

4 Parks, Schools, and Community Facilities

This section of the Plan integrates text and policies about the provision of public facilities and services in Turlock. The close relationship between schools, parks, and recreation is highlighted. While State law does not require this Element, the Parks and Recreational Open Space section fulfills requirements for addressing recreational open space, as described in the Open Space section of *Chapter 7, Conservation*.

4.1 PARKS AND RECREATIONAL OPEN SPACE

Some of the most visible physical features of a community are its public outdoor parks and community recreation programs. These provide an important opportunity for residents to enjoy recreational opportunities that enhance their physical health and well-being. In fact, public parks and recreation programs contribute greatly towards establishing the community's quality of life. At the first community workshop for the General Plan update, many tables mentioned Turlock's neighborhood and community parks and sports complexes as important assets. At the second workshop, a variety of approaches to expanding the park system inspired good discussions at the tables, as well as a sense that all these concepts could be supported by the community.

This section describes Turlock's existing parks, and contains policies to guide the development of future parks and recreational links and corridors. The policies and goals contained herein shall be implemented through the Turlock Parks Master Plan, anticipated to be adopted shortly following adoption of the General Plan.

The General Plan Diagram indicates the approximate size and location of park and recreation facilities. The Parks and Recreation Facilities Diagram (Figure 4-1) distinguishes these as existing or planned for future development as of 2010. Locations of proposed facilities are generalized. Appropriate sites in the vicinity of the depicted locations may be approved without amending the General Plan. Additional parks beyond those shown on in Figure 4-1 may be permitted in residential districts upon approval of a Minor Discretionary Permit (MDP). Small, privately maintained pocket parks may not be depicted on the Parks Diagram.



Parks are anchors for neighborhoods and valuable community gathering spaces.



Community parks may feature a range of open space environments and activities, including recreational facilities. Recreation facilities that are not generally open for public use are best located adjacent to but not within future community parks (top). Neighborhood-serving city parks provide a place for play and passive enjoyment for area residents. Many of Turlock's neighborhood parks also serve as storm drainage basins (bottom).

In Turlock, parks and recreation facilities are administered by the Parks, Recreation and Public Facilities Department. The Recreation Division administers all recreation programs sponsored by the City, the renting of public buildings and the reservation of City parks.

PARK TYPES AND EXISTING INVENTORY

Turlock's park system comprises community parks, neighborhood-serving city parks, neighborhood school parks, and recreation corridors. Table 4-1 provides an inventory of existing parkland as of 2010. The inventory, as well as the City's population in 2010 according to the Census, is used to establish a standard for parkland dedication in accordance to the Quimby Act.

Turlock has developed its storm drainage system to coincide with its parks system, providing opportunities for dual use. With this General Plan, dual-use storm drainage basins are not counted toward parks acreage.

Community Parks

Community parks serve all ages and may include facilities for low-intensity/passive recreation use, lighted fields, courts, swimming pools, and areas and buildings for community festivals and civic events, as well as for organized sport and athletic competitions. Generally restrooms and some off-street parking are provided. While community parks serve larger areas of the City than do neighborhood-serving city parks, they may also meet the recreation/open space needs of the adjacent neighborhood. Turlock has three community parks, ranging in size from approximately 25 to 32 acres (not including ponds or storm drainage basins). Turlock's 85 acres of community park land represent one third of all park land in the City. See Table 4-1, Existing Parks and Recreational Open Spaces.

Donnelly Park is primarily devoted to passive activities such as picnicking and walking paths, while Pedretti Park and the Regional Sports Complex are almost entirely devoted to playing fields used for organized recreational activities requiring reservations for access. Going forward, facilities that are not generally available for public use are not considered appropriate for community parks.

Neighborhood Parks

Neighborhood-Serving City Parks

This classification consists of parks devoted primarily to serving a small portion of the City. Park facilities are usually oriented toward the recreational needs of children, but may also include volleyball courts, half-size basketball courts, and picnic and play areas that serve all age groups. No restrooms or off-street parking need be provided. Turlock’s 21 existing neighborhood-serving city parks are as small as half an acre to as large as 7 acres in size (again, not including dual-use storm drainage basins). (See Table 4-I.)

Five of Turlock’s neighborhood-serving parks are less than an acre in size, and may be considered “pocket parks.” These are not classified separately, but have a somewhat different character: they are generally oriented to passive enjoyment or open play areas, and serve the immediate neighborhood. They are appropriately located in higher-density areas of the City, or in areas not well-served by neighborhood parks. New pocket parks may developed on the sites of small storm drainage basins in existing neighborhoods, or as opportunities arise in and near downtown.

Neighborhood School Parks

This classification consists of recreational parks or playgrounds built adjacent to educational buildings and facilities. A school park provides for neighborhood recreation as well as the needs of the adjacent schools. The City’s Public Facilities Division has a shared facility use agreement with the Turlock Unified School District; therefore, the recreational grounds of Turlock’s public schools are also included in the parks and open space inventory and are available for general community use. Parks associated with elementary schools are between 4 and 6 acres in size, while parks associated with middle and high schools are as large as 20 acres. There are currently 14 parks in this category.

Recreation Corridors (Greenway System)

The Parks Master Plan (1995) introduced the concept of a public greenway system for Turlock, to be based on existing corridors along the Turlock Irrigation District (TID) canals and the Union Pacific Railroad (UPRR), and a new perimeter greenbelt. The master-planned neighborhoods developed in recent years in north and northeast Turlock feature recreation paths and greenbelts at the City’s edge and verdant “paseos” in the neighborhood interior. As this park type is further



Recreation corridors provide a network for walking and biking, add visual character to neighborhoods, and in some places, as above, provide a clear edge to the City.

TABLE 4-1: EXISTING PARKS AND RECREATIONAL OPEN SPACES		
PARK	ACRES	
	PARK ONLY	PARK/STORM BASIN ¹
<i>Community Parks</i>		
Donnelly Park	27.6	10.0
Pedretti Park	25.4	–
Regional Sports Complex	31.8	–
Subtotal Community Parks	84.8	
<i>Neighborhood Parks</i>		
<i>Neighborhood-Serving City Parks</i>		
Curt Andre Park	2.4	–
Brad Bates Park	2.0	–
Bristol Park	4.0	–
Broadway Park	1.8	–
Centennial Park	3.5	–
Central Park ²	0.5	–
Christoffersen Park	0.7	13.3
Dale Pinkney Park	3.3	–
Columbia Park	4.6	–
Crane Park	7.0	–
Crowell Park ^{2,3}	0.3	–
Denair Park ²	0.8	–
Ferreira Ranch Park / Rose Circle	5.2	–
Four Seasons Park	4.3	–
GAR Park ²	0.2	–
Greenwood Park ²	0.3	–
Markley Park	1.0	5.4
Rotary International Park	1.8	3.2
Skate Park	1.3	–
Soderquist Park	2.4	–
Summerfaire Park	2.9	13.9
Sunnyview Park	2.2	7.5
Walnut/Christoffersen Basin	0.9	18.9

TABLE 4-1: EXISTING PARKS AND RECREATIONAL OPEN SPACES

PARK	ACRES	
	PARK ONLY	PARK/STORM BASIN ¹
Future NE Master Plan Park	4.0	–
<i>Neighborhood School Parks</i>		
Brown Elementary	5.0	–
Crowell Elementary	6.0	–
CSUS	5.0	–
Cunningham Elementary	4.0	–
Dennis Earl Elementary	4.0	–
Dutcher Middle	6.0	–
Julien Elementary	5.0	–
Osborn Elementary	5.0	–
Turlock High	10.0	–
Turlock Jr High	8.0	–
Wakefield Elementary	4.0	–
Pitman HS	20.0	–
Sandra Tovar Medeiros Elem.	4.0	–
Walnut Education Ctr	4.0	–
Future Walnut School	4.0	–
<i>Recreation Corridors (Greenway System)</i>		
Northeast Turlock Greenbelt	–	17.9
Taylor Road Corridor	4.6	–
Paseo Belleza	2.2	–
Paseo Entrada	1.9	–
Paseo de Leon	2.1	–
Paseo del Sol	1.9	–
Total Acreage	248.6	
Acres/1000 Residents⁴	3.5	
<p>1 Storm drainage basin with dual use as park land. Not counted toward park acreage.</p> <p>2 Pocket park</p> <p>3 Unnamed park at north end of Crowell Rd.</p> <p>4 Based on 2010 population of 71,100.</p>		

developed, it will help to give structure to the City and provide a protected and scenic network of trails for biking and walking, serving both recreational and circulation needs. Linear parks may also function as storm drainage swales.

For the purposes of acreage requirements discussed in the Standards section, Neighborhood-Serving City Parks, Neighborhood School Parks, and Recreation Corridors are all included in the Neighborhood Parks category. Altogether, Turlock has 164 acres of existing Neighborhood Parks, representing two thirds of the City's parkland.

STANDARDS

Park standards ensure that adequate open space for recreational use will be available as the City grows. The General Plan establishes distribution standards for neighborhood and community parks, and size and service area standards for community parks and each sub-class of neighborhood parks.

