

## 4.12 Parks, Recreation and Open Space

### 4.12.1 Abstract

Residents and visitors alike enjoy the spectacular natural beauty of Monterey County's parks and open spaces. The region includes an ecologically diverse native landscape, including beaches, undeveloped coastal dunes, wetlands, a dramatic rocky shoreline, redwood canyons and coastal peaks. Multiple federal, state, county governments and local districts own and operate parks, recreational facilities, and open space in Monterey County. Management agencies include the U.S. National Parks Service (NPS), the U.S. Forest Service (USFS), Bureau of Land Management (BLM), California State Parks (CSP), Monterey County, and local park agencies and districts. The County parks system encompasses about 10% of the County's total park acreage (Monterey County 2007a). Notable public lands and open space include Los Padres National Forest, the Big Sur Coast state parks, as well as Lake Nacimiento, Lake San Antonio, and Laguna Seca Regional Parks. Trails in the county include the Monterey Bay Coastal Trail, which spans 29 miles of the coast between the City of Marina and the community of Pebble Beach.

With implementation of the 2007 General Plan, future demand for parks, recreation and open space would include greater demand for both neighborhood-scale parks within urbanized areas, as well as regional scale parks serving the outlying areas of the County. Parks, recreation and open space policies are addressed throughout the 2007 General Plan, including the Land Use Element, Open Space and Conservation Element, and the Public Services Element. All potential parks, recreation and open space impacts associated with implementation of the 2007 General Plan would be less than significant with mitigation.

### 4.12.2 Introduction

This section identifies and evaluates issues related to parks, recreation and open space within the 2007 General Plan action area.

The "Environmental Setting" discussion below describes the current setting of the action area. The purpose of this information is to establish the existing environmental context against which the reader can then understand the environmental changes caused by the action. The environmental setting information is intended to be directly or indirectly relevant to the subsequent discussion of impacts.

The environmental changes associated with the action are discussed under "Impact Analysis." This section identifies impacts, describes how they would

occur, and prescribes mitigation measures to reduce significant impacts, if necessary.

## 4.12.3 Environmental Setting

### 4.12.3.1 Parks and Open Space

Parks and publicly held open space within the County provide a range of uses addressing a variety of park-related needs, from intensive recreational activities scaled to meet regional demands (such as Laguna Seca Recreation Area and Lake San Antonio), to passive recreational activities catering to the individual experience and natural resource preservation (such as Garland Ranch Regional Park and Jacks Peak County Park). These lands are owned and managed by several different agencies, each with slightly different mandates and management objectives. Multiple agencies manage parks and open space in Monterey County, including the NPS, USFS, BLM, U.S. Fish and Wildlife Service (USFWS), CSP, California Department of Fish and Game (DFG), Monterey Peninsula Parks District, Monterey County Parks Department and local municipalities (see Exhibit 4.12.1).

#### Federally-Owned Land

The federal government owns and manages several hundred thousand acres of land in Monterey County, including Los Padres National Forest, Pinnacles National Monument, the Salinas River National Wildlife Refuge and a broad array of BLM lands.

#### Los Padres National Forest

The Los Padres National Forest (LPNF) encompasses nearly two million acres (1,752,400 acres) in the coastal mountains of central California. LPNF extends along the coast from the Big Sur area of Monterey County to the western edge of Los Angeles County. The northern non-contiguous portion of the LPNF in Monterey County can be seen in Exhibit 4.12.1. Elevations within the LPNF range from sea level to 8,831 feet. The LPNF is managed by the USFS, and is divided into a northern division and a southern division. The northern division totals 314,674 acres and includes all of the acreage in Monterey County and northern San Luis Obispo County (USFS 2008a). The northern division is administered by the Monterey Ranger District. Segments of three rivers in LPNF are designated as national Wild and Scenic Rivers: the Big Sur River (Monterey County), Sespe Creek (Ventura County) and the Sisquoc River (Santa Barbara County). An 18.4 miles segment of the Arroyo Seco River within the county is being considered for addition to the national Wild and Scenic Rivers system (USFS 2008b). Activities permitted within the LPNF include hiking, camping, mountainbiking, off-highway vehicle travel, picnicking, and many other outdoor recreation activities.

Several large wilderness areas are set aside within the LPNF, including the Ventana Wilderness, located in the San Lucia mountains of Monterey County. The Ventana Wilderness was designated within the LPNF in the 1970s (USFS 2008c). The California Wilderness Act of 1984 added about 2,750 acres to the Ventana Wilderness. In 1992, the Los Padres Condor Range and River Protection Act and added about 38,800 acres to the Ventana Wilderness and created the approximately 14,500-acre Silver Peak Wilderness within the LPNF. In 2002, the Big Sur Wilderness and Conservation Act expanded the Ventana Wilderness for the fifth time, adding nearly 35,000 acres and increasing the total acreage of the Ventana Wilderness to its present size of 240,026 acres. Access in Wilderness Areas is allowed by foot or horseback only; motorized or mechanized travel, including mountain bikes, is prohibited.

### **Pinnacles National Monument**

Pinnacles National Monument was created by Theodore Roosevelt in 1908 to protect the remains of an ancient volcano, and is currently managed by the NPS. The Pinnacles National Monument encompasses 26,000 acres of land in the Gabilan Mountains east of Soledad on State Highway 146. Most of the monument area is located in San Benito County, but a small portion of the national monument is located in eastern Monterey County. The monument is known for its' massive monoliths, spires and sheer-walls. These rock formations provide for large 'pinnacles' that attract rock climbers. Permitted activities within the monument include camping, hiking, caving, rock climbing, and bird watching.

### **Salinas River National Wildlife Refuge**

The Salinas River National Wildlife Refuge is located approximately 11 miles north of the City of Monterey where the Salinas River empties into Monterey Bay. The refuge is managed by the USFWS and encompasses several habitat types including sand dunes, salt marsh, river lagoon, riverine, and a saline pond. The refuge provides habitat for several threatened and endangered species, including the California brown pelican, Smith's blue butterfly, the western snowy plover, the Monterey sand gilia, and the Monterey spineflower. The Salinas River National Wildlife Refuge is open to the public, though there are no facilities beyond a parking lot and footpaths. Permitted activities include fishing, hunting (seasonal), photography and wildlife observation.

### **Elkhorn Slough National Estuarine Research Reserve**

The Elkhorn Slough National Estuarine Research Reserve (ESNERR) is one of 26 National Estuarine Research Reserves established nationwide as field laboratories for scientific research, estuarine education and habitat stewardship. Elkhorn Slough is a seven-mile arm of the Monterey Bay located half way between the cities of Santa Cruz and Monterey. ESNERR is owned and managed by the DFG and it operates in partnership with the federal National Oceanic and Atmospheric Administration (NOAA) and the local, non-profit Elkhorn Slough Foundation. The 1,400-acre reserve hosts programs that promote education, research, and conservation in Elkhorn Slough. There are five miles of trails that meander through oak woodlands, tidal creeks, and freshwater marshes. Elkhorn Slough is renowned for its birding opportunities during fall, winter, and spring.

### **Bureau of Land Management Holdings**

The BLM administers several thousand acres of land throughout Monterey County. Holdings include land in Fort Ord and on the Monterey Peninsula, and rugged land adjacent to the Los Padres National Forest. Camping, equestrian activities, hiking and mountain biking are allowed on the Monterey Peninsula holdings. The BLM land near the Los Padres National Forest is mostly inaccessible and is designated as a Wilderness Study Area.

### **State Parks**

The California State Parks (CSP) owns and operates 20 park units in Monterey County, totaling 17,567 acres. Most of these units are on or near the coast. Several of these state parks, including the Marina State Beach in Marina, Point Lobos State Reserve in Carmel, and the Julia Pfeiffer Burns State Park on the Big Sur Coast attract visitors from throughout California and around the world. Table 4.12-1 lists the location and acreage of each of the state park units in Monterey County.

**Table 4.12-1. State Park Units in Monterey County**

Unit	Location	Acreage
Andrew Molera State Park	Big Sur Coast	4,766
Asilomar State Beach	Pacific Grove	107
Carmel River State Beach	Carmel	297
Fremont Peak State Park	Prunedale	162
Garrapata State Park	Carmel Highlands	2,940
Hatton Canyon Property	Carmel	130
John Little State Reserve	Big Sur Coast	21
Julia Pfeiffer Burns State Park	Big Sur Coast	3,762
Limekiln State Park	Big Sur Coast	711
Marina State Beach	Marina	171
Monterey District Headquarters	Monterey	6
Monterey State Beach	Monterey	100
Monterey State Historical Park	Monterey	10
Moss Landing State Beach	Moss Landing	60
Pfeiffer Big Sur State Park	Big Sur Coast	1,107
Point Lobos Ranch Property	Carmel	1,329
Point Lobos State Reserve	Carmel	1,325
Point Sur State Historical Park	Big Sur Coast	80
Salinas River State Beach <sup>a</sup>	Moss Landing	282
Zmudowski State Beach <sup>a</sup>	Moss Landing	194

<sup>a</sup> Park boundaries overlap with another county.

