

## 2.12 Recreation

This section of the Supplemental Environmental Impact Report (SEIR) describes the existing recreational resources within the Alpine Community Plan Area (CPA), identifies the existing regulations governing recreational resources, and evaluates the potential impacts to both recreational resources and the environment that could result from implementation of the Alpine Community Plan Update (CPU).

This section incorporates information and analysis from the 2011 General Plan Environmental Impact Report (EIR) and 2016 Forest Conservation Initiative (FCI) General Plan Amendment (GPA) EIR (referred throughout the rest of this section as “prior EIRs”) as they apply to the proposed project. Section 1.3 (Project Background) of this SEIR provides a background for both EIRs. The 2011 General Plan EIR analyzed the entirety of the Alpine CPA while the FCI EIR provided an updated analysis of impacts of land use changes within the FCI lands. These prior EIRs both have similar significance statements related to recreation. The existing conditions outlined in this section are generally consistent with those described in the prior EIRs because the type and location of recreation have not changed significantly since those documents were prepared. However, there are some instances where updates or changes have occurred since the prior EIRs, which have been noted accordingly.

Table 2.12-1 summarizes the impact conclusions identified in this section.

**Table 2.12-1. Recreation Summary of Impacts**

<b>Issue Number</b>	<b>Issue Topic</b>	<b>Prior EIRs Conclusion</b>	<b>Project Direct Impact(s)</b>	<b>Project Cumulative Impact(s)</b>	<b>Level of Significance After Mitigation</b>
REC-1	Parks and Recreational Facilities	Less Than Significant	Potentially Significant	Potentially Significant	Less Than Significant
REC-2	New Recreational Facilities	Less Than Significant	Potentially Significant	Potentially Significant	Less Than Significant

No comments in the response to the Notice of Preparation (NOP) were received that related to open space areas or recreation. A copy of the NOP and comment letters received in response to the NOP are included in Appendix A of this SEIR.

### 2.12.1 Existing Conditions

The Alpine CPA contains several recreational facilities including parks, trails, preserves, reservoirs, and other amenities that provide valuable recreational opportunities to the community while preserving the natural and cultural resources within it. The County of San Diego’s Department of Parks and Recreation (DPR) operates several trails within the Alpine CPA. In addition, DPR recently purchased 98 acres of parkland (2480 South Grade Road) of which 24 acres will be developed as active recreation. The balance of acreage will remain as open space/preserve lands. However, there are other recreational facilities managed by non-County entities available for public use within the Alpine CPA. This section describes the recreational facilities within the Alpine CPA and its seven subareas and the administration of these facilities (see Figures 2.12-1a and 1b and 2.12-2a 2b, and Table 2.12-2). Recreational facilities near the Alpine CPA that may be utilized by Alpine residents and visitors are described and analyzed in Section 2.12.4, *Cumulative Impact Analysis*, below.

**Table 2.12-2. Parks and Recreational Facilities within the Alpine CPA**

<b>Recreational Facility Name</b>	<b>Park Management</b>	<b>Location</b>	<b>Existing Recreational Facility Acreage</b>
<b>County of San Diego</b>			
Community Trails	County of San Diego DPR	Outside Subareas	–
California Riding and Hiking Trail	County of San Diego DPR	Subarea 5	–
<b>Local County Parks</b>			–
South Grade Road**	County of San Diego DPR	Outside Subareas	98
<b>Local (Non-County) Parks</b>			
Boulder Oaks Neighborhood Park*	Alpine Union School District (AUSD)*	Within Subarea 2	2
Joan MacQueen Middle School*	AUSD*	Within Subarea 2	12
Shadow Hills Elementary School*	AUSD*	Outside Subareas	12
Alpine Community Center	Non-profit Corporation	Adjacent to Subarea 6	7
Wright's Field	Back County Land Trust	Adjacent to Subarea 2	202
<b>Local (Non-County) Reservoirs</b>			
Loveland Reservoir	Sweetwater Authority	Outside Subareas	–
El Capitan Reservoir	City of San Diego	Outside Subareas	–
<b>Federal and State</b>			
Cleveland National Forest	United States Forest Service	Within Subarea 5 and Adjacent to Subarea 3	28,020

Source: County of San Diego 2018a, 2020

\*Indicates that the park is in a Joint Exercise of Powers Agreement (JEPA), which means that the owner of the facility agrees to allow limited use of the facility by another entity, in this case the County of San Diego and its residents.

\*\*Recently purchased parkland. Twenty-four acres to be developed as active recreation. Balance to remain as open space/preserve lands.

### **2.12.1.1 County Operated Recreational Facilities**

The Alpine CPA has several trails that provide accessibility and connectivity to the scenic and recreational facilities in the area. The system of interconnected regional and community trails and pathways within the Alpine CPA is developed and managed by the County of San Diego according to the County Trails Program and the Community Trails Master Plan (CTMP), but these trails may be developed on public, semi-public, or private lands (County PDS 2005). Within the Alpine CPA, there are several community trails near the Village Boundary, but none are located within the seven subareas. Most of the community trails are south of the Village Boundary near or adjacent to Subareas 2 and 6 (see Figures 2.12-2a and 2b). One regional trail, the California Riding and Hiking Trail, connects the northeastern portion of the Alpine CPA to the southwestern border of the CPA near the Loveland Reservoir through Subarea 5. These trails are listed in Table 2.12-2. Two other proposed regional trails, the Trans County Regional Trail and the San

Diego River Park Regional Trail, would connect the northwestern portion of the CPA near the El Capitan Reservoir to other trails in the Lakeside and Central Mountain region upon their development. Additionally, several community trails are proposed to connect parks and existing trails to the subareas, the Cleveland National Forest (CNF), the Loveland and El Capitan reservoirs, the Sweetwater River Basin, and parks within and surrounding the Alpine CPA (see Figures 2.12-3a and 3b).

The County of San Diego does not own any reservoirs or forests within the Alpine CPA. However, the County has recently purchased 98 acres south of Subarea 2, which will become available to residents and visitors of the Alpine CPA upon its development (see Figure 2.12-3a). Few details are known about the park at this time, but it is anticipated that a portion (24 acres) of the land will be developed with recreational amenities with the remainder as open space/preserved lands.

### ***2.12.1.2 Recreational Facilities Managed by Other Entities (Non-County)***

The Alpine CPA includes open space and parkland owned and managed by various agencies, including federal and local government entities and non-profit organizations. This section describes the recreational facilities that are not managed by the County of San Diego's DPR but are managed by other entities. These recreational facilities include forests, parks, preserves, reservoirs, and community centers. Table 2.12-2, above, summarizes the recreational facilities described in this section, and Figures 2.12-1a and 1b and 2.12-2a and 2b identify the locations of these facilities.

#### **Local Recreational Amenities Managed by Other Local Entities (Non-County)**

Several parks within the Alpine CPA are not owned by the County of San Diego but may be available to Alpine residents during designated hours. Parks range in acreage depending on the communities they serve and the uses they permit. The parks may be joint use facilities such as schools, community centers, athletic fields, and other recreational facilities. Boulder Oaks Neighborhood Park (2 acres), located adjacent to Subarea 2 and owned by the Alpine Union School District (AUSD), is available to the residents of the County of San Diego during limited hours because of a Joint Exercise of Powers Agreement (JEPA) between the AUSD and the County of San Diego. Boulder Oaks Neighborhood Park includes playground equipment and picnic tables. The AUSD and County of San Diego also have a JEPA for Joan MacQueen Middle School (12 acres) and Shadow Hills Elementary School (12 acres), which have athletic fields that are available for public use outside of the operational hours of the schools. Joan MacQueen Middle School is adjacent to Subarea 2, and Shadow Hills Elementary is outside of the seven subareas. The Alpine Community Center (7 acres), owned by a non-profit corporation, is adjacent to Subarea 6 and is open to the public during limited hours, when visitors may utilize the meeting space, kitchen, playground, park, ballfield, tennis court, and stage on site, but is not under a JEPA with the County of San Diego DPR (Alpine Community Center 2020). Figures 2.12-1a and 1b show the location of the existing local parks in relation to the project area. Table 2.12-2 lists the existing local park acreages within the Alpine CPA.

The Alpine CPA also includes one preserve, Wright's Field. The purpose of preserves is to maintain community character and protect biological, cultural, and historical resources, while making these resources available for limited public recreational opportunities. Some preserves may also provide interpretive and educational amenities, although public access may be limited according to the sensitivity of the resources. Wright's Field totals approximately 203 acres and is adjacent to Subarea 2, south of Subarea 6 and west of Subarea 5 (see Figure 2.12-1a). Wright's Field is owned and managed by the Back Country Land Trust.