With this new General Plan, dual-use storm drainage basins are not counted toward park acreage. Dual-use storm drainage basins are considered open space, and policies requiring dual use are included in the Open Space section of the Conservation Element (Chapter 7) of the General Plan. New special recreation facilities will also not be counted toward park acreage, and are treated separately in this chapter.

Park Distribution

Community Parks and Neighborhood Parks

The 1992-2012 General Plan established a citywide standard of 4.2 acres of public parks per 1,000 residents, to be split evenly between community parks and neighborhood and parks. For the purpose of setting acreage requirements, neighborhood-serving city parks and neighborhood school parks are both included in the neighborhood parks category. When the Plan was updated in 2002, the ratio of neighborhood park acres and community park acres was adjusted to 2-to-1, to reflect the ratio as calculated at that time.

At the time of this General Plan, the City's actual park land ratio is 3.5 acres of park land per 1,000 residents, with 66 percent of this acreage in neighborhood parks and 34 percent in community parks. This General Plan emphasizes development of linear parks, which are counted toward

neighborhood park land. The General Plan establishes a citywide standard of 3.5 acres of park land per 1,000 residents, matching what is currently provided, and sets an upper level goal for a 3-to-1 (or 75%/25%) ratio of neighborhood to community parks. Because this will vary over time as the park system develops, the General Plan provides acreage standards by park type in a range, to be achieved on a citywide basis, as follows:

- Community Parks: 0.9 to 1.2 acres per 1,000 residents
- Neighborhood Parks: 2.3 to 2.6 acres per 1,000 residents
- Total: 3.5 acres per 1000 residents

The standards by park type are goals for citywide park land distribution. Individual development or master plan areas may provide varying ratios of neighborhood and community park land, following the Parks System diagram and more detailed master plans.

Park Size

The General Plan introduces size standards for new parks by type or sub-type, as follows:

- Community Parks: 25 acres or larger
- Neighborhood-Serving City Parks: 3-8 acres, varying based on service population
- Neighborhood School Parks: 4 to 5 acres park; 4 to 5 acres school activity fields (elementary or middle); up to 20 acres school activity fields (high school)
- Pocket Parks: ¼ to 1 acre
- Recreation Corridors (Greenway System): N/A

Park Service Area

Service area is the territory within which recreational needs are served by a park. The General Plan establishes a goal for all City residents to be within the service area for either a neighborhood-serving city park or a neighborhood school park, or within ½ mile of a community park, and within the service area of a community park.

- Community Parks: Up to a 2 mile radius
- Neighborhood-Serving City Parks: Up to 3/8 mile radius (approximately 2,000 feet)
- Neighborhood School Parks: Up to 1/2 mile radius
- Pocket Parks: Up to 1/4 mile radius
- Recreation Corridors (Greenway System): N/A

Park Access and Location

Each type of park has a different function within the City, and should relate differently to its surroundings. The access and location characteristics of each park type are summarized in Table 4-2, and reflected in the General Plan's Land Use and Parks and Recreational Open Space Diagrams. More detailed discussion of park configuration and character may be found in the Parks Master Plan.

Improvement Standards for New Parks

The periodically-updated Park Improvement Nexus Fee Study bases its cost assumptions on a set of buildout characteristics expected for new parks. While actual parks may or may not have the specific elements assumed by the fee, they are expected to be improved to a comparable level. The General Plan recognizes park improvements comparable to the buildout characteristics used in the Fee Study as minimum standards for new parks. The General Plan provides the following minimum improvement standards as a baseline:

- **Community parks.** A 25-acre park with frontage improvements on all sides; a fully improved parking lot; play equipment; lighted tennis courts; a four-diamond ballfield complex; full basketball courts; a bocce court; horseshoe pits with lights and arbor; a maintenance/concession building; rose garden; dog park; and restroom facilities.
- **Neighborhood parks.** A four-acre park with frontage improvements on all four sides; a swing set; play equipment; and either a basketball half court, sand volleyball, horseshoe pits, bocce ball, or shuffleboard.

TABLE 4-2: ACCESS AND LOCATION CHARACTERISTICS BY PARK TYPE	
PARK TYPE	ACCESS/LOCATION
Community Parks	<ul style="list-style-type: none"> • Locate on an expressway, arterial, or collector street, with access on collector only • Provide at least 2 major street¹ frontages • Provide connection to pedestrian and bicycle routes • Provide parking • Locate activity areas to minimize conflicts with residential areas
Neighborhood-Serving City Parks	<ul style="list-style-type: none"> • Locate on collector or arterial street; access on collector • Provide 1 major street frontage and at least 1 local street frontage • Provide connection to pedestrian and bicycle routes • Locate in central location to serve adjacent neighborhoods
Neighborhood School Parks	<ul style="list-style-type: none"> • Locate on collector or arterial street; access on collector • Provide 2 major street frontages if possible • Locate adjacent to educational facilities • Provide connection to pedestrian and bicycle routes • Locate in central location to serve adjacent neighborhoods
Recreation Corridors (Greenway System)	<ul style="list-style-type: none"> • Linear corridors along canal, railroad, or street right-of-way, and through parks and greenbelts • Locate to provide pedestrian and bicycle linkages throughout the community and connections between major open space and recreational facilities

¹ Major streets include arterials and collectors.

- **Recreation Corridors.** A 60-foot-wide greenway with a gravel walking path and a separate bicycle trail, extending the length of the development or as shown on the Parks System diagram.
- All parks except for Neighborhood School Parks are expected to include paved walkways; security lighting; benches; picnic tables; drinking fountains; signs; and landscaping including turf, ornamental plantings, and trees that provide ample shaded areas. Areas not planted with turf or used for active play should be landscaped with drought-tolerant plants.
- Storm drainage basins designed for dual use as open space may be incorporated into or adjacent to new parks. Basins are not counted as park acreage.

Standards for Special Use Facilities in Parks

Special facilities such as a public recreation center, general use sports fields, an amphitheater, or botanical gardens can meet established desires expressed in community meetings and serve as magnets for community parks. These facilities may be operated by non-profit organizations through agreements with the City, and should be generally open to the public for a small user fee. Special use facilities should not occupy more than 50 percent of a community park unless additional space is needed for the special facility to function.

The General Plan distinguishes between appropriate uses for parks, such as those above, and facilities that are not generally available for public use. The basic rule will be this: if a special use facility will be generally open for public use for free or for a small fee, it may be developed within parks. If a facility will not generally be open for public use for free or a small fee, it should not take place within park land that counts toward the City’s park acreage requirement. A list of special use facilities expected to be generally available for public use and those that are expected to be self-supporting and not generally open for public use follows. However, the actual operating characteristics of a given facility (e.g., whether it will be generally open to the public) will be the determining factor. More detailed guidance about the types of facilities appropriate for community parks and their operating characteristics is provided in section 4.2, Community Facilities.

Facilities Expected to Be Generally Open for Public Use and Appropriate for Parks

Baseball Fields (Public and Non-League)	Volleyball Courts
Softball Fields (Public and Non-League)	Gymnasiums
Soccer Fields (Public and Non-League)	Public Recreation Centers
Basketball Courts	Swimming Pools
Tennis Courts	Open Play Areas
Volleyball Courts	

Facilities Expected to Provide Limited Access and Not Appropriate for Parks

Future Sports Fields or Courts (Private or League Play)
Private Aquatic or Recreation Centers
Golf Courses

Additional Park Standards

The Parks Master Plan shall be updated following the General Plan Update, and will detail additional standards for each park type. Standards include:

- Site characteristics such as configuration, location, and its visual and experiential character;
- Basic requirements for outdoor sports facilities, passive recreation amenities, play areas, picnic areas, and service amenities like parking and restrooms;
- Optional elements.

FUTURE NEED

The need for future neighborhood parks and community parks is determined by applying distribution standards to the projected buildout capacity of approximately 104,500. Deduction of existing facilities from the overall future need provides the additional net acreage needed. The build-out population accommodated by the General Plan would need an estimated 362 to 370 acres of park land in order to provide 3.5 acres of park land per 1,000 residents, not including dual-use drainage basins. Subtracting existing parkland, there is a need for approximately 122 new acres of park land as part of development over the next 20 years. The General Plan's parks diagram proposes one approximately 25-acre new community park land and 97 acres of new neighborhood park land, resulting in a 30/70 split between community and neighborhood park land.

As part of new development areas, new parks should be designed and located so that they meet the General Plan's size, service area, and access and location standards, as well as the more detailed guidance provided in the Parks Master Plan. Certain parts of existing neighborhoods are not adequately served by parks, based on service area standards. Due to their small size requirements, pocket parks are the best solution for areas currently lacking in nearby park space.

TABLE 4-3: PARK ACREAGE AND FUTURE NEED

	POPULATION	PARK ACRES			PARK ACRES/1,000 RESIDENTS		
		COMMUNITY PARK	NEIGHBORHOOD PARK	TOTAL	COMMUNITY PARK	NEIGHBORHOOD PARK	TOTAL ²
Existing ¹	71,100	85	164	249	1.2	2.3	3.5
General Plan Buildout	33,400	25	97	122	0.7	2.9	3.7
Total	104,500	110	261	371	1.0	2.5	3.5

¹ Current population is as of 2010, according to the California Department of Finance.

