



4.15 PUBLIC SERVICES

This section describes the public services providers within the jurisdiction of the Development Site location and evaluates the potential impacts of the Development Project on public services. This section addresses the following public services (service providers are noted in parentheses):

- Fire Protection (Riverside County Fire Department [RCFD])
- Police Protection (Banning Police Department [BPD])
- Public Schools (Banning Unified School District [BUSD])
- Parks (City of Banning Recreation and Community Services Department)
- Other Public Services - Public Libraries (Riverside County Public Libraries [RCPL])

While development of the Mt. San Jacinto College (MSJC) Site is not anticipated at this time, a programmatic discussion of potential public services impacts that may result from future development is provided in **Chapter 5.0** of this Environmental Impact Report (EIR).

4.15.1 Scoping Process

The City of Banning (City) received nine comment letters during the public review period of the Notice of Preparation (NOP). For copies of the NOP comment letters, refer to **Appendix A** of this EIR. None of the comment letter(s) included comments related to public services. No public comments related to public services were made during the February 18, 2021 Public Scoping meeting.

4.15.2 Methodology

Information regarding public services was obtained from agency websites, the City of Banning 2006 General Plan, City of Banning 2006 General Plan Environmental Impact Report, the California Department of Education, the City of Banning Parks and Recreation Department, the Banning Library District, and the Fire Protection Plan (**Appendix G-2**) prepared for the Proposed Project.

4.15.3 Existing Environmental Setting

The Southern Portion of the Development Site is currently located in unincorporated Riverside County but within the City of Banning's Sphere of Influence (SOI). The Northern Portion of the Development Site is in the City of Banning. An action associated with the Development Project includes annexation of the Southern Portion of the Site into the City of Banning. **Figure 4.15-1: Nearest Public Services to Development Site** shows the closest fire station, police station, school (elementary, middle-school, high school), parks, public library, and other public service facilities that would serve the Development Project.

4.15.3.1 Fire Protection

Since September 1998, the City of Banning has contracted with the Riverside County Fire Department (RCFD) for fire protection services. The RCFD, which contracts with the California Department of Forestry and Fire Protection (CAL FIRE), is a full-service department providing fire protection services, paramedic response, hazardous materials response, search and rescue, swift water rescue, fire prevention support, and disaster preparedness. The entirety of the Development Project is within the jurisdiction of the RCFD.



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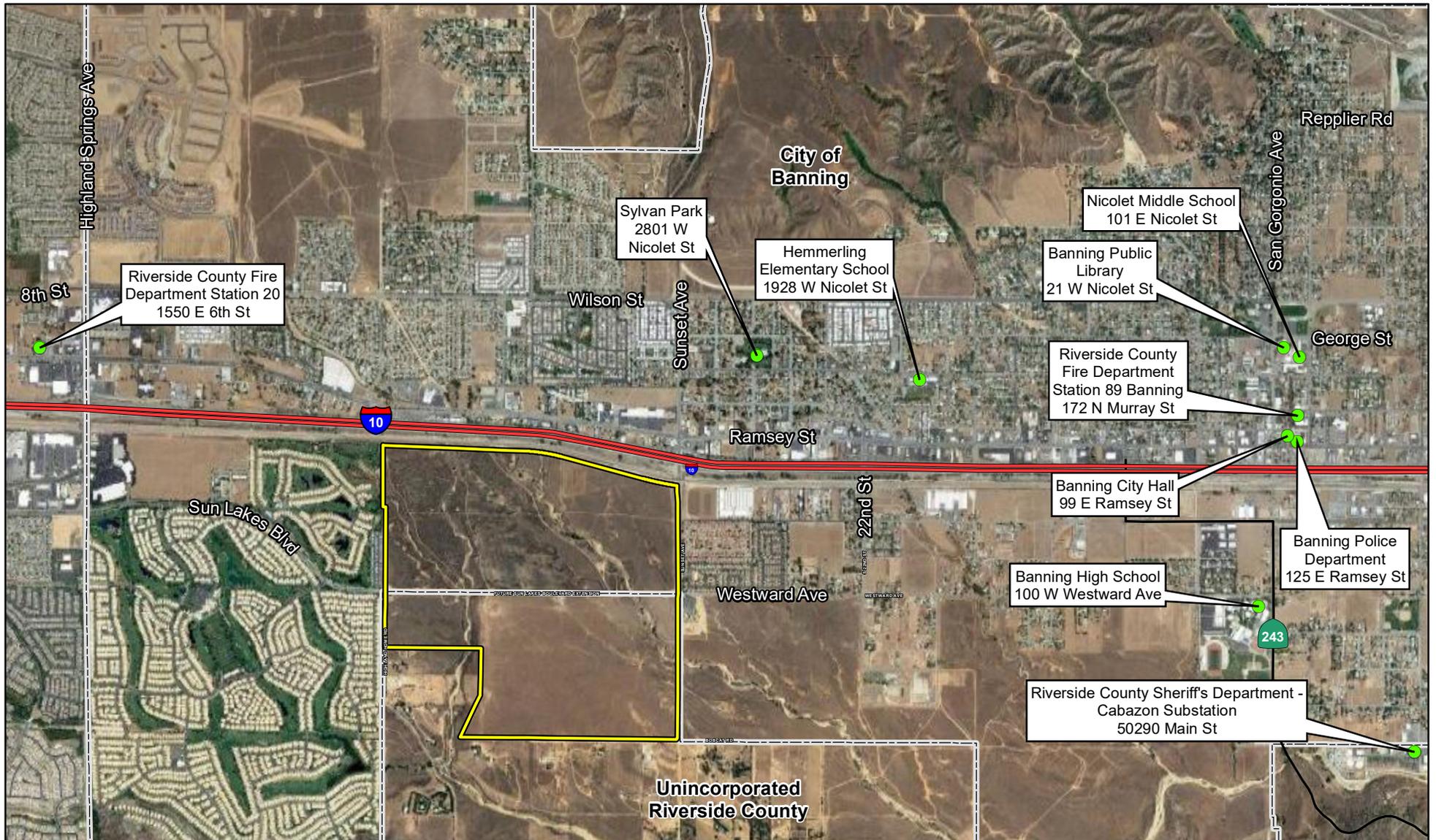


FIGURE 4.15-1

LSA

LEGEND

- Project Location
- City Boundary
- Nearest Public Services



SOURCE: Google(2022)

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Two RCFD fire stations service the City of Banning: Fire Station 89, which covers East Banning, located at 172 N Murray in Banning (approximately 2.7 miles from the Development Site), and Fire Station 20 (approximately 2.4 miles from the Development Site), which covers West Banning, located at 1550 East 6th Street in Beaumont. Fire Station 20 has one Type 1 engine, two staffed Type 3 engines, and a State-owned dozer and dozer tender. Fire Station 89 has one Type 1 engine. Fire Stations 20 and 89 are staffed with 6 firefighters and 2 paramedics.¹ The City of Banning General Plan's Police & Fire Protection Element (2006) indicated a firefighter-to-population ratio of 0.53 firefighters per 1,000 residents desired by the County Fire Chief.² It is estimated, based on the driving distance from each of these stations to the Development Site, that firefighters could arrive on scene at the Development Site in approximately 5 minutes.³ All CAL FIRE/RCFD firefighters are trained to handle medical emergencies. One paramedic is assigned to each engine, ensuring appropriate medical response within the desired 5-minute response window.

