4.16.1 Overview

This section describes the existing recreational facilities that could be adversely affected by the project and the applicable laws and regulations related to recreational facilities. The section concludes with an analysis of the project's effects associated with park facilities, existing recreational amenities, and new or expanded recreational facilities.

4.16.2 Existing Conditions

The project area contains several recreational facilities including parks, trails, preserves, reservoirs, and other amenities that provide valuable recreational opportunities to the local community while preserving the natural and cultural resources within it. County DPR operates several trails within the community of Alpine. This section describes the recreational facilities within the project area.

~~**Table 4.16-1. Parks and Recreational Facilities within the Project Area**~~

~~Park/Facility Name~~	~~Park Type~~	~~Existing Acreage~~
~~Boulder Oaks Neighborhood Park[1]~~	~~Local Park~~	~~2~~
~~Joan MacQueen Middle School[1]~~	~~JEPA~~	~~12~~
~~Shadow Hill Elementary School[1]~~	~~JEPA~~	~~12~~
~~Wright's Field~~	~~Neighborhood Park~~	~~202~~
~~Cleveland National Forest~~	~~Regional Park~~	~~28,020~~
~~**Total**~~		~~**28,248**~~

~~[1] 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.~~

The project area 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 Community of Alpine is developed and managed by the County ~~of San Diego~~ according to the County Trails Program and the Community Trails Master Plan, but these trails may be developed on public, semi-public, or private lands (County of San Diego 2005).

Several parks in the project area are not owned by the County ~~of San Diego~~ but are available to nearby 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), approximately 0.65 mile west of the project site and owned by the Alpine Union School District (AUSD), is available to the residents of ~~the county~~San Diego County during limited hours because of a Joint Exercise of Powers Agreement (JEPA) between AUSD and the County ~~of San Diego.~~. Boulder Oaks Neighborhood Park includes playground equipment and picnic tables. AUSD and the County ~~of San Diego~~ also have a JEPA for Joan MacQueen Middle School (12 acres)

approximately 0.40 mile northwest of the project site and Shadow Hills Elementary School (12 acres) approximately 3 miles northwest of the project site, which have athletic fields that are available for public use outside of the operational hours of the schools. Figure 4.16-1 shows the locations of the existing local parks in relation to the project area.

Wright's Field, a preserve, is adjacent to the project site. 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 is owned and managed by the Back Country Land Trust.

The Cleveland National Forest is the southernmost National Forest in California consisting of a total of 460,000 acres in Southern California. The forest offers a wide variety of terrains and recreational opportunities including camping, hunting, mountain biking, hiking, all-terrain vehicle riding, and target shooting. Approximately 28,248 acres are in proximity to the project.

Table 4.16-1. Parks and Recreational Facilities within the Project Area

Park/Facility Name	Park Type	Existing Acreage
Boulder Oaks Neighborhood Park[1]	Local Park	2
Joan MacQueen Middle School[1]	Local Park	12
Shadow Hill Elementary School[1]	Local Park	12
Wright's Field	Preserve	202
Cleveland National Forest	Preserve	28,020
Total		**28,248**

[1] 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 and its residents.