² Total citywide park acreage should be developed at a ratio of 3.5 acres per 1,000 population. The City should pursue a neighborhood-to-community park ratio of 3-to-1, or 2.6 acres per 1000 to 0.9 acres per 1000 but this will fluctuate over time.

Source: City of Turlock, 2010; Dyett & Bhatia, 2011.

PLANNED IMPROVEMENTS

The General Plan seeks to guide the development of a park system that meets the recreation needs of a growing population. The envisioned system of parks and recreation corridors would also connect neighborhoods and destinations to one another in a way that facilitates walking and biking and structures the City’s form. Park system improvements are summarized here, and represented in Figure 4-1. The diagram is conceptual; future park locations are not meant to be specific. Illustrative diagrams for each Master Plan Area, including the relationship between parks and other land uses, are in Chapter 3. Table 4-4 below identifies parks shown in Figure 4-1 by acreage.

Community Parks

The General Plan identifies one new community park of approximately 25 acres, plus a 12.5-acre dual-use detention basin, to be developed as part of the Southeast 3 Master Plan Area. The park should include a mix of recreational or special facilities (see section 4.2) and areas for passive recreation and enjoyment. Specific elements have been proposed as priorities for a new community park: horseshoes, skating, a dog park, sand volleyball, tennis courts (minimum six), two playgrounds, parking, open space, and a large (200-person capacity) covered picnic area. These elements may be reconsidered as planning for the park advances.

TABLE 4-4: PLANNED PARKS			
PARK	ACRES		
	MASTER PLAN AREA	PARK	ADJACENT STORM BASIN ¹
<i>Community Parks</i>			
Community Park 1	Southeast 3	25.0	12.5
Subtotal Community Parks		25.0	
<i>Neighborhood Parks</i>			
<i>Neighborhood-Serving City Parks</i>			
Neighborhood Park 1	Southeast 1	5.0	–
Neighborhood Park 2	Southeast 1	2.0	–
Neighborhood Park 3	Southeast 2	5.0	–
Neighborhood Park 4	Southeast 2	5.0	–
Neighborhood Park 5	Montana–West	3.0	–
Neighborhood Park 6	Montana–West	2.0	–
<i>Neighborhood School Parks</i>			
Elementary School Park 1	Southeast 1	4.0	–
Elementary School Park 2	Southeast 2	4.0	–
Elementary School Park 3	Southeast 3	3.0	–
Elementary School Park 4	Within City	3.0	–
Middle School Park 1	Southeast 3	4.0	
High School Park 1	Southeast 3	15.0	–
<i>Recreation Corridors (Greenway System)</i>			
Recreation Corridor 1	Southeast 1	–	5.0
Recreation Corridor 2	Southeast 2, 3	12.0	–
Recreation Corridor 3	Southeast 2, 3	12.0	70.0
Recreation Corridor 4	Southeast 3	18.0	1.0
Subtotal Neighborhood Parks		97.0	
Total Acreage		122.0	

1. Dual use storm drainage basins associated with parks are shown here, but not counted toward park acreage.

Source: Dyett & Bhatia, 2011.

Neighborhood Parks

Neighborhood-Serving City Parks

Six new neighborhood-serving city parks would be created with development following the General Plan. These parks are typically 4 to 5 acres in size, with three 2- or 3-acre parks in the Montana-West and Southeast 1 areas, for a total of approximately 22 acres, in addition to 2 acres of dual-use drainage basins. Two neighborhood parks would be included in the Southeast 1 Master Plan Area; two in Southeast 2; and two in the Montana-West area. General locations for these parks are shown in Figure 4-1. In addition, the City would be a partner in facilitating new pocket parks in existing neighborhoods with poor access to parks.

Neighborhood School Parks

Neighborhood school parks associated with six new schools (four elementary, one middle and one high school) would be developed with General Plan buildout. These school park lands would total about 33 acres, and would be available for public use after school hours, as part of the City's joint-use agreement with Turlock Unified School District. New elementary schools would be located in the Southeast 1, 2, and 3 master plan areas, and one new elementary school is planned for a site within City limits. A new high school and one middle school and their associated recreational areas will be created with the Southeast 3 master plan area.

Recreation Corridors (Greenway System)

The new General Plan initiates a system of neighborhood greenways in the Southeast master plan areas. Recreation corridors will provide local greenspace and pedestrian and bike routes in the interior of new neighborhoods. The General Plan includes approximately 42 acres of recreation corridors and greenway trails, with another 76 acres of dual-use storm drainage basins alongside recreation corridors at the urban edge. New greenbelt parks a minimum of 60 feet wide will define nearly the length of the eastern edge of the City, with linear storm basins broadening the green corridor by up to 300 feet more.



Neighborhood parks will be integrated into each of Turlock's future master plan areas.

FINANCING

Park Improvement Fee

To assist in the acquisition and development of City parks, the City requires dedication of parkland or payment of in-lieu fees on all new residential, commercial, office, and industrial development. According to Turlock's Park Development and Acquisition Policy, adopted by City Council in June 1999, Park Improvement Fees are deposited into accounts for each planned neighborhood and community park. Funds may be loaned from one neighborhood park account to another, but must stay within the same quadrant of the city. All new development pays funds toward new community parks, which serve the entire City. Parkland may be acquired by dedication and/or purchased with park fees, at the City's discretion.

The Park Improvement Fee is reviewed periodically and revised as necessary, in accordance with the procedural guidelines established by AB 1600, codified in California Government Section 66000 et seq. These procedures require that "a reasonable relationship or nexus must exist between a governmental exaction and the purpose of the condition." Turlock's Park Improvement Fee must be reviewed and updated following adoption of the General Plan.

Park Improvements Serving Existing Neighborhoods

Revenues collected through Park Improvement Fees may not be used to pay for park improvements serving already-developed areas, and may not be used for park maintenance or operations. For improvements to existing parks and the development of new pocket parks in existing neighborhoods, the City must rely on other funding sources.

POLICIES

Guiding Policies

- 4.1-a High-Quality Park System.** Develop a high quality, diversified public park system that provides a variety of recreational opportunities for all City residents.
- 4.1-b Park Standards and Priorities.** Review park standards and park improvement priorities periodically to ensure that needs are being met.
- 4.1-c Cooperation With School District.** Continue cooperative efforts with the Turlock school district through joint use agreements for park and recreational facilities.
Although school parks are not available for public use at all times and do not contain complete park facilities, substantial cost savings justify shared use.
- 4.1-d Park Fees and Land Dedication.** Follow the City’s Park Improvement Fee Nexus Study in determining the collection and use of park fees and park land dedication, and periodically update to ensure equitable distribution of cost between existing and new residents, businesses, and property owners.
- 4.1-e Special User Groups.** Identify the needs of special user groups, such as the disabled and elderly, and address these in the design and development of park and recreation facilities.

Implementing Policies

Master Planning

- 4.1-f Parks, Recreation, and Open Space Master Plan.** Update the City’s Parks, Recreation, and Open Space Master Plan following the adoption of the General Plan, and implement its objectives.
Development of a new Parks Master Plan should specify in greater detail park improvement standards and costs estimates, a facility prioritization plan, and a financing and acquisition schedule.

Planned Improvements by Park Type

- 4.1-g Community Parks.** Acquire and develop one new 25-acre community park in the southeast (Southeast 3 Master Plan Area), concurrently with development. The new



The City and neighborhoods should pursue opportunities to create pocket parks at the sites of small detention basins and small public spaces in the downtown area.

community park should include recreational and other facilities, provided that these facilities are generally available for public use. Such facilities should not occupy more than 50 percent of park area. An additional community park must be part of any future development to the Northeast.

- 4.1-h Neighborhood-Serving City Parks.** Acquire and develop six new neighborhood-serving city parks, including two each in the Southeast 1 and Southeast 2 Master Plan Areas, and two in the Montana-West Master Plan Area. Place neighborhood parks at the core of new neighborhoods and co-locate neighborhood-serving city parks and neighborhood schoolparks wherever possible, as depicted on the Parks diagram.
- 4.1-i Neighborhood School Parks.** Maintain joint-use relationship with Turlock Unified School District allowing public access to and use of school playfields during non-school hours. Coordinate with the School District in the location and design of school properties to facilitate flexible use of play fields.

Generalized park locations have been selected to accommodate almost all new residences within 3/8-mile of a neighborhood-serving city park or one half mile of a neighborhood school park or community park. Neighborhood parks should generally not be smaller than the standards set forth in this section. Small parks are expensive to maintain and are unable to adequately support the full range of desired facilities.

- 4.1-j Pocket Parks.** Work with neighborhood groups that wish to establish new pocket parks, in areas with a shortage of park space based on service area standards. The General Plan anticipates a structure whereby park land is purchased by local benefit assessment districts, while the City may agree to maintain new pocket parks. In the downtown core, pursue opportunities to acquire and develop small public spaces.
- 4.1-k Recreation Corridors and Greenways.** Develop a system of linear corridors designed to provide pedestrian and bicycle linkages through and between neighborhoods, connections between major open spaces and recreational facilities and greenbelts at the City's edge. In new development areas (see Chapter 3), these must be continuous, as shown on Figure 4-1.

