

4.12 RECREATION AND OPEN SPACE

4.12.1 Introduction

This section evaluates the impacts of the proposed General Plan Update associated with recreation and open space within the City of Newport Beach. Existing data sources used to prepare this section were taken from EIP Associates, Technical Background Report 2004, and EIP Associates, General Plan Update Recreation Element 2005.

During the Initial Study process, it was determined that the proposed project would potentially cause impacts associated with substantial physical deterioration of recreational facilities and physical adverse effects on the environment resulting from expansion or construction of recreational facilities. In addition, the Initial Study determined that the proposed project would potentially cause impacts related to the construction or expansion of facilities in order to maintain acceptable service ratios, response times or other performance objectives. This impact, although included in the public services section in Appendix G of the CEQA Guidelines, is analyzed in this section of the EIR. Full bibliographic entries for all reference materials are provided in Section 4.12.6 (References) of this section.

Two comment letters associated with recreation and open space were received in response to the (IS/NOP) circulated for the proposed General Plan Update. A Newport Beach resident requested that the DEIR include an analysis of the proposed project's adherence to regulations imposed by the Quimby Act. Another comment letter requested that the DEIR contain a discussion of the amount of park and open space that will be provided within the boundaries of the Banning Ranch subarea. Section 4.12.5 provides such analyses.

4.12.2 Existing Conditions

Parklands and recreational facilities are important land use components in an urban environment, providing both visual relief from the built environment and contributing to residents' quality of life through recreation and aesthetic value.

■ Parks and Recreational Facilities

The City has approximately 286 acres of developed parks and approximately 90 acres of active beach recreation acreage, for a total of 376.8 acres.⁸⁰ Newport Beach's parklands range in size from mini-parks such as the Lower Bay Park (0.1 acre) to the 47.6-acre Bonita Canyon Sports Park. School facilities also provide indoor and outdoor recreational opportunities in the City, while greenbelts and open space areas

⁸⁰ The term "Active recreation" is used throughout this document and refers to an area or activity that requires the use of organized play areas including, but not limited to, softball, baseball, football, and soccer fields; tennis and basketball courts; and various forms of children's play equipment. "Passive recreation," conversely, typically does not require the use of organized play areas. Passive recreation areas are often open space areas, which can include "pocket" parks, trails, and other unimproved lands.

provide passive recreational opportunities or open space relief. These park and recreation facilities are described below. Additionally, bikeways, jogging trails, pedestrian trails, recreation trails, and regional equestrian trails are also available in Newport Beach.

Park Types

Community Park. Community parks serve the entire City and are easily accessible via arterial roads. Community parks are those with improvements such as community buildings, parking, swimming, facilities for picnicking, active sports, and other facilities that serve a larger population. Community Parks may have a particular theme or orientation such as active sports or aquatic facilities.

Mini Park. Mini parks are smaller parks which may take one of two different forms. Most mini parks are less than one acre in size, serve a quarter-mile radius and are located within a neighborhood, separate from major or collector roads. Some mini parks serve the entire City and are located as urban trail heads along major trails or streets.

Neighborhood Park. Neighborhood parks serve all ages and are generally one to eight acres in size. They are located adjacent to public schools when possible. Neighborhood parks contain a wide variety of improvements which can include turf areas, active sport fields and courts, community buildings, play apparatus and picnic facilities. Other improvements might include senior centers, youth centers, and aquatic facilities.

View Park. View parks are smaller passive parks designed to take advantage of a significant view. They are often located on coastal bluffs to focus upon ocean or bay views. Most view parks are between one-half to three acres in size and serve the entire City. View parks are generally improved with landscaping, walkways and benches.

Greenbelt. Greenbelts in public or private ownership are included in this category. They may include areas with some recreational facilities, although the primary function of the area is passive open space.

Open Space. Open space includes passive and active open space areas which do not function as public parks but do provide open space relief. Such areas may or may not be accessible to the general public.

Public Beach. Public beaches serve a number of local and regional functions. In some neighborhoods, beaches function as neighborhood or community parks. Easy accessibility, lack of entrance fees, and a lack of other available parks has contributed to this function. Public beaches all include sandy beach areas adjacent to the bay or ocean and may include active sports, snack bars, showers, drinking fountains, restrooms, walkways, docks, benches, shade trees, and parking areas. From observation, it has been determined that active beach recreation takes place within about 100 feet of the water's edge. Therefore, this Element treats this seaward 100 feet of the public beaches in the City as active recreation acreage.

School. Public schools are a part of the recreation system in the City because field and playground areas can serve the general public during weekends and after school.

Parks

According to Section 19.52.040 (Parkland Standard) of the City's Municipal Code, the City's parkland standard is five acres per 1,000 residents. As of June 2005, it is estimated that a total of 415.6 acres of parklands are needed within the City to accommodate the current population of 83,120 residents (utilizing the City standard of five acres per 1,000 population). As shown in Table 4.12-1, below, there are an existing total of 286.4 acres of parks and 90.4 acres of active beach recreation within Newport Beach with a combined total of 376.8 acres. Thus, this represents a total deficit of 38.8 acres of combined park and beach acreage citywide.

Table 4.12-1 Parkland Acreages					
Service Area	Existing Park Acreage: June 2005				
	Park Acres Needed	Park Acres Existing	Active Beach Recreation Acreage	Combined Park/Beach Acreage	Deficit (-) Excess (+)
1. West Newport	64.7	9.1	34	43.1	-21.6
2. Balboa Peninsula	25.5	6.5	44	50.5	+25.0
3. Newport Heights/Upper Bay	64.3	50.2	0	50.2	-14.1
4. Santa Ana Heights	3.2	6.8	0	6.8	+3.6
5. Lower Bay	17.3	0.1	0	0.1	-17.2
6. Balboa Island	17.9	0.3	1	1.3	-16.6
7. Eastbluff	31.3	71.0	0	71.0	+39.7
8. Big Canyon	13.9	0	0	0	-13.9
9. Newport Center	10.9	19	0	19	+8.1
10. Corona del Mar	44.4	23.9	11.4	35.3	-9.1
11. Harbor View	72.2	99.5	0	99.5	+27.3
12. Newport Coast*	50	58.1*		0	-50
Totals	415.6^a	286.4	90.4^b	376.8	-38.8**

* Newport Coast Private Park Area is 58.1 ac. Newport Coast parks use and maintenance are subject to the terms of the Pre-Annexation Agreement.