Two reservoirs are also located within the Alpine CPA. The Loveland Reservoir is in the southwest portion of the CPA south of Subarea 2, and the El Capitan Reservoir is in the northwest portion of the CPA north of Subarea 4. The Loveland Reservoir is owned and maintained by the Sweetwater Authority and allows limited passive and fishing activities during posted hours. The El Capitan Reservoir is owned and managed by the City of San Diego and permits passive use, barbecue, fishing, and boating activities during limited hours.

### **Federal and State Lands**

The CNF extends throughout the northwest and eastern portions of the Alpine CPA and portions of the forest lie adjacent to Subarea 3 and extend into Subarea 5. The CNF is owned and maintained by the United States Forest Service, and permits recreational activities such as camping, hunting, mountain biking, hiking, all terrain vehicle riding, and target shooting in designated areas.

No other parks, forests, preserves, reservoirs, or other recreational facilities owned or managed by federal or state entities are located within the Alpine CPA.

### ***2.12.1.3 Management of Recreational Facilities within the County of San Diego***

The County of San Diego General Plan outlines goals for how to best meet the recreational needs of local communities. To evaluate the recreational need of the County's communities, the County Park Lands Dedication Ordinance (PLDO) divided San Diego County into 24 Local Park Planning Areas (LPPAs) to coincide generally with the Community Plan boundaries outlined in the General Plan. Within each LPPA, the ratio of local or regional parkland per 1,000 residents is calculated to determine whether a community has enough acreage of park land and recreational facilities. This process is further explained below. The advantage of this evaluation is that it may be used to allocate funding for the focused development of recreational facilities in underserved communities. Several sources of funding for such development are outlined in the section below.

### **Recreational Needs**

According to the County of San Diego's Parks Master Plan (PMP), the County's minimum Level of Service (LOS) standard for local parks is 3 acres per 1,000 residents, and 10 acres per 1,000 residents for regional parks (County of San Diego 2018b). However, the goal identified in the 2011 General Plan is 10 acres per 1,000 residents for local parks and 15 acres per 1,000 residents for regional parks (County of San Diego 2018b). The PMP minimum standard is an analytical tool for the County's DPR to determine where parks and recreational resources are needed, whereas the 2011 General Plan establishes a goal for long-term park and recreational development. As of 2016, the County has approximately 2 acres of park land per 1,000 residents, and 17 acres of regional parks per 1,000 residents. As of 2019, the Alpine CPA has approximately 1.44 acres of local parkland per 1,000 residents, no regional park land. These totals do not include parks that are not owned by the County or for which there is no JEPA because, although they may meet some of the recreational needs of particular communities, access and use may be restricted.

The PLDO authorizes local jurisdictions to require developers to pay in-lieu fees for local park development or dedicate park land up to 3 acres per 1,000 population. Up to 5 acres may be dedicated per person if the amount of local existing parkland is more than 3 acres per 1,000 residents. Unfortunately, this is still below the General Plan goal of 10 local park acres per 1,000 residents. These funds must be spent within the LPPA in which they were collected, which is generally, but not completely, aligned with CPA boundaries.

## Funding

As previously stated, the PLDO is a tool for ensuring the balanced development of parkland alongside residential development. Fees collected via this ordinance may be used for the dedication of parkland, the construction of active recreational facilities, or local-serving active recreational facilities in regional parks. The PLDO is explained in further detail below in Section 2.12.2.2.

Additional funding may be available for park development through the California State Parks Office of Grants and Local Services. State grants may be allocated to specific projects and are offered through state programs with defined goals such as habitat conservation. National Resource Assistance Grants aimed toward promoting conservation and restoring natural and cultural resources are also made available through the USFWS. State and federal grants are the most important funding source for the acquisition and development of parkland (County of San Diego 2011a).

The County also participate in JEPAs and other agreements with public and private entities to develop and maintain recreational facilities on non-County lands. The California Association of Joint Power Authorities (CAJPA) defined JEPAs or JPAs as the joining together of two or more public agencies to provide more effective or efficient government services or to solve a service delivery system (CAJPA 2020). This may consist of cooperatively managing a service or permitting shared use of the service. For example, the County of San Diego participates in a JEPA with the AUSD wherein the community of Alpine and the County of San Diego are allowed limited use of the athletic fields and recreational facilities at Shadow Hills Elementary, Joan MacQueen Middle School, and Boulder Oaks Neighborhood Park, which are owned by the AUSD.

### **2.12.2 Regulatory Framework**

Sections 2.12.2 and 2.14.2 of the prior EIRs included a discussion of the regulatory framework related to recreation in the unincorporated County, including the Alpine CPA, which is hereby incorporated by reference. Regulations described in the prior EIRs that are applicable to the entire County are the same as those described in this SEIR, with the exception of the County's PLDO, DPR's Park Design Manual, Board of Supervisors (BOS) Policy I-136, and BOS Policy G-19. These regulations and their changes are described below, along with the County's PMP, which was adopted after the prior EIRs and therefore not previously included.

The discussion of regulations that were described in the prior EIRs and have not changed will not be repeated here, but the regulations are listed for reference. The updated and new regulations are summarized below.

Applicable federal regulations include:

- National Trails Systems Act of 1968 (Public Law 90-543).

Applicable state regulations include:

- California State Government Code 66477 (The Quimby Act)
- California State Government Code 831.4
- California State Government Code 846
- Government Code Section 65910
- The Landscaping and Lighting Act of 1972
- Government Code Section 50575 et seq. (The Little-Used Open Space Maintenance Act)
- Senate Bill 1685

- Open Space Easement Act of 1974
- Conservation Easement Act of 1979
- Chappie-Z'berg Off-Highway Motor Vehicle Law of 1971
- Off-Highway Motor Vehicle Recreation Act of 2003.

Applicable local regulations include:

- County of San Diego Department of Parks and Recreation Strategic Plan
- County of San Diego Trails Program
- County of San Diego CTMP
- Regional Trails Plan
- County of San Diego Bicycle Transportation Plan
- County of San Diego Multiple Species Conservation Program (MSCP)
- Zoning Ordinance Section 4900 (Usable Open Space Regulation)
- County of San Diego Code of Regulatory Ordinances Sections 86.601–86.608 (Resource Protection Ordinance)
- County of San Diego Code of Regulatory Ordinances Sections 812.101–812.104 (Trail Defense and Indemnification Ordinance)
- County Code of Regulatory Ordinances Sections 812.201–812.214 (Trails Ordinance)
- County of San Diego Ordinance No. 9701, County Ordinance No. 9702, County Ordinance No. 9703
- County of San Diego BOS Policy F-26 (Utilization of Park Fees and Interest Derived from Park Fees)
- County of San Diego BOS Policy G-6 (User Fees County Parks and Recreation Facilities)
- County of San Diego BOS Policy G-15 (Design Standard for County Facilities)
- County of San Diego BOS Policy I-4 (Acquisition of Land with Federal Assistance under the Open Space Program)
- County of San Diego BOS Policy I-44 (Procedure for Designing New County Owned Community/ Local Parks)
- County of San Diego BOS Policy J-37 (Landscaping Maintenance Districts)
- Department of Planning and Land Use Policy CP-15.

Applicable local regulations not included in, updated since, or adopted after adoption of the prior EIRs are described below.

### ***2.12.2.1 County of San Diego Parks Master Plan (PMP)***

The County's PMP serves as a guidance document for the acquisition and development of future parks and recreation facilities in the unincorporated County. The purpose of the PMP is to document current conditions and analyze park shortages and distribution inequities in a way that is consistent with County

and DPR approved plans, policies, and ordinances. Because the PMP identifies distribution inequalities and targets areas for future development and acquisition, the PMP is an important budgeting tool for DPR. The PMP also recommends ways that future park projects may be incorporated into the capital improvement budget process and identifies other sources of revenue that can be used to fund future park improvement and development. The PMP is intended to assist in the development of projects and programs that will be supported by the community and lead to improvements within the County's Park and Recreation system.

The PMP found the Alpine CPA to have a deficit of local parkland, but much capacity for park acquisition and development. The PMP found Alpine to have sufficient regional parkland because of the distances to regional parks surrounding the Alpine CPA, but there are no regional parks within the Alpine CPA boundary. Because the population is expected to increase, the PMP recommended the development of additional running, fishing, road biking, mountain biking, camping, and hiking facilities and the intensification of recreational services in the central Alpine area where population is expected to increase most. The PMP also identified 70 vacant parcels totaling 219 acres, which may be suitable for park development were they to be acquired. Overall, the PMP determined that park acquisition is the greatest priority for DPR in the Alpine CPA.