Neighborhood-serving city parks, neighborhood school parks, pocket parks, and recreation corridors are all counted as Neighborhood Parks for the purpose of acreage distribution standards.

Distribution Standards

- 4.1-l Community and Neighborhood Parks.** Provide 3.5 acres of park land per 1,000 residents, aiming for a citywide ratio of between 2-to-1 and 3-to-1 for neighborhood and community park land. Neighborhood parks include public neighborhood-serving city parks, neighborhood school parks, and recreation corridors.
- 4.1-m Increase Level of Service and Update Standards.** Following the decennial census, update park standards and dedication requirements to reflect the increased level of service if this has been achieved.

The Quimby Act requires that dedication of parkland or collection of park fees shall be benchmarked on the latest federal census.

Location and Design Characteristics

- 4.1-n Park Location Criteria.** Locate public parks in visible and accessible locations, in accordance with location criteria specified in this Element. Park locations may be adjusted within each master plan sub-area, but must remain within the boundaries of the sub-area.
- 4.1-o Minimum Park Buildout.** All new parks must be developed to the minimum standards established in the Park Improvement Nexus Fee Study. These standards may be periodically updated.
- 4.1-p Design for Park Safety.** Ensure safety of users and security of facilities through lighting, signage, fencing, and landscaping, as appropriate and feasible, following guidelines established in the *Parks, Recreation and Open Space Master Plan*.

Park Development and Acquisition

- 4.1-q Park Improvement Fees.** Following the specifications of the Park Improvement Nexus Fee Study, calculate park fees to enable purchase of acreage and provision of off-site park improvements for 3.5 acres of parkland per 1,000 residents added and require payment of these fees and/or land deduction as a condition of all new residential development. This park land may not be used for dual-use storm drainage basins.

California Government Code Section 66477 (Quimby Act) allows the City to require dedication or payment of in-lieu fees sufficient to buy and provide off-site improvements for a maximum of 3 acres per 1,000 new residents; if the amount of existing parks exceed this limit, then the existing amount, up to a maximum of 5 acres per 1,000 residents, may be adopted as the standard.



The General Plan calls for the development a system of linear corridors designed to provide pedestrian and bicycle linkages, connections between major open spaces and recreational facilities, and greenbelts at the City's edge.

4.1-r Fees for Non-Residential Development. Levy a parks and recreation fee on both residential and nonresidential development commensurate with expected use of such facilities by residents and employees of non-residential developments.

4.1-s Land Acquisition Costs. Use available techniques to minimize acquisition costs. Techniques may include purchase of land at below appraised market value; dedication of land in lieu of fees; and acquisition of park sites promptly after collection of fees.

The sale of land at prices below appraised market value (“bargain sale”) to a non-profit land trust that re-sells to the City can provide tax savings to the seller.

Delay in acquisition diminishes the purchasing power of available funds and is not allowed. Non-availability of maintenance funds may not be a reason to delay park acquisitions.

4.1-t Funding for Maintenance of New Parks. Continue to examine the cost of ongoing maintenance of new neighborhood parks and identify funding mechanisms to support their maintenance, as part of the master planning process for new neighborhoods.

4.1-u Maintenance of Parks System. Ensure that adequate funds are available for maintenance of facilities.

If necessary, consider the establishment of a citywide maintenance district.

Dual Use and Joint Use Agreements

4.1-v Coordinated Planning for Greenways and Non-Motorized Transportation. Coordinate park planning and improvements with facilities for pedestrian and bicycle travel, particularly in the development of a public greenway system.

See Chapter 5, Circulation Element.

4.1-w Shared Rights-of-Way. In cooperation with the Turlock Irrigation District, complete a linear recreation corridor in or adjacent to the irrigation canal rights-of-way along East Canal Drive, and with the west extension of Canal Drive in the Westside Industrial Specific Plan area.

4.1-x Joint School Park Use Agreement. Continue joint school park usage agreement with the Turlock Unified School District.

4.1-y Joint-Use Recreation Facilities. Support the efforts of the Parks, Recreation, and Community Programs Commission and other organizations to fund and develop new

joint-use recreation facilities. Special facilities that are generally open for public use are appropriately located within neighborhood and community parks. Special facilities where public access is limited are encouraged to locate adjacent to city parks, where activities may be synergistic. See Section 4.2, Community Facilities.

Through coordinated efforts with other recreation groups, such as Turlock Little League, the City can expand opportunities for new recreational facilities.

Planting

4.1-z Native Plants. Landscaping should use native trees, shrubs, and grasslands in order to preserve the visual integrity of the landscape, conserve water, and provide habitat.

4.1-aa Mature Trees. Mature trees should be retained to the greatest extent possible.

4.2 COMMUNITY FACILITIES

Community facilities are the public and private institutions that support the civic, social, and recreational needs of the population. They offer a variety of athletic, artistic, and educational programs and special events. The General Plan identifies needs and priorities for new facilities, but typically does not identify specific locations. The following types of community facilities are considered in this section: sports and recreational facilities; cultural facilities; community centers; civic buildings; regional exhibition facilities; and social and community services. These facilities are shown on Figure 4-2.

SPORTS AND RECREATIONAL FACILITIES

The City strives to provide adequate athletic and recreational facilities for residents. These include Little League baseball fields, softball fields for adults, bicycle paths and walking trails, gymnasiums, and other facilities. Facilities serving citywide needs are most appropriately located in or adjacent to community parks. Smaller facilities that can more easily be distributed throughout the City, such as multi-use play fields and basketball courts, are typical features of neighborhood parks. The City relies on its multi-use agreement with the School District for shared use of swimming pools and gymnasiums at Turlock and Pitman High Schools, and for most of the City's youth baseball fields and tennis courts.



Turlock gained ten soccer fields and two softball fields with the opening of the Regional Sports Complex in 2002. The City will need to continue to develop new recreational facilities as it grows, including Little League baseball fields, tennis courts, and an indoor recreation center. Some will be developed privately or with cooperation between the City and other organizations.

Future Needs

The Parks Master Plan, last updated in 2003, identified Turlock's need for various special use facilities to the year 2013. The opening of the Regional Sports Complex, with its 10 soccer fields and two baseball fields, and Pitman High School's gymnasium and pool, which are available at certain hours for community use, have met some of these needs. Turlock's current inventory of selected recreation facilities is shown in Table 4-5, along with estimated demand for new facilities in 2030 based on National Recreation and Park Association (NRPA) standards. These facility levels are not the determining standards; they are only useful as a national benchmark to inform more detailed planning. The facilities are distinguished according to whether they are expected to be open for general public use, and thus appropriate for parks and counted toward park acreage, as described in section 4.1.

The demand for specific facilities over the 20-year planning period should be recognized as approximate. Turlock's sports and recreational facility priorities as of 2010 follow. Again, they are distinguished according to whether they are expected to be open for general public use.

Priority Facilities Expected to Be Generally Available for Public Use

- Community park (minimum 25 acres) that includes horseshoes, skating, a dog park, sand volleyball, tennis courts (minimum six), two playgrounds, parking, open space, and a large (200-person capacity) covered picnic area. Community parks may have other facilities. See Section 4.1.
- Aquatic center
- Teen center
- Public indoor recreational venue to support volleyball, indoor soccer, basketball, fitness and wellness programs, and enrichment classes
- Indoor facilities in existing parks for recreation programs
- Increased walking and biking trails accessible to a wide range of people, including seniors, the disabled, families, and active adults.

