to money in the bank, financial capital may also be how other capitals are monetized or produce monetary value.

Figure 16: LeRoy Park under reconstruction in May 2021 (Photo Credit: Eric Larson)

LeRoy Park and Community Center: A Case in Point

LeRoy Park, first dedicated to the town in 1871, has long been a central part of the community and its culture. In the shared space of LeRoy Park, community and family BBQs, quinceañeras, and other family-focused events often brought together groups that didn't normally interact with each other. Wealthy families, looking for space to host an event, used the park alongside poor families normally crammed into small apartments, but seeking a chance to create a special family memory. These small interactions created opportunity for improving social cohesion. With the Boys and Girls Club using the community center, there were additional opportunities for other social groups to build connections and cohesion.

Unfortunately, the 1990s and early 2000s witnessed a slow deterioration of the quality of the park and community center, with the community center officially closed due to mold in August of 2018. Just prior to its closure, the only organization that used the building was the Boys and Girls club from 2-6 PM, Monday through Friday -- simply stated, for most of the past 20 years, the building was seriously underutilized. The Park was also seldom used as facilities fell into disrepair.

In a city often described as close-knit, this major community gathering place (falling into the above categories of social, built, and cultural asset) had been lost. In other words, the deterioration of the park and community center has, over time, eroded community cohesion by eliminating a place where the "common" in community was being reinforced.

Community assets are not exclusive, and a single one – such as a protected beach – may have value as natural, cultural, and financial capital. Birdwatchers may be attracted to a morning surrounded by the natural environment of the beach, then spend lunchtime at a favorite Main Street café catching up with fellow birders. In this example, one asset has become a source for multiple capitals. Similarly, a few talented artists (human capital) in a town may transform into a large, visible, and well-known mural (cultural capital) or an art shop (arguably, both cultural and financial capital). With the exception of financial capital, other capitals are not generally assigned a monetary value; rather, they are the raw materials that combine to create value for the community. A protected beach has natural value – hard to quantify as a dollar amount – but if it gains a reputation for attracting out-of-town tourists who spend money at local restaurants and shops, it creates financial capital out of the human (business owners and employees) and built capital (buildings, clean water, electric lines) of the community.

In the case of Guadalupe, the community is well-endowed with a variety of non-financial assets (the full set of which will be discussed with more depth later in this document). The community's natural capital, set amongst fertile fields and adjacent to the Guadalupe-Nipomo Dunes complex, is foremost among a long list of assets that don't have clear financial value, yet have outsize influence in Guadalupe's future fortunes. Guadalupe's social and political capitals are solid; there is little visible confrontation over social and political issues in the city, and the community generally agrees on a common direction for itself. Culturally, Guadalupe's Hispanic

and multicultural identity are well-known and well-respected; the community is proud of its people, history and place in the Santa Maria Valley. The community has a reputation as being hard-working and close-knit. Guadalupe's list of assets is at least equivalent to its list of impediments, and none of the impediments are fundamentally insurmountable.

Connecting Assets and Impediments to Resiliency Strategies and Planning

Communities are an interactive and interconnected human ecosystem, and can be just as complex as their natural counterparts. In a community, as in nature, a problem at the lowest level can bubble up to cause major issues elsewhere in the system – the loss of a key food source, a severed migration route, or removal of a major rodent predator can all throw off the balance of the natural environment. This is no less true for the human elements that make up a community. Although communities tend to focus on the scariest shocks at the apex of the community's ecosystem – the loss of a major employer, a natural disaster, or local political scandal – smaller stressors can still have profound effects because the health of one component within the community affects many others. The complex interaction of residents, government, customers, businesses, and outside forces is difficult to describe and, therefore, hard to consistently achieve positive change with a set formula, because each community is a different combination of the interacting elements.

Enhancing resiliency in a community begins with first-hand knowledge of the community and an individual desire to contribute to positive change, usually on an issue or topic about which the individual is passionate. While we look at a community's resilience as a holistic effort, we must also recognize the role that individuals or groups organized for a single purpose can play within that effort. Those individuals or groups can pick an impediment and devote significant effort to it -- effort which is truly vital to the community's success.

Others in the community can then take a broader view as they consider alternative and supporting elements that can be effectively and efficiently addressed without unknowingly or radically changing the most desirable and valuable characteristics of the community. Simply put in the language of resiliency: *addressing an impediment in the community should not come at the price of diminishing the value of a corresponding asset or assets*. This requires understanding how the building blocks and connective mortar within the community will fit around the passions of individuals or groups, to create structures rather than separate piles of raw materials. It may require first addressing smaller issues under or around a single strong concern of residents; or making sure each part of the structure is set before

moving on to the next.

Guadalupe clearly has impediments to further development as a resilient community. As described above, it is not simply one or two demographic statistics that place Guadalupe at a disadvantage – it is the combination of several complicating factors that appear to work against the community. Many of these factors are no surprise to residents, and it can be observed in interactions with Guadalupe residents by visitors or new residents that Guadalupe is very self-aware of its limitations. This was further confirmed as Guadalupe's residents reflected on the assets and impediments in community engagement panel discussions.

While residents identified many specific items that reflect their personal experience and interests, such as not having a community swimming pool, there was also broad recognition that a swimming pool pointed to a larger issue concerning the lack of recreation facilities and opportunities and was – above all – a lack of financial capital within the community. Respondents were also keenly aware that the physical appearance of the community was related to attracting tourists and that tourists could contribute significant amounts of revenue so the city could afford to build new recreation facilities. In other words, Guadalupe's residents accept the complexity of the ecosystem, and understand there is no single, cheap, or instantaneous action that will make Guadalupe a rich and resilient resort town -- but that with each small action toward a common goal, the community can get there.

Identifying Impediments

Across the series of focus groups, community members identified four major groupings of impediments, and an additional set of three more specific impediments that must be addressed. The four major groups were:

- **Starting from a position of disadvantage or "it takes money to make money"**: Guadalupe is an economically disadvantaged community, with a low tax base and few additional sources of revenue. In the words of focus group members, there are run-down buildings and vacant storefronts in the downtown that reflect poorly on the community. Without significant investment, these buildings are unlikely to attract either new businesses or new customers to the downtown area. Community conversations revolve around this chicken-or-egg problem -- money is needed to improve decaying facades and the appearance of the city, but new businesses won't move in to generate money until the appearance of the downtown area is improved. Property owners with undeveloped sites are reluctant to build with little interest from businesses. Landlords also face higher costs to renovate and prepare for new businesses, while new businesses to occupy those storefronts face their own high startup costs and risk. Despite a

resurgence in nationwide business starts during the pandemic, many of those were sole proprietorships and online, not the types of businesses that need physical locations.

- **Education and Language as barriers to advancement**: the low average education level and prevalence of non-English speakers limits the job opportunities for local residents and reinforces stagnation in wages and income. Long viewed as a community of low-skill, low-paid workers, Guadalupe tends to attract businesses in search of those workers, and this is a hard stereotype to break. While absolutely vital to the success of the predominantly agricultural economy of the Santa Maria Valley, low-wage workers are unlikely to add significant new resources to the tax base. Limited incomes are spent on necessities like food and housing, not at restaurants and antique stores as disposable income.

- **Transportation and Service Access**: it is ironic that in the midst of fields that grow produce for the world, Guadalupe's residents identify access to food as a major impediment. To reinforce this local view, the U.S. Department of Agriculture identifies Guadalupe as a "low-income, low-access" food desert because of a high number of households that lack transportation to get to a supermarket. Similarly, access to any number of vital services, including healthcare and workforce development programs, as well as routine transport to and from jobs around the Santa Maria Valley is too often restricted to those able to afford a car. Although the city has made important strides to improve bus transportation within Guadalupe and to Santa Maria, the necessity for private cars will continue to be a drain on the limited resources of households in Guadalupe, and draw city resources away from economic development to the more basic requirements of community sustainability.

- **Current and future relationships between citizens and city**: Focus groups noted a lack of recreation facilities and after-school activities for children. Recreation facilities are a unique interaction between the city and citizens – beyond providing a well-maintained, safe open space of a park, specific facilities (like a pool) require a continuing relationship between the city and users. If the pool isn't used, it won't be maintained. If it isn't maintained, it can't be used. To have these amenities, the community must use them and be willing to calculate convenience and proximity into their price. Recreation facilities and activities are also an analog for both the perception of the community about its appearance and concerns about their children's future in the city. Nearby Santa Maria has pools and soccer clubs, so why would Guadalupe's kids remain engaged with their own town? The focus groups also mentioned the lack of diverse service businesses, especially grocery stores and child care, which also reflect citizen

doubts about their relationship with the town, and the town's ability to sustain

their loyalty in the long-term.

Linked with the above concern about recreation facilities, and equally concerning as an issue of language and communication, **Quality of Community Engagement** was also identified as a specific impediment within at least one focus group. One possible interpretation of this impediment is related to the "Bedroom Community Problem," in which community members who live in Guadalupe, but work elsewhere in the Santa Maria Valley or Central Coast, feel disengaged from the community for a variety of reasons. The lack of a local newspaper dedicated to Guadalupe -- along with Spanish-language news about current events in the city – also presents a challenge to broader community engagement by community leaders in government, development, and other citizen services.

Finally, the focus groups identified two additional specific impediments. The first of these is the so-called "missing middle" for **Affordable Housing** as a basis for future growth. Affordable housing is a major concern for the city, as it is across the Santa Maria Valley, Central Coast and the rest of California. Guadalupe's General Plan Housing Element is expected to address that issue and extends beyond the reach of this Resiliency Plan at this time. Housing, of course, has an intricate relationship with economic development, both as a potential burden on households (keeping them from spending on other goods and services), and also as a source of capital for entrepreneurs and investors (against which they borrow to finance new or expanded businesses). The affordable rental units for low-income community members are being addressed by People Self Help Housing (PSHH) and the County's Housing Authority; entry level for-sale housing (e.g.: manufactured housing, often referred to as mobile home parks, or condominiums) are not available. In the past, PSHH built several self-help houses. These homes, many still owned by the families that built them, have gained value and will allow their children to inherit wealth the previous generation never had. These homes are an example of how today's low-income families could also get on the housing ladder. But to do this, there needs to be available and attainable low-cost housing opportunities.

The second was **Air Quality**, which is a major contributor to health problems in Guadalupe, and represents yet another drain on the resources of individuals and the community, both to address mitigation (sealing windows, purchase of air conditioning and purification systems) and to address the results (healthcare). Air quality in Guadalupe is affected by proximity to agricultural chemicals, as well as airborne particles such as sand and salt blown into the valley by ocean winds, as well as the number of diesel trucks that pass through Guadalupe on an hourly basis. While the impact of airborne particulates from the Dunes is unavoidable and must be addressed by sealing homes and businesses with improved materials, agricultural chemicals can be controlled and some vehicle-borne and -created pollution can be avoided. Air quality is a known impediment for Guadalupe, but is similarly beyond

the scope of this Resiliency Plan -- it requires broader partnerships with the Air Pollution Control District, Coastal Commission, and local agricultural firms.

Addressing Impediments

A community's impediments are not inherent or immutable. Impediments are identified in the community development process so the community can decide how to prioritize and then devote resources to address and reshape them. Addressing impediments is community development – as a minimum, knowing the impediments and marshalling the resources to fix them is building resilience in the community because it acknowledges real and potential stressors within the community. At best, addressing impediments leads to new or improved assets. The impediments identified above by residents could be addressed directly with a massive infusion of capital - by simply buying solutions - but this approach is both bad practice and wishful thinking.

