



PARKS AND RECREATION MASTER PLAN

Adopted October 27, 2015



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1 INTRODUCTION

The City of Dixon enjoys a wonderful park system. The City's parks are diverse, ranging from the unique Women's Improvement Club Park, to the burgeoning, sports-oriented Hall Memorial Park. The demand for park facilities is increasing as the community grows. The City's Five-Year Capital Improvement Program (CIP) and the Hall Park Master Plan include numerous future projects to satisfy the increased demand for recreation services that comes with growth. This Parks and Recreation Master Plan (Master Plan) is another step in the City of Dixon's program to provide its citizens a complete and varied park system and recreation programs. The Master Plan emphasizes policies, standards, and projects that will mitigate the impact of growth on park and recreation services. The time period covered by the Master Plan corresponds with the 1993 General Plan as updated in 2010.

In 2015, the Master Plan was updated to reflect annexations, new population projections, park acreage calculations, and other issues based on public input. An additional 9.33 acres of total park land is needed to meet the General Plan Goal of 5 acres per 1,000 persons in population. The Master Plan recommends the total park acreage goal continue to be a mandatory ratio while the goals for neighborhood and community park acreage should be flexible goals. The location of the 9.33 park acreage will be examined separately from, and subsequent to, the adoption of the 2015 Master Plan Update.

1.1 PURPOSE

The purpose of the Master Plan is four-fold:

1. To provide a policy "bridge" between the City's General Plan and the CIP. The General Plan sets broad policies and standards for recreation. The CIP is a detailed budget and schedule for constructing specific parks and improvements. The Master Plan is the link between the two documents in which the City Council evaluates needs and sets policies to guide the preparation of the CIP and the planning for specific projects.
2. To recommend amendments, if necessary, to the General Plan that will facilitate coordination of General Plan policies for public facility development with the Master Plan and the CIP.
3. To provide a detailed list of specific projects that is needed 1) to complete the park system and 2) to mitigate the impact of growth on recreation services.
4. To provide documentation for the calculation of impact mitigation fees.

1.2 RELATION TO THE GENERAL PLAN

This Master Plan is intended to implement the General Plan, with special emphasis on the Public Services and Facilities Element. As such, the Master Plan is consistent with the General Plan. The Master Plan includes a recommendation to amend the General Plan, however, these changes are for coordination and clarification purposes and do not change the intent or direction of the General Plan. For conditions where policies or standards on a given issue are not provided by the Master Plan, the standards of the General Plan would continue to apply.

1.3 ORGANIZATION

This introduction is followed by housing and population projections through build out of the Dixon City Limits (as of 2014). These projections provide the basis for determining the need for parkland. The demographic data also points to the type of facilities and services that should be offered in Dixon's parks. The main body of the Master Plan is Section 3, Park Policies, Projects, and Standards. Section 3 assesses the need for additional parkland and relates planned parks and improvement projects to the needs of existing and future residents. Specific policies and level of service standards are set for park facilities. The level of service standards are used to measure the need for various projects and for determining the portion of project costs that should be paid by new development. The final section sets policies for implementing the Master Plan.

2 THE PLANNING CONTEXT

The City of Dixon is gradually transitioning from its origins as a small, agriculturally oriented town to a more suburban commuter community with a broadening economic base. The population has grown from 7,541 in 1980 to 19,005 in 2014. This growth has been fueled by the community's attractiveness as a small town and the relatively low cost of housing in Dixon compared to other San Francisco Bay Area communities. In 1986, the voters of Dixon passed Measure "B," which limits the annual growth in residential units to three percent. Measure "B" is designed to achieve an 80% to 20% balance of single-family to multi-family housing units. Dixon is a managed growth community with most of its recent development attributable to relatively affordable family housing. This development pattern – a community of families – is a principle factor shaping the Master Plan.

2.1 GENERAL PLAN PARK AND RECREATION POLICIES

The City Council's principle policy statements on park development are contained in eight policies of the General Plan Public Services and Facilities Element. These policies are summarized as follows:

1. *Diversity* – the park and recreation program is to offer a range of facility types and sizes to address the diverse needs of the community.

2. *Quality* – neighborhood and community parks will be high quality; this quality will be maintained for existing and future residents.
3. *Convenience* – facilities will be located for easy access, with emphasis on the young, elderly, and persons with disabilities.
4. *Equity* – facilities will be equitably distributed throughout the City.
5. *Neighborhood services* – local recreation facilities will be provided to each neighborhood area in general proportion to the citywide distribution.
6. *Community-wide facilities* – facilities designed for use by the entire community, as distinguished from neighborhood facilities, will be provided.
7. *Parkland standard* – the City shall maintain a ratio of at least 5 acres of parkland for each 1,000 residents, at least 1.2 acres neighborhood parkland and at least 3.8 acres community parkland.
8. *Mitigation* – the City will require new residential development to dedicate land and pay fees to mitigate the impact of development on recreation facilities. Land and fees acquired in this manner will be used for park facilities to maintain the 5 acres per 1,000 persons standard.

Since adoption of the General Plan in 1993, the City has implemented these policies through the Capital Improvement Plan (CIP) and in the development review process. This Master Plan strengthens General Plan implementation by documenting the need for projects in the light of General Plan policies. Further, the Master Plan sets policies and standards against which projects can be measured to document that they are consistent with and implement the General Plan.

Note: This Master Plan recommends that the words “at least” in #7 above be replaced with “approximately.” The total parkland standard of 5 acres per 1,000 residents should remain as a firm mandated number. The breakdown between neighborhood and community parkland should be a goal but not a mandate.

2.2 PROJECTIONS

Demand Variables

A key decision in determining park needs and assigning the responsibility for facility cost is the selection of a demand variable. It is not practical to measure and assign the demand for park development to particular users. For example, a person’s use of the park system will vary as they age, as their children grow and if the individual becomes disabled. Therefore, it is appropriate to use total population as the demand variable that correlates most closely with the distribution of demand for park services. At the same time, demographics, particularly age characteristics, should be considered in the design of the overall park system.

Population and Housing Projections

The small town atmosphere and the relative affordability of housing in Dixon were principle factors in the community’s growth through the 1990’s and 2000’s. The development pattern over the past decade closely followed the mandate of Measure “B,” with the result that the city exceeded the 80/20 ratio of single family to multi-family housing.

