City of Lake Elsinore

General Plan Update, Zoning Code and Map Amendment, and Climate Action and Adaptation Plan

STATE CLEARINGHOUSE # 2025080060

Draft Program Environmental Impact Report



PUBLC REVIEW DRAFT
JULY 2026

City of Lake Elsinore

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Draft Program Environmental Impact Report

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1.0 INTRODUCTION

The City of Lake Elsinore (City or Lead Agency) has prepared an update of its General Plan (General Plan Update or GPU), to establish a vision and policies to shape and manage long term growth in the City's "Planning Area." The Planning Area includes areas within the City's incorporated boundaries as well as areas within the City's Sphere of Influence (SOI). As part of this effort the City will also amend its Zoning Code and Zoning Map as well as its Climate Action and Adaptation Plan (CAAP). Together these actions constitute the "Project" for this EIR.

The Project is a long-range planning program to guide the growth and development of the City's Planning Area. It is intended to communicate the City's vision of its future and to establish a policy framework to govern decision-making concerning the physical development of the community, including assurances that the community at large will be supported by an adequate range of public services and infrastructure systems. The Project analyzed in this EIR addresses revised development and land use policies, reflects the current vision regarding housing, circulation and mobility improvements, and provides compliance with current State law.

Although it will allow for an overall increase in development potential for the entire Planning Area, the Project would not, by itself, authorize any specific development project or other form of land use approval or any kind of public facilities or capital facilities expenditures or improvements. As such, a Program EIR is the appropriate type of document to identify the geographic extent of sensitive resources and hazards, along with existing and planned services and infrastructure support systems that occur in the Planning Area. Further, the Program EIR is described in Section 15168 of the CEQA Guidelines as the appropriate analytical framework to assess the cumulative environmental effects of the full plan, in a first-tier level of analysis, to identify broad concerns and sets of impacts, and to define/develop regulatory standards and programmatic procedures that reduce impacts and help achieve environmental goals and objectives.

Later activities proposed pursuant to the goals and policies of the General Plan will be reviewed in light of this EIR and may focus on those site-specific and localized environmental issues that could not be examined in sufficient detail as part of this EIR. Advantages of a Program EIR include consideration of effects and alternatives that cannot practically be reviewed at the project-level, consideration of cumulative impacts that may not be apparent on a project-by-project basis, the ability to enact citywide mitigation measures, and subsequent reduction in paperwork.

1.1 EIR PURPOSE AND INTENDED USE

The adoption and implementation of a GPU is defined as a "project" and is subject to review under the California Environmental Quality Act (CEQA) 1970 (Public Resources Code, Section 21000 et seq.), and the State CEQA Guidelines (California Code of Regulations, Section 15000 et. seq.). Accordingly, the City has prepared this environmental impact report (EIR) to assess the long-range and cumulative environmental consequences that could result from adoption and implementation of the proposed Project. This report has been prepared in accordance with the CEQA Statutes and Guidelines and with the City's local rules and procedures for implementing CEQA. It was prepared by professional planning consultants under contract to the City. The City is the Lead Agency for the preparation of this EIR, as defined by CEQA (Public Resources Code, Section 21067, as amended), because it has primary discretionary authority with respect to adoption, amendment, and implementation of the proposed General Plan. The content of this document reflects the independent judgment of the City.

A concise statement of legislative policy, with respect to public agency consideration of projects for some form of approval, is found in Section 21002, quoted below:

> *The Legislature finds and declares that it is the policy of the state that public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects, and that the procedures required by this division are intended to assist public agencies in systematically identifying both the significant effects of proposed projects and the feasible alternatives or feasible mitigation measures which will avoid or substantially lessen such significant effects. The Legislature further finds and declares that in the event specific economic, social, or other conditions make infeasible such project alternatives or such mitigation measures, individual projects may be approved in spite of one or more significant effects thereof.*

Projects of Statewide, Regional, or Areawide Significance. Per CEQA State Guidelines Section 15206, the proposed Project meets the definition of "projects of statewide, regional, or areawide significance" because it is a "proposed local general plan, element, or amendment thereof for which an EIR was prepared." Therefore, this EIR will meet the requirements of CEQA State Guidelines Section 15206 such as circulating the EIR to a wider audience of agencies.

1.2 EIR SCOPING AND NOTICE OF PREPARATION

To define the scope of the investigation of the Program EIR, the City of Lake Elsinore distributed a Notice of Preparation (NOP) to local, county, state, and federal agencies along with interested private organizations and individuals. The NOP dated July 28, 2025 was delivered to the State Clearinghouse and the CEQA-required 30-day review period began on July 31, 2025 and ended on September 2, 2025. The purpose of the NOP is to provide agencies and private entities an opportunity to identify concerns regarding potential impacts of the proposed Project, recommend items to be analyzed in the DEIR, and to provide suggestions concerning ways to avoid significant impacts (Section 15082, CEQA Guidelines). The NOP is included in Appendix B, along with copies of written comments received during the 30-day public review period for the NOP and the NOP distribution list.

On August 20, 2025, the City conducted a scoping meeting on the NOP at the City's Cultural Center. No members of the public or public agency representatives attended the scoping meeting. The written comments received on the NOP during the 30-day review period are summarized in Table 1-1. The comment letters are also included in Appendix B.

Table 0-1
Brief Summary of Comments on the NOP

Commenting Agency/ Person (Date)	Summary of NOP Comments	EIR Section(s) Where Addressed
California Department of Fish and Wildlife (8-29-25)	The EIR should assess the wide range of biological resources present in the area using the most current databases and sources of information on listed and otherwise sensitive species of plants and animals. Direct, Indirect and Cumulative Impacts, Mitigation, and MSHCP.	4.4, Biological Resources
Native American Heritage Commission (8-12-25)	Provided information on the NAHC, SB 18, and AB 52 relative to tribal consultation.	4.5, Cultural Resources 4.18, Tribal Cultural Resources
Southern California Association of Governments (8-29-25)	Provided information on their regional plans (e.g., Connect SoCal 2024), and planning work, forecasts and projections, and mitigation.	4.11, Land Use and Planning
Santa Ana Watershed Project Authority (8-6-25)	Corrected mailing information.	4.10, Hydrology and Water Quality, 4.9, Utilities and Service Systems
Lake Elsinore & San Jacinto Watersheds Authority (8-6-25)	Corrected mailing information.	4.10, Hydrology and Water Quality, 4.9, Utilities and Service Systems
Riverside County Flood Control and Water Conservation District (9-2-25)	Increased development and impervious surfaces will increase runoff which may affect the District's flood control facilities.	4.10, Hydrology and Water Quality, 4.19, Utilities and Service Systems
Riverside County Department of Waste Resources (8-29-25)	Provided information on waste collection and disposal facilities, calculating construction waste, and suggested mitigation.	4.15, Public Services
Endangered Habitats League (8-5-25)	Urged protection of sensitive biological resources and compliance with the County's Multiple Species Habitat Conservation Plan.	4.4, Biological Resources
Lake Elsinore Historical Society (9-1-25)	Protect local historical resources.	4.5, Cultural Resources

1.3 PUBLIC REVIEW OF THE DRAFT EIR

Comments from all agencies and individuals are invited regarding the information contained in the Draft Program EIR. Such comments should explain any perceived deficiencies in the assessment of impacts or provide any information that is purportedly lacking in the Draft Program EIR or indicate where the information may be found. All comments on the Draft Program EIR during the 45-day public review period are to be submitted in writing to:

Damaris Abraham, Community Development Director
Lake Elsinore Community Development Department
130 S. Main Street, Lake Elsinore, CA 92530
(951) 674-3124
dabraham@lake-elsinore.org

Following the 45-day period of circulation and public review of the Draft Program EIR, all written comments and the City's responses to the comments will be incorporated into a Final Program EIR prior to certification of the document by the City of Lake Elsinore.

Availability of EIR Materials

All materials related to the preparation of this Program EIR, including information incorporated by reference, are available for public review. The Notice of Preparation and the Draft Program EIR are posted on the City's website:

https://www.lake-elsinore.org/306/CEQA-Documents-Pending-Projects

Hard copies will be available at the Public Counter for public review. For additional information on these materials, please contact Damaris Abraham (see contact information above).

1.4. NATIVE AMERICAN CONSULTATION

State law (California Government Code Section 65352.3) requires cities that are updating their general plans to consult on a government-to-government basis with local Native American tribes. SB18 requires public notice to be sent to tribes listed on the Native American Heritage Commission's SB18 Tribal Consultation list within the geographical areas affected by the proposed changes. Tribes must respond to a local government notice within 90 days (unless a shorter time frame has been agreed upon by the tribe), indicating whether or not they want to consult with the local government. AB 52 is intended to avoid or minimize impacts on tribal cultural resources and requires a lead agency to begin consultation with California Native American tribes that are traditionally and culturally affiliated with the geographic area of the proposed Project. The City notified local tribal representatives of the Project and requested to be notified if the tribes wished to consult with the City under SB 18 or AB 52. More information on this process is included in Section 4.18, Tribal Cultural Resources.

1.5 EIR ORGANIZATION AND CONTENT

The Draft Program EIR (DEIR or Draft EIR) contains the primary analysis of potential environmental impacts discussed in the following six sections described below

Section 1.0 Introduction.

Section 2.0 Executive Summary: A brief discussion of the Project and summary of Project impacts, mitigation measures, and alternatives.

Section 3.0 Project Description: Provides a detailed description of the proposed Project and the Environmental Setting/Existing Conditions and Project objectives.

Section 4.0 Environmental Impact Assessment: Evaluates impacts of the Project at a program level and identifies mitigation measures designed to reduce significant impacts, where applicable. This Section includes 20 chapters addressing different topical areas (Air Quality, Noise, Transportation, etc.).

Each of the environmental topics presented in Sections 4.1 (Aesthetics) through 4.20 (Wildfire) include the following subsections:

Environmental Setting, which describes relevant existing conditions related to the environmental topic;

***Regulatory Setting**,* which describes federal, State and local laws, regulations and policies relevant to potential impacts for the environmental topic; and

***Impacts and Mitigation Measures**,* including:

- ***Significance Criteria***, which identifies the CEQA and other agency-recommended criteria for determining the significance of a potential impact;
- ***Impacts and Mitigations***, which identifies potential Project impacts, including cumulative impacts; whether each identified impact is "significant" or "less-than-significant"; mitigation for each identified "significant" impact; and whether each impact would be "significant" or "less-than-significant" after mitigation.
- ***Significant, Adverse and Unavoidable Impacts**,* identifies any impacts that cannot be feasibly mitigated to less-than-significant levels.

Section 5.0 Alternatives: Provides an analysis of three different alternatives to the proposed Project.

Section 6.0 CEQA Mandated Sections: Provides an analysis of growth-inducing impacts, significant unavoidable environmental impacts, and irreversible environmental change.

Section 7.0 Preparation Team: List of firms and individuals who helped prepare the EIR.

The **EIR Appendices** include:

- Appendix A: General Plan Update (GPU), Zoning Code and Zoning Map Amendment (ZCA), and Climate Action and Adaptation Plan (CAAP) Amendment Materials
- Appendix B: Notice of Preparation (NOP), including comment letters received on the NOP and the NOP distribution list and Scoping Materials
- Appendix C: Native American Consultation Materials
- Appendix D: Existing Conditions Atlas
- Appendix E: Air Quality Assessment
- Appendix F: General Biological Resources Assessment
- Appendix G: Greenhouse Gas/Energy Report and CAAP
- Appendix H: Noise Assessment
- Appendix I: Transportation Reports
- Appendix J: Standard Conditions of Approval

In compliance with Public Resources Code Section 21081.6, a mitigation monitoring and reporting program (MMRP) will be prepared as part of the Final EIR document that will be adopted in conjunction with the certification of the Final EIR.

1.6 APPROACH TO EIR ANALYSIS

The approach to the analysis presented in this EIR is programmatic in nature given the broad scope of the Project. Each environmental issue is analyzed in a similar manner, starting with a discussion of the existing environmental setting, including physical conditions and pertinent planning and regulatory framework. Thresholds of significance are then defined and are used to measure the proposed Project's potential impact to the environment. Thresholds of significance are based on a broad list of questions and impact topics set forth in Appendix G of the State CEQA Guidelines.

The impact analysis provided for each of the 20 topical areas examines the broad, long-term environmental effects resulting from implementation of the goals and policies contained in each of the updated General Plan elements. The assessment of impacts focuses on how the impact in question could occur and whether the goals, policies or some other aspect of the proposed Plan would reduce or ameliorate such impacts. The presence of sensitive environmental resources, hazards in specific areas, and the broad implications of the General Plan throughout the Planning Area are considered in the determination of impact significance. If the analysis indicates that a significant impact could occur, even with the benefits of any proposed goals or policies, mitigation measures are specified.

1.7 CITATION

Preparation of this Program EIR relies on information from many sources, including the appendix materials previously listed and numerous other references. Pursuant to Section 15148 of the State CEQA Guidelines, citations from the appendix materials and other sources are provided throughout the EIR. Citations are numbered sequentially and inclusive to each environmental impact topic (Sections 4.1 through 4.20). References are located at the end of each section of this DEIR.

2.0 – Executive Summary

This section provides a summary description of the City of Lake Elsinore General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and Climate Action and Adaptation Plan (CAAP)(collectively, the "Project"), a list of associated environmental issues to be resolved, a summary of significant impacts and mitigation measures associated with the Project, and a summary of feasible alternatives to the Project, including identification of the environmentally superior alternative. The City, as the lead agency under the California Environmental Quality Act (CEQA), has prepared a Programmatic Environmental Impact Report (PEIR) to evaluate the potential impacts of the Project on the environment.

2.1 Proposed Project

The City of Lake Elsinore and its adjacent unincorporated area encompass 115 square miles in the southwestern portion of Riverside County, California. The City surrounds Lake Elsinore, a natural freshwater lake about 3,000 acres in size. The City is located east and west of the I-15 Freeway and north and south of the Ortega Highway (SR-74). Located in southwest Riverside County, approximately 24 miles south of downtown Riverside, the City is bordered by the City of Wildomar to the south and east, the City of Menifee to the East, the City of Canyon Lake to the east and north, and unincorporated portions of Riverside County to the north, west and south. The Planning Area encompasses all properties within the incorporated City limits, as well as unincorporated properties within the City's sphere of influence.

The proposed Project focuses on three related policy documents: General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and a new Climate Action and Adaptation Plan (CAAP). The comprehensive update of the Lake Elsinore General Plan serves as the guide for the City’s future growth and development. The General Plan contains goals, policies, and programs that provide City staff and discretionary bodies with a foundation for decisions for long-range planning related to physical development and public services.

The **General Plan Update (GPU)** succeeds the last comprehensive general plan adopted in 2011, with the Housing Element updated in 2022. The GPU incorporates statutory requirements for general plans and guidance provided in the 2023 General Plan Guidelines; coordinates future development and policies with regional planning efforts and serves as the city’s fundamental guide in developing strategies to address greenhouse gas reduction, climate change, and climate planning. The EIR incorporates each of the elements’ goals, policies, and programs of the following chapters (or elements) in the General Plan Update:

- Land Use and Community Character Element
- Mobility and Infrastructure Element
- Housing Element (2021-2029)
- Conservation, Open Space, and Parks Element
- Public Safety, Noise, Air Quality Element
- Historic, Cultural, and Tribal Cultural Resources Element
- Environmental Justice Element

The **Zoning Code and Map Amendment (ZCA)** is a revision to the City’s zoning regulations and zoning map to implement the proposed General Plan. The Zoning Code and Map Amendment implements the General Plan. The revisions include:

- reorganization to facilitate clarity and ease of use;

- creating new land use zoning categories to implement General Plan land use policy including Mixed Use and Medium High Density Residential;
- updating development standards, including parking, setbacks, signs, etc.;
- revising allowed uses in zoning districts, including removing required conditional use permits for certain uses to streamline approvals;
- updating nonconforming provisions;
- creating new procedures and processes to streamline development and implement General Plan direction, including creating a community benefits program; and
- updating standards and processes to reflect recent State legislation.

The **Climate Action Adaptation Plan (CAAP)** is a strategic policy framework that outlines how the City of Lake Elsinore will address climate change by reducing greenhouse gas emissions and prepare for climate change impacts. The CAAP implements the General Plan. In addition, the CAAP will include a baseline assessment of GHG emissions as well as the climate change hazards experienced in the city. Emissions will be forecasted for future years based on anticipated growth to assess trends and establish GHG reduction targets and strategies. Additionally, climate adaptation strategies will be developed to address climate hazards in the city. Contents of the CAAP will be informed by input from members of the public and internal and external stakeholders. The range of strategies to be analyzed in the CAAP include:

- energy efficiency measures (improving building and transportation energy efficiency);
- renewable energy (transitioning to renewable energy sources such as solar, wind, etc.);
- sustainable transportation measures (promoting public transit, electric vehicles, active transportation infrastructure);
- waste reduction measures (reducing waste generation and increasing recycling and composting);
- water conservation measures;
- urban greening measures to enhance carbon sequestration and reduce extreme heat impacts);
- community resiliency (enhancing the ability of the community to withstand climate impacts); and
- infrastructure resiliency (strengthening infrastructure to withstand climate impacts).

The Climate Action and Adaptation Plan (CAAP) is a strategic policy framework that outlines how the City of Lake Elsinore will address climate change by reducing greenhouse gas emissions and prepare for climate change impacts. The CAAP will include a baseline assessment of GHG emissions as well as the climate change hazards experienced in the city. Emissions will be forecasted for future years based on anticipated growth to assess trends and establish GHG reduction targets and strategies. Additionally, climate adaptation strategies will be developed to address climate hazards in the city. Contents of the CAAP will be informed by input from members of the public and internal and external stakeholders.

2.2 Project Objectives

The Project establishes the objectives listed below for the long-term growth and enhancement of the community.

1. Lake Elsinore facilitates a healthy and diverse economy that retains and attracts traditional and new industries, creates jobs, supports the local tax base, and sustains the ability to provide important services for existing and future residents, including expanded housing opportunities.

2. Lake Elsinore encourages attractive neighborhood villages that provide residents with a diverse range of distinctive destinations, such as shopping areas, entertainment venues, dining experiences, and cultural spaces. These places may include small centers near established neighborhoods, more vibrant and dense centers in Downtown and Launch Pointe, and mixed-use villages along key corridors such as Lakeshore Drive or State Route 74.

3. Lake Elsinore maintains and increases the variety of high quality open and recreational spaces. It embraces its “Dream Extreme” identity of extreme action sports, while also providing opportunities for locally scaled recreational opportunities, such as small neighborhood parks, plazas, and community centers.

4. Lake Elsinore fosters healthy communities for all residents by providing safe and convenient access to community services such as healthy food stores, health care, parks and open spaces, jobs, and educational opportunities.

5. Lake Elsinore values and is committed to enhancing the environmental health and economic vitality of the Lake. Lake Elsinore ensures that the Lake is well maintained, attractive, and provides residents and visitors with opportunities for lakeside interaction.

6. Lake Elsinore recognizes Downtown as its historic core with civic institutions, historic landmarks, and local businesses. The vitality of Downtown is supported by an increase in appropriately scaled housing and people-oriented streetscapes.

7. Lake Elsinore offers attractive, convenient transportation options and provides walkable, bikeable, safer, and livable streets while continuing to strengthen access to the greater region. Community amenities are accessible by all residents.

2.3 Environmental Issues

As required by the CEQA Guidelines, this EIR addresses areas of potential environmental impact or controversy known to the Lead Agency (City of Lake Elsinore), including those issues and concerns identified by the City in its Notice of Preparation (NOP) of this EIR and by other agencies, organizations, and individuals in response to the NOP. The Draft EIR covers all 20 of the CEQA Appendix G Checklist topics, listed below.

- Aesthetics
- Agriculture and Forestry Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Energy

- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems
- Wildfire

2.4 Summary of Significant Impacts and Mitigation Measures

For each of the environmental topics listed above, any *"significant"* Project or cumulative impact and associated mitigation measure(s) identified in this EIR are summarized in Table 2-2, Summary of Potentially Significant Impacts and Recommended Mitigation Measures, and Table 2-3, Detailed Description of Mitigation Measures, which follow at the end of this chapter. The summary table has been organized to correspond with the more detailed impact and mitigation discussions in chapters 4.1 through 4.20 of this Draft EIR. The chart is arranged in four columns: (1) environmental issue and significance criteria; (2) level of impact without mitigation; (3) summary of mitigation measures; and (4) level of impact with mitigation. Note that the level of impact before mitigation includes regulatory compliance and project design features. Also note that Table 2-3 contains detailed descriptions of all the mitigation measures. After implementation of the goals, policies, and implementation programs recommended in the Project, regulatory compliance, and the recommended mitigation measures, future development under the proposed project would still have significant impacts regarding air pollutant emissions, greenhouse gas emissions, and vehicle miles traveled (VMT) increases.

2.5 Alternatives to the Proposed Project

To provide a basis for further understanding of the environmental effects of a proposed project and possible approaches to reducing its identified significant impacts, the CEQA Guidelines require an EIR to also "describe a range of reasonable alternatives to the Project, or to the location of the project, which would feasibly attain most of the basic objectives of the Project, but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives." DEIR Section 5 explains the No Project-No Development Alternative which is essentially continuation of the goals and policies of the existing (2011) General Plan for the City and Sphere of Influence (SOI). The following three (3) alternatives were selected for more detailed analysis in DEIR Section 5.0:

Alternative 1: No Project--Existing General Plan. Buildout to continue under the existing General Plan land uses and intensities.

Alternative 2: Reduced (25%) Residential Intensity. Buildout as under the proposed GPU except with a 25% reduction in total number of residential units to be built.

Alternative 3: Modified Intensities Plan. Buildout similar to that under the proposed GPU but with substantially reduced residential development (-40% of total units) and with increased non-residential development (+20% of total square footage). This alternative would result in a substantial reduction in residential units of all types while increasing employment-generating development capacity (commercial, light industrial, office, medical, recreation, etc.).

In accordance with CEQA Guidelines Section 15126.6(d), DEIR Section 5.0 evaluated the potential impacts of these alternatives based on DEIR Sections 4.1 through 4.20. Table 2-1 shows the development assumptions of each selected land use alternative.

Table 2-1
Selected Land Use Alternatives

Land Use (City + SOI)	Existing Conditions	Buildout Numbers			
		Proposed Project	Selected Alternatives		
			1. No Project	2. Reduced Residential	3. Modified Intensities
Residential (units)	18,946	46,610	94,616	39,694	35,544
Population (persons)	70,435	151,891	318,856	131,527	119,309
Non-Residential (SF)	10.3M	26.4M	20.0M[1]	26.4M	29.6M
Employees	33,800	40,795	37,000[1]	40,795	42,194

Source: MIG 2025
1 Rough estimate since no specific non-residential development growth numbers were estimated in the 2011 General Plan

Environmentally Superior Alternative. The CEQA Guidelines (section 15126[e][2]) stipulate, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." EIR Section 5.0 shows how impacts associated with the implementation of the alternatives compared to the impacts associated with implementation of the Project.

Alternative 1 results in the same significant impacts as the Project but all impacts, including less than significant ones, are greater than the Project due to proposing considerably more residential development. Alternative 1 is fully consistent with 2 objectives, not consistent with 1 objective, and partially consistent with 4 objectives.

Alternative 2 results in the same significant impacts as the Project. All other impacts, including all the less than significant ones, would be slightly less than those of the Project due to proposing 25% less residential development. However, Alternative 2 is fully consistent with all of the objectives.

Alternative 3 results in the same significant impacts as the Project plus the possibility of one additional as it is unclear if this amount of housing reduction would meet current or future RHNA allocations. All other impacts, including all the less than significant ones, would be slightly less than those of the Project due to proposing 40% less residential development but 20% more non-residential development.

All three Alternatives (including the No Project Alternative) would have similar significant and unavoidable impacts similar to those of the Project. However, it is possible that Alterative 3 may have a potential future significant impact if it were to fail to meet future RHNA allocation from SCAG. Therefore, Alternative 2, Reduced Residential Intensity, would be the environmentally

superior alternative since it would have the same significant impacts but all impacts would be incrementally reduced due to having a reduced amount of residential development but still having substantial additional non-residential development for job growth.

2.6 Areas of Controversy

Several areas of controversy have arisen during preparation of the City's General Plan Update and its related planning documents (ZCA and CAAP):

Significant Air Pollutant Emissions. The EIR indicates that growth (including traffic) in the Planning Area under the Project will result in significant air pollutant emissions that are inconsistent with the adopted Air Quality Management Plan (AQMP). This issue is addressed in EIR Section 4.3, *Air Quality*.
Significant Greenhouse Gas Emissions. The EIR indicates the Project will emit significant levels of greenhouse gases which is mainly due to the nature and size of the Project. These issues are addressed in detail in EIR Section 4.8, *Greenhouse Gases*.
Higher Residential Densities. Concerns have been expressed from the public about increasing housing densities which has resulted from the City trying to meet their RHNA housing allocation. Increasing densities of multi-family housing and the addition of higher density multi-family housing near single family neighborhoods may continue to be a concern. This issue is addressed in detail in EIR Section 4.11, *Land Use and Planning*.

Significant Noise Levels. The Project will generate noise from vehicular movement and stationary equipment which would elevate noise levels in residential areas and along major transportation corridors. This issue is addressed in detail in EIR Section 4.13, *Noise*.

Increased Housing and VMT. One issue that developed during the EIR process is there is an inherent conflict between the increased housing goals of the state, as demonstrated by the City's increased RHNA housing allocation, and the state/regional goal to reduce vehicle miles traveled (VMT) as outlined in SCAG's Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS, otherwise known as "Connect SoCal"). This issue is addressed in detail in EIR Section 4.17, *Transportation*.

Water Availability. Since it is difficult to predict growth levels for the City over the next 20 years, it is possible there may be some future imbalance between water demand and the ability of the local water-serving agency (EVMWD) to provide sufficient supplies of water to support the anticipated growth under the General Plan Update. This issue is addressed in EIR Section 4.10, Hydrology and Water Quality, and Section 4.19, *Utilities and Service Systems*.

Table 2-2: Summary of Potentially Significant Impacts and Recommended Mitigation Measures

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
1. AESTHETICS			
AES-1: Have a substantial adverse effect on a scenic vista.	Less than Significant	None Required	Less than Significant
AES-2: Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway.	Less than Significant	None Required	Less than Significant
AES-3: In non-urbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings (Public views are those that are experienced from publicly accessible vantage point). If the project is in an urbanized area, would the project conflict with applicable zoning and other regulations governing scenic quality.	Less than Significant	None Required	Less than Significant
AES-4: Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.	Less than Significant	None Required	Less than Significant
AES-5: Would the project cause substantial adverse cumulative impacts with respect to aesthetics.	Less than Significant	None Required	Less than Significant
2. AGRICULTURE AND FOREST RESOURCES			
AG-1: Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use.	Less than Significant	None Required	Less than Significant
AG-2: Conflict with existing zoning for agricultural use, or a Williamson Act contract.	No Impact	None Required	No Impact

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
AG-3: Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code section 12220(g)), timberland (as defined by Public Resources Code section 4526), or timberland zoned Timberland Production (as defined by Government Code section 51104(g)).	No Impact	None Required	No Impact
AG-4: Result in the loss of forest land or conversion of forest land to non-forest use.	No Impact	None Required	No Impact
AG-5: Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland, to non-agricultural use or conversion of forest land to non-forest use.	No Impact	None Required	No Impact
AG-6: Would the project cause substantial adverse cumulative impacts with respect to Agriculture and Forestry Resources.	No Impact	None Required	No Impact
3. AIR QUALITY			
AIR-1: Would the project result in a cumulatively considerable net increase of any criteria air pollutants for which the South Coast Air Basin is designated non-attainment under an applicable federal or state ambient air quality standard.	**Potentially Significant**	**MM-AIR-2A:** Project Air Quality Studies for New Construction **MM-AIR-2B:** Air Quality Studies for New Project Occupancy or Operation	**Significant and Unavoidable**
AIR-2: Would the project result in a cumulatively considerable net increase of any criteria air pollutants for which the South Coast Air Basin is designated non-attainment under an applicable federal or state ambient air quality standard.	**Potentially Significant** (Construction and Operational Emissions)	MM-AIR-2A and MM-AIR-2B (see above)	**Significant and Unavoidable**

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
AIR-3: Would the project expose sensitive receptors to substantial pollutant concentrations.	Potentially Significant (Construction Health Risks)	AIR-2A (see above)	**Significant and Unavoidable**
AIR-4: Would the project result in other emissions (such as those leading to odors) adversely affecting a substantial number of people.	Less than Significant	None Required	Less than Significant
AIR-5: Would the project cause substantial adverse cumulative impacts with respect to air quality.	**Potentially Significant**	AIR-2A and AIR-2B (see above)	**Significant and Unavoidable**
4. BIOLOGICAL RESOURCES			
BIO-1: Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service.	Potentially Significant	**MM-BIO-1:** Biological Report **MM-BIO-2:** Project Review **MM-BIO-3:** Pre-Construction Nesting Bird Survey **MM-BIO-4:** Pre-Construction Burrowing Owl Survey	Less than Significant
BIO-2: Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or US Fish and Wildlife Service.	Potentially Significant	BIO-1 through BIO-4 (see above)	Less than Significant
BIO-3: Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means.	Potentially Significant	BIO-1 and BIO-2 (see above)	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
BIO-4: Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites.	Potentially Significant	BIO-1 through BIO-4 (see above)	Less than Significant
BIO-5: Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance.	Potentially Significant	BIO-1 and BIO-2 (see above)	Less than Significant
BIO-6: Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan.	Potentially Significant	BIO-1 through BIO-4 (see above)	Less than Significant
BIO-7: Would the Project cause substantial adverse cumulative impacts with respect to Biological Resources.	Potentially Significant	BIO-1 through BIO-4 (see above)	Less than Significant
5. CULTURAL RESOURCES			
CUL-1: Cause a substantial adverse change in the significance of a historic resource as defined by CEQA Guidelines Section 15064.5.	Less than Significant	None Required	Less than Significant
CUL-2: Cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines section 15064.5.	Less than Significant	None Required	Less than Significant
CUL-3: Disturb any human remains, including those interred outside of dedicated cemeteries.	Less than Significant	None Required	Less than Significant
CUL-4: Would the project cause substantial adverse cumulative impacts with respect to cultural resources.	Less than Significant	None Required	Less than Significant
6. ENERGY RESOURCES			
ENG-1: Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
energy resources, during Project construction or operation.			
ENG-2: Conflict with or obstruct a state or local plan for renewable energy or energy efficiency.	Less than Significant	None Required	Less than Significant
ENG-3: Would the Project cause substantial adverse cumulative impacts with respect to energy.	Less than Significant	None Required	Less than Significant
7. GEOLOGY AND SOILS			
GEO-1: Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving: a) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault- Refer to Division of Mines and Geology Special Publication 42; b) Strong seismic ground shaking; c) Seismic-related ground failure, including liquefaction; or d) Landslides.	Less than Significant	None Required	Less than Significant
GEO-2: Would the project result in substantial soil erosion or the loss of topsoil.	Less than Significant	None Required	Less than Significant
GEO-3: Would the project be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse.	Less than Significant	None Required	Less than Significant
GEO-4: Would the project be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property.	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
GEO-5: Would the project have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater.	No Impact	None Required	No Impact
GEO-6: Would the project directly or indirectly destroy a unique paleontological resource or site or unique geological feature.	Potentially Significant	**MM-PALEO-1:** Paleontological Resources	Less than Significant
GEO-7: Would the project cause substantial adverse cumulative impacts with respect to geology and soils.	Less than Significant	None Required	Less than Significant
8. GREENHOUSE GASES			
GHG-1: Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment.	**Potentially Significant**	**MM-GHG-1:** Require a Project-level Greenhouse Gas Emissions Assessment for New Discretionary Development Projects	**Significant and Unavoidable**
GHG-2: Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emission of GHGs.	Less than Significant	None Required	Less than Significant
GHG-3: Cause substantial adverse cumulative impacts with respect to GHGs.	**Potentially Significant**	**MM-GHG-1:** (see above)	**Significant and Unavoidable**
9. HAZARDS AND HAZARDOUS MATERIALS			
HAZMAT-1: Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials.	Potentially Significant	**MM-HAZ-1:** Santa Ana Regional Interceptor.	Less than Significant
HAZMAT-2: Create a significant hazard to the public or the environment through reasonably	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
foreseeable upset and accident conditions involving the release of hazardous materials into the environment.			
HAZMAT-3: Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school.	Less than Significant	None Required	Less than Significant
HAZMAT-4: Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment.	Less than Significant	None Required	Less than Significant
HAZMAT-5: For projects located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard or excessive noise for people residing or working in the project area.	No Impact	None Required	Less than Significant
HAZMAT-6: Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan.	Less than Significant	None Required	Less than Significant
HAZMAT-7: Expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires.	Less than Significant	None Required	Less than Significant
HAZMAT-8: Would the project cause substantial adverse cumulative impacts with respect to hazards and hazardous materials.	Less than Significant	None Required	Less than Significant
10. HYDROLOGY AND WATER QUALITY			
HYD-1: Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or ground water quality.	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
HYD-2: Would the project substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin.	Less than Significant	None Required	Less than Significant
HYD-3: Would the project substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner which would: (a) result in substantial erosion or siltation on- or off-site; (b) substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site; (c) create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems; (d) provide substantial additional sources of polluted runoff; or (e) Impede or redirect flood flows.	Less than Significant	None Required	Less than Significant
HYD-4: Would the project be subject to flood hazard, tsunami, or seiche zones, and risk release of pollutants due to project inundation.	Less than Significant	None Required	Less than Significant
HYD-5: Would the project conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan.	Less than Significant	None Required	Less than Significant
HYD-6: Would the project cause substantial adverse cumulative impacts with respect to hydrology and water quality.	Less than Significant	None Required	Less than Significant
11. LAND USE AND PLANNING			
LAND-1: Would the project physically divide an established community.	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
LAND-2: Would the project cause a significant environmental impact due to a conflict with any land use plan, policy, or regulations adopted for the purpose of avoiding or mitigating an environmental effect.	Less than Significant	None Required	Less than Significant
LAND-3: Would the project cause substantial adverse cumulative impacts with respect to land use and planning,	Less than Significant	None Required	Less than Significant
12. MINERAL RESOURCES			
MIN-1: Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state.	Less than Significant	None Required	Less than Significant
MIN-2: Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan.	Less than Significant	None Required	Less than Significant
MIN-3: Would the project cause substantial adverse cumulative impacts with respect to mineral resources.	Less than Significant	None Required	Less than Significant
13. NOISE			
NOISE-1: Would the project generate a substantial temporary increase in ambient noise levels in excess of standards established in the local general plan or noise ordinance.	**Potentially Significant**	**MM-NOI-1:** Project Construction Noise Assessment	**Significant and Unavoidable**
NOISE-2: Would the project generate a substantial permanent increase in ambient noise levels in excess of standards established in the local general plan or noise ordinance.	**Potentially Significant** (traffic noise)	No Feasible Programmatic Mitigation	**Significant and Unavoidable**
NOISE-3: Would the project generate excessive groundborne vibration or noise levels.	**Potentially Significant** (construction vibration)	**MM-NOI-2:** Reduce Construction Vibration	Less than Significant
NOISE-4: For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
adopted, within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels.			
NOISE-5: Would the project cause substantial adverse cumulative impacts with respect to noise or vibration.	**Potentially Significant** (traffic noise)	No Feasible Programmatic Mitigation	**Significant and Unavoidable**
14. POPULATION, HOUSING, AND EMPLOYMENT			
POP-1: Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).	Less than Significant	None Required	Less than Significant
POP-2: Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.	Less than Significant	None Required	Less than Significant
POP-3: Would the Project cause substantial adverse cumulative impacts with respect to population and housing.	Less than Significant	None Required	Less than Significant
15. PUBLIC SERVICES			
PS-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 any of the following public services: Fire protection; Police protection; Schools; Parks; and Other public facilities.	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
PS-2: Would the Project cause substantial adverse cumulative impacts with respect to public services.	Less than Significant	None Required	Less than Significant
16. RECREATION			
REC-1: Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.	Less than Significant	None Required	Less than Significant
REC-2: Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.	Less than Significant	None Required	Less than Significant
REC-3: Would the Project cause substantial adverse cumulative impacts with respect to Recreation.	Less than Significant	None Required	Less than Significant
17. TRANSPORTATION			
TRANS-1: Conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities.	Less than Significant	None Required	Less than Significant
TRANS-2: Conflict or be inconsistent with CEQA guidelines section 15064.3(b) Vehicle Miles Traveled (VMT).	Less than Significant	None Required	Less than Significant
TRANS-3: Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).	Less than Significant	None Required	Less than Significant
TRANS-4: Result in inadequate emergency access.	Less than Significant	None Required	Less than Significant
TRANS-5: Would the Project cause substantial adverse cumulative impacts with respect to transportation and traffic.	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
18. TRIBAL CULTURAL RESOURCES			
TCR-1: Could the project result in a significant impact if it causes a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code section 5020.1(k).	Less than Significant	None Required	Less than Significant
TCR-2: Could the project result in a significant impact if it causes a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is a resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code section 5024.1. In applying the criteria set forth in subdivision (c) of Public Resources Code section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.	Less than Significant	None Required	Less than Significant

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
TCR-3: Would the Project cause substantial adverse cumulative impacts with respect to tribal cultural resources.	Less than Significant	None Required	Less than Significant
19. UTILITIES AND SERVICE SYSTEMS			
UTS-1: Require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects.	Less than Significant	None Required	Less than Significant
UTS-2: Have insufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry, and multiple dry years.	Less than Significant	None Required	Less than Significant
UTS-3: Result in a determination by the wastewater treatment provider which serves or may serve the project that it has inadequate capacity to serve the projected demand in addition to the provider's existing commitments.	Less than Significant	None Required	Less than Significant
UTS-4: Generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals.	Less than Significant	None Required	Less than Significant
UTS-5: Not comply with federal, state, and local management and reduction statutes and regulations related to solid waste.	Less than Significant	None Required	Less than Significant
UTS-6: Would the project cause substantial adverse cumulative impacts with respect to Utilities and Service Systems.	Less than Significant	None Required	Less than Significant
20. WILDFIRE			

Environmental Issue - Significance Criteria	Level of Impact without Mitigation	Summary of Mitigation Measures	Level of Impact with Mitigation
WIL-1: Substantially impair an adopted emergency response plan or emergency evacuation plan.	Less than Significant	None Required	Less than Significant
WIL-2: Due to slope, prevailing winds, and other factors, exacerbate wildfire risks, and other factors, exacerbate wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire.	Less than Significant	None Required	Less than Significant
WIL-3: Require the installation or maintenance of associated infrastructure such as roads fuel breaks, emergency water sources, power lines or other utilities that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment.	Less than Significant	None Required	Less than Significant
WIL-4: Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result or runoff, post-fire slope instability, or drainage changes.	Less than Significant	None Required	Less than Significant
WIL-5: If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, would the Project cause substantial adverse cumulative impacts with respect to wildfires.	Less than Significant	None Required	Less than Significant

Source: Sections 4.1 through 4.20 in the Draft Lake Elsinore GPU Program EIR

Table 2-3: Detailed Description of Mitigation Measures (MM)

1. AESTHETICS
None

2. AGRICULTURE AND FOREST RESOURCES
None

3. AIR QUALITY
MM-AIR-2A: Require a Project-level Construction Air Quality Assessment for New Discretionary Development Projects. Prior to a discretionary approval by the City for development projects subject to CEQA (meaning, non-exempt CEQA projects), project applicants shall prepare and submit a technical assessment evaluating potential project-specific construction-related air quality impacts to the City for review and approval. The evaluation shall be prepared in conformance with South Coast Air Quality Management District (SCAQMD) methodology for assessing air quality impacts. If construction-related criteria air pollutants are determined to have the potential to exceed the SCAQMD's adopted thresholds of significance, the City shall require that applicants for new development projects incorporate strategies to reduce air pollutant emissions during construction activities. The specific strategies identified for a project shall be included as conditions of project approval, and be incorporated into all appropriate construction bid, engineering, and planning documents prepared for the project. Potential strategies to reduce construction-related emissions include, but are not limited to:

- Using heavy-duty off-road construction equipment that meets U.S. EPA Tier IV Final emissions standards (for equipment greater than 50 horsepower), either through original manufacturer's certification or through the use of California Air Resources Board verified diesel emissions control strategies (e.g., a diesel particulate filter).
- Using electric equipment, particularly for equipment less than 50 horsepower
- Using alternative fuels such as renewable diesel, biodiesel (no more than B20 blend), or liquefied or compressed natural gas biodiesel,
- Using smaller equipment that can complete the same construction activities in the same time as standard-sized equipment.
- Limiting idling time of diesel-powered construction equipment to two (2) minutes.
- Ensuring equipment brought to a site has been properly serviced and maintained in accordance with manufacturer's standards.
- Implementing applicable SCAQMD fugitive dust control measures.
- Using interior and exterior coatings that meet SCAQMD Rule "Low-VOC" or "Super-Compliant" definitions.

