

## 5. Environmental Analysis

### 5.15 RECREATION

This section of the San Bernardino County (County) Countywide Plan (CWP or Project) Program Environmental Impact Report describes the regulatory framework, existing conditions, and the potential for environmental impacts related to parks and recreations.

#### 5.15.1 Environmental Setting

##### 5.15.1.1 REGULATORY BACKGROUND

###### **Federal**

###### *National Park Service*

The National Park system is considered to have begun in 1872 when Congress established Yellowstone National Park under exclusive control of the Secretary of the Interior. In 1916, President Woodrow Wilson signed the “Organic Act” to create the National Park Service to “promote and regulate the use of the Federal areas known as national parks, monuments and reservations” and to “conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

###### *Wilderness Act of 1964*

In the Wilderness Act of 1964, Congress directed certain federal agencies to study lands they administer for inclusion in a system of preserved wildernesses where no extractive activities can occur. Wilderness designation ensures the resources are managed to retain their “primeval character and influence, without permanent improvements or human habitation.” Wilderness areas are open to hiking and, in some cases, horseback riding, backpacking, and other nonmechanical recreation. The Wilderness Act prohibits permanent roads and commercial enterprises, except in some instances related to recreation and safety.

###### *California Desert Conservation Area Plan*

The California Desert Conservation Area (CDCA) Plan was approved in 1980 in accordance with the Federal Land Policy and Management Act. The CDCA Plan provides for multiple use management of approximately 25 million acres, of which 10 million acres are managed by the BLM. The CDCA Plan is based on the concept of sustainable yield and maintenance of environmental quality. Several significant amendments to the CDCA Plan have been made in San Bernardino County, including the BLM Northern and Eastern Colorado Desert Coordinated Management Plan, BLM Northern and Eastern Mojave Desert Management Plan, and the BLM West Mojave Plan. The proposed Desert Renewable Energy Conservation Plan Land Use Plan Amendment (BLM 2015) was also a major amendment to the CDCA Plan.

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#### State

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

The Quimby Act, established in 1965, provides provisions in the State Subdivision Map Act for the dedication of parkland and/or payment of in-lieu fees as a condition of approval of certain types of residential projects. Previously, a city or county could only use these fees to provide parks that served the developer's proposed subdivision. However, Assembly Bill 1359 (AB 1359), signed in 2013, allows cities and counties to use developer-paid Quimby Act fees to provide parks in neighborhoods other than the one in which the developer's subdivision is located. Overall, AB 1359 provides cities and counties with opportunities to improve parks and create new parks in areas that would not have benefited before. It also allows a city or county to enter a joint/shared use agreement with one or more public districts to provide additional park and recreational access.

##### *Mello-Roos Community Facilities Act (California Government Code Sections 53311 et seq.)*

This law allows any county, city, special district, school district, or joint powers authority to establish a Mello-Roos Community Facilities District (CFD) that can finance parks, cultural facilities, libraries, schools, fire and police protection, streets, sewer systems, and other basic infrastructure. By law, the CFD is also entitled to recover expenses needed to form the CFD and administer the annual special taxes and bonded debt.

##### *Mitigation Fee Act (California Government Code Sections 66000 et seq.)*

The Mitigation Fee Act allows cities to establish fees that will be imposed on development projects to mitigate the impact on the jurisdiction's ability to provide specified public facilities to serve proposed development projects. In order to comply with the Mitigation Fee Act, a jurisdiction must follow four requirements: 1) Make certain determinations regarding the purpose and use of a fee and establish a nexus or connection between a development project or class of project and the public improvement being financed with the fee; 2) Segregate fee revenue from the general fund in order to avoid commingling of capital facilities fees and general funds; 3) For fees that have been in the possession of the jurisdiction for five years or more and for which the dollars have not been spent or committed to a project, the jurisdiction must make findings each fiscal year describing the continuing need for the money; and 4) Refund any fees with interest for which the findings noted above cannot be made.

#### San Bernardino County

##### *Development Code*

Chapter 82.19 of the County Development Code established an Open Space (OS) Overlay to "strike a balance between the needs of an urbanizing County and the many uses which require open lands." The OS Overlay applies to County-designated natural resources such as wildlife corridors, special policy areas, and buffer zones. The OS Overlay requires certain types of land use changes and other applications to include a biotic resources or other specific study to disclose potential impacts to the quality of the environment. In Chapter 89.02, the code also describes the process for determining the dedication of park land, payment of in-lieu fees, or a combination of both.