Source: California Department of Finance 2006b.

The Fort Ord Dunes State Park is an additional state park currently being considered for development in Monterey County, and is currently in the environmental review stage. Located along Highway 101 on Monterey Bay, the proposed 990 acre Fort Ord Dunes State Park has four miles of shoreline historically associated with Fort Ord. The Final General Plan and Environmental Impact Report for Fort Ord Dunes State Park was approved by the State Parks and Recreation Commission in September 2004.

### Monterey Peninsula Regional Park District

The Monterey Peninsula Regional Park District (Regional Park District) is a special parks and open space district located on the Monterey Peninsula. The voters of Monterey County approved a specific ballot measure which created the

Regional Park District (MPRPD) in November 1972. The park district boundaries were set to match the Monterey Peninsula College District, and a Board of Directors was formed to oversee operations and policy-making. The MPRPD was entrusted to acquire lands for the express purpose of preserving open space and providing recreational opportunities. The MPRPD has protected approximately 20,000 acres of open space and acquired, or helped to acquire, a total of 24 parks and open spaces along the Monterey Peninsula, Big Sur Coast, Cachagua and Carmel Valley. The MPRPD acquires land through funds derived from a 0.5% allocation of property tax collected within its boundaries, along with matching federal and state funds.

In 2004, voters in the MPRPD approved a ballot measure creating the MPRPD Parks, Open Space and Coastal Preservation benefit assessment district. The voters agreed to an assessment of approximately \$19/yr. per single family dwelling equivalent in order to provide funding for MPRPD to continue preserving and protecting parks and open space. Table 4.12-2 summarizes the MPRPD's parks and preserves.

**Table 4.12-2.** Monterey Peninsula Regional Park District Parks and Preserves

Park/Preserve	Location	Accessibility
Bloomquist Open Space Preserve	Upper Carmel Valley	Access by permit only
Cachagua Community Park	Cachagua	Open to public
Frog Pond Wetland Preserve	Del Rey Oaks	Open to public
Garland Ranch Regional Park	Carmel Valley	Open to public
Laidlaw-Apte Pine Forest Preserve	Carmel Highlands	Access by permit only
Landfill Dunes Preserve	Seaside	Open to public
Locke-Paddon Community Park	Marina	Open to public
Marina Dunes Preserve	Marina	Open to public
Mill Creek Redwood Preserve	Big Sur	Access by permit only
Palo Corona Regional Park	Carmel	Access by permit only
San Clemente-Blue Rock Open Space	Carmel Valley	Closed to public
South Monterey Bay Dunes	Sand City	Open to public

Source: Monterey Peninsula Regional Park District 2007.

## Monterey County Parks Department

The Monterey County Parks Department is responsible for the operation and maintenance of a system of nine regional parks and two lakes encompassing over 12,155 acres of land and 10,000 acres of lakes. San Antonio Lake, located southeast of Jolon and Lockwood in the South County area, encompasses 12,000 acres and is the largest county-operated recreational area. Toro Park is the

second largest county-operated park facility and is 4,783 acres in size. These county-owned public lands provide open space and recreational opportunities primarily on a regional scale for unincorporated areas of the County, rather than at the neighborhood level. Royal Oaks Park and Manzanita Park serve the residents of North County. Jacks Peak and Toro Park are located adjacent to Monterey-Salinas Highway 68 and serve residents from the Monterey Peninsula and the Greater Salinas Area. San Lorenzo Park, just north of King City, serves residents of the Salinas Valley and visitors to the county. The Lake San Antonio Recreation Area and the Laguna Seca Recreation Area/Raceway serve visitors from throughout California, the nation, and the world—in addition to county residents. Each of these County parks is described in further detail below.

### **Jacks Peak County Park**

Jacks Peak Park encompasses 525 acres, and is located within the Greater Monterey Peninsula Area Plan (Exhibit 4.12.1). Its central feature is Jacks Peak, the highest point on the Monterey Peninsula, rising 1,068 feet above Monterey and Carmel, with a view of Monterey Bay. The day-use park allows picnics and day hiking. Over 8 miles of trails, including a self-guided nature trail, wrap around Jacks Peak and throughout the remainder of the park.

### **Laguna Seca Recreation Area**

The 542 acre Laguna Seca Recreation Area, located within the former Fort Ord area, is home to both the recreation area as well as the Mazda Raceway at Laguna Seca. The recreation area is within a short driving distance from the Monterey Peninsula, Salinas Valley, Carmel Valley and Big Sur. The recreation area has 172 tent and RV campsites. In addition, the recreation area offers multiple picnicking areas, a rifle and pistol range, off-highway motorcross areas, and off-highway vehicle areas. The Trackview Pavilion (Red Bull Energy Center) is also available to rent for large events. The world-famous Mazda Raceway Laguna Seca is home to the Skip Barber Racing School, as well as multiple car-racing events throughout the year.

### **Lake San Antonio**

Lake San Antonio is Monterey County's largest freshwater recreation area, and is located within the South County Area Plan, adjacent to Fort Hunter Liggett. The lake is formed by an earthfill dam on the San Antonio River and was completed in 1965. The lake and dam are owned by the Monterey County Water Authority. Lake San Antonio offers year-round activities including picnicking, camping, fishing, hiking, swimming, boating and water-skiing. Lake facilities include the Lake San Antonio Marina, a small general store and a dry storage yard. Lake San Antonio has over 500 campsites as well.

### **Manzanita Park**

Manzanita Park is a large, recreational facility and nature preserve located southwest of Prunedale. The park is 500 acres in size, with 50 acres set aside for youth recreation while the rest of the land is a nature preserve. The park is operated by the North County Youth Recreation Association and is open during their scheduled events which vary throughout the year. Scheduled events

typically include baseball games, softball games, soccer games, BMX racing, batting cage practice, and dog training events.

### **Royal Oaks Park**

Royal Oaks Park was established in 1966 and is the oldest park in the Monterey County Parks system. This 122-acre day use facility is situated in an oak-studded valley southeast of Pajaro along Mayer Road, within the North County Coastal Land Use Plan area. The park facilities include numerous picnic tables, large-group accommodations, a softball field, playground equipment, basketball, volley-ball and tennis courts, and many miles of hiking trails.

### **San Lorenzo Park**

San Lorenzo Park is located along the banks of the Salinas River, at the base of the Santa Lucia Mountains. The park is located on the outskirts of King City, and is within the South County Area Plan (Exhibit 4.12.1). San Lorenzo Park offers multiple facilities including picnic areas, playgrounds, horseshoe pits, volleyball courts, softball areas, 90 campsites and a walking trail along the banks of the Salinas River. The park also contains the Monterey County Agricultural and Rural Life Museum.

### **Toro Regional Park**

Toro Regional Park is located within the Toro Plan Area and is six miles from downtown Salinas, and 13 miles from the Monterey Peninsula along Hwy 68 (Exhibit 4.12.1). Toro Regional Park was first opened in 1971 and contained 4,756 acres. A large, 849-acre ranch known as Marks Ranch has recently been secured by Monterey County and the Big Sur Land Trust. The newly acquired ranch will be annexed to Toro Park. Park facilities at Toro Park include an equestrian staging area and riding trails, two softball fields, playgrounds, horseshoe pits, volleyball courts, mountain biking trails and over 20 miles of hiking trails.

### **San Antonio Lake**

Lake San Antonio is a freshwater recreation area 20 miles inland from the Central Coast in southern Monterey County. The lake is formed by the damming of the San Antonio River and is approximately 5000 surface water acres. San Antonio Lake is open year round for hiking, biking equestrian use, camping, water skiing, fishing, and wakeboarding. There are over 4-miles of lake shore camping on the north shore.

### **Lake Nacimiento**

Nacimiento Lake is located in northern Monterey County, but it is managed by the County of Monterey. Similarly to Lake San Antonio, Lake Nacimiento is formed by the Nacimiento dam. The lake covers 5,000 acres of surface waters and approximately 165 miles of shoreline. The area provides recreational facilities for camping, hiking, biking, boating, and equestrian use among other recreational opportunities.



### 4.12.3.2 Open Space

The State General Plan Guidelines define open space as including land used for the managed production of resources, such as forestlands, rangeland, agricultural lands, and areas of economic importance for the production of food or fiber. Under these guidelines, open space can serve specific purposes, including preservation of natural resources, continued managed production of resources, outdoor recreation, and health and safety.