Instead, this plan recommends an approach that simultaneously strengthens the underlying foundations of the community and begins to chip away at those impediments which are directly within the control of the community and can be tackled with assets already within the community. The recommended approach addresses four community development areas, described in detail below with possible actions for the community, which seek to shore up and build the foundations for the future.

1. Improving Social Capital with Community Engagement (Non-Physical)

A unified community - one with a common vision, priorities, and perception of itself - embodies resiliency. When residents engage with each other, and have invested relationships with local businesses, the city government, school district, public benefit nonprofits, and other stakeholders in the community, they build social capital which can be harnessed and transformed into other forms of community capital. If the goal for Guadalupe is to be a community that is actively and visibly united in purpose because it is far more likely to be awarded resources by external sources or to find solutions formerly hidden within the community itself.

Actions:

- **Get the Word Out/*Correr la Voz*:** Increase public awareness of events and endeavors in the community through bilingual paper and electronic newsletters with content provided by local civic groups and nonprofits; increased awareness and subscriptions to community-focused social media, and procurment of

electronic bulletin boards announcing community news and events at all major city entrances. Live and portray an active, united, and engaged community to both residents and visitors.

- **Show Off Progress and Possibilities**: Community events hosted by local civic groups at both renovated and older community gathering places (parks, restaurants, museums, other public spaces), highlighting both the progress to make the community more attractive, and the work that is still needed. Generate the maximum exposure of community members to fellow residents with shared interests, the groups already engaged in community-building, and the physical assets of the community.

- **City Government Outreach**: Increase transparency and interest in the activities of Guadalupe city government through bilingual newsletters, increased support, participation and visibility at local events, and increased engagement with civic groups as an additional conduit to the community. Increase engagement with Guadalupe high school students through "Youth City Council" and "Ambassador/ Embajador(a) de Guadalupe" programs, using their networks and language skills to reach non-native English households with city messages.

- **School District Outreach**: The school district should partner with local businesses and civic groups to reach parents regarding issues, programs, and projects within the school system that directly impact the quality of education it is able to deliver to district students. Engage Guadalupe high school students (who attend high school outside of Guadalupe) as "Youth School Board" and ambassadors for the Guadalupe school district (their elementary and middle school) to reach English as Second Language households.

2. Enhancing Social Infrastructure with Community Development (Physical)

The community needs physical spaces where they can engage with each other, both by design and by coincidence. In Guadalupe, parks, schools, churches, restaurants, and stores are the most important locations where residents interact with each other as equals, as will be future facilities such as the Royal Theater or a newer and larger library. Parks don't discriminate because of race, riches, or religion – they welcome all families and individuals, where a wealthy family celebrates a quinceañera right next to the poor family playing soccer. Parks are also multi-generational, attracting kids to playgrounds, parents for a walk, and grandparents for a place to enjoy a sunny afternoon with friends. Schools can be a great mixing space for the community, especially when parents and guardians are fully invested in the quality of education their children are receiving. Businesses around town, especially those

related to food, also draw in residents of all types. Good food, good service, and good quality draw loyal local customers from broad backgrounds.

Actions:

- **Parks are Community Centers**: Integrate public spaces into all city planning for future development, including any future housing areas and areas where infill is likely. Discourage private parks and open spaces isolated within future housing developments. Continue to improve parks within the city and promote circulation of residents to all parks and neighborhoods by creating and maintaining unique facilities at each park, rather than build all-purpose parks. Ensure parks are connected by walkable or bikeable routes, as well as maintaining accessibility from adjacent neighborhoods.

- **Schools are Community Centers, Too**: The school district should arrange opportunities for the community and parents to see the facilities in which their children are learning, whether by holding some adult education in the elementary and junior high buildings, or regular "Take your Parents to School" events. Local organizations can sponsor and support events outside of normal school hours. The City Council may hold either formal or informal meetings using school facilities, and may also consider holding joint events with the school board.

- **Downtown Investment / The Center of the Community**: Encourage restaurants and entertainment in a concentrated area (i.e., downtown) and improve the attractiveness of that area through creation of a formal Business Improvement District (BID) or a public-private foundation or fund for the same purpose.

3. Economic Development and Capital Generation

At some point, Guadalupe must begin to generate economic growth and its own sources of capital if any resiliency effort is to be sustainable. The people who live in Guadalupe are the best source of local business intelligence, gained by listening to a few neighbors say "I wish there was a…in Guadalupe" and passing that information to the business association or seeking out advice from the local Small Business Development Center. To be clear, economic development is a long process and the goal is to increase wealth in the community, using local ideas and resources. It is best for the community to grow capital from within, which keeps that wealth in local circulation; however, making the community an attractive and welcoming place for outside investment has its place.

While some companies are purely attracted to the spending power of a community, an increasing number of small businesses are looking for places where employees

will find quality-of-life opportunities that supplement and enrich their lives outside of work. Providing necessary services, as well as unique, high-quality, and authentic experiences to local customers, newcomers, and tourists will depend on locals identifying those opportunities, seeking both advice and funding to build successful businesses, and reinvesting in the community.

Actions:

- **Get to "Yes" for Business**: The county and city should continue to examine building and business permitting processes and fees to educate business owners on common pitfalls, and to facilitate movement of permits and other bureaucratic filings through their respective organizations. The city and county may also establish funds or mechanisms that allow businesses to launch under conditions where minor deviations in process or code are waived for a specified period of time, allowing the business to begin generating capital to pay for expensive corrections or tap a funding source that doesn't endanger conventional bank funding. Wherever possible, the city and county must default to "yes" on new businesses or expansion of existing businesses, unless it means a true and expansive threat to the public welfare.

- **Build Business Infrastructure, Networks and Knowledge**: Existing public benefit service providers (community development nonprofits) and mutual benefit organizations (business associations), with support from government entities, must continue to support local entrepreneurs and existing businesses through a variety of small business education and assistance, microenterprise loans and technical assistance, and business outreach programs. A full support network within the community is more likely to produce long-term success for new and expanded businesses, and will tend to produce more complementary than competitive outcomes.

- **Be a Good Place to Do Business**: Guadalupe's businesses and governments must cooperate to identify the town's unique advantages for business, which may include less expensive rent, less regulation, and more loyal customers, to name just a few possibilities. It must then become–and publicize–Guadalupe as "business friendly", especially to those businesses that may face higher costs or be unwelcome in other locations. Of course, this must be done in cooperation with citizens and residents to ensure new businesses remain consistent with the character of the community. The local business community can play an important role in this endeavor through outreach within the community and marketing Guadalupe, both informally through personal and business contacts and a formal advertising campaign.

- **Guadalupe as a Destination**: Develop and deploy a strategic tourism marketing campaign (typically called "placemaking") that highlights Guadalupe's existing assets (natural environment, museums, restaurants) and begins to rebuild the quality behind Guadalupe's motto of "Gateway to the Dunes." As the Royal Theater renovation continues, begin to incorporate and build a reputation behind the theme of a "City of the Arts" with art events, performances, classes, and contests. Cooperate with the Santa Maria Valley Chamber of Commerce to link Guadalupe more strongly with other attractions in the Valley, and ensure Guadalupe's truly unique assets are highlighted and promoted.

4. Workforce Development and Employment Diversification

Census data from 2019 assesses over 30% of Guadalupe's working population is employed in the agriculture sector and 33% of residents over the age of 25 have less than a 9th grade education. There is no denying the importance of agriculture to the community and it is impossible to untangle the links between low-skill labor and the American food supply. To be blunt, Guadalupe will need and have significant financial improvment; however, changes to the workforce are painfully slow, and depend on the evolution of both employers and employees in the area. Despite these daunting realities, Guadalupe has some advantages that should give it hope. Economically, the larger Santa Maria Valley is relatively diverse, with light manufacturing, aerospace, energy, tourism, and healthcare industries augmenting agriculture. In other words, both today's workers and their children can actually see alternatives to their current employment without leaving the Valley. Even within agriculture, there is growing recognition that English and math skills enhance the productivity of field workers, and that continuing technological evolution within the agriculture industry will require more than just nimble fingers and strong arms.

The scope of workforce development for Guadalupe must be realistically prioritized to raise the skill level of workers within key local industries, with English language training, adult education in math literacy, and technical training in areas identified by local firms. Increased skills translate to increased wages within the same industry, and the possibility of exporting a common skill to a new industry. To be clear, it will not be up to Guadalupe alone to evolve its workforce; partnerships will be the only way to significantly build resiliency through diversification and upskilling within the workforce.

Actions:

- **Workforce Advocacy and Coordination**: Establish a Guadalupe workforce advocacy organization comprising local businesses (large and small) and workforce-focused nonprofits to establish prioritized workforce needs and

resources specific to Guadalupe, and advocate in local adult education/ workforce development groups for Guadalupe's interests. Emphasize English literacy and basic math, with follow-on options for more advanced technical, scientific, and managerial skills roughly parallel to those found in high schools, agriculture clubs (4H, Future Farmers of America [FFA]), or industry-specific training. Identify and eliminate redundancies between organizations' education programs and build a continuum of education that can take place entirely within Guadalupe.

- **Build Local Workforce Education Infrastructure**: Survey local nonprofits and schools to Identify facilities with room capacity for adult education classes, as well as after-hours child care space. Keep classes short (no more than one hour) and offered more often to reduce strain on students, kids, and volunteers. Use distance-learning / remote teaching as necessary to provide students and instructors as many options as possible to attend classes. Partner with churches and civic organizations to staff after-hours child care and train volunteer child care providers.

- **Children Challenging Parents**: Work with both Guadalupe Union and Santa Maria Joint Union School Districts to use Guadalupe's elementary, junior high, and high school students as vectors for publicizing education and development opportunities for their parents, and ensure all materials are in Spanish. Use messages and programs that challenge parents to learn and develop alongside their children, emphasizing the long-term value of education and continued skills development for household prosperity.

This Page Intentionally Left Blank

Charting the Course Forward

7

Guadalupe's Dilemma: Developing Internal Resources to Increase Resilience Requires External Investment

Guadalupe has limited monetary resources to increase community resilience through large, flashy projects. Often, when the stresses on a community turn into cracks, it means a community has fallen below a certain level of vulnerability. This typically happens when and where monetary resources become limited – personal savings and public tax revenue dry up, and investments in future capacity are quickly forgotten in order to meet the urgent needs of the present. The good news is Guadalupe is not yet a city overwhelmed by this scenario. Guadalupe's attractive assets are many, and capitalizing on them to grow and diversify the community's economy and well-being is still a choice available to the city. The limited resources within the community will drive future growth toward reliance on investments, grants, and consumer/visitor spending from external sources, while harnessing and focusing the existing non-monetary assets of the community toward a common goal or goals.

In the simplest terms, Guadalupe's most successful version of the future is one where the city, its assets, attractions, businesses, and residents are initially recognized as a good investment by outsiders. Assets are improved, new assets are created from existing community energy, talent, and ideas, and the community's

reputation grows as a unique and attractive destination for both visitors and capital. Over time, Guadalupe's tangible assets grow in value and can be leveraged to drive self-investment from inside the community and reduce reliance on outside money. To be clear, Guadalupe should remain very interested and welcoming of outside resources to the community – however, a more balanced mix of local and outside investment is better for long-term self-governance and either building or returning some assets that focus on residents rather than visitors.

