
5.13 Recreation

5.13.1 Environmental Setting

Since the original ELSP was approved in 1993, the approximately 3,000-acre specific plan area has gradually evolved and become home to residential uses and active sports-related facilities, including skydiving and hang-gliding, motocross and an 18-hole golf course. Existing designations in the ELSP allow for predominantly residential development; however, much of the ELSP remains undeveloped except for the existing Summerly residential neighborhood and The Links at Summerly Golf Course in proposed Planning Area 1; Serenity residential neighborhood in proposed Planning Area 4; Lake Elsinore Motocross facility in Planning Area 2; Skylark Airport and minimal industrial development in proposed Planning Area 3; and sparse residential development in proposed Planning Area 8.

5.13.2 Existing Conditions

The City of Lake Elsinore has a wide range of park and recreational facilities. The City of Lake Elsinore Community Services Department offers a variety of services that include recreation classes, excursions for adults and youth, special events, summer day camp and summer aquatic program, youth sports leagues, and facility rentals. The Community Services Department also manages the use of City parks, as well as coordinating the joint use of City and school athletic fields with the various school districts in the City, and working closely with local nonprofit organizations such as Little League and the American Youth Soccer Organization (AYSO).

Lake Elsinore

The dominant recreation area in the City is the Lake (Lake Elsinore), the largest natural freshwater lake in southern California. A variety of recreation uses are permitted on the Lake, including boating, jet skiing, waterskiing, wakeboarding, and kayaking. The Lake's recreation areas include public beaches with picnic and shade features, parking, a three-mile levee for hiking within the Project area, nature watching and fishing, and a tournament channel for professional ski instruction and club and professional watersports competitions. On the northwest side of the lake is the 86-acre La Laguna Resort and Campground which includes approximately 71 acres developed for RV camping along with a beach and boat launch facility.

Parks and Recreation

The City of Lake Elsinore currently operates and maintains approximately 140 acres of parklands encompassing 18 individual parks, all of which are within five miles or less of the proposed Project area.

The City's parks contain a variety of community recreational facilities with areas available for organized sports (baseball/softball diamonds), day care, basketball courts, soccer fields, football field, and tennis courts. The City also offers spaces for informal recreational activities, including barbecues, walking and biking paths, picnic areas, and playgrounds.

In addition to parks, the City of Lake Elsinore is home to the Senior Activity Center, which is within a half-mile of the Project. The Senior Activity Center features clubs, health services, legal services, leisure activities and a daily nutrition program. The following table lists the public parks and public recreation facilities in the immediate vicinity of the Project.

Table 5.13-1. Existing Public Parks and Recreation Facilities

Park/Facility Name	Facilities
Lake Point Park	Two softball fields, soccer field, tot lot, walking paths (0.36 mile), concession stands, restrooms, shaded picnic facilities, barbeque areas, off-street parking
Serenity Park	Two half-court basketball courts, tennis court, informal field, play equipment, picnic tables, bicycle rack, street side parking
Senior Activity Center	Community center, gym/auditorium, restrooms, multi-purpose rooms, horseshoe court, picnic areas, parking
<i>Source: City of Lake Elsinore General Plan EIR, 2011, and City of Lake Elsinore website (accessed 2-15-2017).</i>	

Based on the City’s estimated 2016 population of 61,006 (Department of Finance, 2016), the 143 acres of City-owned parkland equate to a current ratio of 2.34 acres of current parkland per 1,000 persons, which is lower than the City’s goal of 5 acres per 1,000 population.

Walking Trails and Bicycle Paths

The City’s parks, roadways, and other public spaces include many natural and paved public walking trails and bicycle paths. The previously-mentioned three-mile unpaved public trail runs along the levee that borders the Lake at the western boundary of the Project site, generally within Planning Areas 5, 6 and 7. In addition, numerous informal trails crisscross the privately-owned undeveloped portions of the Project site.

Private Recreation Facilities

In addition to the many public parks and recreation facilities, several private recreational opportunities exist within the Project site. Included among these are The Links at Summerly Golf Course, an 18-hole golf course, Skylark Airport for skydiving, and the Lake Elsinore Motocross facility.

