

2.12 Recreation

This section analyzes the existing recreational resources relative to the Project areas addressed in this SEIR, including local and regional parks, fishing lakes, community recreation centers, special use facilities, and/or open space preserves, and the potential effects that implementation of the proposed Project may have on such resources. In addition, the County maintains an interconnected system of regional and community trails which further enhance opportunities for public recreation. Although the former FCI lands are largely located within the Cleveland National Forest (CNF), which is regulated by the federal government and is therefore not a County resource, the CNF contributes to recreational opportunities available to County residents on a regional level.

2.12.1 Existing Conditions

This section provides new existing conditions information that has come to light since adoption of the General Plan Update in August 2011 for recreational resources within the unincorporated County as relates to the Project areas addressed in this SEIR. The remaining information in the General Plan Update Program EIR relative to this section applies equally to the Project areas addressed in this SEIR, and is therefore not repeated here.

Pages 2.14-2/3, Section 2.14.1.1, *County Operated Recreational Facilities*

Figure 2.12-1: Shows the location of the existing local parks throughout the County.

2.12.2 Regulatory Framework

The regulatory framework discussion in the General Plan Update Program EIR as pertains to recreation has not changed since adoption of the General Plan Update in August 2011, and applies equally to the Project areas addressed in this SEIR, and is therefore not repeated here.

2.12.3 Analysis of Project Effects and Cumulative Impacts

For the cumulative impact analyses, the geographic scope for each of the issues below would be the same as described and evaluated in the General Plan Update Program EIR, and as updated in Section 1.9 of this SEIR (Cumulative Project Assessment Overview). The geographic scope of the cumulative impact analysis for recreational resources includes all of San Diego County (including the incorporated cities) and the adjacent counties of Orange, Riverside, and Imperial.

2.12.3.1 *Deterioration of Parks and Recreational Facilities*

This section describes potential direct and cumulative impacts on parks and recreational facilities as pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed Project would have a significant impact if it would increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would result in potentially significant direct and cumulative impacts related to the deterioration of parks and recreational facilities. These impacts would be reduced through the implementation of a combination of federal, State and local regulations; existing County regulatory processes; the adopted General Plan Update goals and policies; and, specific mitigation measures/implementation programs identified in the General Plan Update Program EIR.

Similar direct and cumulative effects would occur with future development of the Project areas addressed in this SEIR, which could result in substantial demand for parks and recreational facilities. With future buildout of the Project areas, the anticipated increase in population would result in a greater demand on the County's recreational resources. Such an increase in demand would have the potential to cause the deterioration of existing facilities, due to an increase in use by County residents, unless the County's projected goals of 6,782 acres of new local park land are met by General Plan buildout. In addition, the proposed Project would cause substantial future growth in Ramona, Alpine, and Jamul/Dulzura which currently have a deficiency in recreational facilities, and therefore, would be more likely to experience accelerated deterioration of local recreational facilities. Although the Project may also increase demand for parks and recreational facilities outside of the County's jurisdiction, including federally or State owned facilities in the eastern County, it is not anticipated to result in significant population growth in these areas. Such impacts would also be cumulative in nature as they would contribute to impacts on parks and recreational facilities on a regional level, when combined with other development allowed under the General Plan Update.

The potentially significant direct and cumulative effects on parks and recreational facilities resulting from implementation of the proposed Project would be reduced to below a level of significance by the same regulations, implementation programs (General Plan Update goals/policies) and mitigation measures from the General Plan Update Program EIR, and repeated in Section 2.12.4.1 (Mitigation for Deterioration of Parks and Recreational Facilities) below. No additional measures would be required to reduce Project impacts on parks and recreational facilities.

2.12.3.2 Construction of New Recreational Facilities

This section describes potential direct and cumulative impacts on parks and recreational facilities as pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed Project would have a significant impact if it would include recreational facilities, or require the construction or expansion of recreational facilities, that would have an adverse effect on the environment.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would result in potentially significant direct and cumulative environmental impacts related to the construction of new recreational facilities or the expansion of existing facilities. These impacts would be reduced through the implementation of a combination of federal, State and local regulations; existing County regulatory processes, such as the Zoning Ordinance, the Noise Ordinance, the Multiple Species Conservation Plan (MSCP), the Habitat Loss Permit (HLP) Ordinance, and relevant Board of Supervisors policies; the adopted General Plan Update goals and policies; and specific mitigation measures/implementation programs identified in the General Plan Update Program EIR.

