

5.13 RECREATION

The project site and adjacent 26.4-acre annexation area are located within the City of San Bernardino sphere of influence. The project application, in part, requests that the site and adjacent 26.4-acre area be annexed to the City. Upon annexation, all regulations contained within the City of San Bernardino General Plan, Development Code, and City Municipal Code would govern the future development of the project and 26.4-acre annexation area.

5.13.1 Environmental Setting

City of San Bernardino

Type of Parks

Existing recreational facilities within the planning area are categorized into four classes: mini-parks, neighborhood parks, community parks, and regional parks. Each of the following parks is based on standards commonly used by the park and recreation profession nationwide:

- **Regional Parks.** Regional parks are at least 50 acres and offer a wide range of amenities to attract the greatest range of users and interests within and outside of the city. Regional parks provide significant natural features and passive and active recreational features such as sports fields/courts, picnicking, fishing, hiking, and camping.
- **Community Parks.** Community parks are approximately 15 to 30 acres with a service radius of 1 to 2 miles. Typical amenities include pools, lighted sports fields and courts, picnic facilities, hiking, play areas, restrooms, off-street parking, and service yards.
- **Neighborhood Parks.** Neighborhood parks are 5 to 15 acres with a service radius of ½ to 1 mile. Neighborhood parks are easily accessible by walking or bicycling to the surrounding population. Typical amenities include both active and passive designs, court games, playground apparatus, picnic areas, informal fields, passive green space, and off-street parking.
- **Mini-Parks.** Mini-parks, pocket parks, or play lots are less than 5 acres with a service area of ¼ to ½ mile. Mini-parks are easily accessible to the surrounding population by walking or bicycling. Typical amenities include court games, playground apparatus, picnic areas, passive green space, and off-street parking.



Park Standards

According to the General Plan, the City utilizes a park acreage standard of five acres per 1,000 residents.

Existing Recreational Facilities

The City of San Bernardino Parks and Community Services Department owns and maintains 52 parks for public recreation activities totaling 540 acres. Of these, 3 are regional parks, 10 are community parks, 19 are neighborhood parks, 3 are special use parks, and 17 are mini-parks (San Bernardino 2005a, page 8-6). The parks contain a broad range of facilities, including children's play equipment, tennis and volleyball courts, and athletic fields. The special facilities include community buildings and senior centers.

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The closest City park to the project site is Al Guhin Park at 3650 Little League Drive, about one mile south of the site. The park is approximately 28 acres and contains picnic shelter, 11 picnic tables, and restrooms.

Existing Multipurpose Trails and Bikeways

According to the Parks, Recreation, and Trails Element of the General Plan (Figure PRT-2), the City has a conceptual trail system that combines hiking, equestrian, and bike trails into what is called multipurpose trails. The on-street trail system consists of dedicated bike lanes along the pavement edge of streets. Pedestrian access and recreation are provided through the City's sidewalks and hiking trails. Many of the City's trails are still in the planning stages.

Parkland Needs

The Southern California Association of Governments (SCAG) projects the City's projected population to reach 265,515 by year 2035 (SCAG 2008). Based on the City's park acreage standard, 1,327.6 acres of total parkland are necessary to satisfy the projected population at buildout of the General Plan. According to Table PRT-2 in the General Plan, there are currently 539.98 acres of existing public parks. Therefore, there is a need for an additional 787.6 acres of public parkland to provide for the projected population at buildout.

Regulatory Background

State and local laws, regulations, plans, or guidelines that are potentially applicable to the proposed project are summarized below.

State

Quimby Act

The 1975 Quimby Act (California Government Code, Section 66477) allows a city or county to require—as a condition of approval of a subdivision—dedication of land or payment of a fee in lieu of dedication, or a combination of both, for park or recreational purposes. This legislation established a maximum parkland dedication standard of three acres per 1,000 population for a new subdivision development, unless the amount of existing neighborhood and community parkland exceeds that limit.

Local

City of San Bernardino General Plan

The City of San Bernardino General Plan establishes comprehensive goals, policies, and implementation measures to meet the City's future needs. Applicable Goals and Policies of the Parks, Recreation, and Trails Element (Chapter 8) of the General Plan include:

Goal 8.1 Improve the quality of life in San Bernardino by providing adequate parks and recreation facilities and services to meet the needs of our residents.

Policies

8.1.2 Provide a variety of park “experiences,” including those developed for intense recreational activity, passive open space enjoyment, and a mixture of active and passive activities.

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8.1.3 Pursue the development of portions of the Santa Ana River, Lytle Creek, and flood control drainages and detention basins for recreational uses that will not inhibit flood control purposes or be adversely impacted by flooding.