As described above, a substantial amount of parkland and open space in the county is owned by the federal and state government. This includes Los Padres National Forest, multiple properties owned by BLM, the state parks discussed above, and the two large military bases. The two military bases are Camp Roberts which is now owned by the California National Guard, and Fort Hunter Liggett owned by the Department of the Defense. Camp Roberts is located south of Bradley along Hwy 101, and borders San Luis Obispo County. Camp Roberts was constructed in 1940 to train soldiers during the Korean War, and encompasses over 43,000 acres. Fort Hunter Liggett is the largest United States Army Reserve command post. Fort Hunter Liggett comprises 165,000 acres is bounded by the Santa Lucia Mountains to the east, Los Padres National Forest to the north and west, and the San Luis Obispo County line to the south. The Fort also contains the headwaters of the Nacimiento River. Limited public access for camping and hunting is allowed on these lands. Overall, the use of these military lands is strictly controlled by the military, and is beyond the area of influence of the 2007 General Plan Action Area.

Under the State Guidelines, outdoor recreational land use is also considered open space, thus based on the definition golf courses are considered open space. The County does not own or manage any recreational golf courses for the public; however, any proposed golf course within open space requires a County permit.

Much of the open space in Monterey County is not formally designated or recognized as such, but exists as undeveloped slopes or canyons owned by private citizens in rural areas. This form of open space, though not formally protected by an open space designation may exist because of site conditions or zoning/slope restrictions that reflect physical constraints and resources.

There are also small neighborhood parks throughout the County that are incorporated into the design of large subdivisions per the County's park dedication ordinance. These are designed to meet the specific needs of the residents in the area and diverse age and recreational interests per Section 19.12.010 of the Monterey County Code, described below under "Regulatory Framework."

### **4.12.3.3 Trails**

There are hundreds of miles of hiking, equestrian and bike trails in Monterey County. Notable hiking trails in Monterey County within the Los Padres National Forest include Arroyo Seco trails, Little Sur Camp, the Blue Rock Ridge Trail, the Pine Ridge Trail and the Santa Lucia Trail. In addition, according to the Ventana Wilderness Alliance, there are over fifty hiking trails within the Ventana Wilderness alone. Many of the state parks also include extensive trail systems, including the Andrew Molera State Park trails, the Pfeiffer Big Sur State Park trails, the Point Lobos State Reserve trails, and the Fremont Peak State Park trails.

The Monterey Bay Coastal Trail is 29 miles long and winds through several Monterey County communities, including Pebble Beach, Pacific Grove, Monterey, Sand City, Seaside, and Marina. The trail is used by both joggers, skaters, walkers and cyclists.

The goal of integrating a network of trails that strategically link schools and major recreational facilities can be found throughout the parks and recreation master plans adopted for individual cities within Monterey County. The trails complement existing roadways and infrastructure to aid in the movement of vehicles and pedestrians throughout the county, and enhance the quality of life by providing alternative modes of transportation.

### **4.12.3.4 Recreation Resources and Programs**

The local communities in Monterey County operate a comprehensive system of municipal recreation programs that respond to the needs of Monterey County's children, youth, adults, and seniors. Local jurisdictions and private recreational organizations provide a wide variety of active recreation programs for the residents and visitors of Monterey County. Local jurisdictions work in cooperation through various joint use agreements to maximize the use of recreational facilities throughout the county. These cooperative efforts continue to foster the optimal use of parks and recreation resources and services available to the community through joint use of existing recreational facilities and partnerships with other recreation providers and for-profit agencies.

## **4.12.4 Regulatory Framework**

Parks, open spaces and recreation facilities are subject to numerous laws and regulations. Summaries of state and local laws related to the management of these facilities are presented in this section.

#### **4.12.4.1 State Policies**

##### **Quimby Act (California Government Code 66477)**

The Quimby Act (California Government Code §66477) was passed in 1975 and authorizes cities and counties to pass ordinances requiring developers to set aside land, donate conservation easements, or pay fees for park improvements. This provision of the State Subdivision Map Act enables cities and counties to require the dedication of land and/or payment of in-lieu fees for parks and recreation purposes as a condition of approval of a tentative map or parcel map subdivision. The dedication of land and/or payment of in-lieu fees must be based on parkland dedication policies and standards established in the city or county general plan. Currently, only the County's subdivision ordinance outlines the policies and standards for dedication of parklands. The existing 1982 General Plan does not have specific policies or standards establishing the amount of parkland to be dedicated. This policy issue will be addressed further under 4.12.5, *Project Impacts*.

AB 1600 amended the Quimby Act in 1982 to hold local governments more accountable for imposing park development fees. The AB 1600 amendment requires agencies to clearly show a reasonable relationship between the public need for the recreation facility or park land and the type of development project upon which the fee is imposed. Cities and counties are required to show a strong direct relationship, or nexus, between the park fee exactions and the proposed project. Local ordinances must include definite standards for determining the proportion of the subdivision to be dedicated and the amount of the fee to be paid by the developer. AB 2936 was adopted as an amendment to the Quimby Act in 2002, and allows counties and cities to spend up to 10% of their Quimby Act fees to prepare master plans for park and recreation facilities every three years.

#### **4.12.4.2 County Policies**

##### **Monterey County Code**

Title 19 of the Monterey County Code establishes regulations pertaining to subdivision development in the County. Chapter 19.12 specifically outlines regulations pertaining to the dedication and reservations of easements. Section 19.12.010 of the Monterey County Code establishes the County's parks and recreation facilities standards. This code section was enacted pursuant to the authority granted to the County by the Subdivision Map Act and provides for additional parks, recreational facilities and open spaces as appropriate pursuant to the General Plan. As a condition of approval of a tentative map, the subdivider dedicates land, pays a fee in lieu thereof, or both, at the option of the County, for park or recreational purposes. The land dedicated or the fees paid, or both, must be used for local or regional community and neighborhood parks and recreational facilities in such a manner that the locations and use of such parks and recreational facilities bear a reasonable relationship to the use of the park and

recreational facilities by the inhabitants of the subdivision generating such dedication or fees, or both. The Code determines that the public interest, convenience, health, safety and welfare require that three acres of property for each one thousand (1,000) persons residing within the unincorporated area of the County be devoted to local park and recreation purposes. This acreage requirement is pro-rated based on the size of the project.

The primary intent of this Code section is to provide the land for recreation units on a local level of service which reasonably serves the subdivision or neighborhood, including but not limited to: tot lots, play field lots, playgrounds, neighborhood parks, playfields, community or district parks, and other specialized recreational facilities that may serve the family group and also senior citizens citizen and child care activities. Principal consideration is given to lands that offer:

1. A variety of recreational potential for all age groups;
2. Recreational opportunities within walking distance from residents homes;
3. Possibility for expansion or connection with school grounds;
4. Integration with hiking, riding and bicycle trails, natural stream reserves and other open space;
5. Coordination with all other park systems; and
6. Access to at least one existing or proposed public street.

The ordinance also establishes the circumstances under which an in-lieu fee may be accepted. For example, if the subdivision has less than fifty parcels, the subdivider would pay a fee equal to the land value of the portion of the park or recreational facilities required to serve the needs of the residents of the proposed subdivision. The money collected by the County can be used in accordance with the schedule developed pursuant to Section 19.12.010K for the purpose of acquisition, development, maintenance and operation of County regional park units and for developing new or rehabilitation of existing neighborhood or community park or recreational facilities reasonably related to serving the subdivision. These funds can also be used towards the purchase of necessary land and/or improvement of land for park or recreational purposes. The funds must be committed within five years after payment thereof or the issuance of building permits on one-half of the lots created by the subdivision, whichever occurs later. If the money is not committed, it would be distributed and paid to the current owners of the subdivision. At the time of the approval of the final map or parcel map, the Director of Parks and Recreation would develop a schedule specifying how, when, and where the land or fees will be used to develop or rehabilitate a park or recreational facilities to serve the residents of the subdivision.

## 2007 General Plan Goals and Policies

The 2007 General Plan Public Services Element establishes goals and corresponding policies to address parks and recreation impacts. The applicable goals and policies are discussed under the Impacts and Mitigation section below.

### 4.12.5 Project Impacts

#### 4.12.5.1 Thresholds of Significance

Criteria for determining the significance of impacts related to parks and recreation are based on criteria set forth in Appendix G of the State CEQA Guidelines (14 Cal. Code Regs. § 15000 et seq.). Implementation of the 2007 General Plan would cause a significant impact to parks, recreation, and open space resources if it would result in any of the conditions listed below.

- Require new or expanded parks or recreational facilities, which were not contemplated in the general plan or
- Result in the physical deterioration of parks or recreational facilities due to increased use.

#### 4.12.5.2 Impact Analysis

Implementation of the 2007 General Plan to the 2030 and 2092 planning horizons would increase demands on existing parks and recreation facilities in the county. Such demands would create a need for new or expanded facilities and would also potentially cause the physical deterioration of existing parks and recreation facilities.