**Deficit/excess acreage if no additional parks are built.

^a83,120 x 5 ac. per thousand = 415.6 ac.

^bIncludes beach area where active recreation takes place (i.e., typically within 100 feet of the water). In addition, there are 174 acres of passive beach open space, 136 acres of open space land in the Upper Bay Ecological reserve, and an undetermined amount of water open space in the Upper Bay and Newport Harbor.

The acreages are presented by service area, a designation created by the City for ease of park planning, overall operations, and parkland maintenance. These divisions also allow equitable administration of parkland dedications and fees provided by residential development. Seven of the 12 service areas are experiencing a deficit in this combined recreation acreage. Three planned parks in West Newport, Newport Center, and Newport Coast would help alleviate the citywide park deficit. In addition to a deficit in combined park and beach recreation acreage, there is also an overall shortage in active playfields throughout Newport Beach. Many of the service areas within the City, as discussed in greater detail below, may have a park surplus but are still experiencing a deficit in active playfields. Also, it is difficult to provide playfields because of the large amount of land required for sports fields, the lack of suitable

vacant land, and the high cost of such land within the City. Existing parks are illustrated on Figure 4.12-1, proposed parks and the City's service areas are displayed on Figure 4.12-2.

Circulation and Improvement and Open Space Agreement

Some of the City's parks and open space areas consist of dedicated lands through the Circulation and Improvement and Open Space Agreement (CIOSA). This agreement is between the City of Newport Beach and The Irvine Company, and has allowed building entitlements for The Irvine Company in exchange for payments for circulation projects, an interest free loan, and land for open space and potential senior housing sites for the City. The amount of open space land dedication was substantially more than what would have been required under the City's Park Dedication Ordinance.

Six sites have been dedicated under CIOSA in Newport Beach, and include: Back Bay View Park, Newport Center Park (formerly Newport Village), Newporter Knoll, Freeway Reservation, Upper Castaways, and Harbor Cove. Another site, located at Jamboree Road and MacArthur Boulevard, has been offered for dedication and will be dedicated upon issuance of a Certificate of Occupancy for final CIOSA project.

Recreational Facilities

The City's parks contain a variety of recreational facilities, with areas available for organized sports including soccer fields, baseball diamonds, tennis courts, volleyball courts, and basketball courts. Recreational opportunities exist for children in many of the play areas in the City's parks. Biking and walking trails are also popular recreational amenities. Swimming pools are available to the public at aquatic facilities at the Marian Bergeson Aquatic Center and Newport Harbor High School through joint use agreements with the Newport-Mesa Unified School District. Additional recreational resources in the City include three community centers, several multipurpose recreation centers, a senior center, and two gymnasium facilities. Locations of these recreational facilities are also shown on Figure 4.12-1. Private facilities, including yacht clubs, golf courses, and country clubs are also facilities that serve residents of Newport Beach.

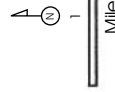
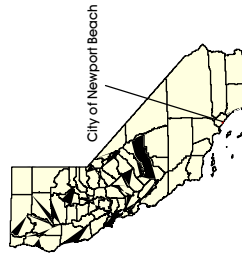
Sharing of Parks and Recreation Facilities

Public schools within the City under the jurisdiction of the Newport-Mesa Unified School District contain a number of important recreation facilities. Currently, after-school recreational use of these facilities is utilized by youth and adult residents through joint use agreements between the school district and the City.