This is not an easy path. It requires hard decisions to make the community more reliant on outsiders, to take risks on new businesses, to embrace a different type of uncertainty -- people need agriculture because they must eat, but they do not *need* to be tourists in Guadalupe. It requires hard work and monetary sacrifice to start new businesses, to improve buildings, to organize and put on new community events, to advertise attractions and restaurants, and create an environment and community that is uniquely Guadalupe.

One Possible Path Forward: Guadalupe as a Destination

Grounded in realistic expectations of what it is and what it can be, Guadalupe can begin diversifying and growing the local economy, including eco- and agritourism associated with the natural beauty of the Guadalupe-Nipomo Dunes complex and proximity to the freshest ingredients from local fields and farms. In addition, Guadalupe can grow as a community of art and culture, building on "Instagram-worthy" murals and renovation of the historic Royal Theatre. The core of those efforts will be a resurgent historic downtown area, once again bustling with restaurants, shops, small offices, a classic small-town theater, and purposeful spaces where "grab your coffee, let's walk in the park" is the norm. Renovating, rebuilding, and refilling storefronts will be the attractive force drawing additional entrepreneurs and small enterprises from multiple industries and professions, mixing new talent and ideas with old town charm, creating additional reasons for both tourists and locals to stop, stay, and enjoy. Buoyed by new blood, energy, and resources – and given new reasons and confidence that it can do better than just survive events -- Guadalupe will build both community and physical resiliency.

Guadalupe's proximity to Santa Maria is both curse and blessing. There is a significant outflow of financial capital from Guadalupe to Santa Maria, primarily in the loss of commercial and consumer retail spending to the larger businesses and stores of the larger community. This is a common trend in the relationship between large cities and surrounding towns, and a curse that is unlikely to change significantly in Guadalupe's favor. In order to recapture the loss of revenue to Santa Maria and other larger cities, Guadalupe must leverage its other capitals to attract visitors seeking unique cultural and natural experiences the cities cannot provide. It must find and fill gaps in the convenience, quality, and shopping experience for

items and services offered elsewhere in the Santa Maria Valley; put in business terms, it must find its comparative advantages in areas outside of pure cost. It must demonstrate that both the built and human resources of Guadalupe are uniquely positioned to provide higher nonmonetary value (for example, a feeling to the experience) that cannot be found in other locations. Guadalupe's future is not being more like Santa Maria -- it is being less like Santa Maria.

Proximity to Santa Maria also means the unique assets, amenities, and attractions of Guadalupe are just eight miles from a major urban center supporting almost 175,000 people (read: customers from southern San Luis Obispo County and northern Santa Barbara County). Fostering the development of Guadalupe as a destination location is not just a matter of more loudly and insistently shouting the existing "Gateway to the Dunes" marketing slogan. Instead, Guadalupe must truly become the gateway, a mandatory stop for those exploring the Dunes – to grab lunch after a long walk, to relive the memory of the experience with a painting or postcard, and to catch a Saturday evening screening of *Ten Commandments*. **Four connected lines of effort** are necessary to create Guadalupe as a destination for both visitors and resources:

Create and Foster Guadalupe as "A Community of Art"

• Preserve murals and create spaces / opportunities for additional public art

• Renovate and revive Royal Theater as the center for art and artists in the community, and position it as a unique destination and talent incubator/host for both upcoming and established artists in the broader Latinx community

• Encourage local and visiting artists and creators to highlight Guadalupe's natural environment and cultural heritage as well as the artists' connections to the city with contests and exhibitions

Compliment the "Community of Art" with activities and amenities that extend the "loiter time" (the time visitors spend in Guadalupe) and increase the "revisit rate" (the number of times visitors return to Guadalupe) for visitors

• Diversify and expand the restaurant experience in downtown Guadalupe

• Improve the appearance of the downtown area by balancing a unified theme for the entire area, while still maintaining the uniqueness of each establishment

• Foster the development of overnight accommodation in Guadalupe

• Enable additional businesses that cater to visitors (cannabis, antiques & restorations, bike/motorcycle/auto services for CA-1 travelers, additional art and

creative businesses)

- Coordinate with Dunes Center, Cultural Arts Center, Historical Society, and other cultural attractions to host and promote Regular, Special, and Rotating Events/ Exhibits by the community and cultural / arts organizations to promote recurring visits ("been there, done that" becomes "excited to visit again")

Harmonize Guadalupe's internal business and political practices with external marketing messages

- Balance Guadalupe business community's creation of a destination location while preserving services and quality of life for residents (downtown and "approaches" renovations, business practices and hours to support tourism)

- Create and implement a marketing plan to reach near- (San Luis Obispo and Santa Barbara) and medium-distance (Ventura/Oxnard, North Los Angeles, Bakersfield, Fresno, San Jose/Southern San Francisco Bay Area) audiences

- Ensure City of Guadalupe, County of Santa Barbara, and State policies create conditions for successful destination location build-out

Internal Marketing – ensure Guadalupe residents know the attractions/ amenities/ opportunities in their community

- Market local restaurants for locals, especially those community members in new neighborhoods who may have more expendable income and less local knowledge as new transplants to the area, to keep money in Guadalupe rather than dinner in Santa Maria or Pismo Beach

- Revive local interest in local restaurants through marketing and specials for locals, reminding them the brand is about local flavor and retaining their access to restaurants as well

Two additional lines of effort are necessary to enhance the human capital of Guadalupe:

Broadband connections can expand high-speed Internet access through an internal or hybrid build of a community-owned network and attract of providers

- Broadband connections will be Guadalupe's method to "broadcast" its presence to the world, streaming live shows, conferences, and art classroom events from the Royal Theater

- Advertise broadband to attract additional businesses and services
- Use broadband to expand educational opportunities
- Focus on broadband-enabled and broadband-enabling skills for workers
- Leverage the County-wide committment to Digital Equity for resources to improve access and availability

Create upskilling opportunities and additional jobs through workforce development and entrepreneurial skills training and small business support

- Concentrate on business for tourism, creation of cultural attractions, and small business-enabling jobs (accounting, facilities services, information technology services, and human resources management)

- Train agricultural workforce into higher-skill areas within agriculture, where they enjoy more stable employment, and provide counseling on skills that are most transferable to other industries in the local economy

Moving from Plan to Strategy: A Community-Owned Process

Up to this point, this document has presented the concepts behind resiliency, as well as a broad spectrum of possible resiliency-building activities that could be applied to Guadalupe. Both the concepts and activities are broadly consistent with the recommendations that are found in other documents and presentations either created by local stakeholders to inform citizens and city leadership or commissioned directly by the city. The following documents were referenced, in their most current version, which may be a draft or final:

•   Guadalupe 2021 General Plan (Public Review Draft, July 30, 2021) – available on the city's website

•   City of Guadalupe 2019-2027 Housing Element (Draft Update, May 2, 2019) – available on the city's website

•   City of Guadalupe Resilience Plan Economic Development Opportunities/ Constraints and Recommendations (July 13, 2021) – available as an appendix to this document

The next steps of this resiliency effort are best placed into the hands of the community. To be most successful, the community will need to convene residents, leaders, and other stakeholders to build the implementation plan. The creation of an implementation plan for resiliency must pass through the process of strategy-building. Strategy, in its purest form, is a five-part activity of setting goals, describing activities, assigning resources, implementing the plan, and adjusting the plan (See

Figure 17). Good strategy-building also requires continuous improvement, and the team must be willing and empowered to review and improve previous steps, not simply plow ahead despite known or potential mistakes earlier in the process.

The strategy process begins with **Goal-Setting**, or deciding what goals the community wants for itself. Any goal or goals should be able to affirmatively answer the 3 As:

- **Acceptable** – does the community want this and support the goal?

- **Actionable** – is there a specific action, set of actions, or activity that will contribute to the goal?

- **Achievable** – are there sufficient resources in the community to do this or a clear path to gain the necessary resources from other sources?

The greatest danger in Goal-Setting is setting too many goals because the community and leaders cannot clearly articulate or agree on a vision for the community. Too many goals, without a unified purpose, dilutes the energy and resources of the community.   Each goal should have actions that can be assigned to individuals or groups, and an understanding of the resources that activity will require. Finally, goals must be malleable through the strategy-building process; as activities are crafted and resources assigned, a goal may end up requiring too many resources to accomplish without hurting other activities (and their respective goals). The process is one of continual refinement, and should never shy away from returning to previous steps to ensure goals remain true to the 3 As – at least while the strategy is still being formed.

Once goals are crafted, the group must **Describe the Activities** that contribute to achieving them. Activities should be evaluated against 4 Cs:

- **Clear** – does everyone involved understand the activity and its connection to a goal?

- **Connect** – does this action connect with others, creating either dependency or synergy?

- **Combine** – can this activity be combined with any others to save resources?

- **Completion** – does the activity have a way to call it complete or finished, so the resources can be moved to the next or a new activity?

It should go without saying that each activity must be clearly described, and linked

to a goal, but it cannot be emphasized enough, especially in large and long-term endeavors like community development that involve many components. Clarity also comes from connecting each activity to others. Activities may need to be sequenced in time because one activity requires the other to be completed before it can start. For example, a church would first need to train volunteers to provide childcare for workforce education students before classes can begin at the Senior Center. While sequencing in time creates one form of dependency, other dependencies are based on available resources. The time of City Councilmembers, a large meeting room, or a critical advisor on external financing can also create the need to prioritize one activity before another. Some activities may need to take place at the same time to create synergistic effects. A project to engage Guadalupe youth in city government can be combined with a project to introduce new community message boards, asking young ambassadors to connect an important local issue with creative and bilingual messages to better reach the community.

Other activities may need to be combined to avoid duplicated efforts toward the same goal, blend two or more activities that would require too many resources to accomplish separately, or reach across several activities or goals with a similar resource. Advertising and media relations are typically activities that can be combined across multiple activities to avoid each activity having to use separate resources to do the same thing. Another example may also be a compromise between lights for a baseball field and a soccer pitch – could the two projects buy from the same company at a discount, or spend extra money to buy one set of lights between the fields that could be turned to cover one or the other (rather than both)? Finally, an activity should have a defined criteria for completion. Being able to say an activity is finished has multiple purposes, both practical and psychological.

In practical terms, the completion of an activity means the resources it has been using can be officially released to the next activity or project. It also means the activity can be evaluated for it's effective use of those resources. Did the project cost too much or was there money left over? Did it take much longer than anticipated or was it quickly finished? As the resiliency effort continues, understanding both time and money required helps everyone understand the pace of progress. In a long-term effort such as resiliency, there is also a psychological satisfaction to saying "we're making progress – we've completed 10 of 30 activities." A goal without completed activities begins to feel like a never-ending quest, without the opportunity to celebrate smaller victories along the way.

Assigning Resources to each activity is typically the most laborious (and contentious) part of strategy-building, but getting it right saves effort and frustration during implementation. Once each activity has been described with enough detail, the assignment of resources should be relatively easy. The first resource to be assigned is the people – this can refer to just one individual working alone on a

small project or an organization working on a larger project. Either way, the "people resource" has one of three roles in an activity:

- **Leader**: the group or individual responsible for implementing the activity; co-leads are possible, but avoid diluting the actual responsibility and accountability of leaders

- **Contributor**: a group or individuals who will provide additional resources to the activity, guided by the leader

- **Coordinator**: an individual whose job is to ensure related activities are synchronized or shared resources are used appropriately and in a timely fashion; it is best if this is not also a leader of the activity to avoid an appearance of favoritism

Clearly defining these roles early gives ownership of the activity to just one party. (This avoids the common error of diluting responsibility, as the cliché says, "when everyone is in charge, no one is in charge.") Contributors may play a dual role as a resource. First, they are providing their time, talents, and assets as workers (labor) in the activity. While this is an important role, for this part of the discussion, though, they play a more vital role by assisting the leader with their own ideas, expertise, and attention. A contributor must take responsibility for their role in the activity and add value for the leader, by tracking resources expended, understanding the connection between project components, and even being prepared to step in for the leader. This level of responsibility is what distinguishes a person from being a contributor (a "people resource") from a worker (a "labor resource").