### ***2.12.2.2 County Park Lands Dedication Ordinance***

Since certification of the prior EIRs, the County's PLDO has been updated. On July 25, 2018, the BOS adopted a comprehensive update of the PLDO. The PLDO requires dedication of parks, payment of park impact fees, or a combination of both for residential development projects. For residential subdivisions and condominiums with 50 or more dwelling units, the County may require dedication of parkland. Payment of park impact fees are required for all other residential development projects.

The PLDO separates the unincorporated portions of the County into 24 LPPAs. LPPAs are used to determine the amount of park land to be dedicated or the in-lieu fees to be paid for residential development projects that are subject to the PLDO. The PLDO requires that developers dedicate parkland to meet the LOS standard of 3 acres per 1,000 residents for all new residential development. The in-lieu fee is calculated based on the number of dwelling units and includes the cost of acquiring and developing future park and recreation facilities to meet the LOS standard of 3 acres per 1,000 residents. All fees collected in an LPPA must be spent in that park planning area. The LPPA boundaries are similar to, but do not align completely with, CPA boundaries (County DPR 2019).

Existing sources of funding for park acquisition, development, operation, and maintenance include the following: the County's PLDO; local, state and federal funds; donations; and Joint Powers Authorities. PLDO funds are specifically for local park land dedication or active recreation facilities but may be used for local-serving, active recreation in regional parks.

### ***2.12.2.3 County of San Diego Department of Parks and Recreation Park Design Manual***

The Park Design Manual (County DPR 2019), developed by the DPR and approved in January 2019, is a reference tool developed for DPR Park Project Managers, consultants, and private developers for improving park land pursuant to the PLDO. The Park Design Manual is to be used for planning, designing, and constructing parks and recreational facilities that will be owned and operated by DPR. The manual supports Live Well San Diego, the County's Strategic Plan and General Plan, and applicable BOS and DPR policies. The Park Design Manual also facilitates DPR's mission of enhancing the quality of life in San Diego

County by providing exceptional parks and recreational experiences and preserving significant natural resources in all aspects of park land development.

The manual is intended to be used for the design of new parks and recreational facilities or retrofitting or rehabilitation of existing parks and recreational facilities that are or will be owned and/or operated and maintained by DPR.

#### ***2.12.2.4 Board of Supervisors Policy I-136 (Comprehensive Goals and Policies for Community Facilities Districts)***

The purpose of this policy is to support projects that address a public need and provide a public benefit. In compliance with Section 53312.7 of the Government Code, the County has developed goals and policies where special taxes may be levied within the boundaries of a Community Facilities District. Proposed projects requesting Community Facilities District financing of public facilities and/or services will be evaluated to determine if such financing is viable and in the best interest of the County and current and future County residents.

#### ***2.12.2.5 Board of Supervisors Policy G-19 (Design Guidelines and Standards for County Parks and Recreational Facilities)***

The purpose of this policy is to establish principles and objectives for the design, construction, and improvement of parks and recreational facilities. These goals and objectives emphasize maximizing the life of County-owned park structures while balancing planning, design, construction, maintenance, operation, and replacement costs, and setting standards that maximize energy efficiency and resource conservation, including planning for recycling.

#### ***2.12.2.6 County of San Diego General Plan Policies***

The General Plan also includes goals and policies in the Land Use Element, Mobility Element, Conservation and Open Space Element, and Housing Element that are applicable to recreational facilities and amenities within the Alpine CPA.

##### **Land Use Element and Housing Element**

The Land Use Element includes several goals that encourage a balanced, well-planned environment that includes space for recreational activities and community gathering. Goal LU-6 explicitly states that the built environment should be in balance with the natural environment, and policies LU-6.3 and LU-6.4 require that project and subdivision designs be planned to conserve open space. Policies LU-6.7 and LU-6.8 require projects to connect open space areas to other open space or recreational facilities and outlines the responsibilities of stewards of open space areas. Goal H-2 and policy H-2.2 from the Housing Element are similar and require that residential neighborhoods respect the natural environment by protecting common open space areas. Goal LU-9 focuses on developing the built environment in villages and town centers in a way that contributes to the community's character, and an important part of this is locating parks and recreational facilities in village areas, as is stated in policy LU-9.7. Goal LU-12 ensures that communities have adequate infrastructure, including public facilities such as parks and open space. Policy LU-12.1 requires that new development either provide adequate infrastructure or pay fees, such as those outlined in the PLDO, which will go toward developing them. Goal LU-18 encourages the development of community centers in proximity to other recreational facilities and community centers through policies LU-18.1 and LU-18.2.



## Mobility Element

Goal M-12 of the Mobility Element is dedicated to developing a safe, scenic, and interconnected multi-use trail program. This goal is implemented through policies M-12.1 through M-12.10, which encourage the development of new trails in a variety of rural, urban, wilderness areas, and private lands in a manner that is aligned with the County Trails Program, the Regional Trails Plan, and the CTMP while meeting the needs of the public and minimizing environmental impacts.

## Conservation and Open Space Element

The Conservation and Open Space Element also has several goals and policies related to parks and recreational facilities. Goals COS-21 and COS-22 recommend the development of parks and recreation facilities that meet the active and passive needs of the community, protect the environment, and foster an awareness of local history. Policies COS-21.1- through COS-21.5 outline how these parks should be designed, where they should be located, and how they should be connected to other parks and trails in the region. Policy COS-22.1 encourages parks to implement a variety of recreational programs that meet the needs of the diverse community of San Diego County. Goal COS-23 recommends fostering recreational opportunities in preserves while monitoring and protecting the natural and cultural references within them. Policies COS-23.1 and COS-23.2 expand on this by emphasizing the need for public access, regional coordination, and open space connectivity. Goal COS-24 relates to the funding of parks and recreational facilities; policies COS-24.1 and COS-24.2 require development to provide fair-share contributions toward parks and recreational facilities and propose that funding be spent on the acquisition of new parks and the maintenance of existing parks.

### ***2.12.2.7 Alpine CPU Policies***

Several goals and policies from the Alpine CPU also address recreational facilities and parks as described below:

## Land Use Element

Goal LU-6 from the Land Use Element encourages a balance of land uses that conserves natural resources and accommodates the diverse community of Alpine.

## Conservation and Open Space Element

Goal COS-3 from the Conservation and Open Space Element calls for the creation of a connected open space system that buffers open space from development. Policy COS-3.1 encourages the preservation of open space corridors between Alpine and the CNF, Loveland and El Capitan Reservoirs, and Sweetwater River Basin. Goal COS-4 proposes the creation of a parks and open space preserve network, and is supported by policies COS-4.1 through COS-4.5, which outline where trails and open space should be located, how their management should be coordinated with neighboring agencies and jurisdictions, and how PLDO funding should be distributed to maximize the recreational benefits for the Alpine CPA.

### 2.12.3 Analysis of Project Effects and Determination as to Significance

Based on Appendix G of the State CEQA Guidelines, the proposed project would result in 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.
- Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment.

#### ***2.12.3.1 Issue 1: Deterioration of Parks and Recreational Facilities***

##### Guidelines for the Determination of Significance Analysis

Based on Appendix G of the State 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.

##### Impact Analysis

The prior EIRs determined that the proposed land use designations and accompanying future development based on those designations would result in potentially significant impacts on recreational facilities. The discussion of impacts on recreational facilities from implementation of the 2011 General Plan and FCI GPA can be found in Sections 2.12.3.1 and 2.14.3.1 of the prior EIRs and is hereby incorporated by reference.

The prior EIRs determined that implementation of the 2011 General Plan and FCI GPA would result in potentially significant direct and cumulative impacts related to the deterioration of parks and recreational facilities (County of San Diego 2011a). An in-depth discussion of these impacts can be found in Sections 2.12 and 2.14 of the prior EIRs, which is hereby incorporated by reference. These impacts were determined to be less than significant with the implementation of mitigation measures and General Plan policies and the application of federal, state, and local regulations. These policies and mitigation measures would require coordination with other communities, jurisdictional agencies, and organizations to develop park and recreation needs, attain funding for land acquisition and construction of recreational facilities, and prioritize development of trail segments to minimize physical deterioration of recreational facilities.