5.13.3 Regulatory Setting

Federal

There are no Federal regulations associated with this topic.

State

Quimby Act

The Quimby Act (Assembly Bill [AB] 1150) was established by the California Legislature in 1965 to provide parks for the growing communities of California. The Quimby Act is the City's primary tool for

acquiring recreational parklands. The Act allows the City to require the dedication of local park acreage, the payment of fees, or a combination of both as part of the subdivision process.

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 Resource Code, cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation, land, or both, are provided to replace the parkland acquired. This Project provides no net loss of parkland and facilities.

California Street and Highway Code

California's Street and Highway Code assists in providing equestrian and hiking trails within state, county, and city rights-of-way. This would apply to the local roadway system.

Local Regulations

Riverside County General Plan

The Riverside County General Plan was adopted October 7, 2003. The County General Plan covers the entire unincorporated portion of the County and is augmented by 19 Area Plans. The Elsinore Area Plan (which includes the City and the nearby City of Canyon Lake) includes a multi-purpose trails system that connects various neighborhoods within the area plan with the recreational resources of the Cleveland National Forest and the regional trail system.

City of Lake Elsinore, Parks and Recreation Master Plan 2008-2030

The City's Parks and Recreation Master Plan was adopted July 14, 2009. The Master Plan guides the provision of park facilities within the City. It identifies the City of Lake Elsinore's park, recreation, and trail needs, makes recommendations to meet these needs and proposes an action plan, including funding strategies, to help facilitate the implementation of recommendations. The Master Plan also provides a framework for renovation and developments of park improvements and establishes a parkland standard requirement of five acres of usable park land per 1,000 persons.

Lake Elsinore Municipal Code (LEMC) – Title 8, Chapter 8.40

Chapter 8.40 (Parks and Beaches) of the Lake Elsinore Municipal Code establishes the hours of operation of all City parks and beaches. It also sets for regulations and/or prohibitions regarding alcohol, vehicles, dogs, golf, open fires, firearms and archery, littering, swimming, boat and jet ski launching and fishing. This chapter also establishes an annual pass program and a private property boat launch program.

Lake Elsinore Municipal Code (LEMC) – Title 9, Chapter 9.96

Chapter 9.96 (Regulating the Use of Certain Portions of Lake Elsinore) of the Lake Elsinore Municipal Code was enacted to govern the use and equipment and matters related thereto, of boats and vessels on Lake Elsinore and to protect the public from hazards created by underwater obstacles in certain portions of the lake. This chapter includes provisions regarding traffic patterns on the lake, ski tow rope length, sailboat usage, boat speed limits and boat lengths. It also establishes limits on motorboat noise and air limits for operating vessels.

Lake Elsinore Municipal Code (LEMC) – Title 16, Chapter 16.12 and Chapter 16.34

Title 16 of the Lake Elsinore Municipal Code sets for rules, regulations and specifications to control the division of land within the City. Section 16.12.050 of this Chapter addresses deals with park and recreation facilities and states that the “land divider shall either dedicate land or pay a fee in lieu thereof, or a combination of the two, at the option of the City, for park or recreational ordinance.” Section 16.34.060 in Chapter 16.34 (Required Improvements) requires that prior to the issuance of a building permit, the applicant pay fees for the purposes set forth in that section. Paragraph D of Section 16.34.060 describes the City’s Park Capital Improvement Fund and states that “For the purpose of purchasing the land and developing and maintaining the City park system, the City Council shall have the option to request dedication for park purposes or in lieu thereof, request that the applicant pay a fee in accordance with the resolution setting said fee.”

