

4.14 Recreation

This section describes the existing recreation conditions of the Pacifica Project (project or proposed project) site, identifies associated regulatory requirements, evaluates potential impacts, and identifies mitigation measures related to implementation of the project in the City of Oceanside (City).

4.14.1 Existing Conditions

The City's General Plan Recreational Trails Element was last updated in June 2002 (City of Oceanside 2002a). The purpose of the Recreational Trails Element is to state the specific goals and objectives that will improve the operation and design of the City's trail system for bicycles, pedestrians, and equestrians. The Recreational Trails Element replaced the City's Non-Motorized Transportation Element (1976) and is a sub-element of the Circulation Element. Information from the Recreational Trails Element is incorporated herein. Due to the age of this document, information from the Background Report #2: Land Use & Community Resources prepared by the City in June 2021 (City of Oceanside 2021a) in support of the General Plan Update has also been referenced herein for more updated information on parks and recreational open space within the City, in addition to the City's 2019 Parks and Recreation Master Plan.

Surrounding Parks and Trails

The City maintains parks, recreational facilities, and community centers, including the beach, Buena Vista Lagoon, the San Luis Rey River, Calaveras Lake, Hosp Grove, Guajome Regional Park, golf courses, a dog park, skate parks, and trails. The City currently has approximately 642 acres of park land. According to the Background Report #2, "[a]s of 2020, the City's parks and recreation facilities consist of 15 community and 17 neighborhood parks, one regional park, three recreation centers (Junior Seau Community Center, Joe Balderamma Recreation Center, and Melba Bishop Recreation Center), a YMCA and Boys and Girls Club, two senior centers, five skateparks, and two pools." Other facilities include Oceanside's 3.5 miles of beach and the City's harbor and pier (City of Oceanside 2021a).

The City's General Plan Recreational Trails Element focuses on the provision and maintenance of pedestrian, bicycle, and equestrian trail systems through the City. The City's General Plan Environmental Resource Management Element provides the City's recreational standards for parks, which includes the dedication of 5 acres of park per 1,000 residents (City of Oceanside 2002b). In addition, the City adopted a Parks and Recreation Master Plan to create a vision for the parks and recreation system. The Parks and Recreation Master Plan was updated in 2019 and provides a guide for the orderly development of future park, recreation, and open space facilities and programs in order to meet the community's current and future needs through 2030. Goals of the Master Plan include a 15-minute walk for neighborhood parks or a 5-minute drive for community parks and special facilities. The Master Plan defines five major categories of park types: neighborhood parks, community parks, community centers, regional parks, and special use parks. These park categories are described below (City of Oceanside 2019).

- "Neighborhood Parks are generally smaller parks that provide both passive and limited active recreation but tend to focus on passive recreation. They are typically less than 5 acres and serve nearby residents within a 15-minute walkshed. They generally do not include citywide facilities, such as gyms, pools, or sports fields" (City of Oceanside 2019).
- "Community Parks serve daily recreational needs of the community as well as the local broader neighborhood. They are generally over five acres in size and service an area within a 5-minute driveshed.

They are the locations where city-wide sports fields, pools and court sports are concentrated” (City of Oceanside 2019).

- “Community Centers are community buildings that provide a wide range of activities serving the community as a whole. These centers often accommodate special events, recreation programs, offices, and community services. These facilities can pull from users all over the community, but should be accessible by a 5-minute drive” (City of Oceanside 2019).
- “Regional Parks are parks that are larger than 30 acres, service the region, and provide a range of activities including passive and active recreation opportunities and often include open space, cultural, and/or natural resources” (City of Oceanside 2019). The sole park classified as regional is the 75-acre Guajome Regional Park, which includes 4.5 miles of multi-use trails, diverse habitats, and recreation areas featuring playgrounds, a basketball court, and a 33-site campsite.
- Special use parks are a broad category of facilities that focus on specific functions, themes, or user groups. They include facilities such as Heritage Park, the Municipal Golf Course, Oceanside Harbor and Oceanside Pier, and swim facilities.

The closest community parks to the project site include 18-acre Libby Lake Park, located approximately 0.5 miles southwest of the project site; 29-acre Mance Buchanon Park, located approximately 0.6 miles southeast of the project site; and 16-acre Melba Bishop Park, located approximately 0.5 miles east of the project site. The closest City neighborhood park to the project site is the 12-acre Ivey Ranch Park, located approximately 3.7 miles southwest of the project site. The closest regional park is Guajome Regional Park, located approximately 2.6 miles southeast of the project site. Planned parks in the City include El Corazon Park, located in the center of the City bounded by Rancho Del Oro Drive to the east, Oceanside Boulevard to the south, El Camino Real to the west, and Mesa Drive to the north. In 2009, the El Corazon Specific Plan was adopted to guide and implement the vision for the 465-acre area. Future plans for the site include “212 acres of parks and recreation, 164 acres of habitat, 34 acres of civic services, 25 acres of commercial, 19 acres of village commercial, and 11 acres of hotel” (City of Oceanside 2021a).