### New or Expanded Parks and Recreation Facilities

**Impact PAR-1: Implementation of the 2007 General Plan would result in the need for new or expanded parks and recreational facilities, which were not contemplated in the general plan. (Less-Than-Significant Impact with Mitigation)**

#### 2030 Planning Horizon

##### Impact of Development with Policies

The County currently has an abundance of park, recreation and open space facilities. The Monterey County Parks system alone consists of nine regional parks, encompassing more than 12,000 acres of land and 10,000 acres of lakes. The County's current park standard establishes a park ratio of 3 acres

of parkland per 1,000 residents. The County's 2006 adjusted population estimate is 438,978 residents for both the incorporated county and unincorporated cities combined. In 2006, the existing need for parkland per the County's subdivision ordinance dedication ratio of 3:1000 for this combined city/county population was 1,317 acres ( $438,978 \times 0.003$ ). The projected population in 2030 is 602,731 residents within both the unincorporated county and incorporated cities. Using the parkland dedication ratio of 3:1000, 1,808 ( $602,731 \times 0.003$ ) acres of parkland would be needed to serve this population. Using the parkland dedication ratio of 3:1000, the County's existing parkland acreage of 12,000 acres exceeds the area needed to meet the current parkland/resident ratio by several thousand acres. In addition, multiple other parks, recreation and open spaces exist throughout the county under the jurisdiction of the federal government, state agencies, MPRPD and local municipalities.

Nevertheless, future population growth anticipated by the 2007 General Plan to the 2030 planning horizon would increase demands on existing parks and recreation facilities near population centers within the county. The 2007 General Plan includes policies to address this increased demand for parks, recreation and open space services.

#### 2007 General Plan Policies

The 2007 General Plan policies summarized below establish comprehensive measures to ensure the proposed project meets the need for new or expanded parks and recreational facilities.

#### ***Land Use Element***

The Land Use Element guides decision makers, planners and the general public as to the ultimate pattern of development within the unincorporated areas of the county. It designates the general distribution, location and extent of land uses, such as housing, business, industry, open space, agriculture, natural resources, recreation, and public/quasi-public uses (Monterey County 2007). The location and density of uses prescribed by the Land Use Element are integrally linked to policies for the protection of environmental resources included in the Conservation/Open Space Element.

Land Use Element Policy LU-2.7 (open space) states that open space should be provided in and/or on the fringes of residential areas. Land Use Element Policy LU-2.23 (Community Areas) states that Community Areas shall be designed to achieve a sustainable, balanced, and integrated community offering various types of land use designations including "a variety of recreational opportunities and public amenities integrating enhancement of existing natural resources into the community where possible." (Monterey County 2007.)

Land Use Element Policy LU-2.34 (Urban Residential) establishes regulations for three categories of Urban Residential land including Medium Density Residential (MDR), High Density Residential (HDR) and Mixed Use (MU). Both MDR and HDR categories allow for a range of land uses, including recreational, public and quasi public lands. MDR areas are appropriate for a range of residential uses (1-5 units/acre) and housing types, recreational, public and quasi public, and other uses that are incidental and subordinate to the residential use and character of the area.

Land Use Element Policy LU-2.35 (Rural Residential) establishes regulations for three categories of Rural Residential land, including Low Density Residential (LDR), Rural Density Residential (RDR) and Resource Conservation (RC). Both LDR and RDR categories allow for a range of land uses, including recreational, public and quasi-public lands. The RC designation would apply in primarily rural residential or agricultural areas with sensitive resources, as well as areas planned for resource enhancement. RC lands would create important open space amenities for the entire community, and in some cases would provide drainage and flood control facilities in conjunction with open space. A range of passive to active activities are envisioned, including park and recreation facilities that can be accomplished without significant structural development and also complement, protect and enhance the resources.

Land Use Element Policy LU-6.1 (Public/Quasi-Public designations) establishes the Public Quasi-Public (PQP) land use designation. The PQP land use designation would accommodate publicly or privately owned land uses such as schools, parks, regional parks, public works facilities and hospitals that serve the public at large.

Land Use Element Policy LU-6.2 (Agency-owned lands) establishes that lands that are owned by a federal, state, or local public agency may be designated as PQP. Land management regulations and policies for those lands would be established accordingly by each applicable federal, state or local public agency.

Land Use Element Policy LU-6.3 (Planning Coordination) and 6.4 (Public Lands) requires that the County's planning activities be coordinated with the planning efforts undertaken by other public agencies with landholdings in Monterey County. The planning for public lands adjacent to private lands should be undertaken as a joint effort between all of the affected agencies and private property owners.

Land Use Element Policy LU-7.1 (Water Bodies) establishes priorities for multiple uses of major water bodies in the county, including water supply, flood control and hydroelectric power generation. Recreation is established as the secondary priority and

compatibility between multiple uses of major water bodies and surrounding land uses shall be considered.

Land Use Element Goal LU-8 (Open Space) encourages the provision of open space lands as part of all types of development, including residential, commercial, industrial and public development.

Land Use Element Policy LU-8.1 (Planning Process) requires that the open space needs of the community and new development be reviewed and addressed through the planning process.

Land Use Element Policy LU-8.2 (Clustering) establishes that clustering, consistent with the other policies of this 2007 General Plan, is considered a means of maximizing permanent open space within new development.

Land Use Element Policy LU-8.3 and 8.4 (Development Credit) requires that lands would be set aside for future park and recreation development sites, and incorporated into new urban and rural development. As part of development review and approval, on-site development density credit consistent with the underlying land use designation shall be given for developable lands placed in permanent open space as part of a development. Use of the on-site development density credit will be allowed only if environmental, health and public safety factors permit.

Land Use Element Policy LU-8.4 (Open space integration) requires that, wherever possible, open space lands provided as part of a development should be integrated into an area-wide open space network. Land Use Element Policy LU-8.5 (Open space buffers) establishes that development should consider use of open space buffers on the perimeter and integrated into the development.

Implementation of the Land Use Element policies described above would establish comprehensive measures to avoid and minimize adverse impacts to parks and recreation facilities, and meet the need for new or expanded parks and recreational facilities. Land use designations would allow for a range of land uses, including recreational, open space and quasi-public lands. In addition, the County's planning activities would be coordinated with the planning efforts undertaken by other public agencies with landholdings in the County.

### ***Conservation and Open Space Element***

The Conservation and Open Space Element guides the County in the long-term conservation and preservation of open space lands and natural resources while protecting private property rights (Monterey County 2007). The County's intent is to enable greater cooperation



among public agencies and the public to share management responsibilities in accomplishing the shared goal of conserving and protecting the resources of the region.

Conservation and Open Space Element Goal OS-1 (Scenic Resources) establishes policies to retain the character and natural beauty of Monterey County by preserving, conserving and maintaining unique physical features, natural resources and agricultural operations.

Conservation and Open Space Element Policy OS-1.7 (Development Rights) establishes a voluntary, transfer of development rights program to direct development away from areas with unique visual or natural features, critical habitat, or prime agricultural soils shall be established.

Conservation and Open Space Element Policy OS-1.10 (Trails Program) recognizes the value of trails in Monterey County, and establishes policies to develop a county-wide trails program, including bike paths (Class 1), walking and equestrian facilities used by the general public. Specific trails shall be addressed in each Area Plan. General parameters include voluntary dedication of trails, recognition of crop safety in siting trails and appropriate design

Implementation of the Open Space and Conservation Element policies described above would minimize impact to parks and recreation. The proposed county-wide trails program in Policy OS-1.10 would create a trail system throughout the county. Further, Policy OS-1.7 and OS-1.1 would minimize impacts by setting aside areas with unique physical characteristics for the general public. The transfer of development rights would lessen the impacts by creating new parkland and recreation area. The implementation of the policies depicted above would establish comprehensive measures to avoid and minimize adverse impacts to parks and recreation facilities, and meet the need for new or expanded parks and recreational facilities within the county.

### ***Public Services Element***

The Public Service Element also contains specific policies that govern parks and recreational facilities in the County. Public Services Element Goal PS-11 (Stewardship) calls for maintaining and enhancing the county's parks and trails system in order to provide recreational opportunities, preserve natural scenic resources and significant wildlife habitats and good stewardship of open space resources.

Public Service Element Polices PS-11.1 (parks acquisition) states that priority shall be given to the acquisition of land, development, and maintenance of new parks in areas that are deficient in park services and in rapidly growing areas. Evaluation of this need would include consideration of the costs for development of facilities as well as ongoing management and maintenance. After evaluation of regional needs, locations where park acquisition should be pursued in concert with willing property owners would be identified. Evaluation of this need would include consideration of the costs for development of facilities as well as on-going management and maintenance. After evaluation of regional needs, locations where park acquisition should be pursued in concert with willing property owners would be identified.

Public Service Element Polices PS-11.2 (park ratios) establishes that park acquisition, development, and maintenance guidelines based upon acreage, population, parkland ratios and consideration of natural resource values that will provide adequate park and recreation facilities for existing and future residents shall be established. Broad public participation in the development of these guidelines would be assured.