The proposed project would re-designate the land use designations within four of seven subareas of the Alpine CPA, and in Subareas 2, 4, and 6 would result in an increase in density and potential housing units at buildout from what was anticipated in the 2011 General Plan and FCI GPA. Subarea 5 would have a decrease in dwelling units. Under the proposed project, approximately 6,078 housing units could be developed at buildout within the seven subareas, which represents an increase of approximately 2,013 housing units from what could be developed under the current General Plan. The total number of residents within the Alpine CPA was calculated based on this increase of 2,013 housing units for an increase of 8,341 residents compared to the current General Plan. The analysis below focuses on what the change to the environment would be following the estimated increase of 8,341 residents within the seven subareas under the buildout of the Alpine CPU, resulting in a total of 6,078 units (County of San Diego 2020). Figures 2.12-1a and 1b identify the existing and proposed parks and recreational facilities within the Alpine CPA.

Recreational acreage goals established by the County and in the General Plan may be a useful method for evaluating the potential deterioration of recreational facilities under the implementation of the Alpine CPU. These goals guide the planning and monitoring of recreational facilities; however, recreational facilities are not automatically considered significantly impacted if these acreage goals are not met (County of San Diego 2011a). Currently, approximately 26 acres of local park land serve the Alpine CPA under a JEPA with the County of San Diego DPR. No regional parks are currently affiliated with the County of San Diego DPR. Parks not managed or accessible by the County of San Diego are not considered in this analysis, as access may be restricted. Although the CPA boundary is not completely aligned with the LPPA boundary for which the General Plan park-to-resident ratios are designed, the CPA boundaries will be used for the purpose of this analysis throughout this chapter, consistent with the County of San Diego PMP (County of San Diego 2018b). The existing population of the Alpine CPA is 18,095 residents (County of San Diego 2020). Therefore, the ratio of existing local park acreage to the existing population of the Alpine CPA is 1.44 acres of park land per 1,000 area residents, which does not meet the County's minimum LOS standard of 3 acres per 1,000 residents. Under the maximum buildout of the Alpine CPU, it is estimated that the population of Alpine will increase by 8,341 residents. It is anticipated that the South Grade Road parkland would be developed during this time, which would make available 98 additional acres of local parkland. This would bring the ratio of local parkland to residents to 4.69, which is well over the minimum LOS standard. If no recreational facilities are constructed or expanded, that would leave Alpine with less than 1 acre of local park land and no regional park land per 1,000 residents.

The proposed project would allow for a greater density of dwelling units in Subareas 2, 4, and 6. Any future projects would be reviewed to identify whether any mitigation measures should be applied to minimize the impacts to recreational facilities. In addition, future projects would be required to provide funds to the PLDO. Any future projects in the Alpine CPA will be subject to federal, state, and local regulations, and must conform to the goals and policies established in the General Plan. Despite these regulations and policies, the proposed project would cause a more severe significant impact related to deterioration of recreational facilities compared to the impact identified within the prior EIRs because of the increased number of dwelling units and residents. As such, the proposed project's impact to deterioration of recreational facilities would be considered **potentially significant**.

### ***Federal, State, and Local Regulations and Existing Regulatory Processes***

As identified in Section 2.12.2, *Regulatory Framework*, numerous federal, state, and local regulations are related to the development and management of recreational facilities that are also applicable to the Alpine CPU.

The County's PLDO requires dedication of parks, payment of park impact fees, or a combination of both for residential development projects, which encourages balanced development of park space alongside residential development and provides funding for more park space to reduce the demand on existing parks. Additional local ordinances include the County Resource Protection Ordinance, which helps protect sensitive lands and prevent their degradation, and the County BOS policies, which establish guidelines, procedures, fee rates, and objectives for recreational areas within the County, further reducing the impacts associated with increased use of parks and recreational facilities. The County DPR Strategic Plan also establishes objectives for managing environmental resources within the County.

The General Plan includes several policies within the Conservation and Open Space, Housing, Land Use, and Mobility Elements that would reduce the potential for the proposed project to result in deterioration of parks and facilities related to the increased use of parks and recreational facilities. Policies COS-21.1 through COS-21.5, COS-22.1, COS-23.1, COS-23.2, COS-24.1, COS-24.2, H-2.2, LU-6.3, LU-6.4, LU-9.7,

LU-12.1, and M-12.1 through M-12.10 require regional coordination; park site planning; funding opportunities; trail planning and diversity; and the provision of infrastructure, facilities, and services needed by new development prior to that development, either directly or through fees, that would minimize physical deterioration of recreational facilities. In addition, the prior EIRs identified several mitigation measures addressing impacts on recreational facilities that would be applicable to the proposed project, including Rec-1.1 through Rec-1.11, which are provided in Section 2.12.6, *Mitigation*, below.

### *Summary*

The proposed project increases the permitted densities within three of the seven subareas, which may result in the deterioration of recreational facilities within the CPA. Future development projects implemented under the Alpine CPU could increase the demand for recreational resources and adversely impact existing recreational facilities beyond what was analyzed in the prior EIRs. Future projects would be evaluated by County staff to determine whether they will adversely affect recreational resources in the area, and all projects implemented under the Alpine CPU will be required to comply with the numerous regulations described in Section 2.12.2 that protect recreational resources. Despite these regulations and policies, impacts to recreational facilities would be **potentially significant**, and mitigation would be required (**Impact-REC-1**).

### ***2.12.3.2 Issue 2: Require the Construction or Expansion of Recreational Facilities***

#### Guidelines for the Determination of Significance Analysis

Based on Appendix G of the State CEQA Guidelines, the proposed project would have a significant impact on the environment if the construction or expansion of recreational facilities was reasonably foreseeable under the proposed project, and the construction and/or expansion of any such facilities would result in a substantial adverse effect on the environment.

#### Impact Analysis

The prior EIRs determined that the proposed land use designations and accompanying future development based on those designations would result in potentially significant impacts to the environment as a result of the expansion or construction of recreational facilities. The discussion of impacts on recreational facilities from implementation of the 2011 General Plan and FCI GPA can be found in Sections 2.12.3.1 and 2.14.3.1 of the prior EIRs and is hereby incorporated by reference.

The prior EIRs determined that implementation of the 2011 General Plan and FCI GPA could result in the construction or expansion of recreational facilities, which would result in potentially significant direct and cumulative impacts related to the environment (County of San Diego 2011a). An in-depth discussion of these impacts can be found in Sections 2.12 and 2.14 of the prior EIRs, which is hereby incorporated by reference. These impacts were determined to be less than significant with the implementation of mitigation measures and General Plan policies and the application of federal, state, and local regulations. These policies and mitigation measures would require the use of community design guidelines when designing park and recreation facilities; amend the Subdivision Ordinance to require new residential development to be integrated with existing neighborhoods by providing connected and continuous roads; provide environmentally sensitive pathway/trail and recreation/open space networks; and develop procedures that encourage the involvement of the community to consider designating trails that correspond to existing and already disturbed areas to reduce the adverse effect on the environment.

As previously described, the Alpine CPA is currently below the County's minimum LOS standard ratio of parkland to residents. Future development projects implemented under the Alpine CPU would further increase the number of residents in the Alpine CPA, creating an even greater demand for recreational resources. It is possible that the increase in demand for recreational resources could lead to the construction or expansion of recreational facilities within the Alpine CPA. The analysis below focuses on what the change to the environment would be following the estimated increase of 8,341 residents within the seven subareas under the buildout of the Alpine CPU. The total number of residents within the Alpine CPA was calculated based on this increase of 2,013 housing units for an increase of 8,341 residents compared to the 2011 General Plan and FCI GPA. Figures 2.12-1a and 1b identify the existing and proposed parks and recreational facilities within the Alpine CPA.

Currently, approximately 26 acres of local park land serving the Alpine CPA, which are under a JEPA with the County of San Diego DPR. Parks not under a JEPA with the County DPR are not considered for this analysis because they may have restricted access. No regional parks within the Alpine CPA are affiliated with the County of San Diego DPR. The ratio of existing local parks to the population of the Alpine CPA is 1.44 acres of park land per 1,000 area residents, which does not meet the County's minimum LOS standard of 3 acres of local parkland per 1,000 residents. The ratio of existing regional parks to the population of the Alpine CPA is 0.0 acres of park land per 1,000 residents, which also does not meet the County's minimum LOS standard of 10 acres of regional parkland per 1,000 residents.