	Population	Housing-		
		Total	Single Family Detached	Multi-Family ³
2000 ¹	16,103	5,172	4,463	709
2014 ²	19,005	6,297	4,838	1,459

¹ Source: U.S. Census

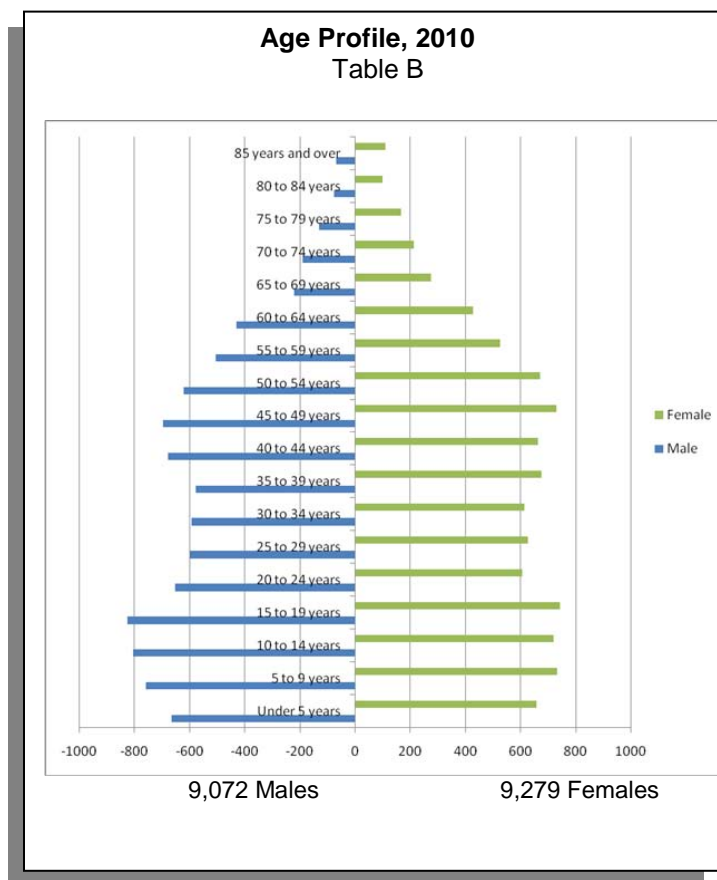
² Source: California Department of Finance

³ Includes mobile homes

The age profile for 2010 (**Table B**) depicts a family-oriented community. Factors supporting this conclusion are the relatively high proportion of children from 5 to 19 years old, and the large number of adults in the child-raising age groups. The 2010 age profile reflects a housing market that is attractive and affordable to couples raising families.

The age profile suggests the following park needs:

- informal play areas in neighborhoods for younger children;
- neighborhood parks for family-oriented leisure activities;
- organized sports facilities for older children and teens;
- organized sports facilities for adults;
- facilities for the special needs of the growing number of senior citizens in the community;



- cultural facilities for all ages.

In 2014, four areas remained for residential development to reach “build-out” of the existing City Limits: about half of Valley Glen, and all of Parklane, Southwest Dixon, and the West Parkway Infill Project. City staff has determined that approximately 3 infill units can be built outside the four principle remaining growth areas.

Housing and Population Projections, City Limits Build Out			
Table C			
	Population	Housing	
		Single Family Detached	Multi-Family
January 2014 ¹	19,005	4,838	1,459
			0
Infill	9	3	0
Valley Glen Plan	817	257	0
Parklane	1,440	400	60 ²
Southwest Plan	3,881	1,008	131
West Parkway	566	142	36
Projections	25,718	6,648	1,686

¹ Source: California Department of Finance

² One bedroom senior apartments.

Valley Glen is a 210-acre area at the southeast edge of the city limits. The approved Valley Glen Plan permits up to 837 residential units of which 257 remain to be built. The Southwest Dixon Plan covers 469 acres and projects 1,139 homes. Parklane is a 94-acre area south of the high school

and projects 520 units. From 2010, the date of the last population and housing estimate, to early 2014, no residential building permits were issued. As of early 2015, the first phase of the Parklane senior apartment complex has been completed and numerous single family homes are under construction.

The estimated numbers of persons per household is 3.18 based on 2014 California Department of Finance estimates. Housing and population projections to build out under the 1993 General Plan are shown in **Table C**. The projections will be used to measure the need for additional land and facilities to implement General Plan park and recreation policies.

3 PARK POLICIES, PROJECTS, AND STANDARDS

The City of Dixon maintains a system of neighborhood and community parks to support a range of recreational programs. Neighborhood parks are designed to provide open space and basic recreational facilities for the residents who live in the vicinity of the park. Community parks provide for organized sports and major facilities used for people from all areas of the community. Community parks offer facilities such as swimming pools, Little League fields, and community centers. Community parks also provide neighborhood park services to nearby areas.

Residential development directly impacts the delivery of neighborhood and community park services by adding to the demand and reducing the availability of parks for people already living in the community. The City of Dixon mitigates this impact by requiring residential developers to dedicate land for parks (or to pay a fee equivalent to the value of the land dedication) and to pay fees for the improvement of parklands. The following section analyzes the need for additional parkland and facilities to accommodate projected growth. Level of service standards, which are implicit in the projects the City has planned to date, are recommended along with policies and programs that provide a link between General Plan policies and the needed projects.

3.1 Land for Parks

The General Plan sets a level of service standard for the amount of land needed to meet the community’s overall service needs in Public Services and Facilities Policy 23:

“The City shall maintain a ratio of at least 5 acres of parkland for each 1,000 Dixon residents.”

Existing and planned parks with corresponding acreage data are listed in **Table D**. Completion of the existing planned park facilities will not achieve the 5 acres per 1,000 persons ratio specified by Policy 23. An additional 9.33 acres of parkland needs to be identified in order to meet the 5 acres per 1,000 persons ratio.

Policy 23 supports implementation of the Quimby Act, the California law that permits cities to require dedication of land for park or recreational purposes at a ratio of up to 5 acres per 1,000 residents as a condition of subdivision approval. Other relevant requirements of Quimby include:

- The City must have an ordinance setting out the requirement to dedicate land or pay fees in-lieu of land dedication.
- The ordinance must include definite standards for determining the proportion of the subdivision to be dedicated and the amount of fee to be paid.
- The land or fees are to be used only for developing new parks or rehabilitating existing park or recreational facilities to serve the subdivision.
- The amount and location of land to be dedicated must bear a reasonable relationship to the use of the park and recreational facilities by the future residents of the subdivision.
- The City must have a general plan or specific plan containing policies and standards for park and recreational

Existing and Planned Parklands	
Table D	
	Acreage
Existing Facilities	
Neighborhood Parks	
Patwin	4.93
Conejo	3.61
Veterans	5.00
Hall Memorial (portion)	3.00
Northwest (portion)	4.00
Community Parks	
Hall Memorial (remainder)	54.80 ¹
Northwest (remainder)	18.53
Other Parks	
Women’s Improvement Club	.65
Linear park	1.75 ²
<i>Subtotal, Existing Facilities</i>	<i>96.27</i>
Planned Facilities	
Neighborhood Parks	
Southwest Neighborhood	3.0
Southwest Community	4.6
Community Parks	
Southwest community	15.4
<i>Subtotal, Planned Facilities</i>	<i>23.0</i>
Total Acreage at Build Out	119.27
Projected Population at Build Out	25,719
Acres per 1,000 persons	4.6
Acres needed to meet 5 AC goal (128.6 total)	9.33

Notes: 1. Includes former owl habitat.
2. Does not include 3.5- acre pathway.

facilities in accordance with definite principles and standards.