The assets assigned to activities vary widely, and can range from workers to money to shovels. Like those "people resources", assets can also be divided into primary and contributing categories, where a primary asset is typically the main subject of the activity. The primary asset can be a physical building, the time of a nonprofit, or a community message board. If an activity is working on a primary asset, it will generally be unavailable to other activities, or it requires coordination between activities until that activity is completed (here, a reminder that activities should have a way to define when they are "complete" so the assets can be freed up). A contributing asset may be used by several activities at the same time, but must be carefully managed to ensure it is not spread too thin or is correctly sequenced and prioritized. Resources don't need to be planned to the last detail or dollar, but should be planned to the level that helps show where conflicts between primary assets and shortages of contributing assets need to be addressed.

Time is a remarkably valuable asset for the community. The time of city staff, volunteers, the vulnerable, and everyone else in the community should be respected,

whether by using that time efficiently and effectively, or by exercising patience as others accomplish their own share of the work. Much of the resiliency work in Guadalupe will be done by those who aren't being paid – that is the very hard and time-consuming work of writing a business plan for a new antique store, preparing legal paperwork for a community arts center, and organizing a tree-planting by Boy Scouts on a Saturday afternoon. Again, if Guadalupe could pay for all of these improvements outright, this report would be a much shorter document and the community's patience could be limited to whatever time limit was written in a construction contract. However, since that isn't the case, it is best to realistic (overestimate) the time each activity will take, and be thankful when an activity finishes ahead of schedule.

Finally, when resources run low, priorities truly matter. At this point in the strategy-building process, it is always advisable to "review and improve" previous steps to ensure the highest priority goals are still the first to receive the resources they will require. Some activities may require different sequencing or be combined to share those resources. Priorities, like any part of the plan, may shift over time, but they should remain relatively constant so they can be used to objectively adjudicate between competing needs at critical moments. With community consensus, it should not be a difficult or contentious decision to prioritize a specific resource required for the final completion of a community park improvement higher than the same resource for a third coordination meeting on the design for new lettering on the water tower.

After all of that, it is finally time to Implement Activities! Although this is the most rewarding part of community development, it doesn't happen without significant work. Making an activity a success requires good planning, efficient logistics, controlled operations, and thoughtful evaluation. Every activity starts with a good understanding of the scope of work. What is the activity trying to accomplish, what resources are available, how will they be used, and what criteria determine when the activity is considered completed? Who will lead the activity, and who needs to be coordinated with? A great temptation in community development is to try to do more than originally planned. This is called "mission creep" and it can lead to using up resources that were tasked for other projects, or to not recognizing when an activity has actually completed the original task. The former endangers other projects; the latter can deny participants the moment of triumph when they see, feel, and understand what they've actually accomplished.

While the team or individual assigned to the activity may include people of all types and expertise, or be a small and highly skilled group, every activity should be able to "tell its story." Some projects can use data ("a $45,000 playground installed in two days with 25 volunteers"), while others are more photogenic (a picture is worth a thousand words, especially when it comes to kids and pets). Either way, completed
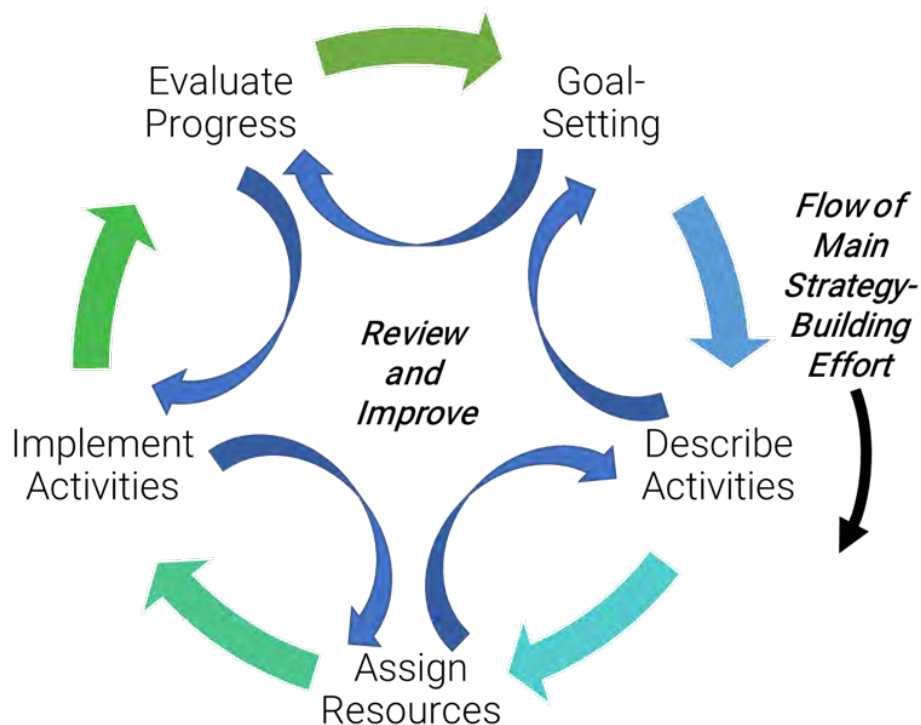
activities in community development are worthy of public celebration. Activity leaders should encourage anyone engaged in the project to take photos, write about their work, and gather data that can be fused into good news to be published on social media, newspapers, and other local media outlets. Especially in Guadalupe, all good news should be translated and disseminated in English and Spanish; having volunteers or participants in the project share their story on social media is especially impactful in a close-knit, well-connected community like Guadalupe.

In the midst of an activity, leaders need to remember that other projects may be dependent on theirs, so coordination and cooperation across projects is very important. Leaders across all projects should regularly meet to discuss progress, address concerns, and assess resources. Whether weekly, monthly, or quarterly, these progress meetings should become a matter of routine for the community. Like all good meetings, they should have a time limit, a known agenda, and good record-keeping. They should happen often enough to be sure to catch up on all known projects, but not so often they interfere with actually getting the project done. The idea of a meeting is not as important as regularly checking in across all activities to record progress, hold each activity accountable, and evaluate resources; there are a variety of ways to accomplish this, from actual meetings to virtual dashboards, which should be decided by the community and activity leaders.

As activities are completed, **Evaluating Progress** is the final step. As discussed earlier, each activity should have a well-defined endpoint. That endpoint allows the activity leader to look back at the project, add up the cost (not just money, time must also be captured), gather lessons, and celebrate a victory. The activity leader also uses the regular progress meetings mentioned above to pass on those

lessons, release resources for other purposes, and answer questions from the group. Although all activities may be accomplishing different objectives, reporting progress should have some standard measures: money, personnel, and time spent are all possible metrics to use, but the team should exercise some creativity to show the impact on the community. As always, the lessons of Evaluating Progress should feed back into the strategy-building cycle to update, revise, or simply confirm the original plans. If the next activity in the sequence can gain efficiency or effectiveness, it will be worth everyone's time to conduct a review and pass those lessons to the group – in other words, embrace feedback.

As mentioned in the introduction to strategy-building and several times above, good strategy and the plans that come out of that process should be continuously reviewed and improved where required. For example, when assigning resources to an activity, the team realizes there is not enough money for a certain project, so they may have to return to the previous step describing activities to modify, shrink the scope, or cancel that activity. The process of reviewing and improving may even require going back to goal-setting to ensure the goal is still sound. A word of warning: reviewing previous steps does not mean the decisions and products made during strategy-building are "made of Jello" – they still must have structure and direction based on support of the community and the strategy-building team. The ability to review and improve based on new information provides confidence the plan is based on the best available ideas and information and that the plan itself is flexible and able to adjust to new conditions.

Figure 17: The Strategy-Building Process

This Page Intentionally Left Blank

Final Thoughts

8

This report has repeatedly emphasized that building resiliency is community development. When a community is internally engaged – when citizens talk to each other and their representatives, when residents act to improve conditions for themselves and others in the community – they create an environment that is better prepared to respond to shocks. When the community talks to themselves, they identify stressors they believe must be addressed and opportunities that no one outside of that community may notice. When community members invest both their sweat equity and money from their bank accounts to build up assets and address impediments, they become loyal to that community and to each other. Their sense of ownership, common causes, and pride becomes an asset unto itself, one that can overcome or bridge gaps in other resources.

This writing team has been engaged with community members in Guadalupe for over three years on this particular project, though we've been engaged in other projects with and in Guadalupe for longer. The most common theme we encounter in residents and former residents is overwhelming pride when they say "I grew up in Guadalupe." That statement, said with pride, reveals the "good bones" that have kept Guadalupe a vibrant place to live and work. The next stage in Guadalupe's development is to extend that sense of pride to the entire community, to those who moved here later in life for more affordable housing, a variety of work opportunities,

or just to get away from the big city. Those community members need to know that Guadalupe isn't just where they sleep – they need to see and feel that "here" is more valuable, more unique, and more attractive than "there."

Resilience means that everyone in the community believes it is worthy of saving when faced with challenges, whether that is continuing stresses on the community or a violent shock.   Residents gain ownership of the community by actively using and interacting with its assets and resources, not just when they are told there will be some street repairs the followingTuesday. When Guadalupe residents identify impediments and seek to address them using the resources of the community (time, talent, and money), they are creating a feedback loop that leads to more interest and investment in the community. They turn an asset – Guadalupe's own sense of value – into tangible physical things like parks, businesses, and tax revenue.

No one individual, group, or agency will turn Guadalupe into a thriving community overnight. There is no lottery for cities that will deliver the amount of monetary capital required to start new restaurants downtown, build a hotel with a view out to the Dunes, and restore the old Far Western Tavern building to new glory as the home of the Dunes Center. It will only be through a concerted effort of individuals, businesses, and government that Guadalupe will be strengthened. Individuals must invest their ideas and money to start new businesses, businesses will provide the tax revenue to the city, and the city will invest in the infrastructure, services, and (where possible) facilities to make Guadalupe an even better place to live, work, and play.

Despite the challenges, new business formation in Guadalupe should be overwhelmingly the responsibility of "locals," who are in the best position to understand the gaps and needs of the local market. Small businesses fill needs unmet by larger firms (culturally or religiously-specific foods or a more convenient location, for example). Local small businesses are also more responsive to customer feedback because those customers may also be their neighbors or have kids in the same class at school. For example, when a restaurant hears from customers they would like the place to be open just one hour later, that there is nowhere else that serves lengua like they had as a kid, or that they're willing to pay one dollar more for a really great pizza, that restaurant owner can adjust much faster than a chain restaurant could. To succeed, however; businesses must also be backed by programs that give entrepreneurs the technical skills to get started, enhance their access to capital, build up local customer loyalty, and provide workers that are "right-skilled" for the jobs. None of that happens by accident.