8.1.5 Integrate parks and recreation facilities with the Master Plan for Trails and Bikeways.

8.1.6 Accommodate the recreational needs of the City's residents reflecting their unique social, cultural, ethnic, and physical limitations in the design and programming of recreational spaces and facilities.

Goal 8.2 Design and maintain our parks and recreation facilities to maximize safety, function, beauty, and efficiency.

Policies

8.2.5 Design and develop parks to complement and reflect their natural environmental setting and maximize their open space character.

Goal 8.3 Develop a well-designed system of interconnected multi-purpose trails, bikeways, and pedestrian paths.

Policies

8.3.1 Work cooperatively with appropriate regional agencies to facilitate development of interconnected trails that tie into major activity areas.

8.3.2 Establish a multi-purpose trail system, as shown on FigurePRT-2, along the foothills of the San Bernardino Mountains, Santa Ana River, Cajon and Lytle Creeks, and interconnecting linkages in collaboration with the U.S. Forest Service, County of San Bernardino, City of Highland, Loma Linda, and other adjacent communities.

8.3.9 Separate bikeway and trail systems from traffic and roadways wherever possible.

8.3.10 Provide clear separation of hikers, joggers, and equestrians where possible.

8.3.11 Seek the use of easements and rights-of-way from owners and continue to negotiate agreements for the use of utility easements, flood controls channels, and railroad rights-of-way to expand the park and trail system.

8.3.12 Incorporate the following features in multi-purpose trails, bike routes, and pedestrian paths:

- a. Special paving or markings at intersections;
- b. Clear and unobstructed signing and trail/lane markings;
- c. Improved signal phasing;
- d. Vehicular turning restrictions at intersections;
- e. Hearing impaired cross walk signals;



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- f. Trees to provide shade;
 - g. Safe and well-lit rest areas; and
 - h. Coordinated street furniture, including signs, trash receptacles, newspaper stands, and drinking fountains.
- 8.4.7 Installation and/or replacement of the recreational facilities and equipment and the bikeway and trail system shall be carried out as part of the City's Capital Improvement Program.

City of San Bernardino Development Code

The following are provisions within the City's Municipal Code that are relevant to the proposed project:

Chapter 19.30.320 Parks and Recreation Facilities

- **19.30.320 (4) Park and Recreation Construction Fee.** A park and recreation construction fee shall be assessed for any mobile home lot or residential dwelling unit constructed in the City. Any person securing a building permit to construct a residential dwelling unit, shall pay one percent of the cost of the improvements for each single-family dwelling constructed, as determined by the building permit.
- **19.30.320 (7) Payment of Park and Recreation Construction Fee.** The fee required by Section 19.30.320(4) shall be due and payable upon the issuance of a building permit for either construction of any residential dwelling unit, or installation of electrical and/or plumbing equipment to provide service to a mobile home. A refund of this fee may be made to the person who paid the fee in the event the building permit expires, pursuant to Section 302(d) of the Uniform Building Code.
- **19.30.320 (10) Subdivisions not within City Limits.** When the proposed subdivision lies within the Sphere of Influence of the City, and the subdivider intends to annex, the subdivider shall, pay a fee in lieu thereof, dedicate land, or both in compliance with adopted park and recreational principles and standards of the City's General Plan, and pursuant to the provisions of section 19.30.320.

5.13.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project:

- R-1 Would increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.
- R-2 Includes recreational facilities or requires the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

5.13.3 Environmental Impacts

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts for the proposed project. The applicable thresholds are identified in brackets after the impact statement.

The proposed project also includes the annexation of six parcels owned by various property owners, with four of the lots occupied. A land use proposal has not been submitted for this 26.4-acre area and it is not owned or otherwise under the control of the applicant. For these reasons, no development is expected to occur on these parcels. The annexation would not increase demand to recreational facilities.

Alternative (Overhead Electric Lines) Development Plan

The Spring Trails project assumes that the Southern California Edison (SCE) overhead electric lines that traverse the western portion of the site will be located underground. In the event that the overhead electric lines cannot be located underground, an alternative plan accommodating the lines above ground, as shown in Chapter 3, *Project Description*, Figure 3-3A, *Alternative (Overhead Electric Lines) Development Plan*, is proposed for the project site. The alternative plan for Spring Trails is the same as the preferred plan in every respect except for the treatment of the land beneath the aboveground electric lines and the number of residential lots. The alternative plan contains 304 single-family detached units compared to 307 lots proposed in the preferred development plan. In the alternative plan, the area planned as open space totals 126 acres. The additional 0.9 acres of open space above what is shown in the preferred development plan accommodates an SCE easement. Therefore, the analysis below uses the preferred development plan to assess impacts to recreation facilities in the City.

