

5. Environmental Analysis

5.11 RECREATION

5.11.1 Environmental Setting

5.11.1.1 REGULATORY BACKGROUND

State Regulations

Quimby Act

The Quimby Act was established by the California Legislature in 1965 to provide parks for the growing communities in California (California Government Code § 66477). The act authorizes cities to adopt ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. It requires the provision of three acres of park area per 1,000 persons residing in a subdivision, unless the amount of existing neighborhood and community park area exceeds that limit, in which case the city may adopt a higher standard, not to exceed five acres per 1,000 residents. The Quimby Act also specifies acceptable uses and expenditures of such funds.

California Public Park Preservation Act

The primary instrument for protecting and preserving parkland is California's Public Park Preservation Act of 1971. Under the Public Resources Code, cities and counties may not acquire any real property that is in use as a public park for any nonpark use unless compensation, land, or both are provided to replace the parkland acquired. This provides for no net loss of parkland and facilities.

Local Regulations

Westminster Municipal Code

Subdividers of land are required to dedicate a portion of such land, pay a fee, or a combination thereof. The amount of land to be dedicated is 108.9 square feet per resident—that is, 2.5 acres per 1,000 residents—under Municipal Code Chapter 16.12, *Dedication for Park or Recreation Purposes*. An additional 0.5 acre per 1,000 residents is to be provided by a cooperative arrangement between the City and the local school districts to make available half an acre of property for each 1,000 persons residing in the city for park and recreational purposes.

5.11.1.2 EXISTING CONDITIONS

Currently, there are approximately 112 acres available for parks and open space. There are 24 parks in the City that total 83 acres—13 neighborhood parks (less than 3 acres) and 11 community parks (more than 3 acres). The Community Services Department provides recreation services in City parks, and the Department of Public Works, Parks and Trees Maintenance Division maintains parks. Locations, acreages, and amenities of Westminster parks are listed in Table 5.11-1. Additionally, recreational services are offered at the Westminster Civic Center, which has a community services building, outdoor fitness area, and senior center. Roger Stanton Park at 14900 Park Lane in the City's sphere of influence is about 0.9 acre and has a playground and passive recreation areas.

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Table 5.11-1 Westminster City Parks

Park and Address	Acres	Activity Building	Barbeques	Basketball Courts	Children's Play Area (Accessible)	Handball Courts	Picnic Tables	Restrooms	Shade/Shelter	Skatepark	Softball Fields, Lighted	Softball Fields, Regulation	Splashpad	Tennis Courts, Lighted
Bolsa Chica Park 13660 University St.	4.90	X	X	X	X		X	X	X					3
Bowling Green Park 14700 Bowling Green St.	2.90	X	X	X	X		X		X					
Buckingham Park 6502 Homer St.	5.00				X		X	X				3		
Cascade Park 14100 Cascade St.	2.00		X		X		X							
Cloverdale Park 9721 Cloverdale Ave.	1.80		X		X		X							
College Park 15422 Vermont St.	3.90		X	X	X		X							
Coronet Park 15252 Oakcliff Dr.	1.90			X	X		X							
Elden F. Gillespie Park 9801 McFadden Ave.	3.50	X	X	X	X		X	X			1	1		2
Frank G. Fry Park 7482 - 21st St.	3.25				X		X							
Goldenwest Park 13200 Siskiyou St.	1.70	X	X		X		X		X					
John Land Park 15151 Temple St.	3.50		X		X		X		X					
Leaora L. Blakey Park 8612 Westminster Blvd.	2.25													
Liberty Park 13900 Monroe St.	6.40	X	X	X	X	1	X	X	X	X				
Margie L. Rice Park 6060 Hefley St.	1.50				X		X	X						
Newcastle Park 14720 Kent St.	2.20		X	X	X		X							
Oasis Park 8612 Oasis	0.25				X									
Park West Park 8301 McFadden Ave.	5.00	X	X		X		X	X	X		1	1		6
Russell C. Paris Park 8600 Palos Verdes Ave.	11.90		X		X		X							
Sid Goldstein Freedom Park 14180 All American Way	1.45				X		X	X						
Sigler Park 7200 Plaza St.	6.00	X	X	X	X	2	X	X	X		1	1	X	

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Virginia K. Boos Park 13811 Haileigh St.	0.50			X	X									
Westminster Park 14402 Magnolia St.	8.70		X	X	X	2		X				2		
Westminster Village Park 5300 Tattershall St.	2.50			X	X	2	X		X					
Total	83.00													

Joint Use Agreements for School Facilities

The City of Westminster has one joint use agreement with Westminster School District for use of one lighted ball field at DeMille Elementary School at 15400 Van Buren Street in Midway City, next to Park West Park. The City had a joint use agreement with Garden Grove Unified School District for joint use of lighted ball fields and tennis courts at Elden Gillespie Park at 9801 McFadden Avenue in Westminster, next to Sarah McGarvin Intermediate School. The latter agreement has expired, but use of those facilities continues mostly per the expired agreement (Dobbert 2016).