- The City must develop a schedule specifying how, when and where it will use the land or fees or both to develop park or recreational facilities.

The policies, standards, and recommended actions in the Master Plan provide the policies, standards, and principles required by Quimby. This Master Plan also demonstrates the “reasonable relationship” between the amount and location of land required for dedication and the use of facilities by future residents. The City’s Parkland Dedication Ordinance (Municipal Code, Section 17.16) complies with the Quimby Act. The ordinance should be reviewed to comply with the current land dedication ratio and to reflect current data on the average number of persons per dwelling unit.

3.1.1 PARKLAND NEEDS

Based on the projected General Plan build out population of 25,718 people and the existing/planned parkland inventory of 119.27 acres, at least 9.33 additional acres must be identified for acquisition to mitigate the impact of growth and comply with the General Plan service standard of 5 acres of parkland per 1,000 persons. The Master Plan recommends acquisition and development of 26.83 additional acres reflecting policy commitments as discussed below.

Recommendations

Land dedication policy:

- Continue to apply the Parkland Dedication Ordinance to acquire land for parks and recreational facilities according to the standards in the General Plan and the Master Plan.

Actions

- Require the dedication of 26.83 acres of appropriately located land for a neighborhood park and for a community park in Southwest and an additional 9.33 acres to meet the 5 AC/1,000 population level of service standard.
- Review and update the Parkland Dedication Ordinance as necessary.

3.2 Neighborhood Park Services

The City of Dixon currently provides neighborhood recreation facilities at five parks:

- **Patwin Neighborhood Park** is located on West H Street between Pheasant Run Drive and Brians Way. The park is completely surrounded by residential development and is designed to meet the basic recreation and open space needs of

nearby residents. Features include a large children's play area, group picnic area, fitness apparatus, and a basketball half court. The park includes extensive turf and landscaped areas.

- **Conejo Neighborhood Park** is bordered by Gill, Deck and Fulmor Drives and by Wiegand Way. This park is also surrounded by homes and is designed primarily to serve nearby residents. Features include a children's play area, gazebo, picnic areas, turf, and landscaping.
- **Veterans Neighborhood Park** is located on Valley Glen Drive between Duncan Street and Legion Avenue. The park is surrounded by residential development (existing and proposed) and is designed to meet the basic recreation and open space needs of nearby residents. Features include a children's play area, group picnic area, basketball court, turf, and landscaping.
- **Hall Memorial Park** is a community park with facilities designed to meet the needs of the entire community as well as neighborhood park amenities for residents within walking distance. The park is located on Mayes Street between South Fourth and Fifth Streets. Residential development is located on the east and west side of the park with City Hall on the north property line, the Dixon May Fair along a portion of the western property line, and Dixon High School along the southern property line. At least 3.0 acres of neighborhood park facilities are provided including picnic areas, two children's play areas, open turf and play areas and walking paths.
- **Northwest Park** is the city's second community park, also providing neighborhood park facilities. Located at the intersection of West H and North Lincoln Streets, Northwest Park is surrounded by residential development. Park facilities geared to the neighborhood include at least 4.0 acres including picnic areas, a basketball court, two children's play areas, turf landscaping, walking paths, and barbecue pits.

The City also plans to build two additional parks to mitigate the impact of growth on existing facilities and to meet the needs of future residents in the Parklane, West Parkway Infill Project, and Southwest areas:

- **Southwest Community Park** will include areas and facilities designed to meet the surrounding neighborhood's recreation needs. Major community-wide amenities, such as a swimming pool, will be the principle features of this park and are discussed in later sections of the Master Plan.
- **Southwest Neighborhood Park** is planned as a neighborhood park to service the existing neighborhoods in the south central area of the city that are currently more than one-half mile from any park facility as well as the three growth areas.
- A yet to be determined park location needed to meet the 5 AC/1,000 population level of service standard (9.33 acres needed at either an existing or future neighborhood or community park site).

The City of Dixon plans and operates neighborhood park facilities based on a service radius of one-half mile, which is set by the General Plan. **Table E** summarizes service areas for existing and planned neighborhood park facilities (except for the one to be determined park location). Service areas are shown on Map 3-1.

Neighborhood Park Services	
Table E	
Neighborhood Park Facilities	Acreage
Existing Facilities	
Conejo	3.6
Hall Memorial	3.0
Northwest	4.0
Patwin	4.9
Veterans	5.0
Planned Facilities	
Southwest Neighborhood	3.0
Southwest Community	4.6
Total Acres	28.1
Population, Build out	25,719
Acres/1,000 Persons	1.1
Acres needed to meet 1.2 acre Goal (30.9 total)	2.8

