

## 5. Environmental Analysis

### 5.14 RECREATION

#### 5.14.1 Environmental Setting

##### 5.14.1.1 REGULATORY BACKGROUND

###### State

The Quimby Act of 1975 (California Government Code § 66477) requires the dedication of land and/or fees for public park and recreational purposes as a condition of approval of a tentative map or parcel map. The Quimby Act establishes procedures that can be used by local jurisdictions to provide neighborhood and community parks and recreational facilities and services for new residential subdivisions. It allows cities and counties to require up to five acres of park per every 1,000 residents.

###### Local

###### *City of Banning Municipal Code*

The City of Banning Municipal Code identifies land use categories, development standards, and other general provisions that ensure consistency between the City's general plan and proposed development projects. The following provision addresses recreation:

- **Chapter 15.68 (Open Space and Parks Fees).** Imposes fees on new residential, commercial, and industrial development to pay for the costs incurred by the City in acquiring, improving, and expanding open space areas, scenic drives, parks, playgrounds, and recreational facilities to meet the increased needs for those facilities resulting from the effects of new development.

###### *Banning Parks and Recreation Master Plan 2010*

The City of Banning Parks and Recreation Master Plan provides a guide for orderly development and management of parks and recreational facilities in Banning. The plan details existing recreation facilities and programs and includes a needs assessment for recreation facilities as well as recommendations. Opportunity sites for future recreation facilities and parks are also mapped.

##### 5.14.1.2 EXISTING CONDITIONS

###### City Parks

The City of Banning has seven parks and two community buildings, described in Table 5.14-1. The City's Public Works Department maintains the parks, and the Community Services Department offers recreation programs at the parks, including youth sports leagues, dance and fitness classes, and open gym hours.

## 5. Environmental Analysis

### RECREATION

**Table 5.14-1 Banning City Parks**

Recreational Facility	Location	Acres	Amenities
<b>Parks</b>			
Carpenter-Hamilton Park (at City Hall)	San Gorgonio Avenue at Ramsey Street	0.33	NA
Dysart Equestrian Park	2107 West Victory Avenue	20.0	<ul style="list-style-type: none"> <li>Community garden, rodeo grandstand, vendor pads, equestrian arena and staging area, meeting rooms, restrooms, parking</li> </ul>
Lions Park	Charles Street at Hargrave Street	16.12	<ul style="list-style-type: none"> <li>Two baseball diamonds, football field, softball field, concession building, playground/tot lot, picnic tables, restrooms, parking</li> </ul>
Replier Park Complex	201 West George Street	13.6	<ul style="list-style-type: none"> <li>Playhouse Bowl Amphitheatre, Banning Aquatics Center, two tennis courts, multipurpose field, softball field, skate park, playground/tot lot, picnic shelter/gazebo, picnic tables, gymnasium, two community buildings, barbecues, restroom, parking</li> </ul>
Richard Sanchez Park	Mountain Avenue at Cypress Street	3.32	<ul style="list-style-type: none"> <li>Basketball court, playground/tot lot, picnic shelter/gazebo, picnic tables</li> </ul>
Roosevelt Williams Park	Wilson Street at Blanchard Street	5.5	<ul style="list-style-type: none"> <li>Two basketball courts, multipurpose field, soccer field, community building, playground/tot lot, picnic shelter/gazebo, picnic tables, pedestrian walkway, restroom, parking</li> </ul>
Sylvan Park	2801 West Nicolet Street	7.8	<ul style="list-style-type: none"> <li>Baseball field, two basketball courts, multipurpose field, softball field, volleyball court, playground/tot lot, picnic shelter/gazebo, picnic tables, barbecues, restroom, parking</li> </ul>
<b>Community Buildings</b>			
Community Center		NA	<ul style="list-style-type: none"> <li>Basketball court, gymnasium, community building, kitchen, two meeting rooms, bike rack, parking</li> </ul>
Senior Center		NA	<ul style="list-style-type: none"> <li>Community building, kitchen, meeting room, parking</li> </ul>
<b>TOTAL</b>		66.67 acres	
Source: Banning 2010a.			

