

## VI. PARKS AND RECREATION







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## PARKS AND RECREATION

### PURPOSE

The presence of accessible, appropriately programmed, well-designed parks and recreation facilities contributes to the quality of life in the community. Parks serve as the setting for a number of important recreational, economic and social functions. In addition, parks help to preserve natural features, scenic areas, and cultural and historic resources that are vital to the City's environmental health and sense of place. The City is committed to implementing sustainable programs to address conservation of natural resources. Urban parks and open space areas can help to reduce the potential effects of climate change through absorbing carbon in trees and landscapes, supporting natural stormwater management, lessening the urban heat island effect, and providing other environmental and social co-benefits.

It is the underlying goal of the Parks and Recreation Element to provide a variety of both passive/informal/self-directed and active/formal/programmed recreational opportunities for all City residents.

## SETTING

A discussion of parks and recreation would generally be included as a State law requirement in the Open Space Element of the General Plan. However, Roseville's commitment to providing a high level of public facilities and services has prompted the desire for a separate Parks and Recreation Element. Although separate, the Parks and Recreation Element is closely linked with the Open Space Element. Lands designated for parks and recreation uses provide an important component of the overall open space network. At the same time, open space areas of Roseville, while not classified as traditional "active" parklands, possess some recreational value. Open space areas can include trails and multi-use paths for cyclists, pedestrians, and non-motorized vehicle use. These open space areas represent an integral component of the City's plan to provide both passive and active recreational opportunities that are the focus of this Element.<sup>1</sup>

Roseville's park and recreation facilities are operated by the City of Roseville Parks, Recreation & Libraries Department. The Department is responsible for the development and maintenance of the City's various recreational facilities, including community centers/libraries (Maidu Regional and Mahany), parks, public golf courses, public swimming pools, and open space areas. In addition, the Department manages a full range of recreation programs and community events for the residents of the community.

The City of Roseville has an adopted standard of nine acres of parkland per 1,000 residents and defines "parkland" to include public developed parks, recreational open space, and joint-use, park-school facilities. The nine-acre standard is further divided into six acres of developed parks per 1,000 residents and three acres of open space per 1,000 residents. As of the writing with this document, the City is meeting the parkland standard.

While the parkland standard is calculated on a citywide basis, park and recreation facilities are not evenly distributed throughout the City. In general, areas of the City developed through Specific Plans meet or exceed the park acreage standard, while areas of the City that were developed prior to adoption of the parkland standard are often below the standard levels. Through implementation of this General Plan, the City will increase access to park and recreational opportunities in types and amounts that are appropriate for Roseville's diverse neighborhoods.

Many of the City's residents live within close proximity to developed park space where programmed recreational activities can occur. Additional park space can be provided in underserved areas through development of other recreational opportunities.

## Parkland Definitions

The components of Roseville's park and recreation system are described further in the following sections, including descriptions of:

- Traditional Parklands
- Open Space Lands
- Other Green Space

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<sup>1</sup> Passive parkland is typically informal, in some instances, undeveloped or relatively less developed space that requires minimal development. Passive parkland can be included in neighborhood or pocket parks and offers less structured recreational activities that require little or no specialized facilities or management, such as walking and jogging, hiking and nature walks, wildlife viewing and bird watching, painting, picnicking, and photography. Active parkland accommodates structured recreational activities, such as organized sports, that generally require specialized facilities and management that may restrict general use of the park.



- Other Recreational Facilities

## TRADITIONAL PARKLANDS

Traditional parklands refer to City-owned sites that provide a variety of active and passive recreational spaces and facilities. These sites are the type of facilities most people envision when describing a park. Traditional parklands typically include formal/programmable facilities, such as ball fields, multi-use turf areas, hard court areas, and informal/self-directed amenities, such as walking and bicycling paths, non-programmed turf areas, and picnic and play areas. Such areas are normally counted on a 1:1 ratio toward the nine (9) acres per 1,000 population standard.