Under the maximum buildout of the Alpine CPU, it is estimated that the population of Alpine will increase by 8,341 residents, which would reduce the local park acre-to-resident ratio to less than one. This means there would be a deficit of approximately 54 acres of local park land and 265 acres of regional parkland per 1,000 residents if no additional parks were added during the buildout. However, the anticipated development of the South Grade Road park, which will be managed by the County DPR, will add 98 acres of parkland to the Alpine CPA. The future anticipated ratio of proposed parkland to proposed population under the Alpine CPU would therefore be 4.69 acres of local parkland per 1,000 residents, which would meet the LOS standard of 3 acres of local parkland per 1,000 residents. However, a deficit of parkland does not automatically create a significant impact on the environment, as these ratios are only analytical tools and there is no guarantee that any recreational facilities will be built as a result of this anticipated deficit in park land; however, it does indicate that the future construction or expansion of recreational facilities may be likely.

Construction of new, or expansion of existing, parks and recreational facilities under the implementation of the Alpine CPU could adversely impact the environment, including valuable natural and cultural resources. The construction or expansion of parks and recreational facilities could also increase traffic on affected roadways, result in higher temporary and permanent ambient noise levels, and obstruct scenic views or impact visual resources, including light and glare. Any future projects would be reviewed to identify whether any mitigation measures should be applied to minimize the impacts to environmental resources. In addition, any future projects in the Alpine CPA will be subject to federal, state, and local regulations, and must conform to the goals and policies established in the General Plan. Despite these regulations and policies, this impact is **potentially significant** because the increase in development could adversely impact environmental resources as a result of the expansion or construction of recreational facilities within the Alpine CPA.

### *Federal, State, and Local Regulations and Existing Regulatory Processes*

As identified in Section 2.12.2, there are numerous federal, state, and local regulations regarding the development and management of recreational facilities that are also applicable to the Alpine CPU.

Various planning documents, including but not limited to the CTMP, the Regional Trails Plan, the County Bicycle Transportation Plan, the County of San Diego Parks Master Plan, and the County of San Diego DPR Design Manual, support the environmentally responsible development of recreational facilities within the San Diego County, including the Alpine CPA. The CTMP and the Regional Trails Plan outline a trail system that may serve as an alternative off-road mode of transportation for individuals seeking to decrease their carbon footprint on the local environment. Similarly, the Bicycle Transportation Plan guides the development of bicycle trails in each community, which may also ameliorate the environmental impact of an increase in density. Additionally, the County of San Diego Parks Master Plan and DPR Park Design Manual encourage park developers to take into consideration the natural environment and make every effort to protect cultural and natural resources.

Future development projects, including the construction or expansion of recreational facilities that are implemented under the Alpine CPU, will also be expected to comply with local regulations protecting environmental resources, such as the Zoning Ordinance, the Noise Ordinance, the MSCP, the Habitat Loss Permit (HLP) Ordinance, and other relevant policies.

The General Plan also includes several policies within the Conservation and Open Space, Housing, Land Use, and Mobility Elements that would reduce the potential for the proposed project to result in deterioration of parks and facilities related to the increased use of parks and recreational facilities. Policies COS-23.1, LU-6.7, LU-6.8, LU-18.1, LU-18.2, and M-12.9 encourage the development of open space near existing open space, outline guidelines for the stewardship of open space preserves, and require that open space projects be developed in a way that minimizes impacts to the environment and enhances and preserves natural and cultural resources. In addition, the prior EIRs identified several mitigation measures addressing impacts related to the construction of new recreational facilities or the expansion of existing facilities, including Rec-2.1 through Rec-2.6, which are provided in Section 2.12.6, Mitigation, below.

### *Summary*

The proposed project increases the permitted density of dwelling units within the Alpine CPA beyond what was allowed by the current General Plan and analyzed by the prior EIRs. Because of the deficit of recreational facilities in the Alpine CPA, it is possible that recreational facilities will be constructed or expanded as the Alpine CPA is built out. Future development involving the construction or expansion of recreational facilities would be evaluated by County staff for all potentially significant impacts resulting from the improvement and development of parks and recreational facilities. Such facilities must also comply with applicable regulations protecting environmental resources including those described in Section 2.12.2. Despite these regulations and policies, impacts to the environment resulting from the construction or expansion of recreational facilities would be **potentially significant**, and mitigation would be required (Impact-REC-2).

## **2.12.4 Cumulative Impact Analysis**

Some recreational facilities, because of their size, facilities, or characteristics, are utilized by individuals who do not live in the local neighborhood or community. Therefore, there is a potential that development in neighboring communities such as Crest/Dehesa, Lakeside, Cuyamaca, Descanso, Pine Valley, Jamul/Dulzura, and the Viejas reservation, combined with any development within the Alpine CPU, could increase the use of parks and recreational facilities within the Alpine CPA. Additionally, future development within the Alpine CPA could increase foot traffic at parks, preserves, and refuges nearby, including but not limited to Old Ironsides County Park, Nancy Jane County Park, South Lane County Park,

Flinn Springs County Park, El Monte County Park, Oakoasis Preserve, El Capitan Preserve, Cuyamaca Rancho State Park, and the San Diego National Wildlife Refuge. The increased use would potentially accelerate the physical deterioration of park or recreational facilities, and/or require the need for new or expanded recreational facilities to accommodate increased growth. Therefore, the geographic scope of the cumulative impact analysis for recreational resources includes the adjacent communities of Lakeside, Crest/Dehesa, Lakeside, Cuyamaca, Descanso, Pine Valley, Jamul/Dulzura, and the Viejas Reservation.

#### ***2.12.4.1 Issue 1: Deterioration of Parks and Recreational Facilities***

A cumulative impact on parks and recreational facilities would occur if future development associated with the cumulative projected growth within the Alpine CPA would increase the use of parks and recreational facilities in a manner that would result in their physical deterioration. Future development within the Alpine CPA would have the potential to increase development and dwelling unit density, which could increase the number of residents and visitors using recreational facilities in the Alpine CPA and neighboring communities. This increased use would accelerate the physical deterioration of the parks or recreational facilities that these residents would use, both within the Alpine CPA and in neighboring communities.

Similarly, development projects in surrounding communities could result in increased visitors to recreational facilities within the Alpine CPA. This increased use could lead to the deterioration of recreational facilities within the Alpine CPA, which would be considered a significant impact. Adjacent communities under the County's jurisdiction would still be required to comply with the federal, state, and local regulations listed in Section 2.12.2, but future projects on the Viejas reservation are not subject to compliance with all such regulations. Even with regulations in place, recreational facilities could still be impacted by future development activities in adjacent communities, and this development could potentially cause a significant cumulative impact related to historical resources.

As described in Section 2.12.3.1, the proposed project allows for increased density of dwelling units than was permitted under the General Plan. The proposed density increase would increase the use of existing recreational facilities, potentially leading to the physical deterioration of these facilities. Although the cumulative projected growth and development must comply with existing regulations and policies, recreational facilities could potentially be adversely impacted. Therefore, cumulative impacts from future growth and development within the cumulative study area would result in a **cumulatively considerable impact** and mitigation would be required. (Impact-C-REC-1).

#### ***2.12.4.2 Issue 2: Require Construction or Expansion of Recreational Facilities***

A cumulative impact on parks and recreational facilities would occur if future development associated with the cumulative projected growth within the Alpine CPA would result in the construction or expansion of recreational facilities that would adversely impact the environment. The development of higher-density residential projects could result in the construction or expansion of parks, as all new development is required to comply with General Plan policies and regulations that promote the balanced distribution of the built and natural environment. Alternatively, developers may be required to fund the construction or expansion of recreational facilities according to the PLDO in the future. The construction or expansion of recreational facilities associated with this development could adversely impact the environment within the Alpine CPA and could also affect wildlife corridors and habitats connected to neighboring communities. This construction and its associated environmental impacts constitute a potentially significant impact to both the Alpine CPA and neighboring communities.

Similarly, development projects in surrounding communities could result in the construction or expansion of recreational facilities that could adversely impact the natural environment within the Alpine CPA, which would be considered a significant impact. Adjacent communities under the County's jurisdiction would still be required to comply with the federal, state, and local regulations listed in Section 2.12.2, but future projects on the Viejas reservation are not subject to compliance with all such regulations. Even with regulations in place, the environment could still be impacted by future construction or expansion of recreational facilities in adjacent communities, which would constitute a potentially significant impact to the environment.