Public Service Element Polices PS-11.3 (parks distribution) outlines that, in cooperation with other park and public lands agencies, an equitable geographic distribution of neighborhood, community and regional park facilities commensurate with the needs of the surrounding residents shall be established.

Public Service Element Polices PS-11.4 (Youth camping) encourages interpretive and recreational services such as youth campaign in parklands.

Public Service Element Polices PS-11.5 (Other park agencies) promotes the full utilization of park and recreation facilities owned and/or operated by other agencies is encouraged.

Public Service Element Polices PS-11.6 (Funding Sources) requires that county funding sources and special operating agreements shall be used to make County parks and recreation facilities available and ensure their on-going maintenance.

Public Service Element Polices PS-11.7 (Accessibility) stipulates that accessibility, in terms of affordability, physical access and hours of operation of the County's park and recreation facilities shall be assured to the maximum extent practicable.

Public Service Element Polices PS-11.8 (Lake San Antonio Park) proposes that, in order to join the separated portions of the Lake San Antonio Park, acquisition of the publicly owned lands at the Old

Hacienda and the northern Lake San Antonio area shall be sought if Fort Hunter-Liggett is closed.

Public Service Element Policies PS-11.9 (Parkland acquisition) outlines that a wide range of mechanisms to acquire and maintain parkland, including a variety of funding sources such as land donations, public conveyances from other agencies and development impact fees shall be utilized.

Public Service Element Policies PS-11.10 (Quimby Act) establishes that, pursuant to the provisions of the State Subdivision Map Act, residential subdivision projects shall be conditioned to provide and maintain park and recreation land and facilities or pay in-lieu fees in proportion to the extent of need created by the development.

Public Service Element Policies PS-11.11 (Management Plans) stipulates that management plans for all County park and recreational areas and facilities, emphasizing protection of environmental resources and best management practices for open space on these lands, shall be prepared and adopted. Public Service Element Policies PS-11.12 (Management Plans, cntd.) requires that parks for more active uses shall be distinguished from parks and open space areas rich in biological resources suitable for more passive enjoyment of those resources. Management Plans shall reflect these differences and specify appropriate management for each use.

Public Service Element Policies PS-11.13 (Long-term management) requires that new park facilities shall not be opened to public use until adequate, long-term facility management is provided. Public Service Element Policies PS-11.14 (Community Area Plans) stipulates that all Community Area Plans shall identify adequate sites for park and recreation facilities.

Implementation of the Public Service Element Policies described above would establish comprehensive measures to avoid and minimize adverse impacts to parks and recreation facilities, as well as meet the need for new or expanded parks and recreational facilities within the county. The Public Service Element Policies establish general standards for the provision of public facilities concurrently with future growth. Included are policies that direct growth where adequate facilities currently exist, policies that seek to achieve acceptable level of park service standards through improvements funded by fair share impact fees and planned capital improvements, and require that only new developments that have or can provide adequate concurrent public services and parks facilities be approved.

### Area Plan Policies

The Area Plans contain specific supplemental policies that assist in ensuring that potential increased demand on parks and recreation services from implementation of the 2007 General Plan are addressed.

#### ***North County Area Plan***

North County Area Plan Policy NC-3.5 (critical habitat) requires the preservation of critical habitat areas as open space. In addition, when an entire parcel cannot be developed due to this critical habitat preservation policy, a low intensity, clustered development would be permitted.

North County Area Plan Policy NC-3.7 (Trails plan committee) would establish a new Trails Plan committee to be appointed by the Board of Supervisors. The new committee would be tasked with developing a Trails Plan for the North County area that would be consistent with General Plan Policy OS-1.10 (Trails Program). The new Trails Plan would include a trails map and implementation policies for the North County area. Recreational trail and equestrian trail easements would be developed where feasible, and would be located within County-required easements of private roads.

#### ***Greater Salinas Area Plan***

Greater Salinas Valley Area Plan Policy GS-1.1 (Butterfly Village Special Treatment Area) designates approximately 671 acres located north of San Juan Grade Road and east of Harrison Road as a “Special Treatment Area,” or STA. This designation would permit a planned development including a public park including trails, public parking, and a series of drainage ponds. It would also preserve sensitive habitat areas as open space. A community health and wellness center would also be included, and it would provide a variety of health, fitness and nutrition uses.

Greater Salinas Valley Area Plan Policy GS-5.1 (Public Services) stipulates that portions of Gabilan Creek be evaluated for a linear park as defined by the County’s Parkland Classification System at such time when the County can support another regional park. In the interim, the policy requires that Gabilan Creek be maintained in a natural riparian state, maintained in a free-flowing state devoid of dams, allowed its natural flood capacity through required setbacks conforming to the 100-year floodplain, and kept free from urban encroachment by residential development through required dedication of land in the floodplain corridor.

### ***Central Salinas Valley Area Plan***

Central Salinas Valley Area Plan Policy CSV-1.1 (Paraiso Hot Springs) designates Paraiso Hot Springs as a STA. Recreation and visitor serving land uses for the Paraiso Hot Springs Special Treatment Area may be permitted in accordance with a general development plan and other discretionary approvals such as subdivision maps, use permits and design approvals. The STA may include such uses as a lodge, individual cottages, a visitor center, recreational vehicle accommodations, restaurant, shops, stables, tennis courts, aquaculture, mineral water bottling, hiking trails, vineyards, and orchards. Central Salinas Valley Area Plan Policy CSV-1.12 (Permits) requires that all recreation and visitor-serving commercial land uses shall require a use permit.

Central Salinas Valley Area Plan Policy CSV-1.7 (Millers Lodge) designates the historical “Millers Lodge” as a STA to recognize historical day use, camping, recreation, and residential uses that have been present on the parcel since the 1940’s. This STA designation would allow the owners to apply for a use permit and general development plan. This policy would not permit expansion or intensification of the Miller’s Lodge property beyond what is currently developed (as of adoption of the 2007 General Plan), nor allow any new uses not already occurring on the site.

### ***Greater Monterey Peninsula Area Plan***

Greater Monterey Peninsula Area Plan Policy GMP-1.4 (open space) stipulates that development proposals include compatible open space uses located between other developed areas.

Greater Monterey Peninsula Area Plan Policy GMP-1.5 (environmentally sensitive areas) necessitates the provision of open space and low-intensity educational and recreational uses in environmentally sensitive areas and in areas of high visual sensitivity.

Greater Monterey Peninsula Area Plan Policy GMP-1.7 (White Rock Club) designates the White Rock Club, an existing recreational facility consisting of 100 cabin sites and one gatehouse, as a STA. Development within the White Rock Club would be subject to the policies of the Rural Grazing land use designation. In addition, only the repair and remodeling of the existing 100 cabin sites would be allowed without a specific Use Permit. No additional cabin sites would be allowed. Conversion of the cabins to permanent residential units would also not be permitted without a Use Permit.

Greater Monterey Peninsula Area Plan Policy GMP-1.8 (San Clemente Ranch) designates the San Clemente Ranch as an STA.

Development within the San Clemente Ranch would be subject to the policies of the Rural Grazing land use designation. The existing recreational facilities on the ranch consist of 101 cabin sites, 5 permanent residents, tennis courts, a swimming pool and fishing ponds. The reconstruction, remodeling or rebuilding of approved cabins or development of new cabins on approved cabin sites would be allowed with appropriate Planning and Building Inspection Department and Health Department permits. Conversion of the 101 cabins to permanent residential units would not be permitted. The use of the cabins would remain a recreational use, and occupancy would be restricted to no more than 45 consecutive days.

Greater Monterey Peninsula Area Plan Policy GMP-3.8 (open space) encourages the designation of open space in areas of diverse habitats and ecologically important zones. Policy GMP-3.9 (critical habitat) promotes the preservation of critical habitat areas as open space.

Greater Monterey Peninsula Area Plan Policy GMP-3.11 (Trails) stipulates that riding and hiking trails would be acquired and developed with the intent of creating a coordinated, area-wide trails system. All motorized vehicles would be prohibited from using these trails. Highest priority trails are identified.

Greater Monterey Peninsula Area Plan Policy GMP-3.12 (trail acquisition) establishes that trail acquisition and development procedures address design standards, trail location, construction standards, liability questions, patrol and enforcement, trail restrictions or limitations, maintenance and operation plans, and burden of cost.

Greater Monterey Peninsula Area Plan Policy GMP-3.13 (Bike paths) calls for the dedication of trail easements as a condition of development approval, notwithstanding Policy OS-1.10(b), as development of bike paths and a coordinated, area-wide trails system are essential for circulation, safety and recreation in the Greater Monterey Peninsula Planning Area.

Greater Monterey Peninsula Area Plan Policy GMP-5.1 (Regional cooperation) encourages cooperation between the county, Monterey Peninsula Regional Park District and peninsula cities in developing a joint program to increase the amount of useable parks and recreation facilities within the Greater Monterey Peninsula area.

