
5.12 Public Services

5.12.1 Introduction

Information and recommendations presented in this section were taken from the original East Lake Specific Plan Environmental Impact Report (EIR) [State Clearinghouse No. 92092027] and, where appropriate, updated and/or augmented with information provided through correspondence with the Lake Elsinore Police Department and the Riverside County Fire Department (included in Appendix J), and in the City's General Plan Update Program EIR and General Plan that are herein incorporated by reference. These base documents were utilized to analyze the proposed Project land use changes and proposed backbone infrastructure improvements within Infrastructure Improvement Areas (IIAs) at a programmatic level. Future development proposed as part of a future implementing development project would require additional analysis for consistency with the findings and determinations made in this EIR and may require additional project-level CEQA review, consistent with ELSPA No. 11 Section 10.7.2.

5.12.2 Existing Conditions/Environmental Setting

Police Protection Service and Facilities

The City of Lake Elsinore contracts for police protection with the Riverside County Sheriff's Department. The Sheriff's Department operates in Lake Elsinore as the Lake Elsinore Police Department. The Sheriff's Department has mutual aid agreements with all of the local law enforcement agencies within Riverside County. In addition, the Department coordinates with the State Office of Emergency Services to provide and receive statewide mutual aid when necessary. The Lake Elsinore Sheriff's Station is located at 333 Limited Avenue, approximately two miles west of the Project Site. The Lake Elsinore Sheriff's Station serves an area of 241 square miles, including the City of Lake Elsinore, the City of Wildomar, and the unincorporated communities of El Cariso, Glen Eden Hot Springs, Glen Ivy Hot Springs, Good Hope, Lakeland Village, Quail Valley, and Sedco Hills. This service area includes the Project Site. The City has assigned 49.41 sworn officers with a ratio of 0.81 to 1000 citizens.

The Lake Elsinore Police Department manages the Lake Patrol with Marine Safety-trained police officers who patrol the Lake, beaches, and lake-adjacent parks. Officers enforce boating rules and regulations on the Lake and assist stranded boaters. The Lake Patrol is augmented by a special group of volunteers known as Lake Elsinore Marine Search and Rescue (LEMSAR) who also patrol the Lake and assist with boating collisions and stranded vessels. LEMSAR volunteers are trained in first aid and CPR and must complete a U. S. Coast Guard auxiliary boating and safety course.

Fire Protection Service and Facilities

The City of Lake Elsinore contracts for fire services with the Riverside County Fire Department (RCFD) and the California Department of Forestry and Fire Protection (CAL FIRE). The County of Riverside contracts with the State of California for fire protection. Public Resources Code (PRC) Section 4142 affords legal authority for CAL FIRE to enter into cooperative agreements with local government entities

to provide fire protection services with the approval of the Department of General Services. All of the Riverside County fire stations are part of the Integrated Fire Protection System, under contract with the State. All calls for service are dispatched by the same County Fire 9-1-1 Center.

The ELSPA No. 11 identifies Battalion 2 in the Southwest Division of Riverside County Fire Department (RCFD) as servicing the City. In addition to emergency and fire services, RCFD provides administration, personnel, finance, dispatch, fire prevention, hazardous materials control, training, emergency services, and arson investigation. Fire paramedics are located at each station. A January 5, 2017 letter from Noah DeMartino, a captain in the Riverside County Fire Department, identified the fire stations closest to the Project site as follows:

- Fire Station No. 94 (Canyon Hills), located in the southeast section of the City, at 22770 Railroad Canyon Road, east of the I-15, is approximately 4.1 miles from the Project site. It is staffed with 1 Fire Captain, 1 Engineer, and 1 Fire Fighter/Paramedic on a Type 1 Engine (structural firefighting apparatus).
- Fire Station No. 61 (Wildomar), located at 32637 Gruwell Street in Wildomar, is approximately 4.5 miles from the Project site. It is staffed with 1 Fire Captain, 1 Engineer and 1 Fire Fighter/Paramedic on a Type 1 Engine (structural firefighting apparatus).
- Fire Station No. 11 (Lakeland Village), located at 33020 Maiden Lane in Lake Elsinore, is approximately 6.8 miles from the Project site. It is staffed with 1 Fire Captain, 1 Engineer, and 1 Fire Fighter/Paramedic on a Type 1 Engine (structural firefighting apparatus).