The City has classified its traditional parkland sites into a hierarchy of three primary categories. These include neighborhood parks, neighborhood/school parks, and citywide (regional) parks. The hierarchy is based on a number of factors, including the size of the site, facilities provided, location, and area served.

- **Neighborhood Park.** Typical Size Range: 3–5 acres. One hour to one-and-a-half hour stay per visit. A neighborhood park is generally a landscaped park designed to serve a concentrated population or neighborhood. They are often developed as a recreation facility with a balance of passive/informal/self-directed and active/formal/programmable recreation areas serving all ages. Typical improvements are play areas, picnic tables (covered or uncovered), practice athletic fields, multi-use turf, hard courts, natural areas, pathways, security lighting, and in some cases, unique or single-purpose amenities.
- **Neighborhood/School Park.**<sup>2</sup> Typical Size Range: 5–10 acres. Two- to three-hour stay per visit. School park areas are facilities developed adjacent to school land that is also available for public use. Facilities would focus on clustering active ball fields, whenever possible, in order to alleviate impacts to neighborhood parks and to provide more cost-effective maintenance practices. The facilities may be jointly used and/or developed. They are often developed as an active/formal/programmable recreation facility serving all ages. Typical facilities may include play areas, athletic fields (non-lighted, except adjacent to high school sites), picnic areas, hard courts, game courts, pathways, and security lighting. Shared or joint-use facilities could include swimming pools, splash pads, gymnasiums, hard courts, sports courts, and specialty elements. Restrooms may be included, but are not required. The facilities could be subject to use restriction and/or maintenance agreements defined in a specific joint-use agreement between the subject school district and the City.
- **Citywide Park.** Typical Size Range: 4–200+ acres. Half- to full-day recreational experience. Citywide parks are designed to accommodate a wider variety and higher intensity of recreational uses than neighborhood or neighborhood/school parks, and are frequently identified as unique recreational centers serving the entire City and/or region. These facilities are designed to “cluster” active sport elements to accommodate citywide or regional needs, such as tournaments, special events, and/or sports tourism, and to provide more cost-effective maintenance practices. These parks may include unique recreational amenities, such as plazas, town centers, large specialty recreation facilities, swimming pools, splash pads, libraries, community centers, outdoor areas, competitive sports complexes, tennis courts, sports courts and sports lighting, concessions, nature centers, large children’s play areas, large group picnic facilities, trail systems, transit stops, outdoor amphitheaters, water-oriented facilities for boating, swimming, and fishing, restrooms, and park-and-ride within parking lots. Citywide facilities may be stand-alone or located adjacent to schools.

## OPEN SPACE LANDS

Open space areas are defined as wetlands, vernal pool preserves, oak woodlands, watershed/riparian areas, and greenbelts. These lands may be used as passive/informal/self-directed recreation for visual and aesthetic enjoyment. In addition, such areas may accommodate bikeway or other multi-use trail

<sup>2</sup> The multi-use of school and park facilities is also addressed in the school component of the Public Facilities Element.

connections. Open space areas also provide value in terms of counteracting the effects of climate change and protecting special-status species and their habitat.

Recognizing that open space lands provide recreational opportunities, the City has identified these lands as having potential recreational value in meeting the park acreage standard. "Recreational value" is primarily defined as a measure of public accessibility to both active and passive/informal/self-directed recreational opportunities. This value may be increased through improvements, including bike trails, pedestrian pathways, interpretive displays, signage, and other improvements that increase use, accessibility, environmental education, and value for recreational users.

Open space lands that satisfy the City's requirement for recreational status could qualify as parkland. The City has designated a ratio of 1:1 for open space acreage (i.e., wetlands, lower watershed and riparian areas, greenbelts, oak woodlands) toward the provision of the nine acres per 1,000 residents parkland standard, up to a maximum of 3 acres of the total 9 acres required.

This system gives the City flexibility in meeting future recreational needs and recognizes the role open space plays in providing recreation opportunities. The Parkland Development section in this Element lists the conditions and type of parklands and facilities that may be considered to be applied to the parkland dedication standards.