Resiliency is ultimately focused on responding to local needs, using community assets to build physical and monetary resources as well as improving the community's cohesion. This plan has both provided the framework for action and suggested actions that Guadalupe may choose to implement. There is a lot of

work to do, and the task may appear daunting, but the authors of this report are confident in Guadalupe's residents, leaders, and supporters' ability to build their own successes in the city.

Endnotes

[1] Contreras, Shirley. 2018. "Timeline." Santa Maria Valley Historical Society Museum. https://santamariahistory.com/timeline.html.

[2] Boydstun, Shirley, e-mail exchange with Eric Larson. 2021. E-mail Correspondence

[3] Cal Poly Graduate Planning Studio. 2009. City of Guadalupe Volume 1: Background Report. San Luis Obispo, CA: California Polytechnic University, 7. https://digitalcommons.calpoly.edu/cgi/viewcontent.cgi?&article=1051&context=crp_fa c.

[4] United Nations Office for Disaster Risk Reduction. 2017. "Vulnerability." PreventionWeb.net. https://www.preventionweb.net/disaster-risk/risk/vulnerability/.

[5] Stauffer, Anne. 2020. "How states can manage the challenges of paying for natural disasters." PreventionWeb.net. September 16. https://www.preventionweb.net/news/view/73660.

[6] Cornelia Butler, Flora, Mary Emery, Susan Fey, and Corry Bergendahl. 2014. "Community Capitals: A Tool for Evaluating Strategic Interventions and Projects." North Central Regional Center for Rural Development (Iowa State University). August. https://aae.wisc.edu/ced/wp-content/uploads/sites/8/2014/01/204.2-Handout-Community-Capitals.pdf.

[7] SVI source material available at: https://svi.cdc.gov/index.html for addition information about SVI or https://www.atsdr.cdc.gov/placeandhealth/svi/data_documentation_download.html for data download

[8] ADI source material available at: https://www.neighborhoodatlas.medicine.wisc.edu/ for additional information about ADI or https://www.neighborhoodatlas.medicine.wisc.edu/download for data download (requires registration)

[9] DCI source material available at: https://graphicacy-dci-pdf-images.s3.amazonaws.com/DCI_CA_Zip_code_93434.pdf or https://eig.org/dci/interactive-map?path=zip/93434

[10] Economic Innovation Group. 2020. "The Spaces Between Us: The Evolution of American Communities in the New Century, 4th Edition." eig.org. October. https://eig.org/wp-content/uploads/2020/10/EIG-2020-DCI-Report.pdf.

[11] CA-HTC source material available at: https://census.ca.gov/wp-content/uploads/sites/4/2021/05/cahtci_all.pdf (Warning: this document is over 1,000 pages long and over 50MB.)

Appendix A

**The City of Guadalupe
Resilience Plan Economic Development
Opportunities/Constraints and Recommendations
by Lisa Wise Consulting, Inc.**

Introduction and Purpose

This memorandum summarizes economic development constraints and opportunities and provides a summary of actions the City and community partners may consider to spur economic development for the Downtown area of Guadalupe. It is intended to ultimately serve as a section of the City's Resilience Plan currently under development by Los Amigos de Guadalupe (LADG). The findings and recommendations in this memorandum are informed by recent community and planning initiatives, such as feedback received from the January 2021 focus group, analysis from the Mobility Revitalization Plan, and conversations with both City staff and LADG.

Opportunities and Constraints: Background and Context

An assessment of constraints and opportunities provides a clearer understanding of how existing characteristics either limit or encourage economic development. **Opportunities** refer to characteristics that provide the potential for the Downtown area to grow the local economy, while **constraints** refer to characteristics that limit the ability for the area to grow the local economy. Local governments typically review both opportunities and constraints in developing their economic development strategies as they provide a foundation from which to build policies and programs that address the jurisdiction's most critical obstacles while complementing and gaining advantage from existing assets.

Study Area

The area of focus for this economic analysis and subsequent recommendations is Downtown Guadalupe, which runs along Guadalupe Street (California Highway 1), bordered by 11th Street on the north end and the Royal Theater building on the south end. However, the area extending south from the Royal Theater to 5th Street is considered a secondary boundary for commercial uses.

Though this analysis primarily focuses on Downtown Guadalupe in the north, the area leading up to this neighborhood is also important for introducing the community's character and tone as visitors travel north along Guadalupe Street. Some of the City's core assets, such as the Amtrak Station, are located just south of Downtown Guadalupe.

COVID-19

The Guadalupe Resilience Plan effort was well underway when the COVID-19 pandemic disrupted daily lives of citizens across the globe. The resulting shelter-in-place directive and economic shutdown negatively impacted businesses across California, where the economy began to contract during the first quarter of 2020. The economic effects of the COVID-19 crisis most severely impacted retail and service sectors, core considerations of this economic analysis. This assessment was developed with the expectation that businesses and retail will re-open and remain open due to ongoing vaccination efforts. As the County of Santa Barbara recently removed restrictions on occupancy and social distancing in any business per the

State's re-opening framework, pursuing strategies towards economic revitalization in light of COVID-19 impacts is now more important than ever.

Recent Initiatives

The following recent planning initiatives in Guadalupe complement this assessment:

- **Guadalupe Mobility Revitalization Plan:** The goal of this plan is to enhance connectivity and mobility options within and between neighborhoods, and to improve mobility between the neighborhoods and the historic town center. The plan also addresses regional connectivity between the city and regional destinations, taking into account the specific setting of Guadalupe in relation to the ocean and dunes to the west and the City of Santa Maria to the east. The community feedback and findings from this plan resulted in an award of $1.9 million from the California Transportation Committee's State Highway Operations and Protection Program (SHOPP). These funds will address some of the priorities outlined in the plan, such as increasing connectivity to the Amtrak station and improving sidewalk landscaping. Investing in connectivity and streetscapes will also address some constraints to economic development outlined below.

- **LeRoy Park Rehabilitation:** The City was awarded $4.1 million in CDBG funds to renovate LeRoy Park and Community Center, located near the Downtown study area, and make the open space more inviting while providing additional recreation and community-serving facilities for Guadalupe. However, construction costs increased in the three-year period between grant submission and construction, threatening the timeline and scope of the project. Additional funds have been granted ($900,000 in CDBG and $177,000 on Prop 68) and the Capital Campaign has reach 70% of the remaining funds needed as of March 2021. With the present construction schedule showing completion in November 2021, the space that has in the past been the City's unofficial town square will be up and operating.

Current Snapshot of the Economy

The City of Guadalupe generates lower retail sales per capita than many neighboring jurisdictions, such as Goleta, Lompoc, Buellton, Carpinteria, and Solvang. This disparity is in part due to lower median household incomes, which depresses the spending and investment potential of many Guadalupe residents. However, in the past 10 years, the City's income distribution has shifted. Fewer households are earning under $75,000 and households earning $100,000 to $149,999 have increased more than sixfold, from 2.8% of all households in 2010 to 18.2% in 2019. This shift suggests the changing demographics of the city and growing near-term spending potential.
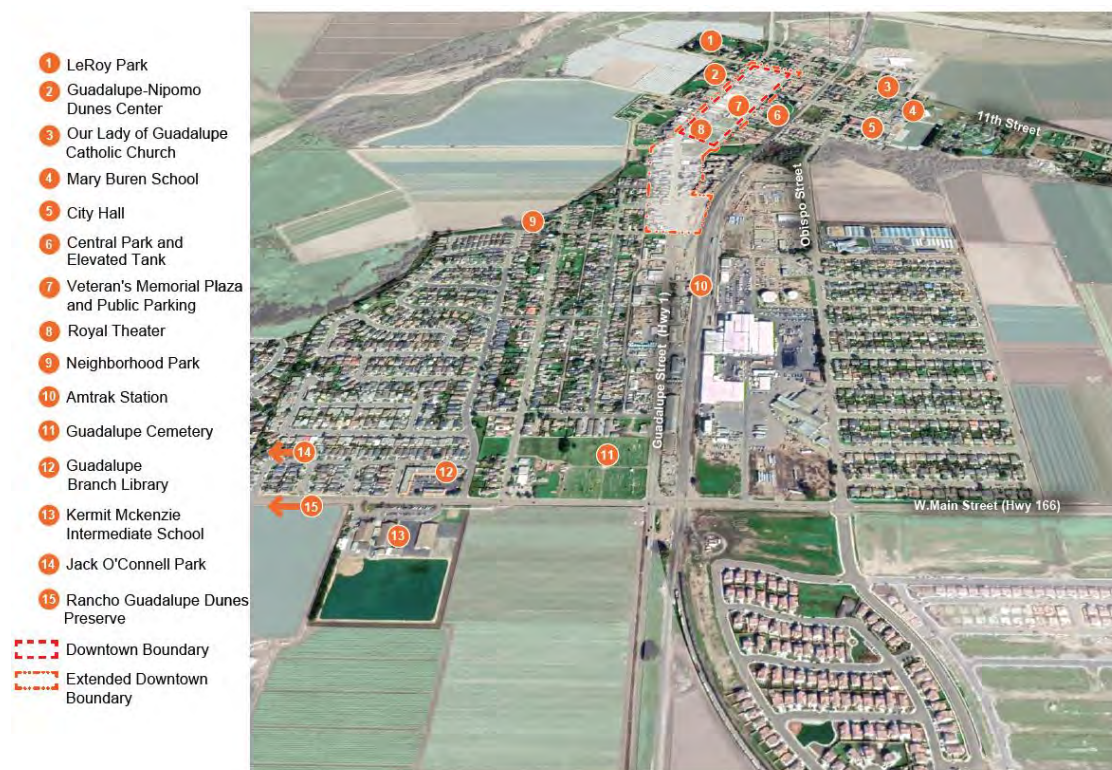
Additionally, retail sales for residents are disproportionately captured outside of the city where there are more options such as big box stores and full-service grocery stores. Due to the current size of the city and proximity to Santa Maria, its larger next-door neighbor, Guadalupe will have difficulty attracting more sizeable retail chains. For site selection, larger retail tenants typically seek regional visibility and accessibility, considering factors such as:

- Proximate location to major transportation corridors (e.g., Highway 101)
- Intersection locations (i.e., where two streets converge there is double the traffic – whether vehicles or pedestrians – compared to a mid-block location)
- Access in and out of the property using both right and left turns
- Ability to place signage that is clearly visible
- Parking (unless a very high level of pedestrian activity exists)

However, an advantage for Guadalupe is its lower retail rents, which make it more attractive to businesses with low margins, such as restaurants. This could support a concentration of locally operated low-margin businesses in the city.

The City could take advantage of existing assets and momentum to absorb more revenue from residents with higher discretionary spending capacity and visitors who are drawn to Guadalupe for various reasons but are not yet incentivized to spend more time (and money) in Guadalupe.

City of Guadalupe Local Assets*

1	LeRoy Park
2	Guadalupe-Nipomo Dunes Center
3	Our Lady of Guadalupe Catholic Church
4	Mary Buren School
5	City Hall
6	Central Park and Elevated Tank
7	Veteran's Memorial Plaza and Public Parking
8	Royal Theater
9	Neighborhood Park
10	Amtrak Station
11	Guadalupe Cemetery
12	Guadalupe Branch Library
13	Kermit Mckenzie Intermediate School
14	Jack O'Connell Park
15	Rancho Guadalupe Dunes Preserve

Downtown Boundary

Extended Downtown Boundary

* Guadalupe is also home to a variety of murals that showcase Guadalupe's heritage and culture. These murals are painted throughout the Downtown area.