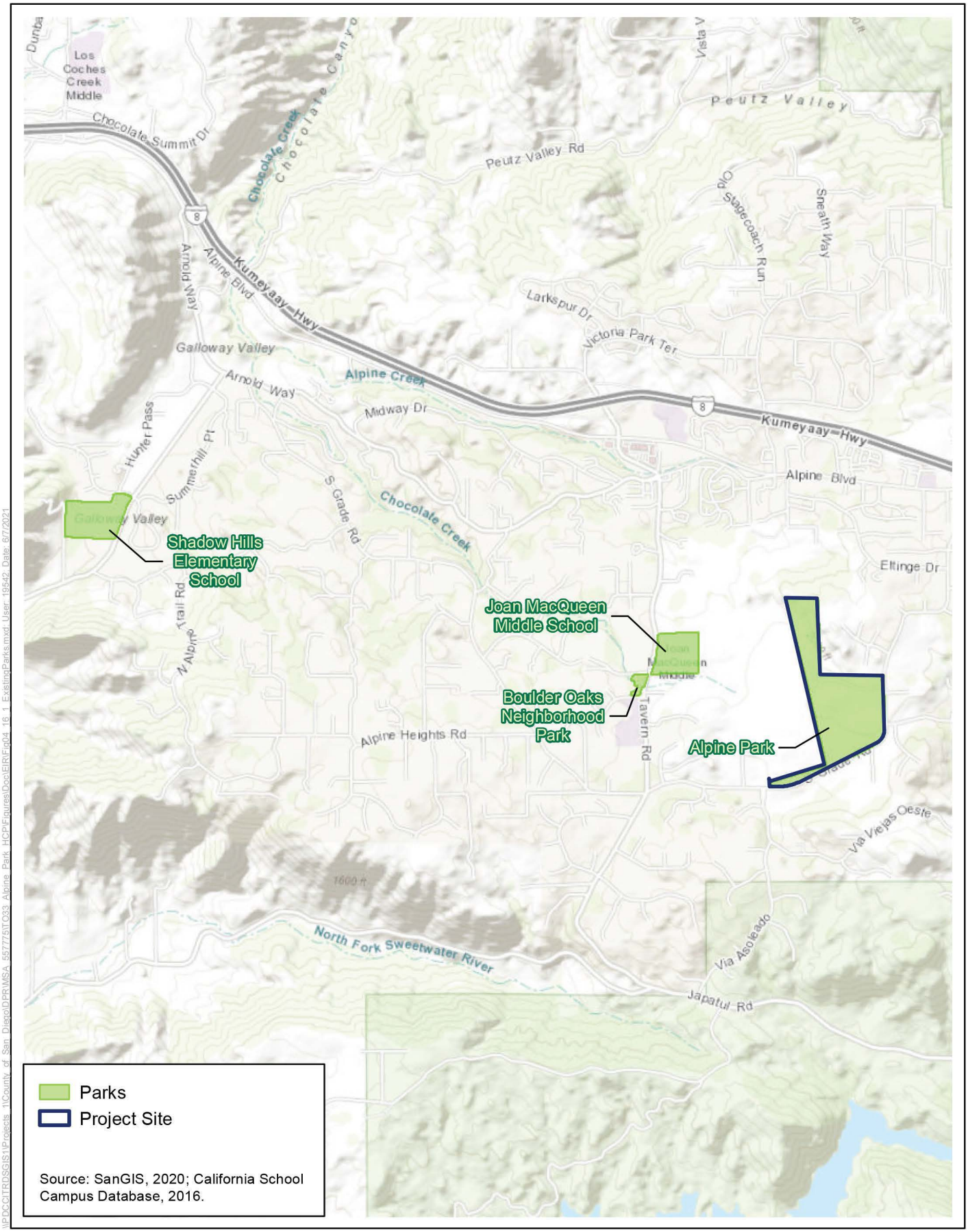

Figure 4.16-1
Existing Parks
Alpine Park Project

4.16.2.1 County of San Diego

The *San Diego County General Plan* identifies goals and policies for meeting the recreational needs of local communities. To evaluate the recreational need of the ~~c~~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~~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 parkland and recreational facilities. The advantage of this evaluation is that it may be used to allocate funding for the focused development of recreational facilities in underserved communities.

According to the *County of San Diego Parks Master Plan* (PMP), the County's minimum level of service 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 2016). However, the goal identified in the 2011 *San Diego County 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 2011a). The PMP minimum standard is an analytical tool for County DPR to determine where parks and recreational resources are needed, whereas the 2011 ~~general plan~~General Plan establishes a goal for long-term park and recreational development. As of 2019, the Alpine Community Plan Area (CPA) has approximately 1.44 acres of local parkland per 1,000 residents, and no regional parkland. 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~~the County to require developers to pay in-lieu fees for local park development or dedicate parkland up to 3 acres per 1,000 residents. 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 U.S. Fish and Wildlife Service. State and federal grants are the most important funding source for the acquisition and development of parkland (County of San Diego 2011b).

The County also participates 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 Powers Authorities defines JEPAs or Joint Powers Authorities 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 n.d.). 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 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 AUSD.

4.16.3 Applicable Laws and Regulations

4.16.3.1 Federal

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

The National Trails System Act of 1968 instituted a nationwide system of interstate riding and hiking trails. This act reflects the federal government's goals of preserving and developing new riding and hiking trails and aims to protect existing trails and provide for new trails and related facilities.

4.16.3.2 State

Senate Bill 1685

Senate Bill 1685 authorizes open space districts to levy special assessments for open space purposes. The enabling legislation for regional open space districts is in the California Public Resources Code commencing with Section 5500 and in the Government Code commencing with Section 56000. Pursuant to ~~this code~~these codes, regional park and open space districts are formed when three or more jurisdictions, together with any parcel of city or county territory, ~~o rganize~~organize a contiguous area with the intent for the designated space to serve the park and recreational needs ~~in San Diego County.~~ Senate Bill 1685 is the same authority as that for regional park districts and open space districts.

4.16.3.3 Local

County of San Diego Parks Master Plan

The County's PMP serves as a guidance document for the acquisition and development of future parks and recreation facilities in the unincorporated ~~county~~area. 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 County 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 County 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, where the project site is located, 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 County DPR in the Alpine CPA.