## OTHER GREEN SPACE

- **Paseos.** Paseos promote walking and biking by establishing connectivity between residences and parks, schools, local businesses, trail systems, and other destinations. They may include sidewalks, plant materials, and bike/pedestrian trails. Paseos vary in width from 25–100 feet, depending on the intended use and location. Paseos are open to the surrounding neighborhood by maintaining a street frontage to one side, ensuring that paseos are not hidden. This provides visibility to residents and City staff for security purposes. Paseos are typically not factored into the City's parkland acreage standard. However, paseos with some passive/informal/self-directed recreational amenities, such as a bike paths and exercise pods, may be considered for an open space allocation, up to a maximum of 3 acres per 1,000 residents. This may be granted, at the discretion of the Parks, Recreation & Libraries Department, if open space parkland dedication requirements cannot be achieved because the subject project is an infill project, because the property in question is land locked, or due to other special circumstances.
- **Greenways.** Greenways are wide, usually linear, landscape corridors with sidewalks and/or bike/pedestrian trails. They usually consist of very simple landscaping features, such as turf, trees, and/or shrubs, but also may include no landscaping at all. They typically link streets together to provide opportunities for walking or biking, and they may be a prominent component of a Class I bike path system. They differ from paseos in that they can be undeveloped, are relatively more focused on transportation and movement, and usually have greater widths and lengths. While containing some characteristics of open space areas, they may also contain some formal landscaping features and irrigation. No developed parkland allocations would be applied to these areas.

## OTHER RECREATIONAL FACILITIES

- **Golf Courses and Other Private Recreation Facilities.** Golf courses provide additional recreational opportunity in the community. There are four existing golf courses, including the privately owned Sierra View County Club and Sun City Golf Course, and the publicly owned Diamond Oaks Golf Course and Woodcreek Golf Club. The City of Roseville is responsible for developing, operating, and maintaining the public courses. Other private recreation facilities in Roseville include fitness/racquet clubs, recreation areas in multi-family developments, and other commercial recreation businesses, such as entertainment centers or water parks. Although private recreation opportunities are an important part of the City's overall recreation system, the General Plan policies focus on *public* park and recreation facilities to ensure high-quality





recreation access for all residents. Typically, golf courses, whether public or private, and other private recreation facilities are not factored into the City's parkland acreage standard.

- **Bicycle and Pedestrian Paths.** Bicycle and pedestrian paths are not included in the park and recreation acreages described in this Element or in calculating achievement of the City's park standard. However, these networks are multi-purpose and can provide recreation opportunities, in addition to transportation access. These important pathways also provide residents with access to the City's park and open space areas. Bicycle and pedestrian paths are addressed further in the Circulation Element.

Figure VI-1 shows the location of the City's parks, as well as other primary components of the parks and recreation system.



*The presence of accessible, appropriately programmed, well-designed parks and recreation facilities contributes to the quality of life in the community.*

## ORGANIZATION

The contents of this Element are consolidated into one component, Parks and Recreation, which provides parkland development standards, park siting and design standards, and goals and policies for parks, open space, and recreation.

## PARKLAND DEVELOPMENT

In the development of parks and recreational facilities, the standards in Table VI-1 and Table VI-2 shall apply Citywide. The City will determine what type, location and characteristics of parkland and open space satisfy the City's requirements in order to meet the park standards based on recreational value, accessibility, potential benefit to the community, and the benefit generated to the City as a whole.<sup>3</sup> Parkland counted toward the City's acreage standard requires provisions to ensure that the applicable lands or facilities remain in their intended use on a long-term basis. The City's parkland standard will be implemented, as illustrated in Figure VI-2.