The total parkland acreage in the City of Banning is 66.67 acres, including both active and passive recreational areas. These areas consist of sports fields, picnic and play areas, parking lots, and other recreational structures and facilities.

Existing parks likely to serve the project site are Dysart Park and Lions Park (see Figure 5.13-1, *Public Services*). Dysart Park is adjacent to the project site along Victory Avenue, and Lions Park is approximately 0.6 mile to the east of the site.

### Joint Use Public School Facilities

In 2009, Banning Unified School District (USD) and the City executed a joint use agreement allowing City residents to use school playfields during non-school hours. Table 5.14-2 outlines the park and sports facilities available at six Banning USD campuses.

## 5. Environmental Analysis RECREATION

**Table 5.14-2 Joint Use School Facilities**

Schools	Amenities
Banning High School	<ul style="list-style-type: none"> <li>2 indoor basketball courts, 8 outdoor basketball courts, 8 soccer fields, gymnasium, 2 picnic shelters, 20 picnic tables</li> </ul>
Central Elementary School	<ul style="list-style-type: none"> <li>3 outdoor basketball courts, 2 playground/tot lots, 6 picnic tables</li> </ul>
Coombs Middle School	<ul style="list-style-type: none"> <li>3 baseball fields, 4 outdoor basketball courts, 1 football field, 2 volleyball courts, 35 picnic tables</li> </ul>
Hemmerling Elementary School	<ul style="list-style-type: none"> <li>2 softball fields, 1 soccer field, 2 playground/tot lots, 1 picnic shelter, 30 picnic tables</li> </ul>
Hoffer Elementary School	<ul style="list-style-type: none"> <li>1 baseball field, 2 outdoor basketball courts, 1 soccer field, 1 playground/tot lot, 1 picnic shelter, 25 picnic tables</li> </ul>
Nicolet Middle School	<ul style="list-style-type: none"> <li>1 baseball field, 1 indoor basketball court, 8 outdoor basketball courts, 1 concession building, 1 football field, 1 gymnasium, 2 softball fields, 2 soccer fields, 4 tennis courts, 10 picnic tables</li> </ul>
Source: Banning 2010a.	

Existing joint use school facilities at Banning High School would likely serve the project site given its location along the eastern boundary of the project site.

### Private Recreational Facilities

Sun Lakes Country Club and Serrano del Vista are two private, gated communities that serve the 55+ population in Banning. Amenities include golf courses, tennis courts, pools and spas, billiards, fitness rooms, and hobby/recreation clubs.

There are also several public golf courses in the area, including Morongo Golf Club at Tukwet Canyon and Oak Valley Golf Club in nearby Beaumont (Banning 2010a).

### Riverside County Parks

Although owned and maintained by the County of Riverside, Gilman Historic Ranch and Wagon Museum is located in Banning, and Bogart County Park is about 0.75 mile northwest of the City boundary.

**Gilman Historic Ranch and Wagon Museum**, at 1901 West Wilson Street in Banning, is approximately 160 acres and includes a wagon museum, historic ranch house, and adobe. It offers interpretive programs for students and the general public, including California Gold Rush and Native Americans of the Pass programs (Riverside County Parks 2014a; Riverside County Parks 2013).

**Bogart County Park**, at 9600 Cherry Avenue in the Community of Cherry Valley in unincorporated Riverside County, includes picnic patios, playgrounds, a campground, equestrian campground, and trails, and it spans more than 400 acres (Riverside County Parks 2014b).

## 5. Environmental Analysis

### RECREATION

#### Other Recreation Areas

##### *San Bernardino National Forest*

The San Bernardino National Forest (SBNF) abuts the City of Banning's northern boundary. A separate section of the SBNF, encompassing the San Jacinto Mountains and most of the Santa Rosa Mountains, is about 3.5 miles southeast of the project site. The SBNF spans 679,000 acres and includes dozens of campgrounds, three ski resorts, and hundreds of miles of trails.