The Background Report #2: Land Use & Community Resources also notes the following (City of Oceanside 2021a):

Accounting for the total acreage of Oceanside’s parks - including Regional, Community, Special Use, and Neighborhood Parks, as well as golf courses and Community Centers, the City of Oceanside currently provides approximately 642.1 acres of parkland. In addition, 155.6 acres of public schoolground acreage (40 percent of the total schoolground acres) are countable toward Oceanside’s total park acreage giving a total of 797.7 acres of existing parkland. As of 2019, the population within the City of Oceanside was 175,389, resulting in a parkland service ratio of 4.5 acres per 1,000 residents... While this is below the current standard of 5 acres per 1,000 residents, the existing inventory includes only two acres of the El Corazon site. Planned development of El Corazon will result in an additional 210 acres of parkland. With completion of El Corazon, the parkland service ratio will increase to 5.7 acres per 1,000 residents.

4.14.2 Regulatory Setting

State

Quimby Act

California allows a city or county to pass an ordinance that requires, as a condition of approval of a subdivision, either the dedication of land, the payment of a fee in lieu of dedication, or a combination of both for park and recreational purposes (California Government Code Section 66477). This legislation, commonly called the “Quimby Act,” establishes a maximum parkland dedication standard of 3 acres of parkland per 1,000 residents for a new subdivision development unless the amount of existing neighborhood and community parkland exceeds that limit.

Local

City of Oceanside General Plan

The State of California requires that each city draft and adopt a comprehensive General Plan that provides long-term guidance for development within the city’s jurisdiction. The City of Oceanside General Plan comprises multiple elements addressing specific areas of development. The sections that address goals and policies related to recreation are the Community Facilities Element, Environmental Resource Management Element, Land Use Element, and Recreational Trails Element. Each of these elements are described in detail as they related to parks and recreation below.

Community Facilities Element

The Community Facilities Element provides overall guidance for maintaining and developing the City’s public services and facilities, including parks and other recreational facilities. The goals and policies contained in the Community Facilities Element aim to provide adequate public facilities that support recreational and leisure activities as well as to contribute to overall health of the City’s residents. Specifically, the Community Facilities Element establishes that an adequate parkland goal is 5 acres of dedicated parkland per 1,000 residents within the city (City of Oceanside 2002c).

As defined in the Community Facilities Element, community parks should meet the following (City of Oceanside 2002c):

- a) The topography and land configuration should be sustainable to accommodate the park’s proposed uses. A minimum of 65% of the park land area should be usable for active recreation;
- b) Sites should have or be able to achieve safe pedestrian and bicycle access;
- c) Sites should be visible from the street in order to enhance enjoyment of the park by people driving by and to facilitate security surveillance;
- d) Noise generated by park use should be mitigated to avoid disturbing adjacent residences;
- e) Lighting should be designed to limit impacts on adjacent residents;
- f) Parks should be buffered from adjacent residences through the use of fences, landscaping, berms, or other treatments, in order to prohibit undesired access to private property; and
- g) “Community Parks” located in residential neighborhoods should have at least one access point on a Collector road. Whenever possible, these facilities should be located adjacent to public schools.

Environmental Resource Management Element

The Environmental Resource Management Element provides guidance to conserving and preserving natural resources and open space as the City develops. As related to recreation, this element encourages the preservation of open space for public health and welfare (City of Oceanside 2002b). Open space is generally defined as land areas absent of human-made structures.

Land Use Element

The Land Use Element provides policies, definitions, and zoning designations for all land use types in the City. It establishes guiding policies for each type of land use, including open space and community facilities. As it related to parks and recreation, the Land Use Element gives overall direction of encouraging, preserving, and developing adequate open space, park areas, and recreation facilities for community use. The element also establishes the general development impact fee policy to provide for expanding public facilities to meet the demand of any new development (City of Oceanside 2002d).

Circulation Element

The City's Circulation Element (City of Oceanside 2012) includes the Pedestrian Master Plan, the Bicycle Master Plan, and the Recreational Trails Element.

Pedestrian Master Plan

The City of Oceanside Pedestrian Master Plan aims to guide how the City plans and implements pedestrian projects, including projects to enhance neighborhood quality or mobility options by providing pedestrian improvement projects. The Pedestrian Master Plan identifies and prioritizes pedestrian projects based on technical analyses and community input and provides a prioritized list of projects to improve the City's ability to receive grant funding to implement the top priority projects.