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### 5.15.1.2 EXISTING PARKS

#### County Regional Parks

The San Bernardino County Regional Parks Department operates a total of 8,515 acres of regional parks in all four County regions.

#### *Valley Region*

- **Cucamonga-Guasti Regional Park:** This is a 150-acre day-use park in Ontario. Park facilities include two lakes for fishing, a swimming complex with water slides, a zero-depth water play park, concessions, picnic areas with shelters, and lawns for special events.
- **Glen Helen Regional Park:** This 1,340-acre park is at the base of the Cajon Pass, approximately 10 miles southeast of the community of Lytle Creek. The developed portions of the park include two lakes for fishing; shaded picnic areas accommodating up to 300 persons; camp sites; disc golf; playground; sports fields; and a swimming complex featuring a pool, sandy area, water slides, and zero-depth water play park. This section of the park also includes the Glen Helen Amphitheater, a 65,000-seat outdoor concert venue, and the Glen Helen Raceway, an off-highway competitive event facility. There are walking, hiking, and mountain biking trails throughout the site.
- **Prado Regional Park:** The largest park in the County Regional Parks system, Prado Regional Park encompasses 2,293 acres of land in Chino. Facilities include two 18-hole golf courses; an Olympic shooting range; archery range; camp sites; picnic areas and shelters; universally accessible playground with a zero-depth water play area; and trails for walking, hiking, mountain biking, and horseback riding. There is also a 60-acre lake for fishing and kayaking.
- **Yucaipa Regional Park:** This 885-acre park on the north side of Yucaipa offers a variety of land and water activities. Yucaipa Regional Park water facilities include three lakes for swimming, fishing, and pedal boating as well as a swim complex with water slides and a sandy beach. There are picnic areas, group shelters serving up to 350 people, camp sites, disc golf, hiking and equestrian trails, and a playground.

#### *Mountain Region*

- **Lake Gregory Regional Park** is a 150-acre park in the unincorporated mountain community of Crestline. This park features a zero-depth water play park, sandy beaches, picnic facilities, and hiking trails. The lake has 84 surface acres for fishing, swimming, boating, an inflatable summer-only water park, kayaking, and other water activities.

#### *North Desert Region*

- **Calico Ghost Town** is a 480-acre park including a preserved silver mining town that was founded in 1881. The town was abandoned when silver lost its value in the mid-1890s. In the 1950s, all but five original buildings were restored to their 1880s appearance by Mr. Walter Knott. Calico Ghost Town is also State Historical Landmark 782. The park is north of Yermo and includes the historic mining town, shopping, educational mine tours, camping, rental cabins, mountain biking trails, and a variety of other types of outdoor recreation.

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- **Moabi Regional Park** includes 1,100 acres along the banks of the Colorado River, 11 miles southeast of Needles. Land facilities include camping, off-road vehicle trails, open fields, picnic facilities and shelters, zero-depth water play park, dry storage, shopping, and a restaurant. Water activities include fishing, boating, waterskiing, and jet skis. There are over 160 acres of open riding area and four miles of highway-vehicle access trails around the park.
- **Mojave River Forks Regional Park:** This 1,100-acre regional park is south of the City of Hesperia and north of the Pacific Crest Trail. It offers wide open spaces for camping and trails for hiking and horseback riding.
- **Mojave Narrows Regional Park** is in a historic high-desert riverbed within the City of Victorville. The park features 840 acres for fishing, boating, camping, horseback riding trails, walking and hiking trails, disc golf, a playground, picnic areas, and a zero-depth water play park.

#### *East Desert Region*

- **Big Morongo Canyon Preserve:** The County cooperatively manages 177 acres with the Bureau of Land Management within the 31,000-acre Big Morongo Canyon Preserve. Regional park facilities are designed to protect the environment in this wildlife preserve. There are designated walking and hiking trails, including a wheelchair-accessible boardwalk through riparian habitats. The preserve has been designated an important bird area by the American Birding Association and other organizations. There are docent-led hikes to help visitors understand the unique bird, wildlife, and plants communities in the preserve.

#### **County Special Districts**

Numerous County special districts operate local parks in many unincorporated communities of the County. These districts operate independently from the County government and are financed by local taxes within each respective district boundary.