##### *San Gorgonio Wilderness*

The San Gorgonio Wilderness spans 148 square miles of the southeast San Bernardino Mountains and is partly in the SBNF and partly on land managed by the Bureau of Land Management.

##### *Sand to Snow National Monument*

President Obama designated the Sand to Snow National Monument on February 11, 2016. The national monument spans 154,000 acres stretching from the western boundary of Joshua Tree National Park on the east and encompassing the San Gorgonio Wilderness on the west (White House 2016; USFS 2016). The monument includes two critical wildlife movement corridors and provides recreational opportunities, including hiking, horseback riding, backpacking, fishing, and bird watching. At higher elevations, recreational activities include snowshoeing, cross country skiing, and hiking along a portion of the Pacific Crest Trail. The southwest boundary of the monument is about three miles north of the project site.

#### Parkland Standard

As stated in the parks and recreation element of the City's general plan, the standard for parkland acreage is 5 acres per 1,000 residents. The creation of a standard creates an obligation to fund improvements that achieve the standard throughout the City through development impact fees. Using the estimated 2014 population of Banning, the City has a current parkland ratio of approximately 2.20 acres per 1,000 residents.<sup>1</sup>

#### Funding

Funding for the maintenance and construction of new parks and recreation facilities comes primarily from the City's General Funds and development impact fees collected from all new residential, commercial, and industrial development, per Chapter 15.68 of the City's municipal code. The current parkland impact fees based on land use type are detailed in Table 5.14-3.

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<sup>1</sup> Based on the California Department of Finance's "E-1 Population Estimates for Cities, Counties, and the State – January 1, 2013 and 2014," dated May 2014, the City of Banning has an estimated 2014 population of 30,325 residents.

## 5. Environmental Analysis RECREATION

**Table 5.14-3 Parkland Impact Fees**

Land Use Type	Fee
Residential, per unit	
Single Family Detached	\$1,955
Townhouse/Duplex	\$1,485
Multifamily	\$2,168
Mobile Home	\$1,187
Commercial/Industrial, per acre	\$1,233
Source: Banning 2010b.	

### 5.14.2 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.

### 5.14.3 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.

The maximum number of dwelling units to be allowed in the Specific Plan area is 3,385 units if Planning Area (PA) 9 and PA-16C are not developed as commercial or school uses, respectively, and instead are developed in accordance with their Residential Overlay Alternatives. Therefore, the analysis in this section analyzes a worst case buildout scenario of 3,385 residential units.

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**Impact 5.15-1:    The proposed project would generate 9,038 additional residents, which would increase the use of existing park and recreational facilities. [Threshold R-1]**

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**Impact Analysis:** The project would permit development of a maximum amount of 3,385 residential units and generate approximately 9,038 additional residents in the Specific Plan area. The increase in population and residential units would lead to increased use of park facilities in the area. Based on the parks and recreation element, the recommended minimum parkland standard is 5 acres per 1,000 residents. Therefore, the proposed Specific Plan should provide approximately 45.2 acres of parkland to meet the City's parkland standard for the projected project population.

As part of the 831-acre project site, the proposed project would include about 210 acres of parks and open space areas: an entry park (1.1 acres), neighborhood park (12.7 acres), confluence park (10.2 acres), and

## 5. Environmental Analysis

### RECREATION

community park (26 acres); a linear park along Smith Creek and Pershing Creek (122 acres); village paseos (12.6 acres); and natural open space (25.7 acres) (see Figure 3-5, *Proposed Land Use Plan*). Thus, the proposed Specific Plan would surpass the City's parkland standard by over 165 acres.

