

# Appendix I-E

## KEYES COMMUNITY PLAN









Adopted by the Stanislaus County Board of Supervisors  
APRIL 18, 2000

*\*Updates to the Community Plan map to reflect previously approved amendments to the Community Plan and removal of circulation to reflect updates to the Circulation Element were adopted on August 23, 2016, as part of the 2015 General Plan Update.*





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# Keys COMMUNITY PLAN


## Land Use Designations:

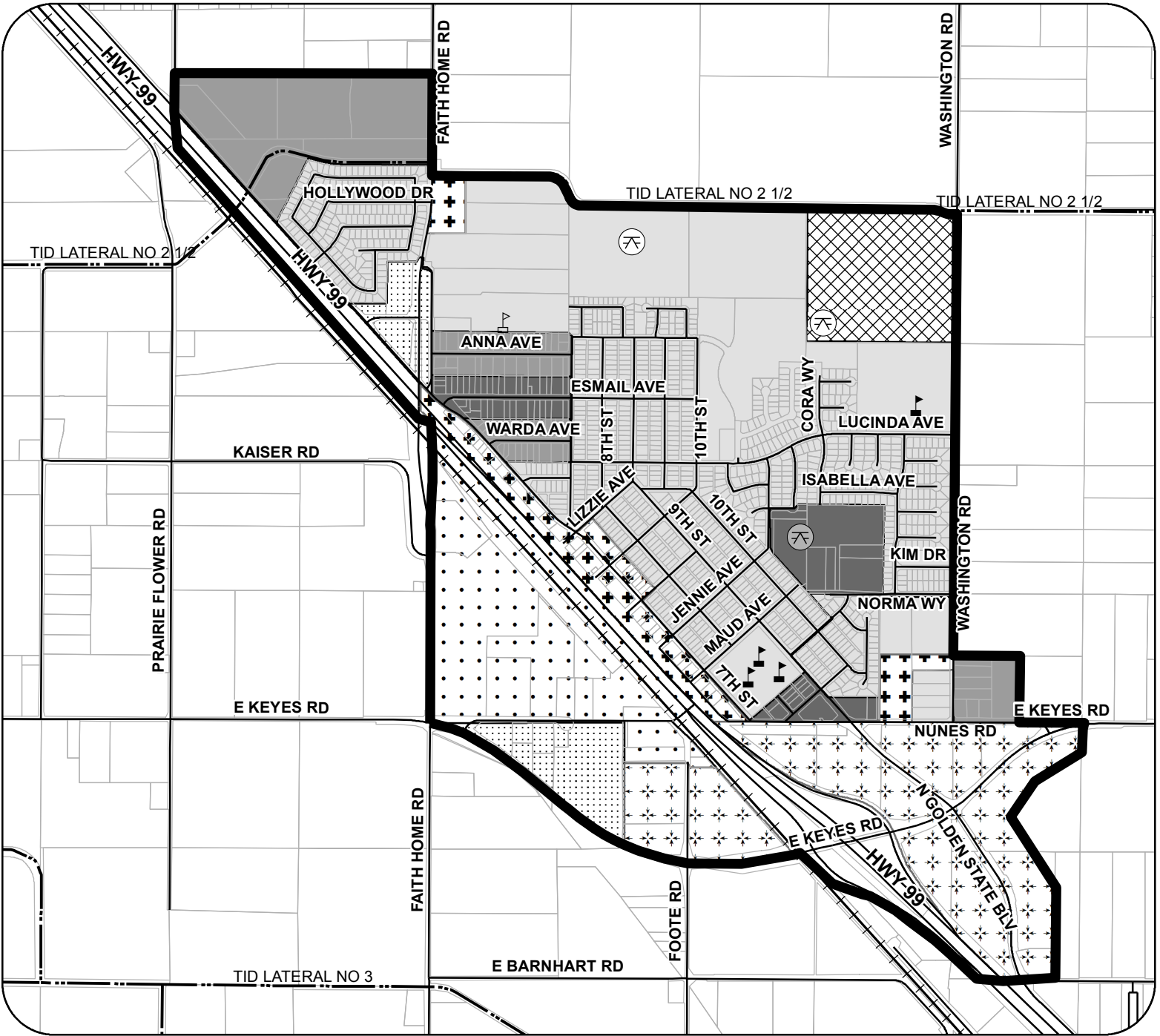
-  Commercial
-  Commercial - Highway
-  Industrial
-  Planned Industrial
-  Residential - Low
-  Residential - Medium
-  Residential - Medium-High
-  Urban Transition