Bicycle Master Plan

The Bicycle Master Plan is a comprehensive update to the 1995 City of Oceanside Circulation Element and Recreational Trails Element and identifies points where the City's bikeway system could be integrated with the San Diego County regional bikeway system. The Bicycle Master Plan evaluates the City's existing bikeway facility system and its relationship with other systems, such as mass transit, and recommends improvements wherever appropriate. Additionally, the goal of the Bicycle Master Plan is to maximize the efficiencies offered by multi-modal connections between mass transit and bikeways as well as to promote a viable alternative to the automobile travel in a climate particularly conducive to bicycle transportation. The City aims to implement the Bicycle Master Plan to provide a more convenient bikeway system for cyclists, especially for those who choose bicycle transportation over vehicle transportation.

Recreational Trails Element

The Recreational Trails Element provides policies and guidance for the City's bicycle, pedestrian, and equestrian trail system. This element defines adequacy standards and goals for maintaining recreational trails, such as hiking trails, multi-use trails, equestrian trails, and bicycle trails throughout the City.

City of Oceanside Municipal Code

Chapter 32B – Impact Fees

Chapter 32B of the City’s Code of Ordinances covers “all impact fees imposed by the city as a condition of development approval for the purpose of financing capital improvements, the need for which is attributable to such development, unless expressly...exempted.” Fees applicable to recreation include “[p]ark fees imposed pursuant to Ordinance No. 91-10” and “[p]ark fees imposed pursuant to article 40 of the Zoning Regulations (Ordinance No. 88-22, as amended).”

Chapter 32C – Public Facility Fee Requirements

Chapter 32C of the City’s Code of Ordinances outlines “provisions for assessing and collecting fees, herein referred to as ‘public facilities fees’ as a condition of issuing a building permit for the purpose of defraying the actual or estimated costs of constructing needed public facilities pursuant to the community facilities element of the general plan.” Section 32C.2 defines public facilities as “all governmental facilities specified in the adopted elements of the city’s general plan, including the community facilities element, or such facilities contained in the city’s five-year capital improvement program.” Per Section 32C.3, “Prior to the issuance of a building permit for new construction, including residential and nonresidential development, on any property within the citywide area of benefit established pursuant to this chapter, the applicant for such permit shall pay or cause to be paid any fees established and apportioned pursuant to this chapter for the purpose of defraying the actual or estimated cost of constructing the city’s public facilities. The amount of such fee shall be fixed by resolution of the city council in accordance with the provisions of chapter 32B.” Per Section 32C.4, “The purpose of this chapter is to ensure that the quality of life of all residents is protected as new development occurs, and that the ability of the city to provide public facilities for the benefit of the city as a whole exists. Because the police, fire, general government and library facilities addressed in the public facilities fee provide benefit to the entire city, the area of benefit for the public facilities fee is the city boundaries.”

Chapter 32D – Park Land Dedication and Payment of Fees

Chapter 32D of the City’s Code of Ordinances outlines provisions that “apply to all development within the City of Oceanside by which additional residential lots and/or dwelling units are created. Every owner, developer or subdivider who creates such lots and/or units shall dedicate a portion of land, pay a fee, or do both as set forth in this chapter for the purposes of providing open space, park and recreational facilities.” Per Section 32D.5, “In accordance with the standards of five (5) acres of developed parkland for each one thousand (1,000) people, set forth in the community facilities element, a developer shall dedicate land and/or pay a fee as required by this chapter. The city council shall, by resolution, fix said dedication and/or fee requirements.” Per Section 32D.7, “Fees collected pursuant to this chapter shall be allocated and expended pursuant to the requirements of Section 32B of the City Code.”

Parks and Recreation Master Plan

Adopted in November 2019, the Parks and Recreation Master Plan provides guidance on the development of future parks, recreation, and open space facilities to meet the needs of the community. The Master Plan identifies existing facilities, provides a Citywide needs assessment, proposes implementation strategies, and includes overall goals and policies for the development, maintenance, renovation, and acquisition of park facilities.

4.14.3 Thresholds of Significance

The significance criteria used to evaluate the project impacts to recreation are based on Appendix G of the CEQA Guidelines. According to Appendix G of the CEQA Guidelines, a significant impact related to recreation would occur if the project would:

- a) 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.
- b) Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

4.14.4 Impacts Analysis

Would the project 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?

As described in Section 4.12, Population and Housing, of this EIR, the project would construct 164 residential units, which would have the potential to house approximately 469 people, based on the City's Housing Element of an average household size of 2.86 persons per dwelling unit (City of Oceanside 2021b). An increase of 469 people at the currently vacant project site would result in the potential for increased use of existing neighborhood and regional parks. In accordance with the City's Municipal Code, Chapter 32D, the project is required to either (1) create dedicated park land within or partly within the project site, whose acreage would be determined by the City, (2) dedicate land usable for recreation purposes in addition to paying a portion of the park impact fee, or (3) pay the entire park impact fee (City of Oceanside 2022).