As described in Section 2.12.3.2, the proposed project allows for increased density of dwelling units than was permitted under the General Plan. Because development projects within San Diego County, including the Alpine CPA, are required to comply with federal, state, and local regulations and are expected to follow the goals and policies established in the General Plan, recreational facilities may be constructed or expanded as a result of new residential development. The increase in density associated with implementation of the Alpine CPU could result in an increase in population of approximately 8,341 residents, which would require an additional 77 acres of local recreational facilities in the Alpine CPA to comply with the County's minimum LOS standard of 3 acres of local park land per 1,000 residents. This potential construction or expansion could adversely impact the environment. Although the cumulative projected growth and development must comply with existing regulations and policies, recreational facilities could potentially be adversely impacted. Therefore, cumulative impacts from future growth and development within the cumulative study area would result in a **cumulatively considerable impact** and mitigation would be required. (Impact-C-REC-2).

## 2.12.5 Significance of Impacts Prior to Mitigation

The proposed project and the cumulative effects of the proposed project in conjunction with subsequent projects in the Alpine CPA would result in potentially significant direct and cumulative impacts to parks and recreational facilities.

**Impact-REC-1: Result in Deterioration of Parks and Recreational Facilities.** Future development occurring as part of implementation of the Alpine CPU would result in an increased demand for parks and recreational facilities such that substantial deterioration of these recreational resources would occur.

**Impact-REC-2: Construction or Alteration of Recreational Facilities.** The increased population that would occur with implementation of the Alpine CPU would result in the need for new or expanded parks and recreational facilities, the construction of which would result in significant environmental effects.

**Impact-C-REC-1: Result in Deterioration of Parks and Recreational Facilities.** The proposed project would cause a similar impact related to the deterioration of parks and recreational facilities compared to the impacts identified in the prior EIRs. Therefore, the proposed project's contribution to this impact would be cumulatively considerable.

**Impact-C-REC-2: Construction or Alteration of Recreational Facilities.** The proposed project would cause a similar impact related to the construction or alteration of recreational facilities compared to the impacts identified in the prior EIRs. Therefore, the proposed project's contribution to this impact would be cumulatively considerable.



## 2.12.6 Mitigation

### ***2.12.6.1 Issue 1: Deterioration of Parks and Recreational Facilities***

The following prior EIRs mitigation measures would reduce Impact-REC-1 and Impact-C-REC-1, the direct and cumulative deterioration of parks and recreational facilities, to **less than significant**.

#### 2011 General Plan and FCI EIR Mitigation Measures

The following prior EIRs mitigation measures are being carried forward and shall apply to the proposed project: Rec-1.1 through Rec-1.11 (see Appendix B, General Plan EIR Mitigation Measures). Implementation of these mitigation measures would reduce the proposed project's potential to deteriorate parks and recreational facilities.

#### Alpine CPU Mitigation Measures

No additional mitigation measures are required.

### ***2.12.6.2 Issue 2: Require Construction or Alteration of Recreational Facilities***

The following prior EIRs mitigation measures would reduce Impact-REC-2 and Impact-C-REC-2, direct and cumulative impacts to the environment caused by the construction or alteration of recreational facilities, to **less than significant**.

#### 2011 General Plan and FCI Mitigation Measures

The following prior EIRs mitigation measures are being carried forward and shall apply to the proposed project: Rec-1.1 through 1.4, Rec-1.8 and 1.9, Rec-1.11, and Rec-2.1 through 2.6 (see Appendix B, General Plan EIR Mitigation Measures). Implementation of these mitigation measures would reduce impacts related to the construction or alteration of recreational facilities.

#### Alpine CPU Mitigation Measures

No additional mitigation measures are required.

## 2.12.7 Conclusion

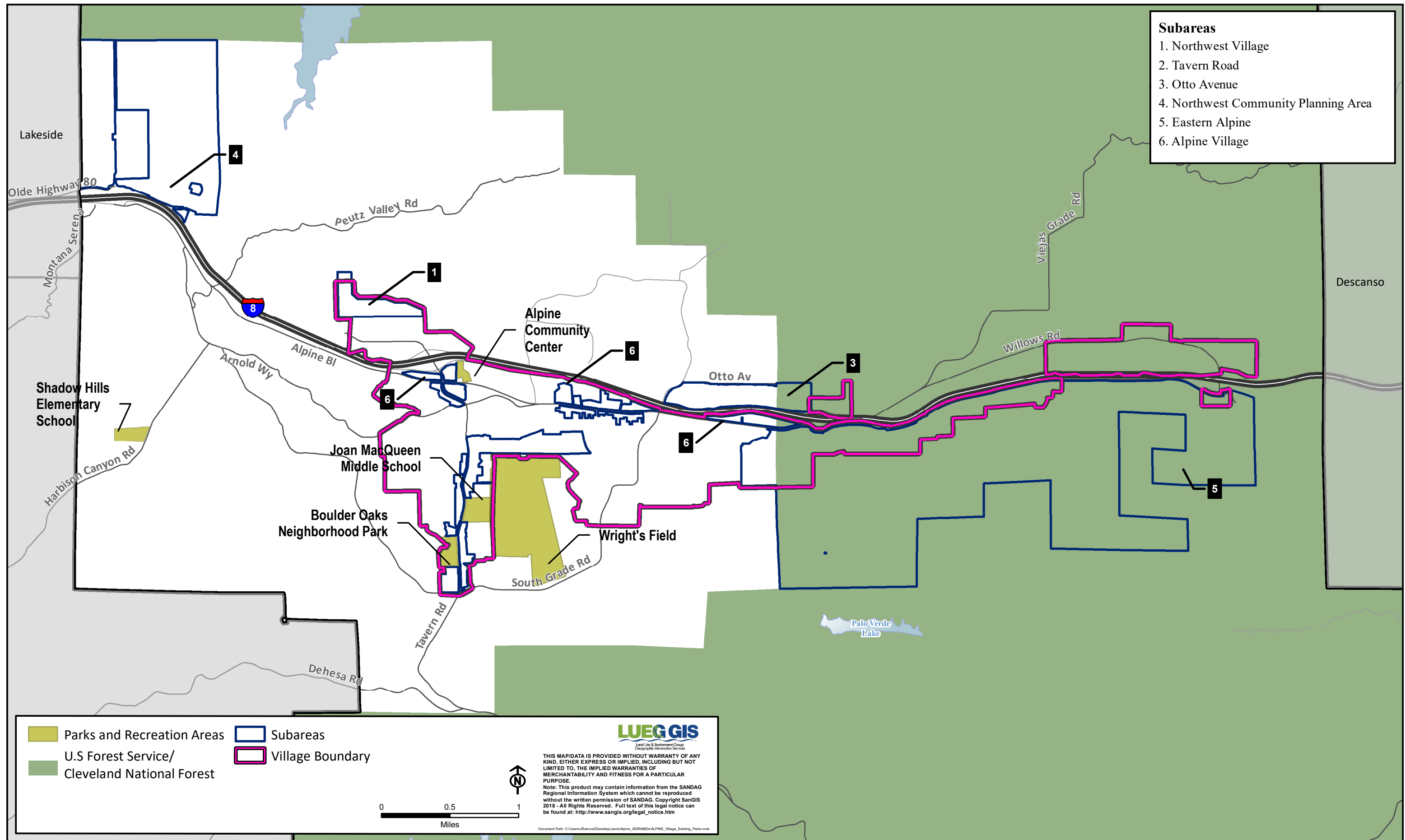
### ***2.12.7.1 Issue 1: Deterioration of Parks and Recreational Facilities***

Implementation of the Alpine CPU would increase future development in the Alpine CPA. This could result in the increased use of existing local parks, potentially resulting in accelerated deterioration of parks and recreational facilities. The overall impacts related to the deterioration of parks and recreational facilities would be more severe than those described in the prior EIRs. Therefore, the proposed project would result in a potentially significant impact related to the deterioration of parks and recreational facilities (Impact-REC-1). The proposed project in conjunction with subsequent projects would also result in a potentially significant cumulative impact (Impact-C-REC-1). However, for the reasons described above, the application of existing regulations in combination with the adopted General Plan policies identified in Section 2.12.3.1 and prior EIRs mitigation measures, such as MM Rec-1.1, which requires that Community Plans be utilized to determine park and recreation facility requirements, and other measures that encourage land acquisition, trail expansion, and the construction of recreational facilities in tandem with

community growth, would mitigate direct and cumulative impacts to recreational facilities to **less than significant** and impacts **would not be cumulatively considerable**.