Opportunities and Constraints

The following two tables identify economic development opportunities (Table 1) and constraints (Table 2) in Guadalupe. The tables are organized by priority (i.e., high, medium, and low), which is defined by the ability to effectively provide a relative level of economic value:

- High: Higher level of economic value
- Medium: Moderate level of economic value
- Low: Lower level of economic value

The topic areas are also coded by color to enable ease of review.

- **Access and Connectivity**
- **Tourism**
- **Retail/Local Businesses**
- **Community Identity**

Table 1: Prioritized Opportunities

Priority	Topic Area	Opportunities
High	Access and Connectivity	**Guadalupe is a regional destination location with many local assets in proximity to one another.** The City is home to the world-famous Guadalupe-Nipomo Dunes, is close to the beach, has a walkable Downtown studded with murals and historical buildings, and connected to the larger region (and state) by Amtrak train service. Guadalupe is unique in terms of its diversity of urban and recreational offerings that provides something for everyone to enjoy.
High	Access and Connectivity	**Streetscape improvements along commercial corridors can increase business visibility and activity.** Promoting bicycle- and electric vehicle-friendly infrastructure along the Downtown corridor can take advantage of the City's location along Highway 1 by encouraging cyclists and electric vehicle car owners to rest, eat, and/or shop.
High	Access and Connectivity	**The Amtrak station provides an opportunity for train passengers to stop in Guadalupe.** Trains on the Pacific Surfliner route, running from San Diego to San Luis Obispo, can pick up and drop off passengers in walking distance from the Downtown core. Some of these passengers, driven by train-centric enthusiasm and tourism, are also particularly attracted to the station. The City can capitalize on adventurers seeking to explore more natural parts of the California through the convenience of train travel.
High	Tourism	**Guadalupe's downtown provides a historic urban experience that is unique in the area.** Tourists tend to seek places that provide a unique experience and highlight the qualities that make an area special. While Santa Maria offers more shopping and dining options, it lacks a fully developed pedestrian-friendly area for shopping, dining, and community events that reflects the history of the area. With improvements to the public realm and unique local programming, Guadalupe Street could offer this experience for locals and tourists alike attracted to the Dunes. Signage along W. Main Street and a coordinated wayfinding and branding strategy along Guadalupe Street could help raise awareness

Priority	Topic Area	Opportunities
		of the businesses located there, providing a draw for tourists visiting the Dunes.
High	Tourism	**The planned redevelopment of the Royal Theater will serve as a catalyst for Downtown revitalization.** An RFP to renovate the Royal Theater building and its adjacent land was released in March 2020, the timing of which coincided with the COVID-19 global economic shutdown. Future redevelopment is expected to contain a community arts facility and other commercial uses that take advantage of the Theater's central location and historic characteristics.
High	Retail/Local Businesses	**Guadalupe Street is home to unique small businesses and independent shops.** Locating more businesses within proximity to existing businesses creates a convenient "one-stop" shopping environment that attracts more customers making daily and convenience purchases. An improved public realm that is inviting and comfortable for pedestrians is critical to support momentum among local businesses. To that end, vacant and underutilized parcels along Guadalupe Street can be targeted for infill development. Pleasant landscaping and clear, appropriately scaled signage can also enhance public commercial space.
Medium	Tourism	**Unique programming can attract locals and tourists alike.** Guadalupe's Downtown core is well-positioned to provide a space for outdoor events in underutilized parking lots, vacant lots, or the street (with Caltrans approval). Regular programming, such as live music, farmers markets, art and performance gatherings, and local food festivals can reinforce the Downtown's identity while incentivizing visitors to patronize nearby businesses. These events also provide a space for communal gatherings, which are especially important after the COVID-19 lockdowns.
Medium	Tourism	**Regional and state tourism platforms can be further leveraged to promote Guadalupe's assets.** Existing tourism entities, such as the Santa Maria Valley Chamber or VisitCalifornia.com, market on behalf of and drive visitors to attractions around the region or state. Guadalupe could leverage existing platforms to develop greater visibility as a tourist destination.
Medium	Retail/Local Businesses	**A Business/Merchant's Association can align local businesses on priorities and projects.** The recently formed Guadalupe Business Association (GBA) can more easily address the needs of the greater business community, such as maintaining landscaping to create a welcoming environment for customers, coordinating on parking, and improving business representation at City Hall. The GBA could eventually evolve into a more formal Business Improvement District (BID).
Medium	Retail/Local Businesses	**Providing more resources for small businesses can spur businesses incubation.** The City can promote existing resources for

Priority	Topic Area	Opportunities
		small businesses, such as the County's Small Business Development Center, and consider a façade improvement revolving loan program or other programs that could assist or incubate local businesses. Local business support in terms of online presence would be beneficial considering opportunities related to visitor attraction.
Low	**Community Identity**	**Guadalupe has authentic character, a wealth of community culture, interesting history, and a strong branding strategy as "Gateway to the Dunes".** Guadalupe's community identity is informed by a variety of inputs, including the community's agricultural economy, Chumash Native American culture, the nearby Guadalupe-Nipomo Dunes, a history of Spanish colonial activity, and the diverse cultural groups that settled in Guadalupe. Several key intersections offer gateway opportunities that could reinforce Guadalupe's identity through branding and signage.
Low	**Community Identity**	**Guadalupe is currently host to many murals showcasing the City's unique cultural heritage**. Further investment in public art can enhance Guadalupe's brand as well as help to draw and capture tourists. Eye-catching, large-scale murals not only support local artists, but also can promote awareness of the City through Instagram and other social media news feeds.
Low	**Retail/Local Businesses**	**The Pasadera community is partially completed and includes 802 homes, a school, and small commercial center.** This new housing is expected to boost the city's population to around 11,000. In addition to an expected increase in property taxes, these new families will inject the city with more discretionary income to support existing and new businesses in Guadalupe. However, Pasadera residents would have to walk approximately one mile or more to get to Downtown Guadalupe, including crossing the railroad tracks and W. Main Street.
Low	**Access and Connectivity**	**Improving the safety and operational efficiency of existing crossings could help improve connectivity within Guadalupe.** The U.S. Department of Transportation provides guidance for pedestrian crossing features that could improve the safety of railroad crossings in Guadalupe, including fencing, gates, special paving, and pedestrian-scale lighting and signage. These features could be especially helpful on routes with heavy or increasing automobile and truck traffic such as W. Main Street and 11th Street. In addition, if passenger rail activity continues to rise, active transportation and connectivity between the Amtrak station and Pasadera, such as a walking/biking path, could be considered. A recent $1.9 million SHOPP grant will also be leveraged to repair existing Complete Streets facilities and address crossing issues.

Table 2: Prioritized Constraints

Priority	Topic Area	Constraints
High	Retail/Local Businesses	**Unused/vacant storefronts can depress Downtown activity.** Especially in light of COVID-19 impacts on small businesses, more stores have shut down and have created greater hurdles to revitalization.
High	Retail/Local Businesses	**Guadalupe's retail and services are limited, and don't meet shopping and dining needs of residents.** Guadalupe is home to a variety of restaurants, stores, and service-oriented businesses. While these satisfy many of the shopping and dining needs of Guadalupe residents and workers, it is necessary to travel to Santa Maria or other nearby cities to shop at a full-service grocery store or dine at a restaurant with late-night operating hours. Additionally, high turnover of businesses in Guadalupe reflects the challenging operating environment for small businesses.
High	Tourism	**The Guadalupe-Nipomo Dunes and Oso Flaco Lake attract tourists from around the world and across the region, but few visit Guadalupe on their way to or from these destinations.** Tourism is a large and growing economic sector nationally and within California. While shops, restaurants, and historic attractions in Guadalupe could attract more tourism spending to the town, a lack of awareness has kept Guadalupe off most tourists' itineraries. As such, Guadalupe has no lodging to offer visitors that might consider an overnight stay. The elevated tank in Central Park advertises the community as the "Gateway to the Dunes." Additional branding and marketing efforts could do more to attract tourists to the community, or encourage visitors driving from one destination to the next to make a stop in Guadalupe.
Medium	Retail/Local Businesses	**The City's regulatory environment could inhibit the growth of small businesses.** The City may benefit from a regulatory environment that is more predictable and business friendly. The City should reevaluate its fee schedule, ensure appropriate zoning and reasonable flexibility (especially in the Guadalupe Street corridor), and ensure its permitting procedures are easy-to-follow for new businesses.
Medium	Access and Connectivity	**Current parking regulations impede direct customer access to businesses.** Because the City parking lot has a 2-hour limit, parking spaces along the street can be used all day by employees, which decreases parking supply for customers.
Low	Access and Connectivity	**The Union Pacific railroad bisects Guadalupe in the north-south direction and acts as a barrier between the east and west sides of the community.** Between W. Main Street and 9th Street — a distance over three-quarters of a mile — there are no formalized crossings over the Union Pacific tracks. The Guadalupe Amtrak train station is located in between W. Main Street and 9th Street on the west side of the tracks, making access to the train station and businesses along Guadalupe Street inconvenient for residents living east of the tracks.

Priority	Topic Area	Constraints
Low	**Community Identity**	**At entrances to Guadalupe and throughout the city, branding and signage is limited and lacks a consistent aesthetic expression.** The built environment does not adequately reflect the history or identity of Guadalupe. The southern entrance on Guadalupe Street from W. Main Street is not cohesive, and the Amtrak station does not lead directly to a convenient or attractive entrance to the rest of town. While the downtown core includes a public plaza on Guadalupe Street, this public space could be enhanced as a center of activity and identity through the addition of public art, programming, and celebration of Guadalupe's history.

Recommendations

Based on the opportunities and constraints identified above, recommendations for economic development were prepared. These recommendations were also informed by case study research of cities similar to the size and position of Guadalupe. The following table provides a menu of actionable recommendations to support economic development in Downtown Guadalupe. The recommendations are organized by time horizon (short-, medium-, or long-term) for completion, as well as action topic area. The recommendations consist of four topic areas as mentioned above:

- **Access and Connectivity:** The Amtrak station and proximity to Highway 1 are crucial assets that connect Guadalupe with the rest of the region. The City should build upon these resources to improve the traveling experience and enhance mobility, both intra-city and inter-city, for residents and visitors alike.
- **Tourism:** Guadalupe is a destination city with many attractions, such as the Guadalupe-Nipomo Dunes, Oso Flaco Lake, and the historic Downtown. The City can support its tourism activities through unique programming and greater marketing efforts.
- **Retail/Local Business:** Providing additional retail options should be a top priority for the City. In addition to retail diversity, the City can incentivize new business development and help to strengthen the existing business community.
- **Community Identity:** Guadalupe has a wealth of local culture, interesting history, and community pride. The City should amplify its brand and identity at major entrances and throughout the Downtown.