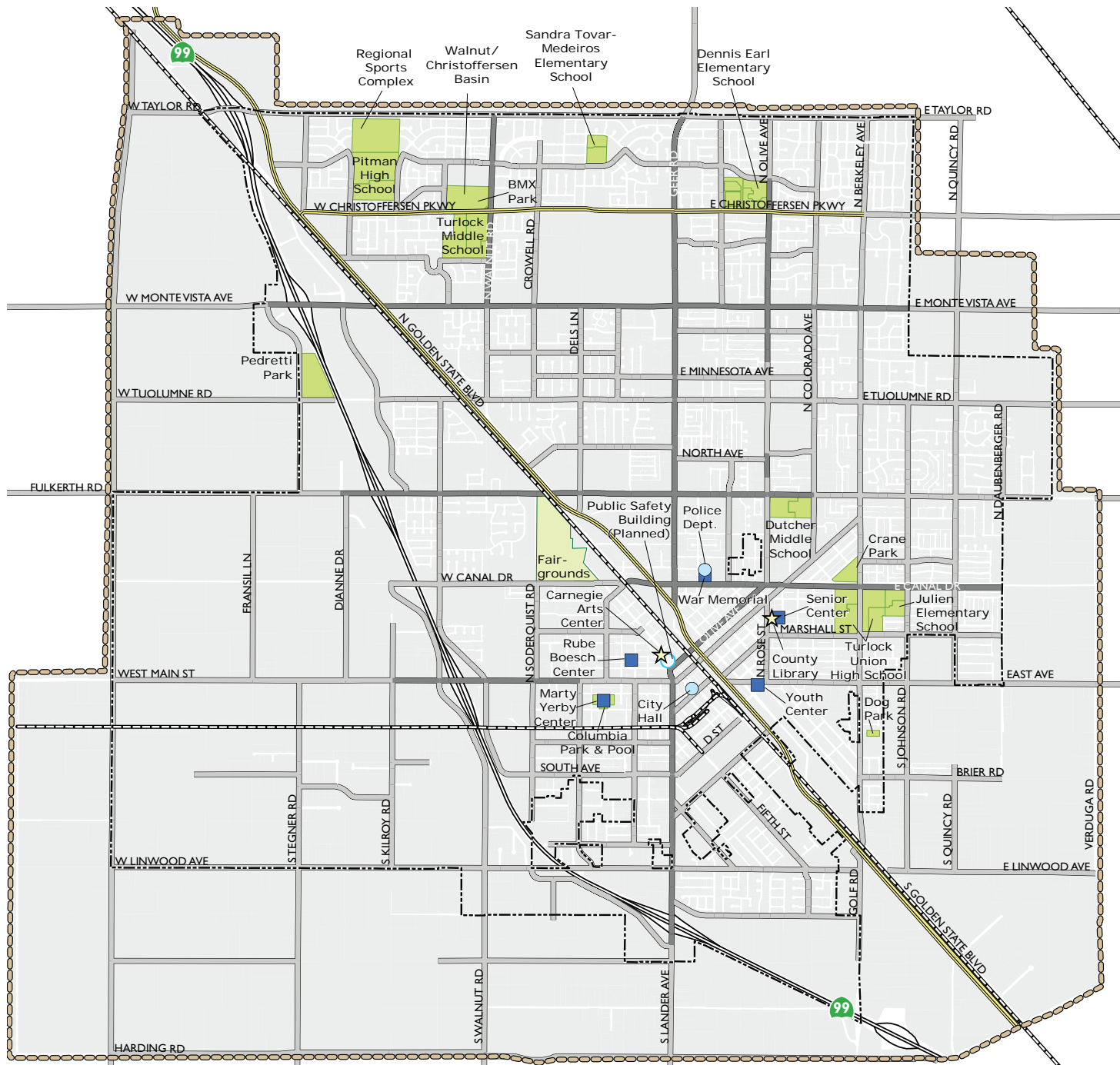
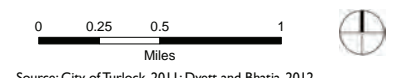


Figure 4-2: Existing Community Facilities

- Existing Civic Buildings
 - Planned Public Safety Building ¹
 - Community Centers
 - ★ Cultural Facilities
 - Sports and Recreational Facilities ²
 - Regional Exhibition Facilities
- Existing Circulation Network**
- Freeway
 - Existing Expressway
 - Existing Arterial
 - Existing Collector
 - Railroads
- Boundaries**
- ▭ Study Area Boundary
 - - - City Limits & County Islands

(1) Additional future community facilities will also be developed; specific locations not yet determined.

(2) Only those parks and schools providing extra space and significant recreational amenities are shown.



Source: City of Turlock 2011; Duarte and Bhasin 2012

TABLE 4-5: TURLOCK SPORTS FACILITIES INVENTORY AND NEED				
FACILITY TYPE	NUMBER, 2010	NRPA STANDARDS	DEMAND, 2030	FACILITY NEED
<i>Facilities Generally Open for Public Use</i>				
Baseball Fields (Adult or Non-League) ¹	14	1 per 5,000	21	7
Softball Fields ¹	18	1 per 3,000	35	17
Soccer Fields	16	1 per 10,000	10	0
Basketball Courts (full court)	61	1 per 5,000	21	0
Basketball Courts (half court)	30	NA		
Open Play Areas	30	1 per 4,000	26	0
Gymnasium ²	6	NA		
Tennis Courts	17	1 per 2,000	52	35
Recreation Centers	0	1 per 30,000	3	3
Swimming Pools	3	1 per 20,000	5	2
Volleyball Courts	18	1 per 5,000	21	3
<i>Facilities Not Generally Open for Public Use</i>				
Baseball Fields (Little League)	4	1 per 5,000	21	17
Golf Courses (18-Hole and Driving Range)	0	1 per 50,000	2	2
Golf Courses (9-Hole) ³	0	1 per 25,000	4	4
1 Eight (8) fields are counted as both baseball and softball fields.				
2 The City currently relies on school sites for all gymnasiums.				
3 Two 18-hole courses and three 9-hole courses are recommended.				

Sources: City of Turlock Parks Master Plan, 2003; City of Turlock, 2009; Dyett & Bhatia, 2011.

Priority Facilities Not Generally Available for Public Use

- Little League baseball complex (minimum four fields in one location)
- Golf course (not necessarily public).

Appropriate Locations

As discussed in section 4.1, the General Plan introduces a new approach to siting sports and recreational facilities. Two of the City's existing community parks, Pedretti Park and the Regional Sports Complex, are occupied primarily by sports facilities operated for League play and not generally available for public use. During the phase of urban growth directed by this Plan, these types of facilities will no longer be included in public parks. A golf course would not be an appropriate use for community park space, and would be ideally located where it could be maintained with reused water from the Regional Water Quality Control Facility. Such potential developments as a private Little League complex or a privately-operated aquatic center would be highly-suited to sites adjacent to a community park, as both draw recreational users from the entire City. The critical location criterion is public access: only facilities that are generally available to the public for free use or use at a small fee belong in City parks.

CULTURAL FACILITIES

Arts Center

The Carnegie Arts Center, which was destroyed in an arson fire, has been rebuilt and expanded. Completed in 2011, the 18,000-square foot facility serves as Turlock's community art center as well as a venue for special events, arts and cultural classes, private rentals, and small theatrical productions.

Library

Turlock has one public library, which is part of the Stanislaus County library system. Member libraries are integrated into a patron database that provides a common computer system platform and technical support, and facilitates the sharing of resources within the system. Currently, the Library's primary funding source is a public facility fee program managed by the County, to which development in the City contributes. The Stanislaus County Library provides 0.26 square feet of library space per resident of the County. The Library's *Strategic Plan 2011-2015* identifies the need for an additional 205,000 to 249,000 square feet of library space systemwide by 2030 to provide 0.4 to 0.45 square feet per capita, within the range of current library industry best practice.



The Turlock Senior Center is one of five community centers in the City that provide multi-purpose rooms for recreational programs, meetings, and special events (top). The Turlock branch of the Stanislaus County Library, built in 1968, is not adequate to meet the needs of the City's growing population (bottom).

The Turlock branch library is located at 550 North Minaret Avenue, next to the Senior Center (see Figure 4-2.) The library comprises 10,000 square feet, which translates to 0.12 square feet per person in 2011, short of both the current system-wide ratio and the Library's planning standard. Turlock's library is inadequate to serve the current population, a condition that will worsen as the population grows. To meet the proportion of space per capita that the Library uses in its *Strategic Plan 2011-2015*, and counting only residents of Turlock, the City would need between 31,800 and 37,000 square feet of new library space at General Plan buildout, in addition to the existing library. The new library space would need to provide adequate shelf space for an expanded collection, adequate seating space for quiet reading and individual study; group study and tutoring rooms; community meeting space for 50 to 150 persons; and children's space.

The Library intends to conduct a Facilities Master Plan to identify needs systemwide. It is likely to pursue development of a smaller library in the range of 25,000 - 30,000 square feet in Turlock, as soon as is feasible. Library expansion should take place in a way that meets the Library goal for all residents to have convenient access to inviting, safe, and well-maintained library, while also contributing to the vitality of Turlock's downtown area.

California State University, Stanislaus (CSUS) Library

The CSUS Library comprises approximately 52,800 square feet of public use floor area on the CSUS campus, and houses nearly 500,000 volumes. The library's core purpose is to serve students, faculty and staff at the University. However, it is open to the public, and community members may have borrowing privileges for a small fee.

Cultural Facilities in Parks

The Parks Master Plan has identified the potential for an outdoor amphitheater in Turlock. Botanical or demonstration gardens have also been considered. These or other facilities could add diversity and interest to the City as it grows, and could work well as elements of a community park.

PLANNING AND OPERATING CULTURAL AND RECREATIONAL FACILITIES

Many special-use facility needs have been identified over the years. With the opening of the Regional Sports Complex and the new high school in the last decade, some of these needs have

been achieved. Currently, the City is committed to supporting the rehabilitation and development of the Carnegie Arts Center. Looking forward, the City on its own will likely not be able to support development and operation of major facilities. It is helpful to summarize here a path toward identifying, completing, and operating projects in the years to come.

The first step toward realizing a cultural or recreational project will often be to conduct a feasibility study. The study should evaluate community demand, potential partners in development and operations, locations, and funding strategies. Next, if the study results in a finding that the City can justify supporting development, and the project has community support, it should be added to the City's Capital Facilities Fee program. It is anticipated that public funds will only partially cover the costs of new facilities, particularly facilities that have revenue-generating potential.

