

5.13 RECREATION

This section of the Draft Environmental Impact Report (EIR) analyses the extent to which the proposed project could contribute to the physical deterioration of publicly provided recreation facilities and discusses any potential increased demand for various recreational facilities and identify any potential need for new recreational facilities generated by the project. This section describes the recreational resources within the project study area, and the applicable regulations that govern those resources. The following analysis of the potential environmental impacts related to recreation is derived from the following sources available for review at the City of Redding Development Services Department, Planning Division:

- City of Redding. *2000 - 2020 General Plan*. October 2000.
- City of Redding. *Parks, Trails, & Open Space Master Plan*. August 2018.

The section also discusses the proposed project in the context of regional and local recreational facilities and addresses the potential impacts to recreational resources that may occur as a result of the proposed project implementation.

5.13.1 ENVIRONMENTAL SETTING

REGIONAL SETTING

Shasta County provides an array of recreational opportunities through federal, state and county parks, forests, State parks, County parks and fishing areas. These facilities include; Shasta-Trinity National Forest, Bureau of Land Management (BLM) holdings, McArthur-Burney Falls Memorial State Park, Castle Crags State Park, Shasta Historic Park, and several fishing access areas.

The City of Redding has a variety of recreational options available to its residents and visitors. A total of 65 developed park sites on 619.9 acres, which include regional parks, natural park areas, community parks, joint-use facilities, large and small neighborhood parks, special purpose facilities, and private neighborhood parks, serve the entire City. For park and recreational planning purposes, the City is divided into four quadrants. The proposed project is located in the Southwest Quadrant of Redding, the most populous of the four quadrants.

Southwest Quadrant

The Southwest Quadrant, as delineated in the City's *Parks, Trails, and Open Space Master Plan*, (August 2018), includes all the area within the planning area west of Interstate 5 (I-5) and south of the Sacramento River. As the original town site, this part of Redding contains many densely developed areas, and a wide variety of land uses. Outside the downtown area, commercial and industrial land uses mix with multi-family residential along the State Route 273 (SR-273) corridor. Due to the Southwest Quadrant being home to the City's original town site, this quadrant has experienced a longer development history than other areas of the City and, therefore, maintains more parks than in any other quadrant.

Neighborhood Parks

The Southwest Quadrant has eleven small neighborhood park sites that are less than five acres, most of which are under two acres. There is one large neighborhood park in the Southwest quadrant, Rivercrest Park that will be expanded to 6.25 acres at final buildout.

Community Parks

The Southwest Quadrant also has two developed community park sites, Cascade Park with four developed acres on a 27.63-acre site at the confluence of the Sacramento River and Olney Creek. South City Park, one of the City's oldest parks, is the other community park located of approximately 17 acres. Also found in this quadrant is the undeveloped Buenaventura Fields site and the former Benton Landfill.

Natural Area Parks

Mary Lake Park is located on the western edge of this quadrant. This 29.59-acre site has a ¾-mile perimeter walking trail with neighborhood trail connections to take users from the park to the Westside Trails, a 6.17-mile system of improved natural soil trails.

Special Purpose Facilities

Several special purpose facilities are located in the Southwest Quadrant. These include a boat ramp at Turtle Bay and at South Bonnyview Road, Benton Dog Park, the downtown performance stage and plaza at Carnegie Park, Old City Hall Park, the community gardens near the Diestelhorst Bridge, the Convention Center and City Hall, the Rodeo grounds, and Softball Park on Parkview Avenue next to South City Park. Together there are over 42 acres of special purpose facilities.

Trails and Pedestrian Connections

The Southwest Quadrant is abundant in trails. Existing paved trails include the south section of the Sacramento River Trail and its trailhead at Court Street, the Blue Gravel Mine Trail, and the Canyon Creek Trail. All of these have connections to surrounding residential areas. There are 24.46 miles of trails in the Southwest Quadrant, of which the City owns or maintains 22.89 miles.

Open Spaces

Some of Redding's most significant open space areas are located in this quadrant along the Sacramento River at Turtle Bay Exploration Park, in Riverfront Park, Turtle Bay East, and at Parkview Riverfront Park.

OPEN SPACE INTEREST AREAS

Fourteen Open Space Interest Areas were identified in the City's *Parks, Trails, and Open Space Master Plan* within nine different watersheds distributed throughout the planning area. Each Open Space Interest Area has the potential to address watershed health, outdoor recreation activities, biological diversity, public safety, scenic views, agricultural or grazing preservation, public stewardship, and education opportunities for area schools.

It is important to understand that these Open Space Interest Areas do not constitute a zoning district or category, but simply delineate areas that possess high community open space values and, therefore, deserve closer public attention for consideration of preservation, restoration and/or protection.