#### *County Service Areas*

CSAs are separate legal entities authorized by California laws and formed by the County Board of Supervisors to fund the County's provision of services, capital improvements, and financial flexibility. They are formed and tailored to meet the specific needs of an area so that the property owners only pay for the services that they want. Some of the unincorporated areas in the County are exclusively serviced by these CSAs. CSAs are generally small and remote service areas, and their primary customers are single-family residential parcels.

#### *Valley Region*

- **Bloomington Recreation and Parks District (CSA 70 DB 1):** Two parks providing playgrounds, sports fields, batting cages, equestrian arena, skate park, and community center.
- **North Etiwanda Preserve (CSA 120):** Hiking trails and picnic facilities in approximately 1,200 acres of protected open space. It is a unique Riversidean Alluvial Fan Sage Scrub plant community that is home to several endangered species.

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- **Oak Glen - Yucaipa (CSA 63):** A 19-acre park site that contains the Oak Glen Schoolhouse Museum, tennis court, playground, and picnic area.

### *Mountain Region*

- **Big Bear Valley Recreation and Park District (CSA 70 DB 2):** Seven developed parks, two natural parks, a swimming beach, several community buildings including the Big Bear Valley Senior Center, three ball fields, and the Big Bear Alpine Zoo.
- **MacKay Park (CSA 70 D1):** A park featuring a playground, rock climbing wall, dog park, barbeques, and a gazebo with views of Lake Arrowhead.

### *North Desert Region*

- **El Mirage (CSA 70 P-6):** El Mirage Community Center includes basketball courts, a playground, and open play areas.
- **Hinkley (CSA 70 W):** Hinkley Community Center and Senior Center.
- **Lucerne Valley (CSA 29):** One park, recreational programming, an equestrian center, and a skate park.
- **Oro Grande (CSA 42):** One park with baseball fields, open play areas, and a community center.
- **Searles Valley (CSA 82):** Roadside Park in Searles Valley.

### *East Desert Region*

- **Joshua Tree (CSA 20):** Four parks, including three ball fields, one recreation center building, a water playground, a skate park, and a community center.
- **Wonder Valley (CSA 70 M):** Wonder Valley Community Park and Community Center, which hosts a book program.

### *Community Service Districts*

Some parks and recreational facilities in unincorporated areas are provided by community service districts (CSDs). Like CFDs, CSDs are formed when the property owners in a geographic area agree to impose a special property tax on the land to fund improvements. Also, based on future tax revenue, CSDs seek public financing through bonds. However, CSDs are not governed by the County Board of Supervisors, but are independent, self-governed districts that can provide local public facilities and services. The following CSDs fund parks and recreation facilities and services.

### *Mountain Region*

- **Wrightwood CSD:** The Hollis M. Steward Children's Park, Wrightwood Skate Park, Old Fire Station Museum, and Wrightwood Community Center.

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#### *North Desert Region*

- **Baker CSD:** Jesse Meyer Community Center; Senior Center; public swimming pool; and parks and recreation, sewer, solid waste, fire protection, television translators, and street lighting services.
- **Barstow Heights CSD:** Barstow Heights Park, Venner Park, and parks and recreation programming through a contract with the City of Barstow.
- **Big River CSD:** Big River Park with a community center, boat launch, and dock, and policing services. (Note: The Big River community may transition to tribal governance prior to the adoption of the Countywide Plan.)
- **Daggett CSD:** Parks and recreation, fire protection, water, and street lighting services.
- **Helendale CSD:** Helendale Community Center; Helendale Community Park; Helendale Dog Park; parks and recreation programming; and water, sewer, trash collection, graffiti abatement, street lighting, and fire protection services.
- **Newberry CSD:** Community Center; Desert Garden; parks and recreation programming; and fire protection, water, and street lighting services.
- **Phelan Pinon Hills CSD:** Phelan Pinon Hills CSD Office and Community Center; Pinon Hills Park; Phelan Park; two senior centers; parks and recreation programming; a Farmers' Market; and water, streetlight, and solid waste and recycling services.
- **Yermo CSD:** Hurst Park; Normal Smith Park; and water, fire protection, and street lighting services.

#### *East Desert Region*

- **Morongo Valley CSD:** Covington Park; parks and recreation programming; library, fire protection, and street lighting services.

#### *Community Facilities District*

#### *Mountain Region*

- **Lytle Creek North (CFD 2006-1):** Trails and trail-related landscape improvements, community park improvements, and rights-of-way and easements necessary for such facilities.