In addition to the parks in the Specific Plan area, residents would be able to enjoy existing parks and recreational facilities, including those listed in Tables 5.14-1 and 5.14-2, the Riverside County parks located near and/or within Banning (Gilman Historic Ranch and Wagon Museum and Bogart County Park), and other recreational areas in the San Bernardino National Forest and San Gorgonio Wilderness areas.

Funding for the maintenance and construction of new parks and recreation facilities would come primarily from the City's General Funds and development impact fees collected from all new residential, commercial, and industrial development, per Chapter 15.68 of the City's municipal code.

Overall, impacts to parks and recreational facilities would be less than significant.

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#### Impact 5.15-2: Project implementation would include recreational facilities that may result in environmental impacts. [Threshold R-2]

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**Impact Analysis:** The proposed Specific Plan guides growth and development within the project area and is not a development project. The parks and recreational facilities proposed within the project site would develop in accordance to the Specific Plan requirements for each Planning Area. These parks and open space areas include four parks, a linear park along Smith Creek, village paseos, and natural open space areas, which make up approximately 210 acres of the entire project site.

Development and operation of the proposed parks and open space areas may have an adverse physical effect on the environment, including impacts relating to air quality, biological resources, lighting, noise, and traffic. These impacts are addressed separately (see environmental topical areas in Chapter 5, *Environmental Analysis*). Potentially adverse impacts to the environment that may result from the creation of parks and natural open space areas pursuant to buildout of the proposed land use plan would be less than significant upon the implementation of the Specific Plan's goals, policies, and actions and existing federal, state, and local regulations. Future park developments within the project area would also be required to adhere to the development standards and design guidelines of the Rancho San Gorgonio Specific Plan. Furthermore, subsequent City review would be required for approval and development of future park projects.

Consequently, the Rancho San Gorgonio Specific Plan would not result in significant impacts relating to new or expanded recreational facilities.

### 5.14.4 Cumulative Impacts

The proposed project would result in a population increase of approximately 9,038 residents and a need for approximately 45.2 acres of parks or recreation based on the City's goal of 5 acres of parkland per 1,000 residents. To determine the cumulative public park and recreational impacts, citywide growth forecasts are considered. Based on Southern California Association of Governments' 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy, the City would have approximately 14,000 households in 2040

## 5. Environmental Analysis RECREATION

(SCAG 2016), an increase of approximately 1,838 households over 2015 conditions (12,162 housing units; DOF 2015). During this time, the City's population is anticipated to increase from the City's estimated 2015 population of 30,491 persons (DOF 2015) to approximately 37,600 (SCAG 2016). Based on the City's goal of 5 acres of parkland per 1,000 residents, this increase of approximately 7,109 residents would create a cumulative need for a net increase of approximately 35.5 acres of public park and recreation space in addition to the project-generated need. Recreational needs of future residents of the proposed project, in conjunction with cumulative development under the Banning General Plan, would add to citywide and regional demand for parks and recreational facilities.

However, per the City's park dedication requirements under Chapter 15.68 of the City's municipal code, all new residential development is required to pay park facilities impact fees to offset the cost to expand or construct new park and recreational space and facilities to adequately serve the City's growing population. Furthermore, the provision of additional open space opportunities within the Rancho San Gorgonio Specific Plan area would not only be important for serving the Specific Plan area, but also as part of the City's overall goal of providing 5 acres of park space for every 1,000 residents. Therefore, significant cumulative impacts related to park and recreational space and facilities would be less than significant.

### 5.14.5 Existing Regulations

- ■ Quimby Act
- ■ City of Banning Municipal Code Chapter 15.68 (Open Space and Parks Fees)

### 5.14.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, impacts would be less than significant.

### 5.14.7 Mitigation Measures

Impacts are less than significant; therefore, no mitigation measures are required.

### 5.14.8 Level of Significance After Mitigation

No mitigation measures are identified, and impacts remain less than significant.

### 5.14.9 References

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## 5. Environmental Analysis

### RECREATION

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