Within the area's emergency services system, fire and emergency medical services are also provided by other Riverside County Fire Stations. Generally, each agency is responsible for structural fire protection and wildland fire protection within its area of responsibility. However, mutual aid agreements enable non-lead fire agencies to respond to fire emergencies outside their district boundaries. In the Riverside County/Banning area, fire agencies cooperate under a statewide master mutual aid agreement for wildland fires. There are also mutual aid agreements in place with neighboring fire agencies, and they typically include interdependencies that exist among the region's fire protection agencies for structural and medical responses but are primarily associated with the peripheral "edges" of each agency's boundary.

RCFD also provides fire protection to the neighboring City of Beaumont, the nearby City of Calimesa, and unincorporated areas of Riverside County including the Community of Cabazon just east of Banning. Automatic aid agreements obligate the nearest RCFD fire company to respond to a fire regardless of the jurisdiction. The RCFD also has an automatic aid agreement with the Morongo Band of Mission Indians. Automatic aid is assistance dispatched automatically by contractual agreement between two fire departments, in comparison with mutual aid, which is arranged on a case-by-case basis.

4.15.3.2 Police Protection

As the Northern Portion of the Development Site is in the City of Banning and the Southern Portion is in unincorporated Riverside County, two law enforcement agencies currently provide service to the Site. The Banning Police Department (BPD) provides law enforcement service to the City of Banning and the Northern Portion of the Development Site, while the Riverside County Sheriff's Department (RCSD) provides law enforcement service to unincorporated Riverside County, including the Southern Portion of the Site. The Southern Portion of the Development Site, once it is annexed into the City of

¹ Dudek. 2022. *Fire Protection Plan, Sunset Crossroads, County of Riverside*, Table 4. September.

² City of Banning. City of Banning General Plan Section VI – Public Services, page VI-35, Adopted January 2006. Website: <http://banning.ca.us/DocumentCenter/View/666/GP-Ch-VI-Public-Services?bidId=> (accessed May 13, 2022).

³ 4.73 minutes from Station 20 and 5.24 minutes from Station 89. (Dudek. 2022. *Fire Protection Plan, Sunset Crossroads, County of Riverside*, Table 4. September.)



Banning, would no longer be served by the RCSD as the BPD would take over the role of law enforcement service.⁴

The BPD Station is located at 125 East Ramsey Street, approximately 2 miles northeast of the Development Site. The BPD offers a variety of services and assignments, such as field patrol, detective bureau, gang task force, field training officer, and reserve police officer program.^{5,6} Per the City's 2022–2023 Budget, BPD plans for 39 sworn personnel⁷ and classified personnel. Volunteer civilians also provide additional patrols in the community and assist with clerical functions. BPD's response time goal for responding to emergency and non-emergency calls within its service area is 3 minutes or less. Currently, its average response time is approximately 8 minutes (BPD 2021); therefore, the BPD is currently not meeting its response time goal.

4.15.3.3 Public Schools

The Banning Unified School District (BUSD) provides public kindergarten through twelfth grade (K-12) education in the City of Banning; the communities of Cabazon, Whitewater, and Poppett Flats in unincorporated Riverside County; and the Morongo Indian Reservation. BUSD had a 2022–2023 enrollment of 4,374 students⁸, at four elementary schools, one middle school, one comprehensive high school, one continuation high school, one independent study program, and specialty school for students with special needs.⁹

The Development Project is located within the school attendance boundary of BUSD. Schools closest to the Development Site include: Hemmerling Elementary School, located at 1928 West Nicolet Street in Banning (approximately 0.8 mile northeast of the Development Site), Nicolet Middle School, located at 101 East Nicolet Street in Banning (approximately 2.1 miles northeast of the Development Site), and Banning High School, located at 100 West Westward Avenue in Banning (approximately 1.7 miles east of the Development Site). **Table 4.15.A: BUSD Classroom Enrollment and Capacity (2022–2023)** identifies the 2022–2023 enrollment for BUSD by school level, school level enrollment capacity, and whether a surplus/shortage of seats for students exists.

⁴ Based on this, the existing setting information in this EIR pertaining to law enforcement service will only focus on services provided by the Banning Police Department.

⁵ City of Banning. 2016. *Rancho San Geronio Specific Plan EIR, Draft EIR* Chapter 5.13 Public Services, page 5.13-10. June.

⁶ BPD Divisions include: Animal Control, Code Enforcement, Dispatch, Investigations, Patrol, Property & Evidence, and Records, see <https://www.ci.banning.ca.us/558/Divisions> (accessed September 7, 2023).

⁷ Includes the Chief, one captain, one lieutenant, 11 sergeants, one corporal, 19 officers, one Community Services Officer, three police assistants, one information tech analyst, and one executive assistant. Website: <https://www.ci.banning.ca.us/ArchiveCenter/ViewFile/Item/2771> (accessed September 7, 2023).

⁸ Includes independent study and other non-traditional students.

⁹ California Department of Education. Data Quest, 2022–2023 Enrollment by Grade Banning Unified Report. Website: <https://dq.cde.ca.gov/dataquest/dqcensus/EnrEthYears.aspx?cds=3366985&aggllevel=district&year=2022-23> (accessed July 12, 2023).



Table 4.15.A: BUSD Classroom Enrollment and Capacity (2022–2023)

School Type	2022–2023 Facilities Capacity	2022–2023 Student Enrollment ¹	Surplus (Shortage) of Permanent Capacity
Elementary School (Grades K-5)	1,624	2,082	(462)
Middle School (Grades 6-8)	527	975	(448)
High School (Grades 9-12)	2,046	1,228	735
Total	4,193	4,285	(175)

Source: Table 5, Banning Unified School District. *Developer Fee Justification Study for Residential & Commercial/Industrial Development* EH & A/MGT, May 2023. Website: https://core-docs.s3.amazonaws.com/documents/asset/uploaded_file/4017/BUSD/3259274/Banning_Unified_School_District_DFJS_2022_REV_06.14.2023.pdf (accessed July 12, 2023).

¹ Does not include 83 Independent Study and 6 NPS students.