Although the fire stations are operated by RCFD, CAL FIRE staff firefighters and stores firefighting equipment at stations throughout the City, particularly during peak fire season. Both agencies respond to all types of emergencies, depending on the need and equipment available. Emergencies range from wildland fires, residential/commercial structure fires, automobile accidents, medical aid requests of all types, search and rescue missions, hazardous material spills, floods, earthquakes, and more. Standard response times are established by RCFD guidelines. The response time goal is to arrive at any location within the City in seven minutes, with the intent to reduce that time to five minutes.

Since October 2003, fire paramedics are required at each station. These specially trained firefighters are equipped to respond to medical emergencies and ride on all calls. Their arrival on the scene can ensure the timely start of emergency medical treatment until an ambulance arrives for patient transport. Each fire engine carries nearly \$35,000 (2017 dollars) worth of state-of-the-art emergency medic equipment.

The Project site including the borrow site which may be used during excavation is not within a “high fire hazard” area.

Table provides the station number, address, and distance to the Project site of nearby fire stations. All emergency response times from these stations are within acceptable County standards.

Table 5.12-1. County Fire Stations

Station No.	Station Address	Distance from Project
RCFD Station 94	22770 Railroad Canyon Rd. Lake Elsinore	4.1 miles
RCFD Station 61	32637 Gruwell St. Wildomar	4.5 miles
RCFD Station 11	33020 Maiden Lane Lake Elsinore	6.8 miles

School Facilities

The Lake Elsinore Unified School District (LEUSD) serves the City of Lake Elsinore including the Project site, the City of Canyon Lake, and a portion of the unincorporated County of Riverside. The LEUSD covers a 140-square mile area with a population of approximately 70,000. LEUSD has 24 schools including 14 elementary, four middle, and three high schools, a continuation school, an alternative education center, and an adult education program.

The LEUSD's schools that would likely serve the Project site include Elsinore and Railroad Canyon Elementary Schools, Elsinore Middle School, and Elsinore High School. Depending on school capacity, these or other LEUSD schools would provide for the school needs of the residents within the East Lake Specific Plan. As residential development occurs, the developer would pay school fees as required by LEUSD and the State of California.

Library Services

The City of Lake Elsinore is part of the Riverside County Library System. Riverside County residents have access to 29 libraries and two bookmobiles throughout the county. There are two libraries within City boundaries, including Lake Elsinore Library located on West Graham Avenue, northeast of the lake, and Lakeside Library on Riverside Drive, located northwest of the lake. The Canyon Lake Library is just outside the city boundary on Railroad Canyon Drive, and the Wildomar Library is just outside the project site at 34303 Mission Trail, Wildomar.

Library facilities in the Project vicinity are provided by the branch located at 600 West Graham Avenue in the City. All branches of the county library system are supported by volunteer nonprofit "Friends of the Library" organizations. Dues, used book sales, rental books and video and the sale of novelty items are the primary fundraising activities. Funds raised are used to support library programs and to supplement library resources.

The City does not directly fund or have any administrative relationship with the County library system. However, Section 16.34.060 in Chapter 16.34 (Required Improvements) of the Lake Elsinore Municipal Code requires that prior to the issuance of a building permit, the applicant pay fees for the purposes set forth in that section. Paragraph B of Section 16.34.060 describes the City's Library Mitigation Fee and states that "Upon the recommendation of the Community Services Director and the concurrence of the City Manager, an in-lieu fee for future construction of library improvements shall be paid to the City of

Lake Elsinore to assure the necessary library facilities are provided the community. Such facilities are to meet the Riverside City/County Library standards. An in-lieu fee as established by resolution shall be paid to the City at the time of building permit issuance. That amount shall be determined by the Community Services Director and transmitted to the Community Development Department for collection.” Therefore, developers of new subdivisions, apartments, condominiums, fourplexes, triplexes, duplexes, mobile homes, and single-family residences within the Project site would be required to pay the one-time library fee at rate in effect at the time of building permit issuance to offset increased demand on libraries associated with their projects. (Currently the established rate is \$150 per dwelling unit.)

5.12.3 Regulatory Context

Federal

There are no Federal regulations directly affecting public services applicable to the proposed Project.

State Requirements

Building Standards

The California Building Standards Code establishes building requirements for construction and renovation. The most recent version of the California Building Standards Code was adopted in 2007 by the California Building Standards Commission and took effect January 1, 2008. It is based on the International Code Council’s Building and Fire Codes. Included in the California Building Standards Code are the Electrical Code, Mechanical Code, Plumbing Code, Energy Code, and Fire Code.

California Department of Forestry and Fire Protection

CDF protects more than 31 million acres of California’s privately owned wildlands. In addition, the department provides varied emergency services in 36 of the state’s 58 counties via contracts with local governments and responds to an average of more than 5,700 wildland fires each year.