Although the City's current parkland service ratio is below the current standard (4.5 acres per 1,000 residents, instead of 5 acres per 1,000 residents), the existing inventory includes only 2 acres of the 465-acre El Corazon Specific Plan area. Development of the 212-acre El Corazon Park will increase the parkland service ratio to 5.7 acres per 1,000 residents (City of Oceanside 2021a).

A total of approximately 59,460 square feet of common open space is proposed, and a total of 23,950 square feet of private open space is proposed. The common open space areas consist of a dog park, fire pits for community gathering, tot lot, bocce ball courts, pickleball courts, open lawn, barbeque areas, internal trails, and landscaping to help encourage pedestrian connectivity (Figure 3-6, Conceptual Open Space). Private open space would consist of balconies or patios within residences. Overall, a total of 83,410 square feet of usable space would be provided within the project site, which breaks down to 508 square feet per unit. A summary of the usable open space areas proposed as part of the project is outlined in Table 3-2, in Chapter 3, Project Description.

Although the project would potentially increase the utilization of existing parks and recreational facilities within the City, it is determined that the combination of proposed open space amenities on site, existing park and recreational facilities in the area, and proposed future recreational facilities within the City would adequately serve future residents of the project site. Additionally, the project developer would be responsible for applicable developer and park impact fees. Such fees for new residential development within the City go towards facilities such as (but not limited to) parks, public facilities, and schools. Therefore, it is determined that implementation of the project would have a **less-than-significant** impact on existing recreation facilities.

Does the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?

As described in response to threshold (1), above, the project would provide 59,460 square feet of common open space and 23,950 square feet of private open space. The common open space areas consist of a dog park, fire pits for community gathering, tot lot, bocce ball courts, pickleball courts, open lawn, barbeque areas, internal trails, and landscaping to help encourage pedestrian connectivity (Figure 3-6). Private open space would consist of balconies or patios within residences. Overall, a total of 83,410 square feet of usable space would be provided within the project site. The City requires 300 square feet of open space per unit, and the project proposes approximately 508 square feet of open space per unit.

Open space and recreational amenities proposed as part of the project have been analyzed throughout this EIR and would not result in any adverse physical effect on the environment. Implementation of the project is not anticipated to result in accelerated deterioration of existing parkland or recreation facilities that would necessitate the construction or expansion of additional parks or recreational facilities off site. The project would increase the use of existing parks and recreational facilities within the project area. However, the combination of the proposed open space amenities on site, existing park and recreational facilities within the area, and proposed future recreational facilities within the City would adequately serve future residents of the project site. Additionally, the project developer would be responsible to pay applicable development and park impact fees. Such fees for new residential development within the City go towards facilities such as (but not limited to) parks, public facilities, and schools. Therefore, impacts to recreational facilities as a result of project implementation would be **less than significant**.

4.14.5 Cumulative Analysis

The geographic context for the analysis of cumulative impacts associated with recreation consists of the City, because recreational facilities are provided by the City. The proposed project would contribute a direct permanent increase to the population of the City and would increase the demand on recreational uses. However, it is unlikely that all occupants of approved and proposed housing in the City would be new residents to the City and, thus, new users of existing recreational facilities.

The project, as well as the cumulative projects, would add to the cumulative demand for park and recreation facilities in the community. All residential projects that increase the demand for park and recreation needs in the City are required to provide park space and/or pay park in lieu fees. The environmental documentation prepared for each project would analyze impacts associated with the construction of any parks within each overall development footprint. In addition, one of the cumulative projects, El Corazon Park, would result in an additional 212 acres of parkland. Development of El Corazon Park will increase the parkland service ratio to 5.7 acres per 1,000 residents (City of Oceanside 2021b).

In accordance with the City's Municipal Code, Chapter 32D, cumulative projects would be required to either (1) create dedicated park land within or partly within the project site, whose acreage would be determined by the City, (2) dedicate land usable for recreation purposes in addition to paying a portion of the park impact fee, or (3) pay the entire park impact fee. Furthermore, any substantial expansion or development of new recreational facilities would be subject to the appropriate CEQA environmental review, which would identify and address any site-specific impacts. Therefore, with payment of the City's development impact fees and project-specific environmental review, cumulative impacts to recreational facilities would be **less than significant**.

4.14.6 Mitigation Measures

Impacts related to recreation as a result of project implementation are determined to be less than significant; therefore no mitigation measures are required.

4.14.7 Level of Significance After Mitigation

No substantial impacts related to recreation were identified; therefore, no mitigation measures are required. Impacts related to recreation would be **less than significant**.

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