MM-AIR-2B: Require a Project-level Operational Air Quality Assessment for New Discretionary Development Projects. Prior to a discretionary approval by the City for development projects subject to CEQA (meaning non-exempt CEQA projects) project applicants shall prepare and submit a technical assessment evaluating potential project-specific operation air quality impacts to the City for review and approval. The evaluation shall be prepared in conformance with South Coast Air Quality Management District (SCAQMD) methodology in assessing air quality impacts. If operation-related air pollutants are determined to have the potential to exceed the SCAQMD's adopted thresholds of significance, the City shall require that applicants for new development projects incorporate strategies to reduce air pollutant emissions during operational activities. The specific strategies identified for a project shall be included as conditions of project approval and be incorporated into all appropriate planning documents for the project. Potential strategies to reduce operational emissions include, but are not limited to the following:

- Reducing vehicle trips or vehicle miles travelled (VMT) generated by residential and non-residential projects.
- Reducing or eliminating new natural gas fireplaces and hearths in residential projects.
- Reducing or eliminating new natural gas appliances in residential and non-residential projects.
- Reducing or prohibiting gasoline-powered landscaping equipment in residential and non-residential projects.
- Incorporating clean of air vehicle parking, bicycle parking, and electric vehicle and truck charging infrastructure that meets the additional, voluntary standards established in the version of the CALGreen code in effect at the time the building permit application is submitted for a project.
- Incorporating appropriate transit-supporting infrastructure into site plans.

4. BIOLOGICAL RESOURCES

MM-BIO-1: Biological Report. Project-specific analysis of plant and wildlife impacts and habitat impacts completed in accordance with the MSHCP will be required to determine the significance of impacts and identify mitigation measures to reduce the impacts of future developments on plant and wildlife species and vegetation communities to less-than-significant levels.

MM-BIO-2: Project Review. Individual environmental review conducted for future development projects will be required to identify any impacts on riparian areas and wetlands and, in consultation with the appropriate resource agencies and applicable regional plans, must ensure incorporation of adequate mitigation to preserve the viability of these important biological resources.

MM-BIO-3: Pre-Construction Nesting Bird Survey. Prior to the issuance of grading permits for future development projects, during the nesting season, February 1 to September 15, a preconstruction/pregrading field survey shall be conducted by a qualified biologist to determine if active nests of species protected by the Migratory Bird Treaty Act (MBTA) or the California Fish and Wildlife Code are present in the construction zone.

MM-BIO-4: Pre-Construction Burrowing Owl Survey. A pre-construction survey for burrowing owls, performed by a qualified biologist, is required within 30 days prior to future ground-disturbing activities (e.g., vegetation clearing, clearing and grubbing, tree removal, site watering, equipment staging) to ensure that no burrowing owls have colonized the site in the days or weeks preceding the ground-disturbing activities. If burrowing owls have colonized the Project site prior to the initiation of ground-disturbing activities, the Project Applicant shall immediately inform the Western Riverside County Regional Conservation Agency (RCA) and the Wildlife Agencies and, going forward, shall coordinate with the RCA and the Wildlife Agencies to determine reasonable and appropriate procedures, including the possibility of preparing a Burrowing Owl Protection and Relocation Plan pursuant to MSHCP guidelines/standards prior to initiating ground disturbance. If ground-disturbing activities occur but cease for more than 30 days, a pre-construction survey shall again be required to ensure that burrowing owls have not colonized the site since it was last disturbed. If burrowing owls are found, the same coordination with the RCA and the Wildlife Agencies described above shall be required.

5. CULTURAL RESOURCES

None

6. ENERGY RESOURCES

None

7. GEOLOGY AND SOILS (and Paleontological Resources)

MM-PALEO-1: Paleontological Resources. In areas of "High" or "Undetermined" sensitivity for paleontological resources, each project shall retain a qualified paleontologist to monitor ground-disturbing activity. Should any potentially significant fossil resources be discovered, no further grading shall occur in the area of the discovery until the Community Development Director is satisfied that adequate provisions are in place to protect these resources. Unanticipated discoveries shall be evaluated for significance by a professional paleontologist. If significance criteria are met, then the project shall be required to perform data recovery, professional identification, radiocarbon dates, and other special studies; submit materials to a museum for permanent curation; and provide a comprehensive final report including catalog with museum numbers to the Community Development Director.

8. GREENHOUSE GASES

MM-GHG-1: Require a Project-level Greenhouse Gas Emissions Assessment for New Discretionary Development Projects. Prior to a discretionary approval by the City for development projects subject to CEQA (meaning non-exempt CEQA projects) project applicants shall prepare and submit to the City for review and approval a technical assessment evaluating potential project-specific greenhouse gas (GHG) emissions impacts. The assessment shall evaluate the project's consistency with adopted state-wide GHG emissions reduction goals, such as Senate Bill 32, Assembly Bill 1279, or an interpolated GHG emission reduction goal for 2045 that is based on regional data (e.g., an interpolated SCAQMD efficiency metric of 1.0 $MTCO_2e$/yr/SP). If GHG emissions levels are determined to have the potential to be inconsistent with the State GHG reduction goals or the proposed CAAP, the City shall require that applicants for new development projects incorporate strategies, such as the CAAP GHG reduction strategies, to reduce GHG emissions during operational activities. The specific strategies identified for a project shall be included as conditions of approval and be incorporated into all appropriate planning documents for the project.

9. HAZARDS AND HAZARDOUS MATERIALS

MM-HAZ-1: Santa Ana Regional Interceptor. New development on or adjacent to the Santa Ana Regional Interceptor (SARI) line requiring extensive subsurface components or containing sensitive land uses such as schools must be evaluated on a project-by-project basis to determine the potential for impacts if an accident occurs and identify site-specific design or actions to prevent any significant impacts to local structures or residents.

10. HYDROLOGY AND WATER QUALITY

None

11. LAND USE AND PLANNING

None

12. MINERAL RESOURCES

None

13. NOISE

MM-NOI-1: Require a Project-level Construction Noise Assessment for New Discretionary Development Projects. Prior to the start of any specific construction project lasting 12 months or more, the City shall review and approve a project-specific construction noise evaluation prepared by a qualified acoustical consultant that: A) Identifies the planned project construction sequence and equipment usage; B) Identifies typical hourly average construction noise levels for project construction equipment; C) Compares hourly average construction noise levels to ambient noise levels at residential and commercial land uses near work areas (ambient noise levels may be newly measured or presumed to be consistent with those levels shown in Tables 4.13-1 and 4.13-2 of the Lake Elsinore General Plan Update Noise Impact Analysis in Appendix H); and D) Identifies construction noise control measures incorporated into the project that ensure activities do not generate noise levels that exceed the City's municipal code or General Plan requirements at the time of project implementation. Potential strategies to reduce construction-related noise may include, but are not limited to:

1) *Notify Residential and Commercial Land Uses of Planned Construction Activities.* This notice shall be provided at least one week prior to the start of any construction activities, describe the noise control measures to be implemented by the project, and include the name and phone number of the designated contact for the applicant/project representative and the City of Lake Elsinore responsible for handling construction-related noise complaints. This notice shall be provided to: A) The owner/occupants of residential dwelling units within 500 feet of construction work areas; and B) The owner/occupants of commercial buildings (including institutional buildings) within 200 feet of construction work areas.

2) *Restrict Work Hours*. All construction-related work activities, including material deliveries, shall be subject to the requirements of City Municipal Code Section 17.176.080(F)(1). Construction activities, including deliveries, shall occur only during the hours of 7:00 AM to 7:00 PM, Monday through Saturday, unless otherwise authorized by City permit. The applicant/project representative and/or its contractor shall post a sign at all entrances to the construction site informing contractors, subcontractors, construction workers, etc. of this requirement.

3) *Control Construction Traffic and Site Access*. Construction traffic, including soil and debris hauling, shall follow City-designated truck routes and shall avoid routes (including local roads in the Planning Area) that contain residential dwelling units to the maximum extent feasible given specific project location and access needs.

4) *Construction Staging and Equipment Noise Control Measures:*
    a. Construction site access and staging activities such as receipt of deliveries, equipment and material storage, etc., shall occur as far away from adjacent residential land uses as possible given site and active work constraints.

b. All stationary noise generating equipment shall be shielded and located as far as possible from residential land uses given site and active work constraints. Shielding may consist of trailers, stored materials, or a three- or four-sided enclosure provided the structure/barrier breaks the line of sight between the equipment and the receptor, provides for proper equipment ventilation and operations, and complies with all other applicable occupational safety and health requirements.
c. Heavy equipment shall include standard noise suppression devices such as mullers, engine covers, and engine/mechanical isolators, mounts, etc. Equipment and noise suppression devices shall be maintained in accordance with manufacturer's recommendations while on-site.
d. Pneumatic tools shall include a suppression device on the compressed air exhaust.
e. Connect to existing electrical service to power stationary and portable equipment (e.g., pumps, generators, compressors, and welding sets). This measure shall be subject to the approval of the local electric utility.
f. Physical noise barrier capable of achieving the construction noise level standards set by the City at the time of project implementation shall, if required to achieve construction noise standards, be installed and maintained around the site perimeter to the maximum extent feasible given site constraints and access requirements.

MM-NOI-2: Reduce Potential Construction Vibration Levels. To reduce potential excessive vibration levels from construction activities associated with development projects under the GPU, the City shall restrict the use of large vibratory rollers, hydraulic breakers, and, and other potential large vibration-generating equipment within 120 feet of any building façade and impact pile drivers shall be prohibited within 320 feet of any building façade during construction activities. Plate compactors and compactor rollers are acceptable, and deep foundation piers or caissons shall be auger drilled.

If it is not feasible to restrict the use of vibratory equipment, the construction contractor shall, in consultation with a licensed structural engineer, develop a project-specific construction vibration plan that identifies planned vibration-generating construction activities and potential ground-borne vibration levels (given specific equipment and soil conditions) at the nearest receiving land uses and the vibration control measures that will be employed to ensure equipment and work activities would not damage buildings or result in vibrations that exceed a threshold for peak particle velocity (PPV) of 0.04 inches/second (in/sec). Such measures may include but are not limited to the use of vibration monitoring to measure actual vibration levels, the use of photo monitoring or documentation of building conditions prior to, during, and after construction activities, and/or the use of trenches or barriers that attenuate ground-borne vibration.

14. POPULATION AND HOUSING

None

15. PUBLIC SERVICES

None

16. RECREATION

None

17. TRANSPORTATION

None

18. TRIBAL CULTURAL RESOURCES

None

19. UTILITIES AND SERVICE SYSTEMS

None

20. WILDFIRE

None

3.0 PROJECT DESCRIPTION

The proposed Project is the adoption and implementation of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and a new Climate Action and Adaptation Plan (CAAP). This section describes the proposed Project information and the various components and actions addressed throughout the EIR. As explained by CEQA Guidelines Section 15124 (Project Description), the Project Description that follows has been detailed to the extent needed for adequate evaluation of potential environmental impacts.

3.1 – PROJECT LOCATION

The City of Lake Elsinore and its adjacent unincorporated area encompass 62.5 square miles in the southwestern portion of Riverside County, California. The City surrounds Lake Elsinore, a natural freshwater lake about 3,000 acres in size. The City is located east and west of the I-15 Freeway and north and south of the Ortega Highway (SR-74). The City is located approximately 24 miles south of downtown Riverside and is bordered by the City of Wildomar to the south and east, the City of Menifee to the East, the City of Canyon Lake to the east and north, and unincorporated portions of Riverside County to the north, west and south. The Planning Area encompasses all properties within the incorporated City limits, as well as unincorporated properties within the City's sphere of influence (see Exhibit 3-1).

3.2 – ENVIRONMENTAL SETTING

The Lake Elsinore Planning Area comprises a total of 62.5 square miles within western Riverside County with the City of Lake Elsinore encompassing 34.4 square miles and the City's Sphere of Influence (SOI) encompassing 28.1 square miles. Interstate 15 (I-15), also known as the Corona Freeway, runs northwest/southeast through Lake Elsinore connecting with nearby Corona and Murrieta. Ortega Highway (State Route 74 or SR-74) runs northeast/southwest connecting Lake Elsinore to Perris and Rancho Mission Viejo (see Exhibit 3-2).

The Planning Area consists of a valley that includes Lake Elsinore itself which is surrounded by a variety of uplands, including the Santa Ana Mountains to the south, southwest, west, and northwest, the Temescal Hills to the north and northeast, and the Sedco Hills to the east and southeast. Elevations within the Planning Area range from 1,252 feet above mean sea level (amsl) at the lake up to 3,255 feet amsl in the Santa Ana Mountains south of the lake.

The Planning Area is located in the Santa Ana River and San Jacinto River Watersheds. The City of Lake Elsinore is primarily located within the Lake Elsinore sub-watershed area which covers 45 square miles at the lowest point of the San Jacinto River watershed at the end of the San Jacinto River.

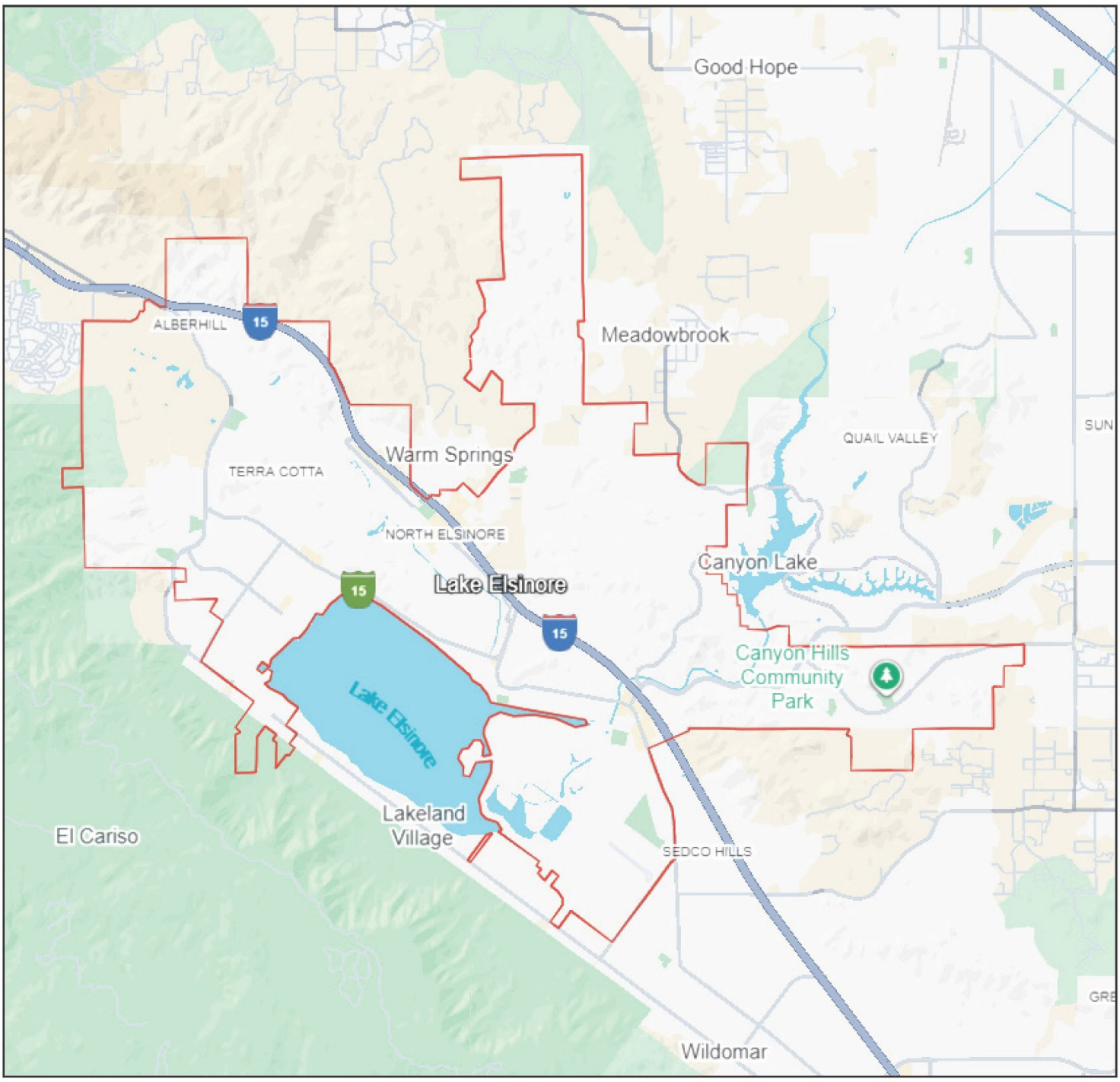
The Planning Area is located in the Perris Valley Ecoregion, a semi-arid inland basin situated between the Santa Ana Mountains to the west and the San Jacinto Mountains to the east. The area has historically supported a mosaic of Riversidean coastal sage scrub, chaparral, and annual grassland communities, with southern willow scrub, cottonwood–willow riparian forest, and alkali meadow habitats occurring along drainages, floodplains, and lake margins. Soils in the area consist primarily of granitic alluvium and sandy loams that support well-drained upland habitats, while hydrologically connected features—including seasonal drainages, vernal pools, and

wetlands contain more hydrophylic soils. Lake Elsinore, the largest natural freshwater lake in Southern California, and associated wetlands provide important seasonal foraging and nesting habitat for migratory waterfowl and shorebirds along the Pacific Flyway. The Planning Area is within the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP).

The majority of the Planning Area is designated “Very High Fire Hazard Severity Zones” (VHFHSZs) by Riverside County and the California Department of Forestry and Fire Protection (CAL FIRE). Developments within the zone are required to develop Fire Protection Plans. Lake Elsinore contracts fire services with the Riverside County Fire Department and CAL FIRE.

The City of Lake Elsinore contains nearly 30,849 parcels encompassing almost 22,052.4 acres (excluding street rights-of-way). The Sphere of Influence includes an additional 17,971.9 acres. Like many cities in the Inland Empire, large portions of the Lake Elsinore Planning Area are undeveloped, and approximately 20 percent of the land within the Planning Area is vacant. Park and open space uses make up nearly one-fifth of the Planning Area (21.2 percent). Approximately 19.2 percent of the Planning Area is residential, the majority of which is single-family residential. Commercial, industrial, and agricultural/mineral extraction uses total 3.2 percent, 1.3 percent, and 23.2 percent, respectively. Approximately 661 acres or 1/7 percent of the Planning Area’s total land area is devoted to public facilities and institutional uses. These uses primarily include educational facilities, emergency services, and religious institutions. The Skylark Field Airport is in the East Lake District and totals 73 acres or less than one percent of the Planning Area’s land use. It is privately owned and operated. A breakdown of existing land uses in the Planning Area is provided in Table 3-1.

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Not to Scale

Exhibit 3-1 Regional Location Map

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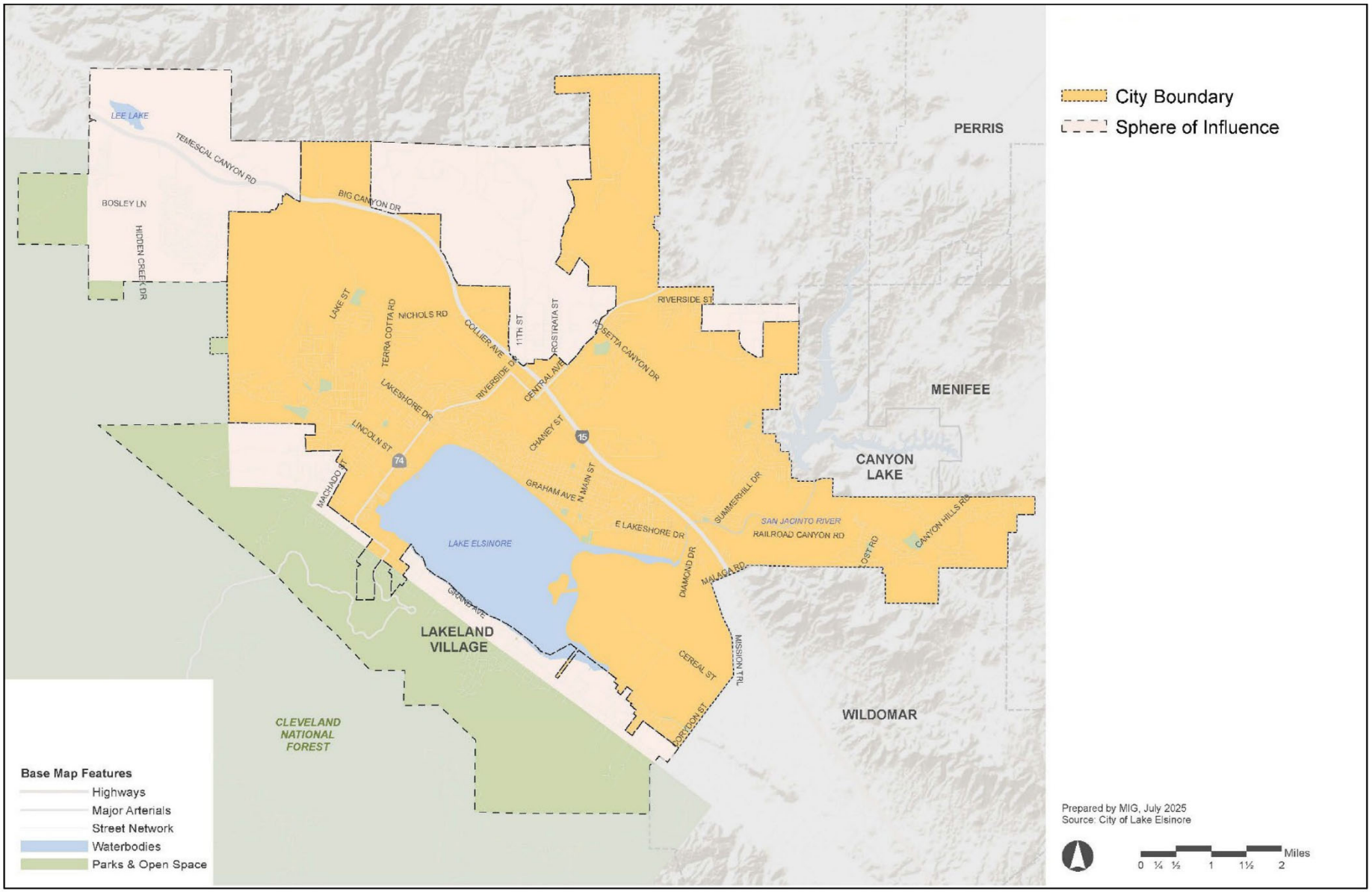


Exhibit 3-2 Planning Area Map

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Table 3-1
Existing Land Uses

Land Use	City		Sphere of Influence		Planning Area (Total)	
	Acres	**%**	**Acres**	**%**	**Acres**	**%**
Residential	**3,992.8**	**18.1**	**3,686.3**	**20.5**	**7,679.1**	**19.2**
Residential, Single-Family	3,421.2	15.5	2,305.4	12.8	5,726.6	14.3
Residential, Duplexes and Triplexes	69.1	0.3	21.5	0.1	90.6	0.2
Residential, 4+ Units	188.8	0.9	199.1	1.1	387.9	1.0
Townhomes	11.6	0.1	--	--	11.6	0.0
Mobile Homes	302.1	1.4	1,160.3	6.5	1,462.4	3.7
Commercial	**991.5**	**4.5**	**284.6**	**1.6**	**1,276.1**	**3.2**
Regional Retail	126.9	0.6	2.1	<0.1	129.0	0.3
Local Retail	712.1	3.2	260.0	1.4	972.1	2.4
Office	55.4	0.3	11.1	0.1	66.5	0.2
Hotel/Motel	26.6	0.1	0.3	<0.1	26.9	0.1
Commercial Recreational Facility	70.5	0.3	11.2	0.1	81.7	0.2
Industrial	**314.2**	**1.4**	**190.5**	**1.1**	**504.7**	**1.3**
Heavy Industrial	0.6	<0.1	0.0	0.0	0.6	0.0
Light Industrial	281.5	1.3	161.7	0.9	443.2	1.1
Warehouse, Distribution, Storage	4.9	<0.1	25.4	0.1	30.3	0.1
Public Storage	27.2	0.1	3.4	<0.1	30.6	0.1
Parks and Open Space	**5,807.6**	**26.3**	**6,689.5**	**37.2**	**12,497.1**	**21.2**
Parks	3,413.6	15.5	5,370.5	29,9	8,784.1	21.9
Open Space	3.7	<0.1	60.7	0.3	64.4	0.2
Cemeteries	22.6	0.1	0.0	0.0	22.6	0.1
Golf Courses	187.4	0.8	0.0	0.0	187.4	0.5
Natural Conservation	30.2	0.1	11.1	0.1	41.3	0.1
Other Parks and Open Space	2,150.1	9.8	1,247.2	6.9	3,397.3	8,5
Public Facilities and Institutions	**491.2**	**2.2**	**169.8**	**0.9**	**661.0**	**1.7**
Emergency Services	214.1	1.0	1.1	<0.1	215.2	0.5
Primary and Secondary Education	245.6	1.1	67.7	0.4	313.3	0.8
Religious Institutions	31.3	0.1	101.0	0.6	132.3	0.3
Other Public Facilities and Institutions	0.2	<0.1	0.0	0.0	0.2	<0.1
Agriculture and Natural Resource Extraction	**5,153.7**	**23.4**	**4,066.4**	**22.6**	**9,220.1**	**23.0**
Airport	**73.1**	**0.3**	**0.0**	**0.0**	**73.1**	**0.2**
Vacant	5,228.4	23.7	2,884.8	16.1	8,113.2	20.3
TOTAL (square miles)	**22,052.4** (34.4)	**100.0**	**17,971.9** (28.1)	**100.0**	**40,024.4** (62.5)	**100.0**

Source: Table LU-1, MIG 2024

3.3 – PROJECT CHARACTERISTICS

The Project focuses on three documents: the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and a new Climate Action and Adaptation Plan (CAAP). The comprehensive update of the Lake Elsinore General Plan serves as the guide for the City's future growth and development. The General Plan contains goals, policies, and programs that provide City staff and decision makers with a foundation for decisions for long-range planning related to physical development and public services.

The **General Plan Update (GPU)**, included in Appendix A, succeeds the last comprehensive General Plan adopted in 2011, with the 6th Cycle Housing Element update adopted in 2022. The GPU incorporates statutory requirements for general plans and guidance provided in the State of California 2023 General Plan Guidelines; coordinates future development and policies with regional planning efforts and serves as the City's fundamental guide in developing strategies to address greenhouse gas reduction, climate change, and climate planning. The proposed GPU land use map is shown in Exhibit 3-3 and the changes in land uses anticipated under the GPU are shown in Table 3-2, *Proposed GPU Land Use Map*.

The EIR incorporates each of the elements' goals, policies, and programs of the following Elements of the General Plan Update:

- Land Use and Community Character Element
- Mobility and Infrastructure Element
- Housing Element (2021-2029)
- Conservation, Open Space, and Parks Element
- Public Safety, Noise, Air Quality Element
- Historical, Cultural, and Tribal Cultural Resources Element
- Environmental Justice Element

The proposed General Plan, if fully implemented, may result in changes to land use and increases in housing, population, and employment as outlined in Table 3-2. Note, all the General Plan goals and policies of the above-listed Elements are provided in Appendix A at the end of the DEIR document**.**

Table 3-2
Proposed GPU Land Uses

Development Indicators	Existing (2025)			Future (2045)			Difference (2025-2045)		
	City	SOI	Total	City	SOI	Total	City	SOI	Total
Dwelling Units	21,477[1]	7,156	28,633	40,623	5,987	46,610	19,146	-1,169	17,977
Population	70,649[2]	23,951	94.600	132,382	19,509	151,891	61,733	-4,442	57,291
Non-Residential Building (SF)[3]	8,033,425	194,743	8,228,168	21,219,257	5,166,522	26,385,778	13,185,832	4,971,779	18,157,610
Employees	14,264	2,402	16,666	32,741	8,054	40,795	18,477	5,652	24,129

Source: GPLU Update Designation Capacity Spreadsheet 10-25-25
Notes: M = million N/A = Not Applicable SF = square feet SOI = sphere of influence
[1] City of Lake Elsinore Housing Element 2024-2029
[2] Zoom Prospector.com/communities/ca/city/Lake-Elsinore, 7.24.25
[3] MIG Urban Footprint 2025. Non-Residential Building Square Feet

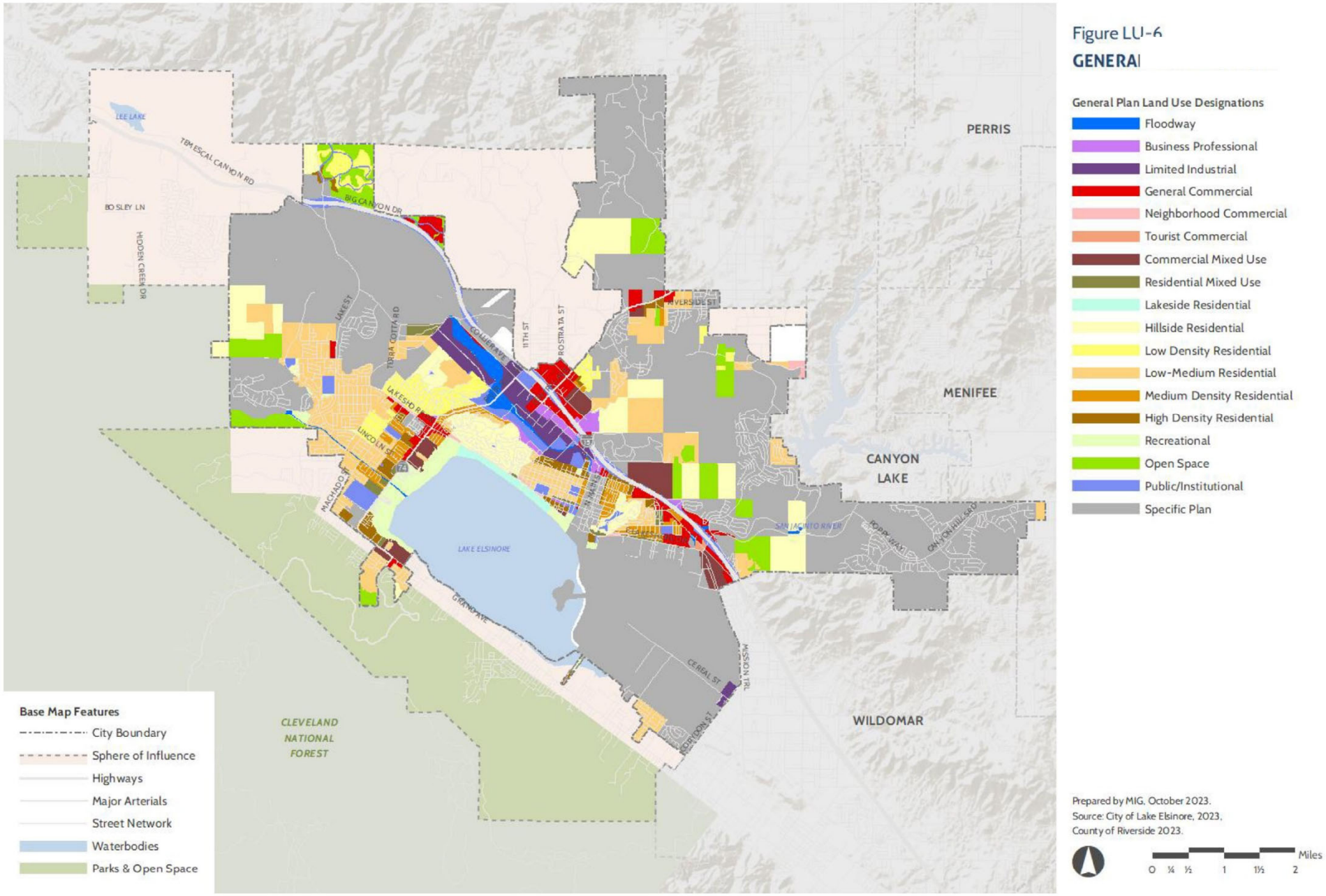


Exhibit 3-3 Proposed GPU Land Use Map

The **Zoning Code and Map Amendment (ZCA),** included in Appendix A, is a revision to the City's zoning regulations and zoning map to implement the proposed General Plan. The Zoning Code and Map Amendment implements the General Plan. The revisions include:

- reorganization to facilitate clarity and ease of use;
- creating new land use zoning categories to implement General Plan land use policy including Mixed Use and Medium High Density Residential;
- updating development standards, including parking, setbacks, signs, etc.;
- revising allowed uses in zoning districts, including removing required conditional use permits for certain uses to streamline approvals;
- updating nonconforming provisions;
- creating new procedures and processes to streamline development and implement General Plan direction, including creating a community benefits program; and
- updating standards and processes to reflect recent State legislation.