Senate Bill 50 and Proposition 1A

With the adoption of Senate Bill (SB) 50 and Proposition 1A in 1998, school districts which meet certain requirements have the option of adopting alternative school fees, in accordance with California Government Code Sections 65995.5, 65995.6 and 66955.7. These fees, also known as “School Impact Fees” or “School Facility Fees” are imposed upon construction occurring within the school district boundaries pursuant to California Education Code Section 17620. “Construction” is defined to include “new construction and reconstruction of existing buildings for residential, commercial, or industrial” use (Government Code Section 65995(d)).

Regional/Local

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

Title 16 of the Lake Elsinore Municipal Code sets forth rules, regulations and specifications to control the division of land within the City. Through Section 16.12.060, the City Council reserves the right to set aside portions of a proposed land division for public schools and other public buildings, other than park

and recreational facilities, that would be required for the population which is intended to occupy the land division under the plan of proposed property uses therein and for the general public.

Section 16.34.060 in Chapter 16.34 (Required Improvements) requires that prior to the issuance of a building permit, the applicant pay fees for the purposes set forth in that section. Paragraph B of Section 16.34.060 describes the City’s Library Mitigation Fee and states that “Upon the recommendation of the Community Services Director and the concurrence of the City Manager, an in-lieu fee for future construction of library improvements shall be paid to the City of Lake Elsinore to assure the necessary library facilities are provided the community. Such facilities are to meet the Riverside City/County Library standards. An in-lieu fee as established by resolution shall be paid to the City at the time of building permit issuance. That amount shall be determined by the Community Services Director and transmitted to the Community Development Department for collection.”

Lake Elsinore Municipal Code (LEMC) – Title 16, Chapter 16.74

The purpose and intent of Chapter 16.74 of the City of Lake Elsinore Municipal Code is to establish a “program for the adoption and administration of development impact fees by the City for the benefit of the citizens whereby as a condition to the issuance of a building permit or certificate of occupancy by the City the property owner or land developer would be required to pay development impact fees or provide other consideration to the City for the purpose of defraying the costs of public expenditures for capital improvements (and operational services to the extent allowed by law) which would benefit such new development.” (Section 16.74.010)

This chapter establishes an “Animal shelter facilities fee” (Section 16.74.048) to mitigate the additional burdens created by new development for animal facilities and a “Fire facilities fee” (16.74.049) to mitigate the additional burdens created by new development for City fire facilities.

City of Lake Elsinore General Plan

The City of Lake Elsinore General Plan Update addresses Public Services in Chapter 2.0 (Community Form), Chapter 3.0 (Public Safety and Welfare) and in the East Lake District Plan. An analysis of the Project’s consistency with the General Plan is provided below in Section 5.12.7, General Plan Consistency Impacts.

5.12.4 Thresholds of Significance

The following indicates that a project may have a significant effect on the environment if the project is likely to:

Threshold PS-A *Have a substantial adverse physical impact associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services: Fire Protection; Police Protection; Schools; Other public facilities.*

5.12.5 Evaluation of Potential Impacts

Threshold PS-A *Have a substantial adverse effect associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services: Fire Protection; Police Protection; Schools; Other.*

5.12.5.1 Short-Term Construction Impacts

Fire Protection

The excavation of fill from the borrow site, as well as site preparation and construction activities on the Project site could require calls for fire protection services from accidents, fires, hazardous spills or other similar incidents associated with razing of existing structures, clearing and grubbing, and site grading. These activities are typical of development and construction activities. During construction of the Project, compliance with all applicable fire code and ordinance requirements would be required and made conditions of approval for the Project. ***Therefore, no short-term impacts would be associated with schools and no mitigation would be required.***

Police Protection

Construction activities within the Project site might yield a potential for theft, vandalism, and trespassing during the construction phases. However, the project Applicant for future implementing development projects would be required as appropriate to ensure that access to both sites is restricted and that adequate security is maintained during the construction period, offsetting the potential for impact through unlawful trespass, vandalism, theft of construction materials and/or equipment, and other property crimes. ***Therefore, no short-term impacts would be associated with schools and no mitigation would be required.***

Schools

Construction activities necessary to implement the proposed Project would not result in the generation of school-age children within the LEUSD, which would in turn place a higher demand on school facilities. ***Therefore, no short-term impacts would be associated with schools and no mitigation would be required.***

Other Facilities

Short-term construction activities would also not generate additional residents in the area that would utilize other facilities such as libraries. ***Therefore, no short-term impacts would be associated with libraries and no mitigation would be required.***

5.12.5.2 Long-Term Operational Impacts

Fire Protection

The proposed Project's residential, action sports, retail and other development would increase the population, traffic and number of structures in the City of Lake Elsinore over the course of its 30-year build-out. This would result in an increased demand for fire suppression and other emergency response services, potentially increasing the need for additional equipment and personnel. Development within the City could result in increased response times due to the potential for substantial increases in traffic on area roadways. Potential impacts on fire protection include environmental impacts associated with the construction of new and improved governmental facilities that would be necessary to maintain acceptable service ratios.