Similar direct and cumulative effects would occur with future development of the Project areas addressed in this SEIR that may involve construction of new, or expansion of existing, recreational facilities (e.g. parks, trails, athletic fields, golf courses). Construction or expansion of such facilities could result in physical disturbance of the affected lands and other related impacts such as increased traffic, noise, or visual effects with regard to construction and/or operation. Although no specific recreational facilities are identified for future development of the Project areas at this time, such facilities could be constructed either on these lands, or as the result of development of these lands, in order to meet additional demand for recreational resources. Such impacts would also be cumulative in nature as they would contribute to impacts from recreational facilities on a regional level, when combined with other development allowed under the General Plan Update.

The potentially significant direct and cumulative environmental effects related to the construction of new recreational facilities or the expansion of existing facilities due to implementation of the proposed Project would be reduced to below a level of significance by the same regulations, implementation programs (General Plan Update goals/policies) and mitigation measures from the General Plan Update Program EIR, and repeated in Section 2.12.4.2 (Mitigation for Construction of New Parks and Recreational Facilities) below. No additional measures would be required to reduce Project such impacts.

2.12.4 Mitigation

2.12.4.1 *Deterioration of Parks and Recreational Facilities*

Adopted General Plan Update Policies

Direct and cumulative impacts associated with the deterioration of parks and recreational facilities resulting from the proposed Project would be reduced to below a level of significance with implementation of the same applicable General Plan Update policies and mitigation measures as identified in the General Plan Update Program EIR, and repeated below.

Policy LU-12.1: Concurrency of Infrastructure and Services with Development. Require the provision of infrastructure, facilities, and services needed by new development prior to that development, either directly or through fees. Where appropriate, the construction of infrastructure and facilities may be phased to coincide with project phasing. In addition to utilities, roads, bicycle and pedestrian facilities, and education, police, and fire services, transit-oriented infrastructure, such as bus stops, bus benches, turnouts, etc., should be provided, where appropriate.

Policy LU-12.2: Maintenance of Adequate Services. Require development to mitigate significant impacts to existing service levels of public facilities or services for existing residents and businesses. Provide improvements for Mobility Element roads in accordance with the Mobility Element Network Appendix matrices, which may result in ultimate build-out conditions that achieve an improved level of service (LOS) but do not achieve a LOS of D or better.

Policy M-12.1: County Trails System. Implement a County Trails Program by developing the designated trail and pathway alignments and implementing goals and policies identified in the Community Trails Master Plan.

Policy M-12.2: Trail Variety. Provide and expand the variety of trail experiences that provide recreational opportunities to all residents of the unincorporated County, including urban/suburban, rural, wilderness, multi-use, staging areas, and support facilities.

Policy M-12.3: Trail Planning. Encourage trail planning, acquisition, development, and management with other public agencies that have ownership or jurisdiction within or adjacent to the County.

Policy M-12.4: Land Dedication for Trails. Require development projects to dedicate and improve trails or pathways where the development will occur on land planned for trail or pathway segments shown on the Regional Trails Plan or Community Trails Master Plan.

Policy M-12.5: Future Trails. Explore opportunities to designate or construct future trails on County-owned lands, lands within the Multiple Species Conservation Program (MSCP), or other lands already under public ownership or proposed for public acquisition.

Policy M-12.6: Trail Easements, Dedications, and Joint-Use Agreements. Promote trail opportunities by obtaining easements, dedications, license agreements, or joint-use agreements from other government agencies and public and semi-public agencies.

Policy M-12.7: Funding for Trails. Seek funding opportunities for trail acquisition, implementation, maintenance and operation.

Policy M-12.8: Trails on Private Lands. Maximize opportunities that are fair and reasonable to secure trail routes across private property, agricultural and grazing lands, from willing property owners.