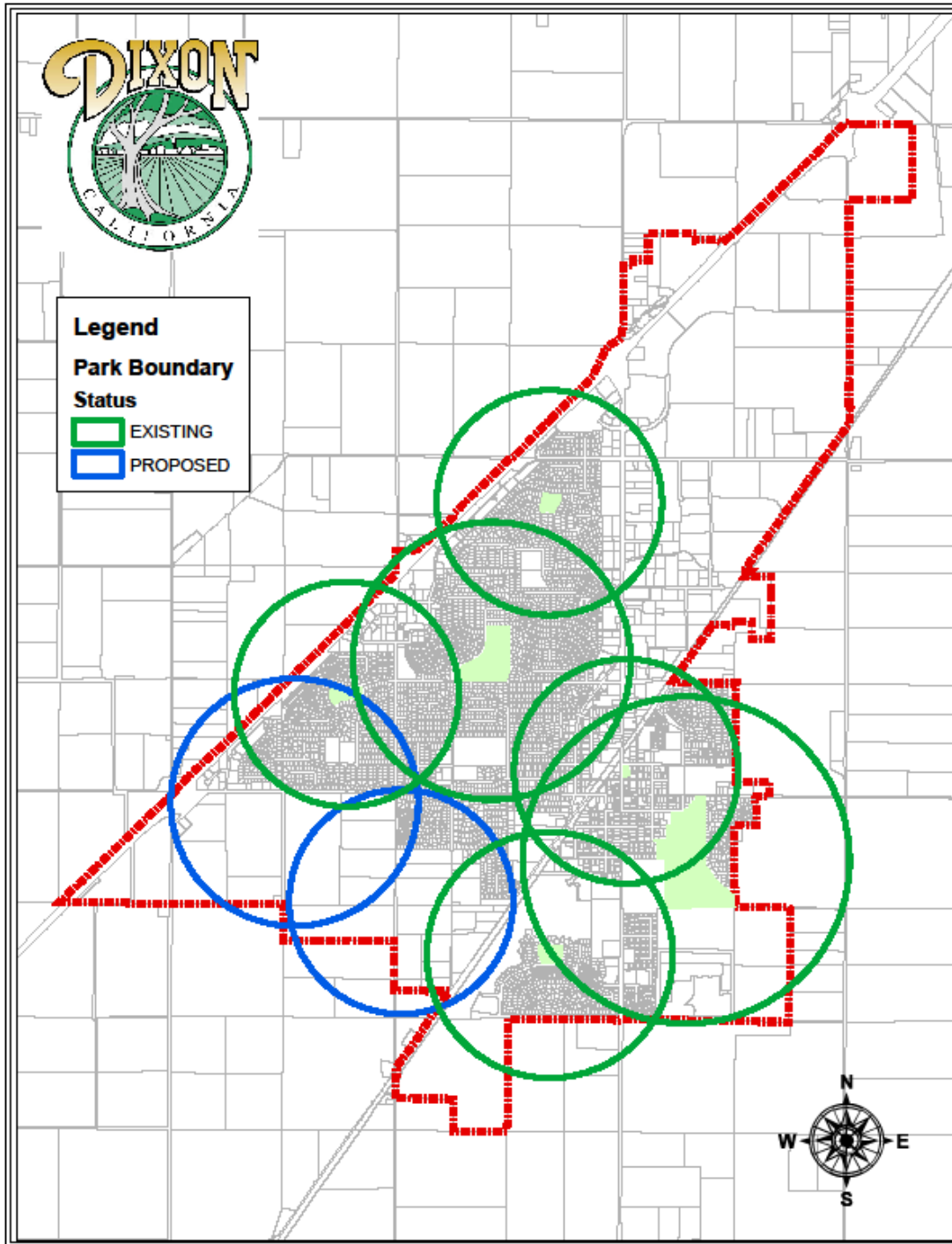
One-half mile is a reasonable service area standard for neighborhood parks:

- It is commonly used as a standard in California cities.
- It is comparable to the distance elementary age children walk to school.
- It would provide neighborhood park services to all residential neighborhoods at build out under the 1993 General Plan.

Neighborhood Park Facility Needs

The analysis of parkland needs in the preceding section documents the need for an additional 32.33 acres of parkland to maintain the minimum level of service standard of 5 acres per 1,000 persons as required by the General Plan. The Master Plan recommends 32.33 acres of parkland be acquired and improved as specified in the Parklane and the Southwest Dixon Plan Areas as well as the future West Parkway Infill Project Area. Based on a location service standard of neighborhood park facilities within one-half mile of every residence, two additional parks must be built to accommodate growth planned within the existing City Limits. The one-half mile service area measurements are depicted on Map 3-1.

Map 3-1.



Recommendations

Neighborhood Park Policies

- Neighborhood park services are provided at designated neighborhood parks and in community parks. Neighborhood park services and facilities are designed to provide informal outdoor recreation and leisure opportunities for all age groups within easy walking distance of homes.
- Typical neighborhood park services include children’s play areas, picnic tables and barbecues, small scale sports facilities such as basketball half courts, and turf and landscape areas for strolling and informal sports. Facilities should be inclusive for persons with a wide range of physical abilities.
- The level of service standard for neighborhood parks is:
 - Level of service – 1.2 acres per 1,000 persons
 - Service area – one-half mile
 - Minimum size – 3 acres

Actions

- Construct a neighborhood park of at least 3 acres in the Southwest planning area.
- Construct at least 4.6 acres of neighborhood park facilities in the Southwest community park.
- Conduct property analysis to determine potential locations for additional 2.8 acres needed to meet 1.2 AC/1,000 persons level of service standard.

3.3 Community Park Services

Community parks are designed to meet the need for large-scale recreation facilities designed to serve the entire community. Community parks are typically twenty acres or larger. These parks offer facilities that require large areas including playing fields for organized sports, such as Little League and adult soccer. Community parks also provide specialized facilities, such as swimming pools, which, because of costs, are most efficiently operated at centralized locations. Cultural features, including community centers, are typically located at community parks, which serve as central gathering places. Because of the large size of community parks, they are an important open space element in built-up areas. Finally, community parks in suburban settings like Dixon should be designed to include neighborhood park services for the immediately surrounding area. Many community park users come to the park by car, and community parks are designed accordingly. Like neighborhood parks, community parks should provide features that are accessible to residents with a wide range of physical abilities and encourage interaction between residents with and without physical limitations.

TABLE G
Community Park Facilities

Facility Type (unit of measure)	Typical dimensions	Existing #	Goal #	Comments
Soccer Fields (EA)	130 yds. X 100 yds.	2	3	Current fields at NW Park; drainage "bowls" allow for younger/non-standard fields as well.
Multi-purpose fields (EA)*	157 yds. x 100 yds. (will hold rugby, soccer, football, Can)	3	4	Existing 2 @ Hall Park; 1 @ NW (over Rotteveel Field) Draft Hall Park Master Plan shows 3 multi-purpose fields to be added. Can be used for soccer, rugby, or football.
Covered Arena (AC)	varies	0.75	0.75	Goal met with Hall Park facility.
Community Center (SF)	varies	10,700	23,600	Add facility @ SW Community Park per Master Plan which may include indoor basketball, racquetball, and other indoor activities/meeting space. Parking lot required.
Skate Park (AC)	varies; 0.5 AC like Hall Park desirable	0.5	1	Existing @ Hall Park; add 2nd at future community park. Shown on draft SW Park Master Plan.
Baseball Fields (EA)	varies; 300' x 300' or more.	5	7	Existing @ Hall Park; 1 over multi-use field. Add 2 @ future community park. 90' baselines. Need lights.
Softball Fields (EA)	250' x 250'	4	6	Existing @ Hall Park; add 2 adult fields at future community park. Shown on draft SW Park Master Plan. 60' baselines. Need lights
Swim facilities (SF pool area)	25 yds. Long (75')	6,900	13,300	Add smaller facility at SW Community Park; include splash facility. Shown on draft SW Park Master Plan.
Tennis Courts (EA)	60' x 120'	6	8	Add 2 at future SW Community Park.
<i>Basketball Courts (full courts - EA)</i>	<i>84' x 50'</i>	<i>2</i>	<i>4</i>	<i>Add one full court each at 2 future community parks.</i>
<i>Dog Park (EA)</i>	<i>varies</i>	<i>1</i>	<i>3</i>	<i>Existing @ Hall Park; add one each to NW and future community parks. Can be smaller than Hall</i>
<i>Fitness Equipment/Stations (EA)</i>	<i>varies; cluster or spread out on path</i>	<i>1</i>	<i>2</i>	<i>Existing on Linear Path; add at future community parks for adult and youth use.</i>
<i>Bocce Ball Court (EA)</i>	<i>13' x 76-100'</i>	<i>0</i>	<i>2</i>	<i>Add 2 courts at one community park.</i>