#### **State Parks**

- **Chino Hills State Park:** This approximately 14,100-acre state park is primarily located in the County in the City of Chino Hills. Portions of the park are in Orange and Riverside counties. It is the largest outdoor recreation area in the Valley region of the county. Activities include guided nature tours, wildlife sightseeing, horseback riding, cycling, mountain biking, camping, and backpacking.

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- **Silverwood Lake State Recreation Area** is approximately 2,000 acres and is part of the State Water Project. The water is used to generate electricity. The lake is north of the unincorporated communities that constitute the Crest Forest Community Plan—Cedarpines Park, Crestline, Lake Gregory, and Valley of Enchantment. Activities include bald eagle and other birding watching, windsurfing, boating, waterskiing, wakeboarding, scuba diving, swimming, fishing, camping, hiking, horseback riding, and mountain biking.
- **Wildwood Canyon Park** is primarily in Yucaipa, but some of its 900 acres are in the community of Oak Glen. Wildwood Canyon is only open for day use. Primary recreational activities include visiting native and pioneer historic sites, horseback riding, hiking, birding, and mountain biking.
- **Providence Mountains State Recreation Area** includes 5,900 acres within the Mojave National Preserve. It is home to the Mitchell Caverns Natural Preserve. Mitchell Caverns reopened in November 2017 after being closed for nearly seven years due to major infrastructure upgrades. Activities include hiking, geologic sightseeing, and cavern tours.

### National Park Service

- **Death Valley National Park** includes 3,396,192 acres of land, of which 95 percent is designated for wilderness uses such as nonintrusive recreation, education, and cultural activities. It is the largest national park unit in the contiguous 48 states. The majority of its lands are in Inyo County, but 219,260 acres on the southern end are in the County.
- **Joshua Tree National Park** includes 792,510 acres, of which 120,757 are in the County. The portion in the County is south of Joshua Tree and east of the community of Morongo Valley. The park allows rock climbing, backpacking, camping, hiking, horseback riding, geologic sight-seeing, birding, wildlife viewing, and stargazing.
- **Castle Mountains National Monument** protects 20,920 acres between I-15 and I-40 in the eastern Mojave Desert north of Joshua Tree National Park. All of the Castle Mountains National Monument is within unincorporated County and managed by the National Park Service. Recreational activities include wildflower spotting, stargazing, camping, hiking, and cycling.
- **Mojave National Preserve** encompasses 1,542,776 acres between I-15 and I-40 east of the unincorporated community of Baker. Prior to 1994, it was known as the East Mojave National Scenic Area and under BLM jurisdiction. Recreation activities include camping, hiking, scenic drives to view cinder cones, lava flows, Joshua tree forests, and the Kelso Dunes.

### United States Forest Service

- **San Bernardino National Forest:** The San Bernardino National Forest offers year-round outdoor recreational opportunities with over 679,000 acres of open space spanning San Bernardino and Riverside counties, of which 453,664 acres are in the County. The San Bernardino National Forest is managed by the United States Forest Service which allows multiple-uses, including commercial uses. Recreational activities include hiking, camping, rock climbing, backpacking, horseback riding and horse camping, birding,

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stargazing, fishing, hunting, kayaking, prospecting, and off-highway vehicle riding. Winter specific activities include downhill and cross-country skiing, snowboarding, sledding, etc.

- **Angeles National Forest:** The Angeles National Forest encompasses 655,387 acres, of which 17,526 are in the County. The unincorporated communities of Mt. Baldy and Wrightwood are in the Angeles National Forest. Recreational opportunities include hiking, mountain biking, horseback riding, horse camping, camping, rental cabins, fishing, boating, hunting, off-highway vehicle riding (including snowmobiling), downhill skiing, and other snow play activities.

#### Bureau of Land Management

- **Sand to Snow National Monument:** The 145,000-acre Sand to Snow National Monument was created in February 2016. The monument extends from BLM lands in the Coachella Valley to the San Geronio Wilderness (elevation 10,000 ft.) in the San Bernardino National Forest. The entire Sand to Snow National Monument is in the unincorporated County. It is managed jointly by the USFS San Bernardino National Forest (71,000 acres) and the Bureau of Land Management (83,000 acres). It also includes Black Lava Butte and Flat Top Mesa north of Pioneertown. Angelus Oaks and Forest Falls are by its western border in the San Bernardino National Forest. Recreational opportunities include backpacking, camping, cross-country skiing, rock climbing, stargazing, birding, hunting, fishing, horseback riding, and hiking, including 30 miles of the Pacific Crest Trail.
- **Mojave Trails National Monument** was created in 2016 to protect 1.6 million acres of unincorporated land in the eastern portion of the County, east of Baker. Recreation facilities include hiking trails, historic sites, campgrounds, day use sites, scenic geologic sites, watchable-wildlife areas, and wayside exhibits (educational exhibits).