The **Climate Action Adaptation Plan (CAAP),** included in Appendix A, is a strategic policy framework that outlines how the City of Lake Elsinore will address climate change by reducing greenhouse gas emissions and prepare for climate change impacts. The CAAP implements the General Plan and includes a baseline assessment of GHG emissions as well as the climate change hazards experienced in the City. Emissions will be forecasted for future years based on anticipated growth to assess trends and establish GHG reduction targets and strategies. Additionally, climate adaptation strategies will be developed to address climate hazards in the City. The range of strategies analyzed in the CAAP include:

- energy efficiency measures (improving building and transportation energy efficiency);
- renewable energy (transitioning to renewable energy sources such as solar, wind, etc.);
- sustainable transportation measures (promoting public transit, electric vehicles, active transportation infrastructure);
- waste reduction measures (reducing waste generation and increasing recycling and composting);
- water conservation measures;
- urban greening measures to enhance carbon sequestration and reduce extreme heat impacts);
- community resiliency (enhancing the ability of the community to withstand climate impacts); and
- infrastructure resiliency (strengthening infrastructure to withstand climate impacts).

3.4 – PROJECT OBJECTIVES

The GPU establishes the objectives listed below for the long-term growth and enhancement of the community.

1. Lake Elsinore facilitates a healthy and diverse economy that retains and attracts traditional and new industries, creates jobs, supports the local tax base, and sustains the ability to provide important services for existing and future residents, including expanded housing opportunities.
2. Lake Elsinore encourages attractive neighborhood villages that provide residents with a diverse range of distinctive destinations, such as shopping areas, entertainment venues, dining experiences, and cultural spaces. These places may include small centers near established neighborhoods, more vibrant and dense centers in Downtown and Launch Pointe, and mixed-use villages along key corridors such as Lakeshore Drive or State Route 74.
3. Lake Elsinore maintains and increases the variety of high quality open and recreational spaces. It embraces its “Dream Extreme” identity of extreme action sports, while also providing opportunities for locally scaled recreational opportunities, such as small neighborhood parks, plazas, and community centers.
4. Lake Elsinore fosters healthy communities for all residents by providing safe and convenient access to community services such as healthy food stores, health care, parks and open spaces, jobs, and educational opportunities.
5. Lake Elsinore values and is committed to enhancing the environmental health and economic vitality of the Lake. Lake Elsinore ensures that the Lake is well maintained, attractive, and provides residents and visitors with opportunities for lakeside interaction.
6. Lake Elsinore recognizes Downtown as its historic core with civic institutions, historic landmarks, and local businesses. The vitality of Downtown is supported by an increase in appropriately scaled housing and people-oriented streetscapes.
7. Lake Elsinore offers attractive, convenient transportation options and provides walkable, bikeable, safer, and livable streets while continuing to strengthen access to the greater region. Community amenities are accessible by all residents.

3.5 – INTENDED USE OF THIS EIR

The planning framework proposed in the General Plan Update would not result in the immediate construction of any new development nor entitlement of any new project. All new development within the City will continue to be subject to the City’s permitting, approval, and public participation processes. Elected and appointed officials along with City staff will review subsequent project applications for consistency with the General Plan, applicable Specific Plans, updated Zoning Code and Map Amendment and the CAAP, and will prepare appropriate environmental documentation as needed to comply with CEQA and other applicable environmental requirements.

Pursuant to Section 15168 of the State CEQA Guidelines, this EIR is a Program EIR. The goals, policies, land use designations, implementation programs, and other substantive components of the General Plan and implementing sections of the Zoning Code and Map Amendment comprise the “program” evaluated in this Program EIR. Subsequent development proposals and other development activities undertaken by the City and project proponents to implement the General Plan will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA.

Implementation of the proposed Project will require the following discretionary approvals by the City of Lake Elsinore City Council:

- Adoption of General Plan Update
- Adoption of Zoning Map and Code Amendment
- Adoption of Climate Action and Adaptation Plan
- Certification of Final Environmental Impact Report
- Adoption of a Mitigation Monitoring and Reporting Program

Subsequent implementation activities may include but are not limited to the items listed below.

- Rezoning properties to achieve consistency with the General Plan.
- Updating and approval of Specific Plans and other development plans and planning documents.
- Review and approval of general plan amendments, specific plans, and zone changes.
- Approval of tentative maps, variances, conditional use permits, and other land use permits and entitlements.
- Approval of development agreements.
- Approval of facility and service master plans.
- Programming and approval of public improvement projects.
- Approval of resource management plans.
- Issuance of permits and other approvals necessary for implementation of the General Plan.
- Issuance of permits and other approvals necessary for public and private development projects.

As the Lead Agency, the City also intends for this EIR to serve as the CEQA-required environmental documentation for consideration by Responsible Agencies and Trustee Agencies that may have limited discretionary authority over future projects affected by the General Plan. Following certification of this Program EIR and adoption of the General Plan by the lead agency (City of Lake Elsinore), other agencies may use this Program EIR in the approval of subsequent implementation activities. These agencies may include but are not limited to those listed below.

Local Agencies

- City of Corona
- City of Canyon Lake
- City of Perris
- City of Menifee
- City of Wildomar

Regional and State Agencies

- Eastern Municipal Water District (EMWD)
- Riverside County Local Agency Formation Commission (LAFCO)
- Riverside County Flood Control and Water Conservation District (RCFCWCD)
- Riverside Transit Agency (RTA)
- Southern California Association of Governments (SCAG)
- California Department of Fish and Wildlife (CDFW)
- California Department of Conservation (DOC)
- California Department of Housing and Community Development (HCD)
- California Department of Transportation (Caltrans)
- California Department of Toxic Substance Control (DTSC)
- Regional Water Quality Control Board, Santa Ana Region (RWQCB)
- South Coast Air Quality Management District (SCAQMD)

Federal Agencies

- U.S. Fish and Wildlife Service
- U.S. Army Corps of Engineers
- U.S. Forest Service (Cleveland NF/Santa Ana Mountains)

4.1 AESTHETICS

This EIR section addresses aesthetic impacts that could result from implementation of the proposed City of Lake Elsinore General Plan Update. Issues of interest are identified by the CEQA Guidelines such as whether the Project may have an adverse effect on a scenic vista, damage scenic resources, degrade the visual character or quality of the area and surrounding areas, or have the potential to create substantial light and glare. Much of the following information regarding open space and scenic resources in the City is from the City's Environmental Conditions Atlas (MIG 2024).

Aesthetics and visual resources are subjective by nature. Consequently, the level of a project's visual impact is difficult to quantify. In addition, it is difficult to estimate the impact development would have on the City's aesthetic resources, since some individual projects can enhance the aesthetic quality of an area. Therefore, the assessment of impacts to aesthetics and scenic resources is a qualitative review of the existing aesthetic and scenic resources within the City and its Sphere of Influence (SOI) and a determination of whether the Project includes adequate provisions to ensure the protection of identified scenic resources and visual quality.

4.1.1 ENVIRONMENTAL SETTING

Scenic Vistas

The visual character of the City is dominated by Lake Elsinore, which is the largest natural lake in Southern California, and the mountains surrounding the Planning Area. The City is located in a valley with panoramic views of the Santa Ana Mountains that extend from the southwestern edge of the lake, rolling hills along the northeastern borders, and a valley that sweeps to the north and south. The varied topography of the surrounding area assures views of the lake from many public and private vantage points. Compared to other cities and urban areas in Southern California, the general atmosphere of the City and its surrounding areas is generally nonurban. A city center, known as historic Lake Elsinore, was developed on the northeastern lakeshore. More recent development is dispersed around other parts of the lake's shore. As the City grew, development patterns spread up the valley toward the north. Development within the current City boundaries is limited by various topographical barriers, including the Santa Ana Mountains to the southwest and west and rolling Temescal Mountains to the east.

The entire City and surrounding SOI are considered scenic which is a key aspect of the community's character. For this reason, the City has no specific officially designated scenic corridors or viewsheds and potential visual impacts of development and growth have always been evaluated on a site by site and project by project basis.

Scenic Resources

Scenic resources within and surrounding the City include the lake, portions of the Cleveland National Forest, rugged hillside land, distant mountains and ridgelines, rocky outcroppings, streams, vacant land with native vegetation, parkland, and buildings of historical and cultural significance such as the cultural center, bathhouse, and military academy. Scenic resources also include 20 local parks, five dog parks, three skate parks, one BMX park, two gyms/auditoriums, sports fields, public beaches along Lake Elsinore, four fitness trails including workout stations, and the 2.75-mile downtown riverwalk and nature trail.

The Cleveland National Forest, located to the west of the City, encompasses most of the Santa Ana Mountains. A portion of the Cleveland National Forest, a national park, is also within the Planning Area. The Cleveland National Forest is the southernmost national forest in California and encompasses approximately 460,000 acres in total. Landscapes in the national park range from dense forests, canyons, high desert, and meadows. The national park offers opportunities for hiking, camping, horseback riding, and hunting. These open space areas within the Planning Area are summarized in Table 4.1-1 and shown in Exhibit 4.1-1.

Table 4.1-1
Open Space Resources

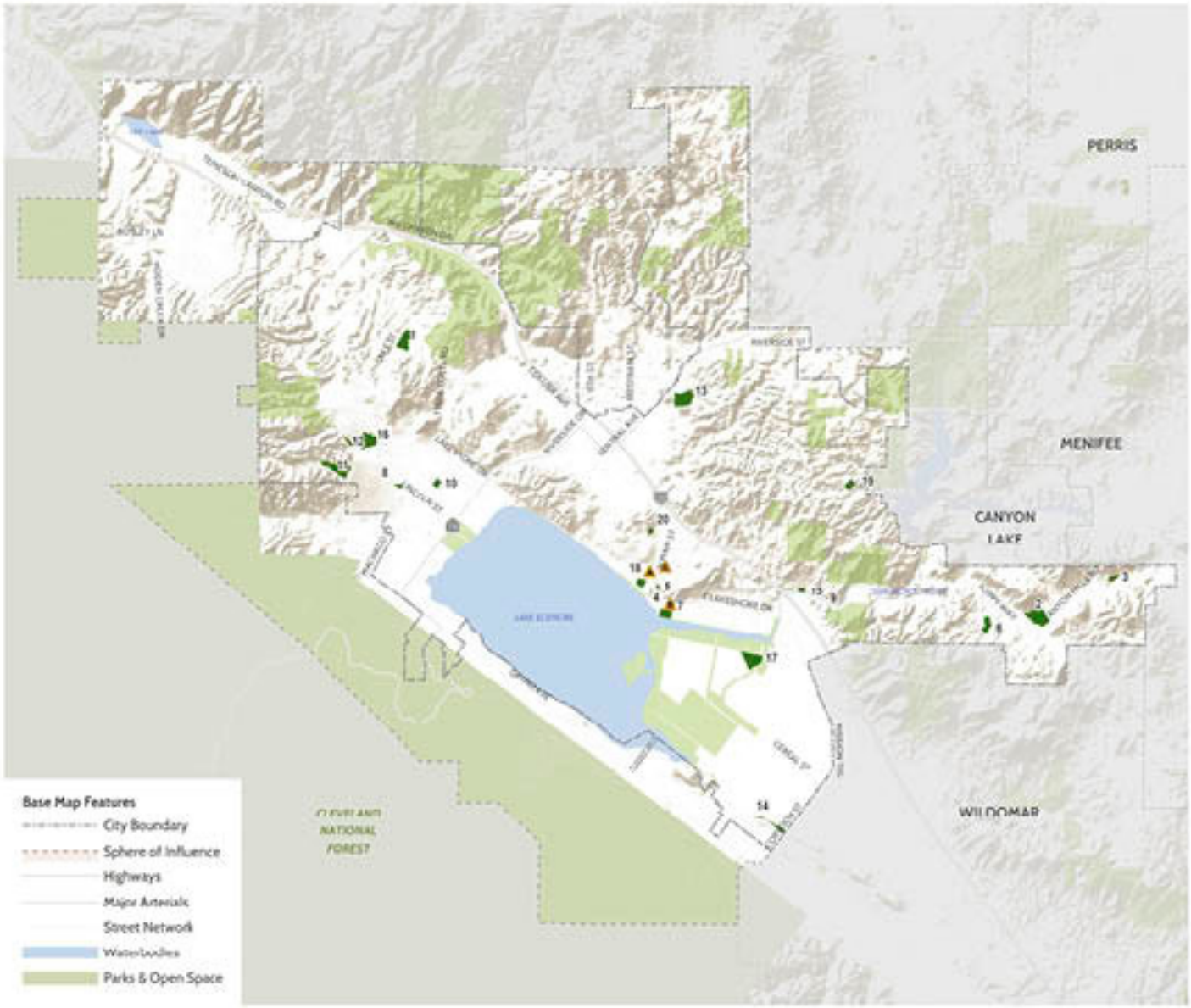
Open Space Resource	Managing Agency	Acres
Lake Elsinore State Recreation Area	City of Lake Elsinore	5,436
Alberhill Conservation Area	Riverside County	1,075
Perret Park	Riverside County	3
North Peak Preserve	Riverside County	280
Unnamed BLM Land	Bureau of Land Management	951
Steele Peak Reserve	Bureau of Land Management	228
Unnamed County Conservation Land	Western Riverside County Regional Conservation Authority	3,253
Unnamed County Parkland	Riverside County Parks and Open Space District	19
TOTAL	**--**	**11,245**

Source: Table PR-4, MIG 2024

The various open spaces in the Planning Area are managed by several agencies including the City of Lake Elsinore, Riverside County, United States Forest Service, Bureau of Land Management, Western Riverside County Regional Conservation Authority, and the Riverside County Regional Park and Open Space District. In recent years springtime wildflower "superblooms" in the Temescal Mountains just east of the I-15 Freeway have attracted thousands of viewers and visitors to the Planning Area.

Scenic Highways

The California Department of Transportation (Caltrans) currently identifies both I-15 and SR-74 (Ortega Highway) as eligible for listing as state scenic highways, but they are not officially designated according to the State Scenic Highways website (Caltrans 2025). The portions of the I-15 Freeway and SR-74 Highway through the Planning Area are acknowledged as eligible scenic highways by the County of Riverside (COR 2017).



PARKS, OPEN SPACE, AND RECREATION FACILITIES

Parks and Open Space

City of Lake Elsinore Parks

Other Open Space

Recreation Facilities

City Recreation Facilities

1. Alberhill Park
2. Canyon Hills Community Park
3. Christensen Park
4. Channel Walk
5. City Park
6. Creekside Park
7. Lakepoint Park
8. Lincoln Street Park
9. Linear Park
10. Machado Park
11. McVicker Canyon Park and Skate Park
12. Oak Tree Park
13. Rosetta Canyon Community Park and Dog Park
14. Serenity Park
15. Summerhill Park
16. Summerlake Park
17. Summerly Community Park
18. Swick & Matuch Park
19. Tuscany Hills Park
20. Yarborough Park

Other open spaces includes State Recreation Areas, MSHCP Conserved Lands, and federal land owned by the Bureau of Land Management.

Prepared by MIG, October 2023.
Source: City of Lake Elsinore and Riverside County, 2023.

0 ¼ ½ 1 1½ 2 Miles

Exhibit 4.1-1 Open Space Resources

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Lighting and Glare

Light and glare during the day and night is created from various residential, commercial, and industrial uses throughout the City. Examples of these sources include night lighting, such as streetlamps, accent and security lighting on buildings, parking lot lighting, and vehicle headlights at night. Substantial sources of night lighting include the existing Diamond Stadium of Lake Elsinore ballpark and public parks. Alliance Skate Park of Lake Elsinore, located in McVicker Park, is open until 9 p.m. most evenings, and other public parks with lighted facilities are open until 10 p.m. for recreational purposes. Sources of glare during the day result primarily from parked cars located in large parking lots and from sunlight reflected off of window glazing on buildings.

Night Skies

The Planning Area is a mixture of urban and rural land with scattered development and significant natural and open space areas. Night skies are relatively dark but are punctuated by suburban lighting in the more developed portions of the Planning Area (e.g., business district, Diamond minor league baseball stadium). During the day, sunlight reflecting from roadways and structures is a primary source of glare, while nighttime light and glare consists of both stationary and mobile sources. Stationary sources of nighttime light include structure illumination, interior lighting, decorative landscape lighting, and streetlights. The principal mobile source of nighttime light and glare is vehicle headlamp illumination.

NOP Comments

No comments were received during the NOP period on these issues.

4.1.2 REGULATORY FRAMEWORK

State

California Scenic Highway Program

Created by the California Legislature in 1963**,** the Scenic Highway Program was established to preserve and protect scenic highway corridors from change that would diminish the aesthetic value of lands adjacent to highways. A scenic highway is designated under this program when a local jurisdiction adopts a scenic corridor protection program, applies to Caltrans for scenic highway approval, and receives notification from Caltrans that the highway has been designated as a Scenic Highway. When a city or county nominates an eligible scenic highway for official designation, it defines the scenic corridor, which is land generally adjacent and visible to a motorist on the highway. State Laws governing the Scenic Highway Program are found in the Streets and Highways Code, Sections 260 through 263.

Local

Lake Elsinore General Plan

The following elements of the City's General Plan contain goals and policies to help protect scenic views, visual resources, scenic highway resources, and to minimize new light and glare:

- Land Use and Community Character (LUCC) Element
- Conservation, Open Space and Parks (COSP) Element
- Historic, Cultural, and Tribal Cultural Resources (HCTCR) Element

Lake Elsinore Municipal Code

CMC Title 17 of the Lake Elsinore Municipal Code (LEMC) is the City's zoning code that establishes city-wide setbacks, parking and sign standards, building height limits, and building densities for each allowed zoning district some of which affect public and private views (e.g., setbacks from other buildings). Additionally, there are a number of specific plans in the City that provide separate design and planning standards for development within their boundaries.

4.1.3 SIGNIFICANCE THRESHOLDS

Per the CEQA Guidelines, implementation of the GPU would have a significant impact related to aesthetics if it would:

a) Have a substantial adverse effect on a scenic vista;

b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway;

c) In non-urbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings? (Public views are those that are experienced from publicly accessible vantage point). If the project is in an urbanized area, would the project conflict with applicable zoning and other regulations governing scenic quality? or

d) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

It should be noted that CEQA is concerned with public views or those experienced by the public from areas accessible to the public like roadways and public facilities, as opposed to private views from individual residences or businesses.

4.1.4 IMPACTS AND MITIGATION MEASURES

Scenic Vistas

Impact AES-1 - Would the Project have a substantial adverse effect on a scenic vista?

Analysis of Impacts

The Santa Ana Mountains to the south, southwest, west, and northwest are visible from many places within the Planning Area. In addition, the lake is visible from most of the central and southern portions of the City. However, views of the lake from the central and northern portions of the City and the SOI area in general are obstructed in some areas depending on location. Due to the many scenic features and resources, the entire Planning Area is considered scenic, partially obscured by buildings, trees telephone and power lines, cell towers or other structures typical of an urban environment. Although such obstructions are usually minimal in nature, they do exist and they are typical of any type of built/urbanized environment.

General Plan Analysis

In the Conservation, Open Space and Parks (COSP) Element, Goal 1 states the City will "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species." To support this goal, Policy COSP-1 requires the City to "preserve open space

areas with a diversity of habitats and plants native to Lake Elsinore while balancing the community's recreational, scientific, economic, educational, and **scenic needs**." [emphasis added].

COSP Goal 7 is to "protect and enhance Lake Elsinore's surrounding natural environment and its distinctive beauty." In support of this goal, COSP Policy 27 requires new development to "minimize significant landform alterations that degrade the Santa Ana Mountains' and Temescal Mountains' visual character" while Policy 28 requires development to "preserve public views of the lake". To implement this goal and policy the City's development review process requires: (a) development design and construction to be lower than ridgelines; (b) development design to provide public views of local ridgelines and Lake Elsinore; (c) dedication of open space land in hillside development proposals to preserve and enhance view opportunities from transportation corridors and surrounding development, and (d) new development and redevelopment to incorporate views of Lake Elsinore from roadways and other public spaces. The LUCC Element also has design standards and guidelines that protect local ridgelines through proper siting, grading, building design, and landscape design.

Finally, COSP Goal 12 encourages the City to "maximize the opportunity for recreation of Lake Elsinore and ensure easy public access to the lake". COSP Policy 51 says the City shall "preserve and enhance the natural, **scenic**, and recreational value of Lake Elsinore" [emphasis added].

The City also requires grading plans for any hillside development to include specifications for revegetation and new planting to minimize hillside scarring. Development will also comply with the City's established standard conditions of approval and LUCC design guidelines so that appropriate lighting fixtures and light-shielding devices will be installed to minimize light pollution and glare. Finally, development under the GPU will avoid isolated development in sensitive hillside areas that can create adverse visual impacts.

Summary and Conclusions. These various goals and policies demonstrate the City's commitment to protecting visual resources and scenic vistas. There will be more development in the future but not on hillsides and prominent ridgelines. Development will be focused in flatter areas and below ridges so it will not intrude or obscure prominent views. These goals and policies will help protect views along major roadways like Ortega Highway as well as views along minor roadways such as Lakeshore Drive, Diamond Circle, and Grand Avenue. They will encourage future development that contributes to a high quality of life for its residents, employees, and visitors including the protection of visual resources. The General Plan Update will over time result in somewhat more intensive and higher density uses. However, the General Plan goals and policies outlined above will help reduce potential visual impacts on scenic vistas to protect important views of mountains and the lake as development occurs. Therefore, potential GPU impacts with respect to scenic vistas would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Scenic Resources/Scenic Highways

Impact AES-2 - Would the Project substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?

Analysis of Impacts

The nearest officially designated state scenic highway, State Route 91 (SR-91), is located more than 14 miles northwest of the City of Lake Elsinore in the City in Corona and would not be visible to motorists within the Planning Area. However, both the I-15 Freeway and SR-74 Ortega Highway are considered eligible for the state scenic highway designation. While scenic vistas form a complete viewshed, scenic resources are occurrences of aesthetically pleasing features. Examples of natural scenic resources include rock outcroppings, trees, prominent ridgelines, slopes and hilltops. Scenic resources can also be human-made, such as architecturally distinctive or historic buildings, historic points of interest, or historic roadways or highways. As previously described, the lake and surrounding mountains form the most significant scenic resources in the Planning Area which are visible from both the I-15 Freeway and SR-74 Ortega Highway. It should be noted that implementation of the Western Riverside Multiple Species Habitat Conservation Plan (MSHCP) will also protect valuable open space land that currently exists within the City and SOI.

General Plan Analysis

There are two state eligible scenic highways in the Planning Area (I-15 and SR-74) but there are no officially designated scenic highways within or proximate to the City. In general the General Plan works to protect views along both major and minor visual corridors in the City such as the I-15 and Ortega Highway. In the Conservation, Open Space and Parks (COSP) Element, Goal 1 under Natural Resources states the City will “conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species.” To support this goal, Policy COSP-1 requires the City to “preserve open space areas with a diversity of habitats and plants native to Lake Elsinore while balancing the community’s recreational, scientific, economic, educational, and **scenic needs**.” [emphasis added].

Summary and Conclusions. Although the General Plan Update will over time result in somewhat more intensive and higher density uses, no state scenic highways occur within or in close proximity to the Planning Area so there will be no impacts in that regard. Moreover, impacts to scenic resources would not occur because the GPU would not allow for development in the Santa Ana Mountains and Temescal Mountains that is not already allowed and because the GPU would not allow for development within the historic downtown area that is inconsistent with state and local regulations covering architecturally distinctive/historic buildings or historic points of interest. Therefore, implementation and development of the General Plan Update would not substantially damage scenic resources, including trees, rock outcroppings, and historic buildings within a state scenic highway, and potential impacts would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Existing Visual Character

Impact AES-3 - Would the Project substantially degrade the existing visual character or quality of the site and its surroundings?

Analysis of Impacts

Much of the City is relatively suburban or rural and enjoys views of the lake and/or surrounding mountains. Buildout of the General Plan Update is anticipated to occur over a period of approximately 20 years. Temporary impacts to the visual character and quality of the area could occur during construction activities, although they would be limited and temporary in nature. Typical construction activities would include site preparation, grading, installation of public and private utilities, building construction, application of architectural coatings, paving of surface parking areas, public improvements, and installation of landscaping, and roadway improvements. Construction equipment including, but not limited to, backhoes, excavators, graders, rubber-tired dozers, crushing machines for concrete and asphalt, and hauling trucks and materials may be present during construction activities.

During future construction activities, project sites within the Planning Area would undergo temporary transformations in visual character. For example, at the onset of construction, structures and asphalt parking lots would be demolished and sites would be graded. During future construction, vacant graded sites would be a temporary visual experience to receptors as the pouring of building foundations and framing of buildings during vertical construction would reintroduce permanent vertical forms to project sites. This characterization would also be temporary until building construction, paving and site landscaping is completed. Visual changes to project sites within the Planning Area would be experienced temporarily and project sites would progressively transition from active construction zones to finished development. Due to the temporary nature of construction, the visual changes anticipated during construction of future projects within the Planning Area would not be permanent and would not substantially degrade its visual character or the visual character of surrounding areas. Therefore, construction impacts on visual character would be less than significant.

General Plan Analysis

In the Conservation, Open Space and Parks (COSP) Element, Goal 1 states the City will “conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species.” To support this goal, Policy COSP-1 requires the City to “preserve open space areas with a diversity of habitats and plants native to Lake Elsinore while balancing the

community's recreational, scientific, economic, educational, and **scenic needs**." [emphasis added].

COSP Goal 7 is to "protect and enhance Lake Elsinore's surrounding natural environment and its distinctive beauty." In support of this goal, COSP Policy 27 requires new development to "minimize significant landform alterations that degrade the Santa Ana Mountains' and Temescal Mountains' visual character" while COS Policy 28 requires development to "preserve public views of the lake". To implement this goal and policy the City's development review process requires: (a) development design and construction to be lower than ridgelines; (b) development design to provide public views of local ridgelines and Lake Elsinore; (c) dedication of open space land in hillside development proposals to preserve and enhance view opportunities from transportation corridors and surrounding development; and (d) new development and redevelopment to incorporate views of Lake Elsinore from roadways and other public spaces. The LUCC Element contains design standards and guidelines that will protect local ridgelines through proper siting, grading, building design, and landscape design.

COSP Goal 12 encourages the City to "maximize the opportunity for recreation of Lake Elsinore and ensure easy public access to the lake". COSP Policy 51 says the City shall "preserve and enhance the natural, **scenic**, and recreational value of Lake Elsinore" [emphasis added].

The City also requires grading plans for any hillside development to include specifications for revegetation and new planting to minimize hillside scarring. Development will also provide appropriate lighting fixtures and light-shielding equipment as needed to minimize light pollution and glare. Finally, development will avoid isolated development in sensitive hillside areas that can create adverse visual impacts.

Summary and Conclusions. These various goals and policies demonstrate the City's commitment to protecting the visual character of the Planning Area. There will be more development in the future but not on hillsides and prominent ridgelines. Development will be focused in flatter areas and below ridges so it will not intrude or obscure prominent views. The General Plan Update will over time result in somewhat more intensive and higher density uses. However, the General Plan goals and policies outlined above will help protect the visual character of the Planning Area as development occurs. Therefore, potential GPU impacts with respect to visual character would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Light and Glare

Impact AES-4 - Would the Project create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?

Analysis of Impacts

Existing lighting within the Planning Area is typical for urbanized and developing areas during nighttime hours and includes streetlights, traffic signals, security lighting around businesses and homes, auto headlights and illuminated business signs. New uses and developments may result in an increase in the number of lighting sources currently within the Planning Area; however, given the existing level of development, such increases are expected to be minimal in nature.

According to the Land Use and Community Character Element, the term pedestrian amenities includes lighting as do references to new buildings, rehabilitation of existing buildings, and street improvements throughout the General Plan Elements. Therefore, discussion of pedestrian amenities as part of new development improvements also refers to the addition of light and glare as part of the architectural treatment of new buildings.

In addition to the General Plan, CMC Title 17 is the City's zoning code that establishes city-wide setbacks, parking and sign standards, building height limits, lighting, and building densities for each allowed zoning district some of which affect public and private views (e.g., setbacks from other buildings). Additionally, there are a number of specific plans in the City that provide separate design and planning standards including lighting for development within their boundaries.

Finally, the City's development review process will assure that appropriate lighting fixtures and light-shielding equipment is installed as needed on new development to minimize light pollution and glare.

New development under the GPU will increase overall development within the City and the SOI which will incrementally increase lighting levels and reduce nighttime dark sky conditions as growth occurs.

General Plan Analysis

Implementation of the proposed GPU is not anticipated to result in the introduction of new sources of substantial light and glare to the Planning Area that would affect existing day time views. In the Conservation, Open Space and Parks (COSP) Element, Goal 1 states the City will "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species." To support this goal, Policy COSP-1 requires the City to "preserve open space areas with a diversity of habitats and plants native to Lake Elsinore while balancing the community's recreational, scientific, economic, educational, and **scenic needs**." [emphasis added]. The following implementation programs (PRO) also addresses lighting impacts:

PRO-COSP-4: Require new infrastructure (bridges, culverts, fences) to incorporate wildlife-friendly features, and limit artificial lighting in and shining on open space and natural corridors.

PRO-COSP-27: Develop standards and guidelines:

- Protect local ridgelines through proper siting, grading, building design, and landscape design;

- Lighting and light-shielding standards to minimize light pollution and glare; and
- Architecture and landscape design, appropriate themes and design features, signage, outdoor furniture, bus shelters, gateway enhancements, and other distinctive improvements.

In addition, the City's development review process provides appropriate lighting and light-shielding standards to minimize light pollution and glare based on the requirements of the LEMC.

Summary and Conclusions. While future development project components would include windows and other glass features and may include exterior metallic elements and trims (i.e., exterior staircases associated with parking structures, shade structures for retail developments, residential balcony railings, etc.), these elements would be relatively minor in the context of the Planning Area and would be similar to existing architectural elements present in the surrounding areas that have already been developed. Further, future projects within the Planning Area would be subject to the lighting and glare restrictions of the City Municipal Code Title 17, Zoning (Site Design Guidelines for each allowed zone). With the continued implementation of these requirements potential impacts with respect to light and glare would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact AES-5 - Would the Project cause substantial adverse cumulative impacts with respect to aesthetics?

Analysis of Impacts

A cumulative impact to scenic vistas would occur if cumulative projects within the Planning Area, combined with cumulative projects in the surrounding area, resulted in the substantial degradation of quality of a scenic vista or obstruction of particularly scenic views available from a recognized scenic vista. Project specific impacts with respect to scenic vistas were determined to be less than significant. Buildout of the General Plan would occur over a period of 20 years and would occur at locations throughout the Planning Area. The Planning Area is a mixture of urban and rural land uses with large areas of vacant land and open spaces. As development occurs under the GPU, incremental land use changes would modify views depending on the location of the development and surrounding views. The City has a history of protecting scenic views of the lake and mountains so implementation of the proposed GPU would not be expected to result in cumulative impacts to scenic vistas. Potential cumulative visual impacts would be less than significant with implementation of the various General Plan goals and policies described in Impacts AES-1 through AES-4, along with compliance during the City's development review process.

Since the Planning Area is visible from two eligible state scenic highways, development within the Planning Area could result in impacts to scenic resources within a state scenic highway. However, implementation of the various General Plan goals and policies described in Impacts AES-1 through AES-4, along with the City's development review process, would reduce potential impacts to less than significant levels. Therefore, the proposed GPU would not contribute to a potential cumulative significant impact to a scenic highway and cumulative impacts would be less than significant.

Construction and operation of future projects within the Planning Area was determined to result in less than significant impacts to the existing visual character and quality of the Planning Area and surrounding area (e.g., views of the lake and/or surrounding mountains). Future projects considered in the cumulative scenario would generally be subject to the City's underlying zoning standards that include regulations pertaining to permitted uses, minimum lot dimensions, and maximum building height. The proposed GPU includes standards and design guidelines for future private development. Future projects within the Planning Area would be located on available vacant land or redevelopment of existing uses under the goals and policies of the GPU. These goals and policies will help protect the existing visual character of project sites and their surroundings so they would not be substantially degraded. As such, the proposed GPU would not result in cumulative significant impacts that would degrade the existing visual character or quality of the area and its surroundings. Potential cumulative impacts would be less than significant.

Project-related impacts with respect to light and glare were determined to be less than significant. Lighting and building materials associated with cumulative development would be subject to review and approval by the City Planning Department. If detailed information regarding proposed lighting and building materials are not known during preparation of necessary environmental documentation for cumulative projects, then the adoption of applicant-proposed measures or mitigation measures would likely be required by the City to ensure that lighting and glare impacts are less than significant. Therefore, cumulative impacts would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.1.5 REFERENCES

Caltrans 2025. California State Scenic Highways Program. California State Department of Transportation (Caltrans) Website [accessed November 2025] https://dot.ca.gov/programs/design/lap-landscape-architecture-and-community-livability/lap-liv-i-scenic-highways

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019). City of Lake Elsinore. December 2011.

COR 2017. Figure 9, Scenic Highways. Elsinore Area Plan. County of Riverside. 2017. https://planning.rctlma.org/sites/g/files/aldnop416/files/migrated/Portals-14-genplan-general-Plan-2017-areaplans-ELAP-041117.pdf

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

4.2 AGRICULTURE AND FORESTRY RESOURCES

This EIR section addresses impacts to agriculture and forestry resources that could result from implementation of the City General Plan Update (GPU). Issues of interest are identified by the CEQA Guidelines such as whether the GPU will convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance to non-agricultural use; conflict with existing zoning for agricultural use or a Williamson Act contract; conflict with existing zoning for or rezoning of forest land or timberland; result in the loss of forest land or conversion of forest land to non-forest use or involve other changes in the existing environment could result in conversion of farmland or forest land to non-agricultural or non-forest use.

4.2.1 ENVIRONMENTAL SETTING

Important Farmland

The California Department of Conservation (DOC) maps all lands in the State that are considered Prime Farmlands, Farmlands of Statewide Importance, Unique Farmlands, Farmlands of Local Importance or Grazing Lands. However, only Prime Farmlands, Farmlands of Statewide Importance, and Unique Farmlands are considered “Important Farmland.” According to the California Department of Conservation’s (DOC’s) Important Farmland Finder, the Planning Area is designated as a mixture of non-prime categories including Urban and Built Up Land, Vacant or Disturbed Land, Water Area, Grazing Land, Other Land, and Farmland of Local Importance. The DOC website shows there are no Important Farmlands mapped within the Planning Area (DOC 2025a).