Third, most new facilities are likely to be operated by a non-profit or other organization, through an agreement with the City. For example, the Carnegie Arts Center is being operated and maintained by the Carnegie Foundation. While the Recreation Department is able to manage a basic program of arts and recreational classes, maintenance and operation of a golf course or a full-scale aquatics center should be handled by a private-sector partner. A demonstration garden and a Little League complex may be appropriately operated by local business and community organizations.

COMMUNITY CENTERS

These facilities are designed to meet the needs of the population for classes, civic meetings, social gatherings, and cultural events. Some community centers are programmed for specific populations. The Recreation Division operates four community centers: the War Memorial, the Senior Center, the Youth Center, and the Rube Boesch Center, as shown on Figure 4-2. In addition, there is a community building in Columbia Park, known as the Marty Yerby Center, with meeting rooms and a gymnasium.

The Recreation Division conducts numerous classes and activities, including art classes, sports leagues for youth and adults, dance and exercise programs, aquatics classes, and after school activities, and youth and teen programs. Most activities are hosted at the community centers, and the buildings are also available to be rented for special events.



Community needs for health care, employment assistance, and emergency food assistance are met by Stanislaus County and non-profit providers.

Future Needs and Locations

The Parks Master Plan, revised in 2003, cites the National Recreation and Park Association standard for one meeting room per 7,500 persons. The City will need eight new meeting rooms to meet this standard for the General Plan build-out population. The City of Turlock may meet this need by providing facilities in the future community park; by adding a second Senior Center to serve the northern part of the City; by opening a teen center; and by adapting and developing facilities elsewhere. A teen center has been identified as a City priority.

Community centers are well-located in or adjacent to parks. General-use community centers should be distributed throughout the City, to provide recreational and meeting space for neighborhoods. Community centers that serve a specific population and are the only one of their kind should be centrally located.

CIVIC BUILDINGS

This category includes City and County administrative and public buildings. Turlock's City Hall, located at 156 South Broadway, is the home of most of the City's administrative functions and the site of public meetings. The 58,000-square foot building was completed in 2003. The City's Police Department is currently based at 900 North Palm Avenue, but is planned to be relocated to the North Broadway site of the new Public Safety Building. Fire Department administration will also move to the Public Safety Building. Other than the planned Public Safety Building, the 2008 Needs Assessment concluded that existing civic buildings are adequate for the foreseeable future. The Public Safety Building will also have a community meeting room that will be available for City-sponsored functions and training.

School buildings and grounds must also be made available for community use according to the terms of the California Civic Center Act. School facilities are discussed in Section 4.3.

REGIONAL EXHIBITION FACILITIES

Stanislaus County Fairgrounds

The Stanislaus County Fairgrounds are located on 72 acres bordered by North Broadway, Canal Drive, North Soderquist Road on the west, and Hawkeye Avenue on the north. The County Fair typically takes place for ten days during July; in 2010, the Fair drew an estimated 209,000

visitors. The Fairgrounds is also used during the year for events such as horse shows and craft shows. Facilities and grounds are available for rent for picnics and meetings, and space is available for RV camping. The Fairgrounds is on the former site of the Turlock Assembly Center, and is listed on the National and State Register of Historic Places (see Chapter 7.) There may be opportunities for greater use of Fairgrounds facilities for outdoor concerts or other events. The Fairgrounds may be seeking expansion or relocation in the future, and should be encouraged to find a site in Turlock west of Highway 99.

HEALTH AND COMMUNITY SERVICES

Social and community services are provided by the private and nonprofit sectors and by Stanislaus County. Stanislaus County’s Health Services Agency (HSA) operates a medical clinic at 800 Delbon Avenue adjacent to Emanuel Medical Center. The clinic provides family medical services, pregnancy care, and other health programs. The County’s Community Services Agency (CSA) operates the welfare-to-work employment assistance program and provides aid to children and families from two locations in Turlock: 101 Lander Avenue and 275 Third Street. Adjacent to the Third Street facility, United Samaritans operates a lunch program serving some 28,000 meals annually, while another emergency food bank, the Tything Place, is located at 800 Wayside Drive.

POLICIES

Guiding Policies

- 4.2-a Facilities to Serve Community Needs.** Support the development of community facilities to enhance the City’s identity and meet the civic and social needs of the community.
- 4.2-b Special User Groups.** Identify the needs of special user groups, such as the disabled and elderly, and address these in the design and development of community facilities.

Implementing Policies

Sports Facilities

4.2-c Prioritize Projects and Study Feasibility. Within two years of adopting the General Plan, identify and order priorities for new sports and recreation facilities, and undertake feasibility studies to determine whether and how to proceed with development. These projects may include but are not limited to:

- **Little League Complex** with a minimum of four fields. A complex devoted to League play would not be appropriate for a City park. However, sites adjacent to community parks or recreation corridors should be prioritized.

The 2003 Parks Master Plan update identified a need for 13 additional fields, and proposed a five-field complex to address this need. NRPA standards for one Little League field for every 5,000 residents would translate to a projected demand for 17 new fields by 2030.

- **Indoor Recreation Center** including a gymnasium, volleyball, indoor soccer, basketball, fitness/wellness programs and enrichment classes. The City should especially consider redevelopment or reuse of City-owned properties in central locations and adjacent to other community facilities or parks.

A recreation center could serve as the anchor for a citywide recreational and social hub which could also include a teen center, offices for the Recreation Division, the Police Activities League, and new and existing outdoor spaces.

- **Indoor Recreation Facilities at Existing Parks**
- **Aquatic Center**, potentially combined with an indoor recreation center; operated as a joint venture; or developed as a private recreation facility.
- **Golf Course** at an appropriate location in order to meet this community need, but not necessarily with public funds.

Given National Recreation and Park Association standards that call for a nine-hole golf course for every 25,000 residents and an 18-hole golf course and driving range for every 50,000 residents, demand for at least one golf course is assured. Though there has been interest in developing a golf course for many years, the lack of start-up financing has prevented site acquisition.

4.2-d Establish Partnerships and Funding Strategy. Following a feasibility study that identifies potential means of sustaining new facilities, confirm community support, negotiate partnerships as appropriate, and amend Capital Facilities Fee program to include the project.

4.2-e Plan, Develop and Operate New Facilities. Following an effective strategy identified during the planning phase, develop new facilities and support their successful operations.

Cultural Facilities

4.2-f Carnegie Arts Center. Continue to support the operation of the Carnegie Arts Center, including multi-purpose rooms, classrooms, galleries, and office space. The Arts Center also includes an outdoor plaza.

4.2-g Library Expansion and Enhancement. Coordinate with the Stanislaus County Library to expand library facilities and enhance library services in Turlock, with the goal of having 0.4 to 0.45 square feet of library space per capita. New library space should accommodate an expanded collection and include adequate seating space for quiet reading and individual study; group study and tutoring rooms; community meeting room space for 50 to 150 persons; and children’s space. Expansion options may include, but are not limited to:

- Expansion of the existing Library;
- Addition of a new branch or branches;
- A new Library for Turlock, located downtown;
- Development of a joint-use community/school library at a new school site.

Continue to work with the County to prioritize public facilities funding to construct Library expansion. There should be a minimum of a 25,000 square foot library during this planning period. See also policies in Section 4.3, Public Education Facilities.

4.2-h Joint Use School/Community Library. Work with Stanislaus County Library and Turlock Unified School District to explore including a joint use library as part of the new middle school or high school. A joint-use library should be designed for flexible community and school use that complements school operations. State grants may be available for this project.

4.2-i Cultural Activities. Pursue other opportunities to enhance cultural activity in Turlock, following the strategies outlined for Sports and Recreational Facilities. Successful development of new cultural facilities will likely involve working in partnership with non-profit organizations, the school districts, the University, and/or the private sector.

Community Centers

4.2-j New Community Centers. Ensure that community centers provide sufficient space to conduct civic meetings, recreational programs, and social activities to meet the needs of residents. The City should aim to meet the standard of one meeting room per 7,500 residents. Community centers should be distributed throughout the City, and should serve the needs of seniors; families with children; and teens. Locate new Community Centers within or adjacent to parks; in neighborhood centers; or Downtown.

Regional Exhibition Facilities

4.2-k County Fairgrounds. Support Stanislaus County’s efforts to expand the Fairgrounds or relocate to an appropriate, accessible site. Explore the potential for broader community and recreational use of the Fairgrounds.

Health and Community Services

4.2-l Health and Community Services. Support public, private, and non-profit service providers to create and expand opportunities for affordable and high-quality child care, elder care, and other needed services.

4.3 PUBLIC EDUCATION FACILITIES

Turlock’s population has grown at an average of almost 3 percent annually in the last two decades, adding 28,000 residents between 1990 and 2008. Almost half of the City’s population (42 percent) is between the ages of 25 and 55, while the young adult cohort (ages 18-24) had the highest annual growth rate between 2000 and 2007. Turlock’s growth places added importance on sound planning for educational facilities. The Turlock Unified School District (TUSD) has built several new schools in the last decade to keep pace with growth; Turlock residents have demonstrated their support by passing a bond measure to build Pitman High School, completed in 2002. Turlock is also home to California State University, Stanislaus (CSUS). At the first community workshop for this General Plan update, residents identified high-quality schools, as well as the presence of CSUS, as among the best things about Turlock. TUSD is also the largest employer in Turlock and plays a critical role in developing the city’s labor force.