**Table VI-1 | Park Standards**

Components	Traditional Parkland			Open Space Areas
	Neighborhood Park	Neighborhood / School Park	Citywide Park	Open Space
Acreage per 1,000 Residents	3 acres			3 acres
Desired Size	3 to 5 acres <sup>1</sup>	5 to 10 acres	4 to 200+ acres	2 to 100+ acres
Population Served	2,000 to 3,000	2,000 to 3,000	All	All
Service Area	¼ to 1 miles	¼ to 1 miles	Citywide	Citywide

<sup>1</sup> Parks may be less than 3 acres (0.5 acres if existing and 1.0 acre or greater if planned). The City's preference is that neighborhood parks be planned at 3 acres or greater to ensure adequate space for recreation needs.

### Traditional Parkland

Of the 9 acres per 1,000 residents to be provided, 6 acres will be traditional parkland, which includes neighborhood parks, neighborhood/school parks, and citywide parks. Typically, the six acres are divided into three acres for neighborhood and neighborhood/school parks and three acres for citywide parks.

Traditional parkland shall consider the identified gaps and community needs between active/formal/programmable and passive/informal/self-directed recreation and access to such recreational opportunities in the adjacent or surrounding areas. Neighborhood parks should seek to provide passive, informal, self-directed recreational opportunities, while neighborhood/school parks and citywide parks should provide active, formal, programmable recreation.

### Open Space Areas

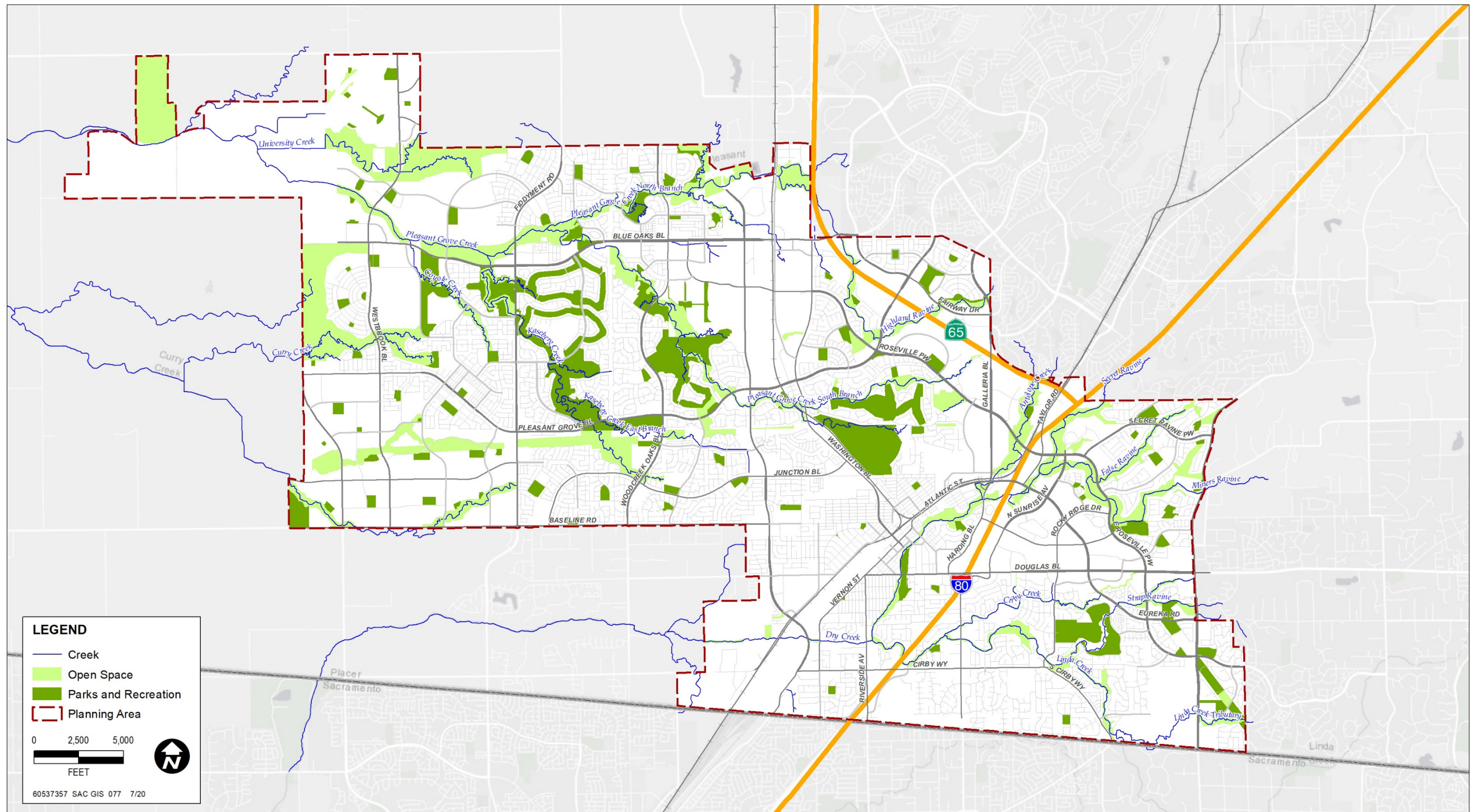
Of the nine acres per 1,000 residents to be provided, three acres will be open space areas. Non-traditional public land may also be considered for application toward the open space standard if it can be determined that it adds a needed community recreational value, defined as a measure of public accessibility and recreational improvements. This may include providing bike paths along creeks or golf courses, or vernal pools with walking paths, picnicking areas, and interpretive signage. The dedication of open space lands in excess of three acres per 1,000 residents would not be applied toward any remaining traditional parkland standard (i.e., six acres per 1,000 residents). Other non-traditional public lands may be considered for the open space allocation as identified in Figure VI-2.