## Parks and Schools:

-  Existing Park
-  Proposed Park
-  Existing School
-  Proposed School

## Rellevant Boundaries:

-  Community Plan Boundary



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## **KEYES COMMUNITY PLAN**

**Land Use.** Growth forecasted for Keyes translates into a demand for a variety of housing types. Vacant and underutilized parcels within the existing Keyes Community Plan area, along with a northward expansion of the Community Plan area offer the potential for providing the forecasted population growth housing needs. Growth, in the form of residential development, has been directed east of State Route 99 to avoid conflicts with industrial uses west of State Route 99. With the exception of an established mobile home park located north of Turlock Irrigation District's Upper Lateral 2½, Medium-and Medium High-Density land use designations are moved from the periphery of Keyes to the interior of the community. Establishment of medium and medium high-density housing adjacent to the community's commercial districts and public amenities will accommodate long-range housing needs for the community and County, while encouraging a compact community form.

With the community's small size and proximity to competing commercial centers outside the community (cities of Ceres and Turlock), the community's Commercial designations take on a neighborhood convenience focus. The Commercial designations within the community are intended to provide essential community retail goods and services. Activities may range from a single commercial use to a neighborhood shopping center. The Highway Commercial land use designation adjacent to the State Route 99 / Keyes Road Interchange is intended to provide for and promote concentration of commercial uses serving the needs of the traveling public. The State Route 99/Keyes Road Interchange also serves as an important gateway into the community.

Industrial and Planned Industrial land uses west of State Route 99 are buffered from sensitive land uses to the east of the highway. Industrial and Planned Industrial uses are afforded direct access to heavy rail service, and vital regional north-south and east-west transportation corridors.

The Community Plan includes an area designated Urban Transition. The Urban Transition land use designation recognizes the lands current commitment to Williamson Land Conservation Act contracts. The Urban Transition land use designation also recognizes the importance of this area in the overall development of community-wide circulation improvements and relationship to adjacent planned urban land uses. It is anticipated this area will, in the future, be developed as Low Density Residential.

**Community Character.** Community character is crucial for establishing the overall vision of what constitutes a desirable and viable community. The present appearance of the community along the State Route 99 corridor, as with many corridor communities, is unattractive. A lack of urban landscaping, key community entryways and unsightly land uses adjacent State Route 99 contribute to a negative image which discourages interest in investing in the community.

The residents of Keyes envision a cohesive small town that encourages social interaction among its community members. The Plan along with its goals, policies and implementation measures address neighborhood character, community edge and entryways into the community. The community core along 7<sup>th</sup> Street has its own unique character as a pedestrian-oriented concentrated area of residential, commercial, and public and quasi-public uses. Future development should enhance the vitality of the community core along 7<sup>th</sup> Street while retaining a diversity of residential, commercial and public and quasi-public uses.

**Circulation.** Faith Home Road (north of Keyes Road), Keyes Road (east of Faith Home Road) and Golden State Boulevard (south of Keyes Road) are classified as Major Roads. Rohde Road, 7<sup>th</sup> Street, Nunes Road, and Washington Road are classified as Collectors. To promote

a traditional local street pattern that evenly disperses traffic throughout the community; the Plan identifies the alignments for future roadway extensions. The Community Plan includes future easterly roadway extensions of Hollywood Drive, Anna Street, Esmail Avenue, Maud Avenue, and Norma Way to serve east-west circulation. The Community Plan also includes future northerly roadway extensions of Jennie Avenue and Stella Avenue to serve north-south circulation.

To optimize Highway Commercial opportunities and accommodate forecasted traffic volumes on Washington Road, Ninth Street between Nunes and Keyes Roads should be abandoned. In its place, Washington Road should be extended to Keyes Road, opposite Golden State Boulevard. These modifications will improve circulation within the community and create a clear distinction between highway commercial and community related commerce, while establishing an opportunity for a prominent gateway for the community. The broad open area of the highway on- and off-ramps provides an opportunity for establishing a distinctive landscaped entry into the community.