Recommendations by Time Horizon

Recommendations are presented in the following tables by time horizon for completion:

- Short-Term (less than 2 years)
- Medium-Term (2-5 years)
- Long-Term (5 or more years)

Table 3: Implementation Recommendations: Short-Term

Action	Topic Area	Description
Bike and EV	Access and Connectivity	Install a fast-charging electric vehicle station near Downtown and bike lanes along the 1, partnering with companies like EVGo (PPP) to provide fast-charging stations with no upfront capital costs or maintenance expenses. Promoting bicycle- and electric vehicle-friendly infrastructure along the Downtown corridor can take advantage of the City's location along Highway 1 by encouraging cyclists and electric vehicle car owners to rest, eat, and/or shop. *Case Study Example: The State of Colorado is planning on installing fast-charging EV stations along popular driving routes to support its climate action goals.* Link: https://energyoffice.colorado.gov/zero-emission-vehicles/electric-vehicle-fast-charging-corridors
Maintenance District	Access and Connectivity	Explore the creation of a landscape, lighting, maintenance district to identify opportunities for and fund streetscape improvements, like street furniture, unique lighting, trees, and landscaping, etc. Such districts can provide economics of scale for property owners who can spread the cost of maintenance across many individuals. Link to CA State Code regarding Maintenance Districts; Link to City of Santa Clarita Landscape Maintenance District information page
Multi-Use Zoning	Retail/Local Businesses	Ensure Zoning Code is flexible enough to allow for multiple uses that can provide for the daily needs and services of residents. City can review the Mixed-Use District zoning and consider requiring at least 20% ground floor retail. This action addresses a regulatory barrier and supports meeting the needs of Guadalupe residents by providing goods, services, and dining within a short pedestrian shed. Link to Sustainable Development Code Mixed-Use Zoning description
GBA Coordination	Retail/Local Businesses	Regularly coordinate with the Business Association to solicit input on the needs of the business community. The Association could form a Business Improvement District (BID) when economic activity increases. *Case Study Example: The City of Fortuna's BID is made up of 500+ members. They recently received a marketing grant to assist*

Action	Topic Area	Description
		with tourism, business recruitment, and retention. Link to Fortuna BID; Link to Description of Mammoth Lakes Tourism BID
Small Biz Guide	Retail/Local Businesses	Develop a handbook to starting a small business in Guadalupe that links to information and resources available on City/County webpage. ***Case Study Example:*** *The City of Bishop posted the County's "Guide to Starting a Business in Inyo County" on Economic Development webpage.* Link to City of Bishop "How to Get Started" Information Page
Chamber Marketing	Retail/Local Businesses	Develop marketing materials aimed at the tenant and Santa Maria Valley Chamber community to promote Guadalupe as business-friendly. GBA is the business lead (not the creation of a new chamber of commerce).
Fees and Permits	Retail/Local Businesses	Evaluate fee schedule and permitting procedures to ensure ease-of-use for small businesses.
Low-Cost Lease	Retail/Local Businesses	Provide low-cost leases on publicly owned buildings (in coordination with the reuse of the Royal Theater building) to retain small businesses and encourage desired uses.
Parking Regs	Retail/Local Businesses	Revise parking regulations to remove the 2-hour limit off street. This update would incentivize employee parking in City lots, increasing parking supply for visiting customers.
Vacant Storefront Art	Retail/Local Businesses	Work with property owners to encourage the installation of attractive window displays, including art, in vacant storefronts. Consider developing artist-in-residence programs for display of work by juried artists. Provide short-term workspace in available vacant spaces.
Vacancy Pop-Up Biz	Retail/Local Businesses	Market vacant spaces to pop-up businesses (retailers, test kitchens with a food service component, etc.) and other potential niche users as interim tenants, particularly in visible vacant spaces on the ground floor.

Table 4: Implementation Recommendations: Medium-Term

Action	Topic Area	Description
Local Asset Survey	Access and Connectivity	Inventory, document condition of, and periodically review Guadalupe's local assets, such as historic buildings and murals. This inventory can form the basis of a historic resources survey in the future. This exercise could utilize University student support.
Grant Opps	Access and Connectivity	Identify and apply for federal infrastructure grant opportunities. The new Administration has identified Amtrak as a priority for federal infrastructure spending.

Action	Topic Area	Description
Mobility Plan	Access and Connectivity	Continue the implementation of the Mobility Revitalization Plan to connect the east vs. west sides of the city and improve safety of crossings. *Case Study Example: The City of Woodlake completed its multi-phase Downtown Enhancement Project and fulfilled its goal of providing pedestrian, bicycle, and transit connectivity to shopping, office, and recreational destinations in the Downtown, as well as improving the aesthetic appearance and usefulness of the area.* Link to article on Woodlake's transportation investment program.
Wayfinding	Community Identity	Improve branding, wayfinding, and signage at entrances to Guadalupe to enhance local identity and public realm aesthetic, and along Guadalupe St. to showcase businesses in the area and draw tourists who are visiting the Dunes or passing through the city on CA-1.
Retail Brokers	Retail/Local Businesses	Work with the Guadalupe Business Association to attract and retain businesses with the efforts of retail brokers who work with a pool of potential commercial tenants.
Website Update	Retail/Local Businesses	Create webpages for Community and Economic Development and Social Services on City's website that consolidates all local and regional resources and links. *Case Study Example: The City of Bishop has an Economic Development webpage with information from both the City and County on resources and requirements for starting a small business.* Link to City of Bishop's Economic Development webpage.
Festivals	Tourism	Host unique festivals that celebrate local heritage/cuisine and market Guadalupe to a larger audience. Example: cauliflower, which is rapidly becoming one of the most widely-eaten vegetables in the country.
Regular Programming	Tourism	Provide regular programming, such as live music, farmers markets, arts and performance gatherings, as well as annual festivities, to promote community-building and showcase local retailers and artists. Example: Autumn Pumpkin Patch photo opportunity. *Case Study Example: The City of Apalachicola hosts an annual community-wide Easter Egg hunt in partnership with State Parks.*

Action	Topic Area	Description
RV Campgrounds	Tourism	Revise Zoning Code to allow for RVs campgrounds, which can provide a destination for visitors interested in overnight stays. These campgrounds can also accommodate overflow from nearby beach cities and provide an opportunity for the City to collect TOT revenue. A smaller version of the Flying Flags RV Resort and Campground in nearby Solvang could be used as an example of the accommodations and amenities expected of RV camping in the area. Link to Flying Flags website.
Short-Term Rental	Tourism	Revise Zoning Code to allow for short-term rentals. Guadalupe does not currently have a hotel, so short-term rental options like Airbnb can increase the number of options visitors have to remain in Guadalupe for longer periods of time.
Community Space	Tourism	Continue to support a public place to gather, such as the Guadalupe Arts and Education Center and/or Leroy Park Community Center, to facilitate a sense of community and enhance the public realm.

Table 5: Implementation Recommendations: Long-Term

Action	Topic Area	Description
Amtrak Longevity	Access and Connectivity	Secure the Guadalupe Amtrak stop to ensure longevity of the rail station connection through continued investment in and around the physical station, the promotion of Guadalupe as a regional transit destination, and increased City representation in relevant Amtrak discussions and meetings.
Holistic Branding	Community Identity	Explore a more updated and holistic branding identity and logo that is reflective of Guadalupe's history and culture. This identity should not be exclusively staked to the Dunes and should appeal to residents and tourists alike.
Murals	Community Identity	Continue to invest in Instagram-worthy public art in appropriate locations. Consider art that reflects, celebrates, and is complementary to Guadalupe's history and supports the community's identity, while also encourages people to engage with the physical space.
Art Competition	Community Identity	Host an art & design competition to create eye-catching branding while promoting regional artists.
Vacant Land Fee	Retail/Local Businesses	Levy a fee on vacant or dilapidated land to incentivize usage and maintenance. Additionally, coordinate with the County Assessor's Office to ensure proper valuation with each transfer. *Case Study Example: A voter-approved measure in the City of Oakland establishes an annual tax of $3,000 to $6,000 on vacant properties (allowable exemptions apply).*

Action	Topic Area	Description
		Link to City of Oakland's vacant property tax information.
Revolving Loan	Retail/Local Businesses	Provide a revolving façade improvement loan program.
Fee Deferral	Retail/Local Businesses	Create an impact fee deferral program. *Case Study Example: The City of Gonzales' Economic Development Incentives Program offers a variety of benefits, such as impact fee deferrals, impact fee financing, fee rebates, and small business loans.* Link to the City of Gonzales' Incentives Programs.
Fee Financing	Retail/Local Businesses	Create an impact fee financing program, in partnership with the Statewide Community Infrastructure Program (SCIP).
Fee Reductions & Rebates	Retail/Local Businesses	Provide other incentives, such as: • Fee reductions • Property/sales/TOT tax rebate
Small Biz Loan	Retail/Local Businesses	Create a small business loan program capitalized by CDBG.
Agritourism	Retail/Local Businesses	Promote the diversification of farm-related activities through adoption of an agritourism ordinance, a Zoning Code update to include agritourism as a use, streamlined permitting for commercial uses on working farms, and the development of a handbook to provide additional information and links to permitting processes and insurance. *Case Study Example: The City of Gonzales' agritourism industry is comprised of 46 vineyard properties that offer tasting rooms, picnic areas, and wine country charm.* Link to City of Gonzales Agritourism webpage.
Royal Theater Reuse	Tourism	Support the redevelopment of the Royal Theater building into a vibrant, community-focused commercial space to promote the capitalization of the Downtown area.
Tourism Marketing	Tourism	Create a strategy to increase Guadalupe's visibility on regional (Santa Barbara) and statewide tourism platforms and websites.

Prioritization Maps

Prioritization maps reflect the recommendations in a visual manner. The recommendations are generally organized by three metrics: impact, cost, and City staff resources. These maps are also grouped by short-, medium-, and long-term action items, as well as by topic area.

- **Impact:** This metric estimates the level of economic impact or benefit of each action. This metric is measured across the x-axis of each map.
- **Cost:** This metric estimates the dollar cost of each action. This metric is measured across the y-axis of each map.