The existence of an Interest Area does not modify the development rights (i.e. residential density) of a property as established by the *General Plan* and any applicable zoning district. Additional development

application materials or the extension of development approval timelines, solely for the purposes of determining a site's actual suitability as open space is not required.¹

The Sacramento River Corridor

The proposed project is located immediately adjacent to the Sacramento River Corridor Special Interest Area. The Sacramento River's riparian corridor contains public access points for fishing and boating, and many opportunities for hikers, bikers and strollers to enjoy Sacramento River Trail system.

The river corridor connects many Open Space Interest Areas throughout the City. The City's *Parks, Trails, and Open Space Master Plan* recommends that efforts within this Interest Area focus on improving access through additional trail development projects. Additionally, new projects within this Interest Area should place special focus on continually improving the preservation of wildlife habitats and fisheries, as well as eradicating invasive plant species.

Henderson Interest Area

Henderson Open Space Interest Area is located on Henderson Road, near the Cypress Bridge on the east bank of the Sacramento River immediately adjacent to the project site.

Of the 56.31 acres of river front open space, approximately 29 acres are under City ownership with the remaining lands held privately. The interest area is found on both sides of the Cypress Bridge, and consolidation into a single "open space unit" is desirable. The Henderson Open Space connects directly to the existing Sacramento River Trail system, via the Cypress Bridge, which further enhances the trail system in Redding as a viable transportation alternative for commuting to work.

This area is filled with large native trees and grasses throughout the riparian savanna space. Recently approved plans for this Interest Area include a new trail with paved trailhead, improved public street access and trailer parking, access for launching small water craft such as kayaks, canoes and rafts, picnic tables and benches, along with way-finding and environmental interpretive signage as part of the Henderson Open Space Trail and Kayak Access project.

Once complete the Henderson Open Space Trail and Kayak Access project will provide public access consisting of a driveway access from Henderson Road, 12 trailhead parking spaces and 17 kayak access parking spaces, a vehicle drop-off zone near a calm water lagoon natural access to the river, 1,109 feet of 7-foot wide trail, utilizing an existing historic riverside road, and 600 feet of 5-foot wide trail connecting the kayak access area to the Cypress Bridge.

LOCAL SETTING

No neighborhood parks are located within the immediate area of proposed project. The Wolf Crain trail (an unimproved dirt trail) is located immediately adjacent to the future Parkview Avenue (Henderson Open Space Access). This trail will be maintained and enhanced in accordance with the recently approved Henderson Open Space Trail and Kayak Access project that adjoins the proposed project to the west.

¹ City of Redding. *Parks, Trails, and Open Space Master Plan*. Open Space Strategy Chapter, page 14. August 2018.

In addition, the existing *General Plan and Parks, Trails, and Open Space Master Plan* designates an area west of the proposed project across the Sacramento River as Parkview Riverfront Park. This park provides views of the river, trails, and picnic areas.

5.13.2 REGULATORY SETTING

This section summarizes the laws, ordinances, regulations, and standards that are applicable to the project. The following is a description of State and local environmental laws and policies that are relevant to the California Environmental Quality Act (CEQA) review process.

STATE

Quimby Act

The goal of the 1975 Quimby Act (California Government Code §66477) was to require developers to help mitigate the impacts of property improvements. Cities and counties have been authorized since the passage of the Quimby Act to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. Special districts must work with cities, and/or counties to receive parkland dedication and/or in-lieu fees. The fees must be paid and land conveyed directly to the local public agencies that provide park and recreation services communitywide. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities.

The 1982 amendment to Quimby was designed to hold local governments accountable for imposing park development fees; hence the 1982 amendment to AB 1600 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 were required to be more accountable and to show again, a strong direct relationship or nexus between the park fee exactions and the proposed project. Local ordinances must now include definite standards for determining the proportion of the subdivision to be dedicated and the amount of the fee to be paid.

The Quimby Act sets forth parkland standards for jurisdictions within the State of California. The Act provides for a maximum of three acres of park dedication/fee per 1,000 persons unless the amount of existing (at the time of adoption) neighborhood and community parkland exceeds that limit. If a jurisdiction exceeds the three acres per 1,000 persons then the jurisdiction is eligible to adopt the higher five acres per 1,000 persons standard. The Quimby Act only applies to residential tentative subdivision maps and parcel maps and therefore does not apply to this project.

LOCAL

City of Redding General Plan

Government Code Section 65560(b)(3) specifies that open space for outdoor recreation be addressed in a community's General Plan. This topic has been addressed both in the Natural Resources Element and the Recreation Element of the *General Plan*. The Recreation Element of the *General Plan* identifies and documents present park facilities; determines current and long-term needs; establishes attainable goals and objectives to meet the community's needs; and develops and adopts programs and plans which will accomplish the community's recreation goals. In addition to protecting life and property, open-space

areas are essential to the health and livability of a community. Open space may consist of developed and undeveloped parklands.