Proposed Trails, Parks, and Open Space Plan

As shown on Figure 3-8, *Trails, Parks, and Open Space Plan*, Spring Trails accommodates 307 single-family detached units (306 new units and 1 existing residence) and a system of pathways that would connect the residences with neighborhood parks and natural open spaces. Development is focused within approximately 241.5 acres, or 68 percent of the total site, and includes 9 acres of parks and 125.1 acres of internal slopes and fuel modification zones. The remaining 32 percent of Spring Trails (111.3 acres) is preserved as natural open space.



Spring Trails would provide approximately 245.4 acres of public and private parkland, open space, and trails, as summarized in Table 5.13-1 and described in detail below. Also, Table 5.13-2, *Maintenance Plan*, describes the maintenance responsibilities for the neighborhood parks and trails in the project area.

Table 5.13-1
Open Space, Parks, and Recreation Facilities

<i>Parks/Recreation Facilities</i>	<i>Acres</i>
Public Parks	9.0
Open Space-Natural	111.3
Open Space-Controlled	125.1
Total	245.4

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**Table 5.13-2
Maintenance Plan**

Parks and Open Space	Developed By	Maintained By	Owned By
Private Parks	Master Developer	HOA/LLMD	HOA/LLMD
Public Parks	Master Developer	HOA/LLMD	City of San Bernardino
Trails	Master Developer	HOA/LLMD	City of San Bernardino
Detention Basins	Master Developer	HOA/LLMD	HOA/LLMD
Cable Creek and Meyers Open Space Areas	Master Developer	HOA/LLMD	City of San Bernardino

HOA: Home Owners Association

LLMD: Landscape and Lighting Maintenance District

Parks

Neighborhood Parks

Neighborhood parks are public parks that would offer a localized opportunity for outdoor recreation in Spring Trails. The two neighborhood parks that are proposed for Spring Trails would be dual-use parks that would also serve as water detention basins. On- and offsite stormwater flows would be collected and routed through a series of catch basin inlets and storm drain systems that convey water to onsite detention basins, which double as parks. These parks would be designed to withstand the water storage when used as detention basins. For more information regarding the detention basins, refer to Section 5.7, *Hydrology and Water Quality*. Additional amenities may include but are not limited to: gathering areas that provide active and passive recreation for the adjacent residents, shade structures, picnic tables, and tot lots.

Dog Park

The dog park would be a private, 1.6-acre park that is conceptually envisioned to consist of a completely enclosed play area for dogs and an adjacent unenclosed family picnic area that includes view benches and a group picnic structure. Specific recreational amenities depicted are representational and would be determined in the final park plan approved by the City. If a dog park is approved, the dog play area would be secured by a combination tubular steel fence with decorative pilasters along the perimeter of the dog play area facing the local street. A chain-link fence would secure the play area around the remainder of the boundary.

Garden View Park

Garden View Park would be a 0.4-acre private park with a thematic garden, an observation point, and a tot lot. Specific recreational amenities would be determined in the final park plan approved by the City. Additional amenities may include but are not limited to: an outdoor fireplace, water feature, picnic benches, and gazebo.

Trails

A diverse and comprehensive trails system is an integral part of Spring Trails. The interconnected system would allow residents to walk or hike to neighborhood parks and within open space. The varied designs and scenic locations of planned trails would encourage trail use, help to reduce automobile use within the community, and promote healthier lifestyles.

The trail system would also connect to the offsite trails proposed by the Fifth Ward Trails Commission, as shown in Chapter 3, *Project Description*, Figure 3-8, *Trails, Parks, and Open Space Plan*. The Fifth Ward Trails Commission consists of residents who are involved in the planning of multiuse trails in the Verdmont area. All trail connections would be planned in coordination with the City's Parks and Recreation Department and the Development Services Department. The planned trail system comprises of a community trail, equestrian/pedestrian trails, and hiking trails, as shown in the figure .

Community Trail

The community trail would be an eight-foot-wide trail surfaced with decomposed granite or other appropriate surface and within the primary entry road right-of way. It would be intended for pedestrian and bicycle use.

Equestrian/Pedestrian Trails

Equestrian/pedestrian trails would consist of 12-foot-wide trails surfaced with decomposed granite or other appropriate surface. Equestrian/pedestrian trails would include observation points at scenic vistas, and access control fencing may be provided if needed for public safety. The trail connects with the City's existing offsite trail from the southern tip and the west side of the site.

Hiking Trails

The hiking trails on Figure 3-8 are conceptual and represent the need to provide off-street connections in certain locations; however, the exact alignment would be established with the approved tract map. Hiking trails would generally be a minimum of four feet wide.

As shown in Figure 3-8A, *Alternative (Overhead Electric Lines) Trails, Parks, and Open Space Plan*, the land underneath the central portion of the SCE easement is designated as graded slope. If permitted by SCE, a park and/or trail may be located under this portion of the electric lines as a permitted use; however, they are not assumed in the buildout of the alternative plan.