CITY OF NEWPORT BEACH
GENERAL PLAN UPDATE EIR

Figure 4.12-1
SERVICE AREA
LOCATIONS

Legend
■■■■■■■■ SERVICE AREA BOUNDARY

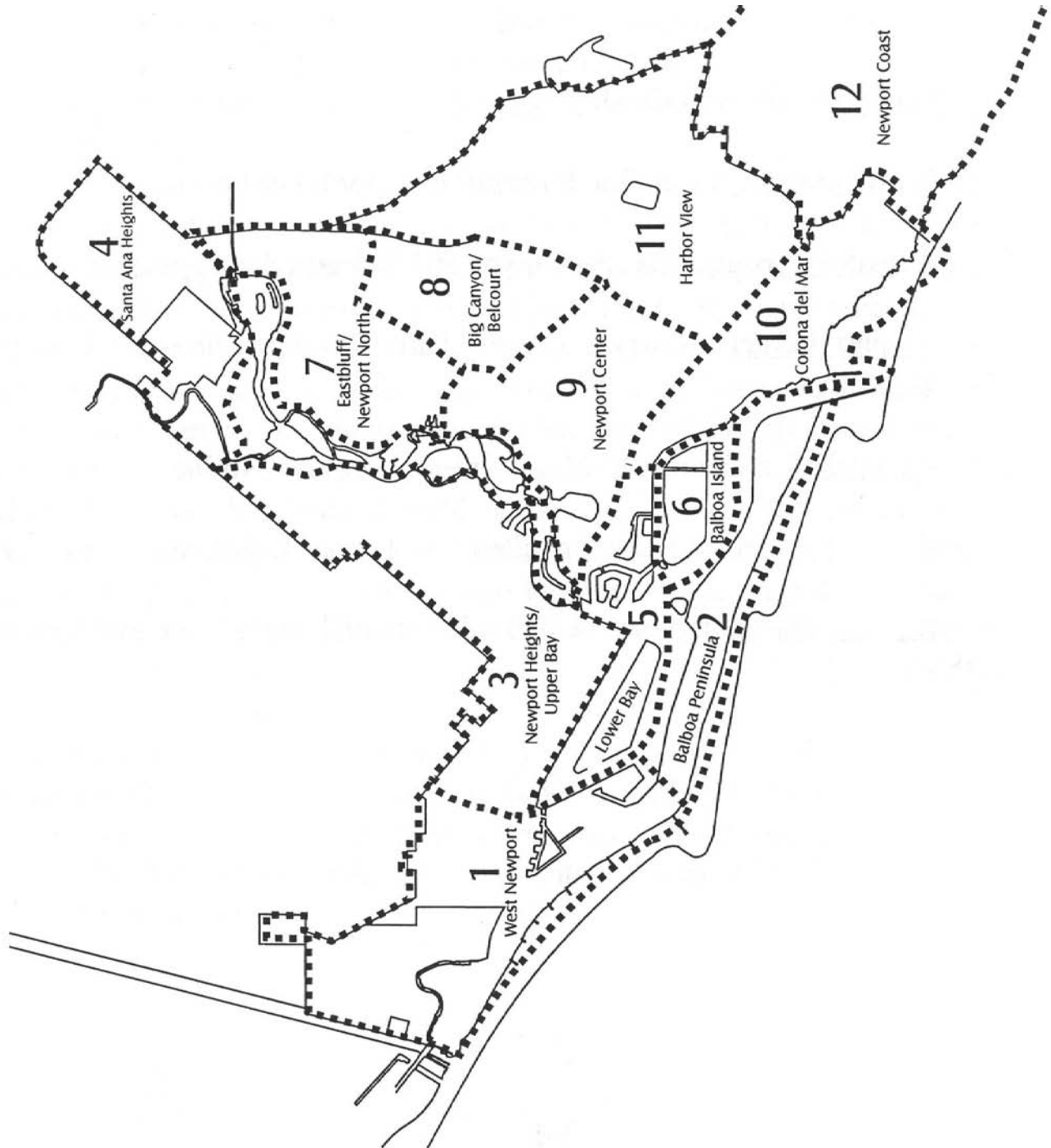


Source: Newport Information Systems, June 1998.

Project No. 10579-03

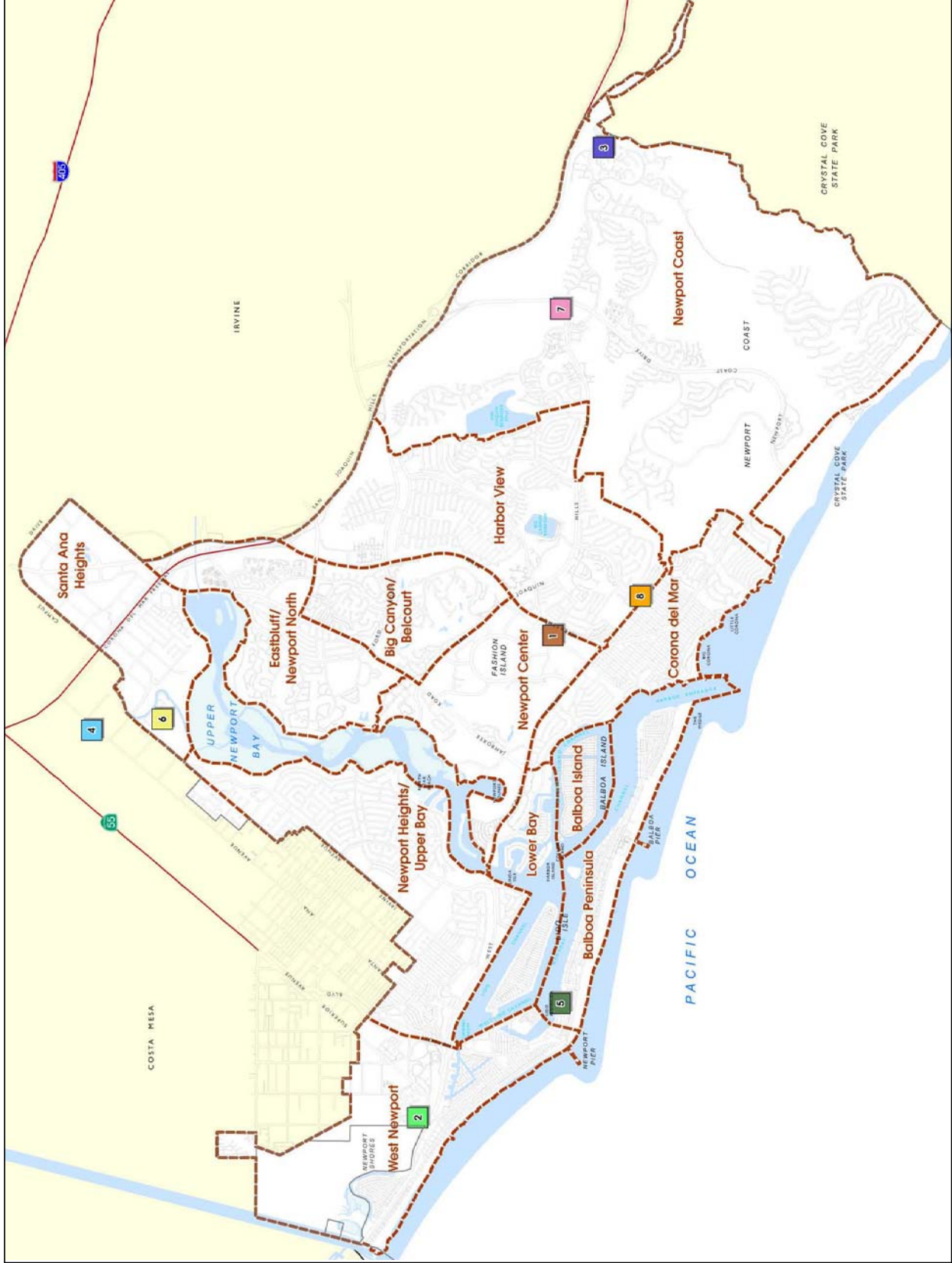
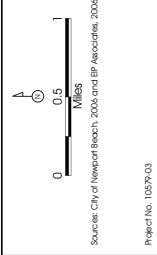
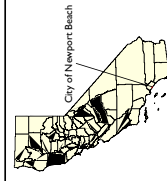


EIP
ASSOCIATES



CITY OF NEWPORT BEACH
 GENERAL PLAN UPDATE EIR
 Figure 4.12-2
 PROPOSED PARK AND
 RECREATIONAL FACILITIES

- Legend**
- 1 Newport Center Park
 - 2 Sunset Ridge Park
 - 3 Ridge Park/Road Park
 - 4 Santa Ana Heights Pocket Park
 - 5 Marina Park
 - 6 Santa Ana Heights Community Park
 - 7 Newport Coast Community Center**
 - 8 Costa Senior Center**
 - 9 Service Area Boundary
 - 10 City Boundary
 - 11 Highway
 - 12 County Boundary
- * Park location of proposed 20,000 acre park to be determined
 ** Renovation of existing facility



■ Marine Recreation and Facilities

Throughout its history, Newport Beach has been a major marine recreational center. There are over eight miles of sandy beaches that provide opportunities for sunbathing, volleyball, swimming, surfing, windsurfing and other recreational activities. Newport Bay and Harbor are used for a wide variety of recreational activities, including boating, diving, excursions, fishing, kayaking, paddle boarding, parasailing, rowing, sailing, swimming, and windsurfing.