<sup>3</sup> Allocations for parklands are typically determined as a part of the Specific Plan (for projects that are located within a Specific Plan Area).





Figure VI-1 | Parks and Recreation Areas and Open Space





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Figure VI-2 | Parkland Allocation

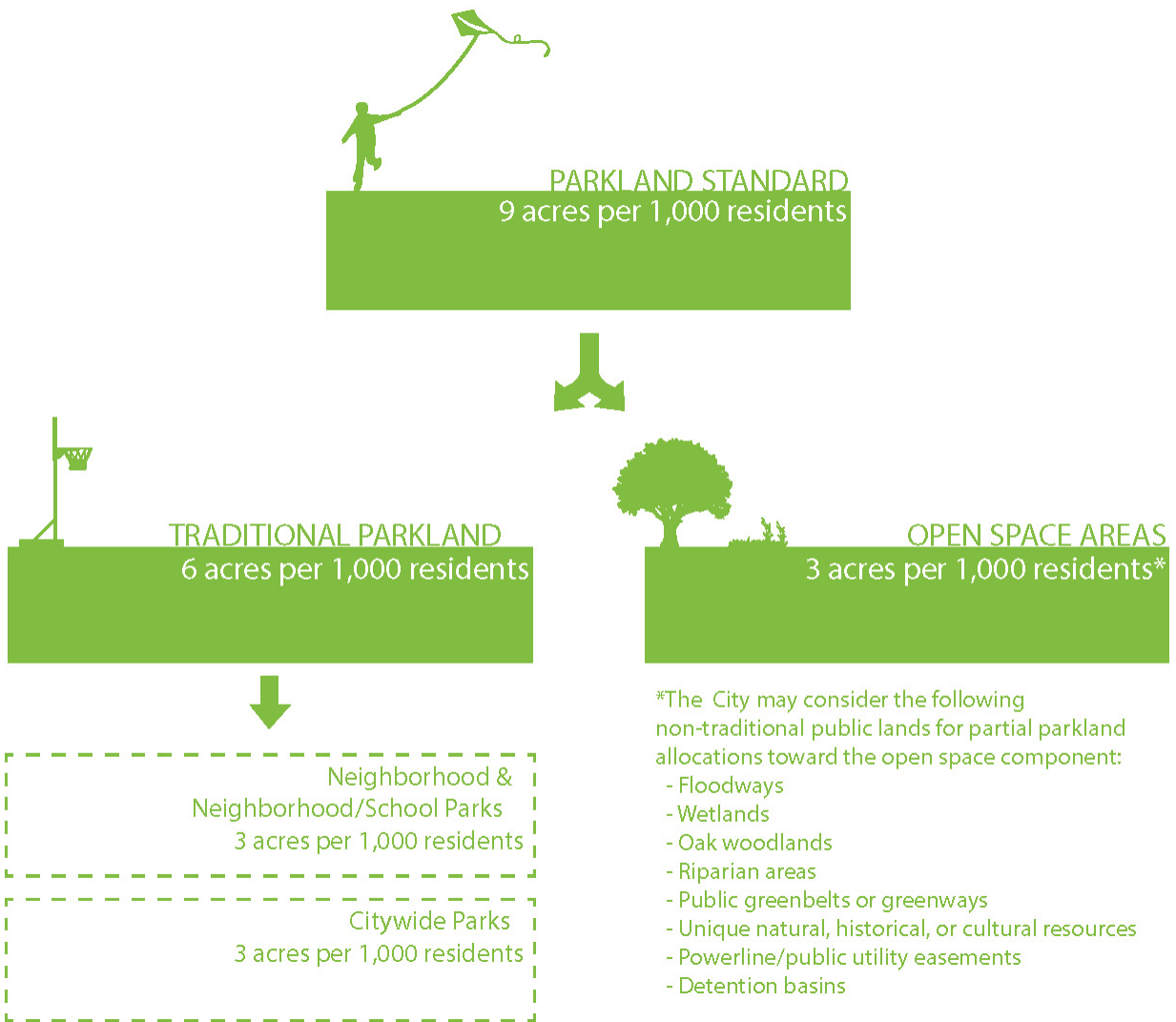


Table VI-2 presents the park siting and design criteria to be applied to future park development.

**Table VI-2 | Park Siting and Design Criteria**

**All Parks**

- Locate strategically within designated service area
- Provide convenient and safe access for pedestrians, bicyclists, and autos
- Locate with frontage on at least two public streets
- Choose sites that have interesting or special features
- Locate in areas that can be viewed easily for security purposes
- Locate to link with existing and planned trails, the open space network, and other connections
- Choose sites that avoid possible hazards, such as heavy traffic, railroads, industrial sites, or electrical transmission line easements
- Provide buffers between active use areas/formal/programmable and adjacent residential development
- Where parks are proposed with streets that include on-street bike lanes, parallel parking shall also be provided along the street frontage

**Neighborhood Parks**

- Locate with frontage on collector streets, when possible
- Avoid separation of park and residential areas by major arterials or other barriers
- Highlight neighborhood identity and create an identity with each park, but do not generally have facilities or events that are a regional attraction