BUSD = Banning Unified School District

Table 4.15.A shows that the BUSD was operating over capacity in the 2022–2023 school year by 175 students. BUSD assesses a Level 1 school impact fee for commercial/industrial uses that would be applicable to the Development Project.¹⁰

4.15.3.4 Parks

Section 4.16 of this EIR contains a detailed discussion related to parks and recreational facilities within the City. Park and recreation services would be provided to the Development Project by the City of Banning Community Services Department. Park classifications within the City of Banning include: (1) tot lots, mini parks, pocket parks, and plazas ranging in size from 0.5–3.0 acres; (2) neighborhood parks located within walking or bicycle distance of residences and ranging in size from 5–10 acres; (3) school parks built adjacent to but separate from educational facilities; (4) community parks that range in size from 20–50 acres designed to serve an area within a 5-mile radius of the park; (5) regional parks that are at least 50 acres in size and serve the entire City or region; and (6) special use parks linked to a specific activity, such as a skate park. According to the *City of Banning Parks and Recreation Master Plan* (2010), the City had a total of approximately 66.7 acres of parks and recreational facilities.¹¹ Additionally, the City owns land identified as Smith Creek Park, which is under reconsideration for development as a park. Smith Creek Park is approximately 214.57 acres, but this area has not yet been developed with park uses.¹² The Parks and Recreation Element of the General Plan Program 1.B identifies a park standard of 5 acres of parkland per 1,000 residents.¹³

¹⁰ Banning Unified School District (BUSD). 2020. Banning Unified School District. Fee Justification Report for New Residential and Commercial/Industrial Development, page 6, Table II. May 12. Website: <https://4.files.edl.io/fe8c/03/25/21/165359-bd3c13be-80e9-402e-a2aa-861ab8a653eb.pdf> (accessed December 8, 2021). See also the May 2023 *Developer Fee Justification Study for Residential & Commercial/Industrial Development* prepared for the Banning Unified School District Board, which identifies the payment of these higher fees to BUSD is justified. Project proponents will be required to pay fees in effect at the time payment is required.

¹¹ Banning, City of. 2010. *City of Banning Parks and Recreation Master Plan*. Website: <http://www.ci.banning.ca.us/ArchiveCenter/ViewFile/Item/1000> (accessed February 11, 2021).

¹² Smith Creek Ranch Site: The city owns a 150-acre site located in the southeast portion of the city. Planned improvements are identified as: equestrian facilities, museum, lake development, a commercial retail center, restaurant, hotel, driving range, swimming pool, clubhouse, tennis courts, and multi-use open space. To date, no such facilities have been developed. (See 2010 Banning Parks and Recreation Master Plan.)

¹³ City of Banning. 2006. City of Banning, General Plan Community Development Element, pages III-90 and III-96.



The nearest existing parks to the Development Site are Dysart Park and Sylvan Park, 0.63 mile east and 0.51 mile north of the Development Site, respectively. The nearest private recreational facility is the Sun Lakes Community Association Golf Course adjacent to the western boundary of the Development Site.

4.15.3.5 Other Public Facilities – Libraries

Library service in the City of Banning is provided through the Banning Library District and was created as a California Special District funded by property tax revenue through the County of Riverside and a special property tax assessment on residents within the Banning Library District Service Area. The Development Project is located within the Banning Library District Service Area. A collection of 57,590 volumes is available at the 9,563-square-foot library (only library in the Banning Library District) located at 21 West Nicole Street, approximately 2 miles east of the Development Site.¹⁴ The existing library also provides 14 computer stations available to the public, wireless access for laptop users, a computer lab with 8 computers, a teen zone dedicated to young adult literature, and a Children's Services Department that provides a book selection and story-time events aimed at younger children visiting the facility.

The Banning City Hall and other City Public Facilities (i.e., planning department, public works department, parks and recreation department, etc.) are located at 99 East Ramsey Street approximately 2.7 miles east of the Development Site. These facilities are open to the public Monday through Friday 8:00 a.m. to 5:00 p.m.

4.15.4 Regulatory Setting

4.15.4.1 Federal Regulations

There are no federal regulations related to public services applicable to the Development Project.

4.15.4.2 State Regulations

Assembly Bills 2926, 1600, and 2751; School Fees. To assist in providing facilities to serve students generated from new development projects, the State enacted Assembly Bill (AB) 2926 in 1986, which allows school districts to collect impact fees from developers of new residential, commercial, and industrial developments. Development impact fees are also referenced in the 1987 Leroy Greene Lease-Purchase Act, which requires school districts to contribute a matching share of the costs for the construction, modernization, or reconstruction of school facilities. Subsequent legislation has modified the fee structure and general guidelines. In 1987, the provisions of AB 2926 have been expanded and revised by AB 1600, which limits the ability of a school district to levy School Fees unless (i) there is a need for the School Fee revenues generated, and (ii) there is a nexus or relationship between the need for School Fee revenues and the type of development project on which the School Fee is imposed. (The requirements of AB 1600 were clarified with the passage in 2006 of AB 2751, which codifies the findings of *Shapell Industries vs. Milpitas Unified School District*.)

¹⁴ Email communication between Kevin Lee, District Director Banning Library, and Tulsi Mistry, Assistant Environmental Planner, LSA, March 8, 2022.



Senate Bill 50 and California Education Code Section 17620. Senate Bill (SB) 50, the Leroy F. Greene School Facilities Act of 1998, was signed into law on August 27, 1998. It is a program for funding school facilities largely based on matching funds. The approval of Proposition 1A authorized funds for SB 50 in the amount of \$9.2 billion, including grants for construction of new schools and modernization of existing schools. The new construction grant provides funding on a 50/50 State and local match basis. The modernization grant provides funding on a 60/40 State and local match basis. Districts that are unable to provide some or all of the local match requirements and are able to meet financial hardship provisions may be eligible for additional State funding.¹⁵ SB 50 (codified as California Education Code Section 17620) allows school districts to levy a fee, charge, dedication, or other requirement against any development project within its boundaries for the purpose of funding the construction or reconstruction of school facilities. The maximum fee amount that school districts can assess is limited by statutes provided in California Government Code Section 65995.

The California Department of Education permits local school districts to increase facility fees subject to Department of Education review and with approval of a nexus study from the school district that demonstrates that costs incurred by the school district for the provision of school facilities and services are higher than Level 1 funding provides. In such an instance, a nexus must be demonstrated in the study between the increase proposed by the local school district and the actual cost of provision of school facilities and services.

California Building Code Title 24. Title 24 of the California Code of Regulations, also known as the California Building Code (CBC or Title 24), contains the design standards that govern the construction of buildings in California to “safeguard life or limb, health, property, and public welfare by regulation and controlling the design, construction, quality of materials, use and occupancy, location and maintenance of all buildings and structures and certain equipment.” The 2022 edition of the CBC contains general building design and construction requirements relating to fire and life safety, structural safety, and access compliance. CBC provisions provide minimum standards to safeguard life or limb, health, property, and public welfare by regulating and controlling the design, construction, quality of materials, use and occupancy, location, and maintenance of all buildings and structures and certain equipment. The 2022 CBC became effective January 1, 2023 and is composed of 12 parts. Part 2 of the CBC outlines building design and construction requirements relating to fire, life safety, and structural safety.

California Fire Code. The California Fire Code (CFC) includes regulations for emergency planning, fire service features, fire protection systems, hazardous materials, fire flow requirements, and fire hydrant locations and distribution. Several fire safety requirements include installation of sprinklers in all high-rise buildings; the establishment of fire resistance standards for fire doors, building materials, and particular types of construction; and the clearance of debris and vegetation within a prescribed distance from occupied structures in wildlife hazard areas.

Office of Emergency Services. The State of California passed legislation authorizing the Office of Emergency Services to prepare a Standard Emergency Management System (SEMS) program, which sets forth measures by which a jurisdiction should handle emergency disasters. Non-compliance with

¹⁵ State of California. 2007. State Allocation Board. *Office of Public School Construction, School Facility Program Handbook*. April.



