
IV.K.4 Public Services - Parks and Recreation

1. Introduction

This section describes the parks and recreational facilities that would serve the project's future residents and analyzes the potential impacts related to these services that would occur as a result of implementation of the proposed project. The analysis also evaluates the project's provisions for open space compared to applicable City goals and regulatory requirements. Information regarding parks and recreational facilities surrounding the project site is based on documents provided in part by the City of Ontario (City) Recreation and Parks Department and The Ontario Plan (TOP), which is incorporated by reference.

2. Environmental Setting

a) Regulatory Framework

1) State Level

Quimby Act

Section 66477 of the California Government Code, known as the Quimby Act, was enacted in an effort to promote the availability of park and open space areas in response to California's rapid urbanization and decrease in the number of parks and recreational facilities. Under the Quimby Act, dedications of land are not to exceed three acres of parkland per 1,000 persons residing within a subdivision, and in-lieu fee payments shall not exceed the proportionate amount necessary to provide three acres of parkland, unless the amount of existing neighborhood and community parkland exceeds that limit. As the parkland standard is not exceeded in the project area, the maximum exaction for the proposed project under the Quimby Act is three acres of parkland per 1,000 persons. The Quimby Act also authorizes cities and counties to enact ordinances requiring the dedication of land, or the payment of fees for park and/or recreational facilities in lieu thereof, or both, by developers of residential subdivisions as a condition to the approval of a tentative map or parcel map. Thus, City Municipal Code (OMC) Section 9-2.1500 was authorized to ensure compliance with the Quimby Act and is discussed below.

2) Local Level

City of Ontario Municipal Code Section 9-2.1500

Per Section 9-2.1510, Payment of impact fees or park dedication required, of the Ontario Municipal Code, "As a condition of approval of a tentative or final tract map or parcel map for a residential subdivision, or for a building permit within a subdivision, the subdivider shall be required to pay an impact fee, offer for dedication park land in lieu thereof or both, at the sole and exclusive option of the City, in the amount provided in this chapter, for park and

recreational purposes, unless the subdivider is exempted from this requirement by the express provisions of this chapter.”

Additionally, Section 9-2.1515, Standards for determining dedication/maximum requirement, (reproduced below) provides park dedication requirement calculations.

- (a) General. If the park dedication is required under § 9-2.1510, the park area required shall be determined in accordance with the standards provided in this section.
- (b) Standard of park area to population. It is found and determined that the public interest, convenience, health, safety and welfare of the residents of the City require that three (3) acres of property for every one thousand (1,000) persons residing within the City be devoted to local park and recreational purposes, and that such park area is necessary to provide for the needs of the current and future persons residing and working in the City. Said ratio of .003 is hereafter referred to as the park area standard.
- (c) Dwelling unit occupancy factor. Based upon the latest available census data, the dwelling unit occupancy factors shall be as follows: 3.997 for single-family detached dwelling units, 3.278 for single-family attached dwelling units, 3.347 for multi-family dwelling units and 2.670 for mobile home dwelling units or spaces. These figures may be revised from time to time by resolution of the City Council.
- (d) Computation of maximum area of park to be dedicated. The maximum amount of park land required for any subdivision shall be determined by multiplying the number of dwelling units in the subdivision for each housing type by the occupancy factor for each housing type by .003 (i.e., the ratio of the maximum park area standard of three acres per one thousand population). This is represented as follows:

$$(\# \text{ of dwelling units}) \times (\text{occupancy factor}) \times (.003) = \text{Area of park to be dedicated}$$

The City Council, by resolution, may require a dedication of park land less than the maximum amount set forth above if the City finds that a smaller dedication will serve the public interest, convenience, health, safety and welfare of the residents of the City.

- (e) Qualification of land being dedicated. In addition to meeting the requirements set forth in this section, any land offered for park dedication shall meet the criteria specified in § 9-2.1525(d).