*Multi-purpose fields can overlap other regulation fields such as baseball/softball.
Field inventory needs to accommodate periodic "rest" periods to rehabilitate fields due to heavy use.
Facilities in italics are additions to 2015 Master Plan.

3.3.1 Community Park Inventory

The City of Dixon currently operates two community parks. A third community park is planned for the Southwest area to accommodate build out of the General Plan. Community parks include:

- Hall Memorial Park** is 57.8 acres of which approximately 16 acres are undeveloped. This park is a true community center. The May Fair grounds border the park at the southwest corner, and City Hall is located on the north edge of the park. The Senior/Multi-Use Center, which functions as a community center, is located on the grounds, as is the Pat Granucci Aquatic Center. All Dixon Little League games, Dixon Girls Softball, all adult softball games, Dixon Youth Football, and tennis are played at Hall Park. Dixon Rugby plays most of its games and hosts several regional tournaments at Hall

Park. Large areas of the park are in turf and landscaping with benches and picnic facilities and other amenities for informal recreation and leisure. Hall Park serves as a neighborhood park for homes within a half-mile radius. Planned improvements include an additional lit Little League field, multi-use fields with at least one field with an all weather surface to maximize the playing season.

- Northwest Park** is approximately 22.5 acres and is essentially fully developed. The most notable feature of this park is the large soccer fields. Most, but not all, organized soccer games are played at Northwest Park (Dixon Unified School District sites are also used). Dixon Rugby also uses this park for some of its games. Other facilities at the park are a group picnic area, play equipment areas, and a basketball court. Areas of Northwest Park provide neighborhood park services to residents within a half-mile radius.
- Southwest Community Park** is planned for 20 acres in the Southwest Dixon Plan area. Planned facilities include a community center, a community swimming pool, multi-purpose fields, tennis courts, and landscaped passive use areas. Southwest Community Park will provide neighborhood park services to nearby residents.

Existing and Planned Community Parklands	
Table F	
	Acreage
Existing Facilities	
Hall Memorial	54.80
Northwest	18.53
<i>Subtotal, Existing Facilities</i>	<i>73.33</i>
Planned Facilities	
Southwest community	15.4
Total Acreage at Build Out	88.73
Projected Population at Build Out	25,719
Acres per 1,000 persons	3.5
Acres needed to meet 3.8 AC goal (97.73 total)	9.0

3.3.2 Community Park Facilities Analysis

This section analyzes the need for the community park facilities that have been included in the City of Dixon's CIP. Level of service standards are provided for each facility type to assist with setting rates for growth impact mitigation fees. Existing and planned community park facilities are listed in Table G.

Dedicated Soccer Fields

The demand for soccer fields, particularly for the youth leagues, exceeds the supply within the City's park system. Dixon Unified School District property is also used by the youth leagues. Portions of the demand for children's soccer can be met on multi-purpose fields (see below). The draft Hall Park Master Plan includes three additional acres for a dedicated soccer field (fully improved to game standards) at Hall Park. This project would complete the City's soccer facilities development program through build out of the General Plan.

Recommended service level: 0.412 acres per 1,000 persons.

Multi-Purpose Fields

Multi-purpose fields are expansive, flat, turfed areas of community parks that can be programmed for organized sports activities such as children's soccer and are available for informal sports such as weekend "pick up" games. Multi-purpose fields can be used for different sports from season-to-season. For example, a multi-use field can be designed to accommodate three softball fields in the summer months, with easy conversion to an adult soccer field in the fall season. The flexibility of multi-purpose fields increases the number of sports enthusiasts who can be served. The draft Hall Park Master Plan Update shows three multi-purpose fields will be added. When fully developed, Dixon's community parks will have 12.95 acres of multi-purpose fields. As of 2014, at least one additional lit multi-purpose field is needed.

Recommended service level: .593 acres per 1,000 persons.

Passive Use Areas

Passive use areas may be flat or gently rolling, turfed with an occasional tree, or densely landscaped. Passive use areas are available for leisure non-sport activities such as flying kites, strolling, picnicking and as an open space visual "relief valve" in built-up areas of the community. Passive use areas are also decorative landscape features. They are the open spaces that link together the more formally developed areas of community parks. There are no well recognized standards for how much passive area acreage should be in a community park. Effective and aesthetically pleasing passive use areas are simply the result of good park design. The Southwest Community Park will have slightly more than 7 acres of passive use area. When fully developed, Dixon's community parks will have approximately 33 acres of passive use areas.

Recommended service level: No fixed level of service is recommended. Rather, the amenities should be spaced to provide the "relief valve" described above.

Indoor Arena

An arena is located in Hall Park and consists of an all-weather turf surface with low sidewalls and is covered and lighted. The arena can be configured for indoor soccer and volleyball. The facility itself is 220 feet by 100 feet (22,000 square feet) and utilizes approximately three quarters of an acre of land area. This arena adds diversity to community-wide recreation programs.

Recommended service level:

- A single arena is provided in Hall Park to serve the community through build out.
- The numerical service level ratio is .02 acres per 1,000 persons.

Community Centers (revised per Resolution No. 02-086)

Currently the Senior/Multi-Use Center at Hall Memorial Park serves as a community center. The Center includes an assembly hall, arts and crafts room, social room, and kitchen. At 5,700 square feet, the Multi-Use Center is not large enough and does not have the appropriate facilities to meet the leisure, recreation, and cultural needs of the existing population. This deficiency will be exacerbated by the impact of continuing growth. Expansion of the facility is not considered feasible because the area around the center is already developed.

The Southwest Dixon Plan includes a concept plan and supporting policies for construction of a 15,000 square foot community center that would service all Dixon residents at build out. A joint venture project with the Dixon Unified School District resulted in the construction of a 5,000 square foot performing arts center at Dixon High School to meet the cultural arts needs of the community. Any additional square footage at the facility is to accommodate the needs of the school district.