- **City Staff Resources:** This metric estimates the level of City staff resources required to execute each action. This metric is demonstrated by the size of each bubble. The larger the bubble, the greater the amount of City staff time is expected for each action.
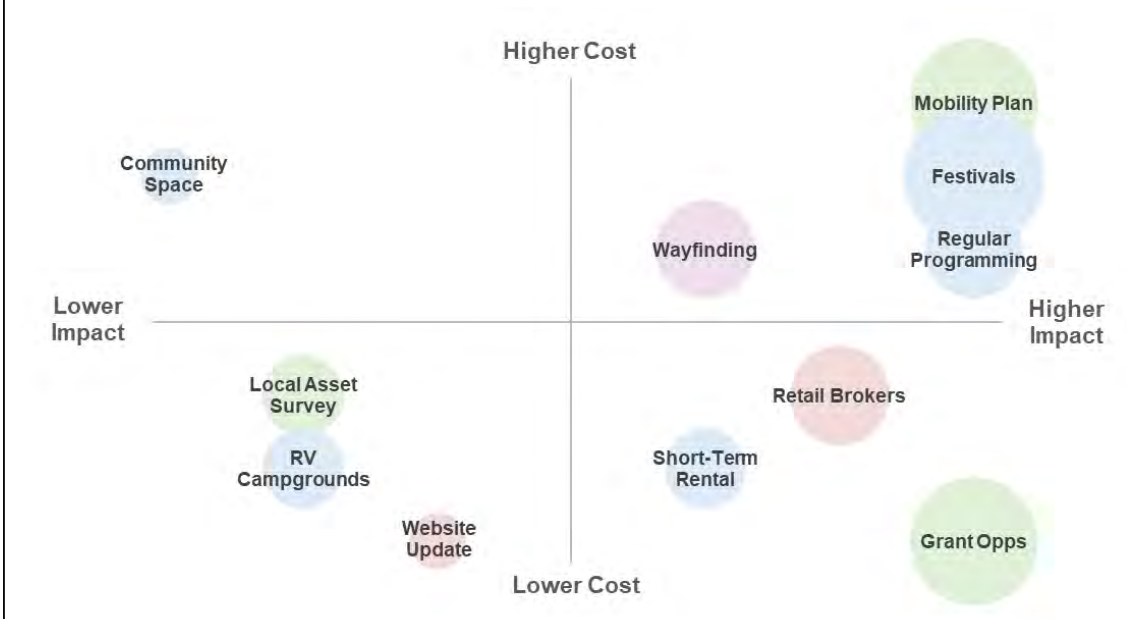
These maps are intended to be illustrative and provide a conceptual approach to understanding the variety of potential actions that could be taken.
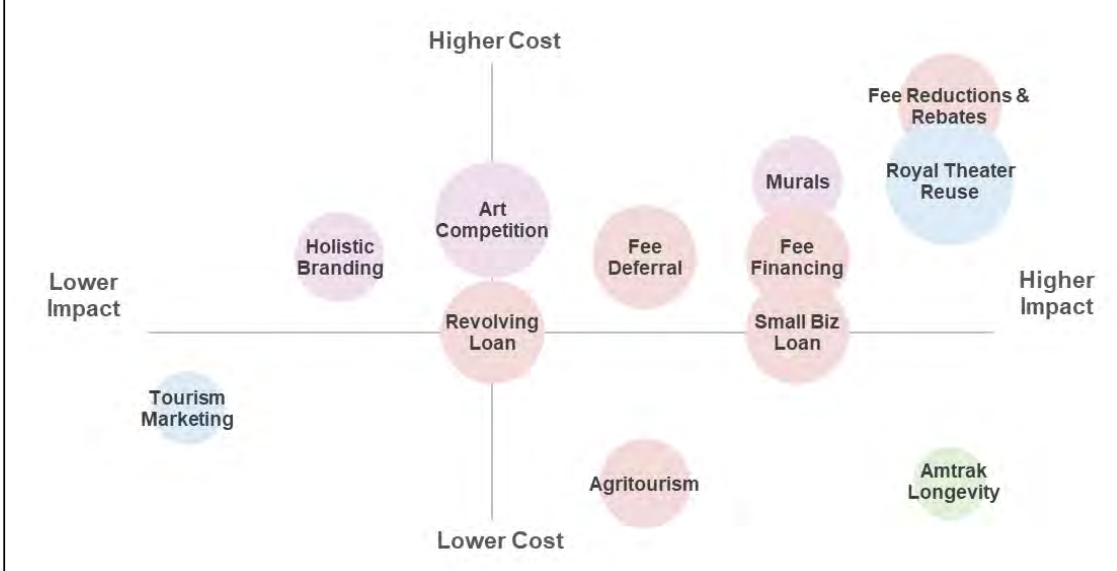
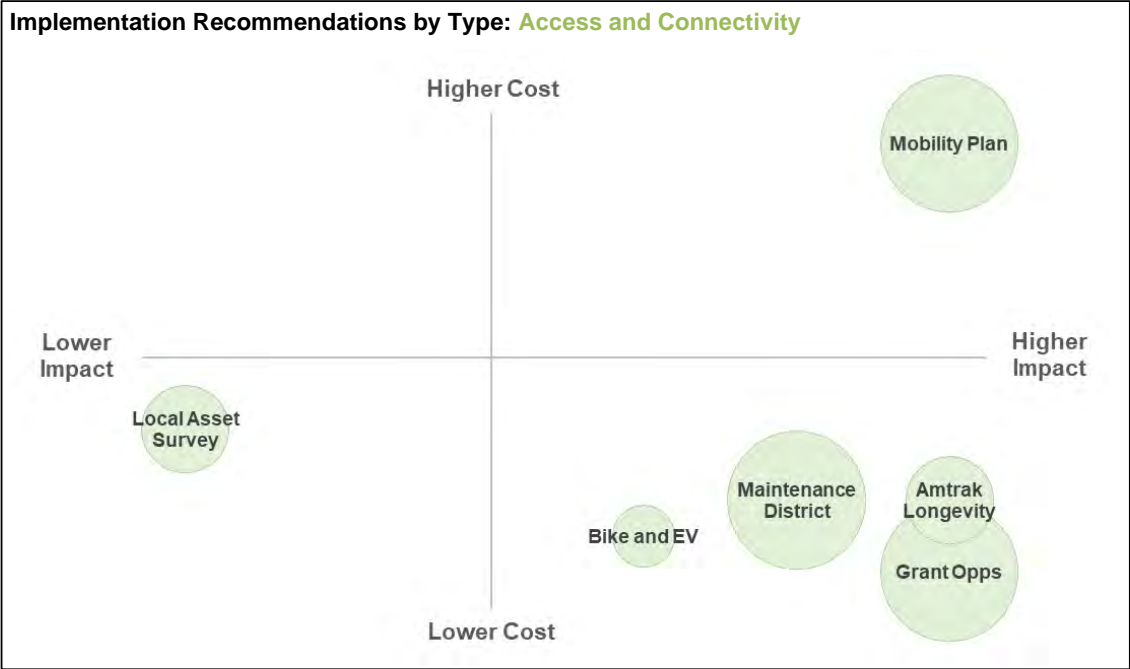## Prioritization Maps by Phase

Implementation Recommendations by Phase: Short-Term

Implementation Recommendations by Phase: Medium-Term

Higher Cost

Community Space

Mobility Plan

Festivals

Wayfinding

Regular Programming

Lower Impact

Higher Impact

Local Asset Survey

Retail Brokers

RV Campgrounds

Short-Term Rental

Website Update

Grant Opps

Lower Cost

Implementation Recommendations by Phase: Long-Term

Higher Cost

Lower Impact

Higher Impact

Fee Reductions & Rebates

Royal Theater Reuse

Murals

Art Competition

Holistic Branding

Fee Deferral

Fee Financing

Revolving Loan

Small Biz Loan

Tourism Marketing

Agritourism

Amtrak Longevity

Lower Cost

Prioritization Maps by Topic Area

Implementation Recommendations by Type: **Access and Connectivity**

Higher Cost

Mobility Plan

Lower Impact

Higher Impact

Local Asset Survey

Maintenance District

Amtrak Longevity

Bike and EV

Grant Opps

Lower Cost

Implementation Recommendations by Type: Tourism

Higher Cost

Community Space

Royal Theater Reuse & Festivals

Regular Programming

Lower Impact

Higher Impact

Tourism Marketing

RV Campgrounds

Short-Term Rental

Lower Cost

Implementation Recommendations by Type: Retail/Local Businesses

Higher Cost

Lower Impact — Higher Impact

Lower Cost

- Fee Reductions & Rebates
- Low-Cost Lease
- Vacancy Pop-Up Biz
- Fee Deferral
- Fee Financing
- Revolving Loan
- Fees and Permits
- Small Biz Loan
- Small Biz Guide
- Retail Brokers
- Vacant Storefront Art
- Chamber Marketing
- Agritourism
- Multi-Use Zoning
- Website Update
- Parking Regs
- GBA Coordination

Implementation Recommendations by Type: Community Identity

Higher Cost

Murals

Art Competition

Holistic Branding

Wayfinding

Lower Impact

Higher Impact

Lower Cost

Appendix B

The following pages are screenshots from the U.S. Census Bureau 2021 data for Guadalupe from www.census.gov

United States Census

QuickFacts

Guadalupe city, California

QuickFacts provides statistics for all states and counties, and for cities and towns with a *population of 5,000 or more*.

Table

	Guadalupe city, California
All Topics ▼	
Population Estimates, July 1 2021, (V2021)	⚠ 8,546
👤 **PEOPLE**	
Population	
Population Estimates, July 1 2021, (V2021)	⚠ 8,546
Population estimates base, April 1, 2020, (V2021)	⚠ 8,074
Population, percent change - April 1, 2020 (estimates base) to July 1, 2021, (V2021)	⚠ 5.8%
Population, Census, April 1, 2020	8,057
Population, Census, April 1, 2010	7,080
Age and Sex	
Persons under 5 years, percent	⚠ 11.0%
Persons under 18 years, percent	⚠ 36.2%
Persons 65 years and over, percent	⚠ 8.9%
Female persons, percent	⚠ 48.5%
Race and Hispanic Origin	
White alone, percent	⚠ 48.6%
Black or African American alone, percent (a)	⚠ 0.3%
American Indian and Alaska Native alone, percent (a)	⚠ 1.1%
Asian alone, percent (a)	⚠ 4.9%
Native Hawaiian and Other Pacific Islander alone, percent (a)	⚠ 1.2%
Two or More Races, percent	⚠ 19.1%
Hispanic or Latino, percent (b)	⚠ 88.2%
White alone, not Hispanic or Latino, percent	⚠ 6.7%
Population Characteristics	
Veterans, 2017-2021	98
Foreign born persons, percent, 2017-2021	30.9%
Housing	
Housing units, July 1, 2021, (V2021)	X
Owner-occupied housing unit rate, 2017-2021	52.0%
Median value of owner-occupied housing units, 2017-2021	$337,100
Median selected monthly owner costs -with a mortgage, 2017-2021	$1,754
Median selected monthly owner costs -without a mortgage, 2017-2021	$280
Median gross rent, 2017-2021	$1,272
Building permits, 2021	X
Families & Living Arrangements	
Households, 2017-2021	2,051
Persons per household, 2017-2021	3.97
Living in same house 1 year ago, percent of persons age 1 year+, 2017-2021	92.2%
Language other than English spoken at home, percent of persons age 5 years+, 2017-2021	71.5%
Computer and Internet Use	
Households with a computer, percent, 2017-2021	94.4%
Households with a broadband Internet subscription, percent, 2017-2021	89.2%
Education	
High school graduate or higher, percent of persons age 25 years+, 2017-2021	59.9%
Bachelor's degree or higher, percent of persons age 25 years+, 2017-2021	11.8%
Health	
With a disability, under age 65 years, percent, 2017-2021	5.4%
Persons without health insurance, under age 65 years, percent	⚠ 15.4%

Total transportation and warehousing receipts/revenue, 2017 ($1,000) (c)	NA
Total retail sales, 2017 ($1,000) (c)	21,718
Total retail sales per capita, 2017 (c)	$2,930
Transportation	
Mean travel time to work (minutes), workers age 16 years+, 2017-2021	21.7
Income & Poverty	
Median household income (in 2021 dollars), 2017-2021	$58,449
Per capita income in past 12 months (in 2021 dollars), 2017-2021	$19,086
Persons in poverty, percent	⚠ 27.7%

🏭 BUSINESSES

Businesses	
Total employer establishments, 2020	X
Total employment, 2020	X
Total annual payroll, 2020 ($1,000)	X
Total employment, percent change, 2019-2020	X
Total nonemployer establishments, 2019	X
All employer firms, Reference year 2017	68
Men-owned employer firms, Reference year 2017	S
Women-owned employer firms, Reference year 2017	S
Minority-owned employer firms, Reference year 2017	S
Nonminority-owned employer firms, Reference year 2017	S
Veteran-owned employer firms, Reference year 2017	S
Nonveteran-owned employer firms, Reference year 2017	S

🌐 GEOGRAPHY

Geography	
Population per square mile, 2020	6,150.4
Population per square mile, 2010	5,406.9
Land area in square miles, 2020	1.31
Land area in square miles, 2010	1.31
FIPS Code	0631414