SEMS could result in the State withholding disaster relief from the non-complying jurisdiction in the event of an emergency disaster.

4.15.4.3 Regional Regulations

There are no regional policies or regulations related to public services applicable to the Development Project.

4.15.4.4 Local Regulations

City of Banning General Plan. The City of Banning General Plan includes the following applicable elements: Public Building and Facilities, Schools and Libraries, Police and Fire Protection, and Emergency Preparedness. These elements incorporate policies to achieve a better-balanced, well-planned community for residents living in Banning.

Police and Fire Services Element – Fire Services

Policy 1: The City shall work closely with the Fire and Police departments to assure that adequate facilities are constructed and service is provided as development and growth occur to maintain and enhance levels of service and insurance ratings.

Policy 2: The City shall review all proposals for new or significant remodeling projects for potential impacts concerning public safety.

Policy 3: The City shall strictly enforce fire standards and regulations in the course of reviewing development and building plans and conducting building inspections of large multiple family projects, community buildings, commercial structures and motel structures.

Policy 4: All proposed development projects shall demonstrate the availability of adequate fire flows prior to approval.

Policy 8: The Police and the Fire Departments shall closely coordinate and cooperate with the City and County emergency preparedness teams and shall assure the most effective emergency response practical.

Policy 9: The Fire Department shall maintain a 5-minute response time.

Policy 11: The Fire Department Ambulance Services shall maintain a 5-minute response time.

Policy 14: The City shall pursue all funding mechanisms to fund the need for police and fire services generated by new development.

Police and Fire Services Element – Police Services

Policy 2: The City shall review all proposals for new or significant remodeling projects for potential impacts concerning public safety.



Policy 5: Crime prevention design techniques, including the use of “defensible space,” high security hardware, optimal site planning and building orientation, and other design approaches to enhance security shall be incorporated in new and substantially remodeled development.

Policy 6: The City shall continue to support and promote community-based crime prevention programs as an important augmentation to the provision of professional police protection services.

Schools and Library Element – Public School Services

Policy 1: Assist, cooperate and coordinate with the Banning and Beaumont Unified School Districts and state agencies in identifying, acquiring and developing school sites needed to meet future growth demands. Encourage the selection of potential school sites that are centrally located in areas of existing or future residential development.

Policy 2: Continue to work with the Banning Unified School District to amend the District’s boundary to encompass all lands within its corporate limits and sphere of influence.

Policy 3: Schools and libraries shall be protected for excessive noise and traffic conditions, incompatible land uses, and the threat of on-site disturbances to the greatest extent practicable.

Policy 4: The City shall cooperate in securing school impact fees from developers, in accordance with State law.

Policy 5: The City shall proactively work with the Banning Unified School District to improve the level and quality of education whenever possible.

Policy 6: Critical structures and facilities (including the civic center, hospitals, fire stations, police stations, schools, and major communication facilities shall be restricted from geologically and hydrologically hazardous areas.

Schools and Library Element – Library Services

Policy 10: The City will encourage the Library Board to confer and coordinate with Mt. San Jacinto College (MSJC) to explore the provision of library services, and cooperative efforts with the Banning Public Library in conjunction with the proposed MSJC Education Center.

Policy 11: The City shall coordinate with the Banning Public Library to assure that adequate library space, services, and resources are provided to meet the educational and literary needs of the community.

Policy 12: Recognizing the importance of the library system for educational and cultural development within the community, the City shall explore the need for and feasibility of expanded library facilities and resources, including the potential for and appropriateness of accessing on-line resources associated with the Riverside County library system.



Open Space and Conservation Element – Parks and Open Space

Policy 1: Identify and assess lands in the City, its sphere-of-influence and planning area, that are suitable for preservation as public or private, passive or active open space.

Policy 3: Ridgelines shall be preserved as permanent open space.

Policy 4: The City shall preserve all watercourses and washes necessary for regional flood control, ground water recharge areas and drainage for open space and recreational purposes.

Policy 5: The City shall preserve permanent open space edges or greenbelts that define the physical limits of the City and provide physical separation between adjoining neighborhoods.

Policy 7: Drought tolerant landscaping materials and design features shall be incorporated into parks, roadway medians, common area landscaping, public facilities and other appropriate open space lands to retain and preserve the natural environment.

Parks and Recreation Element – Parks and Recreation

Policy 1: Update the Master Parks and Recreation Plan so as to assure adequate parklands and facilities that meet the immediate and future needs of the community and is complementary to the natural environment.

Policy 2: The City will distribute parks and recreation facilities in a manner that is convenient to City neighborhoods and balanced within population concentrations.

Policy 4: Encourage the development of recreational programs and activities that serve all population segments, including children, the elderly and the disabled.

Policy 5: The City shall consider alternative methods of providing park and recreational amenities to meet future population demands.

Policy 6: The City shall develop and implement plans for a coordinated and connected bicycle lane network in the community that allows for safe use of bicycles on City streets.

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 provisions address fire, emergency services, and schools.

- **Chapter 3.36 (Fees and Service Charge Revenue).** Requires developers to provide a school district-issued Certificate of Compliance, verifying the payment of required fees, prior to issuance of building permits.
- **Chapter 8.16 (Fire Protection Code).** The California Fire Code is adopted, as amended, revised and supplemented, by the City as the City of Banning Fire Protection Code.



- **Chapter 15.28 (Fire Districts).** Categorizes the City into Fire Zones One, Two, and Three. Requires fire-retardant roof coverings on all buildings or structures in the City. No wood roof-covering of any type is permitted within the City limits.

City of Banning Development Impact Fees. The City of Banning prepared the *Development Impact Fee Update Study* in August 2019 to outline and update development impact fees that are imposed on developers building in the City to fund public services. The DIF Study establishes the share of public facilities and capital improvements to be imposed on future development in the form of a development impact fee for Police Facilities, Fire Facilities, Parks and Recreation Facilities, General City Facilities, Wastewater Facilities, and Water Facilities. Chapter 15.68 (Development Impact Fees) of Banning’s Municipal Code establishes a requirement to fund required public facilities.

The Development Impact Fees outlined above may only fund the share of public facilities related to new development in the City of Banning. They may not be used to fund the share of facility needs generated by existing development or by development outside of the City.

4.15.5 Thresholds of Significance

The thresholds for public services impacts used in this analysis are consistent with Appendix G of the *CEQA Guidelines* and the City’s *Initial Study/Environmental Checklist*. The Development Project may be deemed to have a significant impact with respect to public services if it would:

Threshold 4.15.1: Result in substantial adverse physical impacts 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 fire protection.

Threshold 4.15.2: Result in substantial adverse physical impacts 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 police protection.

Threshold 4.15.3: Result in substantial adverse physical impacts 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 schools.

Threshold 4.15.4: Result in substantial adverse physical impacts 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 parks.



Threshold 4.15.5: Result in substantial adverse physical impacts 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 other public facilities.

4.15.6 Project Impacts

This section provides impact analysis of the Development Project as it relates to fire, police, school, park, and libraries services.