Agricultural Uses and Zoning

At present approximately 9,206 acres or 23% of the Planning Area’s land uses (total 40,024.3 acres) are identified as “agriculture and natural resource extraction” although most of the land in this category is in mineral extraction rather than in agriculture. Agricultural uses include typical activities, such as the raising of livestock and crop production. City records indicate that there are no major agricultural operations at present in Lake Elsinore. The City’s Municipal Code, Title 17, Zoning, does not contain any specific agricultural zones, and agriculture uses are only allowed in the R-M-R (Rural Mountainous Residential District) and R (Recreational District)(CMC 2025).

Agriculture was a primary economic activity in the City from the late 1800’s through the later part of the 1900’s but has been declining since that time. The Existing Conditions Atlas states that…”Overall, agriculture and rural uses will continue to become less prominent as Lake Elsinore evolves into an urbanized community.” (page LU-8, MIG 2024).

Williamson Act Contracts

According to the California Department of Conservation, Williamson Act reports and statistics, there are no Williamson Act Land Conservation Contract lands in the City, the Sphere of Influence, or surrounding areas (DOC 2025b). The lands in the Planning Area are classified as Non-Enrolled Land or Urban and Built-Up Land.

Forest Resources

Forest land is defined in Public Resources Code Section 12220(g) as “land that can support 10 percent native tree cover of any species, including hardwoods, under natural conditions, and that

allows for management of one or more forest resources, including timber, aesthetics, fish and wildlife, biodiversity, water quality, recreation, and other public benefits". The northeastern portion of the Planning Area, specifically the Cleveland National Forest includes lands that are considered forest land as defined in Public Resources Code Section 12220(g). The CalFire Forestry Map Website indicates the only stands of forestland within the Planning Area are within the Cleveland National Forest which is within the SOI boundary of the City to the south, southwest, west, and northwest. The mapping also shows small areas with forest-related vegetation (mainly red fir trees like the national forest) to the southeast of the lake in the Bundy Canyon area.

The Cleveland National Forest, specifically the Elsinore Place geographical unit, covers the east-facing slopes of the Santa Ana Mountains. Elsinore Place does not have commercial timber industry and timber harvesting is not prominent. It should be noted the Cleveland National Forest is, however, prone to wildfires leading to forest management and restoration by state and federal agencies. Forest resources in the Lake Elsinore area are subject to wildfire prevention and watershed health regulations.

The Lake Elsinore Municipal Code Title 17, Zoning, shows no forest-related zones in the City. There are also isolated areas of the City, in the Temescal Mountains to the northeast and along the Temescal Creek Canyon to the northwest, with tree cover of 10% or more of site coverage even though they are not designated as forestland (CalFire 2025).

4.2.2 REGULATORY FRAMEWORK

State

Farmland Mapping and Monitoring Program

Important farmland maps are compiled by the California Department of Conservation's Farmland Mapping and Monitoring Program (FMMP), pursuant to the provisions of Section 65570 of the California Government Code. These maps and programs utilize data from the USDA Natural Resource Conservation Service (NRCS) soil survey and current land use information to monitor conversion of important farmland to other uses. The majority of the Planning Area has been mapped by the California Department of Conservation and no type of active farming or farmland is designated with the Planning Area.

California Land Conservation Act/Williamson Act Contract Program

The California Land Conservation Act of 1965, also known as the Williamson Act, was adopted in 1965. This voluntary program allows local governments to enter into contracts with private landowners for the purpose of having their property assessed on the basis of its agricultural production rather than at the current market value. The property owner is thus relieved of having to pay higher property taxes, resulting from market value increase caused by the conversion of nearby lands to urban uses as long as the contracted land remains in agricultural or related open space use. The purpose of the Williamson Act is to encourage property owners to continue to farm their land with a tax incentive, and to prevent the premature conversion of farmland into non-agriculture use.

Participation in the Williamson Act requires a site of at least 100 contiguous acres of agricultural land under one or more ownerships. Upon approval of an application by the Board of Supervisors, the agricultural preserve is established, and the land within the preserve is restricted to agricultural and compatible uses for ten (10) years. Williamson Act contracts are automatically renewed

annually for an additional one-year period unless the property owner applies for non-renewal or early cancellation. The Williamson Act also contains provisions for cancellation of contracts. Specific findings regarding the non-viability of the agricultural use must be made, and a substantial penalty for the cancellation is assessed. Participating counties and cities are required to establish their own rules and regulations regarding implementation of the act within their jurisdiction.

California Department of Forestry and Fire Protection (CAL FIRE)

CAL FIRE enforces the laws that regulate logging on privately-owned lands in California. The Forest Practice Act was enacted in 1973 to ensure that logging is done in a manner that will preserve and protect fish, wildlife, forests and streams. The State Board of Forestry and Fire Protection enacts and enforces additional rules to protect these resources. CAL FIRE ensures that private landowners abide by these laws when harvesting trees. Although there are specific exemptions in some cases, compliance with the Forest Practice Act and Board rules apply to all commercial harvesting operations for landowners. A Timber Harvesting Plan (THP) is the environmental review document submitted by landowners to CAL FIRE outlining what timber is proposed to be harvested, how it will be harvested, and the steps that will be taken to prevent damage to the environment.

Local

Lake Elsinore General Plan

The Conservation, Open Space, and Parks (COSP) Element contains a goal and two related policies that address agricultural resources. Since not much land remains in the City devoted to agriculture there are no other General Plan Elements with goals or policies that address agriculture or for that matter forest resources since all the forested land within the Planning Area is under the jurisdiction of the federal government (U.S. Forest Service).

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) contains no agricultural or forest-related resource zones although LEMC Title 17, Zoning, indicates that agriculture activities are allowed in the R-M-R (Rural Mountainous Residential District) and R (Recreational District).

4.2.3 SIGNIFICANCE THRESHOLDS

In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. In determining whether impacts to forest resources, including timberland, are significant environmental effects lead agencies may refer to information compiled by the California Department of Forestry and Fire Protection regarding the State's inventory of forest land including the Forest and Range Assessment Project. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it would:

A. Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use.

B. Conflict with existing zoning for agricultural use, or a Williamson Act contract.

C. Conflict with existing zoning for, or cause rezoning of forest land as defined by Public Resources Code 12220(g). Timberland (as defined by Public Resources Code Section 4526) or timberland zoned Timberland Production as defined by Government Code Section 51104(g).

D. Result in the loss of forest land or conversion of forest land to non-forest use.

E. Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland, to non-agricultural use or conversion of forest land to non-forest use.

F. Cause substantial adverse cumulative impacts with respect to agricultural and forest resources.

4.2.4 IMPACTS AND MITIGATION MEASURES

Important Farmland

Impact AG-1 - Would the Project convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?

Analysis of Impacts

According to the California Department of Conservation (DOC's), the Planning Area does not contain any Important Farmland, although there are still some areas of Locally Important Farmland and Grazing Land within the Planning Area. While the area historically supported agriculture, it has declined in importance over the years as other parts of the City's economy have grown and vacant (formerly agricultural land) has developed for housing or businesses.

General Plan Analysis

Conservation, Open Space, and Parks Element Goal COSP-5 states the City wishes to "conserve agricultural land and soils". Two policies will help the City with this goal. Policy COSP-21 states "discourage the conversion of agricultural land to non-agricultural uses" while Policy COSP-22 says to "Promote restorative agricultural and landscaping techniques that incorporate techniques such as cover crops, mulching, compost application, field borders, alley cropping, conservation crop rotation, prescribed grazing, and reduced tillage to promote healthy soils and soil conservation".

Summary and Conclusions. Due to the slow decline of agricultural activities in the Planning Area over time, there is only one goal and two policies of the proposed GPU that deal with loss or conversion of traditional agriculture.

Based on the historical trends and the proposed GPU, any impacts to important farmland will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Williamson Act Agricultural Contract

Impact AG-2 - Would the Project conflict with existing zoning for agricultural use, or a Williamson Act contract?

Analysis of Impacts

The City's zoning and General Plan Land Use Element indicate that no portion of the Planning Area is specifically designated for commercial or large-scale farming or specific agricultural uses. DOC records also show there are no Williamson Act contracts within the Planning Area. Since the Planning Area does not include any agricultural land uses, and no sites in the Planning Area are under a Williamson Act contract, no impact to an agricultural use or Williamson Act contract would occur.

General Plan Analysis

At present there are no Williamson Act contracts in the Planning Area, and local agriculture is expected to continue its slow decline as part of the local economy. For that reason, the Conservation, Open Space, and Parks (COSP) Element contains only one goal (COSP-5) and its two policies that deal with agriculture and none that deal with Williamson Act contracts.

Summary and Conclusions. There are no Williamson Act contracts in the Planning Area and agriculture is declining within the local economy. Therefore, there are no impacts in this regard.

Level of Significance Before Mitigation

No impact.

Mitigation Measures

None required.

Level of Significance After Mitigation

No impact.

Forestland/Timberland

Impact AG-3 - Would the Project conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code section 12220(g)), timberland (as defined by Public Resources Code section 4526), or timberland zoned Timberland Production (as defined by Government Code section 51104(g))?

Analysis of Impacts

The only significant active forestland within the Planning Area is within the Cleveland National Forest to the south, southwest, west, and northwest of the City. The proposed General Plan Update would not allow for any development in the Cleveland National Forest so no physical changes to established forestland would result from implementation of the GPU (i.e., City has no jurisdiction over the U.S. Forest Service). The national forest is managed as active forestland for biological habitat as well as an important recreation resource for the region and is specifically designated and managed by the federal government as timberland. Since this land is under federal control, there are no goals or policies of the proposed GPU that deal with zoning for timber or forest land. Therefore, the proposed GPU would not conflict with existing zoning for forest land, timberland, or Timberland Production areas, or result in the loss or conversion of forest lands to non-forest uses, as none exist within the City of SOI other than national forest land.

General Plan Analysis

The only significant active forestland within the Planning Area is within the Cleveland National Forest and outside of the jurisdiction of the City of Lake Elsinore. Therefore, there are no goals or policies of the proposed GPU that deal with zoning or rezoning of forestland. The GPU contains only one goal and policy of the GPU that indirectly deal with “forest-related resources” Goal 2 of the Conservation, Open Space, and Parks (COSP) Element states that the City will “protect soil resources from poor management practices and pollution”. In support of this goal, Policy COSP-40 states the City will “create urban forest along street corridors, in parks, and on City-owned properties to provide soil stabilization and erosion reduction as well as reduce flood hazards”.

Summary and Conclusions. There are no goals or policies in the GPU that directly deal with forest land because none exists within the City’s jurisdiction, so there is no impact in this regard.

Level of Significance Before Mitigation

No impact.

Mitigation Measures

None required.

Level of Significance After Mitigation

No impact.

Loss of Forestland

Impact AG-4 - Would the Project result in the loss of forest land or conversion of forest land to non-forest use?

Analysis of Impacts

The Cleveland National Forest to the southwest, west, and northwest of the City are considered forest land as defined in Public Resources Code Section 12220(g) in terms of tree cover. However, the General Plan Update would not include any physical changes to or development of lands within the national forest. Therefore, no conversion of forest land to non-forest use would occur under the GPU. As a result, there are no goals or policies of the proposed GPU that deal with loss or conversion of forest land.

General Plan Analysis

There would be no conversion of forest land to non-forest use under the jurisdiction of the City within the Planning Area so there are no GPU goals or policies of the proposed GPU that deal directly with loss or conversion of forest land (see Impact AG-1 for indirect impacts related to urban forestry in relation to agricultural resources).

Summary and Conclusions. There would be no loss of designated forestland and no goals or policies that deal with that issue, so there will be no impact in this regard.

Level of Significance Before Mitigation

No impact.

Mitigation Measures

None required.

Level of Significance After Mitigation

No impact.

Conversion of Farmland/Forestland

Impact AG-5 - Would the Project involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland to non-agricultural use or conversion of forest land to non-forest use?

Analysis of Impacts

Please refer to analyses under Impact AG-1 through AG-4 above. There are no traditional largescale or commercial agricultural uses in the Planning Area, and there are no parcels within the Planning Area zoned specifically for agricultural use. While the Cleveland National Forest is considered forest land as defined in Public Resources Code Section 12220(g) in terms of tree cover, the proposed GPU would not include any physical changes to the national forest, would not allow for any development in the national forest, and would not change any existing zoning of agricultural or forest-zoned land.

General Plan Analysis

Conservation, Open Space, and Parks Element Goal COSP-5 states the City wishes to "conserve agricultural land and soils". Two policies will help the City with this goal. Policy COSP-21 "discourages the conversion of agricultural land to nonagricultural uses." Finally, Policy COSP-22 says to "promote restorative agricultural and landscaping techniques that incorporate techniques such as cover crops, mulching, compost application, field borders, alley cropping, conservation crop rotation, prescribed grazing, and reduced tillage to promote healthy soils and soil conservation." The GPU would not result in conversion of forest land to non-forest use. As a result, there are no goals or policies of the proposed GPU that deal with loss forest land.

Summary and Conclusions. There would be no loss of agricultural or forest land under the GPU so there is no impact in this regard.

Level of Significance Before Mitigation

No impact.

Mitigation Measures

None required.

Level of Significance After Mitigation

No Impact.

Cumulative Impacts

Impact AG-6 - Would the Project cause substantial adverse cumulative impacts with respect to Agriculture and Forestry Resources?

Analysis of Impacts

As described in Impacts AG-1 through AG-5 above, the proposed General Plan Update would not result in impacts related to agricultural resources, Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, Williamson Act contracts, forest lands, timberland, or Timberland Production areas. Because the General Plan Update would not impact agricultural uses, Farmland, Williamson Act contracts, forest lands, timberland, or timberland production areas, the proposed GPU would not contribute to a cumulative significant impact related to agriculture and forestry resources.

General Plan Analysis

The GPU would not result in conversion of Important Farmland to nonagricultural use or conversion of forest land to non-forest use so it would make no significant regional contributions relative to impacts on these resources. As a result, the COSP Element only contains one goal and two policies that deal with loss or conversion of agriculture and none that address the loss of forest land.

Summary and Conclusions. There could be continued incremental loss of agricultural land or uses within the Planning Area under the GPU but no loss of forest land under the GPU that would be under the jurisdiction of the City within the Planning Area. Therefore, the GPU would make no

substantial contributions to cumulative regional impacts regarding the loss of agricultural or forest resources.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.
Level of Significance After Mitigation

Less than significant.

4.2.5 REFERENCES

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MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

4.3 AIR QUALITY

This EIR section provides information on the Project's environmental and regulatory air quality setting and evaluates the potential amount of emissions of regulated air pollutants that could be generated by the construction and operation of the Project. This EIR section is consistent with the guidance and recommendations contained in the South Coast Air Quality Management District's (SCAQMD) California Environmental Quality Act (CEQA) Air Quality Handbook, as amended and supplemented. Information on existing air quality conditions, federal and state ambient air quality standards, and pollutants of concern was obtained from the U.S. Environmental Protection Agency (U.S. EPA), California Air Resources Board (CARB), and SCAQMD. The analysis and conclusions in this EIR section are supported by a full Air Quality Report - the Lake Elsinore General Plan Update Air Quality Report (MIG 2025) - which can be found in Appendix E of this EIR.

4.3.1 ENVIRONMENTAL SETTING

Air quality is a function of pollutant emissions and topographic and meteorological influences. The physical features and atmospheric conditions of a landscape interact to affect the movement and dispersion of pollutants and determine its air quality.

South Coast Air Basin

The U.S. EPA and CARB are the federal and state agencies charged with maintaining air quality in the nation and the state, respectively. The U.S. EPA delegates much of its authority over air quality to CARB. CARB has geographically divided the state into 15 air basins for the purposes of managing air quality on a regional basis. An air basin is a CARB-designated management unit with similar meteorological and geographic conditions. The Project is located in the County of Riverside, within the South Coast Air Basin (Basin). The Basin includes Orange County, and portions of Los Angeles County, San Bernardino County, and Riverside County.

Air quality in the Basin is managed by the SCAQMD. Pursuant to the California Clean Air Act, the SCAQMD is responsible for bringing air quality within the basin into conformity with federal and State air quality standards by reducing existing emission levels and ensuring that future emission levels meet applicable air quality standards. SCAQMD works with federal, State, and local agencies to reduce pollutant emissions through adoption and implementation of rules and regulations. Please refer to Section 3.1 of Appendix E, the technical air quality report, for additional information on the Basin, its climate and meteorology, and local air quality conditions.

Regulated Air Pollutants

The U.S. EPA has established National Ambient Air Quality Standards (NAAQS) for six common air pollutants: ozone (O_3), particulate matter (PM), which consists of "inhalable coarse" PM (particles with an aerodynamic diameter between 2.5 and 10 microns in diameter, or PM_{10}) and "fine" PM (particles with an aerodynamic diameter smaller than 2.5 microns, or $PM_{2.5}$), carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), and lead. The U.S. EPA refers to these six common pollutants as "criteria" pollutants because the agency regulates the pollutants on the basis of human health and/or environmentally-based criteria. CARB has established California Ambient Air Quality Standards (CAAQS) for the six common air pollutants regulated by the federal Clean Air Act (the CAAQS are more stringent than the NAAQS), plus the following

additional air pollutants: hydrogen sulfide (H_2S), sulfates (SO_X), vinyl chloride, and visibility reducing particles. Please refer to Section 3.1.1 of Appendix E for a description of the regulated air pollutants associated with the Project.

Ambient Air Quality Standards

The U.S. EPA, CARB, and the SCAQMD assess the air quality of an area by measuring and monitoring the amount of pollutants in the ambient air and comparing pollutant levels against NAAQS and CAAQS. Based on these comparisons, regions are classified into one of the following categories:

- **Attainment.** A region is "in attainment" if monitoring shows ambient concentrations of a specific pollutant are less than or equal to NAAQS or CAAQS. In addition, an area that has been re-designated from nonattainment to attainment is classified as a "maintenance area" for 10 years to ensure that the air quality improvements are sustained.
- **Nonattainment.** If the NAAQS or CAAQS are exceeded for a pollutant, the region is designated as nonattainment for that pollutant. It is important to note that some NAAQS and CAAQS require multiple exceedances of the standard in order for a region to be classified as nonattainment. Federal and state laws require nonattainment areas to develop strategies, plans, and control measures to reduce pollutant concentrations to levels that meet, or attain, standards.
- **Unclassified.** An area is unclassified if the ambient air monitoring data are incomplete and do not support a designation of attainment or nonattainment.

Table 4.3-1 lists the NAAQS and CAAQS and summarizes the Basin's attainment status.

Table 4.3-1
Ambient Air Quality Standards and Basin Attainment Status

Pollutant	Averaging Time[B]	California Standards[A]		National Standards[A]	
		Standard[C]	Attainment Status[D]	Standard[C]	Attainment Status[D]
Ozone	1-Hour (1979)	--	--	240 µg/m^3	Nonattainment
	1-Hour (Current)	180 µg/m^3	Nonattainment	--	--
	8-Hour (1997)	--	--	160 µg/m^3	Nonattainment
	8-Hour (2008)	--	--	147 µg/m^3	Nonattainment
	8-Hour (Current)	137 µg/m^3	Nonattainment	137 µg/m^3	Pending
PM_{10}	24-Hour	50 µg/m^3	Nonattainment	150 µg/m^3	Attainment
	Annual Average	20 µg/m^3	Nonattainment	--	--
$PM_{2.5}$	24-Hour	--	--	35 µg/m^3	Nonattainment
	Annual Average (1997)	--	--	15 µg/m^3	Nonattainment

Pollutant	Averaging Time[B]	California Standards[A]		National Standards[A]	
		Standard[C]	Attainment Status[D]	Standard[C]	Attainment Status[D]
	Annual Average (Current)	12 µg/m^3	Nonattainment	9 µg/m^3 [D]	Nonattainment
Carbon Monoxide	1-Hour	23,000 µg/m^3	Attainment	40,000 µg/m^3	Attainment
	8-Hour	10,000 µg/m^3	Attainment	10,000 µg/m^3	Attainment
Nitrogen Dioxide	1-Hour	339 µg/m^3	Attainment	188 µg/m^3	Unclassifiable/ Attainment
	Annual Average	57 µg/m^3	Attainment	100 µg/m^3	Attainment
Sulfur Dioxide	1-Hour	655 µg/m^3	Attainment	196 µg/m^3	Attainment
	24-Hour	105 µg/m^3	Attainment	367 µg/m^3	Unclassifiable/ Attainment
	Annual Average	--	--	79 µg/m^3	Unclassifiable/ Attainment
Lead	3-Months Rolling	--	--	0.15 µg/m^3	Nonattainment (Partial)
Hydrogen Sulfide	1-Hour	42 µg/m^3	Attainment	--	
Sulfates	24-Hour	25 µg/m^3	Attainment	--	
Vinyl Chloride	24-Hour	26 µg/m^3	Attainment	--	

Source: SCAQMD 2018, CARB 2025

(A) This table summarizes the CAAQS and NAAQS and the Basin's attainments status. This table does not prevent comprehensive information regarding the CAAQS and NAAQS. Each CAAQS and NAAQS has its own averaging time, standard unit of measurement, measurement method, and statistical test for determining if a specific standard has been exceeded. Standards are not presented for visibility reducing particles, which are not concentration-based. The Basin is unclassified for visibility reducing particles.

(B) Ambient air standards have changed over time. This table presents information on the standards previously used by the U.S. EPA for which the Basin does not meet attainment.

(C) All standards are shown in terms of micrograms per cubic meter (µg/m^3) rounded to the nearest whole number for comparison purposes (with the exception of lead, which has a standard less than 1 µg/m^3). The actual CAAQS and NAAQS standards specify units for each pollutant measurement.

(D) On February 7, 2024, the U.S. EPA lowered the primary annual average health-based standard for PM2.5 from 12 µg/m3 to 9 µg/m3. The U.S. EPA generally makes initial attainment/nonattainment designations within 2 years of the issuance of a new standard.

Toxic Air Contaminants

In addition to criteria air pollutants, the U.S. EPA and CARB have classified certain pollutants as hazardous air pollutants (HAPs) or toxic air contaminants (TACs), respectively. These pollutants can cause severe health effects at very low concentrations, and many are suspected or confirmed carcinogens. Please refer to Section 3.1.1 of Appendix E for a description of the TACs associated with the Project and its vicinity.

Local Air Quality Conditions

The SCAQMD monitors air quality within the Basin. Existing levels of ambient air quality and historical trends within the Planning Area are best documented by measurements taken by the SCAQMD. The Planning Area is located in SCAQMD Source Receptor Area (SRA) 25 (Elsinore Valley), and the closest air quality monitoring station is the Lake Elsinore Monitoring Station, located at 506 West Flint Street Lake Elsinore, CA 92530. Please refer to Section 3.1.3 of Appendix E for air quality data for O_3, NO_2, CO, SO_2, PM_{10}, and $PM_{2.5}$ from the Lake Elsinore monitoring station for SRA 25.

Sensitive Receptors

Some people are more affected by air pollution than others. Sensitive air quality receptors include specific subsets of the general population that are susceptible to poor air quality and the potential adverse health effects associated with poor air quality. Both CARB and the SCAQMD consider residences, schools, parks and playgrounds, childcare centers, athletic facilities, long-term health care facilities, rehabilitation centers, convalescent centers, and retirement homes to be sensitive air quality land uses and receptors (SCAQMD, 2017a; CARB, 2005). The potentially serious detrimental effects caused by even the most common pollutants are of widespread concern. O_3, PM, CO and other pollutants pose a very real threat to health and property in the Basin. In general, the sensitive air quality receptors within the Planning Area include, but are not limited to:

- Existing low- and medium-density residential receptors within the Planning Area;
- Existing elementary and intermediate schools, and educational or institutional facilities; and
- Existing parks and recreational facilities, including, but not limited to, Lakepoint Park, Elm Grove Beach, and Alberhill Ranch Community Park.

In addition to existing sensitive receptors in and near the Planning Area, the implementation of the Project would result in new, sensitive residential receptors within the Planning Area.

Existing Health Risks and Disadvantaged Communities

Sensitive air quality receptors are usually most affected by local sources of air pollution. The I-15 Freeway passes through the northwestern and southeastern portions of the Planning Area, and Highway 74 passes through the northeastern and southwestern portions of the Planning Area. These transportation corridors cause mobile source emissions from trucks that emit diesel particulate matter (DPM) causing localized areas of DPM concentrations.

There are also two major stationary emission sources located in the City. Under the State's Air Toxics Hot Spots Information and Assessment Act (AB2588) the SCAQMD is required to prepare an annual report of activities related to facilities that emit TACs. According to the SCAQMD's December 2025 Annual Report on AB 2588 Air Toxics Hot Spots Program, there was one facility within the Planning Area that was required to report its emissions to the SCAQMD under AB 2588 (SCAQMD, 2024). This facility is the Pacific Clay Products (SCAQMD ID 17953) located on Bernard Street south of Temescal Canyon Road in the northwest portion of the Planning Area. Pacific Clay Products has a cancer risk value of 6.3 excess cancer chances per million and non-cancer acute and chronic hazard indices of 0.16 and 0.71, respectively. CARB also indicates through its Facility Search Tool that there is another facility within the Planning Area that reports emissions pursuant to AB 2588 (CARB, 2021). This facility is the Costco Gasoline #746 (SCAQMD ID 143897) and is located along Central Avenue.

According to the SCAQMD's MATES V Carcinogenic Risk Map, the Planning Area has an estimated cancer risk ranging between 276 and 299 per million (SCAQMD, 2021a).[1] These estimates are based upon regional modeling efforts that largely do not account for site specific emission rates and dispersion characteristics that typically result in refined and substantially lower health risk estimates.

Using CalEnviroScreen, a mapping tool that uses environmental, health, and socioeconomic information to help identify California communities that are most affected by many sources of pollution, and where people are often especially vulnerable to pollution's effects, Lake Elsinore was determined to have two census tracts, which are described below, that are considered disadvantaged communities under SB 535.[2]

- Census Tract 6065043006 is located in the central portion of the Planning Area and has a CalEnviroScreen 4.0 percentile of 83;
- Census Tract 6065043001 is located in the central portion of the Planning Area and has a CalEnviroScreen 4.0 percentile of 75;

The majority of the Planning Area is not considered a disadvantaged community. Please refer to Section 3.2.2.2 of Appendix E for more information about the CalEnviroScreen tool, Disadvantaged Community designations, SB535, and more detailed CalEnviroScreen data for census tracts in the Planning Area.

4.3.2 REGULATORY FRAMEWORK

Federal

Federal Clean Air Act. The Federal Clean Air Act (CAA) defines the U.S. EPA's responsibilities for protecting and improving the United States air quality and ozone layer. Key components of the CAA include reducing ambient concentrations of air pollutants that cause health and aesthetic problems, reducing emission of toxic air pollutants, and stopping production and use of chemicals that destroy the ozone.

Federal clean air laws require areas with unhealthy levels of O_3, PM, CO, NO_2, and SO_2 to develop State Implementation Plans (SIPs), comprehensive documents that identify how an area will attain NAAQS. Deadlines for attainment were established in the 1990 amendments to the CAA based on the severity of an area's air pollution problem. Failure to meet air quality deadlines can result in sanctions against the State or the EPA taking over enforcement of the CAA in the affected area. SIPs are a compilation of new and previously submitted plans, programs, district rules, and State and Federal regulations. The SCAQMD implements the required provisions of an applicable SIP through its Air Quality Management Plan (AQMP). Currently, SCAQMD implements the 2012 Lead SIP for the Los Angeles County portion of Basin through the 2012 AQMP, and the 8-hr Ozone, 1-hr Ozone, 24-hr $PM_{2.5}$, and annual $PM_{2.5}$ SIPs through the 2016 AQMP. The 2022

[1] The potential cancer risk for a given substance is expressed as the incremental number of potential cancer cases that could be developed per million people, assuming that the population is exposed to the substance at a constant annual average concentration over a presumed 70-year lifetime. These risks are usually presented in chances per million. For example, if the cancer risks were estimated to be 100 per million, the probability of an individual developing cancer due to a lifetime of exposure would be 100 in a million, or one in ten thousand. In other words, this predicts an additional 100 cases of cancer in a population of a million people over a 70-year lifetime (SCAQMD, 2021b).

[2] SB 535 was a bill passed in 2012 that established funding requirements for disadvantaged communities, and that required CalEPA to identify disadvantages communities. CalEPA has designated disadvantaged communities mainly based on CalEnviroScreen scores.

AQMP addresses the 2015 8-hour Ozone NAAQS and will be submitted to the EPA as part of California's SIP.

Safe Affordable Fuel-Efficient Rule. On September 27, 2019, the U.S. EPA and the National Highway Traffic Safety Administration (NHTSA) published the SAFE Vehicles Rule Part One: One National Program (84 Fed. Reg. 51,310 (Sept. 27, 2019)). The Part One Rule revoked California's authority to set its own greenhouse gas emissions standards and set zero emission vehicle mandates in California. As a result of the loss of the zero emission vehicles (ZEV) sales requirements in California, there may be fewer ZEVs sold and thus additional gasoline-fueled vehicles sold in future years.[i]

In April 2020, the U.S. EPA and NHTSA issued the SAFE Vehicles Rule for Model Years 2021-2026 Passenger Cars and Light Trucks (Final SAFE Rule) that relaxed federal greenhouse gas emissions and fuel economy standards. The Final SAFE Rule relaxed federal greenhouse gas emissions and Corporate Average Fuel Economy (CAFE) standards to increase in stringency at approximately 1.5 percent per year from model year (MY) 2020 levels over MYs 2021–2026. The previously established emission standards and related "augural" fuel economy standards would have achieved approximately 4 percent per year improvements through MY 2025. The Final SAFE Rule affects both upstream (production and delivery) and downstream (tailpipe exhaust) CO_2 emissions and has been challenged by 23 states.[ii] NHTSA repealed and the U.S. EPA rescinded the SAFE Rule Part One in December 2021 and March 2022, respectively, restoring California's authority to implement its GHG standards and ZEV mandates.[iii, iv]

State

California Clean Air Act. The California CAA of 1988 was enacted to develop plans and strategies for attaining the CAAQS. CARB, which is part of the California Environmental Protection Agency (Cal-EPA), develops statewide air quality regulations, including industry-specific limits on criteria, toxic, and nuisance pollutants. The California CAA is more stringent than Federal law in a number of ways including revised standards for PM_{10} and O_3 and state-specific standards for visibility reducing particles, Sulphur Oxides (Sox), H_2S, and vinyl chloride.

In-Use Off-Road Diesel Equipment Program. CARB's In-Use Off-Road Diesel Equipment regulation is intended to reduce emissions of Nitrogen Oxides ($NO_{x)}$ and PM from off-road diesel vehicles, including construction equipment operating within California. The regulation imposes limits on idling; requires reporting equipment and engine information and labeling all vehicles reported; restricts adding older vehicles to fleets; and requires fleets to reduce their emissions by retiring, replacing, or repowering older engines or installing exhaust retrofits for PM. The requirements and compliance dates of the off-road regulation vary by fleet size, and large fleets (fleets with more than 5,000 horsepower) must meet average targets or comply with Best Available Control Technology (BACT) requirements beginning in 2014. CARB has off-road anti-idling regulations affecting self-propelled diesel-fueled vehicles of 25 horsepower and up. The off-road anti-idling regulations limit idling on applicable equipment to no more than five minutes, unless exempted due to safety, operation, or maintenance requirements. In 2022, CARB approved amendments requiring the use of renewable diesel fuel starting January 1, 2024. Fleets comprised of Tier 4 Final equipment or zero-emission equipment are exempt from this requirement.

On-Road Heavy-Duty Vehicle (In-Use) Regulation. CARB's In-Use Heavy-Duty Diesel-Fueled regulation (also known as the Truck and Bus Regulation) is intended to reduce emissions of NO_x, PM, and other criteria pollutants generated from existing on-road diesel vehicles operating in California. The regulation applies to nearly all diesel-fueled trucks and buses with a gross vehicle weight rating (GVWR) greater than 14,000 pounds that are privately or federally owned, and for

privately and publicly owned school buses. Heavier trucks and buses with a GVWR greater than 26,000 pounds must comply with a schedule by engine model year or owners can report to show compliance with more flexible options. Fleets complying with the heavier trucks and buses schedule must install the best available PM filter on 1996 model year and newer engines and replace the vehicle 8 years later. Trucks with 1995 model year and older engines had to be replaced starting in 2015. Replacements with a 2010 model year or newer engine meet the final requirements, but owners can also replace the equipment with used trucks that have a future compliance date (as specified in regulation). By 2023, all trucks and buses must have at least 2010 model year engines, with few exceptions. In 2022, CARB approved amendments requiring the use of renewable diesel fuel starting January 1, 2024. Fleets comprised of Tier 4 Final equipment or zero emission equipment are exempt from this requirement. CARB indicates implementing the use of renewable diesel in Tier 4 Interim and older engines would result in a 10 percent reduction of NO_X emissions and a 30 percent reduction of PM emissions.[v]

CARB Stationary Diesel Engines – Emissions Reductions. In 1998, CARB identified DPM as a TAC. To reduce public exposure to DPM, in 2000, the Board approved the Risk Reduction Plan to Reduce Particulate Matter Emissions from Diesel-Fueled Engines and Vehicles (Risk Reduction Plan). Integral to this plan is the implementation of control measures to reduce DPM such as the control measures for stationary diesel-fueled engines. As such, diesel generators must comply with regulations under CARB's amendments to Airborne Toxic Control Measure for Stationary Compression Ignition Engines and be permitted by the SCAQMD.

Air Toxics "Hot Spots" Program. State requirements specifically address emissions of air toxics through Assembly Bill (AB) 1807 (known as the Tanner Bill) that established the State Air Toxics "Hot Spots" Program and the Air Toxics Hot Spots Information and Assessment Act of 1987 (AB 2588) (California Health and Safety Code Section 44300 et seq.). Under the Air Toxics Hot Spots Information and Assessment Act of 1987 (or Air Toxics "Hot Spots" Act) and Air Toxics Hot Spots Program, the State (CARB) must collect data on toxic emissions from stationary sources (facilities) throughout the State and ascertain potential health risks that these emissions pose to members of community for developing cancer or for resulting in non-cancer health effects. California's Children's Environmental Health Protection Act of 1999 (California Health and Safety Code Section 39606) also requires explicit consideration of infants and children in assessing risks from air toxics.

Substances regulated under California's Air Toxics Hot Spots Program are defined in statute and include a list of substances developed by the following sources:

- International Agency for Research on Cancer (IARC);
- U.S. EPA;
- U.S. National Toxicology Program (NTP);
- CARB Toxic Air Contaminant Identification Program List;
- Hazard Evaluation System and Information Service (HESIS) (State of California);
- Proposition 65 (Safe Drinking Water and Toxic Enforcement Act of 1986) list of carcinogens and reproductive toxicants (State of California), and
- Any additional substance recognized by the State Board as presenting a chronic or acute threat to public health when present in the ambient air.

Regional

Southern California Association of Governments. The Southern California Association of Governments (SCAG) is a Joint Powers Authority under California State Law, established as an association of local governments and agencies that voluntarily convene as a forum to address regional issues. SCAG encompasses the Counties of Los Angeles, Orange, Ventura, Riverside, San Bernardino, and Imperial.