Policy M-12.10: Recreational and Educational Resources. Design trail routes that meet a public need and highlight the County's biological, recreational and educational resources, including natural, scenic, cultural, and historic resources.

Policy H-2.2: Projects with Open Space Amenities in Villages. Require new multi-family projects in Villages to be well-designed and include amenities and common open space areas that enhance overall quality of life.

Policy COS-21.1: Diversity of Users and Services. Provide parks and recreation facilities that create opportunities for a broad range of recreational experiences to serve user interests.

Policy COS-21.2: Location of Parks. Locate new local parks and recreation facilities near other community-oriented public facilities such as schools, libraries, and recreation centers where feasible, so that they may function as the "heart" of a community.

Policy COS-22.1: Variety of Recreational Programs. Provide and promote a variety of high quality active and passive recreation programs that meet the needs of and benefit County residents.

Policy COS-23.1: Public Access. Provide public access to natural and cultural (where allowed) resources through effective planning that conserves the County's native wildlife, enhances and restores a continuous network of connected natural habitat and protects water resources.

Policy COS-23.2: Regional Coordination. Coordinate the planning, acquisition, protection, development, and management of open space among governmental agencies and private organizations to maximize opportunities to link regional open space lands.

Policy COS-24.1: Park and Recreation Contributions. Require development to provide fair-share contributions toward parks and recreation facilities and trails consistent with local, State, and federal law.

Policy COS-24.2: Funding Opportunities. Maximize funding opportunities for the following:

- The acquisition, expansion, and development of parks, recreation facilities, open space preserves, and trails.

- The operation, maintenance, and management of parks, recreation facilities, open space preserves, and trails.

Mitigation Measures

- Rec-1.1** Implement Board Policy I-44 to identify park and recreation needs and priorities for communities, and utilize the Community Plans when identifying park and recreation facility requirements.
- Rec-1.2** Coordinate with communities, agencies and organizations to identify, prioritize and develop park and recreation needs. This shall include pursuing partnership opportunities with school districts and other agencies to develop new park and recreation facilities; on-going support of the Park Advisory Committee and use of community center surveys to solicit input on park and recreation program and facility needs and issues; and, continuing partnerships with other jurisdictions to share operation and maintenance costs for facilities via joint powers agreements.
- Rec-1.3** Prepare a design manual to provide concepts for park and recreation facility components.
- Rec-1.4** Participate in discretionary review of residential projects with 50 or more units to identify park facility needs. Also, implement the Subdivision Ordinance to require the provision of trail and pathways shown on the Regional Trails Plan or Community Trails Master Plan. In addition, modify development standards and design guidelines to include common open space amenities, such as tot lots, and the use of universal design features that accommodate both able-bodied and disabled individuals.
- Rec-1.5** Attain funding for land acquisition and construction of recreational facilities by taking the following actions: implement the Park Lands Dedication Ordinance (PLDO); solicit grants and bonds to fund the operation and maintenance of park and recreation facilities; and form Landscape Improvement Districts and County Service Areas.
- Rec-1.6** Acquire trail routes across private lands through direct purchase, easements, and dedication, or by other means from a willing property owner/seller. Encourage the voluntary dedication of easements and/or gifts of land for trails through privately-owned lands, including agricultural and grazing lands.
- Rec-1.7** Prioritize the acquisition and development of trail segments in a manner to provide maximum environmental and public benefit given available public and private resources and the population served. As part of this effort, also maintain a database of information on the locations, status of easements, classifications, forms of access, management activities and land ownership relative to trail facilities.

- Rec-1.8** Implement and revise as necessary the Regional Trails Plan as well as the Community Trails Master Plan. This will ensure that community goals, policies, and implementation criteria are defined for community trails. Facilitate inter-jurisdictional coordination for the implementation of these plans.
- Rec-1.9** Consult with the appropriate governing tribal council to facilitate the provision of trail connections through tribal land and/or Native American cultural resources.
- Rec-1.10** Develop procedures to coordinate the operation and maintenance of pathways with similar activities for adjacent roads and road rights-of-way.
- Rec-1.11** Prioritize open space acquisition needs through coordination with government agencies and private organizations. Once prioritized, acquire open space lands through negotiation with private land owners and through MSCP regulatory requirements. The operation and management of such acquisitions will continue to be achieved by preparing, implementing, and updating Resource Management Plans and MSCP Area Specific Management Directives (ASMDs) for each open space area.

