

## 4.12 RECREATION

This section describes existing public recreation facilities in and near the project area and the City's regulations and policies affecting public recreation services. Impacts to recreation that could occur from project implementation are evaluated, and mitigation measures to reduce impacts are proposed. Cumulative impacts to recreation are also evaluated, as well as the project's contribution to such cumulative impacts. Information regarding current public recreation services affecting the project area was developed from the City of Seaside General Plan, the *West Broadway Avenue Existing Conditions Report (2007)*, and discussions with City staff.

For the purposes of this evaluation, the term "recreational facilities" refers to public parks, public recreational facilities, and open space areas that are dedicated to recreational uses. Open space areas set aside for biological remediation, open water areas, and private recreational venues are not considered here.

### 4.12.1 ENVIRONMENTAL SETTING

The City of Seaside owns and manages 28 parks and recreation areas. The City organizes these parks and recreational facilities by type, including mini-parks (less than 1 acre), neighborhood parks, community parks, regional parks, special use areas, open space areas, and undeveloped sites. **Table 4.12-1** below summarizes the City-owned parks and recreation areas by type and park condition.<sup>1</sup> **Figure 4.12-1** shows the location of the parks and recreation facilities near the project area. None of these facilities are located within the project area. However, the following three parks are located within a half-mile of the project area.

**Laguna Grande Park.** Laguna Grande Park is a 10.74-acre regional park located to the south of Del Monte Boulevard and Roberts Lake, on the west side of Canyon Del Rey Boulevard. The Park is located in both the cities of Monterey and Seaside and is bordered by Virgin Avenue and English Avenue to the west in the City of Monterey and is bordered by Canyon Del Rey Boulevard, Del Monte Boulevard, and Fremont Boulevard within the City of Seaside. The Park includes picnic areas, play equipment, pedestrian and bike paths, and restroom facilities.

**Trinity Park.** The City owns Trinity Park which occupies 0.83 acres of land south of the project Area. The park is currently an open green space. Playground equipment was removed from the park in 2007.

**Roberts Lake Open Space.** The Roberts Lake Open Space occupies 5.65 acres and is located north of Del Monte Boulevard and south of State Route 1. Facilities are limited to picnic tables and viewing areas. The Monterey Coastal Bike Path runs along the southeast border of the lake.

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<sup>1</sup> City of Seaside General Plan (2004)

As noted in **Table 4.12-1**, 19 of the City's 27 parks, or 70 percent, are in fair to poor condition and are described by the General Plan as "lack[ing] acceptable facilities, and are in need of extensive restoration." A 2002 survey found that 67 percent of City residents travel to nearby communities to participate in recreation activities instead of taking advantage of those offered by Seaside.<sup>2</sup> The General Plan concludes that the current recreational needs of the City's community are not being met by the current conditions of the public parks and recreational facilities/programs within the City. Other recreation facilities located in the City include a community center, an indoor swimming pool, a youth education center and three youth baseball/softball fields.<sup>3</sup>

Roberts Lake Open Space, which consists of approximately 5.65 acres of unimproved lake habitat (with the exception of a small picnic area), was not included in the General Plan's summary of City parks and their conditions. The area, however, appears to be in good condition and is identified as City park property on the current City park maps.<sup>4</sup>

Also excluded from the above calculation are portions of a regional network of multi-use trails (for walking, biking, and horseback riding) which lie near the project area.

The Laguna Grande/Roberts Lake trail, which is part of the larger Monterey Bay Coastal Trail, is to the west of the project area. Within the City, a small portion of the trail is a Class I bike path which travels around parts of Roberts Lake; however, most portions of the trail are Class II bike lanes, or a designated shoulder the roadway for bicyclists.