Construction of a 12,900 square foot community center, instead of the proposed 15,000, in Southwest Dixon would serve the Dixon residents at build out. Planned facilities will be suitable for community meetings, indoor recreation classes, art and musical events, and party rentals. Final plans may also include a gym for basketball and other indoor sports and possibly a racquetball court. Parking lot and site improvements would be part of the Southwest Community Park in which the community center will be located.

The Hall Memorial Park Senior/Multi-Use Center, the Dixon High School Performing Arts Center, and the Southwest Community Center are adequate to serve the city population through build out of the existing City Limits area.

Recommended service level:

- The 23,600-combined square footage of the three facilities is deemed adequate to meet the needs of the projected build out population.

- The numerical service level ratio is 948 square feet per 1,000 persons.

Skate Park

A broad range of age groups enjoy roller-skating. In recent years this has increased with the growing popularity of in-line skating and skate boarding. The skate park in Hall Memorial Park consists of a concrete paved skating area, and space for benches for changing and watching the skaters. Surrounding passive use areas provide a landscape backdrop, and nearby parking support the facility. Use of the Hall Park facility has shown that most of the users are under the age of 18 and most walk, ride their bikes, or have parents drive them to the skate park.

Recommended service level:

- The approximately ½ acre skating area in Hall Memorial Park adds diversity to the City's recreation program. A second skate park, located in the Southwest Community Park, would make this recreational opportunity available to a broader segment of the community and meet the community's needs through build out.
- The numerical service level ratio for skate park facilities is 875 square feet per 1,000 persons.

Youth Baseball

The City of Dixon has a strong baseball program for young people, ranging from T-ball for the youngest grade school kids to senior competition for older teens and young adults. The Dixon Little League's program (distinguished from informal pick-up games) is centered at Hall Memorial Park.

The community's Little League program is burgeoning as children move up through grade school and more families move to the city. The City will meet the growing demand for Little League play space with the conversion of Larson (juniors) Field to a lit field to allow for extended playtime.

Recommended service level:

- Two additional fields are needed to serve the city's planned build out population. To the extent feasible, fields should be lit to maximize use.
- The numerical service level standard for youth baseball services is .906 acres per 1,000 persons.

Swim Facilities

The City of Dixon operates the Pat Granucci Aquatic Center at Hall Park. The Center includes two fully accessible 25-yard pools (one competition pool with eight lanes and one training pool with four lanes) and a toddler pool. Dixon's hot summer climate and the community's young

age profile make this facility very popular for classes, recreation, and competitive swimming. In addition, none of the local schools have a pool facility. Through a joint-use agreement, the Dixon Unified School District uses the City's facility for the school's swimming and water polo teams. With its limited capacity, the swim facility is not able to meet the needs of a growing community. The following project has been planned by the City Council to mitigate the impact of growth on the aquatic program and provide adequate service for the planned build out population:

- A **Community Pool** at Southwest Community Park, adjacent to the planned community center. This will be an 8-lane, 25-yard pool. The pool will be L-shaped to provide a diving area or recreational aquatic play area; it will total approximately 6,400 square feet. An auxiliary building including dressing areas, showers, restrooms, office space, and mechanical equipment will be at least 3,800 square feet. The community pool will share parking facilities with the Southwest Community Center. A "splash facility" has also been identified as a community need. The splash facility could be located adjacent to this community pool or at the new, yet to be identified, future park site.

Recommended Service level:

- The combined resources of the Pat Granucci Aquatic Center and the planned Southwest Dixon community pool are needed to provide adequate aquatic services for the City's planned build out population.
- The numerical level of service for swim facilities is 535 square feet of pool area per 1,000 persons. The toddler wading pool and splash facility are not included in this total.

Tennis Courts

The City of Dixon has six public tennis courts, all located at Hall Memorial Park. The demand for court time is expected to increase with continuing residential growth. This need can be met by the construction of two additional tennis courts at Southwest Dixon Community Park or at Patwin Park.¹ Adding courts at one of these locations will also distribute the courts locations throughout the City making them more accessible to residents in western Dixon.

Recommended service level:

- Based on the current demand for existing tennis courts, the planned eight courts will provide an adequate level of service for the city's population at build out.

¹ The Patwin Park Concept Plan included a tennis court as a possible future phase. Court has not been constructed.

- The numerical level of service for tennis courts is approximately 1 court per 3,000 persons.

Recommendations

Community Park Policies

- Community parks provide large-scale recreation facilities and services that cannot be provided at neighborhood parks.
- Typical community park services include swim pools, multipurpose/soccer/softball fields, Little League facilities, dog parks, fitness stations, and community centers.
- The level of service standard for community parks is
 - Level of service – 3.8 acres per 1,000 persons
 - Service area – citywide
 - Minimum size – 15 acres

Actions

- Review Hall Park, Northwest Park, and Southwest Community Park Master Plans for compliance with citywide Master Plan needs.
- Review Hall Park Master Plan for feasibility of adding lights to Larson/Juniors field.
- Design and construct the improvement projects listed in the Master Plans for each park as funding allows and as needed based on the pace of new development.
- Conduct property analysis to determine potential locations for additional 9.0 acres needed to meet 3.8 AC/1,000 persons level of service standard.

3.4 Other Park Facilities

Two facilities - the Women's Improvement Club Park and the Linear Path - are unique to the overall park system. As one-of-a-kind facilities, they do not lend themselves as well to the analysis of community needs and level of service standards that are emphasized in this Master Plan.

- Women's Improvement Club Park is Dixon's oldest park. It is located on .65 acre in downtown Dixon on North First Street at East C Street. The park has large, mature trees, and the public library is at the south side of the park. The Women's Improvement Club Park is home to festivals and activities such as Grillin' and Chillin' the Christmas Tree Lighting Ceremony, and Movies in the Park. Women's Improvement Club Park provides open space relief in the built up downtown environment. It is a valuable cultural and historic resource that helps to define the community's character.

- The Linear Path is 5.2 acres in area, extending from Regency Parkway to North Lincoln Street. The path consists of 3,800 linear feet of 10-foot wide pathway over a Solano Irrigation District (SID) pipeline easement (totaling 3.5 acres) and a 1.7-acre park area at the North Lincoln Street end of the path. The Linear Path connects residential areas of the neighborhood to a school at the path’s midway point. Pedestrians, bicyclists, and in-line skaters use the path for recreation and getting from one point to another in the neighborhood. The path includes landscaping, par course stations and benches. The open space terminus at North Lincoln Street is turfed. The portions of the Linear Path in the SID easement are not considered part of the park because of its primary use as a path and the development restrictions due to the pipeline result in limited recreation value.