SCAG is designated as a Metropolitan Planning Organization (MPO) and as a Regional Transportation Planning Agency. Under SB 375, SCAG, as a designated MPO, is required to prepare a Sustainable Communities Strategy (SCS) as an integral part of its Regional Transportation Plan (RTP). On September 3, 2020, SCAG's Regional Council adopted the 2020–2045 Regional Transportation Plan/Sustainable Communities Strategy (2020 RTP/SCS). The 2020 RTP/SCS is a long-range visioning plan that focuses on land use and transportation strategies. Information pertaining to demographic and economic growth projections, travel activity data, strategies, and control measures contained in the 2020 RTP/SCS forms the basis for the transportation control strategy portion of the AQMP, and is utilized in the preparation of air quality forecasts and consistency analysis included in the AQMP.[vi]

SCAQMD Air Quality Management Plan. The purpose of an AQMP is to bring an air basin into compliance with federal and state air quality standards and is a multi-tiered document that builds on previously adopted AQMPs. The 2016 AQMP for the Basin, which updated the 2012 AQMP, was approved by the SCAQMD Board of Directors on March 3, 2017. The 2016 AQMP provided new and revised demonstrations for how the SCAQMD, in coordination with Federal, State, Regional and Local Governments will bring the Basin back into attainment for the following NAAQS: 1997 8-hour Ozone; 1997 1-hour Ozone; 2008 8-hour Ozone; 2006 24-hour $PM_{2.5}$; and 2012 Annual $PM_{2.5}$.[3]

On December 2, 2022, the SCAQMD Governing Board adopted the 2022 AQMP, which focuses on bringing the South Coast Air Basin and the Salton Sea Air Basin into compliance with the 2015 8-hour ozone standard.**Error! Bookmark not defined.** The South Coast Air Basin, which is in extreme nonattainment, has an attainment year of 2037 for the 2015 8-hour ozone NAAQS. The 2022 AQMP includes growth projections developed by SCAG for the 2020 RTP/SCS that help inform emissions inventories. The 2022 AQMP plans to reduce NOx emissions to 60 tons per day, which is 67% below the current 2037 baseline, in order to meet this standard. The 2022 AQMP notes that widespread adoption of zero emission technologies across all sectors and a combination of local, state, and federal action will be required to achieve the projected NOx reductions.

The SCAQMD proposes incentive programs and 49 control measures that, with state and federal control measures, can achieve the required NOx reductions. SCAQMD's incentive programs would focus on promoting deployment of existing zero emission and low NOx technology and on developing new zero emission and ultra-low NOx technologies. SCAQMD's control measures consist of 30 measures that target stationary sources and 18 that target mobile sources. The 2022 AQMP includes stationary source measures that seek to reduce NOx from residential combustion sources, commercial combustion sources, and large combustion sources, as further described below.

[3] Although the 2006 24-hour $PM_{2.5}$ standard was focused on in the 2012 AQMP, it has since been determined, primarily due to unexpected drought conditions, that it is impractical to meet the standard by the original attainment year. Since adoption of the 2012 AQMP, the U.S. EPA approved a re-classification to "serious" non-attainment for the standard, which requires a new attainment demonstration and deadline.

- Residential control measures focus on reducing NOx by replacing appliances and devices (e.g., for heating and cooking) with zero emission and low-NOx appliances.
- Commercial control measures are identified to reduce NOx from commercial appliances, cooking devices, and small internal combustion engines and commercial combustion equipment.
- Large combustion control measures have been included to reduce NOx from sources including boilers, engines, and facilities.

In addition, the 2022 AQMP includes stationary source measures to reduce volatile organic compounds (VOC), including reducing leaks and providing incentive funding for the adoption of low-VOC technology. The 2022 AQMP also includes co-benefit measures that quantify the reduction in criteria air pollutants from energy and climate change measures. Other stationary source measures (e.g., education and outreach) seek to reduce all criteria pollutants.

Finally, the 2022 AQMP includes mobile source control measures grouped into the following categories:

- Emission growth management, which mitigates emissions from new or redevelopment projects.
- Facility based, which focus on mobile sources at port, railyards, and intermodal facilities.
- On-road and off-road mobile sources, which focus on vehicles and equipment used during construction and operation at industrial sites.
- Incentives for early deployment of cleaner technology.
- Other measures (e.g., infrastructure planning).

SCAQMD Rule Book. In order to control air pollution in the Basin, the SCAQMD adopts rules that establish permissible air pollutant emissions and governs a variety of businesses, processes, operations, and products to implement the AQMP and the various federal and state air quality requirements. SCAQMD does not adopt rules for mobile sources; those are established by CARB or the U.S. EPA. In general, the SCAQMD rules that are anticipated to be applicable to the development of the proposed Project include:[vii]

- Rule 203 (Permit to Operate) sets forth the requirement that the use or operation any equipment or agricultural permit unit, the use of which may cause the issuance of air contaminants, or the use of which may reduce or control the issuance of air contaminants, must receive a written permit to operate from the Executive Officer.
- Rule 401 (Visible Emissions) prohibits discharge into the atmosphere from any single source of emission for any contaminant for a period or periods aggregating more than three minutes in any one hour that is as dark or darker in shade than that designated as No. 1 on the Ringelmann Chart, as published by the U.S. Bureau of Mines.
- Rule 402 (Nuisance) prohibits discharges of air contaminants or other material which cause injury, detriment, nuisance, or annoyance to any considerable number of persons or the public, or which cause, or have a natural tendency to cause, injury or damage to business or property.
- Rule 403 (Fugitive Dust) prohibits emissions of fugitive dust from any active operation (e.g. demolition or grading), storage pile, or other disturbed surface area if it crosses the

project property line or if emissions caused by vehicle movement cause substantial impairment of visibility (defined as exceeding 20 percent capacity in the air). Rule 403 requires the implementation of Best Available Control Measures and includes additional provisions for projects disturbing more than five acres and those disturbing more than fifty acres.

- Rule 481 (Spray Coating Operations) imposes equipment and operational restrictions during construction for all spray painting and spray coating operations.
- Rule 1108 (Cutback Asphalt) prohibits the sale or use of any cutback asphalt containing more than 0.5 percent by volume organic compounds that evaporate at 260°C (500°F) or lower.
- Rule 1110.2 (Emissions from Gaseous- and Liquid Fueled Engines) establishes NOx, VOC, and CO emission standards (non-emergency) stationary engines that have more than 50 horsepower and are fired on gaseous or liquid fuels. For most engines covered by Rule 1110.2, the equipment must meet the following pollutant concentration limits: 11 ppm for NOx, 30 ppm by VOC, and 250 ppm for CO.
- Rule 1113 (Architectural Coatings) establishes maximum concentrations of VOCs in paints and other applications and establishes the thresholds for low-VOC coatings.
- Rule 1143 (Consumer Paint Thinners and Multi-Purpose Solvents) prohibits the supply, sale, manufacture, blend, package or repackage of any consumer paint thinner or multi-purpose solvent for use in the SCAQMD unless consumer paint thinners or other multi-purpose solvents comply with applicable VOC content limits.
- Rule 1146 (Emissions of Oxides of Nitrogen from Industrial, Institutional and Commercial Boilers, Steam Generators, and Process Heaters) establishes NOx emission standards for boilers, steam generators, and process heaters equal to or greater than 5 million British Thermal Units (MMBTUs) per hour rated heat input capacity used in all industrial, institutional, and commercial operations. Boilers steam generators, and process heaters with a rated heat input capacity less than 75 million Btu per hour down to and including 20 million Btu per hour has a NOx limit of 5 ppm or 0.0062 lbs./MMBTU.
- Rule 1301 (New Source Review) sets forth pre-construction review requirements for new, modified, or relocated facilities, to ensure that the operation of such facilities does not interfere with progress in attainment of the national ambient air quality standards, and that future economic growth within the SCAQMD is not unnecessarily restricted.
- Rule 1303 (New Source Review Requirements) establishes that any new or modified source that results in an emission increase of any nonattainment air contaminant, any ozone depleting compound, or ammonia, must use Best Available Control Technology (BACT). Rule 1303 further specifies that the Air District will deny the Permit to Construct for any new or modified source that results in a net emission increase of any nonattainment air contaminant at a facility unless each of the following requirements is met:
    - Modeling: The Applicant substantiates with modeling that the new facility or modification will not cause a violation or make an existing violation significantly worse.

- Emission Offsets:
  - Emission Reduction Credits (ERC): Emission increases shall be offset by either Emission Reduction Credits or by allocations from the Priority Reserve[4] in accordance with the provisions of Rule 1309.1, or allocations from the Offset Budget in accordance with the provisions of Rule 1309.2. Offset ratios in the Basin are 1.2-to-1.0 for ERCs and 1.0-to-1.0 for allocations from the Priority Reserve.
  - Short-Term Credits (STC): Emission increases may be offset, in whole or part, by the use of SIP-approved STCs based on provisions established in Rule 1303(b)(2)(B).
  - Sensitive Zone Requirements: Unless credits are obtained from the Priority Reserve, and facility in zone 1 may obtain Emission Reduction Credits originated in zone 1 only, and a facility in zone 2A may obtain Emission Reduction Credits from either zone 1 or zone 2A, or both, or demonstrate to the Executive Officer or designee a net air quality benefit in the area impacted by the emissions from the subject facility.[5]

- Rule 1304 (New Source Review Exemptions) establishes provisions that exempt a facility's emissions from Rule 1303(b)(2). Specifically, Rule 1304(d) provides that any new facility that has a potential to emit less than the amounts in Table 4.3-2 below (Table A in Rule 1304) is exempt from Rule 1303(b)(2). Any emission increases that are in excess of the amounts in Table 4.3-2 (Table A in Rule 1304) is required to offset the total amount of emissions increase pursuant to Rule 1303(b)(2) (i.e., with either ERCs or STCs).

Table 4.3-2
SCAQMD Rule 1304 Emission Limits for New Source Review Exemption

Pollutant	Maximum Emissions for Exemption (Tons/Year)
VOC	4
NO_X	4
SO_X	4
PM_{10}	4
CO	29
Source: SCAQMD[Error! Bookmark not defined.]	

- Rule 1401 (New Source Review of Toxic Air Contaminants) establishes limits for maximum individual cancer risk (MICR), cancer burden, and noncancer acute and chronic hazard index (HI) from new permit units, relocations, or modifications to existing permit units which emit toxic air contaminants. This rule establishes allowable risks for sources requiring new permits pursuant to Rules 201 or 203.

- Rule 2001 (Regional Clean Air Incentives Market; RECLAIM) establishes a cap-and-trade program for NOx and SOx. The RECLAM program creates an imaginary "bubble" for the facility, so the SCAQMD can regulate the total pollution within the bubble as opposed to

[4] SCAQMD Rule 1309.1 establishes a Priority Reserve for specific priority sources, including innovative technologies, research operations, essential public services, and electrical generating facilities.
[5] Zone 1 generally includes the coastal region of the Bain; Zone 2A includes the interior portion of the Basin, including the area in which the project site is located.

regulating each individual source within an area. Similar to Rule 1303, facilities emitting four or more tons of NOx or SOx are subject to Rule 2001. Facilities subject to the RECLAIM Program have annual emissions target; facilities that reduce emissions beyond annual targets have the ability to sell their surplus credits to other facilities that are emitting more than their annual targets. The SCAQMD has set a goal of ending the NOx portion of RECLAIM by January 1, 2026.

- Rule 2202 (On-Road Motor Vehicle Mitigation Options) provides employers with options to reduce mobile source emissions generated from employee commutes. The rule applies to any employer who employs 250 or more employees on a full or part time basis at a worksite for a consecutive six-month period.
- Rule 2305 (Warehouse Indirect Source Rule – Warehouse Actions and Investments to Reduce Emissions (WAIRE) Program) was adopted by the SCAQMD Governing Board on May 7, 2021, and sets forth requirements that regulated warehouse owners and operators must follow. Rule 2305 specifies that warehouse operators (for warehouses with an indoor floor space of 100,000 square feet or more and operate at least 50,000 square feet of that space for warehousing activities) must achieve a specified number of WAIRE Points (also referred to as the WAIRE Point Compliance Obligation, or WPCO) every year using either a menu of options, developing and implementing a custom plan, or paying a mitigation fee. Regardless of size, warehouse operators are required to submit a Warehouse Operations Notification (WON): 1) within 14 days of a new warehouse operator having access to at least 50,000 square feet of space for warehousing purposes, 2) within 30 days after a renovation that alters the size of the warehouse, or 3) within three days of a request from the SCAQMD. An Initial Site Information Report (ISIR) must also be submitted by an authorized official of the warehouse operator through the WAIRE Program Online Portal. No additional reporting is required in the ISIR if 1) the total square footage that may be used for warehousing activities in that facility is less than 100,000 square feet, or 2) the warehouse operator's lease does not allow them to use more than 50,000 square feet for warehousing activities.

Local

Lake Elsinore General Plan

The Conservation, Open Space, and Parks (COSP) Element and the Public Safety, Noise, and Air Quality Element contain goals and policies related to air quality. The specific goals and policies related to the Project are discussed in Section 4.3.4 below.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) includes several regulations pertaining to soils and geologic hazards, including Chapter 15 which addresses Buildings and Construction and Section 17.112.150 regarding dust and erosion control during grading.

4.3.3 SIGNIFICANCE THRESHOLDS

Per the CEQA Guidelines, Appendix G, Environmental Checklist, implementation of the Project would have a significant impact related to air quality if it would:

A. Conflict with or obstruct implementation of the applicable air quality plans(s);

B. Result in a cumulatively considerable net increase of any criteria pollutant for which the Project region is non-attainment under an applicable federal or state ambient air quality standard;

C. Expose sensitive receptors to substantial pollutant concentrations;

D. Result in other emissions (such as those leading to odors) adversely affecting a substantial number of people; or

E. Cause substantial adverse cumulative impacts with respect to air quality.

Consistent with the guidance contained in Appendix G of the State CEQA Guidelines, this EIR relies upon SCAQMD-recommended methods and pollutant thresholds to evaluate whether the Project would conflict with or obstruct implementation of an applicable air quality plan, result in a cumulatively considerable net increase of any criteria air pollutant for which the Basin is designated nonattainment, expose sensitive receptors to substantial pollutant concentrations, or result in cumulative or other emissions adversely affecting a substantial number of people.

Regional Significance Thresholds

The significance thresholds in the SCAQMD's *CEQA Air Quality Handbook* were used for evaluating the impacts associated with the implementation of the proposed GPU. The SCAQMD's recommended regional mass daily thresholds of significance for criteria air pollutants are shown in Table 4.3-3.

Table 4.3-3
SCAQMD-Recommended CEQA Thresholds

Pollutant	Maximum Daily Emissions (lbs/day)	
	Construction	Operation
NO_X	100	55
VOC/ROG	75	55
PM_{10}	150	150
$PM_{2.5}$	55	55
SO_X	150	150
CO	550	550
Lead	3	3
Source: SCAQMD, 2023		

Carbon Monoxide Hot Spots

The SCAQMD does not have a methodology for screening CO hotspots. However, the SCAQMD performed CO modeling as part of its 2003 AQMP at four busy intersections during morning and evening peak hour periods. The busiest intersection studied in the analysis, Wilshire Boulevard and Veteran Avenue, had 8,062 vehicles per hour during morning peak hours, 7,719 vehicles per hour during evening peak hours, and approximately 100,000 vehicles per day. The 2003 AQMP estimated that the 1-hour CO concentration for this intersection was 4.6 ppm, which is less than a fourth of the 1-hour CAAQS CO standard (20 ppm) (SCAQMD, 2003). For purposes of this EIR, the Project would have the potential for a CO hotspot if it would exceed the peak hour traffic volumes modeled by the SCAQMD in its 2003 AQMP (8,000 vehicles per hour, thereby having

the potential to result in CO concentrations that exceed 1-hour State [20 ppm], 1-hour Federal [35 ppm], and/or State and Federal 8-hour [9 ppm] ambient air quality standards for CO).

Toxic Air Contaminants and Risk Thresholds

The SCAQMD recommends preparation of a Health Risk Assessment (HRA) for large commercial or industrial projects to determine the specific health risks posed by long-term emissions of TACs from a project. Following the Office of Environmental Health Hazard Assessment (OEHHA) and SCAQMD guidance, health risks from TAC emissions are estimated based on "Individual Cancer Risk," which is the likelihood that a person exposed to TACs over 70-year lifetime will get cancer or suffer some other "non-cancer" effect (measured by what is called a "hazard index"). Numerous weighting factors (e.g., age sensitivity factors, breathing rates, etc.) are applied during health risk calculations to account for those members of the public who may be more sensitive to pollution than others (e.g., sensitive receptors). A project is considered to have a significant impact if it results in any of the following:

- A maximum incremental cancer risk greater than or equal to 10 in one million;
- A population-wide cancer burden greater than 0.5 (in areas where cancer risk is greater than or equal to one in a million); or
- A chronic or acute hazard index greater than or equal to 1.0.

The California Supreme Court in *California Building Industry Association v. Bay Area Air Quality Management District*, 62 Cal.4th 369 (2015) ruled CEQA review is focused on a project's impact on the environment "and not the environment's impact on the project." The opinion also holds that when a project has "potentially significant exacerbating effects on existing environmental hazards" those impacts are properly within the scope of CEQA because they can be viewed as impacts of the project on "existing conditions" rather than impacts of the environment on the project. The Supreme Court provided the example of a project that threatens to disperse existing buried environmental contaminants that would otherwise remain undisturbed. The Court concluded that it is proper under CEQA to undertake an analysis of the dispersal of existing contaminants because such an analysis would be focused on how the project "would worsen existing conditions." The court also found that the limited number of express CEQA provisions that require analysis of the impacts of the existing environment on a project – such as impacts associated with school siting and airports – should be viewed as specific statutory exceptions to the general rule that such impacts are not properly within CEQA's scope.

In another recent Supreme Court Ruling – Sierra Club v. County of Fresno 6 Cal. 5th 502 (2018) – the Supreme Court held that CEQA requires a Lead Agency to make a reasonable effort to provide an appropriate, project-specific context and connection between mass pollutant emissions estimates (i.e., pounds per day or tons per year) and the potential health impacts associated with such emissions estimates, or to explain what is and is not yet known about the GPU's "bare" emissions numbers and their potential adverse health impacts.

Consistent with these court rulings, this EIR focuses on the Project's effect on air quality and existing health risks, rather than the effect of existing air quality and its potential risks on the residents within the Planning Area. The analysis evaluates whether the Project would create or exacerbate adverse public health risk conditions at sensitive receptor locations, as identified in the SCAQMD's CEQA significance criteria.

4.3.4 IMPACTS AND MITIGATION MEASURES

This section describes potential impacts that could result from implementation of the Project and recommends mitigation measures if needed to reduce or eliminate significant air quality impacts.

Consistency with the Applicable Air Quality Plan

Impact AIR-1 – Would the Project conflict with or obstruct implementation of an applicable air quality plan?

Analysis of Impacts

As described in Section 4.3.1, the Project is within the South Coast Air Basin, which is under the jurisdiction of the SCAQMD. Pursuant to the methodology provided in Chapter 12 of the SCAQMD *CEQA Air Quality Handbook*, consistency with the AQMP is affirmed if the Project:

1) Is consistent with the growth assumptions in the AQMP; and
2) Does not increase the frequency or severity of an air quality standards violation or cause a new one.

Consistency Criterion 1 refers to the growth forecasts and associated assumptions included in the 2022 AQMP. Projects that are consistent with the AQMP growth assumptions would not interfere with attainment of air quality standards, because this growth is included in the projections used to formulate the AQMP. Therefore, if the growth under the Project is consistent with the regional population, housing, and employment forecasts identified by SCAG in the RTP/SCS, plan implementation would be consistent with the AQMP, even if emissions could potentially exceed the SCAQMD's recommended daily emissions thresholds. A comparison of the AQMP's and the project's potential growth projections is provided in Table 4.3-4.

As shown in Table 4.3-4, the growth envisioned in the Project is inconsistent with the totals for population and dwelling units that the 2020 RTP/SCS projected for 2045. Therefore, from a population growth standpoint, the Project would be inconsistent with the AQMP.

Consistency Criterion 2 refers to the California Ambient Air Quality Standards (CAAQS) and National Ambient Air Quality Standards (NAAQS), as presented in Table 4.3-1. As described in Section 4.3.1, the Basin is designated nonattainment for national and state O_3, PM_{10}, and $PM_{2.5}$ standards. The analyses of potential emissions under Impact AIR-2 indicate the Project could result in significant emissions that cannot be mitigated during construction activities, which would include NO_X and ROG (precursor emissions to ozone) and PM_{10} and $PM_{2.5}$. The analysis contained under Impact AIR-2 also indicates the long-term operational ROG and NOx emissions (precursor emissions to O_3) as well as PM_{10} and $PM_{2.5}$ associated with implementation of the Project would exceed the SCAQMD-recommended CEQA thresholds of significance, which have been designed to bring the region into attainment for CAAQS and NAAQS.

Implementation of the Project would result in population, household, and employment growth in excess of that accounted for in the 2022 AQMP. This growth could generate construction and operational emissions of criteria air pollutants, including ROG and NO_X (O_3 precursor pollutants), PM_{10}, and $PM_{2.5}$ that could exceed SCAQMD-recommended thresholds of significance. The SCAQMD, in developing its CEQA significance thresholds, considered the emission levels at which a project's individual emissions would be cumulatively considerable (SCAQMD, 2003; page D-3). Even though the mass amount of emissions attributable to a single project (i.e., pounds per

day) does not necessarily contribute to air pollution levels measured throughout the Basin and in or near the City, the SCAQMD considers projects that result in emissions that exceed its CEQA significance thresholds to result in individual impacts that are cumulatively considerable and significant. Since the Project could result in construction and operational emissions that exceed SCAQMD regional CEQA thresholds, the Project could increase the frequency and/or severity of air quality violations in the Basin or otherwise impede attainment of air quality standards, particularly national and state ozone standards. This is considered a potentially significant impact.

Table 4.3-4
Comparison of RTP/SCS and Lake Elsinore GPU 2045
Population, Dwelling Units, and Employment Projections

Scenario	Population	Dwelling Units[(A)]	Employment
GPU[(B)]	151,891	46,610	40,795
AQMP/RTP/SCS	111,600	30,484	24,900
Within RTP/SCS Growth Assumptions?[(C)]	No	No	No

Source: SCAG, 2020

(A) The RTP/SCS dwelling unit data includes only occupied dwelling units, while the proposed GPU dwelling unit data includes both occupied and unoccupied dwelling units. Therefore, to create a direct comparison of the projections within the GPU and RTP/SCS, the vacancy rate for the City of Lake Elsinore (7.1%) was applied (SCAG 2021). Using the vacancy rate and the RTP/SCS data of 37,800 occupied households, MIG assumes a total dwelling unit value of 40,484.

(B) The GPU projections include population, dwelling unit, and employment data from both the City limits and the City's sphere of influence.

(C) The SCAG 2020 RTP/SCS formulates the growth projections upon which the 2022 AQMP is based.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies regarding air quality:

PSNAQ Goal 6: A city that continues to grow and develop while maintaining clean air and reducing particulate matter in the air that is emitted into the atmosphere from stationary point sources (buildings, business operations, unpaved areas, parking lots, and construction sites).

Policy PSNAQ-37: Work with regional and state governments to develop effective mitigation measures to improve air quality.

Policy PSNAQ-38: Reduce construction generated air pollution throughout the City.

In addition, the Conservation, Open Space, and Parks (COSP) Element contains the following goal and policy regarding air quality:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Implementation of these goals and policies will a variety of implementation programs will help the City reduce potential air pollutant emissions within the City and SOI as growth occurs according to the Project. This in turn will help the City comply with the AQMP, although the overall growth from the GPU will exceed the established SCAQMD thresholds for regional air pollutants.

Summary and Conclusions. The growth that could occur under the Project by 2045 would be inconsistent with the 2020 RTP/SCS growth forecast. As discussed under Impact AIR-2, the Project would implement Mitigation Measure AIR-2A and Mitigation Measure AIR-2B, which would require the preparation of a project-specific air quality study prior to future development activities and mitigation incorporated into the project if emissions are shown to be above SCAQMD-recommended CEQA significance thresholds. Nonetheless, because it cannot be definitively known or stated at this time that construction emissions would be able to be mitigated such that all criteria air pollutant emissions would be below SCAQMD-recommended thresholds of significance, implementation of the Project could still increase the frequency and/or severity of air quality violations in the Basin or otherwise impede attainment of air quality standards in the Basin. Furthermore, operational ROG, NOx, CO, PM_{10}, and $PM_{2.5}$ emissions would be expected to continue to exceed SCAQMD thresholds, even after the incorporation of Mitigation Measures AIR-2A and AIR-2B. For these reasons, the Project would be inconsistent with the AQMP. This is considered a significant and unavoidable impact.

Level of Significance Before Mitigation

Potentially Significant.

Mitigation Measures

Mitigation Measure AIR-2A: Require a Project-level Construction Air Quality Assessment for New Discretionary Development Projects. Prior to a discretionary approval by the City for development projects subject to CEQA (meaning, non-exempt CEQA projects), project applicants shall prepare and submit a technical assessment evaluating potential project-specific construction-related air quality impacts to the City for review and approval. The evaluation shall be prepared in conformance with South Coast Air Quality Management District (SCAQMD) methodology for assessing air quality impacts. If construction-related criteria air pollutants are determined to have the potential to exceed the SCAQMD's adopted thresholds of significance, the City shall require that applicants for new development projects incorporate strategies to reduce air pollutant emissions during construction activities. The specific strategies identified for a project shall be included as conditions of project approval, and be incorporated into all appropriate construction bid, engineering, and planning documents prepared for the project. Potential strategies to reduce construction-related emissions include, but are not limited to:

- Using heavy-duty off-road construction equipment that meets U.S. EPA Tier IV Final emissions standards (for equipment greater than 50 horsepower), either through original manufacturer's certification or through the use of California Air Resources Board verified diesel emissions control strategies (e.g., a diesel particulate filter).
- Using electric equipment, particularly for equipment less than 50 horsepower.
- Using alternative fuels such as renewable diesel, biodiesel (no more than B20 blend), or liquefied or compressed natural gas biodiesel,
- Using smaller equipment that can complete the same construction activities in the same time as standard-sized equipment.
- Limiting idling time of diesel-powered construction equipment to two (2) minutes.
- Ensuring equipment brought to a site has been properly serviced and maintained in accordance with manufacturer's standards.
- Implementing applicable SCAQMD fugitive dust control measures.
- Using interior and exterior coatings that meet SCAQMD Rule "Low-VOC" or "Super-Compliant" definitions.

Mitigation Measure AIR-2B: Require a Project-level Operational Air Quality Assessment for New Discretionary Development Projects. Prior to a discretionary approval by the City for development projects subject to CEQA (meaning non-exempt CEQA projects) project applicants shall prepare and submit a technical assessment evaluating potential project-specific operation air quality impacts to the City for review and approval. The evaluation shall be prepared in conformance with South Coast Air Quality Management District (SCAQMD) methodology in assessing air quality impacts. If operation-related air pollutants are determined to have the potential to exceed the SCAQMD's adopted thresholds of significance, the City shall require that applicants for new development projects incorporate strategies to reduce air pollutant emissions during operational activities. The specific strategies identified for a project shall be included as conditions of project approval and be incorporated into all appropriate planning documents for the project. Potential strategies to reduce operational emissions include, but are not limited to the following:

- Reducing vehicle trips or vehicle miles travelled (VMT) generated by residential and non-residential projects.
- Reducing or eliminating new natural gas fireplaces and hearths in residential projects.
- Reducing or eliminating new natural gas appliances in residential and non-residential projects.
- Reducing or prohibiting gasoline-powered landscaping equipment in residential and non-residential projects.
- Incorporating clean air vehicle parking, bicycle parking, and electric vehicle and truck charging infrastructure that meets the additional, voluntary standards established in the version of the CALGreen code in effect at the time the building permit application is submitted for a project.
- Incorporating appropriate transit-supporting infrastructure into site plans.

Level of Significance After Mitigation

Significant and Unavoidable.

Cumulatively Considerable Net Increase in Nonattainment Criteria Air Pollutants

Impact AIR-2 – Would the Project result in a cumulatively considerable net increase of any criteria air pollutants for which the South Coast Air Basin is designated non-attainment under an applicable federal or state ambient air quality standard?

Analysis of Impacts

Construction Emissions

The proposed GPU would not directly result in the construction or operation of any specific project; however, future development supported by the Project would result in short-term construction-related criteria pollutant emissions that have the potential to have an adverse effect on air quality. Short-term criteria air pollutant emissions would occur during demolition, site preparation, grading, building construction, paving, and architectural coating activities associated with specific, new development projects. Emissions would occur from use of equipment, worker, vendor and hauling trips, and disturbance of onsite soils (fugitive dust). ROG and NO_X emissions are primarily associated with gas and diesel equipment exhaust and the application of architectural coatings. Fugitive dust emissions (PM_{10} and $PM_{2.5}$) are primarily associated with site preparation and vary as a function of such parameters as soil silt content, soil moisture, wind speed, acreage of

disturbance area, and VMT by construction vehicles on- and off-site. Typical pieces of construction equipment associated with development and redevelopment projects include, but are not limited to, dozers, graders, excavators, loaders, and trucks.

Although it is not possible to know the exact type, number, location, or duration of future construction projects, future development activities would generally entail demolition, site preparation, grading, building construction, paving, and architectural coating. Fugitive dust (PM_{10}) emissions would typically be greatest during building demolition, site preparation, and grading due to the disturbance of soils and transport of material. NO_X emissions would also result from the combustion of diesel fuels used to power off-road heavy-duty pieces of equipment (e.g., backhoes, bulldozers, excavators, etc.). ROG emissions would generally be greatest during architectural coating activities. The types and quantity of equipment, as well as duration of construction activities, would be dependent on project-specific conditions. Larger projects would require more equipment over a longer timeframe than that required for redevelopment of a single, residential home or small residential or mixed-use project.

Given the speculative nature of construction activities that could occur under implementation of the Project, it is not possible at this time to accurately assess the level of emissions that would be generated by future development and redevelopment activities in the Planning Area. It is possible that either no construction could be occurring within the Planning Area at any given time, or multiple projects could be occurring simultaneously. Despite these unknowns, it is plausible that one or more projects developed under implementation of the Project could have the potential to exceed one or more of the SCAQMD's construction criteria air pollutant threshold of significance (e.g., NO_X for a project involving a substantial amount of earthwork during grading, ROG during architectural coating activities, etc.). Therefore, this impact is potentially significant and requires mitigation.

Operational Emissions

The GPU would accommodate new residential and non-residential land uses, some of which would involve replacing existing development. Overall, Project implementation would increase residential dwelling units and non-residential square footage in the Planning Area under year 2045 growth conditions.

Growth under the Project would result in long-term regional emissions of criteria air pollutants associated with the operation of area sources, energy sources, and mobile sources. Area source emissions, which are widely distributed and made of many small emissions sources (e.g., landscaping equipment, consumer products, painting operations, etc.), were modeled according to the size and type of land uses proposed. Energy sources, which include natural gas combustion for heating and other purposes, were also modeled based on the size and type of land uses included in the Project's proposed 2045 growth forecast. Mobile-source emissions were modeled based on the daily vehicle trips that would result from the Project. The net change in emissions of regulated air pollutants that would occur with implementation of the Project was modeled using CalEEMod, V. 2022.1.1. The net change in operational emissions for the Project was modeled based on the Project's 2045 growth projection, using default data assumptions provided by CalEEMod, with the following Project-specific modifications:

- **Area Sources:** Woodstoves and wood-burning fireplaces were removed pursuant to SCAQMD Rule 445. The default quantity of wood-burning fireplaces that was removed was then added to the default quantity of natural gas fireplaces assumed by CalEEMod.

- **Mobile Sources:** Mobile source operations were modified to be consistent with the Project's trip generation and VMT analyses (Fehr and Peers 2025):
    - **Trip Generation Rates:** The CalEEMod default weekday and weekend trip generation rates for each modeled land use type (e.g., low-rise apartments, strip retail, etc.) were modified to be consistent with the trip generation information provided by Fehr and Peers for the Project.
- **Trip Length:** The CalEEMod default trip length values were modified to be consistent with the VMT information provided by Fehr and Peers for the Project.

The net increase in long-term operational emissions that would be generated by Project growth is shown in Table 4.3-5

Table 4.3-5
2045 Project Growth Forecast Operational Emissions (Unmitigated)

Emissions Scenario	Maximum Daily Pollutant Emissions					
	ROG	NO_X	CO	SO_2	PM_{10}	$PM_{2.5}$
Project Growth Forecast Operational Emissions in Year 2045 (Proposed GPU)						
Area Sources(A)	3,023	710	4,247	4.5	58	57
Energy Sources	31	537	309	3.4	42	42
Mobile Source	974	565	5,569	14	1,540	395
Total(B)	4,029	1,812	10,125	22	1,641	494
Existing General Plan Land Uses Year 2045 Condition						
Area Sources	1,699	456	2,263	2.9	37	36
Energy Sources	17	286	140	1.8	23	23
Mobile Source	777	406	4,636	12	1,345	345
Total(B)	2,493	1,148	7,039	17	1,405	404
Net Increase in Emissions Levels						
Area Sources	1,324	254	1,984	2	21	21
Energy Sources	14	251	169	2	19	19
Mobile Source	197	159	933	2	195	50
Total(B)	1,535	664	3,086	5	235	90
SCAQMD CEQA Threshold	55	55	550	150	150	55
Threshold Exceeded?	**Yes**	**Yes**	**Yes**	**No**	**Yes**	**Yes**

Source: MIG 2025 (see Appendix E, Attachment 1) and SCAQMD 2023

(A) Emissions estimated using CalEEMod, V 2022.1.1. Estimates are based on default model assumptions unless otherwise noted in this document. Maximum daily ROG, CO, SO_X, PM_{10}, and $PM_{2.5}$ emissions occur during the summer. Maximum daily NO_X emissions occur during the winter.

(B) Totals may not equal due to rounding.

As shown in Table 4.3-5, maximum daily operational emissions associated with potential 2045 growth under the Project exceed the SCAQMD's recommended regional pollutant thresholds for all pollutants except SO_2. Area sources (e.g., consumer products, gas fireplaces, and landscaping equipment) and mobile sources combined account for almost all net ROG, CO, PM_{10}, and $PM_{2.5}$

emissions, and for approximately 62% of net NO_x emissions, that would occur under the implementation of the Project, with the remaining 38% of net NO_x emissions attributable to energy sources (e.g., natural gas consumption). Area sources and mobile sources account for, respectively, approximately 87% and 12% of net ROG emissions, 39% and 23% of net NO_x emissions, 66% and 29% of net CO emissions, 9% and 82% of net PM_{10} emissions, and 24% and 55% of net $PM_{2.5}$ emissions. Whereas the increases in mobile source emissions are directly attributable to increases in VMT (associated with more people living and working within the Planning Area), the increases in area sources would be due to a combination of factors, including reapplication of architectural coatings and the use of consumer products (e.g., cleaning products), but is primarily due to increased emissions from natural gas hearths. Approximately 1% of the increase in maximum daily area source ROG emissions, 93% of the increase in maximum daily area source NO_X emissions, 5% of the increase in maximum daily area source CO emissions, and 90 to 92% of the increase in maximum daily area source PM_{10} and $PM_{2.5}$ emissions are associated with new natural gas hearths.

General Plan Analysis

Emissions from mobile sources are expected to decrease over time, due to vehicle turnover, improvements in emissions technologies, and compliance with regulations. Additionally, the Project contains policies that would reduce air pollution from passenger vehicles. The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies regarding air quality:

PSNAQ Goal 6: A city that continues to grow and develop while maintaining clean air and reducing particulate matter in the air that is emitted into the atmosphere from stationary point sources (buildings, business operations, unpaved areas, parking lots, and construction sites).

Policy PSNAQ-37: Work with regional and state governments to develop effective mitigation measures to improve air quality.

Policy PSNAQ-38: Reduce construction generated air pollution throughout the city.

The PSNAQ Element also contains the following additional policies relative to air quality:

Policy PSNAQ-66: Promote the development of climate-resilient public transportation systems, biking lanes, and walkable areas to reduce carbon emissions and enhance mobility during extreme weather events.

In addition, the Conservation, Open Space, and Parks (COSP) Element contains the following goal and policies regarding air quality:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Implementation of these goals and policies will a variety of implementation programs will help the City reduce potential air pollutant emissions within the City and SOI as growth occurs according to the Project.

Finally, the Environmental Justice Element (EJ) contains the following goal and policies related to air quality:

Goal EJ-1: Reduce Pollution Burden

Policy EJ-1: Mitigate impacts on residential neighborhoods immediately adjacent to industrial uses, trucking uses, and I-15 from noise and air pollutant emissions.

Policy EJ-2: Decrease, to the extent feasible, exposure to air pollutants including ozone and particulate pollution.