Maintenance of this network is primarily the responsibility of the Monterey Peninsula Regional Park District (MPRPD), California State Park, and some adjacent cities. The City of Seaside does not participate in the maintenance of this trail network. The path is reportedly well-maintained by the MPRPD and actively used by both pedestrians and bicyclists.<sup>5</sup>

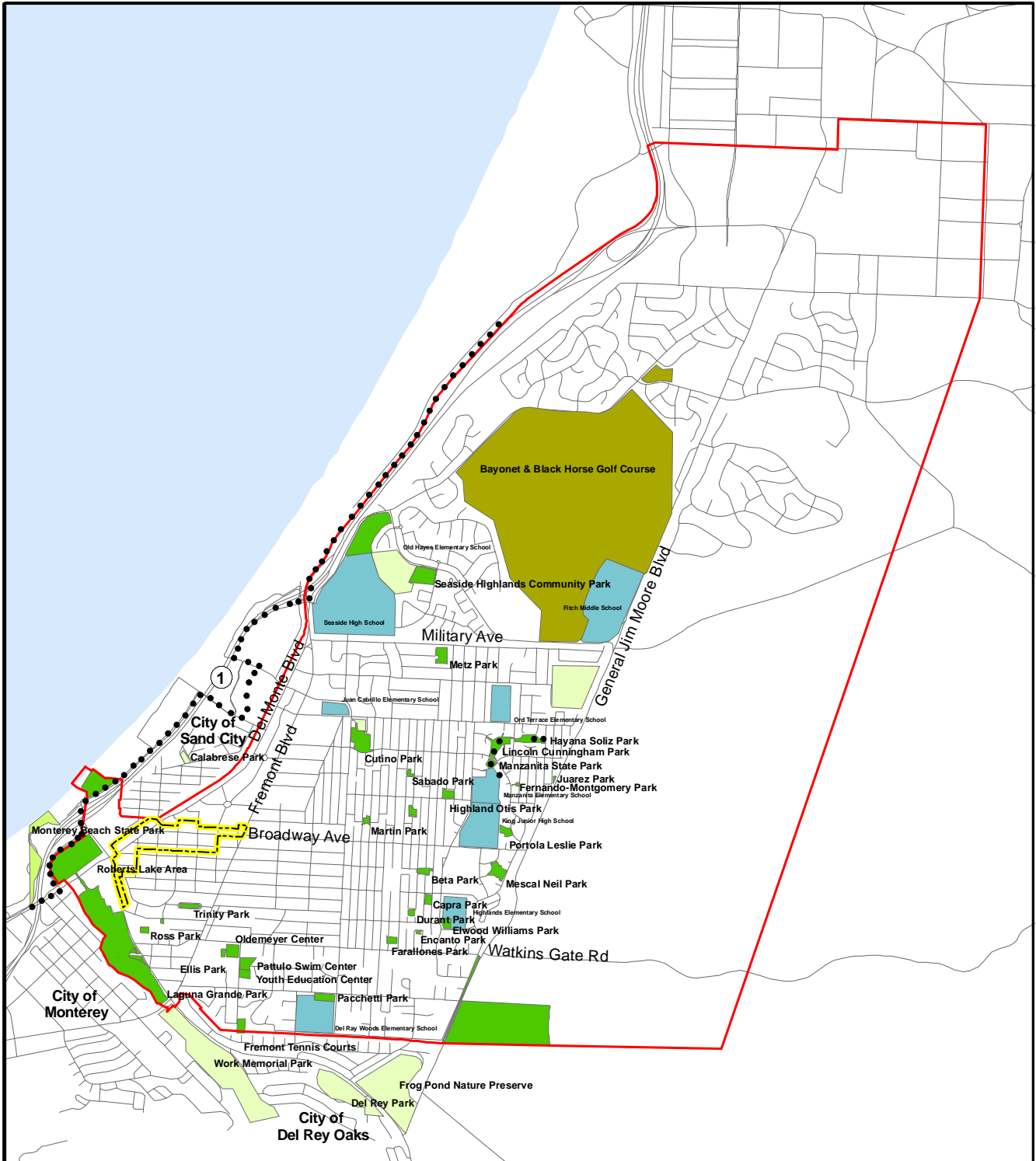
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<sup>2</sup> Seaside Parks, Recreation, and Community Services Plan, 2003

<sup>3</sup> The former Fort Ord golf courses are not considered public recreation areas.