### ***2.12.7.2 Issue 2: Require Construction or Alteration of Recreational Facilities***

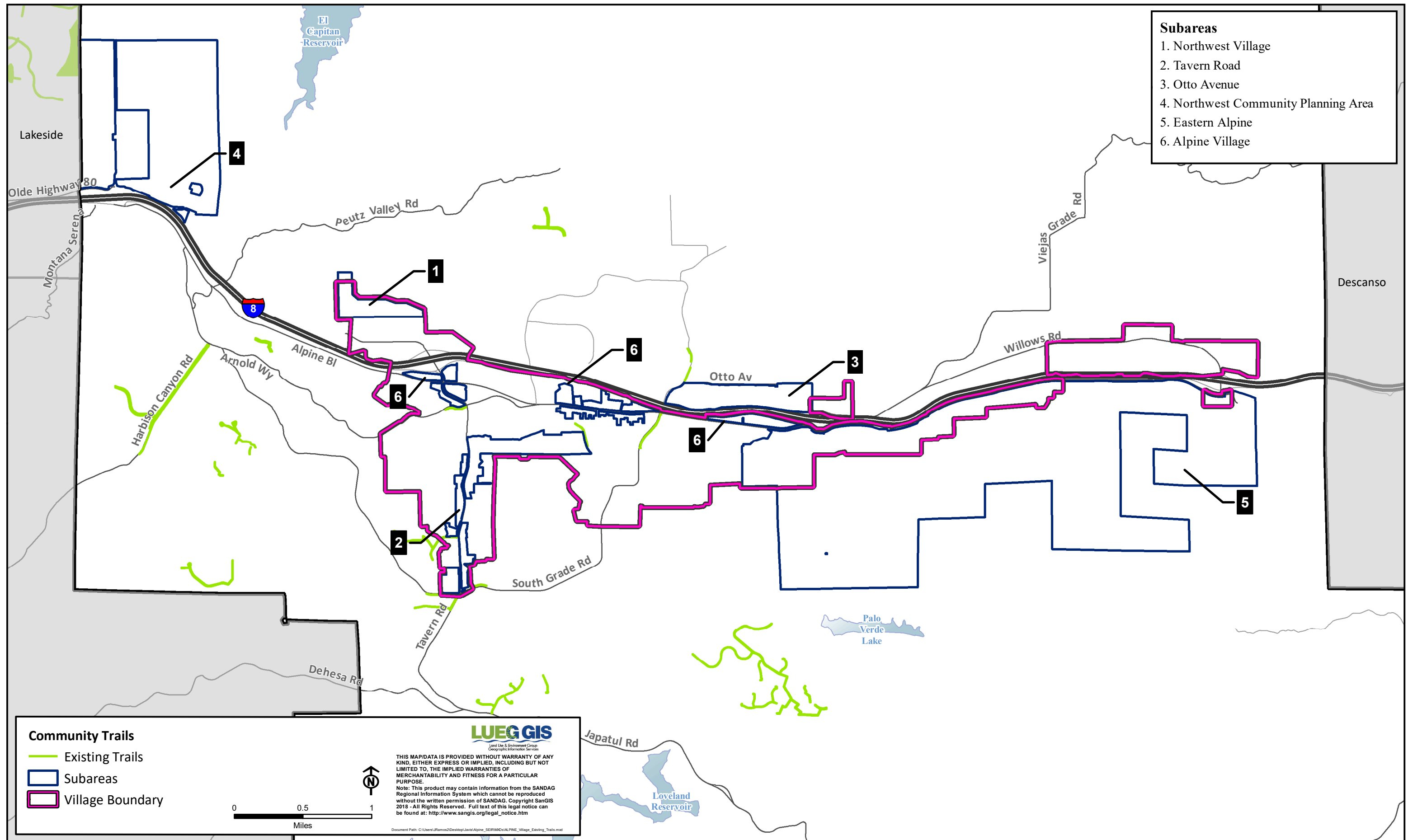
Implementation of the Alpine CPU would increase future development in the Alpine CPA, which would require the need for new or expanded recreational facilities to meet the County's minimum LOS standard of 3 acres of parks per 1,000 residents. Therefore, the proposed project could result in the construction or expansion of recreational facilities, which may have an adverse effect on the environment. The overall impacts related to the construction of new or expanded recreational facilities would be more severe than those described in the prior EIRs. Therefore, the proposed project would result in a potentially significant impact to the environment as a result of the construction of new or expanded recreational facilities (Impact-REC-2). The proposed project in conjunction with subsequent projects would also result in a potentially significant cumulative impact (Impact-C-REC-2). However, for the reasons described above, the application of existing regulations in combination with the adopted General Plan policies identified in Section 2.12.3.2 and prior EIRs mitigation measures that require that Community Plans be updated to address recreational needs while preserving the Community's character, the regular monitoring of existing facilities through Resource Management Plans, and recreational development that corresponds to existing trails and recreational facilities in order to minimize environmental impacts, would mitigate direct and cumulative impacts to recreational facilities to **less than significant** and impacts **would not be cumulatively considerable**.



Source: SanGIS, County of San Diego, 2019

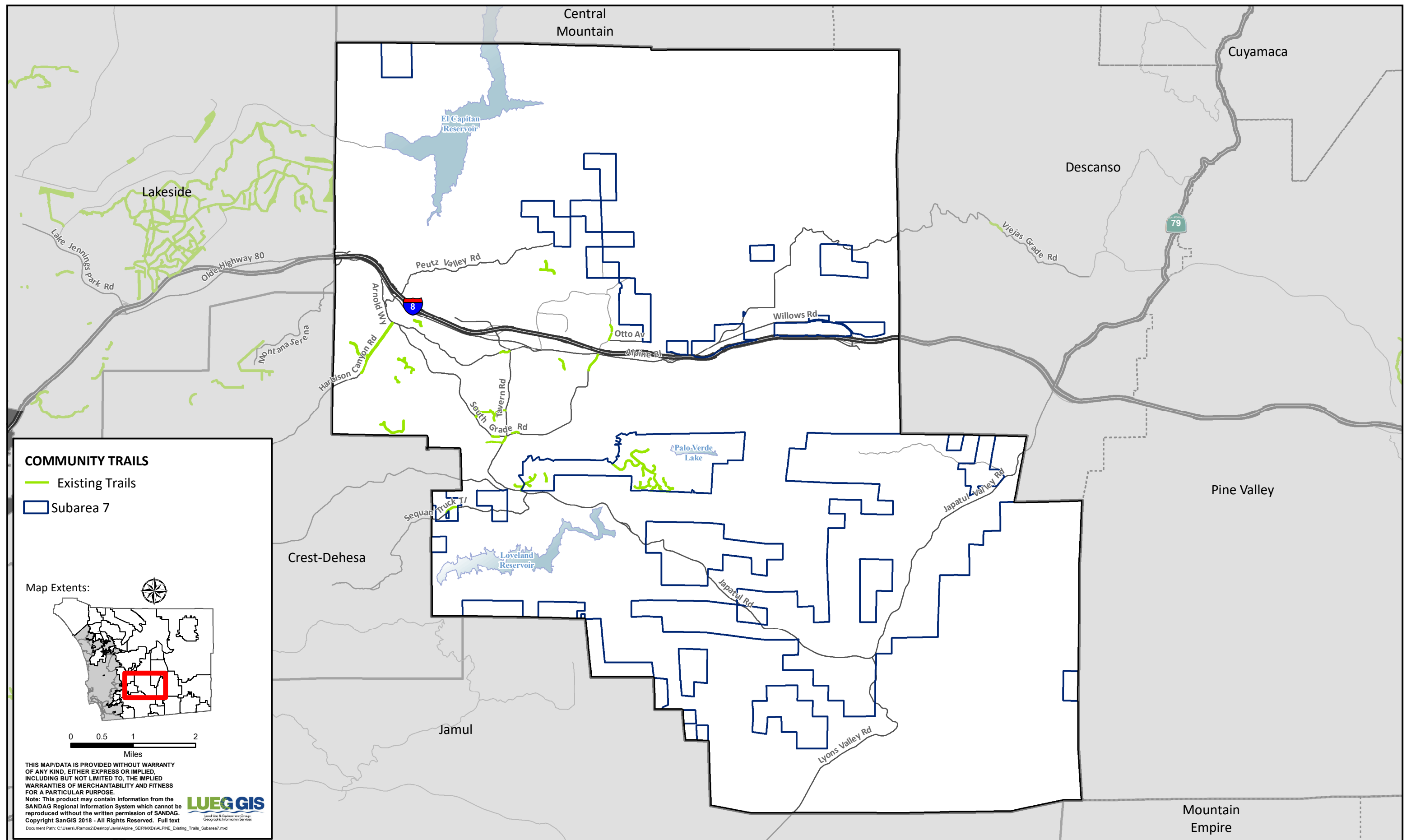
Figure 2.12-1a  
Existing Parks  
Subareas 1-6