- Locate smaller neighborhood parks within neighborhoods and in proximity to small-lot, higher-density residential development (e.g., apartments, condominium/townhouse complexes, senior housing) and within business districts
- Locate larger neighborhood parks within 0.5 to 1.0 miles of neighborhood to be served and avoid crossing major roadways

**Neighborhood / School Parks**

- Locate with frontage on collector streets
- Avoid separation of parks from residential areas they serve by major arterials or other barriers
- Jointly plan parks with the adjacent school to expand indoor and outdoor recreational opportunities for community recreation
- Combine off-street parking with school parking, when possible
- Coordinate the site planning of the joint use sites to minimize duplication of recreational amenities in order to provide a wider variety of recreational opportunities
- Coordinate placement of security fencing to allow for community access and avoid maintenance conflicts
- Cluster formal/active/programmable fields to the extent possible

**Citywide Parks**

- Locate with frontage on major collector or arterial roadway, and near major arterials or freeways to provide a maximum degree of accessibility
- Locate adjacent to schools or commercial/retail/hotel centers, as park features dictate
- Locate larger, more active facilities away from residential neighborhoods
- Provide off-street parking
- Incorporate unique or special features and facilities
- Consider recreational trends and gaps when identifying specific amenities

**Open Space Areas**

- Locate consistent with the Open Space Element
- Provide public and service access to open space areas, except those areas sensitive to human presence