<sup>4</sup> City of Seaside, Seaside Parks Map, 2008

<sup>5</sup> Monterey Peninsula Regional Park District, 2008. <<http://www.mprpd.org/parks/coastaltrail.htm>>

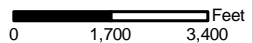
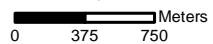


**Legend**

- West Broadway Avenue Urban Village Specific Plan Area
- Planning Boundary
- City Limits
- Existing Trails
- City of Seaside Park Boundary
- California State Parks Property
- Fort Ord Recreation Property
- Other Park/Recreation Property
- Monterey Bay Unified School District Property
- CSU, Monterey Bay



1 : 3,330



Source: City of Seaside, Park, Recreation and Community Services Plan, 2005

Table 4.12-1: Summary of City Parks and Reported Conditions

Park Areas	Total Acres	Condition
<b>Mini-Parks</b>		
<i>Beta Park</i>	1.13	Poor
<i>Capra Park</i>	0.81	Poor
<i>Durant Park</i>	0.48	Fair
<i>Ellis Park</i>	0.40	Fair
<i>Farallones Park</i>	0.82	Fair
<i>Fernando-Montgomery Park</i>	0.13	Fair
<i>Highland-Otis Park</i>	1.17	Poor
<i>Juarez Park</i>	0.11	Fair
<i>Manzanita-Stuart Park</i>	0.77	Poor
<i>Martin Park</i>	0.58	Poor
<i>Portola Leslie Park</i>	1.11	Poor
<i>Sabado Park</i>	0.42	Poor
<i>Trinity Park</i>	0.83	Fair
Subtotal	8.76	NA
<b>Neighborhood Parks</b>		
<i>Havana Soliz Park</i>	2.58	Fair
<i>Lincoln Cunningham Park</i>	2.86	Fair
<i>Mescal-Neil Park</i>	2.22	Fair
<i>Metz Park</i>	2.10	Good
<i>Pacchetti Park</i>	1.69	Fair
Subtotal	11.45	NA
<b>Community Parks</b>		
<i>Cutino Park</i>	5.62	Good
<b>Regional Parks</b>		
<i>Laguna Grande Park</i>	10.73	Good
<b>Special Use Areas</b>		
<i>Elwood Williams Park</i>	1.02	Good
<i>Fremont Tennis Courts</i>	1.63	Fair
<i>Oldemeyer Center</i>	2.41	Good
<i>Patullo Swim Center</i>	1.98	Good
<i>Robb Park</i>	1.25	Fair
<i>Youth Education Center</i>	1.13	Good

Park Areas	Total Acres	Condition
<i>Soper Park and Community Center</i>	4.24	Good
<b>Subtotal</b>	<b>13.66</b>	NA
<b>Total Parks and Recreation</b>	<b>50.22</b>	

Source: Seaside General Plan, 2004

## 4.12.2 REGULATORY SETTING

### Seaside General Plan

The General Plan includes goals and policies intended to ensure the preservation and enhancement of recreation and open space resources in the City. These policies pertinent to the consideration of the project and its environmental impacts are listed below:

**Goal COS-1:** *Provide and maintain a high quality parks and recreation system that meets the varying recreational needs of the community.*

**Policy COS-1.1:** *Provide a variety of well maintained public parks and recreational facilities for City residents.*

**Implementation Plan COS-1.1.1:** *Parks, Recreation and Community Services Plan*

*Implement the policies, standards, and recommendations contained in the City's Parks, Recreation and Community Services Plan to guide the development and maintenance of the City's public parks and recreational facilities. Use the Plan to prioritize public parks improvements in the CIP.*

**Implementation Plan COS-1.1.2:** *Parkland Dedication Requirements*

*During the development review process, require the dedication of parkland and the development of public recreational facilities consistent with the Parks, Recreation and Community Service Plan. If dedication of parkland and/or development of recreational facilities is not feasible, require an in-lieu fee be paid prior to occupancy of the project.*

**Policy COS 1.2:** *Encourage public-private partnerships to fund, develop, and maintain parks and recreational facilities in the community.*

The General Plan Conservation/Open Space (COS) Element has set a goal of 2 acres of parkland per 1,000 residents. With a population of approximately 34,194 individuals and an estimated park area of 50 acres, the City currently provides approximately 1.5 acres of parkland per 1,000 residents. This is below the City's goal of 2 acres of parkland per 1,000 residents.

## Project Consistency

Under California law, cities and counties may complete specific plans to develop policies, programs, regulations, and guidelines to implement the jurisdiction's adopted general plan. A Specific Plan should effectively establish a link between implementing policies of the general plan and the individual development proposals in a defined area. The project contains a number of policies that are consistent with the Seaside General Plan.