4.15.6.1 Fire Protection

Threshold 4.15.1: Would the Development Project result in substantial adverse physical impacts 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 fire protection?

Impacts on fire protection services would be considered significant if an increase in population or building area as a result of the Development Project would result in inadequate response times or other performance objectives for fire protection, and/or increased demand for services that would require construction of new fire protection facilities. In such events, the physical impacts of the new facilities must be analyzed to confirm no substantial adverse impacts would occur.

Construction. Construction activities for the Development Project and the public facilities have the potential to affect fire protection services, such as emergency vehicle response times, by potentially requiring circulation detours, road closures, and lane closures during off-site improvements around the Development Site. Construction activities including activities resulting in changes to access will be reviewed by the City and fire protection authorities. As appropriate, the City and/or fire protection authority may identify requirements to maintain necessary access by law enforcement providers through evacuation (as necessary) from construction zones. Requirements may include (but would not be limited to): advance notification to motorists and emergency service providers; identification or installation of appropriate detour/access routes; use of signage, traffic control features, or flag persons during construction activities to facilitate access; restrictions on the duration/timing of construction activities; and/or scheduling/phasing of construction activities to avoid/minimize changes in public access. As the Development Project would implement the necessary provisions identified by the City and emergency service providers to maintain access to and through the Development Site, potential impacts related to emergency access during Development Project construction would be ***less than significant***, and no additional mitigation measures would be required.

Construction associated with the Development Project could also increase the potential for accidental on-site fires from the operation of construction equipment, the use of flammable construction materials, and sparking during the removal of existing on-site vegetation. As required by the California



Occupational Safety and Health Administration (CAL-OSHA) and Fire and Building Code requirements, the construction contractor would be required to carefully store flammable materials in appropriate containers during Development Project construction, use construction equipment with spark arrestors, and to immediately and completely clean up spills of flammable materials when they occur. In addition, the construction contractor and construction personnel would be trained in emergency response, and fire suppression equipment specific to the construction site would be available and maintained on site for the duration of the construction period. Adherence to existing laws would ensure that the Development Project would not have a significant construction impact related to fire protection service from RCFD. As such, construction-related impacts to fire protection, emergency medical services, and fire department response times would be minimized and the provision of new or physically altered governmental facilities, the 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 fire protection would not be required. Impacts would be *less than significant*, and no mitigation measures are required.

To allow flexibility to the City for future planning purposes, the Development Project incorporates an offer of dedication to the City for an approximately 1.5-acre site in Planning Area (PA) 12 as a potential future site for a fire station, should the City determine that location of a fire station facility in that location is advisable. The Rancho San Gorgonio development agreement also currently requires development of a fire station as part of that development. The City has not determined whether the PA 12 site dedication would be required and has no plan at this time for building a new fire station at PA 12. It therefore would be speculative to evaluate the potential environmental impacts of constructing any such facility in this EIR. In the event the City decides to proceed in the future and accept this offer of dedication and construct said facility, the environmental impacts of this facility would be evaluated in detail as part of a separate environmental document as required by the California Environmental Quality Act (CEQA) at the time a plan to construct any such facility is proposed.

Operation. The proposed Development Project permits up to 5,545,000 square feet of industrial use on 392.0 acres, up to 268,400 square feet of commercial uses, including Travel Center Retail Uses, a Fueling Facility and a hotel with 125 rooms comprised of approximately 90,000 square feet in a 47.9-acre area on the Northern Portion of the Development Site, 65.6 acres of Open Space – Park/Resource use, and 28.3 acres of internal street dedication/circulation.

The Development Project would provide general and emergency access via Sunset Avenue. With development of the Development Project, access to Sunset Avenue would be provided via “Street A,” Lincoln Street, and the Sun Lakes Boulevard (SLB) Extension. Access to the commercial area in PA 1 would be provided by “Street A” and Lincoln Street. Direct access to PAs 2, 3, and 4 would be provided by Sunset Avenue. Access to PAs 6 and 7 would be provided from the south by Lincoln Street, and access to PAs 2, 5, and 8 would be provided from the north by Lincoln Street and by the SLB Extension to the south. PAs 9 and 10 would be provided access from the future SLB Extension. PAs 11 and 12 would be accessible from the SLB Extension and South Highland Home Road. Planning Area 4 would be accessible from the SLB Extension on the north and Bobcat Road on the south. All roadways and structures associated with the Development Project would be constructed in accordance with City



and RCFD emergency access standards. Development on the Site would also be required to comply with all applicable codes and ordinances for emergency vehicle access, which would ensure adequate access to, from, and on the Development Site for emergency vehicles.

The commercial and industrial uses associated with the Development Project would generate an increased demand for RCFD service due to the number of employees anticipated to occupy the Site at any given time and based on the size of the buildings that would be developed as part of the Development Project. Although the Development Project would increase the demand of service from RCFD, the RCFD has indicated that existing staffing levels at Stations 89 and 20, as well as other RCFD Stations in the vicinity of the Site, would adequately serve the Development Project.

Further, the Development Project would not have a significant impact on fire services if the RCFD Fire Station to be located in PA 12 is not developed.

Based on the anticipated nature and scale of development, including the anticipated employment population on the Development Site, occupation of the Development Site with the proposed uses is anticipated to increase emergency call volume by up to 483 calls per year (9 calls per week or 40 calls per month). Combined, Fire Stations 20, 66, and 89 responded to 7,073 calls per year (2,961, 1,982, and 2,130 [2017] respectively), or 8.11, 5.43, and 5.84 calls per day per station, respectively.¹⁶ The level of service demand from planned uses within the Development Site will raise overall call volume (for fire and emergency medical services) but is not anticipated to impact the existing fire stations to a point that they cannot meet the demand. As stated in the project-specific Fire Protection Plan developed for the Proposed Project, five calls per day are typical in an urban or suburban area. A busy fire station company would be one with 10 to 15 or more calls per day (or up to 105+ calls per week). Currently, Fire Station 20 responds to approximately 57 calls per week. At Development Project buildout, Fire Station 20 could potentially respond to an additional 8 calls per week, which would increase the total number of calls per week to up to 65.¹⁷ Due to the industrial and commercial nature of the Project, the Development Site will be best categorized as “Heavy Urban” with a recommended response time of 5 minutes 90 percent of the time.¹⁸ Fire response to the Development Site closest existing Fire Station (Station 20) would achieve a 5-minute travel time to the western entrance of the Development Site. Responding from the east, Fire Station 89 would achieve a 5-minute travel time to the eastern entrance of the Development Site.

The Fire Protection Plan (FPP) prepared for the Development Project evaluated the potential fire risk associated with the proposed land uses and identified requirements for water supply, fuel modification and defensible space, access, building ignition and fire resistance, and fire protection systems, among other pertinent fire protection criteria. The FPP has been prepared for the Development Project to generate and memorialize the fire safety requirements and standards of the RCFD. The entire Development Project has been designed with fire protection, emergency access, and emergency evacuation as key objectives. The improvements will be designed to facilitate access and

¹⁶ Dudek. 2023. *Fire Protection Plan, Sunset Crossroads, County of Riverside, California*. November. The increase in calls will likely be lower than that based on the conservative nature of the population and calls per capita data used in the estimate identified in the project-specific Fire Protection Plan.