Parkland Acreage per Resident

As shown in Table 4-1, the 2015 population of the City of Westminster and SOI is 92,167. The City currently has approximately 1.1 acres of parkland per 1,000 residents, exclusive of joint use school facilities.

Regional Parks

The entire Orange County regional recreation inventory includes 60,000 acres of regional parks, trails, public beaches, harbors, historic sites, and wilderness areas. Several regional park and recreational facilities within a walk, bike ride, or short drive from Westminster offer repose and recreational opportunities beyond the city border. Mile Square Regional Park in the City of Fountain Valley, an Orange County regional park about 550 feet south of the southeast City boundary, spans 607 acres. Amenities include three regulation golf courses, three soccer fields, three baseball and three softball diamonds, an archery range, and a nature area. Also, there are two fishing lakes, concession-operated bike and paddle boat operations, and picnic areas and picnic shelters (OC Parks 2015). Other nearby facilities include beaches in Seal Beach and Huntington Beach, Garden Grove Park, Huntington Beach Central Park, and El Dorado East Regional Park. Smaller park facilities close to the Westminster border in surrounding communities include Geer Park, Glen View Park, Clegg-Stacy Park, Edgar Park, and Vista View Park.

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5.11.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project:

- R-1 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.
- R-2 Includes recreational facilities or requires the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.
- P-1 Result in a substantial adverse physical impact associated with the provisions of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for fire protection services.

5.11.3 Environmental Impacts

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.11-1: Implementation of the General Plan would generate additional residents that would increase the use of existing park and recreational facilities. [Threshold R-1]

Impact Analysis: Many of the City's park and recreational facilities were built long ago and need rehabilitation and modernization. Buildout of the General Plan Update would impact the City's existing parks, recreation facilities, and open space due to greater use and intensification of facilities. Buildout could generate up to approximately 6,812 additional housing units and 26,296 new residents. In addition, the General Plan Update would permit development of approximately 6.4 million additional square feet of nonresidential uses, increasing employment by an estimated 16,170 workers. This would indirectly increase the number of people using the existing recreational facilities. Implementation of the General Plan Update would result in increased use of existing parks and increased wear and tear on the City's parks.

In 2015, the City invested over \$10 million into maintenance and repair of its existing facilities. In order to ensure maintenance and repair of existing facilities in the future, the proposed General Plan Update includes the requirement to prepare a Parks and Recreation Facilities Master Plan (Policy PR-2.1, Parks and Recreation Facilities Master Plan; Implementation Measure PR_IA-1). The Parks and Recreation Facilities Master Plan would evaluate existing facilities amenities and programs; identify potential sites for new parks; assess demand for park land based on approved development; and develop a strategy for potential park site acquisitions, expansions, improvements, and ongoing maintenance. This future master plan would help to address future maintenance needs and provide an action plan for the continued operation of Westminster's parks and recreation facilities. In addition, the General Plan prioritizes the need for facility reinvestment and the development of funding and implementation steps. General Plan Policy PR-2.7 provides a funding

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mechanism for park maintenance, and Policy PR-2.8 requires the City to conduct regular park maintenance and facility inspections on park buildings, playground equipment, and recreational fields to allow for their continued public use and enjoyment.

As stated under *Regulatory Setting*, the City's Municipal Code Chapter 16.12 requires dedication and fees equivalent to the dedication of 2.5 acres of parkland per 1,000 residents. An additional 0.5 acre per 1,000 residents is required to be provided by a cooperative arrangement between the city and the local school districts for park and recreational purposes. General Plan Policy PR-2.2 requires new developments to provide adequate, usable, and permanent open space on-site, off-site, or via in-lieu fees. General Plan Policy PR-2.3 incentivizes developers of multifamily residential and mixed-use projects to provide on-site, publicly accessible open space and recreational facilities. Incentives could include density bonuses, expedited development review, and the reduction of on-site parking. Therefore, the recreational needs of future residents would be met by development and dedication of new parks and recreational facilities.

Additionally, Westminster is preparing an active transportation plan (ATP) that articulates the community's vision for developing and improving pedestrian and bicycle facilities within the City. Specifically, the plan will be used as a vehicle for pursuing local, state, and federal funding to implement new mobility connections in Westminster. One of the goals of the ATP is to identify opportunities for bicycle, trail, and pedestrian-friendly paths and trails—like the new Hoover Street trail—that connect the community to parks and recreation facilities and other important community destinations. Linking open space areas near employment, residential, and commercial activity centers will be a high priority for the strategic implementation of bicycle and pedestrian facilities in the ATP.