PRIMARY AND SECONDARY EDUCATION

School districts operate independently of local governmental control and regulatory mechanisms. Proposed school sites have to be referred to local agencies for comment, and all non-classroom facilities are subject to zoning and other land use control measures.

Pre-kindergarten through 12th grade public education for most of the Study Area is provided by TUSD. A small portion of the Study Area, in the northeast, is served by the Denair Unified School District. Children in portions of the Study Area in the southwest and northwest attend elementary and middle school in the Chatom and Keyes Union School Districts, but go on to Turlock and Pitman High Schools, respectively. Currently, the portions of the Study Area in the Chatom and Keyes districts are mainly rural, and have few school-aged children. Figure 4-3 shows the schools and school districts in the Study Area. No additional residential growth is proposed within the jurisdictions of the Chatom or Keyes school districts.

In addition to the public schools, there are six private schools in Turlock, including one serving elementary students, three serving elementary and middle school students, one serving middle and high school students, and one serving grades 4 through 12.

Facilities and Enrollment

The Study Area is served by 13 elementary schools (ten in the Turlock USD, one each in Denair, Chatom, and Keyes), five junior high schools, and three comprehensive high schools. There are also four small alternative programs and a K-12 charter school. Some of these schools serve students from within the Study Area as well as students from surrounding rural areas. . Table 4-6 lists 2008-2009 enrollment for all schools in the Turlock, Denair, and Chatom School Districts. Chatom and Keyes schools serve fewer students in rural portions of the Study Area, and no additional residential growth is proposed within their jurisdictions as part of the General Plan update.

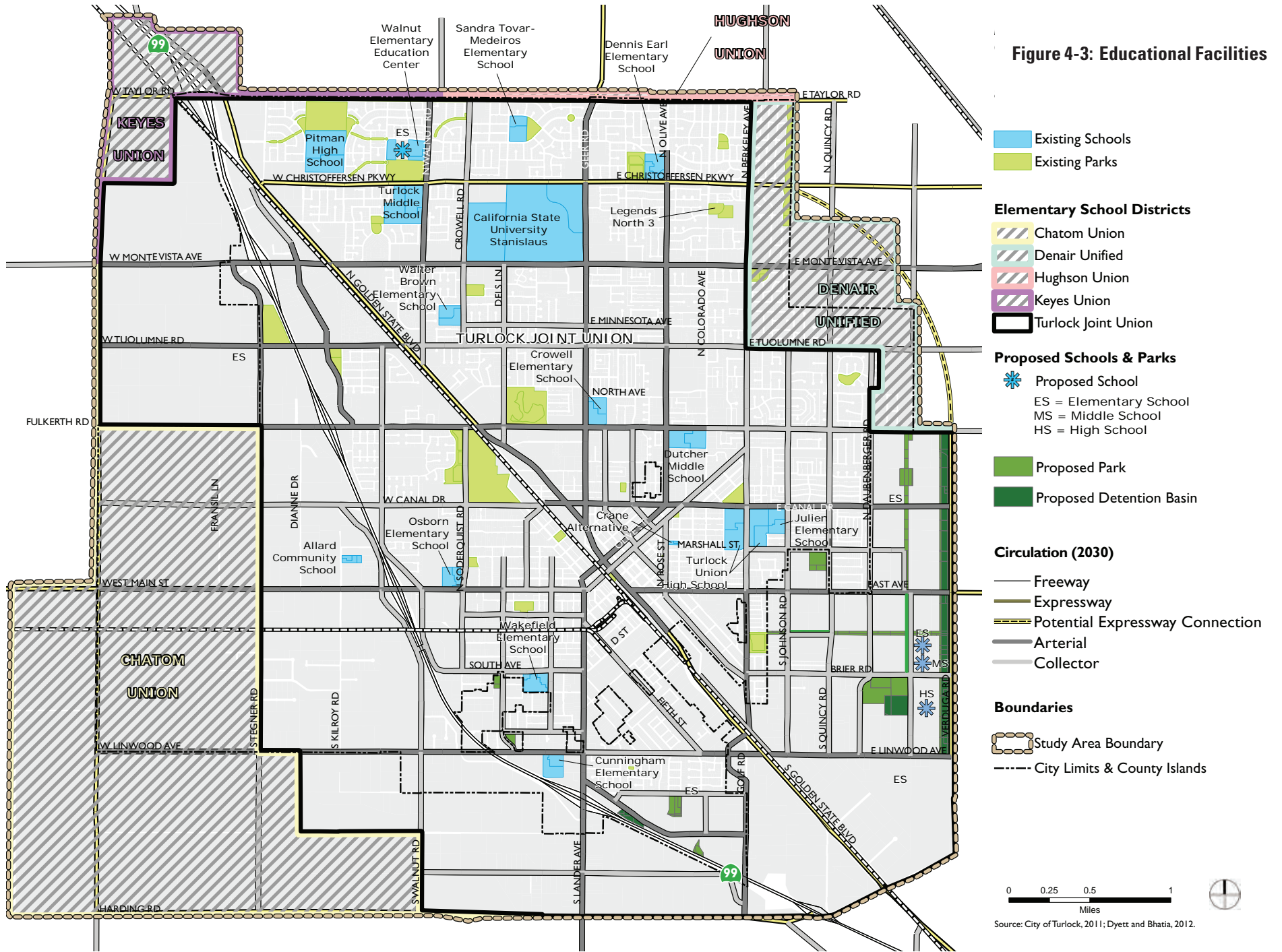
In the 2008-09 academic year, TUSD counted 13,828 enrolled students. The Denair school district had a total enrollment of 1,599, and grew by 4.2 percent between 2004 and 2007, largely owing to residential development in the Northeast Turlock Specific Plan area.

TUSD has added significant capacity in recent years, with the opening of its second high school, John Pitman, in 2001, followed by Medeiros Elementary and Walnut Education Center in 2006



Turlock Unified School District (TUSD) has added significant capacity in recent years, with the opening of John Pitman High School (pictured, bottom) in 2001, followed by Medeiros Elementary and Walnut Education Center in 2006 and 2007.

Figure 4-3: Educational Facilities



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Source: City of Turlock, 2011; Dyett and Bhatia, 2012.

TABLE 4-6: SCHOOLS SERVING THE STUDY AREA

SCHOOL	2008-09 ENROLLMENT	CAPACITY ¹
<i>Turlock Unified School District</i>		
Crane Early Learning Center (PK-K)	100	100
Brown (K-6)	648	650
Crowell (K-6)	767	970
Cunningham (K-6)	715	810
Dennis Earl (K-6)	808	750
Julien (K-6)	818	810
Medeiros (K-6)	766	910
Osborn (K-6)	906	950
Wakefield (K-6)	689	810
Walnut Education Center (K-6)	759	760
K-6 Subtotal	6,976	7,520
Dutcher (7-8)	681	1,020
Turlock Junior High (7-8)	1,364	1,590
7-8 Subtotal	2,045	2,610
Pitman (9-12)	2,178	2,340
Turlock (9-12)	2,258	2,490
Freedom Alternative High (9-12)	123	NA
Roselawn Continuation High (10-12)	248	200
9-12 Subtotal	4,807	5,030
Turlock USD Subtotal	13,828	15,160
<i>Denair Unified School District</i>		
<i>Denair Elementary (K-5)</i>	640	4.7
Denair Middle (6-8)	341	8.0
Denair Community Day (7-8)	6	5.5
Denair High (9-12)	373	6.9
Oasis Community Day (9-12)	4	4.6
Denair Charter Academy (K-12)	235	7.5
Denair USD Subtotal	1,599	4.0

TABLE 4-6: SCHOOLS SERVING THE STUDY AREA		
SCHOOL	2008-09 ENROLLMENT	CAPACITY ¹
<i>Chatom Union School District</i>		
Chatom Preschool (Pre-K)	40	
Chatom (K-5)	451	
Mountain View (6-8)	224	
Chatom USD Subtotal	715	
Total	16,142	4.0
1 Capacity for traditional students as reported by TUSD, 2009. Capacity for Special Education classrooms calculated separately. Capacity not reported by Denair USD or Chatom USD.		

Sources: Turlock USD, 2009, Chatom USD, 2009.

and 2007. All are in the northern part of the city. As of 2009, TUSD reports that its schools have capacity for approximately 1,300 more traditional students, as well as space in special-needs classrooms. The District’s 2008 School Facilities Needs Analysis determined that when State guidelines for counting classrooms were considered, its facilities in 2007 had the capacity to serve 12,313 students, a shortfall compared to current enrollment. Like TUSD, Denair Unified School District’s most recent study using State standards found the district was over-enrolled.

Projections and Future Plans

School districts study the relationship between new housing and new students, in order to justify the fees they charge to developers to help pay for new schools. This “student generation rate” is calculated for categories of housing (single-family detached, single-family attached, and multi-family.) When the most recent student generation rates for TUSD is applied to new housing facilitated by this General Plan, a total of approximately 5,870 additional students are expected to attend schools in the Turlock Planning Area. A majority (55 percent) would be in elementary school.