Coastal Recreation Opportunities

As previously discussed, public beaches serve a number of local and regional functions, while providing the largest coastal recreation opportunity within Newport Beach. Public beaches all include sandy beach areas adjacent to the bay or ocean and may include active sports, snack bars, showers, drinking fountains, restrooms, walkways, docks, benches, shade trees and parking areas. Public beaches are shown in Figure 4-12-1.

Other coastal recreation opportunities include two recreational piers, provided by the City. The 800-foot Newport Pier is located at the end of Newport Boulevard (McFadden Place) in McFadden Square. The 950-foot Balboa Pier is located at the end of Main Street in Balboa Village.

Additionally, the City provides ten public docks in the harbor, which can be used for boat launching and fishing. The Newport Aquatic Center property is also co-owned by the City and County, but is leased and privately operated by the Center. Located on Northstar Beach, the Newport Aquatic Center provides an opportunity for the public and members to kayak and canoe in Upper Newport Bay as well as advanced training facilities for world-class athletes.

The County and the State own four recreational areas in Newport Beach, as shown in Figure 4.12-1. The privately operated 100-acre Newport Dunes Aquatic Park provides opportunities for camping, boating, canoeing, kayaking, swimming and other water and beach activities. The 752-acre Upper Newport Bay State Marine Park (formerly Ecological Reserve) and 140-acre Upper Newport Bay Nature Preserve provide opportunities for canoeing, kayaking, horseback riding, biking, and hiking. Lastly, Crystal Cove State Park also provides coastal recreation opportunities with 3.5 miles of beach and 2,000 acres of undeveloped woodland which is popular for biking, hiking, and horseback riding. Approximately 240 acres is located within the City. The offshore waters are designated as an underwater park. The beach is popular with swimmers and surfers. Visitors can explore tidepools and sandy coves.

Commercial areas adjacent to beaches and the bay play an important role in providing and enhancing recreational activities. A large number of businesses provide recreational services to residents and visitors that include charter, entertainment and excursion vessels, sports equipment rentals, launching facilities, amusement facilities, and shops and restaurants.

Shoreline Access

The public's right to access recreational features such as the Pacific Ocean beaches, Lower Newport Bay/Harbor, and Upper Newport Bay are important. According to the City's Coastal Land Use Plan, there are two basic types of public access: vertical access (access to the shoreline), and lateral access (access along the shoreline). Newport Beach has developed an extensive system of access to ocean beaches and the bay. Virtually all of the Pacific Ocean shoreline beaches are public and the bay is accessible via public beaches, parks, street ends, shoreline trails, walkways, and boardwalks.

■ Parkland Needs by Service Areas

Although the City of Newport Beach appears largely built out, there are a number of vacant parcels available for future development. The proposed General Plan Update Land Use Element projects additional population increases through infill development, intensification of existing uses, and annexations. Therefore, in addition to any unmet park and recreation needs of the present population, the demand for recreation facilities will grow. In addition, the Land Use Element allows for higher density development within the City, where opportunities for different types of park and recreational facilities may arise. Specific service area needs for parks and recreational facilities, as well as marine recreation and facilities, are described below.

Park Surplus

Two of the 12 service areas within the City, Newport Center and Harbor View, have no identified park and recreation needs, as discussed below.

Service Area 9—Newport Center. There is park surplus within this service area. The Back Bay View Park was completed in the summer of 2005, and a new passive park, Newport Center Park, is planned for development sometime after 2006.

Service Area 11—Harbor View. There is a surplus in park area, and the Harbor View service area contains substantial active and passive recreation facilities within this service area.

Park Needs

Service Area 1—West Newport. Most of West Newport's recreation land is in beaches. There is a deficit of 21.6 acres, and a need for sports fields within a new community or neighborhood-level park. There is a future park site identified in this service area, Sunset Ridge Park, which is designated as an active park to include ball fields, picnic areas, a playground, parking, and restrooms. Additionally, an active community park (possibly lighted) is planned in Banning Ranch, regardless of the ultimate development of the site, to accommodate the service area and Citywide needs for active sports fields.

Service Area 2—Balboa Peninsula. Like West Newport, most of the peninsula's recreation area is in beaches. This area has little vacant land for development and the population is expected to remain stable. Although there is currently a surplus in park acreage, any future park needs can be satisfied via the

renovation and upgrading of facilities, such as those at Las Arenas Park and Peninsula Park. Additional active park facilities are desirable, along with support facilities such as restrooms, showers and drinking fountains. There is also a need for additional boat launching and mooring facilities, as well as pedestrian pathways to and along the Bay.

Service Area 3—Newport Heights/Harbor Highlands. This area is largely built out and contains several important park and recreation facilities. Substantial school recreation facilities, including Newport Harbor High School, Ensign Junior High, Mariners Elementary, and Newport Heights Elementary, compensate for the deficiency in total park area.

Service Area 4—Santa Ana Heights/Airport Commercial. There is currently a park surplus, and the present two-acre Bayview Park and the proximity of the Upper Bay recreation area provide substantial recreational opportunities for this area. There is also a planned pocket park and the City is planning a joint use community center project with the YMCA. However, this service area is experiencing a shortfall in active playfields. In addition, the population within this service area is expected to increase under the proposed General Plan Update. Future development, however, will be subject to special provisions that require the provision of on-site recreational amenities, and dedication of land or payment of in-lieu fees. Currently, there is no open space available to develop an active park in this area.

Service Area 5—Lower Bay. This area contains Lido Isle and the Bayside Drive area and is largely built out. Although there is a deficiency in park area, the service area has substantial private recreational and boating facilities. It is also adjacent to Area 3 (Newport Heights) where there are extensive recreational facilities. Because of these factors and the fact there is little or no vacant land suitable for park use, the provision of additional parkland is probably not feasible in this area.