These potential impacts by the Project are accounted for within the General Plan as amended, and all new development projects are required to contribute to the City's Community Facilities District No. 2015-1 (Safety) or such other Community Facilities District for Law Enforcement, Fire and Paramedic Services established at the time of such approval to offset the annual negative fiscal impacts of the Project on public safety operations and maintenance issues in the City. The funds contributed to this District are distributed to provide for additional staff, facility expansion and maintenance, and purchasing of additional equipment, and would offset the incremental increase in demand for fire and emergency services.

In addition, in a January 5, 2017, letter, Captain Noah DeMartino of the RCFD identified the following standard City measures that would be required of all future implementing development projects within the Project site:

- Any building constructed on lots created by this Project shall comply with the special construction provisions contained in Adopted City Ordinance, Title 14, the California Building Code. Plans must be submitted to the Fire Department for review and approval prior to building permit issuance.
- Fire Department emergency vehicle apparatus access road locations and design shall be in accordance with the California Fire Code, Adopted City Ordinance, and Riverside County Fire Department Standards. Plans must be submitted to the Fire Department for review and approval prior to building permit issuance.
- Prior to Building Permit issuance, the required water system, including all fire hydrant(s), shall be installed and accepted by the appropriate water agency and the Riverside County Fire Department prior to any combustible building materials placed on an individual lot. Contact the RCFD to inspect the required fire flow, street signs, and the required all weather surface access roadways. Approved water plans must be at the job site.

With implementation of these standard measures for all future implementing development projects, and required contributions to the City’s CFD No. 2015-1, ***the proposed Project would not have a significant impact to fire protection services and no mitigation is required.***

Police Protection

According to the ELSPA No. 11, development within the Plan area would incorporate “defensible space” design concepts within each future implementing development project. These defensible space design concepts include but are not limited to circulation for pedestrians, bicycles, vehicles, and police patrols, lighting of streets, walkways, parking areas and bikeways, visibility of doors and windows from the street and between buildings, and visual surveillance of open space areas. Crime prevention measures would be also used during the individual site and building layout design.

The proposed Project’s residential, action sports, retail and public use development would increase permanent and daily populations and vehicular and pedestrian traffic in the City of Lake Elsinore over the course of its 30-year build-out. This is expected to increase the number of calls for service by the Lake Elsinore Police Department and create a need for additional patrol officers assigned to the area. This potential impact by the Project is accounted for within the General Plan as amended. In addition, standard City conditions of approval would require Police Department site plan review of future implementing development projects prior to issuance of building permits. Furthermore, all new development projects are required to contribute to the City’s CFD No. 2015-1 (Safety) or such other Community Facilities District for Law Enforcement, Fire and Paramedic Services established at the time of such approval to offset the annual negative fiscal impacts of the project on public safety operations and maintenance issues in the City. The funds contributed to this District are distributed to provide for additional staff, facility expansion and maintenance, and purchasing of additional equipment. This would offset the incremental increase in demand for police services. ***Therefore, the proposed Project would not have a significant impact to police protection services; and no long-term significant adverse impacts or cumulative impacts are anticipated to occur to law enforcement and police protection within the City.***

Schools

The additional 725 multi-family and 1,368 single-family dwelling units proposed in the ultimate buildout of the Project site would generate school age children and would result in an increased demand for school services and facilities. The LEUSD uses the student generation rates as shown in the table below for multi-family and single-family dwelling units. Based on the additional residential units generated by the proposed Project at ultimate buildout of the Project and the respective student generation rates, approximately 1,198 new students would be added to the LEUSD. Table 5.12-22 shows the anticipated number of students and their expected distribution by grade.

Table 5.12-2. Project-Related Student Generation – LEUSD

Dwelling Units	School Level	Student Generation Rate (Student/DU)	Projected Number of Students ¹
Multi-Family 725	Elementary (Grades K-5)	0.25	182
	Middle (Grades 6-8)	0.09	66
	High (Grades 9-12)	0.12	87
	<i>Sub Total</i>		
Single-Family 1,368	Elementary (Grades K-5)	0.28	383
	Middle (Grades 6-8)	0.15	206
	High (Grades 9-12)	0.2	274
	<i>Sub Total</i>		
Total			1,198

¹Fractions of students have been rounded up to the nearest "1".