2.12.4.2 Construction of New Recreational Facilities

Direct and cumulative impacts associated with the construction of new recreational facilities would be reduced to below a level of significance with implementation of the same applicable General Plan Update policies and mitigation measures as identified in the General Plan Update Program EIR, and repeated below.

Adopted General Plan Update Policies

In addition to Policies M-12.5, M-12.10, H-2.2, COS-21.2, and COS-23.1 listed in Section 2.12.4.1 above, the following policies would further reduce impacts associated with the construction of new recreational facilities to below a level of significance:

Policy LU-6.4: Sustainable Subdivision Design. Require that residential subdivisions be planned to conserve open space and natural resources, protect agricultural operations including grazing, increase fire safety and defensibility, reduce impervious footprints, use sustainable development practices, and, when appropriate, provide public. [See applicable community plan for possible relevant policies].

Policy LU-9.7: Town Center Planning and Design. Plan and guide the development of Town Centers and transportation nodes as the major focal point and activity node for Village areas. Utilize design guidelines to be compatible with the unique character of a community. Roadways, streetscapes, building facades, landscaping, and signage within the town center should be pedestrian oriented. Wherever possible, locate public facilities, such as schools, libraries, community centers, and parks in Town Centers and Villages.

Policy LU-18.2: Co-Location of Civic Uses. Encourage the co-location of civic uses such as County library facilities, community centers, parks, and schools. To encourage access by all segments of the population, civic uses should be accessible by transit whenever possible.

Policy M-12.9: Environmental and Agricultural Resources. Site and design specific trail segments to minimize impacts to sensitive environmental resources, ecological systems, and agricultural lands. Within the MSCP preserves, conform siting and use of trails to County MSCP Subarea Plans and wildlife agency approved MSCP management plans.

Policy COS-21.3: Park Design. Design parks that reflect community character and identity, incorporate local natural and cultural landscapes and features, and consider the surrounding land uses and urban form and cultural and historic resources.

Policy COS-21.4: Regional Parks. Require new regional parks to allow for a broad range of recreational activities and preserve special or unique natural or cultural features when present.

Policy COS-23.3: Public Safety Involvement. Coordinate with public safety agencies to address safety concerns when planning the acquisition and management of open space.

Mitigation Measures

Rec-2.1 Update Community Plans to reflect the character and vision for each individual community; to address civic needs in a community and encourage the co-location of uses; to establish and maintain greenbelts between communities; to prioritize infrastructure improvements and the provision of public facilities for villages and community cores; and to identify pedestrian routes. With these issues addressed in community plans, potential impacts to visual resources, community character, natural resources, cultural resources, and traffic will be substantially lessened should new or expanded recreational facilities be needed in a given community.