The Ontario Plan

In 2010, the City adopted TOP that serves as the general plan for the entire City including the New Model Colony (NMC). The following policies of the City’s General Plan Planning and Design Section of the Parks and Recreation Element of TOP are applicable to the proposed project:

PR1-1 Access to Parks. We strive to provide a park and/or recreational facility within walking distance (¼ mile) of every residence.

PR1-2 Adjacency to Schools. We examine locating parks adjacent to school sites to promote joint-use opportunities.

PR1-3 Funding. We shall seek outside, one-time sources of funding for capital improvements and reserve ongoing City funds primarily for operations and maintenance.

PR1-4 Joint-use Opportunities. In areas where there is a need but no City recreational facility, we explore joint-use opportunities (e.g., school sites).

PR1-5 Acreage Standard. We strive to provide 5 acres of parkland (public and private) per 1,000 residents.

PR1-6 Private Parks. We expect development to provide a minimum of 2 acres of developed private park space per 1,000 residents.

PR1-7 Special Needs/Universal Design. We attempt to provide recreational opportunities at parks for people of all ages and abilities.

PR1-8 Renovation. We examine renovating existing facilities prior to building replacement facilities.

PR1-9 Phased Development. We require parks be built in new communities before a significant proportion of residents move in.

PR1-10 Master Plans for Individual Park Facilities. We require an individual park master plan for parks in excess of 10 acres.

PR1-11 Environmental Function of Parks. We require new parks to meet environmental management objectives.

PR1-12 Trails. We promote connections between parks and local trails including those managed by other public agencies.

PR1-13 Equestrian Trails. We require the design, construction, and maintenance of equestrian trails in Rural Residential designated areas.

PR1-14 Multi-family Residential Developments. We require that new multi-family residential developments of five or more units provide recreational facilities or open space, in addition to paying adopted impact fees.

PR1-15 Trail Connectivity. We strengthen and improve equestrian, bike, and multipurpose trail connections within the City and work to improve trail connections into adjacent jurisdictions.

PR1-16 Equestrian Master Plan. We use Homer Briggs Park as the primary focal point for the development of a Master Plan of Equestrian Trails in the Rural Residential area.

b) Existing Conditions

The project site is currently characterized by agricultural land with residential homes, two dairy barns, garage, shed, swimming pool, and several agriculture-related structures. Historically, agriculture has been the primary land use of this area with dairies, crop farms, and wineries occupying a majority of the Chino Basin. While the site remains undeveloped aside from the existing agricultural operations, no park or recreational facilities are located within the project site. The City provides approximately 185 acres of developed parks and playgrounds to its residents (TOP EIR). Some of the City's parks include the Ontario Motor Speedway Park, John Galvin Park, and Westwind Park. Residents also have shared access to the Creekside Golf Course and the 15-acre West Cucamonga Creek Trail System, which are operated but not owned by the City.

Within the proximity of the project site, Prado Regional Park, Cucamonga-Guasti Regional Park, Glen Helen Regional Park, Bonelli Regional Park, Chino Hills State Park, and Citrus Historic State Park will be accessible to new residents. These regional parks comprise of approximately 1,000 acres of passive and active recreation opportunities such as swimming, fishing, boating, camping, and hiking. Centennial Park, Creekside Park, Westwind Park, and the Creekside Golf Course are located adjacent to the NMC area and provide open fields, picnic and barbecue facilities, basketball courts, tennis courts, play equipment areas, community centers, and a nine-hole golf course.

The City also maintains an agreement of limited use of school facilities for recreational activities and sports leagues. The City has joint agreements with Chino Unified School District at Woodcrest Junior High for the use of Kimball Park. The City also has an agreement with Chaffey Joint Union High School District at Colony High for use of baseball fields and outdoor basketball and tennis courts (TOP EIR). This allows residents increased access to public playgrounds and facilities throughout the year and utilizes these recreational areas when school is not in session.