Greater Monterey Peninsula Area Plan Policy GMP-5.2 (development review) requires that each development proposal be evaluated by the County to determine the extent to which such development may help further the County's parks and recreation facility goals, objectives, and policies.

### ***Carmel Valley Master Plan***

Carmel Valley Master Plan Policy CV-1.3 (open space) requires that open space uses be located between the development areas in order to clearly define them, and to maintain a distinction between the more rural and more suburban areas of the valley.

Carmel Valley Master Plan Policy CV-1.8 (cluster development) sets criteria for cluster development, including a stipulation that it be used to protect visible open space and is in compliance with other applicable policies. In addition, open space for clustered developments must be dedicated in perpetuity.

Carmel Valley Master Plan Policy CV-3.14 (trails) calls for the creation of a network of shortcut trails and bike paths to interconnect neighborhoods, developments, and roads. These trails would be closed to motor vehicles and their intent is to facilitate movement within the Carmel Valley without the use of automobiles.

Carmel Valley Master Plan Policy CV-3.15 (development rights) allows public and private agencies such as the Big Sur Land Trust, the Monterey Regional Park District, and others to acquire development rights or accept easements and dedications for significant areas of biological, agricultural, or other open space land.

Carmel Valley Master Plan Policy CV-3.19 (Trail easements) calls for the dedication of trail easements as a condition of development approval, notwithstanding Policy OS-1.10(b), as development of bike paths and a coordinated, area-wide trails system are essential for circulation, safety and recreation in the Carmel Valley Planning Area.

Carmel Valley Master Plan Policy CV-5.7 (school recreation sites) promotes the expansion of existing school facilities for recreational uses, including land next to Carmelo School and Middle School.

### ***Toro Area Plan***

There are no specific policies related to parks, recreation or open space in the Toro Area Plan.

### ***Cachagua Area Plan***

Cachagua Area Plan Policy CACH-1.4 (Ventana Wilderness) requires that new development adjacent to the Ventana Wilderness not impact the purpose of the wilderness area.

Cachagua Area Plan Policy CACH-1.5 (Sydicate Camp) designates Sydicate Camp as a STA, an existing recreational facility consisting

of 24 cabin sites. Development within Syndicate Camp would be subject to the policies of the Rural Grazing land use designation, except those policies relating to density of development. The reconstruction, remodeling or rebuilding of approved cabins or development of new cabins on approved cabin sites would be allowed with appropriate Planning and Building Inspection Department and Health Department permits. Permanent residency is allowed.

Cachagua Area Plan Policy CACH-3.8 (trail easements) calls for the dedication of trail easements as a condition of development approval, notwithstanding Policy OS-1.10(b), as development of bike paths and a coordinated, area-wide trails system are essential for circulation, safety and recreation in the Cachagua Planning Area.

Cachagua Area Plan Policies CACH-5.2 and CACH-5.3 stipulate that public and private parkland development obtain a use permit and be limited to facilities that are scaled in relationship to and compatible with existing infrastructure and the rural environment. Private sector recreational opportunities that are compatible with policies in the Cachagua Area Plan would be considered. Private recreational development opportunities would include campgrounds, riding stables, guest ranches, pack stations, and music, religious, art and nature retreats.

### ***South County Area Plan***

South County Area Plan Policy SC-1.2 (clustered development) promotes clustered development in all areas where development is permitted in order to make the most efficient use of land and to preserve agricultural land and open space.

South County Area Plan Policy SC-5.5 (commercial recreation) requires that commercial recreational facilities for boating, water sports, camping, and similar uses at any proposed park site be of moderate size, compatible with surrounding uses, and be consistent with all resource protection and hazard avoidance policies.

South County Area Plan Policy SC-5.6 (Camp Roberts) stipulates that the County work with Camp Roberts to establish a park site on the Salinas River at Camp Roberts.

### ***Agricultural Winery Corridor Plan***

The northern end of the River Road/Arroyo Seco Road/Central Avenue Corridor contains the River Road-Las Palmas residential areas, which include active neighborhood parks accessible to area residents. The Jolon Road Corridor is near the regional recreational venues of Lake Nacimiento, Lake San Antonio, and the Los Padres National Forest. The other areas of the AWCP contain agricultural



lands and do not contain parks or recreational facilities. In addition, there are no specific policies related to parks, recreation or open space in the AWCP.

### Community Area Policies

#### ***Fort Ord Master Plan—Fort Ord Land Use Element***

The Fort Ord Master Plan Land Use Element contains a description of all the Base Land Use Designations. These Base Land Use Descriptions are compatible and consistent with the Land Use descriptions that pertain to the Monterey County area contained in the adopted Fort Ord Reuse Plan. These Base Land Use Descriptions are summarized below in relation to parks, recreation and open space policies.

The Low Density Residential, Medium Density Residential and High Density Residential Base Land Use Designations allow for a range of residential product types. In addition to residential uses, community centers and parks are allowed in these designations. Commercial recreation is also allowed in designated overlay districts.

The Visitor Serving Base Designation allows hotels and resorts, conference centers, restaurants, commercial recreation, and retail support uses. The Open Space Recreation Base Designation allows public parks and recreation activities not prohibited by overlay designations, habitat management, public amphitheaters, environmental education facilities, and commercial recreation.

The Habitat Management Base Designation allows habitat management, ecological restoration, environmental educational activities and facilities, and passive recreational activities, such as hiking, bike riding, horse riding, and picnicking in accordance with adopted habitat plans.

The School/University Base Designation allows public primary and higher educational facilities, habitat management, environmental education and support uses such as offices, sport facilities, maintenance uses, university housing, and convenience retail.

The Public Facility/Institutional Base Designation allows facilities that have public institutional ownership or benefit. Such uses may include habitat management, light industrial and R&D, corporation and maintenance yards, public utilities, training grounds, offices, educational facilities, and youth camps.

### ***CSUMB/Recreational Planning Area***

The California State University Monterey Bay (CSUMB) Recreational Planning Area is located at the Northern end of the County area of Fort Ord and is comprised of two Planning Districts. The first Planning District includes lands conveyed or subject to future public benefit conveyance to CSUMB. The second Planning District includes the former landfill site that is expected to be conveyed to the University of California. The CSU Planning District totals approximately 800 acres and is comprised of an existing residential area and a reserve area for future development needs of the campus. The County Recreation/Habitat Protection District includes approximately 340 acres designated as Open Space/Recreation and Habitat Management, with a component of commercial use and another smaller area of 88 acres to be used for active recreation and habitat protection.

The former (capped) landfill includes approximately 141 acres that are to be used for park and open space. All uses allowed in the base designation are allowed by this overlay district. Region-serving recreation facilities, such as an amphitheater may be appropriate. In addition, approximately 57 acres (the area not located in the landfill cap) is also designated for park and open space use and may be used for road right-of-way and commercial recreational uses including an 18-hole golf course and a regional-serving equestrian center.

### ***Reservation Road Planning Area***

The Reservation Road Planning area includes five Overlay Districts, including the UC Habitat Management District, the Youth Camp District, and the County Habitat Management District. This UC Habitat Management District totals approximately 167 acres for habitat management. All uses specified in the Base Designation are allowed except as prohibited by the adopted Fort Ord habitat management plan. The Youth Camp District totals approximately 125 acres located on the south side of Intergarrison Road. This District is designated for Public Facilities and is envisioned to be a youth camp to be operated by the County or an outside agency. The County Habitat Management Planning District totals approximately 374 acres for habitat management. Allowed uses and activities are specified in the Habitat Management Plan.

### ***Parker Flats (Residential) District***

This Planning District totals approximately 946 acres. The District was intended to accommodate a residential community of up to 3,184 residential units on 520 acres, at an overall density of up to 5 units per gross acre, neighborhood serving retail commercial uses on a one-acre site, visitor-serving uses (potentially including hotel and

golf course development) on 194 acres, and 231 acres of open space preserve. Due to a land swap agreement, the final land uses for the Parker Flats Residential District will be determined in a future Specific Plan for the area. However, this future Specific Plan would incorporate multiple development and design objectives. These development and design objectives include providing public spaces for community activities and recreation accessible to the future residents, and using the natural areas of the District to create distinctive edges to neighborhoods that are walkable for residents. In addition, the Specific Plan would coordinate the design and character of a perimeter regional trail to provide an effective boundary between the residential community and the adjacent BLM protected habitat area. The Specific Plan would also consider providing centralized equestrian facilities as amenities for the new neighborhoods to take advantage of the trails within the adjacent BLM lands.

### ***York Road Planning Area***

This Planning Area is located at the southwest end of the County's Fort Ord area adjacent to the existing Ryan Ranch development within the City of Monterey. The Planning Area is designated as Office Park/R&D and includes a 25 acre interim park site. Development will be subject to the preparation and approval of a Specific Plan or other planned development mechanism and constraints.