Summary and Conclusions. The South Coast Air Basin is designated nonattainment for national and state ozone standards, and NO_X and ROG are ozone precursor pollutants. Additionally, the Basin is in nonattainment for state PM_{10} standards and national and state $PM_{2.5}$ standards. As discussed above, construction emissions associated with future development activities facilitated under implementation of the Project could exceed SCAQMD-recommended CEQA significance thresholds for regional criteria air pollutant emissions. Also, as shown in Table 4.3-5, maximum daily operational emissions associated with potential 2045 growth under the Project exceed the SCAQMD's recommended regional pollutant thresholds for all pollutants except SO_2. Therefore, Project generated emissions for both short-term construction and long-term operations would be potentially significant.

Level of Significance Before Mitigation

Potentially Significant.

Mitigation Measures

See Mitigation Measures AIR-2A and AIR-2B in Impact AIR-1 above.

Level of Significance After Mitigation

Adverse and Unavoidable Construction Emissions

As described in the preceding analysis, there is uncertainty regarding the specific nature of construction activities that would be facilitated under implementation of the Project. Despite the implementation of Mitigation Measure AIR-2A, above, it cannot be definitively known or stated at this time that construction pollutant emission from future development projects would be reduced to levels that are below SCAQMD thresholds. Therefore, the Project's regional construction emissions would remain a significant and unavoidable impact even with the incorporation of feasible mitigation measures.

Adverse and Unavoidable Operational Emissions

Even with the incorporation of all feasible mitigation through Mitigation Measure AIR-2B the Project would greatly exceed the SCAQMD CEQA significance thresholds for regional criteria air pollutant emissions due to the large amount of growth anticipated from the GPU. For this reason, the proposed GPU's regional operational emissions would remain a significant and unavoidable impact even with the incorporation of feasible mitigation measures.

Expose Sensitive Receptors to Substantial Pollutant Concentrations

Impact AIR-3 – Would the Project expose sensitive receptors to substantial pollutant concentrations?

Analysis of Impacts

Growth projected to occur under the Project could expose existing and new sensitive receptors to substantial concentrations of criteria air pollutants and TAC emissions that pose adverse health effects. The potential for the Project to expose sensitive receptors to substantial pollutant concentrations is evaluated below.

Off-Site Carbon Monoxide Hotspots

Based on the vehicle trip generation and VMT information provided by Fehr and Peers for the Project, the estimated maximum number of vehicles moving through any road segment under the Project's 2045 growth would be approximately 6,828 vehicles per hour (Fehr and Peers 2025). This level of traffic is below the significance threshold of 8,000 vehicles per hour for a CO hotspot analysis. The Project, therefore, would not contribute to off-site traffic volumes that could cause or significantly contribute to CO concentrations that exceed State or Federal ambient air quality standards for CO. This impact would be less than significant.

Construction Emissions

As discussed under Impact AIR-2, future development activities facilitated under implementation of the Project would generate emissions, including emissions of DPM (a TAC), during construction activities. These emissions would occur intermittently over the approximately 20-year growth period associated with the Project. Although specific details regarding project development within the Planning Area are not known at this time, it is possible that one or more projects developed under implementation of the Project could have the potential to exceed SCAQMD thresholds of significance for cancerogenic and non-cancerogenic health risks. This represents a potentially significant impact.

Operational Emissions

In addition to criteria air pollutant emissions on a regional scale and TAC emissions on a local scale, receptor exposure to elevated concentrations of criteria air pollutants (e.g., CO, O_3, and PM) is capable of causing adverse health effects on heart, lung, and other organ systems. As described under Impact AIR-2, the Project would generate cumulatively considerable ROG and NO_X emissions, which are precursors for O_3, and for PM_{10} and $PM_{2.5}$ emissions – pollutants for which the region is designated nonattainment. However, operational emissions would not expose receptors to substantial operational pollutant concentrations, as described below.

In the amicus brief filed by the SCAQMD on the California Supreme Court's decision in *Sierra Club versus County of Fresno*, the SCAQMD noted that, "[it] takes a large amount of additional precursor emissions [e.g., NOx] to cause a modeled increase in ambient ozone levels… a project emitting only 10 tons per year of NOx or VOC is small enough that its regional impact on ambient ozone levels may not be detected in the regional air quality models used to determine ozone levels…" (SCAQMD 2015). Although implementation of the Project is anticipated to increase ROG, NO_X, and PM emissions within the Planning Area and greater SCAG region, any analysis

linking potential adverse health risks to corresponding pollutant concentrations would be speculative for several reasons.

First, to estimate potential adverse health effects from regional emissions, it is necessary to have information on the sources of the ozone and PM emissions, such as the location of emission points, velocity of emissions, the meteorology and topography of the area, and the location of receptors exposed to the emissions (SCAQMD 2015). While the general nature of the emissions sources occurring with implementation of the Project is known (i.e., area source, energy source, mobile source), the specific location of these sources within the Planning Area is not known, nor is other information, including source emission rate, exit velocity, operating characteristics (e.g., daytime or nighttime, seasonal or steady-state), etc.

Second, approximately 12 percent of the ROG emissions estimated to occur under net 2045 growth would be from mobile sources (i.e., vehicle trips) that would potentially travel on numerous local and regional roadways throughout the Planning Area and beyond that would be subject to varying meteorological and topographical influences. These emissions would be subject to small scale air patterns, such as those formed as wind passes between buildings and other anthropogenic features (e.g., cars), creating eddies and other turbulence that affect pollutant transport. The remaining approximately 88 percent of ROG emissions would be attributable to area sources, including hearths, consumer products, landscaping equipment, and architectural coatings. Area sources including hearths would vary in temporal and spatial distribution throughout the Planning Area. Furthermore, sources such as consumer products and architectural coatings may be used indoors as well as outdoors – the rate at which they are used, as well as operational characteristics of how they are used (e.g., windows opened or closed) – would affect the rate and manner that they are dispersed in accordance with wind circulation patterns in their vicinity.

Third, as mentioned previously, the SCAQMD has stated (SCAQMD 2015, pgs. 10-11):

“For the so-called criteria pollutants, such as ozone, it may be more difficult to quantify health impacts… It takes time and the influence of meteorological conditions for these reactions to occur, so ozone may be formed at a distance downwind from the sources… Scientifically, health effects from ozone are correlated with increases in the ambient level of ozone in the air a person breathes… However, it takes a large amount of additional precursor emissions to cause a modeled increase in ambient ozone levels over an entire region. For example, the SCAQMD's 2012 AQMP [Air Quality Management Plan] showed that reducing NOx by 432 tons per day (157,680 tons/year) and reducing VOC by 187 tons per day (68,255 tons/year) would reduce ozone levels at the SCAQMD's monitor site with the highest levels by only 9 parts per billion. SCAQMD staff does not currently know of a way to accurately quantify ozone-related health impacts caused by NO_X or VOC emissions from relatively small projects.”

As noted previously, the total estimated increase in ROG emissions associated with implementation of the Project is estimated to be approximately 1,519 pounds per day under unmitigated conditions, or approximately 0.5% of the ROG increase identified by the SCAQMD in its amicus brief filed on the California Supreme Court’s decision in *Sierra Club versus County of Fresno*. As such, the increase in ROG emissions is anticipated to increase O_3 concentrations more likely in the parts per trillion range, rather than the parts per billion range. This is a magnitude of order less than the change identified by the SCAQMD.

Finally, adverse health effects associated with receptor exposure to criteria air pollutant concentrations are cumulative in nature. In other words, any potential health effects associated

with the Project would also need to be considered in light of background pollutant emissions. As discussed previously, there are many efforts being undertaken at the state and regional level to reduce criteria air pollutant emissions from stationary and mobile sources. These actions are anticipated to reduce pollutant concentrations throughout the region over the next few decades. Therefore, even if the Project does increase emissions in and near the Planning Area, criteria air pollutant concentrations in the region could still be lower in the future than they are currently due to the advancement of cleaner technologies.

As described above, it would be speculative to transform the mass increase in VOC, NO_X, and PM emissions that could occur with implementation of the Project into quantifiable health risks for several specific reasons, including the uncertain location of emission points, velocity of emissions, the meteorology and topography of the area (which could affect the transport rate and photochemical reactions needed to produce ozone), background criteria air pollutant emissions in the future, and the location of receptors in relation to emission sources. However, given that the Project's operational emissions are far less than those modeled by the SCAQMD for its 2012 AQMP, as referenced in the amicus brief above, which showed a relatively minor decrease in criteria air pollutant concentrations for a large amount of mass emissions (see the above discussion related to the 2012 AQMP and Sierra Club versus County of Fresno), emissions associated with implementation of the Project would not expose sensitive receptors to substantial pollutant concentrations. This impact would be less than significant.

Additional Information on Existing Sources of Pollutants

The Project could result in new sensitive receptors being exposed to significant sources of TAC emissions. The CARB *Air Quality and Land Use Handbook* recommends avoiding the siting of new sensitive land uses (e.g., residences, schools, etc.) within:

- 300 feet of large gasoline fueling stations (with a throughput of more than 3.6 million gallons of gasoline per year);
- Within 300 feet of dry cleaning operations;
- Within 500 feet of freeways, urban roads with 100,000 vehicles/day, or rural roads with 50,000 vehicles/day; and
- Within 1,000 feet of a major rail service or maintenance yard.

A review for gas stations and dry cleaning facilities within the Planning Area indicates there may be approximately seven dry cleaning facilities and multiple gas station facilities located within the Planning Area. SR-74 and I-15 are also located within the Planning Area. There are existing residential receptors near these facilities, in some cases within 300 feet, and the Project may locate some new residences within 300 feet of these locations. However, the Project emphasizes the importance of land use planning to address pollution exposure, especially while developing business and downtown districts.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies regarding air quality:

PSNAQ Goal 6: A city that continues to grow and develop while maintaining clean air and reducing particulate matter in the air that is emitted into the atmosphere from stationary point sources (buildings, business operations, unpaved areas, parking lots, and construction sites).

Policy PSNAQ-37: Work with regional and state governments to develop effective mitigation measures to improve air quality.

Policy PSNAQ-38: Reduce construction generated air pollution throughout the city.

In addition, the Air Resources Sub-Section of the Conservation, Open Space, and Parks (COSP) Element contains the following goal and policy regarding air quality:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Finally, the Environmental Justice Element (EJ) contains the following goal and policies related to localized air quality:

Goal EJ-1: Reduce Pollution Burden

Policy EJ-1: Mitigate impacts on residential neighborhoods immediately adjacent to industrial uses, trucking uses, and I-15 from noise and air pollutant emissions.

Policy EJ-2: Decrease, to the extent feasible, exposure to air pollutants including ozone and particulate pollution.

Summary and Conclusions. The Project contains policies that would limit exposure of TAC emissions to sensitive receptors. The Environmental Justice Element Goal: Reduce pollution burden, Policy EJ-1: Mitigate impacts on residential neighborhoods immediately adjacent to industrial uses, trucking uses, and I-15 from noise and air pollutant emissions, and Policy EJ-2: Decrease, to the extent feasible, exposure to air pollutants including ozone and particulate pollution. Additionally, the Project includes policies related to reducing pollution from transportation sources through multi-modal transportation networks in long-term planning efforts and encouraging investment in public transportation systems such as electric buses and bike-sharing, as well as a policy to work with regional and state governments to develop effective mitigation measures to improve air quality. Public Safety, Noise, and Air Quality Element Goal: An adaptive city that is responsive and resilient to the impacts of climate change and extreme heat and minimizes risk of climate impacts on critical infrastructure and the well-being and safety of all residents, Policy PSNAQ-66: Promote the development of climate-resilient public transportation systems, biking lanes, and walkable areas to reduce carbon emissions and enhance mobility during extreme weather events.

Although implementation of the Project could potentially result in new sensitive residential receptors near existing sources of emissions, the Project would not exacerbate pollutant concentrations or health risks associated with emissions sources and, therefore, would not materially change the existing environmental risks present in the Planning Area.

Level of Significance Before Mitigation

Potentially significant only with respect to construction emissions.

Mitigation Measures

See Mitigation Measure AIR-2A.

Level of Significance After Mitigation

Significant and Unavoidable only with respect to construction emissions.

Despite the implementation of Mitigation Measure AIR-2A, since emissions levels are shown to be above SCAQMD-recommended thresholds of significance for cancerogenic and non-cancerogenic risks, as well as SCAQMD LSTs, it cannot be definitively known or stated at this time that all future development projects would be able to reduce potential risks and localized construction air pollutant emissions to levels that are below SCAQMD thresholds. Therefore, with regard to localized criteria air pollutant and TAC emissions generated during future construction activities, impacts would be significant and unavoidable even with the incorporation of feasible mitigation measures.

Impact AIR-4 – Would the Project result in other emissions (such as those leading to odors) adversely affecting a substantial number of people?

Analysis of Impacts

According to the SCAQMD *CEQA Air Quality Handbook*, land uses associated with odor complaints include agricultural operations, wastewater treatment plants, landfills, and certain industrial operations, such as manufacturing uses that produce chemicals, paper, etc. (e.g., asphalt batch plants, chemical manufacturing plants, composting/green waste facilities, painting/coating operations. The Project does not propose such sources at a programmatic level but sources within future development proposals will be evaluated on a project-level basis when development is proposed. Construction occurring within the Planning Area could produce odors from fuel combustion or solvents/paints used. These odors would be temporary, quickly disperse, and would not affect a substantial number of people. Under the 2045 growth projection, the Project would increase the amount of residential and non-residential development in the City, including multi-family development that could be located close to retail, restaurant, and other commercial land uses that may generate localized sources of odors that may or may not be objectionable to nearby residential land uses, Future development proposals will be evaluated for potential odor impacts on a project-level basis depending on proposed uses and proximity to sensitive receptors. The California Supreme Court in *California Building Industry Association v. Bay Area Air Quality Management District*, 62 Cal.4th 369 (2015) ruled that CEQA review is focused on a project's impact on the environment "and not the environment's impact on the project." Therefore, even if receptors are located in proximity of existing sources of odor, this would be a case of how the existing environment would impact the Project, which is (generally) not an assessment required under CEQA.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies regarding air quality including possible odors and other emissions:

PSNAQ Goal 6: A city that continues to grow and develop while maintaining clean air and reducing particulate matter in the air that is emitted into the atmosphere from stationary point sources (buildings, business operations, unpaved areas, parking lots, and construction sites).

Policy PSNAQ-37: Work with regional and state governments to develop effective mitigation measures to improve air quality.

Policy PSNAQ-38: Reduce construction generated air pollution throughout the city.

Summary and Conclusions. The Project does not in and of itself permit or authorize any new, major sources of potential odors (e.g., wastewater treatment plant), and odor impacts would be less than significant with standard environmental review practices. For these reasons, implementation of the Project would not generate unusual, atypical, or excessive odors that could affect a substantial number of people. This impact would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact AIR-5 – Would the Project cause substantial adverse cumulative impacts with respect to air quality?

Analysis of Impacts

As described in Section 4.3.1, the Basin is designated nonattainment for national and State O_3 standards, national and State $PM_{2.5}$ standards, and national PM_{10} standards. The SCAQMD, in developing its CEQA significance thresholds, considered the emission levels at which a project's individual emissions would be cumulatively considerable (SCAQMD, 2003; page D-3). The SCAQMD considers projects that result in emissions that exceed their CEQA significance thresholds to result in individual impacts that are cumulatively considerable and significant.

As described under Impact AIR-1, the growth that could occur under the Project's 2045 growth conditions would be inconsistent with the 2020 RTP/SCS growth forecasts. As described under Impact AIR-2, future development supported by the Project could result in construction (e.g., ROG and NO_X) and operational (e.g., ROG and NO_X) emissions that exceed the SCAQMD's recommended regional CEQA thresholds. Although the amount of mass emissions attributable to a single project (i.e., pounds per day) does not necessarily contribute to air pollution levels measured within the Basin and in or near the Planning Area, the SCAQMD, in developing its CEQA significance thresholds, considered the emission levels at which a project's individual emissions would be cumulatively considerable (SCAQMD 2003; page D-3). The SCAQMD considers projects that exceed the emissions significance thresholds to result in individual impacts that are cumulatively considerable and significant. Since potential growth under the Project would be inconsistent with the 2022 AQMP projections and could lead to construction and operational emissions that exceed SCAQMD regional CEQA thresholds, the Project could increase the frequency and/or severity of air quality violations in the Basin or otherwise impede attainment of air quality standards, particularly national and state O_3, PM_{10}, and $PM_{2.5}$ standards. This is considered a potentially significant cumulative impact.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies regarding air quality including those that could contribute to cumulative impacts:

PSNAQ Goal 6: A city that continues to grow and develop while maintaining clean air and reducing particulate matter in the air that is emitted into the atmosphere from stationary point sources (buildings, business operations, unpaved areas, parking lots, and construction sites).

Policy PSNAQ-37: Work with regional and state governments to develop effective mitigation measures to improve air quality.

Policy PSNAQ-38: Reduce construction generated air pollution throughout the city.

In addition, the Air Resources Sub-Section of the Conservation, Open Space, and Parks (COSP) Element contains the following goal and policy regarding regional air quality:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Finally, the Environmental Justice Element (EJ) contains the following goal and policies related to regional air quality:

Goal EJ-1: Reduce Pollution Burden

Policy EJ-1: Mitigate impacts on residential neighborhoods immediately adjacent to industrial uses, trucking uses, and I-15 from noise and air pollutant emissions.

Policy EJ-2: Decrease, to the extent feasible, exposure to air pollutants including ozone and particulate pollution.

Summary and Conclusions. The analysis in Impact AIR-2 indicates the Project would make a substantial contribution to cumulatively considerable regional air quality impacts, even with the recommended mitigation.

Level of Significance Before Mitigation

Potentially Significant.

Mitigation Measures

See Mitigation Measure AIR-2A and Mitigation Measure AIR-2B.

Level of Significance After Mitigation

Significant and unavoidable. See analysis and discussion under Impacts AIR-1 and AIR-2.

4.3.5 REFERENCES

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4.4 BIOLOGICAL RESOURCES

This EIR section addresses biological resource impacts associated with implementation of the Project. Issues of interest are biological resources impacts identified by the CEQA Guidelines are whether the Project will: cause a substantial adverse effect on special status wildlife species; have a substantial effect on any riparian habitat/sensitive natural communities; have a substantial adverse effect on state or federally protected wetlands; interfere substantially with wildlife movement or use of wildlife nurseries; conflict with local policies protecting biological resources; or conflict with the provision of an adopted habitat conservation plan. The following information is based on the "General Biological Resources Assessment for the City of Lake Elsinore Planning Area and Sphere of Influence, Riverside County, California" prepared by MIG dated December 25, 2025 (MIG 2025)(Appendix F).

4.4.1 ENVIRONMENTAL SETTING

The City of Lake Elsinore is located within the U.S. Environmental Protection Agency Level IV Perris Valley Ecoregion, a semi-arid inland basin situated between the Santa Ana Mountains to the west and the San Jacinto Mountains to the east. Historically, the Perris Valley supported a mosaic of Riversidean coastal sage scrub, chaparral, and annual grassland communities, with southern willow scrub, cottonwood–willow riparian forest, and alkali meadow habitats occurring along drainages, floodplains, and lake margins. Soils in the area consist primarily of granitic alluvium and sandy loams that support well-drained upland habitats, while hydrologically connected features—including seasonal drainages, vernal pools, and wetlands have more hydrophytic soils. Lake Elsinore, the largest natural freshwater lake in Southern California, and associated wetlands provide important seasonal foraging and nesting habitat for migratory waterfowl and shorebirds along the Pacific Flyway. The Planning Area is within the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP) noting that a substantial portion of the planning area is conserved under the MSHCP.

The most recent verified land cover values within the Planning Area is from 2012. At that time the land within the City limits was dominated by Developed or Disturbed Land, Coastal Sage Scrub, and Grassland. Together these three land coverage types accounted for nearly three-quarters of the landscape. Open water features, most notably Lake Elsinore represent 9.3% of the total Planning Area. Contiguous patches of natural land cover types include Lake Elsinore and the eastern adjoining grassland and areas located further from the developed areas surrounding Lake Elsinore (see Table 4.4-1).

The SOI is also dominated by Developed or Disturbed Land but also has a large amount of Coastal Sage Scrub and Chaparral indicating a largely intact block of native shrubland with high habitat value for regional wildlife movement and fire-adapted ecological processes. Overall, the SOI contains significantly higher proportions of intact native vegetation compared to the land within the City limits, functioning as an ecologically important transition zone between the developed core and surrounding regional conservation lands (see Table 4.4-1) (MIG 2025). The distribution of land cover in the Planning Area is shown in Exhibit 4.4-1.

Table 4.4-1
MSHCP Land Cover in the Planning Area (2012)

Land Cover	City (acres)	SOI (acres)	Total (acres)	Percent
Agricultural Land	1,024	465	1,489	3.9
Chaparral	1,344	1,214	2,558	6.6
Coastal Sage Scrub	8,956	4,196	13,152	34.2
Developed or Disturbed Land	9,020	3,690	12,710	33.0
Grassland	2,753	448	3,201	8.3
Meadows and Marshes	54	6	60	0.2
Riparian Scrub, Woodland, and Forest	960	241	1,201	3.1
Riversidean Alluvial Fan Sage Scrub	30	77	107	0.3
Water	3,415	186	3,601	9.4
Woodlands and Forests	125	281	406	1.0
TOTAL	**27,691**	**10,804**	**38,485**	**100.0**

Source: Table 2, MIG 2025

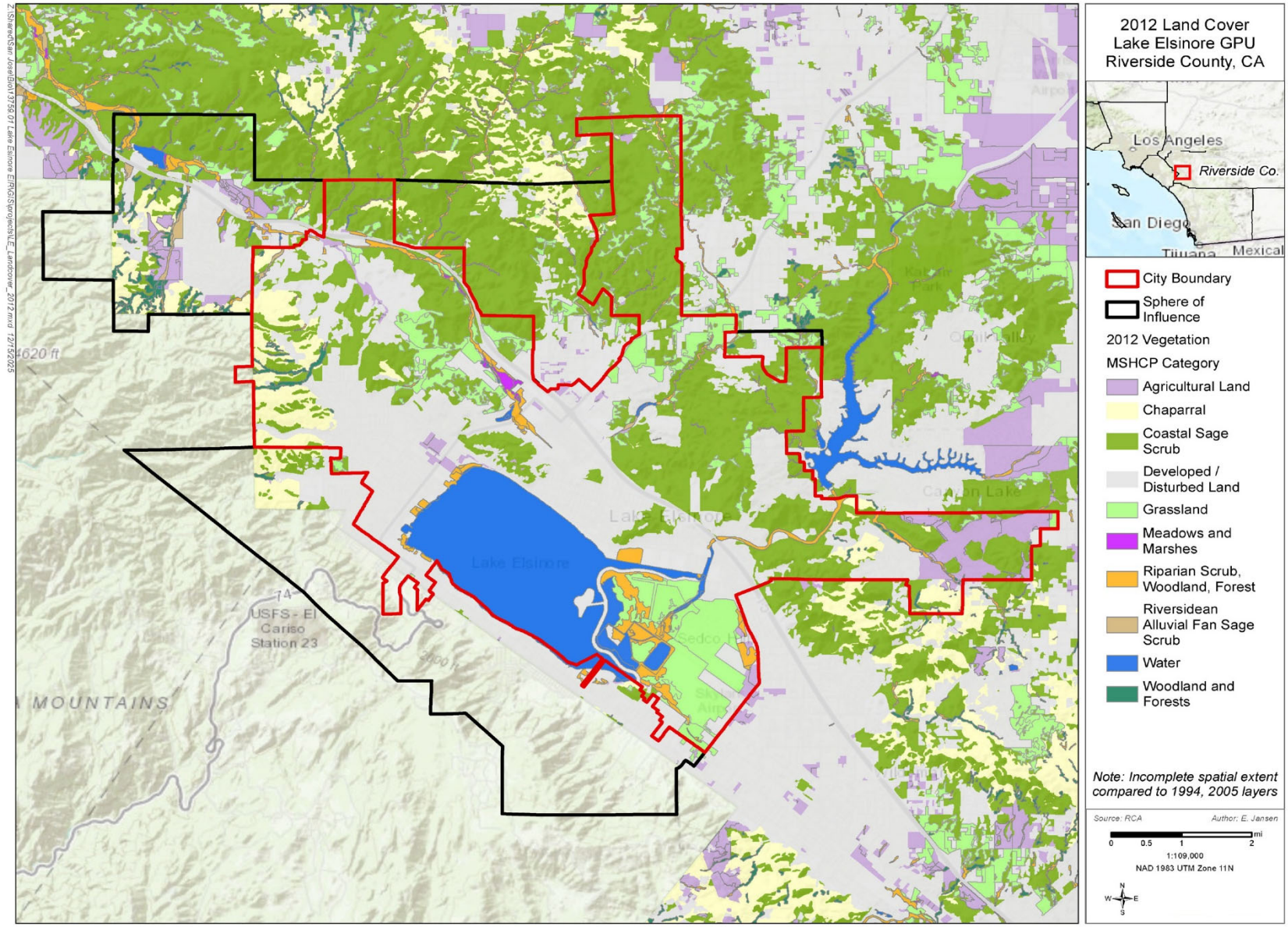


Exhibit 4.4 1 General Vegetation/Land Cover in the Planning Area

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Sensitive Wildlife and Plant Species

Wildlife

Based on California Natural Diversity Data Base (CNDDB) spatial data and species records in the CNDDB 9-quadrant area surrounding the Planning Area, 62 special-status wildlife species were identified that had previously recorded occurrences. Spatial data contained 39 (61%) species with historical records of occurrence within the Planning Area plus a half-mile buffer as recommended by the MSHCP. Five sensitive wildlife species accounted for over 50% of the 173 records in the Planning Area including coastal California gnatcatcher (*Polioptila californica californica*), orange-throated whiptail (*Aspidoscelis hyperythra*), least Bell's vireo (*Vireo bellii pusillus*), Stephens' kangaroo rat (SKR, *Dipodomys stephensi*), and western spadefoot (*Spea hammondii*). Seventeen (27.4%) species were classified as May Occur and 6 (9.7%) species were classified as Absent or no likelihood to occur based on vegetation types, habitat quality, topography, range, elevation, soil types, and other species-specific habitat requirements. The list included 36 species that were designated by the MSHCP as a covered species[6] of which 28 species have historical records of occurrence in the Planning Area. Exhibit 4.4-2 shows the SKR Survey Area for the Planning Area.

Similar to the biological characteristics that support a diversity of special-status plant species, environmental conditions within the Planning Area also provide suitable habitat for a wide variety of special-status wildlife species. Hydrologic inputs from the San Jacinto River, Temescal Wash, and associated alluvial and lacustrine processes have created a mosaic of open water, wetlands, seasonally inundated depressions, riparian corridors, and adjacent upland grasslands and scrub. These habitats support MSHCP-covered aquatic and semi-aquatic species such as western spadefoot (*Spea hammondii*), California red-legged frog (*Rana draytonii*), arroyo toad (*Anaxyrus californicus*), and vernal pool branchiopods including Riverside fairy shrimp (*Streptocephalus woottoni*) where suitable conditions occur.

Upland grasslands, coastal sage scrub, and chaparral surrounding the basin provide habitat for MSHCP-covered reptiles and mammals, including San Diego horned lizard (*Phrynosoma blainvillei*), Stephens' kangaroo rat, Dulzura kangaroo rat (*Dipodomys simulans*), and associated predator species such as northern red-diamond rattlesnake (*Crotalus ruber ruber*). The Lake Elsinore shoreline, wetlands, and adjacent open habitats also function as regionally important foraging, nesting, and migratory stopover habitat for MSHCP-covered bird species, including coastal California gnatcatcher, burrowing owl (BUOW, *Athene cunicularia*), least Bell's vireo (*Vireo bellii pusillus*), and a variety of sensitive raptors and waterbirds. Exhibit 4.4-3 shows the BUOW survey area for the Planning Area.

The Planning Area also contains habitat for the state candidate endangered Crotch's bumblebee (*Bombus crotchii*) which can occupy a variety of habitat types, requires burrows for shelter and food plants to be within one mile of an occurrence. It forages on nectar from a variety of native and non-native plants. There is one CNDDB record of the species in the Planning Area and it is considered present due to the number of habitat types it can utilize.

[6] MSHCP covered wildlife species are assigned to conservation and survey categories such as Protection of Species Associated with Riparian/Riverine Areas, Species-Specific Survey Areas, Vernal Pools and Other Ephemeral Wetlands, Riparian Scrub, Woodland, and Forest Natural Communities, Core Wildlife Movement Areas and Linkages, or species designated as those that require Additional Survey Needs and Procedures (MSHCP Vol. I, §6.1, 6.2, and 6.3).

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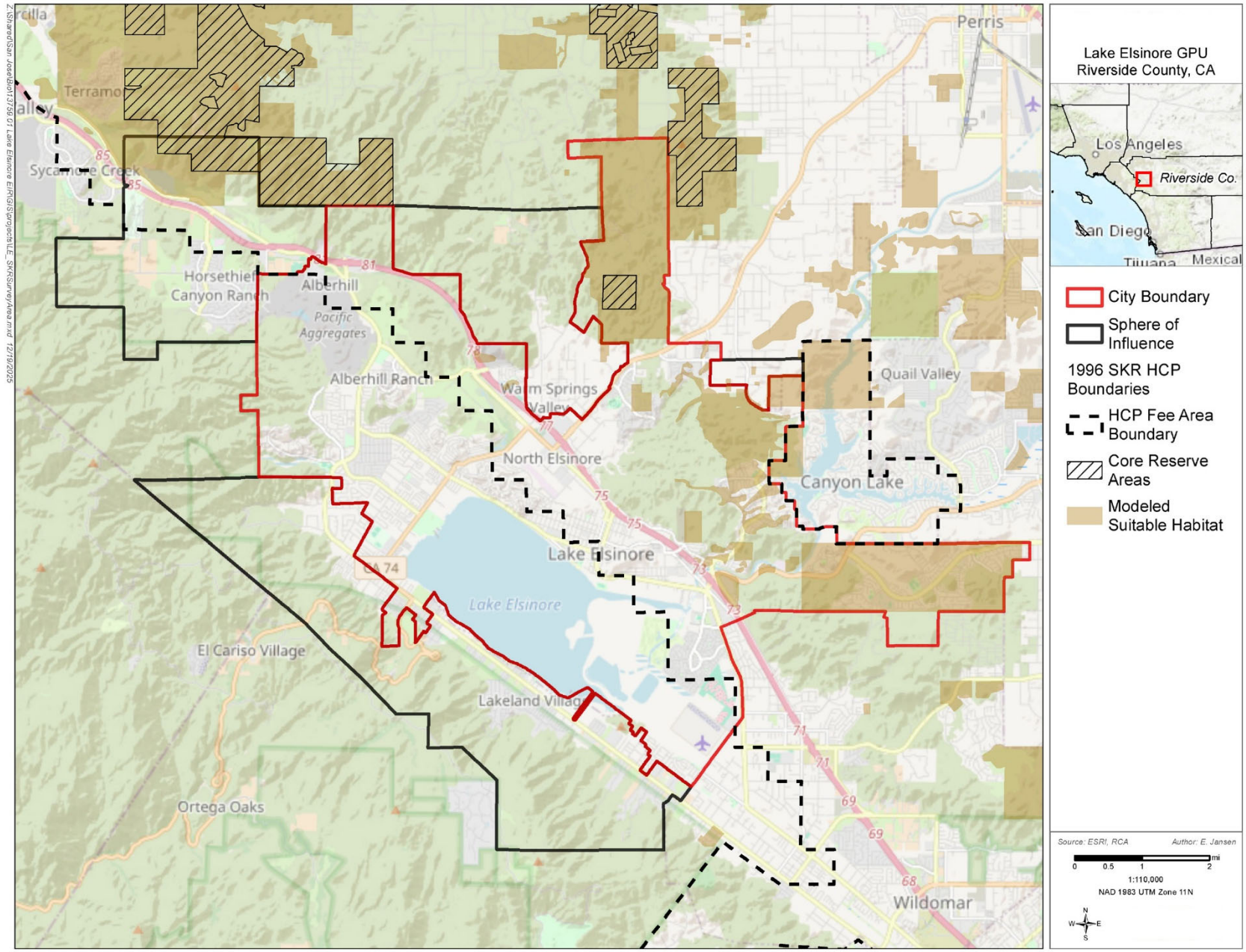


Exhibit 4.4 2 SKR Survey Area

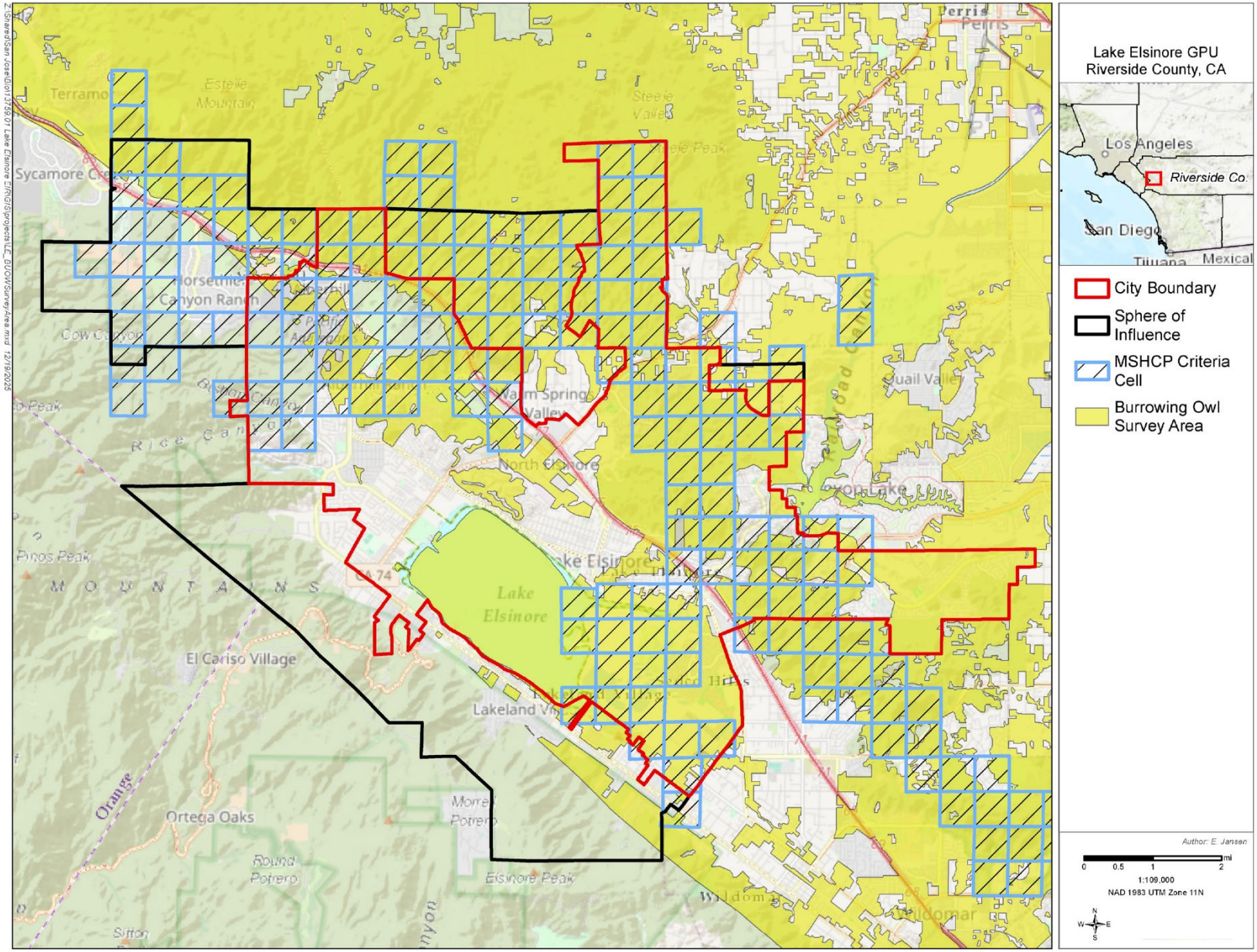


Exhibit 4.4-3 BUOW Survey Area

These habitats are functionally connected to surrounding intact natural landscapes, including the Temescal Wash wetland complex to the northwest, the coastal scrub and chaparral systems of the Sedco Hills to the west, and the Elsinore Mountains to the south. Together, these areas support wildlife movement, dispersal, and genetic exchange consistent with MSHCP wildlife corridor cores and linkages. The convergence of hydrology, topography, and relatively unfragmented habitat distinguishes the Lake Elsinore area as an important regional context for the persistence of special-status wildlife species. This ecological significance is reflected in the application of multiple administrative and conservation designations under the Western Riverside County MSHCP, including species-specific survey triggers for riparian/riverine-associated wildlife, amphibians and reptiles, and movement-dependent mammals, as well as the Criteria Area and wildlife linkage designations that guide focused survey requirements and consistency analysis within and adjacent to the Planning Area.