#### Wilderness Areas

- Wilderness areas in the County are listed in Table 5.15-1. Most of the areas are under the jurisdiction of the BLM; three are under US Forest Service jurisdiction; and three under the National Park Service.



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**Table 5.15-1 Wilderness Areas in San Bernardino County**

Wilderness Area	Acres	Notes Under BLM jurisdiction unless specified otherwise.
<b>Mountain Region</b>		
Cucamonga	12,781	US Forest Service
San Gorgonio (USFS) <sup>1</sup>	57,339	US Forest Service
Sheep Mountain	43,182	US Forest Service. Mostly in Los Angeles County
<b>North Desert Region</b>		
Bigelow Cholla Garden	14,645	
Bighorn Mountain	26,543	
Black Mountain	20,548	
Bristol Mountains	71,389	
Chemehuevi Mountains	85,864	
Clipper Mountain	33,843	
Dead Mountains	47,158	
Death Valley	3,057,106	Death Valley National Park. Mostly in Inyo County
Golden Valley	36,536	
Grass Valley	30,186	
Hollow Hills	22,366	
Kelso Dunes	144,915	
Kingston Range	199,739	
Mesquite	44,804	
Mojave	695,200	Mojave National Preserve (National Park Service)
Newberry Mountains	26,102	
North Mesquite Mountains	28,955	
Old Woman Mountains	165,172	
Piute Mountains	48,080	
Rodham Mountains	34,264	
Saddle Peak Hills	1,530	
San Gorgonio (BLM) <sup>1</sup>	39,233	
Stateline	6,964	
Stepladder Mountains	83,195	
Trilobite	37,308	
Turtle Mountains	177,309	
Whipple Mountains	76,123	
<b>East Desert Region</b>		
Cadiz Dunes	19,935	
Cleghorn Lakes	39,167	
Joshua Tree	594,502	Joshua Tree National Park. Mostly in Riverside County
Sheephole Valley	188,169	
<b>Total</b>		
	<b>2,515,362<sup>2</sup></b>	-----

Sources: PlaceWorks 2017; BLM 2017.

<sup>1</sup> One portion of the San Gorgonio Wilderness is in the Mountain Region and under US Forest Service jurisdiction; the other portion is in the East Desert Region and under BLM jurisdiction.

<sup>2</sup> The total acreage omits the three wilderness areas mostly outside of the County: Death Valley, Joshua Tree, and Sheep Mountain.

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#### Off-Highway Vehicle Recreation Areas

The BLM owns and manages several off-highway vehicle (OHV) recreation areas in the unincorporated portions of the County. Cities, and communities closest to or enroute to OHV facilities benefit from tourism-related spending. The BLM is challenged to balance recreational opportunities and economic development while protecting natural and cultural resources. All the OHV areas are in the North Desert Region.

- **Dumont Dunes:** Encompasses approximately 8,200 acres for off-road sports, camping, rock climbing, hiking, and geologic sightseeing east of Death Valley National Park and 30 miles north of Baker. This recreational area attracts an estimated 60,000 visitors per year.
- **El Mirage:** Includes 24,320 acres immediately north of El Mirage. The terrain includes a dry bed lake, basin, the Shadow Mountains, and Twin Hills. Activities include off-roading and camping.
- **Johnson Valley:** With over 165,000 acres, Johnson Valley OHV Recreation Area is the largest facility of its kind in the United States. It is east of Lucerne Valley. An estimated 200,000 people visit this facility each year for off-highway vehicle play and races, off-highway motorcycle racing, endurance and trial events, and camping. The military uses part of the Johnson Valley OHV Recreation Area for two months out of the year (this portion is closed to the public during that time). The compatibility of OHV uses and military uses in the future is a potential concern.
- **Razor:** Approximately 30,000 acres of open riding areas and campsites. This facility is characterized by rolling hills, open valleys, and sand dunes between Yermo and Baker.
- **Sprangler Hills:** Approximately 60,000 acres southwest of Searles Valley. Activities include open riding, competitive events, and camping.
- **Stoddard Valley:** Approximately 35,000 acres south of Barstow and east of Helendale. Activities include play riding, competitive riding, camping, hiking, rock scrambling, and wildlife watching.