Service Area 6—Balboa Island. This area is similar, in terms of recreation needs and conditions with a deficiency in park area, to Area 5 above. However, Balboa Island contains more public recreational facilities in the form of public beach area, the Carroll Beek Community Center, and Balboa Island Park (a mini park). The acquisition of additional parkland is probably not feasible in this area.

Service Area 7—Eastbluff/North Ford. Although there is a numerical excess of existing parkland in this area, most of the land is limited to passive use, such as Big Canyon Park. Additional sports fields and other active facilities will be needed to satisfy the recreational demands from new development. However, this Service Area is adjacent to Service Area 11 Harbor View, which contains the 47.6 acre sports park in Bonita Canyon that is available to all Newport Beach residents.

Service Area 8—Big Canyon/Belcourt. Although there are substantial private facilities, there are no public recreation facilities in this area; thus, there is park deficiency. However, this service area is adjacent to service area 11 Harbor View, which contains the 47.6 acre Bonita Canyon Sports Park that is available to all Newport Beach residents.

Service Area 10—Corona del Mar. Although there is a deficiency in park area, existing active and passive facilities should meet present and future need, provided these facilities are renovated and upgraded to meet demand for sports fields and active recreation.

Service Area 12—Newport Coast. This area is deficient in public facilities, but exceeds the City park ratio standard if its extensive private facilities are included. Currently, there is one public park planned for development in the future at the end of Ridge Road, and a neighborhood community center that will include meeting and activity rooms and a gymnasium. The remaining parks in the service area are operated and maintained pursuant to the Pre-Annexation Agreement, which requires that the City lease back public open space areas and parks to one or more of the homeowners associations in the service area. The City’s Recreation Department has not been permitted to offer programs at the privately-operated parks.

4.12.3 Regulatory Setting

■ Federal Regulations

There are no Federal regulations applicable to parkland or recreational facilities.

■ State Regulations

Quimby Act

The *Quimby Act* was established by the California legislature in 1965 to provide parks for the growing communities in California. The Act authorizes cities to adopt ordinances addressing park land and/or fees for residential subdivisions for the purpose of providing and preserving open space and recreational facilities and improvements. The Act requires the provision of three acres of park area per 1,000 persons residing within a subdivision, unless the amount of existing neighborhood and community park area exceeds that limit, in which case the City may adopt a higher standard not to exceed five acres per 1,000 residents. The Act also specifies acceptable uses and expenditures of such funds.

State Public Park Preservation Act

The primary instrument for protecting and preserving parkland is the State Public Park Preservation Act. Under the Public Resource Code, cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation or land, or both, are provided to replace the parkland acquired. This provides no net loss of parkland and facilities.

State Street and Highway Code

The State Street and Highway Code assists in providing equestrian and hiking trails within the right-of-way of County roads, streets, and highways.

■ Local Regulations

City of Newport Beach Park Dedication Ordinance

Parkland dedication standards associated with the Quimby Act and the Newport Beach Subdivision Code are applicable to development in the City. Chapter 19.52, Park Dedication and Fees of the City's Municipal Code provides for the dedication of land, the payment of fees in lieu thereof or a combination of both, for park or recreational purposes in conjunction with the approval of residential development. Newport Beach's park dedication requirement is five acres per 1,000 persons. In-lieu fees are placed in a fund earmarked for the provision or rehabilitation of park and recreation facilities that can serve the subdivision. The park dedication ordinance also provides for credit to be given, at the discretion of the City Council, for the provision of private recreation facilities within a new residential development or for the provision of park and recreation improvements to land dedicated for a public park. If allowed, the private facilities or public improvements are credited against the dedication of land and/or the payment of in-lieu fees. The ordinance is not applicable to non-residential subdivisions.

City of Newport Beach Circulation Improvement and Open Space Agreement

Another important agreement that contributes to the City's development and acquisition of parkland and open space areas is the CIOSA, an agreement with the Irvine Company. In exchange for various building entitlements, the City of Newport Beach receives pre-payment of required "fair-share" road improvement fees, a commitment to construct road improvements adjacent to the proposed projects, an interest free loan, and land for recreation and open space areas and potential senior housing sites.

4.12.4 Thresholds of Significance

The following thresholds of significance are based on Appendix G of the 2005 CEQA Guidelines. For purposes of this EIR, implementation of the proposed project may have a significant adverse impact on parks and recreational facilities if it would result in any of the following:

- 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
- Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment
- Result in substantial adverse physical impacts associated with the provision of new or physically altered government services, need for new or physically altered government facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for parks

4.12.5 Project Impacts, Mitigation Measures, and Proposed Policies

Effects Not Found to Be Significant

The IS/NOP prepared for the proposed project did not identify any effects not found to be significant associated with recreation and open space. Therefore, all thresholds are addressed in this section.

■ **Project Impacts**

Threshold	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?
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Impact 4.12-1 Implementation of the proposed General Plan Update could result in increased use of existing parks or recreational facilities that could accelerate physical deterioration of those facilities.

As discussed previously, there is currently a deficit of approximately 38.8 acres of combined park and beach acreage citywide, with seven of the 12 service areas experiencing a deficit in this combined recreation acreage. An increase in population resulting from implementation of the proposed General Plan Update may place a higher demand on these facilities such that deterioration of these facilities could be accelerated. The proposed General Plan Update does propose the construction and expansion of park and recreational facilities in the future; however, it is possible that the pace of development for these new parkland and recreational facilities may not be the same as rate of population growth in the City. Thus, the possibility exists for the accelerated deterioration of existing recreational facilities due to increased demand and use.

However, the proposed General Plan Update simultaneously provides goals and associated policies to address these potential issues. For example, Goal R 2 requires the maintenance and preservation of existing parks and recreation facilities. Among the policies designated to accomplish this goal is Policy R 2.1, which promotes the use of funding from the City’s Park Dedication Fee Ordinance to enhance existing parks and recreation facilities. Policy R 2.2 contributes to this goal by protecting public parkland from non-recreational uses, requiring that any loss of parkland through governmental action be replaced in-kind.