The Specific Plan policies are designed to guide the development of safe, appealing, and active public and semi-public spaces to strengthen pedestrian linkages and connection with the Urban Village. As such, the project would be providing public facilities consistent with Specific Plan Goal COS-1, Policy COS-1.1, and Policy COS-1.2.

Under the proposed Specific Plan Policies CIRC-15, -16, PR-3, PR-4, and LIB-5, the project would provide a variety of public open space components within the project area. Such public open space components include pocket parks, gathering spaces, interior courtyards, and plazas, which would be interconnected by paseos and alleyways. As noted in Policy PR-4, the pedestrian paseos should have a minimum width of 20 feet and treated as pedestrian pathways with tree and landscape elements. In particular, Specific Plan Policy PR-6 calls for the development of 1.1 acres of linear park (discussed below under **Impact 4.12-2**) within the project area.

Specific Plan Policies UD-2, UD-7, PR-1, PR-2, PR-7, and Hotel-2 call for the provision of well-lit public spaces that incorporate pedestrian amenities such as trees, pedestrian-level lighting, newspaper racks, and waste/recycling receptacles. These policies also call for the incorporation of public art, interactive sculptures and furniture, and significant architectural elements (i.e. water feature or tower) in the proposed public open spaces.

Per Chapter 7 of the Specific Plan, the Development Standards and Design Guidelines also provide minimum requirements for open space for commercial, office, and residential developments.

For commercial and office uses, such developments would have to provide 100 square feet of usable open space for every 2,000 square feet of developed space. This open space may be provided in a plaza or paseo off site but located elsewhere within the project area, subject to approval by the Planning Commission.<sup>6</sup>

The Specific Plan states that all residential development (including mixed use projects with a residential component) shall provide a minimum of 80 square feet per unit of private open space and 100 square feet per unit of common open space. Multi-family residential developments would encourage active recreation elements in common areas. The Specific Plan indicates that all public open spaces should be accessible to the public during daylight hours and

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<sup>6</sup> This requirement would not apply to developments with an area of 10,000 square feet or less.

in the evening when businesses are open and should be designated to connect with public rights-of-way and adjacent public open spaces in the vicinity.

### 4.12.3 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

#### Significance Criteria

In accordance with Appendix G of the *CEQA Guidelines* and City regulations, recreation impacts are considered significant 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; or
- b) Include recreational facilities or require the construction or expansion of recreational facilities, which would have an adverse physical effect on the environment.

#### Project Impacts

**Impact 4.12-1: Project-induced population growth would generate additional demands on City park and recreational facilities that are in poor to fair condition. Project implementation would result in up to 1,312 new residents in the project area, but only 1.1 acres of parkland, below the City's goal of 2 acres of parkland per 1,000 residents. (Significant)**

Project implementation would grow the population of the project area by approximately 1,312<sup>7</sup> people. This growth in population is likely to increase the demand for parks and recreational facilities.

The project includes a parks and open space land use designations, applied to the east side of Canyon Del Rey Boulevard between Sonoma Avenue and Harcourt Avenue, which allows for neighborhood and community parks and trails. An approximately 48,000 square foot (1.1 acre) linear park with a pedestrian path running north-south is envisioned for this area. The proposed park also provides the opportunity for a community garden, water-wise demonstration garden, or interpretive history walk.

As discussed under the project consistency analysis above, development within the project area is required under development standards (Chapter 7 of the Specific Plan) to provide 100 square feet of usable open space for every 2,000 square feet of retail space or office space constructed. This open space may be provided as gathering spaces, interior courtyards, and plazas, if approved by the City Planning Commission. Based on the 395,000 square feet of new commercial, retail, and civic development proposed for the project area, the maximum public

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<sup>7</sup> Refer to Section 4.10 Population and Housing for further discussion of population estimates.

open space that would be required of the project would be approximately 19,750 square feet (0.45-acre). Notably, parcels less than 10,000 square feet would be exempted from open space requirements, so the actual amount constructed under this provision could be smaller depending on the size of each individual development.

For the purposes of determining compliance with the parkland-to-resident ratio set forth in the General Plan, this analysis assumes no measurable contribution of new open space from requirements on non-residential development.