The Community Plan encourages bicycling and walking. Two forms of non-motorized transportation routes are depicted on the Community Plan diagram. Bike lanes are designated along major roadways consistent with the Stanislaus Council of Governments' (formally Stanislaus County Area Association of Governments) *Regional Bicycle Transportation Master Plan*. Bike lanes provide connectivity to neighborhoods, commercial centers, school and recreational facilities.

A multi-purpose trail, offering access to a variety of users including pedestrians, cyclists and equestrians, is planned along Turlock Irrigation District's Upper Lateral No 2½ right-of-way. The multi-purpose trail, which ties into the community's bikeway, provides a completely separated right-of-way with minimum cross flows by motorists.

**Parks.** Hatch Park is the only park available to all residents of Keyes. This park does not meet the County's minimum standard of providing 3 net acres of parkland/1,000 residents needed to support the community's current population. To accommodate growth, the Community Plan diagram envisions the expansion of Hatch Park into a community park. The Community Plan also identifies the general location of future neighborhood park sites. The neighborhood park symbols do not denote precise park locations, but suggest approximate locations for additional parkland acquisitions.

The following general standards define the various park designations identified in the Keyes Community Plan:

**Neighborhood Park – 3 to 5 Acres.** Neighborhood parks are designed to meet local "neighborhood" needs, and are intended to be within walking or bicycle distance of one-half mile from neighborhood residences. A neighborhood park service area should avoid crossing any major barriers (e.g., canals, collectors or major roads) that inhibit access to the park. Neighborhood parks should emphasize child-oriented facilities providing a variety of play spaces and associated amenities. Neighborhood parks should also be bound on all four sides by local streets to promote safety and public access.

**Hatch Community Park – 15+ Acres.** To provide for recreational needs of the community such as baseball, softball, and hard court areas, and family-oriented activities such as picnic areas and an indoor recreation center, Hatch Park should be enlarged to provide a minimum of 15 acres. Patrons are expected to drive to this facility. As such, Hatch Park should be bound by streets to minimize on-site parking requirements. As a highly active center, residential or other noise sensitive land uses should not directly abut the park.

**Schools.** Keyes is served by two school districts providing elementary and secondary education. The Keyes Unified School District provides for elementary (grades K-8) education. The Turlock Joint Union High School District provides for secondary (grades 9-12) education. Existing, planned, and proposed school sites are shown on the Community Plan diagram. The proposed elementary school symbol does not denote the precise school site location, but suggests an approximate location for an additional elementary school.

**Development History and Pattern.** Keyes dates back to 1871 when it was a railroad siding of the Central Pacific (now Union Pacific) Railroad. The siding was named Keyes Switch, after Thomas J. Keyes, a state senator who resided nearby. The community grew slowly, consisting of only 16 families when the Keyes Grammar School was established in 1905-1906. The construction of the school and a church spurred additional growth, which slowed once more during the Great Depression. In the 1990s, the community grew faster than the County on average and reached an estimated 3,400 residents by 1998.

Like many other Central Valley towns, Keyes' original townsite was laid out at right angles to the northwest/southeast trending railroad. More recent development patterns have been on a traditional north/south grid, leaving Keyes' historic core physically offset from newer development. State Route 99 parallels the Union Pacific Railroad corridor to the east. The State Route 99 bypass, constructed in the mid-1980s, physically divides the community.

**Land Use.** The Keyes Community Plan area contains adequate land to support a population of approximately 9,300 residents. The Community Plan accommodates future growth in the most efficient manner possible. The Community Plan is aimed toward maintaining a compact urban form, preserving surrounding agricultural lands.

The Plan area encompasses 857 acres between the Turlock Irrigation District Lateral Number 2-1/2 on the north and Keyes Road on the south. Faith Home Road serves as the community's western boundary. Washington Road serves as the community's eastern boundary. The majority of commercial and residential land uses lie east of State Route 99 while industrial uses are located to the west of State Route 99.

New residential development is targeted for the community's northern and eastern areas. The Community Plan also includes land designated as Urban Transition. This land is presently under Williamson Land Conservation Act contract. Should the Williamson Act contracts not be renewed in the future, the land may be developed as Low-Density Residential.