Upon implementation of proposed General Plan policies and implementation measures, park space and recreational amenities in Westminster would be maintained and increased to accommodate the needs of new residents. Therefore, impacts related to the potential for deterioration of existing parks and recreational facilities would be less than significant.

Impact 5.11-2: Buildout of the General Plan Update would result in environmental impacts related to provision of new and/or expanded recreational facilities. [Thresholds R-2 and P-1]

Impact Analysis: The City's General Plan Update would guide growth and development within the City. The project does not specify a particular development project, but designates land for parks and open space, which includes recreational facilities. Although a majority of this land is already developed for parks and open space, new recreational facilities or the expansion of existing facilities could be developed in these areas. Furthermore, consistent with the City's Municipal Code, new residential development in accordance with buildout of the General Plan Update would result in the construction of new or expanded recreational amenities. Based on the City's existing availability of parkland, the increase in population by 26,296 residents could result in a need for up to 79 acres of parkland or payment of an in-lieu fee for improvements or acquisition of parkland. The General Plan Update identifies 121 acres for parks and open space, which includes facilities existing in 2016 and new facilities identified for the City, such as along the City's decommissioned rail lines. In addition to those areas, Westminster is home to numerous schools with on-site

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recreational facilities that can help serve the needs of the Westminster community (note that school sites are not included in the parks and open space inventory).

Development and operation of new recreational facilities may have adverse physical effects on the environment, including impacts relating to air quality, lighting, noise, and traffic. Environmental impacts associated with construction or expansion of parks and recreational facilities in accordance with the proposed General Plan Update are addressed throughout this EIR (see appropriate environmental topical areas in Chapter 5, *Environmental Impacts*). It is speculative to determine the location of new park facilities that would result from future site-specific development projects in accordance with the General Plan, since specific development projects are not proposed at this time. However, it is anticipated that future park and recreation improvements or acquisition in the City would be consistent with the proposed land use designations.

General Plan Update goals, policies, and implementation actions, along with existing federal, state, and local regulations, would also mitigate potential adverse impacts to the environment that may result from the expansion of parks, recreational facilities, and trails pursuant to buildout of the proposed General Plan Update. For example, proposed Policy LU-1.1 provides for an overall pattern of land uses that promotes efficient development; reduces pollution, automobile dependence, greenhouse gas emissions, and the expenditure of energy and other resources; ensures compatibility between uses; enhances community livability and public health; and sustains economic vitality. The City also encourages the development and preservation of urban open spaces (Policy LU-3.10, On-Site Amenities), which reduces environmental impacts to the natural environment by enhancing the built environment with landscaped gathering spaces (plazas, courtyards, etc.) and other pedestrian-scale amenities, such as benches and fountains. Refer also to the City's development of an ATP, described above.

Consequently, adoption of the General Plan Update would not result in significant adverse impacts related to provision of new or expanded recreational facilities. Impacts would be less than significant.

5.11.4 General Plan Update Goals and Policies

Parks and Recreation Element

- Goal PR-1: Park Facilities and Open Space
 - PR-1.2: Parkland Standards
 - PR-1.3: Service Area Radius
 - PR-1.4: New Facilities
 - PR-1.5: Open Space in Nonresidential Development
- Goal PR-2: Parks and Recreation Facility Management
 - PR-2.1: Parks and Recreational Facilities Master Plan
 - PR-2.2: Parkland Dedication
 - PR-2.3: Incentives
 - PR-2.4: Partnerships
 - PR-2.5: Joint-Use Agreements

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- Goal PR-3: Recreational Programming
 - PR-3.1: Access to Programs

Land Use Element

- Goal LU-1: Managing Future Growth
 - LU-1.1: Sustainable Development Pattern
 - LU-1.2: Complete and Livable Neighborhoods
- Goal LU-2: Land Use Mix
 - LU-2.3: Places Supporting the Quality of Life
- Goal LU-3: Mixed-Use Development
 - LU-3.10: On-Site Amenities

5.11.5 Existing Regulations and Standard Conditions

State

- California Government Code Section 66477: Quimby Act

Local

- Municipal Code Chapter 16.12: Dedication for Park or Recreation Purposes

5.11.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, Impacts 5.11-1 and 5.11-2 would be less than significant.

5.11.7 Mitigation Measures

No significant adverse impacts related to recreation were identified and no mitigation is necessary.

5.11.8 Level of Significance After Mitigation

Impacts would be less than significant.

5.11.9 References

Dobbert, Diana (community services director). 2016, January 26. Email. City of Westminster.

OCParks. 2015, November 23. Mile Square Regional Park. <http://ocparks.com/parks/mile/>.

Westminster, City of. 2015, November 23. Park Amenities. <http://www.westminster-ca.gov/civicax/filebank/blobdload.aspx?blobid=10209>.

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