Trailheads

Trailheads would occur at Neighborhood Parks I and II and Garden View Park, and are identified on Figure 3-8. Trailheads would have maps of the trail system and signs to advise people of rules and regulations, trail etiquette, and permitted trail uses.

Observation Points

Observation points are areas with views of the surrounding natural open space elements. Observation points would be strategically located along the multipurpose and equestrian trails. Observation points would most likely include benches, trash receptacles, shade structures, and educational kiosks describing local geology and habitat.

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.



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IMPACT 5.13-1: THE PROPOSED PROJECT WOULD INCLUDE UP TO 307 RESIDENTIAL DWELLING UNITS TO THE SAN BERNARDINO AREA, RESULTING IN A SUBSEQUENT INCREASE IN USE OF EXISTING RECREATIONAL FACILITIES AND A POSSIBLE DEMAND FOR ADDITIONAL FACILITY DEVELOPMENT. [THRESHOLDS R-1 & R-2]

Impact Analysis: According to the Parks, Recreation, and Trails Element of the San Bernardino General Plan, five acres of parkland and/or recreations facilities per 1,000 population is required for residential development projects. The maximum buildout of the Spring Trails Specific Plan would accommodate 307 units. Based on the City of San Bernardino's General Land Use Element, the 2008 average household size is 3.34 persons, and the project would therefore generate a population of approximately 1,025 residents (307 units x 3.34 = 1,025).

Based on the Quimby Act legislation allowing a maximum parkland dedication standard of 3 acres per 1,000 population, approximately 3.1 acres of parkland or equivalent fees or improvements would be required to serve the residents of the proposed project. Based on the City's General Plan performance standard for parks and recreation facilities (5 acres per 1,000 population), the project would generate the need for 5.13 acres of parkland.

The Spring Trails Specific Plan would provide 245.4 acres of public and private parkland, open space, trails, and recreational amenities on the project site. More specifically, 9.0 of the 245.4 acres would be designated public and private parks: 2.0 acres of private parks and 7.0 acres of public parks. Therefore, the project would exceed the City requirements by 3.87 acres of parkland. Additionally, the project responds to the City's Parks, Recreation, and Trails Element Goals 8.1 and 8.3 by providing parks and creating a trail system that would connect to future and existing regional and City trails. The parks and open space components would provide passive and active recreational opportunities. The exact number, precise location, configuration, type, and amount of amenities and facilities, and the size of the parks and open space areas would be established at the time of development of the tentative tract map(s) of the proposed project.

The proposed parks and open space acreage of the Spring Trials Specific Plan would meet and exceed the amount of parkland and/or recreation facilities defined by the Quimby Act and the more conservative performance standard outlined in the City's General Plan. Therefore, the proposed project's parks and open space components would ensure that recreational facilities would be available to new residents of the proposed project. Since park needs would be met and exceeded onsite, it is not expected that the residents of the proposed project would, in any appreciable manner, need to use City or regionwide parks that are located offsite. Additionally, the proposed public parks, trails, and open space components would also serve residents of the existing and future surrounding communities. Impacts from construction of the parks and trail system are included in the discussion of impacts for the overall development in this EIR.

The above analysis is applicable to both the preferred development plan and the alternative (overhead electric lines) development plan.

5.13.4 Cumulative Impacts

Buildout of the Spring Trails Specific Plan would accommodate 307 residential units, generating a total of 1,025 residents. According to the Parks, Recreation, and Trails Element, the City is currently deficient in park space and needs 787.6 acres of public parkland to provide for the projected population. The project itself would generate a need for a total of 5.16 acres of parkland. However, the project would provide 9 acres of public and private parkland and an additional 236.4 acres of open space, providing additional acreage beyond the park requirements and lessening the City's overall parkland needs.

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The proposed project increases the cumulative acreage of parks in the City, improving the City's current deficiency of parkland. Additionally, the Spring Trails Specific Plan meets the goals of the Parks, Recreation, and Trails Element of the General Plan—encourage creation of a system of parks, bikeways, trails, and recreation facilities that serve residents needs and connect different neighborhoods to the City; and develop a system of open spaces, bikeways, and trails to connect individual neighborhoods into the fabric of the entire community.

The above analysis of cumulative impacts is applicable to both the preferred development plan and the alternative (overhead electric lines) development plan.

5.13.5 Existing Regulations and Standard Conditions

- City of San Bernardino Development Code, Section 19.30.320, *Parks and Recreation Facilities*.

5.13.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements, the following impact would be less than significant: 5.13-1.

5.13.7 Mitigation Measures

No mitigation measures are required.

5.13.8 Level of Significance After Mitigation

No significant impacts have been identified and no mitigation measures are required.



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