#### 5.15.2 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.

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### 5.15.3 Regulatory Requirements and General Plan Policies

#### 5.15.3.1 REGULATORY REQUIREMENTS

##### Federal

- Organic Act (United States Code, Title 16, Section 1):
- Wilderness Act of 1964 (United States Code, Title 16, Sections 1131 et seq.)
- California Desert Conservation Area (CDCA) Plan

##### State

- Quimby Act (California Government Code Section 66477)
- Mello-Roos Community Facilities Act (California Government Code Sections 53311 et seq.)
- Mitigation Fee Act (California Government Code Sections 66000 et seq.)

##### San Bernardino County

- County Code Chapter 82.19: Open Space Overlay
- County Code Chapter 89.02: Dedication of Parkland and/or Payment of Fees

#### 5.15.3.2 POLICY PLAN

The Resource Conservation Element of the proposed Countywide Plan sets forth the following policies promoting park and recreation facilities and programs:

- Goal NR-3**                    **Open Space, Parks, and Recreation.** A system of well-planned and maintained parks, trails, and open space that provides recreation opportunities for residents, attracts visitors from across the region and around the country, and preserves the natural environment.
- Policy NR-3.4**                **Land exchange.** We coordinate with state and federal agencies to exchange publicly owned lands in order to provide additional areas for open space, recreation, and resource protection. We also request the right of first refusal on publicly owned lands made available for purchase to the public.
- Policy NR-3.6**                **Regional park land.** We coordinate with other jurisdictions and agencies to provide regional park land. We prioritize the maintenance and improvement of existing County parks and trails over their expansion or creation of new facilities.
- Policy NR-3.7**                **Regional park revenue.** We generate revenues from County-owned parks and facilities to offset the costs of operation and maintenance. We may also coordinate with local jurisdictions and leverage other resources to support the maintenance and improvement of park and trail facilities.

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- Policy NR-3.8**      **Regional trail system.** We coordinate with incorporated jurisdictions, state and federal agencies, and other regional and not-for-profit entities to maintain and improve a regional trail system. We prioritize the maintenance and improvement of the Santa Ana River Trail, followed by the creation of trails in unincorporated areas that connect to existing trails in incorporated areas and to state- and federally-maintained trails.
- Policy NR-3.9**      **Local parks, trails, and recreation.** We support the provision of local and community parks, trails, and recreational programs and facilities in unincorporated areas when a locally-approved funding and financing mechanism is established to pay for acquisition, construction, maintenance, and operations. We encourage unincorporated communities to apply for funding and cooperate with them in their funding applications for local trails that are identified in a non-motorized transportation plan that is accepted or adopted by the County. We also encourage, where feasible, local trails to be separated from vehicular traffic to improve the safety of trail users.
- Policy NR-3.10**      **Joint use facilities.** We promote the creation of joint use facilities for local parks and recreation programs through coordination with the County Flood Control District, local school districts, utilities, and other public agencies.
- Policy NR-3.11**      **Off-highway vehicle areas.** In areas under the County's land use authority, we require new or expansion of existing commercial off-highway vehicle (OHV) areas to be situated and buffered to minimize effects on nearby residential uses, military activity, and environmentally sensitive areas.

#### 5.15.4 Environmental Impacts

Demands for recreational facilities are generated by the populations in the facilities' service areas. Most population growth due to Countywide Plan buildout would be in two areas: the Bloomington CPA in the Valley Region and future master planned communities in the Town of Apple Valley SOI in the Desert Region. Thus, impacts are analyzed in some detail for those two areas and much more generally for the remainder of the unincorporated areas of the County.

The applicable thresholds are identified in brackets after the impact statement.

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**Impact 5.15-1: The proposed Project would generate additional residents that would increase the use of existing park and recreational facilities such that substantial physical deterioration may occur or be accelerated. [Threshold R-1]**

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Countywide Plan buildout would add residents to the County, increasing demands on existing parks and recreational facilities. The forecasted population growth in unincorporated areas is primarily concentrated in the Bloomington CPA and Town of Apple Valley SOI. Growth in other areas is considered to be incremental

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over the planning horizon of over 20 years and is not considered to increase the use of existing park and recreation facilities in a manner that would cause or accelerate substantial physical deterioration.