Generation Rates Source: *City of Lake Elsinore General Plan Update Draft Program EIR, August 2011.*

The mandatory obligations of Government Code Section 65995 would offset demands for educational facilities. As permitted by State law, school districts assess school impact Level 1 Fees to help finance needed facilities and services. Additionally, with the adoption of Senate Bill (SB) 50 and Proposition 1A in 1998, school districts that meet certain requirements now have the option of adopting alternative school fees, also known as Level 2 Fees and Level 3 Fees (Public Resources Code Sections 65995.5, 65995.6, and 65995.7). In general, alternative school fees, which are calculated for each school district, apply solely to residential construction within a school district. Therefore, LEUSD would have the ability to require the Applicant to provide compensation for the provision of adequate educational facilities, to the extent allowed by law. Payment of such compensatory fees would provide the necessary funding to offset the Project's impacts to schools and school facilities that would serve the Project site. ***Therefore, impacts would be less than significant and no mitigation is required.***

Library Services

Implementation of the Project would result in an incremental increase in the demand for library facilities and services. To offset the Project's incremental contribution to the demand for library facilities, future implementing development projects within the Project site would be required to participate in the City's impact fee program. This program has a component for libraries so that new residential housing developments support future library facilities and offset potential impacts to libraries. ***Therefore, a less than significant impact would occur and no mitigation measures would be required.***

5.12.6 General Plan Consistency Impacts

Table 5.12-3 analyzes the consistency of the Project with the goals and policies of the City's General Plan as they apply to public services.

Table 5.12-3. Public Services General Plan Consistency Analysis

Goal/Policy #	Goal/Policy Text	Consistency Analysis
3.8.2	FIRE AND POLICE/LAW ENFORCEMENT GOALS AND POLICIES	
Goal PS 8	Provide efficient and effective public safety services for the community	CONSISTENT. Development within the Project site shall contribute its fair share of impact fees to ensure public safety services.
PS 8.4	Promote the establishment of programs such as Neighborhood Watch and Crime-Free Multi-Housing in conjunction with law enforcement agencies to encourage community participation in the surveillance of neighborhoods.	CONSISTENT. Mixed use and multi-housing projects shall be reviewed by law enforcement to assure that their design facilitates law enforcement surveillance of neighborhoods. The establishment of community participation programs such as Neighborhood Watch and Crime-Free Multi-Housing in new housing projects shall be encouraged.
3.8.4	SCHOOLS GOALS AND POLICIES	
Goal PS 9	Encourage all school districts serving Lake Elsinore to provide school facilities that are adequate to service all students	CONSISTENT. A school facilities fee, which provides funding for school construction, has been authorized by Senate Bill (SB) 1287 to mitigate the potential increased demand for school facilities associated with an increased number of residences. Residential development in the Project site is subject to fees associated with public school service based on size of residential units and as established by the school district in accordance with SB 1287. Present City policy requires that verification of payment of school fees be made prior to the issuance of building permits. Additionally, a portion of the property taxes generated by the project would be allocated to the school district.

Based on the analysis provided in Table 5.12-3, the Project is consistent with the General Plan and no additional mitigation is required.

5.12.7 Cumulative Impacts

Future development in the Project site would result in increased demands for police and fire services, schools and libraries. If sufficient funding is not made available to increase services then new development may impact these services; specifically, the increase in development and population may result in substandard response times and inadequate services. Planning efforts by the County service providers take into account anticipated growth of the planning area and neighboring cities.

The goals and policies pertaining to schools and libraries as discussed within the General Plan include measures to ensure adequate school and library services that meet the needs of the population as it grows. State law and fees are deemed to provide full and complete school facilities mitigation. With these applicable provisions and goals for each public service in the General Plan, adequacy and availability of these services would be ensured as development occurs. As a result, future development would not have significant cumulative impacts upon these services, and no additional mitigation measures are required.

5.12.8 Impacts and Mitigation Measures

Potential Project-related impacts would be avoided or minimized through compliance with several standard conditions imposed by the City of Lake Elsinore. Because no significant impacts to public service providers are anticipated, no mitigation measures are required.

5.12.9 Level of Significance after Mitigation

No mitigation is proposed to offset the incremental increase in demand on public services generated by the proposed residential dwelling units. Potential cumulative impacts to public services would be less than significant with the implementation of standard conditions and no mitigation is required.

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