As shown in Table 4-7, TUSD plans for elementary schools with 880 students, middle schools with 1,100 students, and high schools with 2,100 students. The proposed new middle school would be developed at half of the typical size during the planning period to match growth.

TABLE 4-7: PROJECTED ENROLLMENT AND SCHOOL DEMAND			
SCHOOL	INFILL	SE EXPANSION AREAS	TOTAL
Projected New Single-Family Units	1,600	3,170	4,770
Projected New Attached and Multi-Family Units ²	2,800	4,110	6,910
Projected New K-6 Students	1,190	2,050	3,240
Existing Available K-6 Capacity			544
New Elementary School Capacity	880	2,640	3,520
New Elementary Schools Needed	1	3	4
Projected New Middle School Students	290	510	800
Existing Available 7-8 Capacity			565
New Middle School Capacity		550	550
Middle Schools Needed	0	1	1
Projected New High School Students	660	1,160	1,820
Existing Available 9-12 Capacity			223
New High School Capacity		2,100	2,100
High Schools Needed	0	1	1
1 Student generation rates for attached and multi-family housing are averaged.			

Sources: TUSD School Facilities Fee Review, 2008; TUSD, 2009; Dyett & Bhatia, 2012.

Four new elementary schools, one new junior high school, and one new high school are expected to be developed to accommodate the projected buildout population. Three elementary schools and new middle and high school would be developed in the Southeast master plan areas. Infill development within the existing City limits would require one new elementary school. Current projections indicate that there may be demand for only a small middle school during the planning period. The approximate locations of future schools are shown on Figure 4-3.

School Funding

School facilities in Turlock are funded with a combination of General Obligation Bonds, fees from the Mello-Roos and Redevelopment districts, the State Facility Fund, and development fees.

State law allows school districts to levy development fees directly on new residential, commercial, and industrial development (Government Code Section 65995). In 1998, the Governor signed Senate Bill 50 (SB 50), which imposed the most significant school facility finance and developer fee reform since the adoption of the 1986 School Facilities Act. The basic structure of the new law is as follows: a 50/50 state and local school facilities funding match, hardship funds for school districts that cannot achieve 50 percent locally, the ability for the school district to collect up to 50 percent from developers if the district can meet the 50 percent match threshold, and the ability of school districts to collect up to 100 percent from the developers if the state fails to provide their 50 percent bond funding match. TUSD's 2008 School Facilities Needs Analysis concludes that Turlock meets the requirements for assessing both Level 1 development fees, subject to statewide caps; and Level 2 or 3 development fees, as authorized by SB50. Currently, residential development fees are \$4.56 per square foot in TUSD and \$2.97 in the Denair Unified School District. Development fees for commercial and industrial development are set at the statewide cap of \$0.47 per square foot.

In addition to the use of developer fees that are applicable citywide, school districts may acquire funds to provide school services in specific areas through the creation of a Community Facilities or a Mello-Roos District. Such a district can be created with a two-thirds vote by area landowners, and may include a special tax and the sale of bonds to meet service costs. Cities may also seek public support to issue bonds to finance school construction. A General Obligation bond approved by Turlock residents in 1997 was used to fund the construction of Pitman High School.

CALIFORNIA STATE UNIVERSITY, STANISLAUS (CSUS)

California State University, Stanislaus (CSUS) provides local opportunities for undergraduate, graduate and professional education. It is a major employer, and plays an important role in developing the City's labor force and providing technical support to business. The University also offers cultural and recreational opportunities for the entire community. Like the City and the region, the University is expected to continue to grow throughout the planning period.

Facilities

CSUS was opened in temporary quarters in Turlock in 1960 with a continuing mandate to serve six counties: Stanislaus, San Joaquin, Merced, Calaveras, Tuolumne, and Mariposa. The university has occupied its 228-acre campus on the north side of Turlock since 1965. CSUS counted

6,713 full-time equivalent (FTE) students in 2008. Enrollment is projected to grow 3 percent annually in the coming years, and to reach its designated capacity of 12,000 FTE students within 20 years. Enrollment is currently frozen due to state budget constraints.

Incremental growth has taken place in the context of the 1968 master plan, which established a core academic area, a perimeter ring road, and gracious landscaping. These characteristics and others are reaffirmed in the University’s 2009 Master Plan Update. The new master plan determines that the current campus has enough space to accommodate projected growth. It emphasizes that four- and five-story buildings should become the norm for new development of academic space and student housing, and proposes that additional parking be provided in garages rather than surface lots, in order to preserve the campus’s park-like setting. Future development is to include a new academic quad in the southeast; four multi-level parking structures; housing for approximately 2,300 additional students; and an enhanced outdoor physical education area in the campus’ northeast.

POLICIES

Guiding Policies

4.3-a School Facility Planning. Plan educational facilities with sufficient permanent capacity to meet the needs of current and projected future enrollment.

John H. Pitman High School opened in 2001, followed by Sandra Tovar Medeiros Elementary (2006) and Walnut Education Center (2007). Turlock is justified in assessing Level 1, 2, and 3 developer fees to provide adequate educational facilities to keep pace with growth.

4.3-b Coordination With School Districts. Consult with the school districts on policies and projects that affect the provision of educational facilities and services.

4.3-c Coordination With CSUS. Work cooperatively with CSUS to ensure compatibility of CSUS’ growth objectives with policies and programs of the City and availability of adequate infrastructure, and undertake efforts to promote a closer integration of the CSUS campus with the community.



The 2009 Master Plan Update for California State University, Stanislaus (CSUS) illustrates how the university can grow to 12,000 students while maintaining the campus’ park-like setting.



The City should continue to have a joint-use agreement with Turlock Unified School District to allow community use of such facilities as the pool at Pitman High School (top). The General Plan seeks to establish land uses such as multi-family housing and local-serving retail in a walkable environment on land adjacent to CSUS (bottom).

Implementing Policies

Elementary and Secondary Schools

4.3-d School Facilities Plans. Continue to support the Turlock and Denair Unified School Districts to develop comprehensive master plans as a means of providing detail on specific school sites, educational facilities, and funding mechanisms.

The City's commitment to and consistency with General Plan direction is needed to allow the School Districts to plan for future growth.

4.3-e Coordination of Urban Growth and School District Service. Do not approve residential development in areas beyond the jurisdiction of Turlock school districts without consulting with the surrounding districts.

4.3-f New School Sites. Require that school sites are designated and reserved for school use as part of future master plans. The General Plan anticipates one future elementary school in each of the three new Master Plan areas (Southeast 1, 2, and 3), and one within the existing City. A new high school and middle school in the Southeast 3 Master Plan Area are also anticipated. The middle and high school sites should be acquired by the end of the 2012-13 fiscal year, as stated in the 2008 Capital Facility Financing Plan; future capital plans should detail a schedule for additional site acquisition. Provide needed facilities concurrent with phased development.

4.3-g Joint Use Agreements for Neighborhood School Parks. Continue present agreements with Turlock school districts for joint usage of school parks for neighborhood recreation and joint usage of multipurpose rooms for community meetings and classes. Coordinate with the school districts on the siting of schools in relation to parks and the greenway system.

See also policies in Sections 4.1 and 4.2.

4.3-h School Impacts. Support necessary and reasonable efforts by the school districts to obtain funding for capital improvements required to meet school facility needs, including adoption and implementation of local financing mechanisms such as community facility districts, and the assessment of school impact fees. Only residential development requests which have recognized and fully mitigated any significant impacts on school facilities shall be approved.

California State University—Stanislaus

See Section 2.II Economic Development for policies on strengthening the role of CSUS in the City's economy.

- 4.3-i Facilitation of Compatible Development.** Establish land uses in the area surrounding CSUS compatible with the need and character of an academic campus.

The General Plan Diagram depicts a variety of land uses, including High Density Residential and Community Commercial, in areas adjoining CSUS to encourage activity and campus support of commercial activities such as bookstores and cafes.

- 4.3-j Campus-City Edge.** Work with CSUS to realize stronger connections between the community and the university by enhancing pedestrian access, visual appeal, and active uses at the campus edge.

The University's physical character is defined by internal clusters of activity linked by a campus ring road. This supports a campus environment but hinders a strong connection with the City. The City and CSUS have a mutual interest in providing successful relationships between the campus and surrounding areas.

- 4.3-k Ongoing Communication.** Confer with CSUS staff periodically to ensure the concurrence of City and CSUS plans and actions.

- 4.3-l Joint Use of CSUS Facilities.** Continue agreements with CSUS to maintain joint use of recreational facilities and make provisions to locate other mutually suitable recreational sites if existing facilities are no longer available due to CSUS growth. Explore additional partnership opportunities with CSUS to enhance community use of the university library.

- 4.3-m Traffic Circulation and Campus Access.** To reduce the traffic impacts of campus activities, encourage CSUS to provide an additional campus access point from Christ-offerson Boulevard as identified in the 2009 Campus Master Plan.

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