¹⁷ Ibid.

¹⁸ Dudek. 2023. *Fire Protection Plan, Sunset Crossroads, County of Riverside, California*, Table 5. November.



internal movement of emergency apparatus and personnel to the sides of every building developed. Water availability, fire water flow, and hydrant placement would be reviewed and verified by the RCFD to ensure compliance with local and State codes. The Fuel Modification Plan (FMP) of the FPP would be implemented to provide greater protection to Development Project buildings and occupants and to reduce commencement of fires. The FMP identifies a 100-foot Fuel Modification Zone (FMZ), including a 50-foot-wide paved/irrigated Zone 1, extending out 50 feet from the proposed structures, and a 50-foot-wide paved/irrigated Zone 2, extending 50 feet beyond Zone 1 (50 to 100 feet). For those areas where the full 100-foot FMZ cannot be met, the reduced FMZ is justified by the minimal width of exposure, low fuel loads, low calculated flame lengths, and the type of construction proposed. In these areas, exterior building construction would be further enhanced to provide a 1-hour to 2-hour rated exterior wall with no openings, or with fire rated and protected door openings, based on requirements and approval of the RCFD and/or a non-combustible wall at the top of slope may be incorporated as a fire protection feature. It is anticipated the City-sponsored public facilities will be designed to satisfy appropriate fire protection standards during the siting, construction, operation, and maintenance of these features. As shown in **Section 4.20** of this EIR, **Figures 4.20-4a through 4.20-4f** provide the Site-specific FMP that would be implemented as part of the Development Project. As detailed below, in **Regulatory Compliance Measure (RCM) FIRE-1 (RCM FIRE-1)**, the Development Project is required to implement and adhere to the FPP and its wildfire reduction measures. Furthermore, **RCM Public Services-1 (RCM PS-1)**, as shown below, would require the payment of development impact fees to the City of Banning that would contribute to the fair share funding for RCFD improvements, staffing increases, and equipment purchases to ensure adequate fire protection services continue in the City and at the Development Site.

With implementation of **RCMs FIRE-1** and **PS-1**, the Development Project would not result in substantial adverse physical impacts associated with the provision of new or physically altered fire facilities, or the need for new or physically altered fire facilities in order to maintain acceptable service ratios, response times, or other performance objectives for fire protection. Construction of a new fire facility on the Development Site or elsewhere in the City is not required as a result of the Development Project and, notwithstanding the request by the City that the Development Project include a set aside of land for a potential future fire station, consideration of impacts of construction of a station at that location would be remote and speculative. Impacts would be **less than significant**, and no mitigation measures are required.

Level of Significance Prior to Mitigation: Less Than Significant Impact.

Regulatory Compliance Measures and Mitigation Measures: The following Regulatory Compliance Measures would be implemented as part of the Development Project:

RCM FIRE-1 The Development Project shall adhere to the site-specific Fire Protection Plan and Fuel Modification Plan and implement specific measures in both documents. The following measures (not limited to) shall be implemented to reduce impacts associated with wildfires:



- Development Project buildings shall be constructed of ignition-resistant construction materials and include automatic fire sprinkler systems based on the latest adopted Building and Fire Codes for occupancy types.¹⁹
- Fuel modification shall be provided around the perimeter of the structures on Site, and will typically be 100 feet wide, though there are a few areas that are less as detailed herein. In areas where 100 feet of fuel modification cannot be achieved, exterior building construction will be further enhanced to provide a 1-hour to 2-hour rated exterior wall with no openings, or with fire rated and protected door openings, based on requirements and approval of RCFD and/or a non-combustible wall at the top of slope may be incorporated as a fire protection feature. In addition, an extended fuel modification width will be provided around many structures due to the hardscape landscape design. Ongoing maintenance shall be managed by owners, the property management company, or another approved entity, at least annually or as needed.
- Landscape plantings shall not utilize prohibited plants that have been found to be highly flammable.
- Fire apparatus access roads (i.e., public and private streets) shall be provided throughout the development and shall vary in width and configuration but shall all provide at least the minimum required unobstructed travel lanes, lengths, turnouts, turnarounds, and clearances required by applicable codes. Primary access and internal circulation shall comply with the requirements of the RCFD.
- Buildings shall be equipped with automatic commercial fire sprinkler systems meeting RCFD requirements.
- Water capacity and delivery for a reliable water source shall be provided for operations and during emergencies requiring extended fire flow.
- The property owners or property management company shall provide business owners informational brochures at time of occupancy, which shall include an outreach and educational role to ensure fire safety measures detailed in the Fire Protection Plan have been implemented and to prepare development-wide “Ready, Set, Go!” plans.

¹⁹ A type of building material that resists ignition or sustained flaming combustion sufficiently to reduce losses from wildland-urban interface conflagrations under worst-case weather and fuel conditions with wildfire exposure of burning embers and small flames, as prescribed in CBC, Chapter 7A and State Fire Marshal Standard 12-7A-5, Ignition-Resistant Materials.



RCM PS-1 The Applicant shall pay all applicable Fire Protection Facilities Development Impact Fees for commercial and industrial development when due pursuant to the City Municipal Code.

Level of Significance After Mitigation: Less Than Significant Impact.

4.15.6.2 Police Protection

Threshold 4.15.2: Would the Development Project result in substantial adverse physical impacts 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 police protection?

Impacts on police protection services would be considered significant if an increase in population or building area as a result of the Development Project would result in inadequate response times or other performance objectives for police protection, and/or increased demand for services that would require construction of new police facilities. In such events, the physical impacts of the new facilities must be analyzed to confirm no substantial adverse impacts would occur.

As discussed above, under existing conditions, pertaining to law enforcement services, the Northern Portion of the Development Site is served by the BPD and the Southern Portion of the Site (within unincorporated Riverside County) is served by the RCSD. Once the Development Project is approved by the City of Banning, the Southern Portion of the Site will be annexed into the City, and law enforcement to the entirety of the Site will be provided by the BPD. The City of Banning has established objectives for staffing levels for the BPD in its Comprehensive General Plan. The following analysis considers the potential impacts of the Development Project on the City's objective for a level of service equating to 2.0 sworn officers per 1,000 population. **RCM PS-2**, as shown below, would require the payment of development impact fees to the City of Banning that would contribute to the fair share funding for BPD improvements, staffing increases, and equipment purchases to ensure adequate law enforcement services continue in the City and at the Development Site.

Construction. Construction activities have the potential to affect law enforcement services, such as emergency vehicle response times, by potentially requiring circulation detours, road closures, and lane closures during off-site improvements around the Site. Construction activities including activities resulting in changes to access will be reviewed by the City and the BPD. As appropriate, the City and/or BPD may identify requirements to maintain necessary access by law enforcement providers through evacuation (as necessary) from construction zones. Requirements may include (but would not be limited to): advance notification to motorists and emergency service providers; identification or installation of appropriate detour/access routes; use of signage, traffic control features, or flag persons during construction activities to facilitate access; restrictions on the duration/timing of construction activities; and/or scheduling/phasing of construction activities to avoid/minimize changes in public access.