### ***Bureau of Land Management/Recreation Area***

This area contains approximately 16,000 acres comprised of the four Planning Districts, including an Open Space and Habitat District and the Laguna Seca Regional Park District. The Open Space and Habitat District encompasses approximately 15,000 acres designated for open space and habitat management under the jurisdiction of BLM. Allowed uses in this District would be in conformance with adopted habitat conservation plans. The Laguna Seca Regional Park District contains approximately 591 acres and is designated for Public Facilities to be used in expanding Laguna Seca Regional Park.

### ***Fort Ord Master Plan Recreation/Open Space Land Use Policies***

Objective A of the Fort Ord Master Plan Recreation/Open Space Land Use policies encourages land uses that respect, preserve and enhance the natural resources and open spaces at the former Fort Ord.

Recreation/Open Space Land Use Policy A-1 states the County shall encourage the conservation and preservation of irreplaceable natural resources and natural resources. Program A-1.1 requires the County

to identify natural resources and open space, and incorporate them into its Greater Monterey Peninsula Area Plan and zoning designations.

Recreation/Open Space Land Use Policy A-2 stipulates that the County shall encourage the provision of public open space lands as part of all types of development, including residential, commercial and institutional. Program A-2.1 requires the County to evaluate and provide for the need for public open space as part of review of development projects.

Objective B of the Fort Ord Master Plan Recreation/Open Space Land Use policies calls for using open space as a land use link and buffer. Program B-1.2 states the County shall create an open space plan for former Fort Ord showing the linkage of all open space areas within the County as well as linking to open space and habitat areas outside the County areas. Program B-2.1 calls for the County to review each application for a development entitlement for compatibility with adjacent open space land uses, and require suitable open space buffers to be incorporated into the development plans. Program B-2.2 encourages clustering of all types of land uses. Program B-2.3 calls for the County to designate open space areas, wherever possible, on the perimeter of all development undertaken at the former Fort Ord.

Objective C of the Fort Ord Master Plan Recreation/Open Space Land Use policies calls for using open space as a land use link and buffer reserving sufficient lands for community and neighborhood parks and recreation facilities in the Fort Ord area and adjacent communities. Program C-1.1 requires the County to amend its Greater Monterey Peninsula Area Plan and zoning ordinance to designate appropriate park and recreation facilities at the former Fort Ord to serve the needs of their community area, appropriate and consistent with the recreation standards established for the Fort Ord Reuse Plan and the County Subdivision Ordinance, which identifies a Standard of 3 acres per 1,000 people.

Program C-1.2 requires the County to designate land uses for the following park locations and acreages: a) 10 acres for a neighborhood park in the Eucalyptus Road Planning Area, and b) a minimum of 200 acres in permanent open space within the Eucalyptus Road residential planning area. Program C-1.4 necessitates that the County amend its Greater Monterey Peninsula Area Plan map to include this land as Park and Open Space.

Recreation/Open Space Land Use Policy C-2 specifies that the County provide sufficient resources to operate and maintain the park facilities at the former Fort Ord. Program C-2.1 requires the County provide in the for a minimal recreation program in the budget at the

time that each park is developed. In addition, the County should also provide a budget for a complete recreation and park maintenance program when the population to be served by the park reaches one thousand residents. Program C-2.2 requires that each park in the Fort Ord portion of the County should be developed and the recreation equipment should be in place when approximately 50% of the residential dwelling units that will be served by the park have been constructed and occupied.

Objective E of the Fort Ord Master Plan Recreation/Open Space Land Use calls for the County to coordinate open space and recreation land use with other affected agencies at the former Fort Ord, such as the California Department of State Parks and Recreation (CDPR) and BLM. Program E-1.1 stipulates that the County shall assist the CDPR to develop and implement a Master Plan for ensuring consistency of future uses of areas in the coastal zone including the management of the Fort Ord coastal dunes and beaches for the benefit of the public by restoring habitat, recreating the natural landscape, providing public access, and developing appropriate day use and overnight lodging facilities (limited to a capacity of 40 rooms). Program E-1.2 requires the County to assist CDPR to carry out a dune restoration program for the Fort Ord Dunes State Park. Program E-1.5 establishes that the proposed community park facility in the Recreation/HMP District in the CSUMB/Recreation Planning Area (Fort Ord Reuse Plan Polygon 17a) will use about 30 acres of land currently dominated by oak woodland for an equestrian center and other recreational facilities. The park will serve as a gateway to trails in the BLM area. Program E-1.6 allows for the Youth Camp District in the Reservation Road Planning Area (Fort Ord Reuse Plan Polygon 17b) to be rehabilitated for an existing travel camp, and that the County shall assure that this planned use is compatible with adjacent land uses.

### **Significance Determination without Mitigation**

Future population growth associated with implementation of the 2007 General Plan would increase demands on existing parks and recreation facilities in the County. Such demands would create a need for new or expanded parks, recreation and open space facilities. The above-listed 2007 General Plan and Area Plan policies address the need for parks and recreation facilities.

In addition, Section 19.12.010 of the Monterey County Code requires that a project must provide 3 acres of property for each 1,000 persons for parks and recreation purposes, or a pro-rated acreage based on the size of the property. However, this requirement is not mirrored in the 2007 General Plan policies, as is necessary in order to apply the Quimby Act. Therefore, the effectiveness of the County's Quimby Act ordinance is hindered by the lack of standards in the existing 1982 General Plan. This shortcoming would be

resolved by the adoption of Mitigation Measure PAR-1, described below. This mitigation measure would ensure that sufficient new localized park and recreation land is acquired during the development process so that adequate facilities and/or funds are provided. Potential environmental impacts that may occur as a result of new or expanded park and recreational facilities would be analyzed as a part of a separate, site-specific environmental process.

In addition, Conservation and Open Space Element Policy OS-1.10 (Trails Planning) restricts the County's ability to implement extensive trails planning because the dedication of trails easements is considered a voluntary action under this policy. As a result, new trail easements along adopted trail corridors may not be required as a condition of subdivision approval. This could result in gaps where some trail easements have been obtained, making it impracticable to develop the easement into a trail. However, the County would still receive adequate funds for recreational facilities with new development through the Quimby Act. In addition, as described above, there is already a significant amount of open space within the County (Federal, State, Regional and Local) in relation to the population.

Potential parks, recreation and open space impacts under the 2007 General Plan would be less than significant through the 2030 planning horizon.

### **Mitigation Measures**

The following mitigation measure is recommended in order to ensure the use of the Quimby Act in obtaining local park and recreation facilities. Mitigation Measure PAR-1:

Proposed 2007 General Plan policy PS-11.10 will be amended to read: "Pursuant to the provisions of the State Subdivision Map Act, residential subdivision projects shall be conditioned to provide and maintain park and recreation land and facilities or pay in-lieu fees in proportion to the extent of need created by the development. *The ratio of park and recreation facilities to residents will be at least three acres for each one thousand residents.*"

### **Significance Conclusion**

In summary, future growth associated with the 2007 General Plan would increase demands on existing parks and recreation facilities through the 2030 planning horizon. Existing available parks and recreation facilities available in Monterey County greatly exceed the county's established ratio of 3 acres of parks per 1,000 residents. As a result, the increase in demand would not exceed the threshold standard. Mitigation Measure PR-1 is not necessary to avoid an impact on parks and recreation facilities, but would ensure that the county can implement its Code Section 19.12.010. Therefore, impacts to parks, recreation and open space facilities would be less than significant.

## **Buildout**

### **Impact of Development with Policies**

As discussed earlier, the County currently has an abundance of park, recreation and open space facilities. The Monterey County Parks system currently consists of nine regional parks, encompassing more than 12,000 acres of parkland and 10,000 acres of lakes. The County's current park standard establishes a park ratio of 3 acres of parkland per 1,000 residents. The County's buildout population estimate is 932,322 residents in both the incorporated county and unincorporated cities combined. Therefore, the estimated of parkland needed to serve this buildout population per the County's dedication ratio of 3:1000 for this combined city/county population is 2,796 acres ( $932,322 \times .003$ ). Using the parkland dedication ratio of 3:1000, the County's existing parkland acreage of 12,000 acres exceeds the area needed to meet the buildout parkland/resident ratio by several thousand acres. In addition, multiple other parks, recreation and open spaces exist throughout the county under the jurisdiction of the federal government, state agencies, MPRPD and local municipalities.

Buildout of the 2007 General Plan to 2092 would result in a more extensive development pattern than currently exists in the County. In addition to existing park and recreation facilities, the Quimby Act would require the construction or expansion of parks, recreation and open space facilities beyond 2030 levels whenever land is subdivided. The 2007 General Plan and Area Plan goals and policies listed above would be implemented, along with Section 19.12.010 of the Monterey County Code and Mitigation Measure PAR-1.