The City currently has a population of approximately 166,134 residents.¹ According to the Quimby Act, the City is required to strive to offer 3 acres of parkland per 1,000 residents. Under TOP, the City has an established goal of maintaining 5 acres of parkland per 1,000 residents (TOP EIR). While the City owns approximately 185 acres of parks and playgrounds, the combined acreage of all recreation and parklands made available to the residents is 592 acres. This includes parks with shared city borders, golf courses, biking and hiking trails, and other recreational facilities operated by the City. With the city's current population and available parkland, there are approximately 3.56 acres available for every

¹ California Department of Finance. 2012. Table 2: E-5 City/County Population and Housing Estimates, 1/1/2012. Website <http://www.dof.ca.gov/research/demographic/reports/estimates/e-5/2011-20/view.php> Accessed June 27, 2012.

1,000 residents.² Based on the California Department of Finance 2012 Population Estimate for the City of 166,134, the City currently requires approximately 830 acres of parkland. In order to achieve the five acres per 1,000 residents ratio as derived by the City, an additional 238 acres of parkland would be needed. The proposed Grand Park Specific Plan proposes a 130 net acre Grand Park, which once built would reduce the City's needed acreage of parkland to approximately 108 acres. Under Section 9-2.1515. (b) of the City's Municipal Code, "It is found and determined that the public interest, convenience, health, safety and welfare of the residents of the City require that three (3) acres of property for every one thousand (1,000) persons residing within the City be devoted to local park and recreational purposes."

3. Project Impacts

a) Methodology

The analysis of parks and recreation impacts is based on a comparison of the project's provision of recreation and open space areas to the standards set forth by the Quimby Act. To be consistent with the standards set forth in the aforementioned regulatory guidance documents, the analysis of impacts is based on the acreage of open space available per 1,000 project residents.

b) Significance Thresholds

Appendix G of the CEQA Guidelines provides a checklist of questions to assist in determining whether a proposed project would have a significant impact related to various environmental issues including parks and recreation facilities. Based on the following issue areas identified in Appendix G of the CEQA Guidelines, a significant impact to parks and recreational facilities would occur if the project would:

- 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, which might have an adverse physical effect on the environment?

The Initial Study concluded that impacts related to the significance thresholds listed above were potentially significant and would be evaluated in this Draft EIR. Refer to Appendix A for a discussion related to these thresholds.

² Calculated by dividing ratio of available acres by existing population

c) Analysis of Project Impacts

1) Project Design Features

The project would include the development of the City Grand Park, an approximately 147-acre park along the southern portion of the Specific Plan area on Merrill Avenue. This acreage total also includes approximately 5.17 acres of enhanced parkways adjacent to all master planned roadways except those master planned roadways fronting the Grand Park and includes interior roadways providing internal circulation within each Planning Area. The Grand Park would include active recreational facilities for the residents of Ontario and is within walking and biking distance to residences of the Grand Park Specific Plan. In addition, pocket parks would also be developed within each residential planning area subject to the determination of the City that pocket parks are preferable to payment of in-lieu fees. Pocket parks would be required to have a minimum size of 0.25 acres. Generally, the pocket parks would include tot lots, picnic and barbecue facilities, multi-purpose trails, and informal play areas. Private recreational facilities including swimming pools, spas, tot lots, and recreation buildings will be provided as part of the proposed multi-family residential areas.

2) Project Impacts

The project would generate approximately 4,778 residents.³ Based on the City's standard of five acres of park and recreational facilities for every 1,000 residents, approximately 23.9 acres of park and recreational facilities would be required in order to serve the residents generated by the project.⁴ As stated above, the project would include the development of the Grand Park, an approximately 130.52 net acre park located within the Specific Plan area along Merrill Avenue. With the development of the Grand Park, approximately 722.52 acres⁵ of park and recreational facilities would be available for the City population, or 4.34 acres per 1,000 residents. The amount of acres of park and recreation facilities provided by the Grand Park would alleviate the necessity for more parkland and is consistent with Policy PR1-5 Acreage Standard: "We strive to provide 5 acres of parkland (public and private) per 1,000 residents," in TOP. The acreage provided by the Grand Park would meet the City's requirement in the Municipal Code (Section 9-2.1515) that "three (3) acres of property for every one thousand (1,000) persons residing within the City be devoted to local park and recreational purposes." In addition, pocket parks would also be located within the project area and would comprise of a minimum of approximately 0.25 acres. The final locations of the pocket parks will be determined prior to the approval of the Tentative Tract Map.