City of Redding Parks, Trails, & Open Space Master Plan

The *Parks, Trails, & Open Space Master Plan* is a long-range plan for recreational sites and community open spaces. The City has developed many trails that encourage walkers and bicyclists to enjoy Redding's distinctive geography.

In order to ensure that an adequate amount of improved parkland is provided as growth and development occurs, many jurisdictions adopt specific standards which identify the community's desired level of improved parkland acreage per 1,000 population. Within the City of Redding, the desired standard is ten acres per 1,000. This figure includes: developed and undeveloped parks that are owned and maintained by the City, such as Small and Large Neighborhood Parks; Community Parks; Special Purpose Facilities; parkland adjacent to schools in instances where the land is publicly owned; and parkland and play areas associated with school-owned recreational facilities, where long-term, joint-use agreements have been established; trails, improved open-space areas within residential developments, and private neighborhood parks.

The amount of parkland available per capita to residents in the Southwest Quadrant is at present the second lowest of all the city quadrants. At 5.77 acres of developed parkland and trails per 1,000 people, it is well below the 10-acre goal the City adopted with the *General Plan* and re-confirmed with the *Parks, Trails, & Open Space Master Plan*.

City of Redding Municipal Code

Redding Municipal Code (RMC) Chapter 17.42 outlines the park and recreation land requirements imposed on subdivisions of land within the City. As a condition of approval of a final map or parcel map, the subdivider shall dedicate land or pay a fee in lieu thereof, or both, at the option of the City, for park or recreational purposes according to the standards and formula contained in Chapter 17.42. However, given that the proposed project is not a residential subdivision, it is not required to dedicate land or pay an in-lieu fee per the limitations identified.

5.13.3 STANDARDS OF SIGNIFICANCE

SIGNIFICANCE CRITERIA

In accordance with State *CEQA Guidelines*, the effects of a project are evaluated to determine whether they would result in a significant adverse impact on the environment. An EIR is required to focus on these effects and offer mitigation measures to reduce or avoid any significant impacts that are identified. The criteria used to determine the significance of impacts may vary depending on the nature of the project. The following significance thresholds related to recreation have been derived from Appendix G of the State *CEQA Guidelines*:

- *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. Refer to Impact 5.13-1, below.*

- *Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment. Refer to Impact 5.13-2, below.*

Based on these standards, the effects of the proposed project have been categorized as either a *less than significant impact* or a *potentially significant impact*. Mitigation measures are recommended for *potentially significant impacts*. If a *potentially significant impact* cannot be reduced to a *less than significant level* through the application of mitigation, it is categorized as a *significant and unavoidable impact*.

5.13.4 POTENTIAL IMPACTS AND MITIGATION MEASURES

METHODOLOGY

Recreational facilities and opportunities in the area were evaluated to determine whether they would be adversely affected by the proposed project. This evaluation included consideration of the overall number and area of parklands or other recreational facilities and proximity to the proposed project. Recreation impacts are analyzed below according to topic. Mitigation measures directly correspond with an identified impact.

IMPACT 5.13-1	<i>Implementation of the proposed project would not result in increased use of existing neighborhood and regional parks or other recreation facilities such that substantial physical deterioration of the facility would occur or be accelerated.</i>
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Significance: Less Than Significant Impact.

Impact Analysis: Under project buildout conditions, the proposed project would require up to 180 full time staff. The addition of 180 full time staff would potentially increase the City of Redding population by 428 persons, assuming all full time staff relocate from outside the local area with families (based on 2.38 average household size for Redding, DOF, 2018). Based on the most recent available data, the current population of the City of Redding is 91,357 (DOF, 2018). The increase of 428 residents would represent less than a 1 percent increase in population for the City.

The new employees may utilize neighborhood and regional parks within the City, and unincorporated areas. Some of employees may also live in residential subdivisions whose developers were required to pay Quimby Act fees at the time of development. With respect to the Southwest Quadrant of the City, in addition to the 11 neighborhood parks, community parks, natural area parks, open space areas, trail and pedestrian connections, and special purpose facilities, there are several National and State parkland facilities, national forests, and BLM holdings within the region available to potential park users. Therefore, the potential increase in use at any one park is not expected to be significant or result in a detectable physical deterioration.

Mitigation Measures: No mitigation measures are required.

Level of Significance After Mitigation: No mitigation measures are required. Impacts would be *less than significant*.

IMPACT 5-13-2	<i>Implementation of the proposed project would not require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.</i>
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Significance: Less Than Significant Impact.