The Community Plan encourages the development of commercial areas which conveniently serve residential population, provide employment opportunities, form an attractive segment of the community and contribute to the County's tax base. Commercial development opportunities are provided at the northwest intersection of Washington Road and Keyes Road, and at the planned intersection of Faithhome Road and Hollywood Drive. In addition, the Keyes Community Plan designates land adjoining Golden State Boulevard, Keyes Road, and State Route 99 for highway commercial development. Industrial uses are primarily located west of State Route 99.

Table 1 provides a summary of land uses within the Keyes Community Plan area.

**Table 1: Keyes Community Land Use Profile**

Land Use	Development Acreage	Vacant Land	Total Acreage	Percent of Total
Low Density Residential (LDR)	191	159	350	41%
Medium Density Residential (MDR)	57	34	91	10%
Medium High Density Residential (MHDR)	17	13	30	3%
Commercial (C)	22	17	39	4%
Highway Commercial	18	90	108	13%
Industrial (I)	52	32	84	10%
Planned Industrial (PI)	33	7	40	5%
Urban Transition (UT)	-	48	48	6%
Parks*	5	20	25	3%
Schools**	12	30	42	5%
<b>Total</b>	<b>407</b>	<b>450</b>	<b>857</b>	<b>100%</b>

**Notes:**

*\*Parks vacant land acreage is based on a calculation need of 3 acres/1,000 residents projected in the Community Plan. Vacant parkland is representative of the Community Plan “Proposed Parks” symbol which denotes general location.*

*\*\*Schools vacant land acreage includes the planned middle school to be developed adjacent to Washington Road, and for on additional elementary school that will be needed.*

**Circulation.** The Community Plan identifies the location and extent of existing and proposed major roads, collector streets and local streets, as well as bikeways and rail lines. The Keyes Road interchange provides a vital link to the community from State Route 99. Keyes Road, Faith Home Road, Rohde Road/7<sup>th</sup> Street, Washington Road and Esmail Avenue are the community’s primary roadways. Non-motorized transportation is encouraged via a system of recreational trails and bicycle lanes that connect the community’s residential neighborhoods with retail centers, recreational and school facilities, and other public facilities.

**Public Services**

**Wastewater Collection and Treatment.** The Keyes Community Services District provides wastewater collection. Wastewater is conveyed to the City of Turlock wastewater treatment plant for treatment. Population growth in Keyes has been impeded due to capacity limitations of the sewer interceptor between Keyes and the City of Turlock wastewater treatment plant. Wastewater collection system improvements are underway to improve delivery of wastewater to the City of Turlock wastewater treatment plant.

**Water Service.** The Keyes Community Services District provides water service to the Keyes community. Domestic water is supplied by wells that pump groundwater. The groundwater is treated at the well head prior to being conveyed to customers.



**Law Enforcement.** Law enforcement is provided by the Stanislaus County Sheriff's Department. The County maintains a Sheriff's substation within the Keyes community. The California Highway Patrol shares space with County's sheriff's Department in the sub-station located on 7<sup>th</sup> Street.

**Fire Protection.** The Keyes Fire Protection District provides fire protection and paramedic services to the Keyes and surrounding areas. The District is a volunteer fire department. The average response time is two minutes.

**Schools.** Keyes is located within the Keyes Unified School District and the Turlock Joint Union High School District. The Keyes Unified School District has three schools, one charter school (K-8), one elementary school (K-8) and one pre-school all located on one campus site. Improvements are underway for a new middle school (Grades 6 – 8). The new middle will be located in northeast section of the Community Plan area, adjacent to Washington Road. The Community Plan diagram depicts the general location of a future elementary school site. High school-aged students (Grades 9 – 12) currently attend Turlock High School. Construction is underway for a new high school (Pitman High School) between Taylor Road and Christofferson Parkway. Once completed, it is anticipated that Keyes' high school-aged students will attend Pitman High School.

**Parks and Recreation.** The County provides and maintains one park facility within the community of Keyes. The community's current parkland inventory does not meet the County standard of 3 acres of parkland per 1,000 residents needed to support the community's present population. The Community Plan includes expanding Hatch Park into a 15 acre community park. The Community Plan also depicts the general location of future neighborhood park sites.

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## **Goals, Policies and Implementation Measures**

The following goals, policies and implementation measures are directed specifically toward the Keyes community and are intended to guide development within the Keyes Community Plan area:

### **GOAL ONE**

Achieve a harmonious relationship between the urban environment and surrounding agricultural setting.