5.13.4 Thresholds of Significance

A positive response to the following questions indicate that a project may be deemed to likely have a significant effect on the environment:

Threshold REC-A *Would the proposed project increase the use of existing neighborhood and regional park or other public park facilities such that substantial physical deterioration of the facilities would occur or be accelerated?*

Threshold REC-B *Does the proposed project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?*

5.13.5 Evaluation of Potential Impacts

5.13.5.1 Short-Term Impacts

Project construction would have no short-term demand for parkland or recreational facilities; **therefore, no short-term impacts to parks and/or recreational facilities would occur.**

5.13.5.2 Long-Term Impacts

Threshold REC-A *Would the proposed project increase the use of existing neighborhood and regional park or other public park facilities such that substantial physical deterioration of the facilities would occur or be accelerated?*

Threshold REC-B *Does the proposed project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?*

The City's standard for public parks and open space requirements for residential development is five acres of parkland with active recreational facilities per 1,000 residents. Project implementation would

result in the development of additional single- and multi-family residential communities, which would create an incremental demand for parks and recreational facilities over time. In addition to existing housing units already developed in the Project site, the proposed Project would indirectly generate 725 multi-family dwelling units and 1,368 single-family dwelling units in Planning Areas 2 and 8 by the year 2040 at buildout. The Quimby formula below is based on the persons per household for the City of Lake Elsinore provided in Table 2: E-5 City/County Population and Housing Estimates for Riverside County, 1/1/2016, from the California Department of Finance. This calculation has been provided using the maximum allowable development figures for the Project to give a general idea of park acreage needed to comply with the Quimby Act. Specific calculations for future implementing development projects would be performed and acreages determined prior to approvals.

Total ELSP Absorption: 3.6 Persons Per Household, 2,093 Housing Units

(Persons per Household x Total Dwelling Units) x 5 = Required Acres

1,000

(3.6 x 2,093) x 5 = 37.67 Acres

1,000

Combined with the population increase generated from surrounding existing and proposed projects, the Project would cumulatively increase the need for parks and recreational facilities. These projects would be required to comply with the City of Lake Elsinore’s implementation of the Quimby Act through land dedication and park improvements. Additionally, any new parks proposed would be required to adhere to the City’s park design standards.

The acreage of the Project site devoted to parks is 5.5 acres, excluding Planning Areas 1 and 4, which are already developed and were required to meet Quimby standards for approval. However, the Project clears the way for the development of private Active Recreation facilities (up to 581.5 acres), which would provide additional recreation opportunities for the residents of the City of Lake Elsinore and the Project area. In addition, 687.64 acres (over 20%) of the 3,000-acre Project site is set aside for preservation and mitigation.

As required by the East Lake Specific Plan development requirements, all private parks constructed in future implementing development projects shall be maintained by a homeowners’ association. Public parks after being fully improved by the developer(s) shall be dedicated as “turn-key” parks to and maintained by the City of Lake Elsinore.

Per ELSPA No. 11, park and recreation facilities and improvements needed to serve the area would be provided by developers through park land dedication or funded through the park capital improvement fund fees collected by the City prior to the issuance of building permits on all new development; thus, there would be no deterioration of existing facilities from residential development in the Project area. Active parks (public and private) would be provided at a ratio of 5 acres per 1,000 population. Furthermore, buildout of the Project would provide additional privately-run action recreation facilities

to the residents of the City of Lake Elsinore. The construction of new parks and recreational facilities would result in physical impacts to the surface and subsurface of the Project site. Potential impacts to these areas designated as Action Sports, Tourism, Commercial and Recreation/and Transition Areas per Figure 3-4 Land Use Map, are analyzed in this EIR; however, future implementing development projects may also require additional CEQA review to ensure consistency with the analysis and findings made in this EIR. **Therefore, no significant impacts to parks or recreational facilities would occur as a result of the proposed Project and no mitigation would be required.**

5.13.6 General Plan Consistency Impacts

The City of Lake Elsinore General Plan includes various policies for parkland requirements, all of which are upheld within the operation of the proposed Project. The applicable policies within this section and project analysis are discussed in Table 5.13-2.