The Bloomington CPA is projected to accommodate an additional 19,270 residents by 2040. The area is served by the Bloomington Park and Recreation District, which is governed by the County Board of Supervisors and maintains two community parks and various recreational facilities. This District is funded primarily by property taxes as well as supplemental funds from state aid, federal aid, services charges, and fees. Any additional development (residential or nonresidential) in the Bloomington CPA would be accompanied by a direct increase in property tax revenue assessed explicitly for the District to provide park and recreation service, including the maintenance of existing facilities. Accordingly, growth in the Bloomington CPA would proportionately fund necessary improvements created by the increase in use of existing park and recreation facilities.

The areas of the Town of Apple Valley SOI designated for future development are largely undeveloped and do not contain existing park and recreation facilities. Future development would build and maintain park and recreation facilities as desired and funded.

The County's total 49,680 projected growth in population in unincorporated areas would increase the use of existing regional park and recreational facilities. Regional parks, however, are also used and funded by those in incorporated jurisdictions. Table 5.15-2 identifies the projected growth and relative increase compared to existing countywide population levels. The unincorporated growth represents a two percent increase of potential users on existing regional park facilities, with an average annual growth rate of 0.10 percent over the planning horizon of 24 years. This incremental level of growth would not lead to substantial physical deterioration of existing park and recreational facilities.

**Table 5.15-2 Regional Parkland Required by Countywide Plan Buildout, 2007 General Plan Standard**

Region	Existing Countywide Population	Unincorporated Population Growth	Increase 2016-2040		Nearby Regional Parks
Valley	1,536,347	24,893	2%	0.07% per year	Cucamonga Guasti, Glen Helen, Prado, Yucaipa
Mountain	59,415	2,355	4%	0.17% per year	Lake Gregory
North Desert	445,347	21,073	5%	0.20% per year	Calico Ghost Town, Moabi, Mojave Narrows, Mojave River Forks
East Desert	73,013	1,359	2%	0.08% per year	Big Morongo
<b>Total</b>	<b>2,114,122</b>	<b>49,680</b>	<b>2%</b>	<b>0.10% per year</b>	--

Source: Population increase from County of San Bernardino 2018; Existing population from US Census ACS 2016

Additionally, the County intends to be fiscally neutral through the generation of user-based revenues to offset the costs of operation and maintenance, along with coordination with local jurisdictions to support and fund the maintenance of existing facilities (Policy NR-3.6, Regional park revenue). Any additional development (residential or nonresidential) in the County would be accompanied by a direct increase in property tax revenue, of which a portion is and will continue to be used to pay for ongoing care and maintenance of regional park

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facilities. Accordingly, the increased use and growth will be accompanied by increased revenue to serve increased demand and prevent accelerated deterioration.

*Level of Significance Before Mitigation:* Impact 5.15-1 would be less than significant.

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**Impact 5.15-2: Project implementation would not result in environmental impacts to provide new and/or expanded recreational facilities. [Threshold R-2]**

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Implementation of the Countywide Plan could require the construction and expansion of new recreational facilities to serve the forecasted population growth in the unincorporated areas. Although the CWP does not specifically site or plan recreational facilities, it would allow for the development of future recreational facilities, including parks, trails, and athletic fields, within many of the land use designations.

While the CWP does recognize the need for additional recreational facilities, considering that the plan is , it does not contain actual development proposals with locations or project-specific details. Rather, the CWP sets forth goals and policies, which are intended to guide the development of the unincorporated areas. Development pursuant to the CWP could result in the construction of new or expansion of existing recreational facilities. Development and operation of new recreational facilities may have an adverse physical effect on the environment, including impacts relating to air quality, biological resources, lighting, noise, and traffic.

#### Regional Parkland

The population of the incorporated and unincorporated areas is forecasted to reach 2,744,578 in 2040. The amount of regional parkland in the county is 8,515 acres, which is sufficient for the parkland needs of about 3.4 million people if based on the 2007 General Plan standard of 2.5 acres per 1,000 residents. Upon adoption of the proposed Countywide Plan, the standard for regional parkland would be replaced by an emphasis on maintaining and improving existing facilities and the coordination with other jurisdictions to provide regional park land (Policy NR-3.6, Regional park land). Accordingly, no new and/or expanded facilities would need to be developed due to Countywide Plan buildout, and no additional impacts would occur.