### **POLICY ONE**

Provide a land use pattern that is compatible with surrounding land uses and which provides an effective transition between the built environment and agricultural uses along the periphery of the community.

### **POLICY TWO**

Discourage the designation/rezoning of residential land uses on land sharing a boundary with agriculture designated lands outside the Community Plan area.

### **POLICY THREE**

Provide adequate setbacks and/or non-residential improvements between residential development and adjacent agricultural land uses outside the Community Plan area.

### **POLICY FOUR**

Cooperate with the City of Ceres to the north and the City of Turlock to the south in establishing definitive community separator policies/implementation measures.

### **IMPLEMENTATION MEASURES**

1. Residential land use designations/rezoning that share a boundary with agricultural designated lands outside the Community Plan area shall demonstrate that a 200-foot building setback or other comparable development setback can be provided. Setbacks may include physical improvements such as roads and canals.
2. Commercial, Highway Commercial, and Planned Industrial development shall be buffered from adjacent agricultural land uses outside the Community Plan area by landscaping elements.

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## **GOAL TWO**

Improve the visual appearance of the Keyes community.

### **POLICY ONE**

Encourage the development of identifiable community boundaries to establish a sense of community identity.

### **POLICY TWO**

Encourage the development of “Gateway” treatments at major entryways to the community.

### **POLICY THREE**

Encourage the upgrading, beautification and revitalization of existing commercial areas along 7<sup>th</sup> Street.

### **POLICY FOUR**

Develop and Implement Design Guidelines for new development and for revitalization of existing development within Keyes.

### **POLICY FIVE**

Promote alternative design solutions to reduce the negative visual impact of walled developments within Keyes.

### **IMPLEMENTATION MEASURES**

1. The County should adopt Design Guidelines for the Keyes community. The guidelines should address residential subdivision design and connectivity, non-residential development, and design/establishment of a gateway/entry features for Keyes.
2. “Gateway” treatments should be established at the State Route 99/Keyes Road Interchange, and at Rohde Road and the crossing of the Turlock Irrigation District’s Upper Lateral No 2 ½.
3. Develop positive, high quality landscaped edges along State Route 99 and major roads leading into the community.
4. The County shall approve development proposals which include walls only if walls are necessary in order to mitigate the negative impacts of noise, visual separation from traffic, or to provide a barrier between incompatible land uses. Where walls are necessary, the County shall require separation from the roadway by a curb-adjacent sidewalk and a six-foot landscaped planter strip. A combination of walls, berming, and vegetation is considered more desirable than walls used alone.

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## **GOAL THREE**

Encourage attractive and orderly development which preserves a small town atmosphere.

### **POLICY ONE**

Provide a diverse community that integrates residential, commercial, and industrial land uses supported by public facilities.

### **POLICY TWO**

Create an enhanced streetscape environment through the use of landscape and pedestrian access along arterial and collector streets.

### **POLICY THREE**

Medium and High Density Residential should be located along collectors, and be designed and oriented in order to function as part of the overall neighborhood.

### **POLICY FOUR**

Provide adequate lands to accommodate the development of commercial areas which will conveniently serve current and future residential needs.

### **POLICY FIVE**

Minimize conflicts between industrial and planned industrial land uses by concentrating industrial activity west of State Route 99.

### **POLICY SIX**

Provide convenient and accessible neighborhood commercial areas within the community to minimize vehicular trips needed for frequently used retail services.

### **POLICY SEVEN**

Multi-family residential land uses shall be developed with a balance of open space, landscaping, and shall be accessible to commercial and recreational areas and public transportation facilities.

## **IMPLEMENTATION MEASURES**

1. Commercial development shall be consistent in scale and character with surrounding neighborhood.
2. Commercial sites shall be developed in such a manner to not preclude direct access from residential areas for pedestrian and bicycle traffic.
3. County shall encourage and seek the revitalization of existing housing stock within the central core of the community.

4. County shall encourage and assist the commercial revitalization of 7<sup>th</sup> Street.
5. Walled and isolated residential enclaves shall be discouraged.
6. Residential areas shall be designed to create a pattern of activity that promotes community interaction within and with abutting neighborhoods.
7. Parks and schools shall be located and designed as neighborhood focal points.
8. Residential rear yards with walls shall be discouraged along collector streets within the interior of the community to avoid walled subdivisions. In situations where collectors with walls adjoin residential areas, cul-de-sacs should be used to create wall openings with pathway connections to encourage pedestrian access.
8. Development adjacent to Turlock Irrigation District Upper Lateral No 2½ shall maintain an open edge along the Lateral rather than backing against the Lateral.