USFWS designated critical habitat (16 U.S.C. §1533) for the coastal California gnatcatcher, Munz's onion, and San Diego ambrosia occurs within portions of the Planning Area. These critical habitat units overlap and are concentrated in the topographically rugged northern portion of the Planning Area, including areas north of Interstate 15, Walker Canyon, and the Temescal Valley. Designated critical habitat indicates areas supporting the physical or biological features essential to the conservation of the species and warrants focused review for potential indirect or direct effects per MSHCP and CEQA standards. Exhibit 4.4-4 shows critical habitat in the Planning Area.

Plants

Based on CNDDB and Calflora spatial data and species records in the CNPS 9-quadrant area surrounding the Planning Area, 61 special-status plant species were identified that had previously recorded occurrences. Spatial data contained 32 (52.5%) species with historical records of occurrence within the Planning Area and 0.5 mi buffer. Four sensitive plant species accounted for over 50% of the 76 records in the Planning Area including long-spined spineflower (*Chorizanthe polygonoides* var. *longispina*), smooth tarplant (*Centromadia pungens* ssp. *laevis*), Munz's onion (*Allium munzii*), and Parry's spineflower (*Chorizanthe parryi* var. *parryi*). Thirteen (21.3%) species were classified as May Occur and 16 (26.2%) species were classified as Absent with no likelihood to occur based on vegetation types, habitat quality, topography, range, elevation, soil types, and other species-specific habitat requirements. The list included 32 species that were designated by the MSHCP as a covered species[7] of which 18 species have historical records of occurrence in the Planning Area.

In contrast, special-status plant species that are not likely to occur (i.e., Absent) are associated with habitat types and ecological conditions that are not well represented within the Planning Area. These conditions include:

- Specialized microhabitat conditions, such as vernal pools, alkali or clay flats, riverbanks, and alluvial fans; and
- Higher-elevation habitats characterized by topographically rugged terrain, generally in the peninsular mountain ranges that included San Jacinto Mountains, Santa Rosa Mountains, and Laguna Mountains,

[7] MSHCP covered plant species are assigned to conservation and survey categories such as Narrow Endemic Species Survey Areas (NESSA), Additional Species Survey Areas (ASSA), and Criteria Area–based conservation units (MSHCP Vol. I, §6.1, 6.2, and 6.3).

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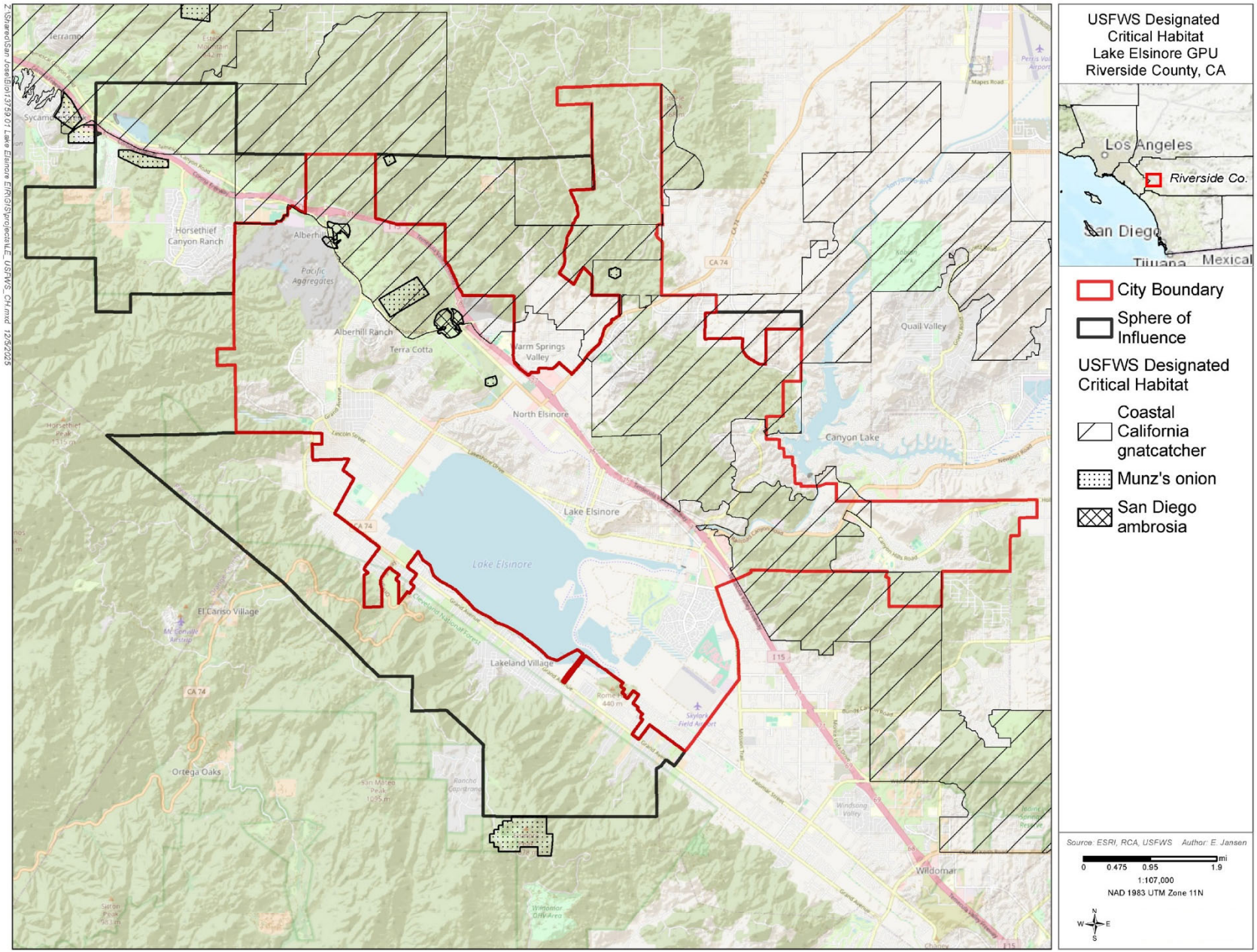


Exhibit 4.4-4 Critical Habitat in the Planning Area

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Patterns of occurrence for special-status plant species within the Planning Area are generally clustered in areas of intact natural habitat, including the foothills of the Elsinore Mountains, Temescal Wash wetland complex, San Jacinto River floodplain, and the rugged topography of the Sedco Hills. Habitat associations of special-status plant species are typically linked to unfragmented chaparral, aquatic habitats, intact grasslands east of Lake Elsinore, and unfragmented coastal scrub within the Sedco Hills. These patterns reflect the persistence of higher-quality, less-disturbed habitats in these areas relative to surrounding developed or fragmented landscapes.

As a broad intermountain basin at the terminus of the San Jacinto River watershed, the Lake Elsinore area supports a diversity of habitats that contribute to the occurrence of special-status plant species. Hydrologic inputs from the San Jacinto River and associated alluvial processes have created a mosaic of wetlands, seasonally saturated soils, and adjacent upland grasslands and scrub that provide suitable conditions for special status plants endemic to California. These habitats are functionally connected to surrounding intact natural landscapes, including the Temescal Wash wetland complex to the northwest, the coastal scrub, chaparral systems of the Sedco Hills to the west, and the Elsinore Mountains to the south which together facilitate ecological continuity across the basin. The convergence of hydrology, topography, and relatively unfragmented habitat distinguishes the Lake Elsinore area as an important regional context for special-status plant species persistence. The uniqueness of the Lake Elsinore area is reflected in the application of multiple administrative boundaries under the MSHCP, including Narrow Endemic Species Survey Areas and Criteria Area survey designations, which guide focused survey requirements and conservation planning within and adjacent to the Planning Area (see Exhibits 4.4-5 and 4.4-6).

Sensitive Natural Communities and Habitats

Sensitive Natural Communities are those that are listed by the CDFW CNDDB due to the rarity of the community in the state. Sensitive riparian natural communities are located within the Planning Area. Riparian habitat tracked in CNDDB as a Sensitive Natural Community is subject to layered federal, state, and local protections, including Clean Water Act Sections 404/401, the Porter-Cologne Act, CDFW's Lake and Streambed Alteration Program, CESA, and CEQA, making impacts to these features highly regulated, potentially significant, and often a major permitting or feasibility constraint.

Approximately 1,800 acres, including five sensitive natural communities, occur within the Planning Area, with 77% occurring in the SOI and 23% inside the City Boundary (see Table 4.4-2). The majority of natural communities are located along the incised drainages and slopes to the south and north of the City boundary. Within the City boundary, natural communities are located along major rivers such as the San Jacinto River, a tributary to Lake Elsinore, but can also be found in low-density residential areas (see Exhibit 4.4-7). The dominant community is Southern Sycamore Alder Riparian Woodland, comprising 1,088 acres (61% of all sensitive community acreage), followed by Southern Cottonwood Willow Riparian Forest at 300 acres and Southern Coast Live Oak Riparian Forest at 292 acres. Two high-value communities including Canyon Live Oak Ravine Forest and Southern Willow Scrub are present only in the SOI, emphasizing the SOI's disproportionate role in supporting rarer riparian habitat types. Overall, the SOI contains the majority of the Planning Area's sensitive natural riparian resources, highlighting this area as the primary location where Project-related constraints, permitting considerations, and mitigation requirements would most likely apply.

Table 4.4-2
Sensitive Natural Plant Communities in the Planning Area

Natural Community Type	Rank[1]	Acres	Percent
CITY LIMITS			
Canyon Live Oak Ravine Forest	S3.3	0	0.0
Southern Coast Live Oak Riparian Forest	S4	37	9.1
Southern Cottonwood Willow Riparian Forest	S3.2	91	22.5
Southern Sycamore Alder Riparian Woodland	S4	277	68.4
Southern Willow Scrub	S2.1	0	0.0
Total	--	**405**	**100.0**
SPHERE OF INFLUENCE			
Canyon Live Oak Ravine Forest	S3.3	60	4.3
Southern Coast Live Oak Riparian Forest	S4	256	18.4
Southern Cottonwood Willow Riparian Forest	S3.2	209	15.0
Southern Sycamore Alder Riparian Woodland	S4	810	58.3
Southern Willow Scrub	S2.1	56	4.0
Total	--	**1,391**	**100.0**
TOTAL			
Canyon Live Oak Ravine Forest	S3.3	60	3.3
Southern Coast Live Oak Riparian Forest	S4	293	16.3
Southern Cottonwood Willow Riparian Forest	S3.2	300	16.7
Southern Sycamore Alder Riparian Woodland	S4	1,088	60.6
Southern Willow Scrub	S2.1	56	3.1
Total	--	**1,797**	**100.0**

Source: Table 3, Sensitive Natural Plant Communities within the Planning Area, MIG 2025 from CNDDB 2025

[1] CNDDB State Rank
S2 (Imperiled): High risk due to restricted range, few occurrences (e.g., 6-20 occurrences).
S3 (Vulnerable): Moderate risk due to restricted range, moderate occurrences (e.g., 21-100 occurrences).
S4 (Apparently Secure): Uncommon but not rare, some long-term concern.
Rank Modifier: 0.1 = seriously threatened in California; 0.2 = moderately threatened in California; 0.3 = not very threatened in California.

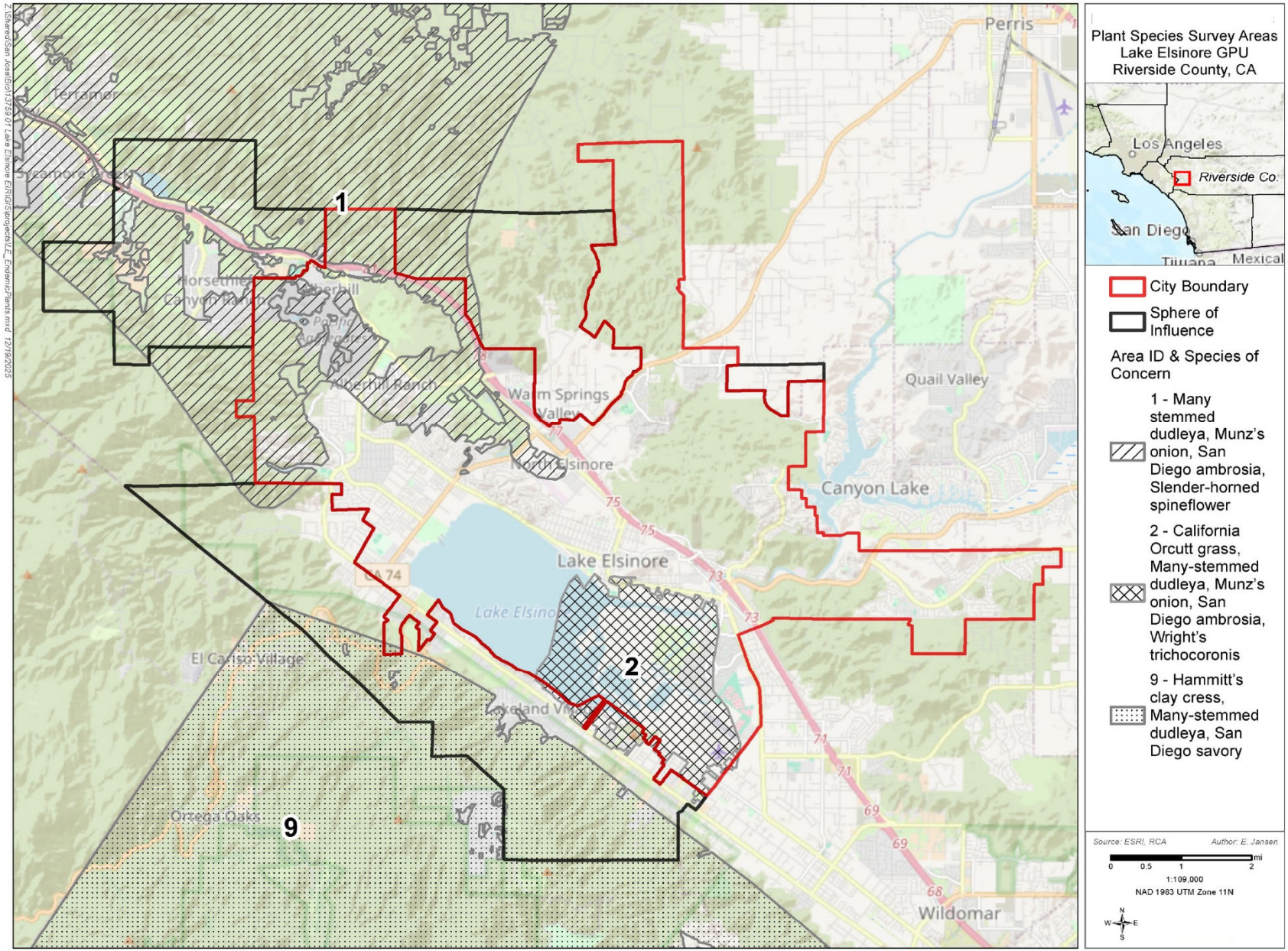


Exhibit 4.4-5 Narrow Endemic Species Survey Areas

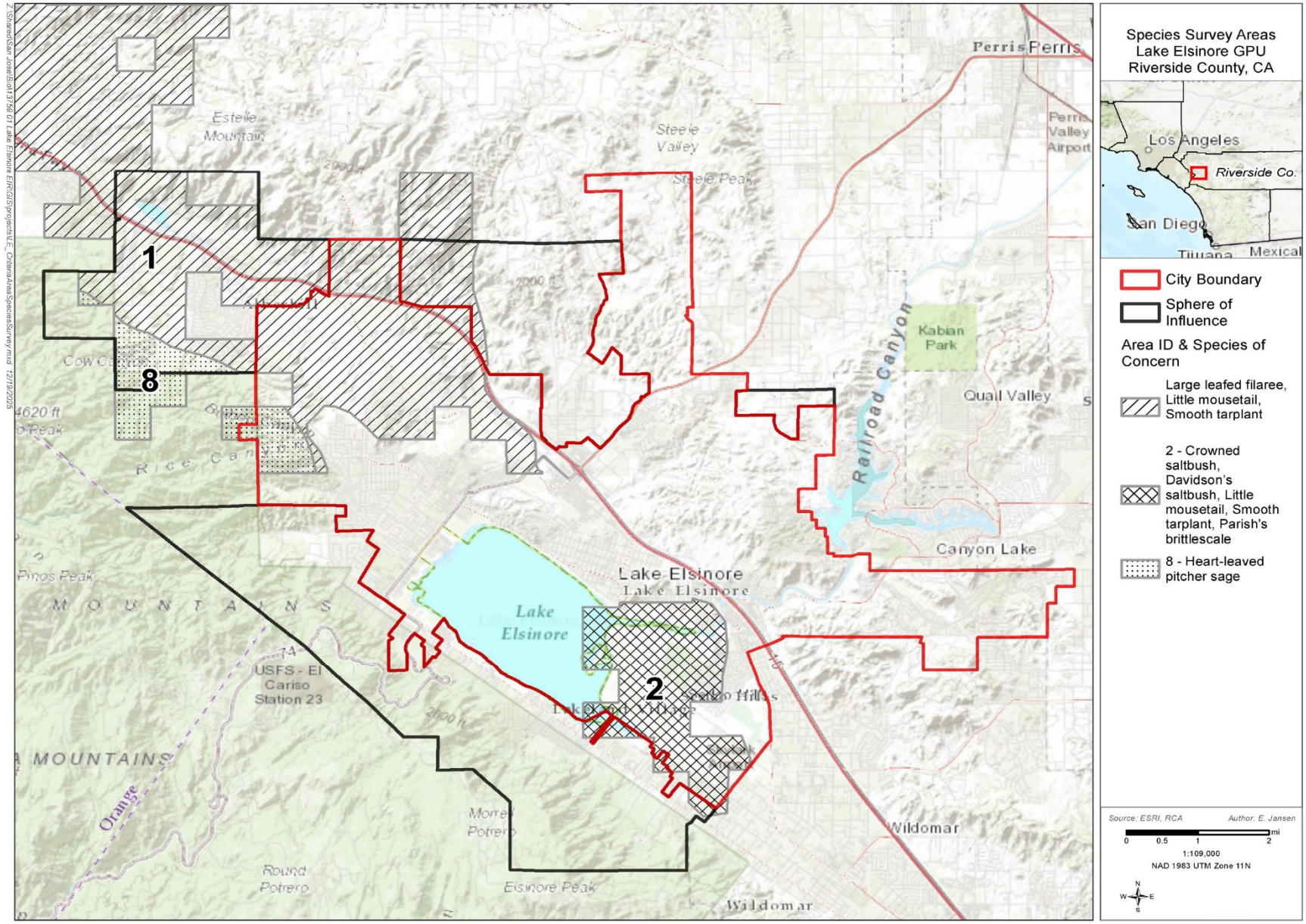


Exhibit 4.4-6 Criteria Area Survey Designation

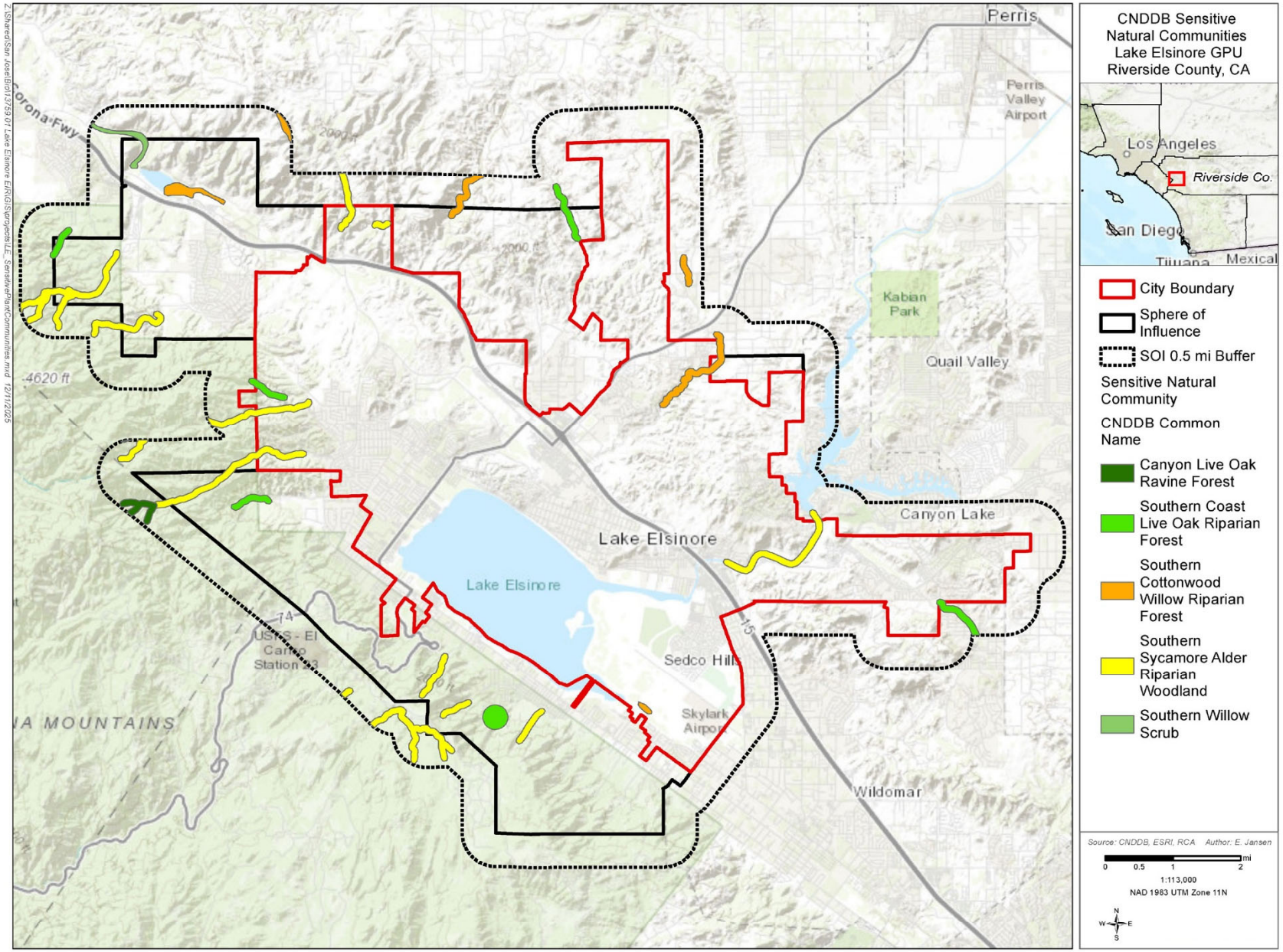


Exhibit 4.4-7 Sensitive Natural Communities

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Nesting Birds

The Lake Elsinore area functions as a regionally important avian resource due to its position as a large perennial waterbody within an otherwise semi-arid intermountain basin at the terminus of the San Jacinto River watershed. Inland lakes, wetlands, and associated riparian corridors in Southern California are critical migratory stopover, foraging, and nesting habitat for resident and migratory bird species, particularly where surface water is limited elsewhere in the landscape. Lake Elsinore and its associated marshes, mudflats, and riparian features support waterfowl, shorebirds, raptors, and passerines, including several federal- and state-listed or special-status species, by providing reliable open water, emergent vegetation, and prey resources throughout seasonal hydrologic cycles.

Habitat connectivity further enhances the ecological value of the Planning Area for birds. The Temescal Wash corridor provides a north–south riparian linkage connecting Lake Elsinore with upstream and downstream aquatic and riparian habitats, facilitating movement of riparian-associated bird species and supporting migratory pathways within the Pacific Flyway. Upland habitats in the Sedco Hills, characterized by relatively intact coastal sage scrub and chaparral, provide adjacent nesting, roosting, and foraging opportunities for upland and edge-associated bird species, complementing aquatic habitats at the lake margin. Rocky outcrops, steep slopes, and canyon system of the Elsinore Mountains provide extensive tracts of relatively intact chaparral, coastal sage scrub, oak woodland, and riparian canyon habitats where special-status and conservation-priority bird species, including the coastal California gnatcatcher, coastal cactus wren (*Campylorhynchus brunneicapillus cousei*), and Bell's sage sparrow (*Artemisiospiza belli belli*) occur. This combination of aquatic, riparian, and upland habitats within close proximity contributes to high avian diversity and repeated use of the area, as documented in regional bird surveys and long-term community science datasets such as eBird, which identify Gunnerson Marsh, Temescal Creek, Canyon Lake, and the Lake Elsinore shoreline as consistent birding hotspots.

Together, these features underscore the importance of the Lake Elsinore area as a multifunctional avian habitat complex within Western Riverside County and provide context for evaluating biological resources under CEQA and consistency with the MSHCP's regional conservation and connectivity objectives. Nesting birds are also protected under California Fish and Game Code (CFGC) Sections 3503, 3503.5, and 3512 and the federal Migratory Bird Treaty Act (MBTA), which prohibits the take of active bird nests.

Water Features and Riparian/Wetland Habitat

The Planning Area is located within the San Jacinto and Santa Ana Watersheds (Hydrologic Unit Code 8). Aquatic habitats within the Planning Area total approximately 4,360 acres with the majority occurring within the City boundary (3,568 acres) and a smaller but ecologically important portion within the SOI (792 acres). Within the City Limits, lake habitat dominates (2,624 acres; 74%), reflecting the extent of Lake Elsinore followed by riverine features (380 acres; 11%). Freshwater forested/shrub wetlands (292 acres; 8%), freshwater emergent wetlands (205 acres; 6%), and freshwater ponds (67 acres; 2%) occur in smaller, localized areas along drainages and low-lying topographic features.

In contrast, wetlands within the SOI are predominantly riverine (467 acres; 59%), associated with the San Jacinto River, Temescal Wash, and incised drainages along the foothills of the Santa Ana and Elsinore Mountains. Freshwater forested/shrub wetlands (225 acres; 28%) also comprise

a substantial component of the SOI, reflecting linear riparian corridors outside the urban core. Lake habitat is limited (59 acres; 7%), while freshwater emergent wetlands (32 acres; 4%) and ponds (9 acres; 1%) occur only as minor, scattered features. A summary of wetland and water-related habitat land is shown in Table 4.4-3 and their locations are shown in Exhibit 4.4-8.

Table 4.4-3
Wetland and Water-Related Habitat in the Planning Area

Habitat Type	City Limits		Sphere of Influence		Total	
	Acres	%	Acres	%	Acres	%
Freshwater Emergent Wetland	205	6	32	4	237	5
Freshwater Forested/Shrub Wetland	292	8	225	28	517	12
Freshwater Pond	67	2	9	1	76	2
Lake	2,624	73	59	7	2,683	62
Riverine	380	11	467	59	847	19
Total	**3,568**	**100**	**792**	**100**	**4,360**	**100**

Source: Table 8, MIG 2025 and USFWS National Wetlands Inventory 2025

Vernal pools are an underrepresented aquatic feature in publicly available wetland and aquatic habitat datasets, as these small, seasonally inundated depressional wetlands are frequently below the minimum mapping thresholds of regional inventories. Vernal pools provide disproportionately high ecological value by supporting specialized and often endemic plant and wildlife species adapted to seasonal hydrology, and approximately six to eight MSHCP Covered Species, including federally listed fairy shrimp and rare plants, are exclusively associated with this habitat type.

The Planning Area is located within a USFWS-designated Western Riverside County Recovery Unit, underscoring the regional conservation significance of vernal pool habitat. Vernal pools may qualify as Waters of the United States and waters of the State of California, and where jurisdictional, may be subject to authorization under Clean Water Act Section 404, Section 401 Water Quality Certification, and California Department of Fish and Wildlife Fish and Game Code Section 1602. Within Western Riverside County, the presence of vernal pools also intersects with the MSHCP, which requires that special-status species and habitats not fully addressed through plan-level modeling or Criteria Cell mapping be evaluated through project-specific surveys (MSHCP §6.1 and 6.3). Survey requirements for covered species potentially associated with vernal pool habitats are outlined in MSHCP Table 6-1 (Species-Specific Survey Requirements), which establishes protocols for determining presence or absence prior to project implementation. Accordingly, the presence, extent, and functional characteristics of vernal pools should be assessed through focused field surveys conducted during appropriate hydrologic conditions to ensure compliance with federal and state permitting requirements and consistency with MSHCP conservation objectives and avoidance and minimization policies.

Based on publicly available data, several compensatory mitigation projects have restored wetland habitats within the Planning Area, primarily along the Interstate 15 corridor in association with residential development and transportation improvements. Documented examples of completed restoration efforts include projects associated with the North Ramsgate Development, Sycamore Creek Development, Rancho La Laguna Tract Map No. 28748, and the Collier Avenue Widening Project.

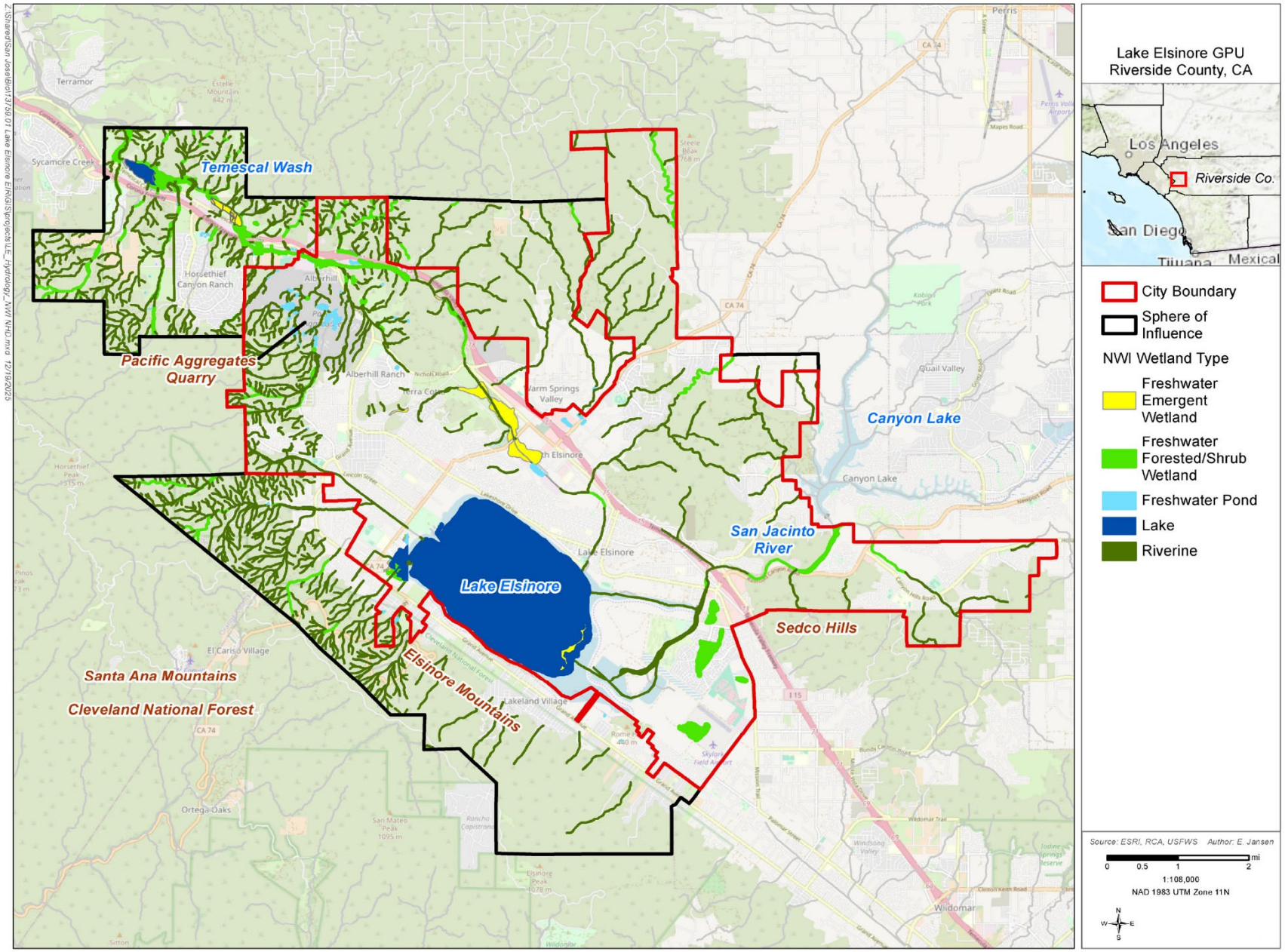


Exhibit 4.4-8 Water-Related Habitat in the Planning Area

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Potential impacts to aquatic habitats within the Planning Area may affect Waters of the United States and Waters of the State of California, thereby triggering federal and state regulatory oversight. Discharges of dredged or fill material into jurisdictional waters would require authorization under Clean Water Act (CWA) Section 404 from the U.S. Army Corps of Engineers and Section 401 Water Quality Certification from the Regional Water Quality Control Board (RWQCB), while activities that substantially alter the bed, bank, or channel of rivers, streams, or associated riparian corridors may require notification to the California Department of Fish and Wildlife (CDFW) pursuant to Fish and Game Code Section 1602. In Western Riverside County, these permitting requirements intersect with the MSHCP, which is implemented through a Cooperative Organizational Structure involving the RCA, Participating Special Entities, CDFW, and the U.S. Fish and Wildlife Service, as described in MSHCP §1.6 and 6. The MSHCP establishes Conservation Objectives and Criteria Cells for riparian, riverine, and lacustrine habitats (MSHCP §2.3, 3.1, and 3.2), which guide the conservation, management, and mitigation of aquatic resources supporting covered species. While projects that are consistent with the MSHCP may fulfill certain biological mitigation obligations through compliance with plan policies and payment of development fees, project-level approvals under the CWA, RWQCB, and CDFW remain independently applicable, and coordination among agencies is required to ensure consistency with both regulatory mandates and the regional conservation framework.

Wildlife Movement and Habitat Connectivity

The Planning Area overlaps multiple regional and local habitat connectivity frameworks that collectively inform future land use and guide biological resource protection. Regional connectivity designations identify essential connectivity areas and natural landscape blocks linking the Planning Area to the Santa Ana Mountains, Lake Matthews, and the Palomar Mountain region via the Temecula Valley. State-level data from CDFW indicate limited connectivity opportunities in low-elevation areas surrounding Lake Elsinore, with connectivity importance increasing substantially toward the Santa Ana Mountains and Elsinore Mountain foothills. Wildlife movement barriers, including Ortega Highway (SR-74), are recognized within the southern SOI as significant impediments to regional species movement.

At the local level, the MSHCP identifies multiple existing and proposed wildlife core areas, core extensions, and linkages within the Planning Area, including several constrained linkages concentrated in the northwestern portion. Collectively, these overlapping designations highlight the Planning Area's role as both a functional habitat mosaic and a critical transition zone between lowland basin habitats and surrounding upland core areas. Exhibit 4.4-9 shows the wildlife connectivity corridor cores and linkages identified in the MSHCP. In addition, Table 4.4-4 describes the various wildlife linkages and constrained linkages in and around the Planning Area.