#### Local Parkland

The County Development Code Chapter 89.02, *Recreational Facilities Financing*, authorizes the Board of Supervisors, upon the recommendation of the designated public agency having park responsibility, to require local parkland commensurate with the with population anticipated from a future subdivision. The population growth projected in Bloomington would be subject to requirements imposed by the Bloomington Parks and Recreation District. The population growth projected in the eastern portion of the Town of Apple Valley SOI is governed by the Hacienda at Fairview Specific Plan, which was approved in March 2014 and evaluated by an environmental impact report (SCH No. 2008111009). The growth projected in the northern portion of the Town of Apple Valley SOI is not yet addressed by any specific plan or identified for subdivision. The exact location and extent of new and/or expanded local parkland and recreational facilities in Bloomington and the northern portion of the Town of Apple Valley is unknown.

## 5. Environmental Analysis RECREATION

Existing federal and state, and local regulations would mitigate potential adverse impacts to the environment that may result from the expansion of parks, recreational facilities, and trails pursuant to buildout of the CWP. Furthermore, subsequent environmental review would be required for development of park projects under existing regulations. Consequently, the proposed Project would not result in significant impacts relating to new or expanded recreational facilities.

***Level of Significance Before Mitigation:*** Impact 5.15-2 would be less than significant.

### 5.15.5 Cumulative Impacts

The area considered for cumulative impacts to regional parks and recreation services therein is the County, the County Regional Park Department's service area. Other projects in incorporated cities and towns would add population to the County, increasing demands for parks and recreation services. Other projects in incorporated areas, in combination with Countywide Plan buildout, are forecast to add 630,456 residents to the County between 2016 and 2040. Projections for incorporated and unincorporated areas in each of the four regions are shown in Table 5.15-3. Nearly 93 percent of population growth is forecast to occur in incorporated areas (see Table 3-3 in Chapter 3, *Project Description*). The total countywide population in 2040 is projected to be 2,744,578.

The amount of regional parkland in the County, 8,515 acres, is sufficient for the parkland needs of about 3.4 million people based on the 2007 General Plan standard of 2.5 acres per 1,000 residents. Upon adoption of the proposed Countywide Plan, the standard for regional parkland would be replaced by an emphasis on maintaining and improving existing facilities. Under either scenario, the County has sufficient regional parkland to provide for parkland demands by the unincorporated population increase due to Countywide Plan buildout and potential incorporated growth generated under other jurisdictional plans.

## 5. Environmental Analysis

### RECREATION

**Table 5.15-3 Population Projections for Cumulative Analysis**

Area		Population		
		Existing Conditions	Net Increase	Countywide Plan Horizon Year 2040
Valley Region	Unincorporated Areas	128,415	24,893	153,308
	Incorporated Areas	1,407,932	382,468	1,790,400
	<b>Total</b>	<b>1,536,347</b>	<b>407,361</b>	<b>1,943,708</b>
Mountain Region	Unincorporated Areas	54,266	2,355	56,621
	Incorporated Areas	5,149	1,751	6,900
	<b>Total</b>	<b>59,415</b>	<b>4,106</b>	<b>63,521</b>
North Desert Region	Unincorporated Areas	99,214	21,073	120,286
	Incorporated Areas	346,133	180,167	526,300
	<b>Total</b>	<b>445,347</b>	<b>201,240</b>	<b>646,586</b>
East Desert Region	Unincorporated Areas	25,803	1,359	27,162
	Incorporated Areas	47,210	16,390	63,600
	<b>Total</b>	<b>73,013</b>	<b>17,749</b>	<b>90,762</b>
County Totals	Unincorporated Areas	307,698	49,680	357,378
	Incorporated Areas	1,806,424	580,776	2,387,200
	<b>Total</b>	<b>2,114,122</b>	<b>630,456</b>	<b>2,744,578</b>

Source: County of San Bernardino 2018 for unincorporated areas; SCAG 2016 RTP/SCS Growth Forecast for incorporated jurisdictions, adjusted for growth in housing and population from 2012 to 2016 based on ACS population/housing estimates

### 5.15.6 Level of Significance Before Mitigation

Impact 5.15-1 and Impact 5.15-2 would be less than significant.

### 5.15.7 Mitigation Measures

No mitigation measures required.

### 5.15.8 Level of Significance After Mitigation

Impacts are less than significant.

### 5.15.9 References

Bureau of Land Management (BLM). 2017, December 14. National Landscape Conservation System: Wilderness Areas. [https://www.blm.gov/sites/blm.gov/files/uploads/Wilderness\\_Q4\\_2016.pdf](https://www.blm.gov/sites/blm.gov/files/uploads/Wilderness_Q4_2016.pdf).