In addition, Goal R 1 strives to provide adequate park and recreational facilities that meet the recreational needs of existing and new residents of the community. Among the policies identified to achieve this goal include Policy R 1.1, which requires future development to dedicate land or pay in-lieu fees at a minimum of five acres of parkland per 1,000 residents (per existing City code). In addition, Policy R 1.4 requires the park fee assessed to new residential development to be updated regularly, and Policy R 1.5 considers development of incentives for private development to provide usable open space. Developers of new high-density residential developments on parcels eight acres or larger are required to provide on-site recreational amenities, as required under Policy R 1.3. Policy R 1.10 provides additional

park and recreational facilities that meet the needs as identified by direct feedback from residents, analysis of future trends, and through observations by Recreation and Senior Services staff.

The construction and enhancement of park and recreational facilities and implementation of the goals and policies proposed in the General Plan would ensure that increased demand and use resulting from an increase in citywide population would not significantly accelerate the deterioration of existing recreational facilities. This impact would be *less than significant*.

Impacts to the Airport Area

Although impacts related to physical deterioration of recreational facilities are considered less than significant for the majority of the Planning Area, there is a greater possibility for impacts to occur in Airport Area. Currently, the Airport Area has no residential units. The proposed General Plan Update could add 4,300 multi-family residential units to this area. Because no residential development exists in this area today, there are no existing park facilities. New residents would most likely use the 47.6-acre Bonita Canyon Sports Park, which is open to all City residents. However, this park is already being fully utilized, and the increased usage resulting from the increase in population could contribute to this facility's physical deterioration. Policy LU 6.15.15 of the proposed General Plan Update requires residential developers to dedicate and develop a neighborhood park of at least eight percent of gross land area, with a minimum size of one acre, in the first phase of development in each residential neighborhood. This is in addition to the private recreational facilities required in proposed General Plan Update Policy R 1.3. The recreational facilities provided by these policies would be at the neighborhood level, and there is the potential for additional use and deterioration of existing sports fields at Bonita Creek and Bonita Canyon Sports Park. However, the policies under Goal R 2 of the proposed General Plan Update would help ensure that existing parks and recreation facilities are maintained and preserved. Implementation of Policy R 2.1 would maintain existing facilities, thereby reducing impacts related to deterioration, by using funding from the City's Park Dedication Fee Ordinance to enhance existing parks and facilities such as Bonita Canyon Sports Park. With implementation of Policy R 2.1, impacts related to deterioration of parks and recreation facilities in the Airport Area would be *less than significant*.

Threshold	<p>Would the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?</p> <p>and</p> <p>Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered government services, need for new or physically altered government facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for parks?</p>
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Impact 4.12-2 Implementation of the proposed General Plan Update could include new parks and recreational facilities to maintain acceptable service ratios. The proposed project could result in adverse physical impacts associated with the provision of these facilities.

Implementation of the proposed General Plan Update would entail both construction and expansion of parks and recreational facilities to suit the needs of current and future City residents. The proposed General Plan Update could result in population increases through infill development and intensification of existing uses. Therefore, in addition to any unmet park and recreation needs of the present population, the demand for recreation facilities will grow. In addition, the proposed General Plan Update allows for higher density development within the City, where opportunities for different types of park and recreational facilities may arise.

As stated previously, as of June 2005, it was estimated that a total of 415.6 acres of parkland were needed within the City to accommodate the current population of 83,120 residents (utilizing the City standard of five acres per 1,000 population). With approximately 376.8 acres of existing parkland (including active beach recreation areas), there was a total deficit of approximately 38.8 acres of combined park and beach acreage citywide. Policy R 1.10 in the proposed Recreation Element includes three planned parks in West Newport, Newport Center, and Newport Coast, a planned pocket park and a potential park site in Santa Ana Heights, would help alleviate this deficit, but there are also existing shortfalls of specific recreational facilities including, but not limited to, active playfields, indoor sports facilities, community pool facilities, and boating facilities.

The proposed General Plan Update strives to alleviate these park and recreational deficits through the goals and policies identified within the Recreation Element. For example, Policy R 1.1 requires future development to maintain the City standard by dedicating land or paying in-lieu fees at a minimum of five acres of parkland per 1,000, and Policy R 1.4 requires the park fee assessed to new residential development to be updated on a regular basis. Policy R 1.5 considers the possibility of incentives for private commercial and office development to provide usable open space such as rooftop courts, pocket parks, public plazas, jogging trails, and pedestrian trails. In addition, Policy R 1.10 would provide additional park and recreation facilities that meet the needs as identified by direct feedback from residents, analysis of future trends, and through observations by Recreation and Senior Services staff.

Future development under the proposed General Plan Update could also include a relatively new land use within the City—high density residential. This new type of land use may include non-traditional types of recreational facilities. Policy R1.3 would require developers of new high-density residential developments on parcels eight acres or larger, to provide on-site recreational amenities. For these developments, 44 square feet of on-site recreational amenities shall be provided for each dwelling unit in addition to the requirements under the City’s Park Dedication Ordinance. On-site recreational amenities can consist of public urban plazas or squares where there is the capability for recreation and outdoor activity. These recreational amenities can also include swimming pools, exercise facilities, tennis courts, and basketball courts. Where there is insufficient land to provide on-site recreational amenities, the developer shall be required to pay the City of Newport Beach cash in-lieu that would be used to develop or upgrade nearby recreation facilities to offset user demand as defined in the City’s Park Dedication Fee

Ordinance. Thus, implementation of Policy R 1.3, coupled with the City's park dedication fee, would provide adequate park and recreational facilities to serve the proposed new land use. Adherence to these policies contained in the proposed General Plan Update would ensure that acceptable parkland ratios are maintained.

Development of the facilities to maintain this ratio could result in adverse physical impacts to the environment. For example, while the Sunset Ridge and Santa Ana Heights park sites are disturbed, and are not likely to contain sensitive resources, there could be lighting and glare impacts if Sunset Ridge is developed with lighted fields. The Newport Center, Newport Coast and Banning Ranch park locations have not experienced development or much disturbance, and aesthetic, biological, or hydrology impacts could occur from their development as parks. All significant new development of recreational facilities would be subject to the City's environmental review process which includes project-specific environmental review under CEQA. Consequently, through the environmental review process, the future provision of new or physically altered parks or recreational facilities would not result in substantial adverse physical impacts. This impact is *less than significant*.

■ Cumulative Impacts

The geographic context for the analysis of cumulative impacts associated with parks and recreational facilities is the City of Newport Beach and its SOI, including all cumulative growth therein, as represented by full implementation of the proposed General Plan Update.