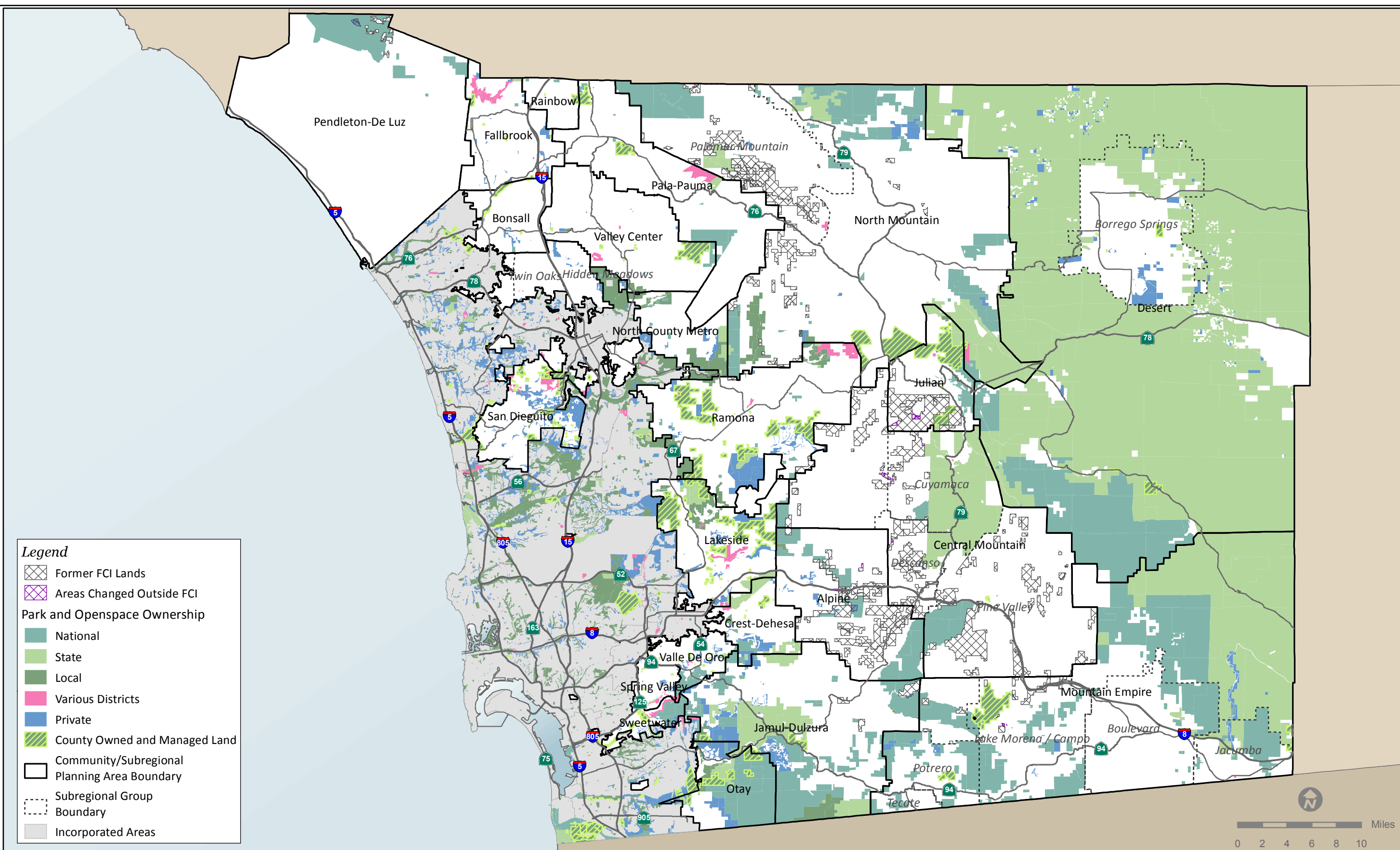
Rec-2.2 Use community design guidelines as a resource when designing park and recreation facilities. This will help ensure that such facilities are consistent with community character.

Rec-2.3 Amend the Subdivision Ordinance to require new residential development to be integrated with existing neighborhoods by providing connected and continuous road, environmentally-sensitive pathway/trail and recreation/open space networks. Also add new conservation-oriented design guidelines for rural lands projects as part of this amendment. These measures will assist in the planning for recreational facilities as new development is proposed while minimizing impacts to sensitive resources and community character.

Rec-2.4 Develop procedures to consider designating trails that correspond to existing (non-designated) trails, paths, or unpaved roadbeds that already have a disturbed tread. This will minimize new impacts to the natural environment and will potentially benefit existing trail users.

- Rec-2.5** Through implementation of Resource Management Plans, monitor and manage preserves and trails such that environmental resources do not become impacted as a result of soil erosion, flooding, fire hazard, or other environmental or man-made effects. Any impacts identified to environmental resources will be restored in accordance with the management directives within the Resource Management Plans.
- Rec-2.6** Develop procedures to encourage the involvement and input of the agricultural community in matters relating to trails on or adjacent to agricultural lands and place a priority on the protection of agriculture.

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