### **2007 General Plan Policies**

The 2007 General Plan policies summarized under the 2030 planning horizon establish comprehensive measures to avoid and minimize adverse impacts to parks and recreation facilities, and meet the need for new or expanded parks and recreational facilities. For example, implementation of the Public Service Element policies described above would establish comprehensive measures to avoid and minimize adverse impacts to parks and recreation facilities, as well as meet the need for new or expanded parks and recreational facilities within the county. The Public Service Element Policies establish general standards for the provision of public facilities concurrently with future growth. Included are policies that direct growth where adequate facilities currently exist, policies that seek to achieve acceptable level of park service standards through improvements funded by fair share impact fees and planned capital improvements, and require that only new developments that have or can provide adequate concurrent public services and parks facilities be approved.

### **Significance Determination**

Future population growth associated with implementation of the 2007 General Plan through 2092 buildout would increase demands on existing parks and recreation facilities in the County. Such demands would largely be met by existing parks, recreation or open space facilities. The above-listed 2007 General Plan and Area Plan policies adequately address the need for new parks and recreation facilities and provide mechanisms to acquire and develop these facilities. For example, Section 19.12.010 of the Monterey County Code, in conjunction with Mitigation Measure PAR-1, requires that a project must provide 3 acres of property (or pay an in-lieu fee) for each 1,000 persons for parks and recreation purposes, or a pro-rated acreage based on the size of the property. Potential environmental impacts that may occur as a result of new or expanded park and recreational facilities would be analyzed as a part of a separate, site-specific environmental process.

Conservation and Open Space Element Policy OS-1.10 (Trails Planning) hinders the County's ability to implement trails planning because dedication of these trails easements would be voluntary. While trails may be obtained through purchase of easements or property, budgetary constraints limit that approach. As a result, new trail easements along adopted trail corridors may not be contiguous, even over the 2092 buildout period. Because the county has parks and recreation facilities in excess of its expressed goal, the possibility of not fully implementing the trails plan is not a significant effect. Potential parks, recreation and open space impacts under the 2007 General Plan would remain less than significant through the 2092 planning horizon.

### **Mitigation Measures**

Mitigation Measure PAR-1. See the description above.

### **Significance Conclusion**

In summary, future growth associated with the 2007 General Plan would increase demands on existing parks and recreation facilities through the 2092 planning horizon. Such demands would be met by existing parks and recreation facilities, which already exceed the county standard for area. Implementation of the 2007 General Plan and Area Plan policies, Section 19.12.010 of the Monterey County Code, and Mitigation Measure PAR-1 would ensure that sufficient new parks and recreation land is acquired during the development process so that adequate facilities are provided at the local level. Therefore, impacts to parks, recreation and open space facilities would be less than significant with mitigation.



## Physical Deterioration of Park Facilities

**Impact PAR-2: Population growth associated with implementation of the 2007 General Plan would potentially create additional demands on existing parks and recreational facilities, thereby resulting in the physical deterioration of such facilities. (Less-Than-Significant Impact with Mitigation.)**

### 2030 Planning Horizon

#### Impact of Development with Policies

Future growth anticipated by the 2007 General Plan would increase demands on existing parks and recreation facilities in the County. Such additional demands would potentially cause the physical deterioration of these existing parks facilities. For purposes of this impact analysis, only the potential deterioration and wear and tear on parks and recreation facilities within the Monterey County Parks District and the Monterey Peninsula Regional Park District is considered. Impacts to federal and state parks, recreation, and open space facilities within Monterey County would continue to be addressed within federal and state management budgets. In addition, many of the federal and state parks and open spaces are used by residents of the County, residents of California, and tourists from around the world. It would be difficult to determine the wear and tear on these federal and state lands from use by County residents without conducting a detailed survey of park and open space users.

#### 2007 General Plan Policies

The 2007 General Plan contains policies that address potential impacts to parks and recreational facilities, as summarized under Impact PAR-1 above. The adoption of these policies would ensure that parks and recreation facilities are provided funding in order to meet the demands of future growth and avoid demands that would lead to physical deterioration of existing facilities. The primary funding source would come from new development projects that would be assessed impact fees to finance capital improvements for new and existing park and recreational facilities. Payment of these fees would ensure that adequate parks and recreation facilities and/or funds are provided concurrently with growth.

The Area Plans provide supplemental policies that address the concerns of ongoing maintenance and care for parks and recreation facilities. The policies address the funding mechanisms and long-term maintenance of these facilities by creating guidelines that specifically address parks and recreation facilities. These policies are also summarized under Impact PAR-1 above.

### **Significance Determination without Mitigation**

The 2007 General Plan contains policies that address potential impacts to parks and recreational facilities, as summarized under Impact PAR-1. The adoption of these policies, along with Mitigation Measure PAR-1, would ensure that parks and recreation facilities are provided adequate funding in order to meet the demands of future growth, and to avoid demands that would lead to physical deterioration of existing and future park facilities. One of the primary funding sources for the Monterey County Parks Department would come from implementation of Section 19.12.010 of the Monterey County Code, and Mitigation Measure PAR-1. Payment of these fees would ensure that adequate parks and recreation facilities and/or funds are provided concurrently with growth. Other funding sources for the Monterey County Parks Department include day-use fees, and public grants. Such funding sources would help meet maintenance needs of the County park system through the 2030 planning horizon.

Impacts to the Monterey Peninsula Regional Parks Department (MPRPD) facilities would be mitigated by using funds derived from a 0.5% allocation of property tax collected within its boundaries, along with matching federal and state funds. In addition, the MPRPD has an assessment of approximately \$19/yr. per single family dwelling equivalent in order to provide funding for MPRPD to continue preserving and protecting parks and open space.

Potential environmental impacts that may occur as a result of wear and tear on existing or future park facilities in Monterey County would be analyzed as a part of a separate, site-specific environmental process.

#### **Mitigation Measures**

Mitigation Measure PAR-1:

Proposed 2007 General Plan policy PS-11.10 will be amended to read: “Pursuant to the provisions of the State Subdivision Map Act, residential subdivision projects shall be conditioned to provide and maintain park and recreation land and facilities or pay in-lieu fees in proportion to the extent of need created by the development. *The ratio of park and recreation facilities to residents will be at least three acres for each one thousand residents.*”

### **Significance Conclusion with Mitigation**

Implementation of the 2007 General Plan and Area Plan policies, and collection of development fees per Mitigation Measure PAR-1 would ensure that potential impacts related to deterioration of parks and recreational facilities would be less than significant. Collection of development fees would enable the County to require sufficient new parks and recreation facilities in order to avoid overuse of existing facilities. No additional mitigation is necessary.

## **Buildout**

### **Impact of Development with Policies**

Buildout of the 2007 General Plan through the 2092 horizon would result in increased demands on existing parks and recreation facilities. Such demands would cause the physical deterioration of these facilities beyond 2030 levels.

#### 2007 General Plan Policies

The 2007 General Plan contains policies that address potential impacts to parks and recreational facilities, as summarized under Impact PAR-1. The adoption of these policies would ensure that parks and recreation facilities are provided adequate funding through the 2092 planning horizon, in order to meet the demands of future growth and avoid demands that would lead to physical deterioration of existing facilities.

In addition, the Area Plans provide supplemental policies that address the concerns of ongoing maintenance and care for parks and recreation facilities. The policies address the funding mechanisms and long-term maintenance of these facilities by creating guidelines that specifically address parks and recreation facilities. These policies are summarized under Impact PAR-1.

### **Significance Determination without Mitigation**

The 2007 General Plan contains policies that address potential impacts to parks and recreational facilities, as summarized under Impact PAR-1. The adoption of these policies would ensure that parks and recreation facilities are provided adequate funding in order to meet the demands of future growth, and to avoid demands that would lead to physical deterioration of existing and future park facilities. Funding sources for the Monterey County Parks Department include day-use fees, and public grants. Such funding sources would help meet maintenance needs of the County park system through the 2092 planning horizon.

Impacts to the Monterey Peninsula Regional Parks Department (MPRPD) facilities would be mitigated by using funds derived from a 0.5% allocation of property tax collected within its boundaries, along with matching federal and state funds. In addition, the MPRPD has an assessment of approximately \$19/yr. per single family dwelling equivalent in order to provide funding for MPRPD to continue preserving and protecting parks and open space.

Potential environmental impacts that may occur as a result of wear and tear on existing or future park facilities in Monterey County would be analyzed as a part of a separate, site-specific environmental process.

### **Significance Conclusion**

Implementation of the 2007 General Plan and Area Plan policies, and existing funding sources would ensure that potential impacts related to deterioration of parks and recreational facilities would be less than significant through buildout.

## **4.12.6 Level of Significance after Mitigation**

All impacts related to parks, recreation and open space would be less than significant with implementation of the measures in the 2007 General Plan, Area Plans, Section 19.12.010 of the Monterey County Code, and Mitigation Measure PAR-1. No additional mitigation beyond Mitigation Measure PAR-1 would be required.