Impact Analysis: The proposed project would not include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment. The City of Redding also has a number of recreational facilities throughout the City. In addition, there are thousands of acres of rivers, lakes, forests, and other public land available for recreation in Lassen National Park, the Shasta and Whiskeytown National Recreation Areas, the National Forests, and other public land administered by the BLM.

Secondary impacts of a growing population are managed through existing *General Plan* policy mechanisms and RMC Chapter 17.42 that requires land be dedicated or fees be paid as a condition of the creation of additional residential lots which is not applicable since the proposed project does not create such lots. According to the City of Redding *General Plan*, a level of service standard of 10 acres of improved parkland per 1,000 residents shall be implemented.

The City of Redding *Parks Trails & Open Space Master Plan* was adopted in August 2018 and provides a detailed assessment of the Southwest quadrant. With 113.15 acres of parkland and 86.17 acres of trails, the level-of-service ratio for the Southwest quadrant is 5.63 acres of developed parkland and trails per thousand people. This is the second lowest, behind the Northeast Quadrant, and is below the 10-acre goal the City has adopted with the *General Plan*. If all currently owned parkland is fully developed, an additional 29.91 acres, the projected ratio will rise to 6.23 acres per 1,000 residents by 2028. The *Parks Trails & Open Space Master Plan* includes planned facilities to accommodate the anticipated need by 2028.

Based on the relatively nominal increase in population (less than 1 percent should all 180 employees and families relocate from outside of Redding), implementation of the proposed project would not result in substantially increased use of any area recreational facilities, and would therefore not require construction of new or expansion of any other existing recreational facilities. *Less than significant* impacts would occur in this regard.

Mitigation Measures: No mitigation measures are required.

Level of Significance After Mitigation: No mitigation measures are required. Impacts would be *less than significant*.

5.13.5 CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

The analysis of cumulative impacts focuses on those effects that, when combined together with other similar activities or projects could result in a large enough effect or impact that would be considered cumulatively significant. If the individual project's contribution is substantial enough, it may be considered cumulatively significant. In some instances, a project-specific impact may not combine with effects from other activities, in which case, the project's contribution to a cumulative effect would be less than considerable.

The geographic scope for cumulative impacts to recreation is the City of Redding corporate limits which includes the recreational facilities covered under the *Parks, Trails, & Open Space Master Plan*. This geographic extent is appropriate as population growth, including growth that would occur with the projects identified in Table 4-1 in Section 4.0, BASIS OF CUMULATIVE ANALYSIS, would potentially utilize City-wide recreational facilities.

IMPACT 5.13-3 *The proposed project, combined with cumulative projects, would not result in increased use of existing neighborhood and regional parks or other recreation facilities such that substantial physical deterioration of the facility would occur or be accelerated.*

Significance: Less Than Significant Impact.

Impact Analysis: With regard to project resulting in increased use of parks, the proposed project’s impacts would be minimal due to the small number of new permanent employees and the temporary nature of the construction workers anticipated for the proposed project. As noted above, the increase of 428 residents would represent less than a 1 percent increase in population for the City. Therefore, relative to potential recreation impacts, the proposed project’s incremental contribution is not considered cumulatively considerable.

As noted above, there are a large number of existing regional and local parklands and recreational areas in vicinity. The cumulative projects listed in Table 4-1 in Section 4.0, BASIS OF CUMULATIVE ANALYSIS, include residential development, as well as commercial, retail, and mixed use developments. Cumulatively, these projects would generate new employees and residents to the City and potentially the County. Where cumulative projects and background growth result in new residential subdivisions or parcel maps, those projects are subject to Quimby Act requirements, thereby mitigating incremental impacts to recreational resources within the City. It is also feasible that new residents associated with this growth would purchase and live in homes whose developers were required to pay Quimby Act fees at the time of development. Therefore, impacts would be cumulatively *less than significant*.

Mitigation Measures: No mitigation measures are required.

Level of Significance After Mitigation: No mitigation measures are required. Impacts would be cumulatively *less than significant*.

IMPACT 5.13-4 *The proposed project, combined with cumulative development, would not require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.*

Significance: Less Than Significant Impact.

Impact Analysis: The proposed project would not require the construction of new or expansion of any other existing recreational facilities; therefore, implementation of the proposed project is not considered cumulatively considerable in this regard. New residential development would be required to provide for recreational facilities through fees or the development of additional park facilities in compliance with City requirements for future residents. Additionally, park fees as required by new

residential developments within the City are required to be used to develop additional park and recreational facilities and maintain existing park facilities. The development of future parks and recreational facilities would be subject to the environmental review process. Therefore, cumulative impacts would be *less than significant* and the proposed project's incremental contribution to such impacts would not be cumulatively considerable.

Mitigation Measures: No mitigation measures are required.

Level of Significance After Mitigation: No mitigation measures are required. Impacts would be cumulatively *less than significant*.