Construction activities at the Development Site have the potential to attract criminals during non-construction hours due to construction equipment and vehicles with gasoline and diesel fuel left on



site, and unsecured construction materials. To minimize criminal trespassing, the Development Site (construction areas) would be fenced and, during non-construction hours, access points would be locked. Construction equipment would be stored in well-lit areas, and smaller equipment would be secured to reduce absconding from trespassers. Patrols by BPD would increase during non-construction hours; however, such increases in patrolling would be nominal and would be in existing patrol areas of the BPD.

Overall, steps would be taken during Development Project construction activities to reduce calls for service from the BPD negating the necessity to build a new police station or expand existing BPD stations in the City. Potential impacts related to law enforcement service during Development Project construction would be *less than significant*, and no mitigation measures are required.

Operation. The Development Project would not include the development of residential units and therefore would not directly increase the existing population of the City of Banning and the BPD service area. However, development of the Development Project with commercial and industrial uses would increase the number of employees on the Development Site and would attract business and hotel visitors and therefore would increase the population within the City of Banning and within the BPD service area during certain periods. Per the City's 2022–2023 Budget, BPD plans for 39 sworn personnel. At this level of staffing, under the City's existing population, the ratio of police staffing is 1.27 officers per 1,000 residents, which is higher than the national average of 1.2 officers per 1,000 residents. To meet the City's General Plan objective of 2.0 sworn officers per 1,000 residents, an additional 23 sworn positions would need to be added to the current ranks of the BPD.

The Development Project would require individual building development in the Specific Plan to incorporate Crime Prevention Through Environmental Design (CPTED) features to keep service demand increases from the BPD to a minimum. For example, public zones and private zones would be incorporated via physical and symbolic barriers to define acceptable uses of the proposed commercial and industrial buildings and determine who has a right to occupy such zones. Additionally, individual buildings associated with the Development Project would be equipped with formal surveillance through the use of closed-circuit television, electronic monitoring, and potential security patrols, as well as informal surveillance such as architecture, landscaping, and lighting designed to minimize visual obstacles and eliminate places of concealment for potential assailants. The BPD employs CPTED principles during the development review process for new construction and offers CPTED inspection services free of charge to reduce the likelihood of criminal activity and create safer places for the community. Pursuant to Section 17.12.170 of the Banning Municipal Code, the Development Project would implement lighting that follows the following guidance: lighting in commercial and industrial projects should be only the minimum required for safety and security; lighting should be integrated into the structure's architecture to the greatest extent possible; and all lighting fixtures shall not have a visible light source and must be shielded and directed downward to confine light spread within the Site boundaries. Pursuant to Section 15.7.072 of the Banning Municipal Code, as a condition of the Development Project specified below in **RCM PS-2**, the Development Project Applicant would be required to pay their fair share of Police Facilities Development Impact Fees.

Because of the increase in employees and business and hotel visitors, it is anticipated that BPD service calls would increase due to the Development Project and could impact the service capability of the



BPD over the lifetime of the Development Project. The purpose of the Police Facilities Development Impact Fees is to address the needs of the City to add new BDP stations purchase of new BPD equipment, and/or improvements to existing BDP facilities in the City as needed. As developers associated with the Development Project would pay their fair share of Police Facilities Development Impact Fees and implementation of the Development Project would not require the specific development of a new BPD facility or expansion of the existing facility in the City, impacts would be **less than significant**, and no mitigation measures would be required.

Level of Significance Prior to Mitigation: Less Than Significant Impact.

Regulatory Compliance Measures and Mitigation Measures and Project Design Features: Project Design Features are a feature of the Development Project and are considered in the analysis of potential impacts related to police services. The following Project Design Feature would be implemented as part of the Development Project:

RCM PS-2 The Applicant shall pay all applicable Police Protection Facilities Development Impact Fees for commercial and industrial development when due pursuant to the City Municipal Code.

Level of Significance After Mitigation: Less Than Significant Impact.

4.15.6.3 Schools

Threshold 4.15.3: Would the Development Project result in substantial adverse physical impacts 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 schools?

The Development Site is located in the BUSD jurisdictional boundary; however, as the Development Project does not include the development of residential uses, direct increases in student enrollment to schools in BUSD would not occur.

As described further in **Section 4.14**, it is estimated that the majority of the employees that would occupy the Development Site would likely reside in areas and jurisdictions surrounding the Site or within the City of Banning and/or within the current service boundary of the BUSD; as such, school-aged children of any potential new employees would already be enrolled in BUSD schools and the addition of new students to BUSD would be nominal. As such, implementation of the Development Project may have the potential to slightly increase the BUSD service deficiency of students in its district boundary. As the public facilities planned by the City would be serviced by existing City employees, the operation of these facilities would not create new job opportunities or a corresponding increase in the local student population.

To reduce potential impacts to BUSD, any developers of any development within the Development Site would be required to pay current Development Impact Fees to BUSD, as required by **Regulatory Compliance Measure Public Services-3 (RCM PS-3)**. The payment of these fees by a developer serves to mitigate all potential impacts on school facilities that may result from implementation of a project



to levels that are less than significant (pursuant to California Government Code Section 65996). Stated another way, the provisions of SB 50 provide full and complete mitigation of school facilities impacts, notwithstanding any contrary provisions in CEQA or other State or local laws. As such, with payment of Development Impact Fees to BUSD through implementation of **RCM PS-3**, impacts to the BUSD and its schools from implementation of the Development Project would be *less than significant*, and no mitigation measures are required.

Level of Significance Prior to Mitigation: Less Than Significant Impact.

Regulatory Compliance Measures and Mitigation Measures: The following Regulatory Compliance Measure is an existing regulation that is applicable to the Development Project and is considered in the analysis of potential impacts related to school services. The City of Banning considers this requirement to be mandatory; therefore, it is not a mitigation measure.

RCM PS-3 The Applicant shall pay all applicable School Development Impact Fees for commercial and industrial development shall be paid as calculated by the BUSD.

Level of Significance After Mitigation: Less Than Significant Impact.

4.15.6.4 Parks

Threshold 4.15.4: Would the Development Project result in substantial adverse physical impacts 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 parks?