County Park Lands Dedication Ordinance

On July 25, 2018, the Board of Supervisors 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~~area into 24 LPPAs, which are used to determine the amount of parkland to be dedicated or the in-lieu fees to be paid for residential development projects subject to the PLDO. The PLDO requires that developers dedicate parkland to meet the level of service 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 level of service standard. All fees collected in an LPPA must be spent in that park planning area (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 parkland dedication or active recreation facilities but may be used for local-serving, active recreation in regional parks.

4.16.4 Project Impact Analysis

4.16.4.1 Methodology

This section analyzes the project's impacts on recreational facilities by determining if the project has the potential to accelerate the physical deterioration of existing recreational facilities. In addition, recreational impacts may occur if the project would implement recreational amenities that would directly result in a physical impact on the environment. The analysis determines if the physical construction would result in a significant impact on the environment and if mitigation is necessary.

4.16.4.2 Thresholds of Significance

Appendix G of the ~~State~~ CEQA Guidelines

The following significance criteria are based on Appendix G of the ~~State~~ CEQA Guidelines and the ~~County of San Diego's~~County's CEQA Significance Determination Thresholds and provide the basis for determining significance of impacts associated with recreation resulting from the project. The determination of whether an impact on recreational facilities would be significant is based on the applicable recreation thresholds and the professional judgment of County DPR as lead agency supported by the evidence in the administrative record.

Impacts are considered significant if the project would result in any of the following:

1. 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.
2. Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

County of San Diego Guidelines for Determining Significance

The County ~~of San Diego~~ does not have specific guidelines for determining significance for recreation impacts.

4.16.4.3 Project Impacts and Mitigation Measures

Threshold 1: Implementation of the project would not 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.

County Park and Trails

Impact Discussion

Construction

Construction activities would bring construction workers to the project site; however, it is not expected that they would use existing neighborhood or regional parks or other recreational facilities to such a degree and for such a duration of time that there would be a substantial physical deterioration of the existing facilities. Furthermore, construction activities would be temporary. As a result, project construction would not increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of these facilities would occur or be accelerated.

Operation

The project includes the development of an active park and trails that would provide recreational opportunities for the local community of Alpine. The project would result in increased visitors to the project site, which is currently closed to the public. Operation of the proposed 25-acre active park and 1 acre of trails would accommodate visitors because recreational opportunities would be expanded beyond existing recreational facilities within the project area. The community of Alpine is currently deficient in park space and the project would increase the available recreational acreage for the ~~surrounding~~local community. The project would open a new recreational facility to the public, which would reduce the demand on other similar recreational facilities in the ~~region~~community. As a result, although operation of the project would increase the use of the existing passive recreational facilities, the project would not increase their use in such a way that substantial physical deterioration of these facilities would occur or be accelerated.

Impact Determination

Implementation of the project would not 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. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Impacts would be less than significant.

Open Space~~/Preserve~~

Impact Discussion

The open space~~/preserve~~ area would allow for continued use of existing trails within the approximately 70-acre area during operation. As a result, the proposed open space~~/preserve~~ component would not 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.

Impact Determination

Implementation of the open space~~/preserve~~ component of the project would not 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. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Impacts would be less than significant.

Threshold 2: Implementation of the project would not include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

County Park and Trails

Impact Discussion

Construction

As discussed throughout this Final EIR, construction of the project could result in potential physical impacts associated with construction activities. Mitigation measures have been identified for significant impacts associated with the construction of the active park that would be developed under the project. To the extent feasible, the identified mitigation measures would reduce impacts to less-than-significant levels. Construction of the active park and trails component would not result in any additional significant impacts beyond those already identified throughout this Final EIR.

Operation

The project would increase the available recreational facility acreage in the Alpine community by approximately 25 acres of active park and approximately 1 acre of trails. Although visitors to the project area would increase as a result of the project, the active park and trails would serve visitors during operations. Therefore, implementation of the project would not result in substantial adverse physical impacts associated with the construction of recreational facilities.

Impact Determination

Implementation of the project would include recreational facilities or require the construction or expansion of recreational facilities. However, no impacts beyond those identified throughout this Final EIR were identified. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Impacts would be less than significant.

Open Space~~/Preserve~~

Impact Discussion

As discussed throughout this Final EIR, construction and operation of the open space~~/preserve~~ component of the project could result in potential physical impacts associated with construction of the recreational facility. Mitigation measures have been identified for significant impacts associated with construction activities. To the extent feasible, the identified mitigation measures would reduce impacts to less-than-significant levels. Construction of the open space~~/preserve~~ component would be minimal and would not result in any additional significant impacts beyond those already identified throughout this Final EIR.

Impact Determination

Implementation of the project would include recreational facilities or require the construction or expansion of recreational facilities. However, no impacts beyond those identified throughout this Final EIR were identified. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

Level of Significance After Mitigation

Impacts would be less than significant.

4.16.5 Summary of Significant Impacts

There would be no significant impacts associated with recreation and no mitigation is required.