Development under the proposed General Plan Update could have a significant adverse affect on existing parks and recreational facilities in terms of increased use. However, the proposed General Plan Update policies which require future development to dedicate land or pay in-lieu fees at a minimum of five acres of parkland per 1,000 persons, and require the use of funding from the City's Park Dedication Fee Ordinance to enhance existing parks and recreation facilities (proposed General Plan Update Policies R1.1 and R2.1), among several other related proposed policies, would reduce impacts related to deterioration of existing parks and recreation facilities. Thus, adverse physical impacts related to the expansion and construction of parks and recreational facilities would not be cumulatively considerable. Therefore, the proposed General Plan Update's cumulative impact would be *less than significant*.

Cumulative development under the proposed General Plan Update would result in the development parkland and recreational facilities in order to maintain acceptable service ratios (five acres per 1,000 residents). Development of new facilities would be done in accordance with policies contained in the General Plan Update, including Policies R1.1 and R1.2. All significant new development of recreational facilities would be subject to the City's environmental review process which includes project-specific environmental review under CEQA. Consequently, through the environmental review process, the future provision of new or physically altered parks or recreational facilities in the Planning Area would not result in substantial adverse physical impacts. Consequently, the project's contribution to this impact would not be cumulatively considerable. The proposed General Plan Update's cumulative impact would be *less than significant*.

■ Proposed General Plan Update Policies

The Recreation Element of the proposed General Plan Update includes policies that would address issues related to recreation within the City of Newport Beach. The policies that are applicable to the project are included below. Policies identified below that are also contained in the Harbor and Bay Element are denoted with an “HB”.

Land Use Element

Goal LU 6.15 A mixed-use community that provides jobs, residential, and supporting services in close proximity, with pedestrian-oriented amenities that facilitates walking and enhance livability.

Policy LU 6.15.15 Standards

To provide a focus and identity for the entire neighborhood and to serve the daily recreational and commercial needs of the community within easy walking distance of homes, dedicate and improve at least eight percent of the gross land area (exclusive of existing rights-of-way) of the first phase of development in each neighborhood as a neighborhood park. In every case, the neighborhood park shall be at least one acre in area and shall have a minimum dimension of 150 feet. Park acreage shall be exclusive of existing or new rights-of-way, development sites, or setback areas. A neighborhood park shall satisfy some or all of the requirements of the Parkland Dedication Ordinance, as prescribed by the Recreation Element of the General Plan.

This requirement may be waived for the Quail Street residential neighborhood provided that it can be demonstrated that the development parcels are too small to feasibly accommodate the park. On-site common open space may be used to satisfy a portion of the parkland dedication requirements if the open space is at least 10,000 square feet in area; one side abuts a public right-of-way; and it is open to the public during daylight hours.

Recreation Element

Goal R 1 Provision of Facilities—Provision of adequate park and recreation facilities that meet the recreational needs of existing and new residents of the community.

Policy R 1.1 Provision of Parkland

Require future development to dedicate land or pay in-lieu fees at a minimum of 5 acres of parkland per 1,000 persons.

Policy R 1.2 New Residential Subdivisions

Require developers of new residential subdivisions to provide parklands at five acres per 1,000 persons, as stated in the City’s Park Dedication Fee Ordinance,

or to contribute in-lieu fees for the development of public recreation facilities meeting demands generated by the development's resident population.

Policy R 1.3 High-Density Residential Developments

Require developers of new high-density residential developments on parcels eight acres or larger, to provide on-site recreational amenities. For these developments, 44 square feet of on-site recreational amenities shall be provided for each dwelling unit in addition to the requirements under the City's Park Dedication Ordinance. On-site recreational amenities can consist of public urban plazas or squares where there is the capability for recreation and outdoor activity. These recreational amenities can also include swimming pools, exercise facilities, tennis courts, and basketball courts. Where there is insufficient land to provide on-site recreational amenities, the developer shall be required to pay the City of Newport Beach cash in-lieu that would be used to develop or upgrade nearby recreation facilities to offset user demand as defined in the City's Park Dedication Fee Ordinance.

The acreage of on-site open space developed with residential projects may be credited against the parkland dedication requirements where it is accessible to the public during daylight hours, visible from public rights-of-way, and is of sufficient size to accommodate recreational use by the public. However, the credit for the provision of on-site open space shall not exceed 30% of the parkland dedication requirements.

Policy R 1.4 Park Fee Update

Update the park fee assessed to new residential development in lieu of dedicating park land on a regular basis

Policy R 1.5 Density Bonuses

Consider development of incentives such as density bonuses for private commercial, office, and other developments to provide usable open space such as rooftop courts, pocket parks, public plazas, jogging trails, and pedestrian trails.

Policy R 1.6 Parkland Acquisition Criteria

Use the following criteria when considering acquisition for parkland:

- a. City's identified current and projected needs for recreation and sports facilities
- b. City's needs for recreation facilities based on location of existing facilities
- c. The preservation of natural resources, historic and cultural areas
- d. Ease of accessibility
- e. Usability of proposed parklands considering topography and other landform constraints
- f. Consistency with established parks and recreational facility Goal

- g. Fiscal impact on General Fund for any immediately needed refurbishments and on-going maintenance
- h. The existence of a deficiency in a particular Service Area

Policy R 1.7 Parkland Site Suitability

In the event that surplus school sites become available for parkland acquisition, site desirability should be evaluated using the following criteria:

- a. Does the school site currently provide recreational facilities that have been identified to meet local or community-wide needs?
- b. Are other public lands in the vicinity of the school site inadequate to meet the identified existing or foreseeable needs of the community for recreation or open space purposes?
- c. Is the school site a more economical or otherwise more feasible alternative than other parcels which are available as potential sites in the area?

Policy R 1.8 Private Parkland

Coordinate with the appropriate home owners association to conduct City recreation programs on private parkland.

Policy R 1.9 Passive Parks

Use underutilized City rights-of-way located on Ocean Boulevard and Bayside Drive in Corona del Mar as passive parks.