Recommendations

Special Park Facilities Policies

- Continue to maintain the Women’s Improvement Club Park as an important historic, cultural, recreation and open space resource.
- Continue to maintain and operate the Linear Path as a neighborhood amenity.

3.5 Recreation Program Policies

- Expand recreational programs for all ages and enhance the quality of life in the community.
- Promote and market recreational activities to increase the level of community participation.
- Continue to work with the Dixon Unified School District in order to maintain essential joint use plans necessary for recreation programming.
- Continue to make fields/facilities available to nonprofit and other community organizations for recreation activities.
- Seek out and encourage volunteer assistance from service organizations, special interest groups and individuals to provide support to recreation programs.
- Maintain the Recreation Scholarship Fund so that low income children may have the opportunity to participate in recreation programs.
- Provide programs that are accessible to residents with a wide range of physical abilities.

Existing Programs

Senior Program - The Senior/Multi-Use Center is open Monday-Friday from 9 a.m. – 2:30 p.m. and hosts a number of senior activities including a nutritional lunch program, senior club

meetings, various classes and activities and opportunities for social interaction. The senior program offers day trips to attractions found in the region as well as trips and tours in association with a local travel agency. Numerous special events are offered throughout the year including the annual Senior Resource Fair, a holiday dinner, holiday light tour, senior summer barbecue, themed potlucks, a monthly pancake breakfast and a monthly special lunch. An active Senior Club provides input into programs and supports many of the activities offered. The Senior/Multi-Use Center houses other City recreational programs during non-senior hours and is available for private rental, when available.

Aquatics - The Pat Granucci Aquatic Center hosts a variety of programs including swimming lessons, recreational swimming, adult lap swim, lifeguard training, the junior lifeguard program, aqua aerobics and more. The Aquatic Center is also used by the high school swim team, high school water polo team and the Dixon Dolphins Swim Team. Classes such as Lifeguard Training, CPR, Water Safety Instructor and Red Cross Title 22 and Junior Lifeguarding are provided by the recreation division staff, which is necessary to meet the ongoing need for certified staff to work at the Aquatic Center. The pools at the Aquatic Center are also available for private rental, when available.

Youth & Adult Sports - The recreation division currently coordinates adult softball leagues, the Dixon Youth Basketball Program, Drop-In Adult Coed Volleyball, Drop-In Adult Coed Soccer and tennis lessons. Facilities for these activities include the Hall Park Softball Fields, the Jim B. Stevens Arena and the Hall Park Tennis Courts. A variety of non-profit organizations, such as Dixon Little League, Dixon Girls Softball, Dixon Youth Soccer, Dixon United Soccer, Dixon Rugby Football and Dixon Youth Football & Cheer all utilize City owned fields for their programs. Fields used include the four baseball fields and the multi-use field at the baseball complex, the four softball fields in Hall Park, Northwest Park soccer fields, Hall Park multi-use fields and the Jim B. Stevens Arena.

Special Interest Recreation Classes – Recreation staff coordinates and oversees a number of special interest class and activities including CPR/AED classes, CPR-BLS Healthcare Provider classes, First Aid, Babysitting 101, Stretch and Tone, Exercise to Music, Tennis, Lifeguard Training, Just 4 Kicks Soccer, cooking, seasonal activities and more.

Youth Theatre Program - The City is collaborating with a local youth theatre company in an effort to bring a successful youth theatre program to Dixon. The Performing Arts Theatre is located at Dixon High School and is shared by Dixon High School and the City of Dixon.

Special Events - In the past, the recreation division has offered events such as Movies in the Park, the annual Easter Extravaganza and annual Spook Party Festival. One Movie in the Park event has been scheduled to be held in the summer of 2015. The City currently works with other community groups who provide the 4th of July Fireworks and Christmas Tree Lighting Ceremony.

Multi-Agency or Other Programs:

Teen Program - The Teen Center is located on the campus of the Old Dixon High School. The Dixon Teen Center exists to enrich the lives of Dixon teens by providing them with a safe place

to build positive relationships, learn life skills, and obtain assistance in their educational endeavors. After school workshops provide teens with experiences they may not get during the school day, but enhance their education and give them a well-rounded view of life. Teens are given incentives to get homework done (with the assistance of tutors as needed) and complete workshops in nutrition, finances, exercise, resumes/interviews, dating, anti-bullying, drug awareness and more.

Friday Night Basketball – A new program as of August 2015, held at the Old Dixon High School and sponsored by a local faith based organization, provides another opportunity for teens and young adults to exercise and socialize.

Recommendations

- Annually review types of recreation activities offered to address the changing needs of the community.
- Develop an evaluation plan in order to monitor program needs through surveys or other participation mechanisms.
- Develop an assessment process for future theatre programs.
- Examine the need for additional swimming pool and sport field facilities in order to meeting the growing need for space for recreation programs that are housed at these types of facilities.
- Utilize volunteers and sponsors for special events.

4 Implementing the Master Plan

The Master Plan evaluates the need for parks based on the general standard of at least 5 acres for every 1,000 persons as required by the Public Services and Facilities Element of the General Plan. Service standards for specific types of recreation facilities have been deduced from existing facilities and projects contained in the approved Capital Improvement Plan. Based on this analysis, an additional 32.33 acres of land must be acquired and developed for parks to mitigate the impact of residential growth projected by the 1993 General Plan. Also, undeveloped acreage in Hall Memorial Park must be improved with projects described in this Master Plan to provide the level of service mandated by the General Plan. The principle means for implementing the Master Plan will be the development review process, the Capital Improvement Plan and the impact mitigation ordinances, especially the Park Dedication and the Park Improvement Fee ordinances. Each of these implementation tools is discussed below, beginning with the role of the Master Plan.

4.1 Role of the Master Plan

The Master Plan is the “bridge” between the General Plan and the programs that implement the Public Services and Facilities policies. The Master Plan assesses the need for specific facilities and establishes policies to guide the development of the park system. The Master Plan also sets

level of service standards, which are used to evaluate the adequacy of facilities and to calculate mitigation fees and land dedication requirements. The Master Plan should be reviewed and updated by the Parks and Recreation Commission and the City Council at public meetings at least once every five years. Adoption by the Council makes the Master Plan official policy, which is implemented by staff, the Planning Commission and the City Council in designing park facilities and in the expenditure of capital funds. The updating process allows the City to reassess needs and make periodic adjustments between updates of the General Plan.

Recommendations

- City Council and Parks and Recreation Commission review the Parks and Recreation Master Plan by January 1, 2021.