³ The estimated population of the proposed project is derived by multiplying the number of persons per household in the City of Ontario, which are 3.6 (per California Department of Finance. 2012. Table 2: E-5 City/County Population and Housing Estimates, 1/1/2012) by the number of units proposed (1,327), which equates to approximately 4,778 persons.

⁴ As stated in Policy PR 1-5 in the Policy Plan portion of The Ontario Plan, "we strive to provide 5 acres of parkland (public and private) per 1,000 residents."

⁵ 592 existing acres per page 5.15-3 of the TOP EIR, plus 130.52 net acres for the Grand Park equals a total of 722.52 acres

Furthermore, in accordance with the Quimby Act, the City also collects three acres of parkland space or in-lieu fees from new residential subdivisions for every 1,000 residents. Other sources that help fund for additional park acreage and/or park improvements is provided through general fund revenues, developer impact fees, state and federal grants, user contributions, and school district joint use contributions. In addition, other specific plans proposed within the NMC would also contribute to the total of parkland area for the residents of the City, which may also alleviate future necessity of parkland in the NMC and the City. Thus, impacts to park and recreational facilities would be less than significant.

3) Consistency with Applicable Regulations

Quimby Act

The project would provide an approximately 147-acre Grand Park and up to a combined 2.0 acres from pocket parks, depending on how many are developed. Combined with the existing 592 acres of recreation and parkland, there would be a total of 739 acres available for use. The Quimby Act requires a ratio of three acres of parkland for every 1,000 residents. Based on the City population of 166,134 on January 1, 2012, the combined 739 acres would exceed the minimum amount of parkland required. Therefore, the project would be consistent with the Quimby Act and impacts would be less than significant.

The Ontario Plan

The proposed project would not be able to satisfy Policy PR1-5 of TOP, which states that the City strives to provide 5 acres of parkland (public and private) per 1,000 residents. With an approximate ratio of 2.84 acres per 1,000 residents resulting from the proposed project, an additional 384.2 acres would be needed to allow for five acres per 1,000 residents. However, the project may develop additional recreational and park amenities, pay in-lieu fees to improve the existing park facilities, or a combination of both to meet the City's demand for more park space. Furthermore, pocket parks will be built throughout the NMC area to decrease the dependency on existing parks and recreational facilities.

The proposed project would be consistent with several of TOP policies as described above. The development of the Grand Park coincides with Policies PR1-1, PR1-2, and PR1-5 as the project will provide residents with access to mini, neighborhood, and community park sites. Pedestrian and bike access to the parks would be available through neighborhood greenways and access points along local streets. The project is also consistent with Policies PR1-10 and PR1-11 regarding the preparation of a park master plan, per City requirements as well as the City's requirement for new parks to meet environmental management objectives population.

4. Cumulative Impacts

Cumulative projects, in conjunction with the proposed project, are expected to increase demands for parks and recreational facilities in the area. However, other specific plans within the NMC are expected to provide parks and recreational facilities to meet future needs of area residents. Thus, cumulative parks and recreation impacts would be less than significant.

5. Mitigation Measures

Project affects to park and recreational facilities would be less than significant. Policies contained within TOP represent measures that balance the projected increase in population with the projected need for recreational facilities. Thus, no additional mitigation measures are required.

6. Level of Significance After Mitigation

Impacts to park and recreational facilities would be less than significant.