## **GOAL FOUR**

Promote highway-oriented commercial development in the State Route 99 corridor.

### **POLICY ONE**

The County shall encourage the location of businesses and services (e.g., restaurants, service stations, lodging) in the State Route 99 corridor to serve the traveling public and local residents.

### **IMPLEMENTATION MEASURES**

1. Designate land adjacent to the State Route 99/Keyes Road Interchange with good highway visibility and access as Highway Commercial. Permitted uses shall be those determined by the County to be supportive of the overall goals and policies of the Keyes Community Plan.
2. Limit development adjoining State Route 99/Keyes Road Interchange to large sites and non-residential uses with generous landscaping.
3. The County shall designate land in the Golden State Boulevard/Keyes Road/State Route 99 Interchange corridor area as Highway Commercial.

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## **GOAL FIVE**

Provide an interconnected system of streets and roads to distribute traffic and meet the circulation needs of the community.

### **POLICY ONE**

The County should promote development of a traditional grid circulation system that distributes traffic, provides connectivity and offers multiple-route choices for motorists, as portrayed on the Keyes Community Plan diagram.

### **POLICY TWO**

Open street patterns that create a network of circulation connections with multiple points of ingress and egress are encouraged.

### **POLICY THREE**

All roadways shall be designed to complement the urban development pattern and coordinate with pedestrian, bicycle and transit routes.

### **IMPLEMENTATION MEASURES**

1. The County shall evaluate development proposals for conformance with the circulation system depicted on the Keyes Community Plan diagram.
2. Recognizing the community's land use pattern, limited number of continuous north-south and east-west streets will result in less than acceptable service standards on a small number of streets, the following roads shall be extended and designated as Collectors as depicted on the Community Plan:
  - a) Esmail Avenue shall be extended to Washington Road;
  - b) Starlite Drive shall be extended to Washington Road; and
  - c) Washington Road shall be extended to Keyes Road.

The following local roads shall be extended to improve continuous north-south and east-west circulation as depicted on the Community Plan:

- a) Maude Avenue shall be extended to Washington Road;
- b) Anna Avenue shall be extended to Washington Road;
- c) Jennie Avenue shall be extended to future Starlite Drive extension; and
- d) Stella Avenue shall be extended to future Starlite Drive extension.

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## **GOAL SIX**

Provide for the non-motorized transportation needs of the Keyes community.

### **POLICY ONE**

Provide safe and convenient pedestrian and bicycle facilities to various destinations throughout the community of Keyes.

### **POLICY TWO**

Provide pedestrian and bicycle facilities that link community residents to schools, parks, civic facilities and the community's retail centers in accordance with the Keyes Community Plan diagram.

### **POLICY THREE**

Community bicycle facilities shall connect to regional bicycle facilities.

### **IMPLEMENTATION MEASURES**

1. Develop multi-purpose trail adjacent to the Turlock Irrigation District Lateral 2½ to promote walking, cycling and other non-motorized means of transportation.
2. The County shall explore a cooperative agreement with the Turlock Irrigation District to use Lateral 2½ right-of-way/easement for multi-purpose recreational trail, as identified on the Keyes Community Plan.
3. Bicycle facilities shall be included as part of road improvement projects where said roadways are identified as bike lanes on the Keyes Community Plan.

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## **GOAL SEVEN**

Provide for the recreational needs of the residents of the Keyes community.

### **POLICY ONE**

The County shall support expansion of Hatch Park as a community park.

### **POLICY TWO**

The County should acquire additional parkland, pursuant the Keyes Community Plan, to meet the future parkland needs of the Keyes community. Total parkland inventory should be consistent with the County standard of 3 acres of parkland per 1,000 residents.

### **IMPLEMENTATION MEASURES**

1. The County shall acquire lands to the north and east of Hatch Park to accommodate expansion of the Hatch Park site to promote the development of a 15+ acre community park.
2. The County, in conjunction with the Keyes Municipal Advisory Committee and other interested groups, shall work to upgrade and expand the facilities at Hatch Park to include facilities normally associated with a community park (e.g., baseball fields, community center, soccer fields).

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