4.2 Five-Year Capital Improvement Plan (CIP)

The Five-Year CIP documents the improvements needed to accommodate residential growth and, in some cases, to improve existing services. The CIP establishes a schedule for each needed facility based on its existing capacity or level of service and growth projections. The schedule includes a general list of projects needed through General Plan build out and a detailed list of public improvements to be started within five years along with a corresponding a five-year budget.

Recommendations

Capital Improvement Plan Policies

- Park and recreation improvements in the CIP shall be consistent with the Master Plan.

Actions

- Update the Five-Year CIP annually to reflect the Master Plan level of service standards and ongoing residential development.

4.3 Development Review

The remaining lands available for residential development are in the Southwest Dixon, Parklane, West Parkway, and Valley Glen areas. A community park and a neighborhood park will be developed in the Southwest area. The principle vehicle for implementing development proposals for these areas will be the Specific Plan and Development Agreement. With the exception of West Parkway, all the development areas have approved Specific Plans and Development Agreements. If additional parkland is to be purchased above what is shown in the existing Plans and Agreements, **careful attention should be given to park location and access to avoid conflicts with future neighbors and to assure the best delivery of park services.** The level of service standard for total park acreage set in this Master Plan must be followed. Level of Service standards for community and neighborhood parks should be followed to the extent feasible.

Recommendations

Development Review Policy

- The level of service standards for community and neighborhood parks and facilities shall be applied by City staff and the Planning Commission in the review of subdivisions and other development applications.
- Prior to development of new parklands, City staff shall develop an estimate of the personnel hours required to maintain the parklands at a level consistent with the City's level of service guidelines used in other parks in the city. Funding should be reviewed to verify that adequate maintenance funds are available without negatively affecting maintenance of existing parks.
- For all new construction or rehabilitation of existing parks, City staff shall evaluate the design to control maintenance costs particularly water and energy costs. City staff should also identify additional equipment needs to determine if the City has the equipment necessary to maintain facilities.
- When architectural design firms (landscape or structure) are hired, the selection process should include evaluating their prior experience for designing facilities to control maintenance costs.

Actions

- Update the concept plans for the parks scheduled for development in the Southwest area. The purpose of this planning will be to insure consistency with this Master Plan.
- When determining staffing needs for new facilities, the City should evaluate contracting for maintenance services as a potential cost saving alternative.
- Maintain planned acreage ratio of 5 acres per 1,000 population (mandatory) with a desired goal of 1.2 acres per 1,000 population in the form of neighborhood parks and 3.8 acres per 1,000 population in the form of community parks. Modifying the neighborhood/community parkland ratio to desired and not mandatory requires a General Plan amendment.

4.4 Park Dedication Ordinance

The City's Parkland Dedication Ordinance (Municipal Code section 17.16), adopted under the authority of the State of California Quimby Act, requires dedication of land and/or payment of fees in lieu of land for park purposes. This ordinance is the principle means for acquiring new parkland. The decision whether to accept land, fees or a combination is made during subdivision

review. Projected growth due to development from 2014 to build out is 6,704 people. At the level of service standard set by the General Plan, this could result in the dedication of another 32.33 acres. The Park Dedication Ordinance should be administered to assure that the planned inventory is met but not exceeded.

Recommendations

Park Dedication Policy

- Continue to apply the Parkland Dedication Ordinance to acquire parklands and fees in-lieu of land to the level of service standards specified by the General Plan and the Master Plan.

Actions

- In the Southwest, Parklane, Valley Glen, and West Parkway Infill Project planning areas require dedication of land and payment of fees in ratios that will meet but not cause the citywide park system to exceed the planned inventory of parkland at General Plan buildout.

4.5 Park Improvement Fee

The City of Dixon has established a Park Improvement Fee, collected on all residential building permits, to finance the cost of park improvements needed to mitigate the impact of growth on recreation facilities. All of the parks and recreation facilities planned for development or improvement in the Master Plan are potentially eligible for funding with Park Improvement Fees at some level. The State of California Mitigation Fee Act governs the Park Improvement Fee ordinance. This law requires that cities imposing a fee as a condition of development approval do the following:

- *Benefit relationship* - Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.
- *Impact relationship* - Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.
- *Proportionality relationship* - Determine whether there is a reasonable relationship between the specific amount of the fee and the cost of the specific project on which the fee is imposed.

The Master Plan provides the basis for making the required findings. The *benefit relationship* is documented by establishing the projects for which fees will be collected and demonstrating that the facilities will be available to satisfy the needs of the residents who will live in the development that pays the fees. The benefit relationship is demonstrated in part by the service area standard that is set by the Master Plan for each facility type. The *impact relationship* is

shown by the growth projections and the analysis of facility needs to accommodate the growth. The facility needs are measured against the level of service standards set by the Master Plan. The *proportionality relationship* is determined by application of the level of service standards.

The Park Improvement Fee should be set so that a proportional share of the cost of facilities listed in the Master Plan for construction are paid for by projected residential development.

Recommendations

Park Improvement Fee Policies

- Continue to collect the Park Improvement Fee on new residential development and apply revenues to the cost of new and expanded park facilities consistent with the California Mitigation Fee Act. Update the fee structure annually to reflect changes in construction costs.

Actions

- Update the Park Improvement Fee rate based on data in the Master Plan.

Other considerations

Regulatory oversight

- The southern portion of Hall Park is the former location of a City landfill and Wastewater Treatment Plant. Any excavation or changes in soil elevation should be submitted to the Solano County Department of Environmental Management (the Local Enforcement Agency) for review and determination if State approval is required.
- All projects must comply with the California Environmental Quality Act. Projects within existing neighborhoods should be evaluated for potential traffic, noise, and lighting impacts.

4.6 Maintenance of Park Facilities

Construction of park facilities is a multi-million dollar investment. As with all City facilities, maintenance of the investment is critical for the ongoing public use. During times of economic decline, park facility maintenance may experience funding reductions. The following is provided as a guide for ongoing park maintenance.

Park maintenance may vary based on parkland use.

- Areas of high intensity use, such as soccer fields, ball fields, and multi-use fields should receive the highest priority for maintenance.
- Areas of passive or infrequent use, should receive the mid-level priority for maintenance.

- Areas of low intensity use, such as trails and open spaces, should receive the lowest priority for maintenance.

Safety and regulatory compliance needs should also receive a high priority for maintenance. The City should use joint-use/maintenance opportunities for facilities to the extent practical. Sports groups, volunteers, and service clubs can be a valuable resource for maintenance tasks. As acknowledged in the City's General Plan, Landscaping and Lighting Maintenance Districts (LLMDs) are another funding source that can be utilized as a means of funding park maintenance.

The City has developed a Level of Service Schedule for park maintenance. This schedule should be reviewed annually prior to the annual budget adoption process to determine the potential impacts of funding reductions, or identify additional funding needs.