Source: SanGIS, County of San Diego, 2019

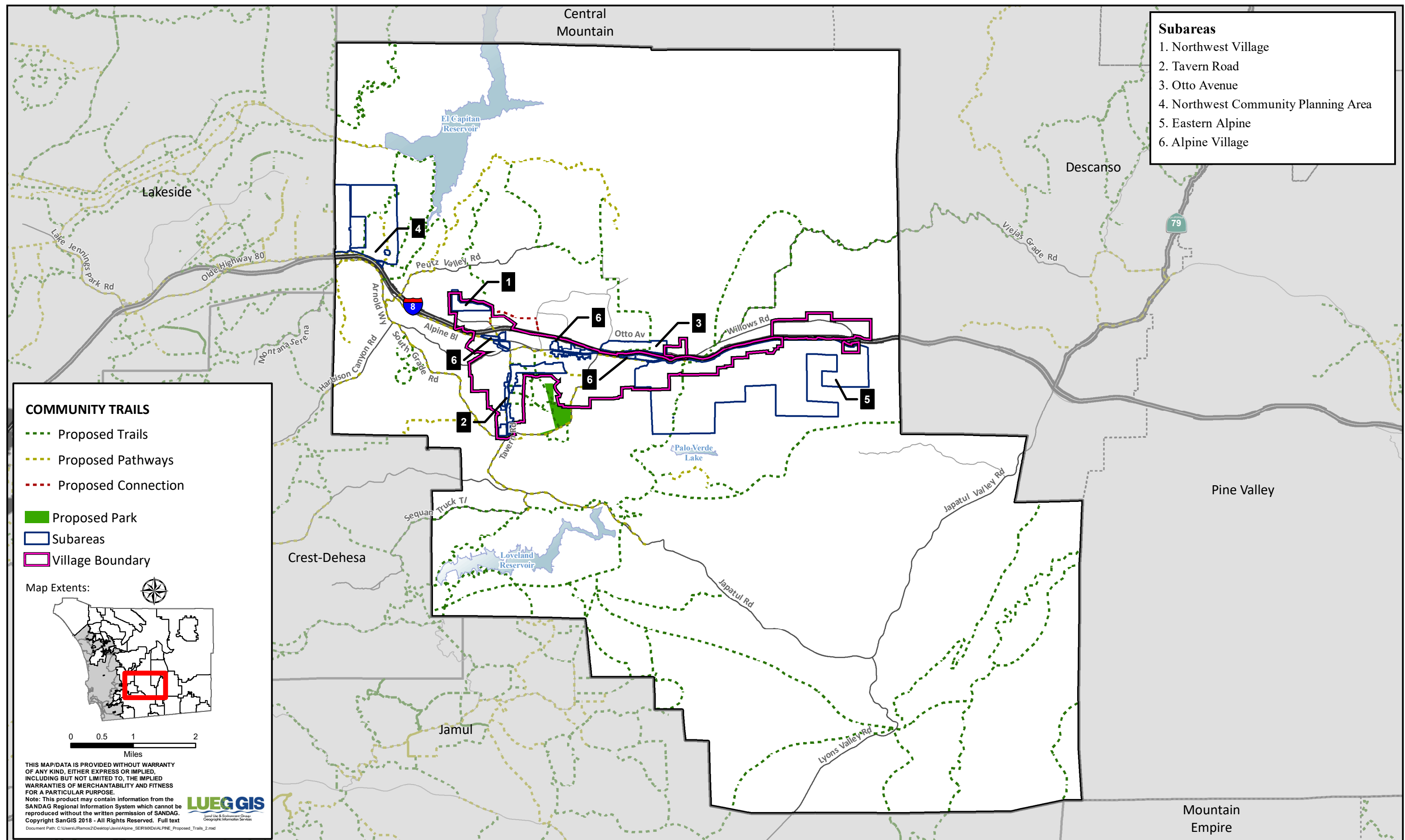
Figure 2.12-2a  
Existing Trails  
Subareas 1-6



Source: SanGIS, County of San Diego, 2019

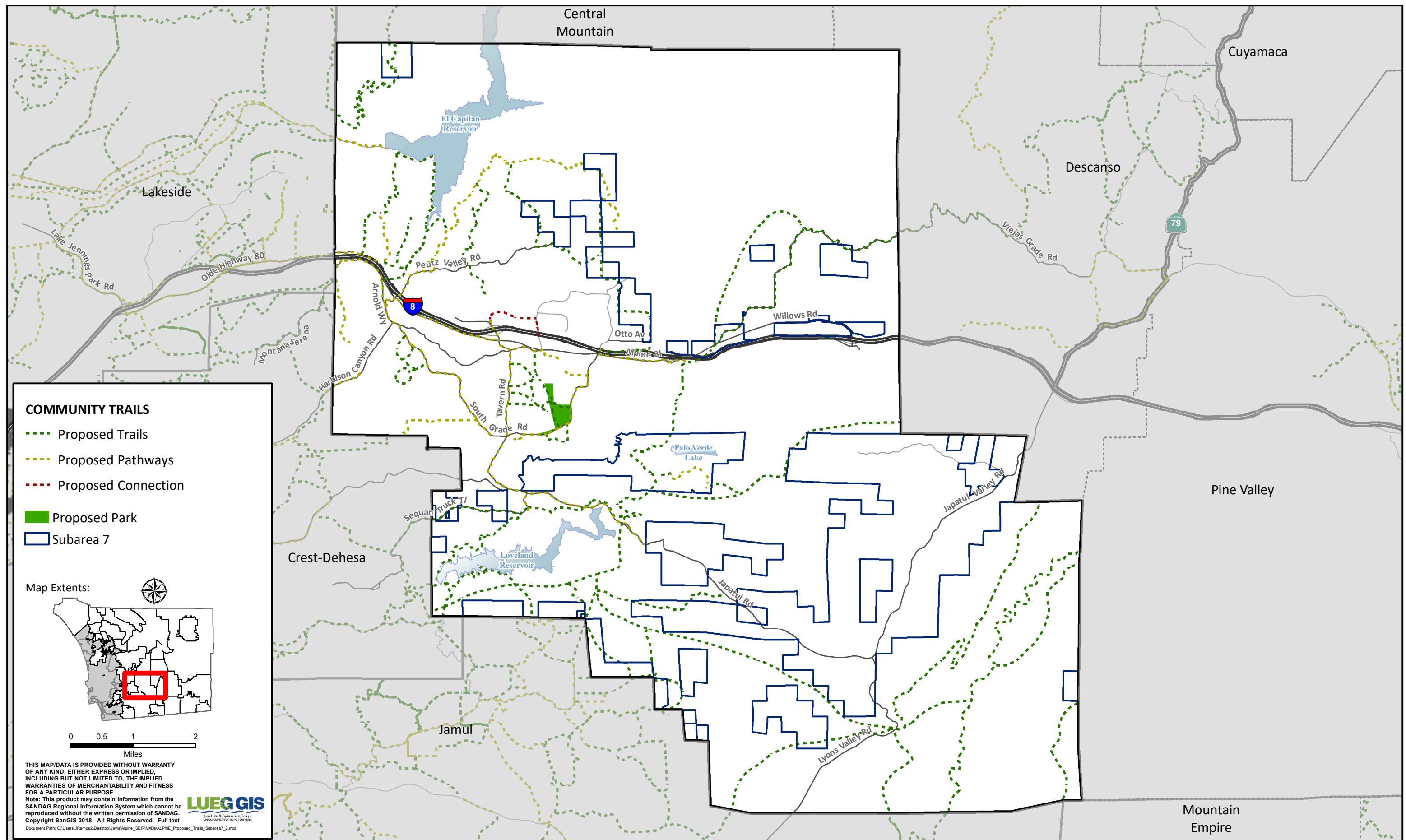
Figure 2.12-2b  
Existing Trails  
Subarea 7





Source: SanGIS, County of San Diego, 2019

**Figure 2.12-3a**  
**Proposed Trails and Parks**  
**Subareas 1-6**



Source: SanGIS, County of San Diego, 2019

**Figure 2.12-3b**  
**Proposed Trails and Parks**  
**Subarea 7**