Timing of the development of the 1.1 acre linear park is not known, but is assumed to occur within the expected buildout period of the project. However, even with the addition of these 1.1 acres of new parkland, the project would worsen the citywide parkland-to-resident ratio from 1.5 acres per 1,000 residents to 1.45 acres per 1,000 residents. The additional demand for parks and recreational facilities related to the increase in population associated with the project is likely to place increased demands on existing facilities, of which 70 percent are already in fair or poor condition. Mitigation is required to address this potentially significant effect.

**Mitigation Measure 4.12-1:** Prior to the approval of any building permits within the project area, the City Resource Management Services Division shall confirm the required parkland to be provided by each residential project in the project area.

As the City has not established or implemented any parkland standards mandating the dedication of parklands for new residential developments and no formal mitigation fee program currently exists, there is no opportunity at this time for such parkland deficiencies to be mitigated by the payment of mitigation fees by developers within the project area.

As such, the City Resource Management Services Division shall ensure that any required parkland or recreational facilities are developed in concert with proposed development that would increase parkland demand, by setting forth fair share, ad-hoc mitigation on each new development. The City Resource Management Services Division shall consider the nature of any proposed development and its related potential impact on the required parkland-to-resident ratio and thus, establish appropriate fair share mitigation on a project-by-project basis. The City Resource Management Services Division shall ensure there is a nexus between the proposed project and required park and recreation facilities and shall determine the fair share contribution of such facilities by evaluating the project's square footage and demand for such facilities. Through such efforts, the City Resource Management Services Division shall strive to ensure that park and recreational facilities are developed and maintained commensurate with the parkland requirements associated with any new development in the project area.

**Significance After Mitigation:** Significant and unavoidable.

**Impact 4.12-2: Construction of the proposed parks and open spaces within the project area would result in physical impacts to the environment. (Significant)**

The project would include construction of a linear park and a number of public gathering spaces, interior courtyards, and plazas. Implementation of the project would not require the construction of any parks or recreational facilities off-site.

Physical environmental impacts from the construction of the parks and open spaces within the project area would be related to temporary increases construction noise and dust and the erosion, sedimentation, and contamination of stormwater runoff which could degrade water quality. Implementation of **Mitigation Measure 4.2-3** and **Mitigation Measure 4.2-4** in **Section 4.2, Air Quality**, **Mitigation Measure 4.7-3** in **Section 4.7, Hydrology and Water Quality**, and **Mitigation Measure 4.9-5** in **Section 4.9, Noise**, would reduce any temporary impacts from the construction of these facilities to a less than significant level.

Physical environmental impacts from the operation of the proposed parks and open spaces are evaluated in conjunction with the overall impacts due to project implementation, and are minimized where necessary with the mitigation measures identified in all sections of this environmental document.

**Significance After Mitigation:** Less than Significant.

### Cumulative Impacts

The area analyzed for cumulative impacts to recreation is the project area and the remainder of the City of Seaside. The methodology used for evaluating cumulative impacts related to recreation utilizes the list of past, present, and probable future projects producing related or cumulative impacts, as identified in **Table 4.1**.

The General Plan EIR indicated that buildout of the City would lead to increased demand for parks and recreation. The General Plan EIR found that the combination of good local planning to accommodate future growth along with mitigation measures included in the EIR would reduce most potential cumulative impacts associated with the demand on parks and recreational facilities to a less than significant level.

The project, along with other cumulative residential and commercial development proposed for the City, would add to existing demands on parks and recreational facilities. The increase in population resulting from development of the project area and cumulative development throughout the City, specifically the residential, commercial, and mixed-use projects noted in **Table 4-1**, would increase the demand for additional public parks and recreational facilities, which would require the expansion of existing facilities and recreational programs or the construction of new parks and facilities. The General Plan EIR also identified impacts to recreational facilities as significant and unavoidable, as no City legislative framework for a comprehensive development mitigation fee structure for parks and recreation has been adopted. As such, the City has and will continue to deal with impacts to recreational facilities on a case-

by-case basis, in the manner described within Mitigation Measure 4.12-1 above. Thus, the cumulative projects, in addition to the project, would encounter similar recreation issues, representing a significant cumulative impact.

While the project includes mitigation measures that would continue to support the ad-hoc approach while ensuring a project's fair share contribution to park and recreational facilities, the project would have a cumulatively considerable contribution to the increased demand for parks and recreational facilities in the City. The project would allow for increased density and the addition of new residential and mixed-use developments, which would contribute to the cumulatively increased demand for City recreational facilities.