**Table VI-2 | Park Siting and Design Criteria**

- Ensure vehicle access for required maintenance and biological monitoring, as required in the Open Space Preserve Overarching Management Plan
- Provide an inter-connecting system of open space corridors consisting of public and private open space and, where feasible, incorporate bikeways and pedestrian paths, interpretive signage, etc.
- Highlight unique or special features in the open spaces, such as cultural heritage or historical features through outreach, educational kiosks, interpretive signs, etc.
- Consider regional linkages between open space and adjacent communities, including public access for purposes of recreation and implementation of the City of Roseville Bicycle Master Plan, Pedestrian Master Plan, or other adopted plans

**Paseos**

- Locate paseos adjacent to residential subdivisions
- Develop paseos to be open to a street or cul-de-sac on one side at all times
- Provide a minimum of 50 percent street-edge frontage on each side
- Develop with a sidewalk or a Class I bike path, and provide connectivity between residences, parks, schools, and local businesses
- Provide lighting from bollards, street lights, and/or accent lights

**Greenways**

- Locate greenways within neighborhoods and provide links to streets and other public facilities similar to paseos and may be sited underneath power lines and other areas similar to open space
- Locate greenways as a border along the back or side yards of residential neighborhoods
- Greenways are typically wider than paseos, focus on transportation and movement, and may contain Class I bike paths
- Greenways may be undeveloped and natural



*The City will maintain flexibility in applying the standards to best meet the parks and recreation needs of the community.*

## GOALS AND POLICIES

### PARKS AND RECREATION

**Goal PR1.1** Provide adequate parkland, recreational facilities, and a wide variety of programs, activities, and educational opportunities using public and private resources.

**Goal PR1.2** Maximize the use of dedicated parklands and open space areas to provide residents with both active/formal/programmable and passive/informal/non-programmed recreation opportunities.

**Policy PR1.1** *The City shall ensure the provision of nine acres of parkland per 1,000 residents, but may waive parkland acreage and fee requirements in targeted reinvestment areas, such as along mixed-use corridors in the Infill Area and the Downtown and Riverside Gateway Specific Plan Areas.*

**Policy PR1.2** *Retain flexibility in applying parkland standards, in terms of size, facilities, and service areas, so that existing and future needs can be met.*

**Policy PR1.3** *The City may consider open space lands that provide active and/or passive recreational value to residents as counting towards the parkland standards.*

**Policy PR1.4** *The City will consider payment of in-lieu fees for both development and parkland as an alternative to dedication of land in order to achieve the parkland standard.*





- Policy PR1.5**      *The City shall prioritize discretionary and grant funding for areas of the community that are underserved in terms of access to passive and active recreation opportunities.*
- Policy PR1.6**      *Identify opportunities to develop additional parks or other public recreation facilities in underserved areas of the community where access to such facilities exceeds one-half mile walking distance for residents.*
- Policy PR1.7**      *Continue to collaborate with the local school district on planning, financing, and development of joint-use park and recreational facilities.*
- Policy PR1.8**      *Base the provision of parks and recreation facilities on the needs of Roseville residents and assess these needs periodically.*
- Policy PR1.9**      *Cooperate with other jurisdictions to provide regional recreation facilities, where appropriate.*
- Policy PR1.10**      *Take into consideration energy efficiency and water conservation, including the use of treated wastewater, in design and development of parks, streetscapes, and paseos.*
- Policy PR1.11**      *Plan for safe and secure parks and recreation areas.*
- Policy PR1.12**      *Require that parks and recreational facilities be phased or fully completed so as to be available as adjacent residential uses are developed.*
- Policy PR1.13**      *Accommodate those with special needs through parks and recreation facilities and programs, including for teenagers, seniors, and people with disabilities, and meet the requirements of the Americans with Disabilities Act.*
- Policy PR1.14**      *Ensure that adequate funding is provided for initial development and ongoing maintenance and operation of new public parks, recreation facilities, open space, paseos, and greenways.*



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