There are currently seven developed public parks within the City of Banning, which range in size from the approximately 0.33-acre Carpenter-Hamilton Park to the 20-acre Dysart Equestrian Park. Developed parkland acreage in the City of Banning totals 66.7 acres, including both active and passive recreational areas. The City's Community Center/Municipal Pool occupies an additional 14.0 acres (see **Table 4.16.A**). The nearest parks to the Development Site are Dysart Park and Sylvan Park, located approximately 0.63 mile east and 0.51 mile north, respectively. The nearest private recreational facility is the Sun Lakes Community Association Golf Course adjacent to the western boundary of the Development Site.²⁰

As of July 2022, the population of Banning was 30,683 residents. The City's General Plan establishes a parkland acreage need of 5 acres per 1,000 residents. Impacts on park and recreation facilities would be considered significant if an increase in population or building area resulting from the Development Project would result in an increase requiring the expansion of existing or construction of new park facilities. In such events, the physical impacts of the new facilities must be analyzed to confirm no substantial adverse impacts would occur. As described in **Section 4.16** of this EIR, the Development Project would not include the development of residential units; therefore, the Development Project would not directly add to the existing population of the City. As indicated in **Section 4.16** of this EIR,

²⁰ See Table 4.16.A of this Draft EIR. Section 4.16 of this Draft EIR provides a detailed assessment of existing park facilities in the City and potential Development Project-related impacts on park/recreation facilities.



the City determines park demand on a per resident basis. As such, industrial and commercial uses are not considered by the City to generate park and recreation demand. As described in **Section 4.14** of this EIR, the Development Project would not include the development of residential units and as a result buildout of the Development Project would not directly add to the existing population of the City and would not generate new residential park demand. The proposed uses on the Development Site are anticipated to provide employment for approximately 5,993 persons at Specific Plan buildout, the majority of which are anticipated to be filled by existing City residents or existing County residents. The Development Project would include approximately 12.6 acres of Open Space – Parks (including a 5.0-acre passive park and 7.6 acres of passive open space). The passive park may provide recreational amenities such as, but not limited to, a tot lot playground, picnic tables, walking paths, trails, and restrooms. Open field areas would be provided next to the tot lot and picnic tables, along with a looped walking path that would wind through the recreational area surrounded by trees and landscaping. A conceptual site plan of the passive park that would be developed under the Development Project is detailed in **Figure 4.16-1**. The passive park will be dedicated to the City of Banning; as such, City of Banning Parks Department staff would maintain this facility. It is anticipated that the passive park associated with the Development Project would not constrain the City of Banning as enough staff members are available to maintain park acreage in the City.

The passive park on the Development Site would be open to the public and would be accessible to City residents, employees (including employees occupying the Development Site), and visitors. The 5.0-acre passive park that would be developed as part of the Development Project is analyzed in **Section 4.16** of this EIR and would add to the existing park/recreation inventory of the City. As further described in **Section 4.16** of this EIR, implementation of the Development Project would not result in substantial adverse physical impacts associated with the provision of new or physically altered park facilities or the need for new or physically altered park facilities, the construction of which could cause significant environmental impact, to maintain acceptable service ratios, or other performance objectives for parks. Impacts would be **less than significant**, and no mitigation measures are required.

Level of Significance Prior to Mitigation: Less Than Significant Impact.

Regulatory Compliance Measures and Mitigation Measures: No Regulatory Compliance or Mitigation Measures are required.

Level of Significance After Mitigation: Less Than Significant Impact.

4.15.6.5 Other Public Facilities – Libraries

Threshold 4.15.5: Would the Development Project result in substantial adverse physical impacts 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 other public facilities?

This analysis focuses on libraries as other public facilities (i.e., City Town Hall and City Departments) have been developed to accommodate the build-out population of Banning as well as the employment force in the City of Banning. The San Geronio Memorial Hospital (located at 600 North



Highland Springs Avenue in Banning) is a privately owned facility and therefore is not analyzed as a publicly owned facility under this analysis.

The Banning Library District provides library service to Banning residents and employees at the 9,563-square-foot library located at 21 West Nicole Street, approximately 2 miles east of the Development Site. According to staff, the Banning Library District adequately serves the population within its jurisdiction.²¹ The library is planning on constructing a second branch to serve residents in the next few years (2024 or 2025).²² Impacts on library facilities would be considered significant if an increase in population or building area as a result of the Development Project would require expansion of existing or construction of new library facilities. In such events, the physical impacts of the new facilities must be analyzed to confirm no substantial adverse impacts would occur.

Construction. Short-term construction activities would not have any impact on the existing Banning Library District system because there are no nearby libraries that could be impacted by construction activities and construction activities would not generate demand for library services. It is unlikely that construction workers would increase the demand for library services during the temporary construction of the Development Project, as most workers would commute directly to and from the Site for the sole purpose of working on the Development Project. Therefore, no new libraries would be required to be developed nor would an existing library need to be expanded to provide adequate public library services during Development Project construction. Therefore, the potential impacts on public libraries during Development Project construction would be *less than significant*, and no mitigation measures are required.

Operation. Demand for library services is typically determined based on the size of the resident population. Implementation of the Development Project does not include residential uses and therefore would not directly add population to the City of Banning that could use services provided by the Banning Library District. The proposed uses on the Development Site are anticipated to provide employment for up to 5,993 persons. It is likely employees generated by the Development Project would not use library services during their working hours; however, the possibility exists that commercial and industrial employees may use library services after work hours or during lunch breaks. However, any such increase in library usage by employees would be nominal. The City-sponsored public facilities would be maintained by current City staff and would not increase the demand on existing library services.

The Banning Library District (BLD), as it is a California Special District, is funded by property tax revenue. The annual estimate of costs of BLD operations is furnished to Riverside County and the tax required to fund library functions is computed, entered upon the tax rolls, and collected in the same manner as County taxes are computed and collected. All money collected is County treasury to the credit of the BLD.²³ As permitted, the Board of Trustees of the BLD may call an election and submit to the electors of the district, a proposition of whether bonds may be issued and sold for the purpose of

²¹ Email communication between Kevin Lee, District Director Banning Library, and Tulsi Mistry, Assistant Environmental Planner, LSA, March 8, 2022.

²² Ibid.

²³ California Education Code, §§19470-19473.



raising money to support library functions and facilities.²⁴ In 2022, the BLD initiated (Measure M) to fund the expansion and modernization of the current 11,700-square-foot facility to 31,000 square feet to better serve the City's population. The BLD has already received a \$4.8 million State grant for this expansion. According to the BLD, Measure M would have increased property taxes by \$9.70 per \$100,000 of assessed valuation annually, or roughly 80 cents per month to property owners²⁵. Only 50.22 percent of voters supported Measure M; therefore, it did not garner the two thirds of votes necessary for approval in the November 2022 election.²⁶

The BLD is not included in the City's Development Impact Fee (DIF) program; therefore, property owners within the Development Site would fund BLD facilities and functions through the payment of property taxes. In the absence of a direct or indirect increase in library demand from Development Site uses, there is no need for additional library facilities. As BLD facilities are currently providing adequate service to District residents, and because any use of BLD facilities by Development Site employees would be expected to be nominal, it is reasonable to conclude the continued payment of property taxes (which include an appropriate BLD assessment) will provide adequate funds to support BLD functions/facilities; therefore, **no impact** to BLD would result from development of the Proposed Project.

Level of Significance Prior to Mitigation: Less Than Significant.

Regulatory Compliance Measures and Mitigation Measures: No Regulatory Compliance or Mitigation Measures are required.

Level of Significance After Mitigation: No Impact.

²⁴ California Education Code, §19520.

²⁵ *Record Gazette*, H. Hernandez, November 11, 2022.

²⁶ County of Riverside Registrar of Voters. n.d. Website: https://www.voteinfo.net/Elections/20221108/docs/ElectionSummaryReportRPT_mhtml.htm (accessed November 22, 2022).



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