Table 5.13-2. Recreation General Plan Consistency Analysis

Goal/Policy #	Goal/Policy Text	Consistency Analysis
Goal CF 8	Maintain an adequate quantity, quality, type, and distribution of parks and recreational facilities throughout the City that serve the current and future needs of residents and visitors.	CONSISTENT. The proposed Project provides opportunities to develop a wide range of recreational facilities including motorsports, sporting events such as baseball, lacrosse and soccer, aerial sports such as sky diving, soaring and hang gliding, and water sports such as cable ski parks, boat racing and fishing. A City Skate Park already exists in the Serenity neighborhood, and the Summerly neighborhood includes neighborhood parks as well as a central pool and recreation facility.
CF 8.1	Continue to utilize the City of Lake Elsinore Parks and Recreation Master Plan as a guide for decision-making and implementation of the Parks and Recreation Program.	CONSISTENT. The proposed Project provides opportunities to development a wide-range of recreational facilities. Parks shall be included in the design of future residential development projects.
CF 8.2	Ensure parkland and recreation facilities support new development through acquisition and/or dedication. Meet the requirement of the Park Capital Improvement Fund, Resolution No. 91.42 and the Quimby Act by acquiring five (5) acres of useable parkland per 1,000 population.	CONSISTENT. The proposed Project provides opportunities to develop a wide-range of recreational facilities. Parks and/or payment of Park and Quimby fees shall be included in the design of future residential development projects.

Goal/Policy #	Goal/Policy Text	Consistency Analysis
CF 8.3	Explore the use of public-private partnerships, corporate sponsorships, and leasing agreements that provide for additional parks and recreational facilities, and other programs including cooperation with applicable school districts to allow joint use of facilities.	CONSISTENT. The originally proposed school site in the proposed Project has been removed at the request of the Lake Elsinore Unified School District. However, should the District be interested in joint use of recreational facilities proposed in the Project site, public-private partnerships, corporate sponsorships and leasing agreements should be pursued.
CF 8.4	Consider the addition of a centralized forum for community activities such as a convention center, amphitheater, cultural arts center, or waterfront promenade.	CONSISTENT. The Project provides opportunities for an entertainment venue with the capacity for 10,000 seats in either Planning Area 3 or 6.
CF 8.5	Continue to develop public beach lands and recreational facilities such as campgrounds, boat launch areas, and water access to the Diamond Stadium, to complement the state and county recreation system.	CONSISTENT. The Project recognizes the importance of the Lake and Santa Ana mountains as environmental features that help define the City. The importance of these features is highlighted by forming strong visual and physical relationships through the creation of view corridors and locating public areas adjacent to the Lake.
CF 8.6	Encourage the development of private recreational facilities within residential and mixed-use developments.	CONSISTENT. Private recreational facilities would be provided within the Project site residential and mixed-use areas, in accordance with Municipal Code requirements.
CF 8.7	Ensure that recreation facilities are accessible to the elderly, children, and persons with disabilities as set forth in the Americans with Disabilities Act including increased wheelchair access, height variations on drinking fountains, and any other requirements necessary to service these individuals.	CONSISTENT. All development within the Project site would be consistent with the guidelines of the Americans with Disabilities Act.
Goal CF 9	Establish a primary trail network for equestrians and hikers.	CONSISTENT. The Project provides for biking and hiking trails. Additionally, the Project incorporates a portion of the

Goal/Policy #	Goal/Policy Text	Consistency Analysis
		Murrieta Creek Trail and trails along the top of the Lake Elsinore Levee, which are components of the Lake Elsinore Regional Trail system, and would connect directly to the internal onsite pedestrian circulation.
CF 9.1	Encourage public and private systems that interface with other existing and proposed trails (i.e., bikeways) assuring links with the City, County of Riverside, and state recreational facilities.	CONSISTENT. See response to Goal CF-9 above.

Based on the analysis provided in Table 5.13-2., the Project is consistent with the General Plan and no additional mitigation is required.

5.13.7 Cumulative Impacts

The goals and policies pertaining to recreational needs as discussed within the General Plan include measures to ensure adequate recreational facilities (per Quimby Act requirements) that meet the needs of the population as it grows. With these applicable provisions and goals, adequacy and availability of parks and recreation services would be ensured as development occurs. ***As a result, cumulative impacts to parks and recreation from future implementing development projects would be less than significant.***

5.13.8 Impacts and Mitigation Measures

The proposed Project would not result in significant impacts as analyzed above; therefore, no mitigation is required.

5.13.9 Level of Significance after Mitigation

Potential impacts to parks and recreational facilities would be avoided with the dedication of the parks and development of the Active Recreation facilities included in the proposed project, which comply with the Quimby Act and the City of Lake Elsinore Municipal Code. No impacts would occur and no mitigation is required.