Policy R 1.10 Priority for Facility Provision

Provide additional park and recreation facilities that meet the needs as identified by direct feedback from residents, analysis of future trends, and through observations by Recreation and Senior Services staff, as shown in Figure R2

Parks

1. **Newport Center Service Area:** Develop Newport Center Park as a passive park
2. **West Newport Service Area:** Develop Sunset Ridge Park, an active park with playfields, picnic areas, a playground, and other facilities
3. **Newport Coast Service Area:** Develop an active park located at the end of Ridge Park Road; and develop a community center and a gymnasium
4. **Santa Ana Heights/Airport Commercial Service Area:** Develop a pocket park in Santa Ana Heights
5. **West Newport Service Area:** In the Banning ranch area develop an active community park of 20 to 30 acres with consideration of night lighting
6. **Balboa Peninsula Service Area:** Develop the Marina Park site for marine and/or recreational facilities

Recreation Facilities

1. Complete the Santa Ana Heights and Newport Coast Community Centers in a manner that allows the provision of a variety of recreational programs while meeting the needs of the community
2. Renovate the Oasis Senior Center to continue to function as a multipurpose senior center that meets the needs of the senior population
3. Renovate the existing recreation facilities to ensure they are a safe environment and offer quality programs and services

Policy R 1.11 Update of Priority for Facility Provision

Review the list of identified community park and recreation needs on a regular basis, and update them as priorities for facilities change.

Policy R 1.12 Update of Priority Usage

Review policies regularly for priority usage of facilities to ensure fair and balanced assignments. Priority hierarchy shall be weighted for programs that are inclusive in nature and provide for the recreational enrichment of community's youth, adults, groups, and businesses. Scheduling shall be done in a manner that accommodates both the needs of organized activities as well as casual use by residents. Consideration shall also be given to the proper maintenance and revitalization of facilities when scheduling programs and activities.

Goal R 2 Maintenance and Preservation—Maintenance and preservation of existing parks and recreation facilities**Policy R 2.1 Enhancement of Facilities**

Use funding from the City's Park Dedication Fee Ordinance to enhance existing parks and recreation facilities.

Policy R 2.2 Preservation of Public Parkland

Protect public parkland from non-recreational uses; any loss of parkland through governmental action shall be replaced in-kind.

Policy R 2.3 Preservation of Public Beaches

Preserve all public beaches for public only purposes.

Goal R 3 Accessibility of Facilities—Accessible parks and recreation facilities to persons with disabilities**Policy R 3.1 Adequate Access**

Ensure that parks and recreation facilities include provisions for adequate access for persons with disabilities and that existing facilities are appropriately

retrofitted to include such access as required by the Americans with Disabilities Act.

Goal R 5 Joint Use Facilities—Maximized use of the community’s recreational resources by coordinating with the agencies responsible for non-city recreational facilities and open space.

Policy R 5.1 Non-City Facilities and Open Space

Utilize non-City recreational facilities and open space (i.e., Newport-Mesa Unified School District, county, and state facilities) to supplement the park and recreational needs of the community. Maintain the use of existing shared facilities, and expand the use of non-city facilities/amenities where desirable and feasible.

Policy R 5.2 School Districts

Expand and maintain existing joint use agreements with Newport-Mesa Unified School District for use of facilities that will enhance the provision of parks and recreational facilities for residents.

Policy R 5.3 New Joint-Use Agreements

Develop additional long-term, joint-use agreements with other public and private agencies to assure recreation facilities for future generations.

Policy R 5.4 Maintenance of Existing Facilities

Maintain existing joint use of facilities for City-operated recreational programs on City-owned properties that are used for other purposes, as needed.

Policy R 5.5 Public Facilities

Design public facilities to incorporate recreational elements such as children’s play areas, rooftop courts, pocket parks, and usable public plazas.

Policy R 5.6 New Joint-Use Facilities

Explore use of government-owned surplus or remnant parcels for public park use.

Goal R 6 Provision of Coastal Recreational Opportunities—Protection and enhancement of a wide-range of recreational opportunities along the coast and beaches.

Policy R 6.1 Protection of Recreational Opportunities

Protect recreational opportunities along the coast and beaches from non-recreational uses. Where feasible, expand and enhance recreational opportunities along the coast and beaches.

Policy R 6.2 Interagency Coordination

Cooperate with the State Department of Parks and Recreation, the State Department of Fish and Game, and Orange County to protect, expand and enhance opportunities for recreational activities at County and State beaches and parks.

Policy R 6.3 Recreational Commercial Uses

Allow recreational commercial uses in commercial areas adjacent to beaches and the bay.

Goal R 8 Provision of Marine Recreation Facilities—Provision and maintenance of marine recreation related facilities that enhance the enjoyment of the City’s natural resources**Policy R 8.1 Existing Facilities**

Utilize existing City marine recreational facilities, including piers, docks, bays, beaches and educational and support facilities such as the intercollegiate rowing facilities, marine ways and services, launching facilities, pump-out stations, parking facilities, restrooms, showers, drinking fountains, and concessions.

Policy R 8.2 Provision of New Facilities

Provide additional marine recreational, educational and support facilities and opportunities as feasible.

Policy R 8.5 Support Facilities

Protect and, where feasible, expand, and enhance: (Policy HB6.4)

- Waste pump-out stations
- Vessel launching facilities
- Low-cost public launching facilities
- Marinas and dry boat storage facilities
- Guest docks at public facilities, yacht clubs and at privately owned-marinas, restaurants and other appropriate locations
- Facilities and services for visiting vessels
- Facilities necessary to support vessels berthed or moored in the harbor, such as boat haul out facilities
- Existing harbor support uses serving the needs of existing waterfront uses, recreational boaters, the boating community, and visiting vessels

Goal R 9 Provision of Public Access—Provision and maintenance of public access for recreational purposes to the City’s coastal resources. (Goal HB6)

Policy R 9.1 Provision of Public Coastal Access

Provide adequate public access to the shoreline, beach, coastal parks, trails, and bay, acquire additional public access points to these areas and provide parking, where possible. (Policy HB6.1)

Policy R 9.5 Private/Gated Communities

Protect public access to coastal resources from private/gated communities.

■ Impacts and Mitigation Measures

No mitigation measures are necessary, as the proposed General Plan Update policies fully mitigate the impacts.

Level of Significance After Policies/Mitigation Measures

After implementation of the proposed General Plan Update policies, impacts to parks and recreational facilities would be *less than significant*.

4.12.6 References

EIP Associates. 2004. Technical Background Report.
———. 2005. General Plan Update Recreation Element.