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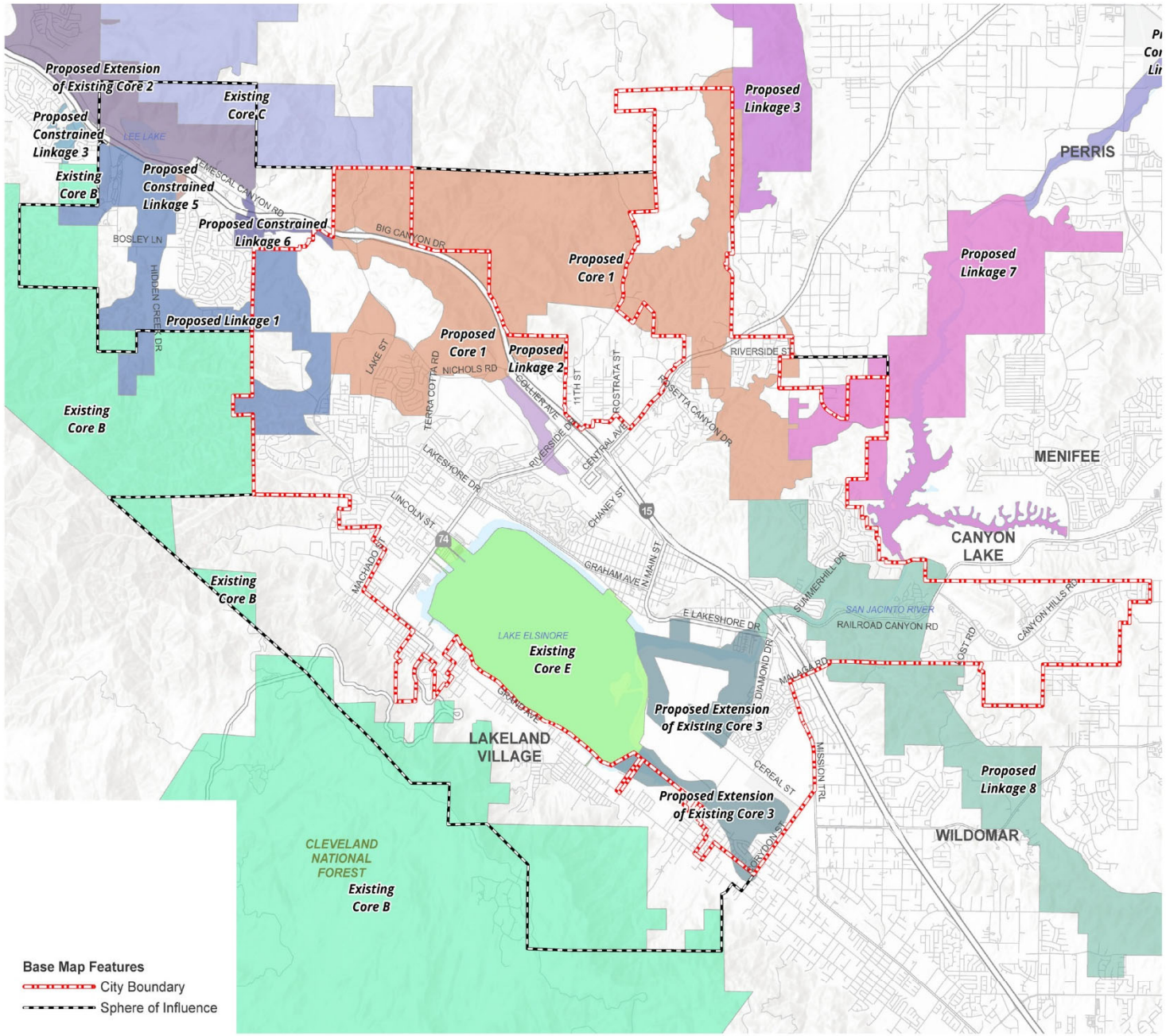


Exhibit 4.4-9 Wildlife Movement Corridors

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Table 4.4-4
Wildlife Linkage Constraints in the Planning Area

Linkage Feature[1]	General Location / Context	Primary Conservation Objectives	Relevance to Planning Area
Proposed Linkage 1	Western portion of the Planning Area, connecting Existing Core B in the Cleveland National Forest foothills to Proposed Core 1 and adjacent conservation lands west of Lake Elsinore.	Maintain west–east and north–south regional wildlife movement between large Core Areas; support dispersal and genetic exchange for wide-ranging mammals and upland species. Representative focal species include mountain lion, mule deer, bobcat, coyote, and associated upland birds and reptiles.	Anchors Lake Elsinore's western edge connectivity, ensuring continued functional movement between the Cleveland National Forest and interior planning areas; it constrains urban edge expansion and informs project siting and grading design along the City's western SOI.
Proposed Linkage 2	Central–north Lake Elsinore area, extending between Proposed Core 1 and upland habitats north of the City, crossing developed and semi-developed landscapes.	Preserve connectivity across fragmented landscapes, emphasizing linkage width, habitat permeability, and avoidance of complete pinch-points. Focal species include medium and large mammals, as well as grassland and coastal sage scrub species requiring landscape-scale movement.	Directly overlaps areas of future growth pressure and therefore plays a key role in CEQA impact analysis, requiring avoidance, reduced footprint design, and/or mitigation to maintain linkage functionality within the Planning Area.
Proposed Linkage 7	Northeastern portion of the Planning Area, linking Proposed Core 1 with regional open space (Canyon Lake) toward Perris and Menifee, largely east of I-15.	Provide regional-scale connectivity between inland valleys cores, supporting long-distance dispersal routes and climate-driven range shifts. Focal species include mountain lion, mule deer, and other large mammals, as well as raptors using open landscapes.	Represents a critical east-side connection for Lake Elsinore, ensuring the City does not become a barrier between inland valley cores; informs transportation planning, undercrossing opportunities, and large-scale land use decisions.
Proposed Linkage 8	Southeastern Lake Elsinore area near Wildomar, connecting Existing Core E and Proposed Extensions of Existing Core 3 with habitats south and east of the City.	Maintain connectivity around Lake Elsinore and the San Jacinto River corridor, supporting riparian-associated movement and upland–riparian linkages. Focal species include riparian mammals, amphibians, reptiles, and large mammals using valley bottoms as movement corridors.	Relevant to projects near Lake Elsinore shoreline, Railroad Canyon, and the San Jacinto River, requiring careful integration of flood control, infrastructure, and habitat movement objectives.
Proposed Constrained Linkage 5	Northwestern edge of the Planning Area, situated between Existing Core B and Proposed Core 1, narrowed by existing development and infrastructure.	Maintain minimum viable linkage functionality in constrained settings by preserving remaining habitat width, reducing barriers, and enhancing crossing opportunities. Focal species include bobcat, coyote, mule deer, and other adaptable mammals.	Signals a high-sensitivity constraint area where future development must be carefully designed; often triggers focused biological analysis and avoidance or restoration-based mitigation within Lake Elsinore projects.
Proposed Constrained Linkage 6	Northern–central Lake Elsinore area, constrained by urban development, roadways, and topography between Proposed and Existing Core areas.	Prevent complete severance of movement corridors in developed landscapes; prioritize permeability and functional movement rather than pristine habitat conditions. Focal species emphasize generalist and wide-ranging mammals.	Highlights areas where Lake Elsinore's growth could irreversibly sever regional connectivity if not managed; directly informs General Plan policies, roadway improvements, and CEQA mitigation strategies.

Source: Table 7, MIG 2025

[1] see Exhibit 4.4-9 for locations

Other MSHCP Resources

Reserve Assembly

The County's MSHCP establishes a comprehensive, regional conservation plan/program to conserve biological diversity, protect covered species and their habitats, and maintain ecological processes while accommodating long-term growth and development within Western Riverside County. Central to the MSHCP is the concept of reserve assembly, which is the phased, criteria-based hierarchical process to identify, acquire, dedicate, and manage conservation lands over time to meet the Plan's biological conservation objectives. The Planning Area is characterized by multiple overlapping MSHCP reserve assembly elements that collectively shape the region's open space and conservation framework. Rough Step Units and Habitat Management Units extend across the entirety of the City boundary and SOI, while Area Plan Subunits, Criteria Cells, Cell Groups, and Public and Quasi-Public Lands occur in varying proportions throughout the landscape (see Table 4.4-5). Together, these elements provide the broader conservation context that informs long-term open space planning and resource stewardship within the Planning Area.

Table 4.4-5
MSHCP Reserve Assembly Elements in the Planning Area

MSHCP Element	City Limits		Sphere of Influence		Total	
	Acres	%	Acres	%	Acres	%
Area Plan Subunit	14,579	52	7,501	41	22,080	48
Rough Step Unit	27,876	100	18,178	100	46,054	100
Habitat Management Unit	27,876	100	18,178	100	46,054	100
Cell Group	7,655	27	5,334	29	12,989	28
Criteria Cell	14,546	52	7,459	41	22,005	47
Public Quasi-Public Lands	3,798	14	4,663	26	8,461	18
Total	**27,876**	**100**	**18,178**	**100**	**46,054**	**100**

Source: Table 10, MIG 2025

Core Areas. The Planning Area encompasses and abuts several Existing Wildlife Core Areas, including Existing Core B, Core C, and Core E (refer back to Exhibit 4.4-9). These cores represent large, relatively intact blocks of natural habitat that function as foundational components of the regional conservation strategy, supporting population viability for wide-ranging mammals, upland and riparian bird species, reptiles, and other covered wildlife. Within the Lake Elsinore area, Existing Core B extends into the Cleveland National Forest and the Elsinore Mountains, providing substantial upland chaparral, oak woodland, and montane habitat, while Existing Core E encompasses Lake Elsinore and associated wetland habitats that are critical for migratory and resident bird species. The MSHCP identifies these cores as areas where long-term habitat value is maintained primarily through avoidance, conservation, and management, rather than piecemeal mitigation, and emphasizes their importance for maintaining regional ecological integrity. The biological management characteristics of the existing and proposed MSHCP Core Areas are shown in Tables 4.4-6 and 4.4-7.

Table 4.4-6
Existing MSHCP Core Area Characteristics

Feature	General Location & Context	Primary Conservation Objectives	Key Habitat Types	Representative Covered / Focal Species
Existing Core B	Santa Ana Mountains, Cleveland National Forest; western and southwestern SOI of Lake Elsinore	• Maintain large, intact blocks of coastal sage scrub, chaparral, oak woodland, and forest • Provide regional north–south and east–west wildlife movement and genetic exchange • Support wide-ranging and area-sensitive species	Coastal sage scrub, chaparral, oak woodland, riparian corridors, forested canyons	Mountain lion, bobcat, coastal California gnatcatcher, Bell's sage sparrow, orange-throated whiptail
Existing Core C	Northern Planning Area and Temescal Valley interface; linkage between Santa Ana Mountains and inland valleys	• Preserve connectivity between mountain blocks and inland habitats • Protect riparian-associated and valley-edge habitats • Support species movement through constrained landscapes	Riparian corridors, valley scrub, grasslands, alluvial fans, oak woodland	Least Bell's vireo, arroyo toad, western spadefoot, San Diego horned lizard
Existing Core E	Lake Elsinore shoreline, floodplain, and San Jacinto River interface	• Conserve aquatic, wetland, and floodplain habitats • Maintain habitat for water-dependent and migratory species • Support connectivity between uplands and basin wetlands	Open water, freshwater marsh, riparian woodland, seasonally inundated areas	California red-legged frog, western pond turtle, great blue heron, white-faced ibis, various migratory waterbirds

Source: Table 5, MIG 2025 (see Exhibit 4.4-9)

Table 4.4-7
Proposed MSHCP Core Area Characteristics

Feature	General Location / Context	Primary Conservation Objectives	Key Habitat Types	Representative Focal / Covered Species
Proposed Core 1	Northern and northeastern portions of the Planning Area	• Expand core habitat representation in under-conserved portions of the MSHCP area • Consolidate fragmented uplands; improve linkage efficiency between existing cores and regional corridors	Chaparral, grassland, coastal sage scrub	Coastal California gnatcatcher, San Diego horned lizard, bobcat
Proposed Extension of Existing Core 2	Northwest Planning Area, near Temescal Wash and adjacent uplands	• Strengthen connectivity between existing core lands and riparian systems • Buffer and reinforce movement corridors • Reduce edge effects from urban encroachment	Riparian corridors, coastal sage scrub, grassland	Least Bell's vireo, western spadefoot, arroyo toad
Proposed Extension of Existing Core 3	Southern and southeastern Planning Area, linking Lake Elsinore basin to adjacent uplands	• Enhance functional connectivity between basin habitats and surrounding foothills • Support elevational and hydrologic gradients; improve dispersal opportunities for aquatic-associated and upland species	Grassland, scrub, riparian/wetland transitions	Southwestern pond turtle, California red-legged frog, mule deer

Source: Table 6, MIG 2025 (see Exhibit 4.4-9)

Area Plan Subunits. Area Plan Subunits (APS) represent the highest-level geographic planning and implementation units within the MSHCP and generally correspond to subregional planning or jurisdictional areas. Six MSHCP Area Plan Subunits overlap the Planning Area. Within the City Boundary, the largest subunit is SU2 – Alberhill (3,762 acres; 26%), followed by SU3 – Elsinore (3,543 acres; 24%) and SU5 – Ramsgate (2,604 acres; 18%). SU1 – Estelle Mountain/Indian Canyon and SU6 – Steele Peak each account for approximately 11% of the City Boundary, while SU4 – Sedco Hills represents 10%. Within the SOI, the largest subunit is SU1 – Estelle Mountain/Indian Canyon (5,748 acres; 77%), reflecting the large expanses of undeveloped uplands and linkage lands north and northeast of the City. Smaller portions of the SOI occur in SU2 – Alberhill (15%), SU5 – Ramsgate (5%), and SU3 – Elsinore (3%), with negligible or no SOI overlap in SU4 – Sedco Hills and SU6 – Steele Peak.

Habitat Management Units. Habitat Management Units (HMUs) are large, biologically coherent areas that serve as the primary ecological framework for implementing species and habitat conservation under the MSHCP. HMUs are designed around major landforms, watersheds, and ecological systems and are used to define conservation objectives for covered species, habitat composition, connectivity, and long-term management priorities. Four MSHCP Habitat Management Units (HMUs) overlap the Planning Area. Within the City Boundary, the Planning Area is dominated by the Santa Ana Mountains HMU (HMU 12), which accounts for approximately 16,590 acres (60%), reflecting the City's strong association with upland, mountain, and foothill conservation lands. The Menifee HMU (HMU 7) represents the second-largest portion of the City

Boundary at 7,905 acres (28%), followed by the Gavilan HMU (HMU 6) at 12%. The Forest Service Trabuco HMU (HMU 5) is negligible within the City Boundary. In contrast, the SOI is shared primarily between the Santa Ana Mountains HMU (46%) and the Gavilan HMU (31%), with a substantial additional contribution from the Forest Service Trabuco HMU (21%). The Menifee HMU is minimally represented in the SOI (2%). This distribution indicates that future planning within the SOI is more strongly influenced by regionally significant mountain and upland conservation systems, whereas the City Boundary includes a greater mix of mountain, valley, and urban-interface HMUs.

Criteria Cell Groups. Cell Groups are aggregations of individual criteria cells that collectively represent biologically meaningful habitat blocks, cores, linkages, or constrained linkages within the MSHCP reserve design. Cell Groups are used as intermediate analytical and accounting units to track progress toward meeting habitat representation goals and species-specific conservation objectives. Cell Groups help translate HMU-level conservation objectives into measurable spatial units and provide a mechanism for evaluating whether reserve assembly is achieving intended biological outcomes.

A total of 7,655 acres of Cell Groups occur within the City Boundary, while 5,334 acres occur within the SOI (see Exhibits 4.4-10 and 4.4-11 for cell groups within the City limits and SOI, respectively. Note these two exhibits have divided the Planning Area in half and are also split images without the Cell Numbers showing in the lower half of the exhibit, so future proposed development can be seen more easily within the Cell Boundary. Within the City Boundary, cell groups are widely distributed across many groups, with no single group dominating reserve assembly. The largest contributors within the City include Groups M (10%), J (9%), W (6%), X (5%), and E′ (5%), while the majority of remaining groups each comprise approximately 2–4%, indicating a highly distributed reserve-assembly pattern. In contrast, the SOI is more unevenly distributed, with Group L accounting for approximately 23% of SOI cell group acreage, followed by Group J (12%), and numerous additional groups each contributing 5–6%. Several cell groups occur exclusively or almost exclusively in the SOI (e.g., Groups A, C–F, H, K, P), reflecting the SOI's greater role in accommodating future reserve assembly associated with upland cores and regional linkages. Overall, the distribution indicates that City-based reserve assembly is incremental and dispersed, whereas SOI-based reserve assembly is more strongly influenced by fewer, spatially larger cell groups.

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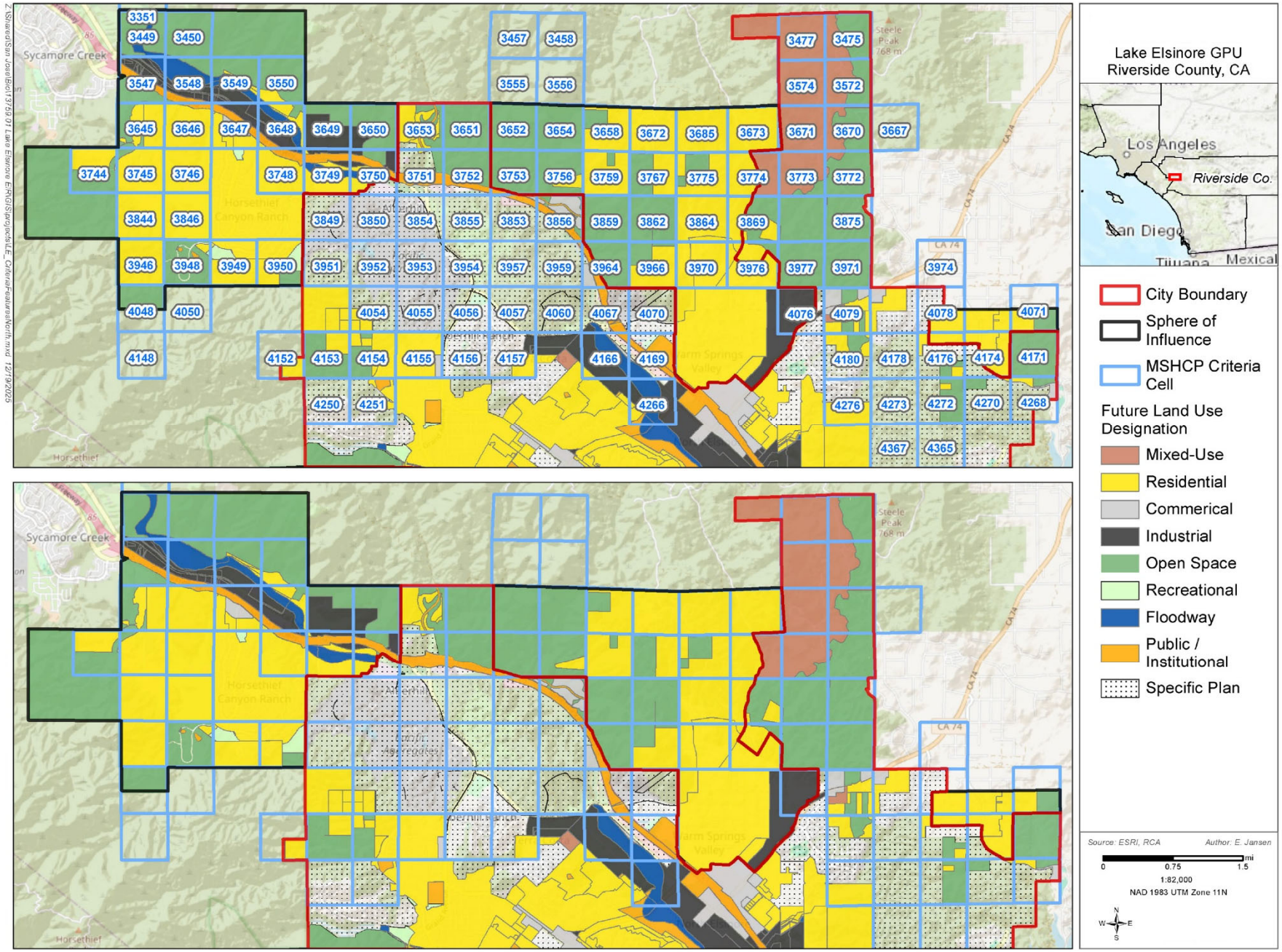


Exhibit 4.4-10 Criteria Cells in the Planning Area (North)

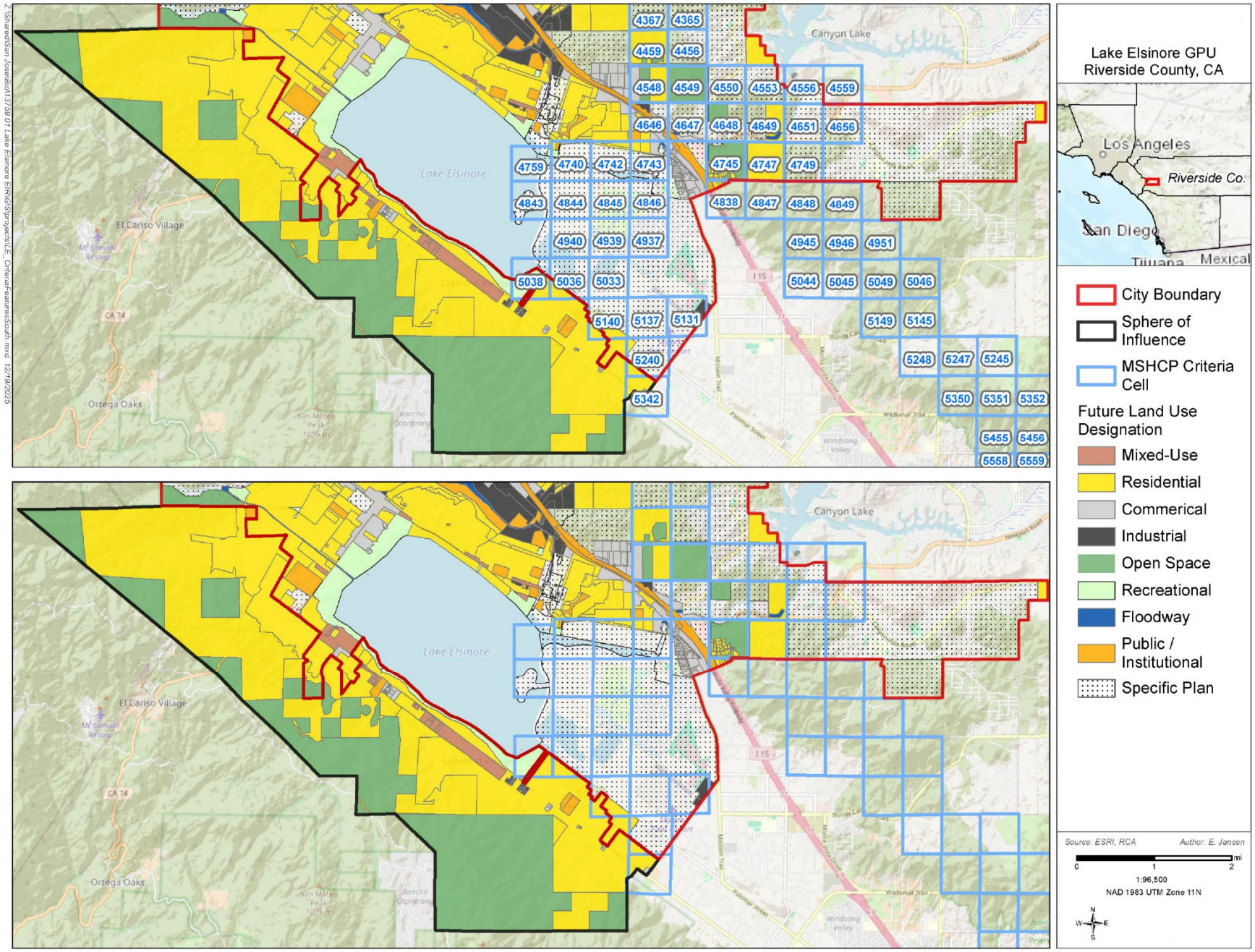


Exhibit 4.4-11 Criteria Cells in the Planning Area (South)

Within the City boundary, cell groups primarily support incremental reserve assembly within urban and urban-interface settings, where conservation actions are typically smaller, dispersed, and closely tied to project-level mitigation. In contrast, SOI cell groups play a proportionally larger role in future reserve configuration, particularly for upland cores, regional linkages, and habitat blocks that require larger, contiguous areas to meet MSHCP objectives.

Covered Roads. Under the MSHCP, certain Covered Roads are identified transportation corridors whose construction, improvement, operation, and maintenance are anticipated and programmatically covered, allowing roadway infrastructure to proceed while avoiding, minimizing, and mitigating impacts to biological resources through defined right-of-way (ROW) limits, conservation objectives, and consistency requirements. Covered road are spatially concentrated within the existing urbanized basin surrounding Lake Elsinore, where arterial, collector, and expressway corridors form a dense grid supporting established development and planned growth (see Exhibit 4.4-12).

Several roads bordering the Project area (N. Warren Road, S. Warren Road and Cottonwood Road) to the west and north are considered Covered Roads Right-of Way (ROW). These arterial roads were explicitly included as “covered activities” when the MSHCP was adopted. If a project affects areas inside a covered ROW, it typically does not trigger new MSHCP mitigation, because those impacts were already covered. If impacts extend outside the ROW, further assessment under §1.2 (Riparian/Riverine), §6.1.3 (Narrow Endemic), or other parts of the MSHCP may apply; however, no MSHCP Covered Roads (existing or proposed) are planned to be improved via widening, staging or newly constructed at this time.

Public Quasi-Public Lands. Public Quasi-Public Lands (PQPL) conserved under the MSHCP may contribute to reserve assembly when they are managed in a manner that supports the Plan’s biological conservation objectives. While such lands are not automatically designated as conserved, they can play an important supplemental role in reserve configuration by providing habitat value, buffering, or connectivity, particularly in urban or constrained areas. Inclusion of Public Quasi-Public Lands in reserve assembly is contingent on long-term management commitments and does not substitute for required conservation of core habitats or compliance with rough step acreage requirements, ensuring that reserve assembly remains biologically functional and regionally consistent (see Exhibit 4.4-13).

Conserved PQPL within the City Boundary total approximately 3,798 acres and are dominated by Lake Elsinore, which accounts for 2,787 acres (73%) of PQPL lands within the City. Additional contributions include the Santa Ana Watershed Project (373 acres; 10%), Steele Peak Reserve (157 acres; 4%), and Alberhill Creek (79 acres; 2%), with smaller areas associated with the Temescal Trailhead Site and other minor facilities. Collectively, these lands reflect the City’s emphasis on lake-associated, watershed, and recreational public lands that may provide supplemental habitat value, buffering, and localized connectivity when managed consistent with MSHCP conservation objectives.

Within the SOI, PQPL total approximately 4,663 acres and are overwhelmingly dominated by Cleveland National Forest, which comprises 3,829 acres (82%) of PQPL lands in the SOI. Additional contributions include the Lake Mathews / Estelle Mountain Reserve (406 acres; 9%) and undefined public lands (360 acres; 8%), with only a minor portion of Lake Elsinore extending into the SOI (68 acres; 1%). This distribution indicates that PQPL lands within the SOI are primarily associated with large, contiguous federal and regional open space areas that support regional habitat integrity and connectivity rather than urban-interface public facilities.

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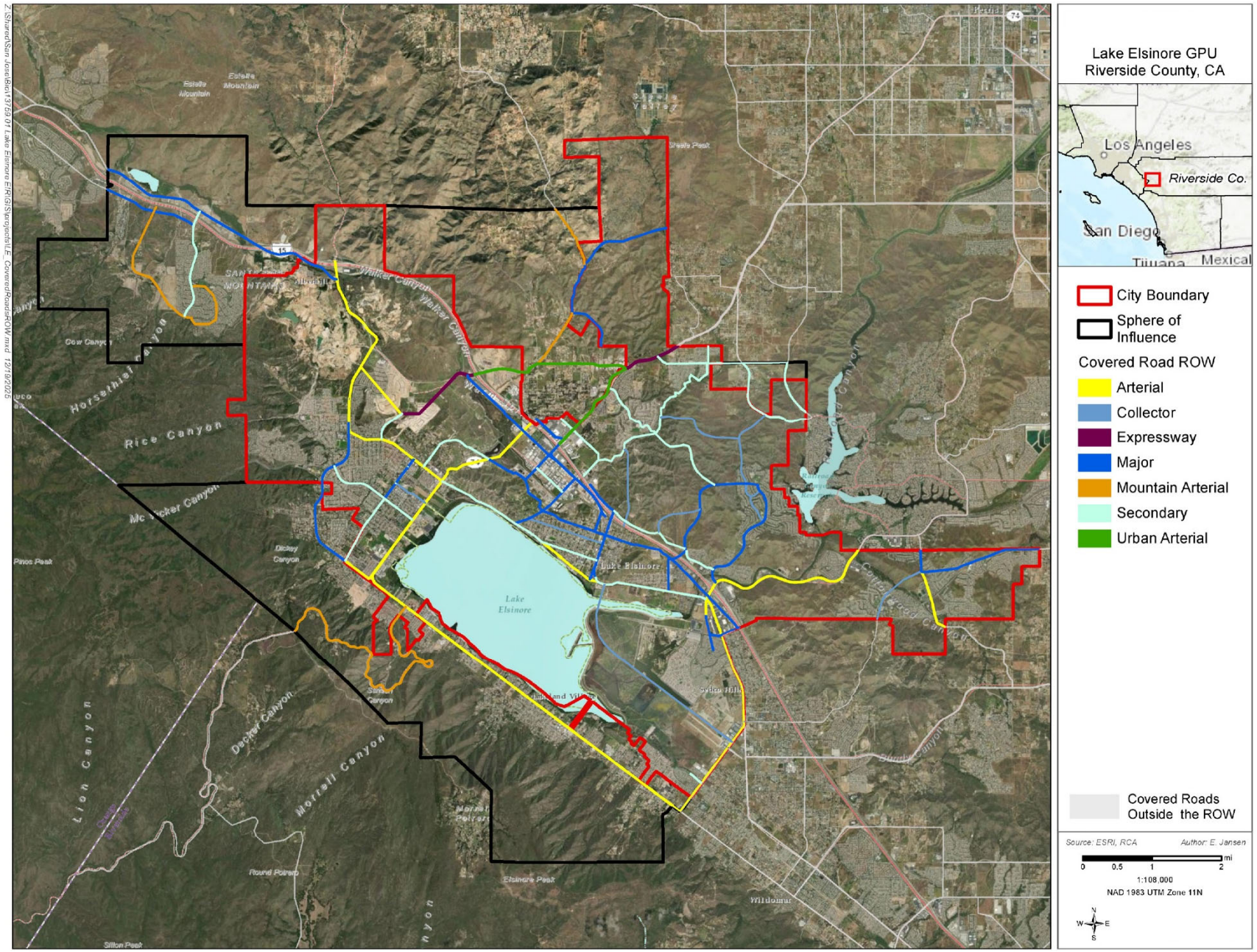


Exhibit 4.4-12 MSHCP Covered Roads

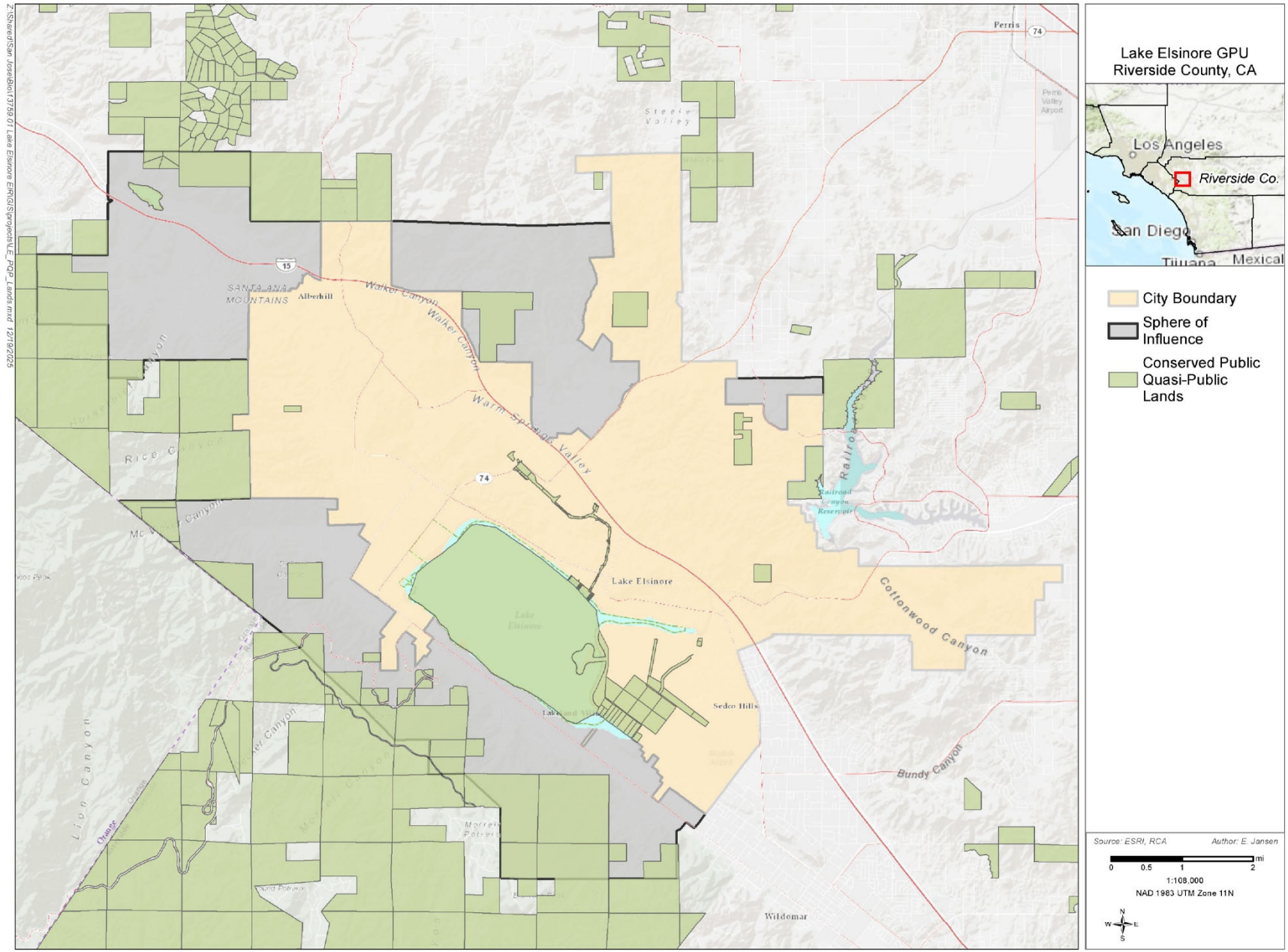


Exhibit 4.4-13 MSHCP Public Quasi-Public Lands

Conserved Public Quasi-Public Lands within the Planning Area provide important supplemental contributions to the MSHCP reserve system, with City-based PQPL lands emphasizing lake-associated and watershed functions and SOI-based PQPL lands supporting large, contiguous regional open space and connectivity, subject to management consistency with MSHCP conservation objectives.

MSHCP Applicability. Given the size and unique biological characteristics of Lake Elsinore and the surrounding intermountain region, numerous MSHCP elements are present within the Planning Area and management and conservation of these resources would need to be in accordance with the MSHCP conservation framework as future development occurs under the GPU, as outlined in Table 4.4-8.

Table 4.4-8
MSHCP Elements Applicable to the Planning Area

Factor	Not Applicable	Applicable	Justification of Applicability/Inapplicability
Covered Roads		**X**	Located throughout the Planning Area.
Covered Public Access Activities		**X**	Multiple public access opportunities (e.g., trails, aquatic access) in Planning Area
Reserve Assembly Analysis		**X**	Planning Area overlaps multiple reserve elements
Constrained Linkages		**X**	Mapped in Planning Area
Core Areas		**X**	Mapped in Planning Area
Linkages		**X**	Mapped in Planning Area
Habitat Block		**X**	Mapped in Planning Area
Criteria Cell		**X**	Mapped in Planning Area
Other Conservation Area		**X**	Additional reserve lands (ARL) acquired post MSHCP certification within Planning Area
PQP Lands		**X**	Mapped in Planning Area
Vegetation Mapping		**X**	Project-specific mapping required in Planning Area
Riparian/Riverine Resources		**X**	Present and mapped in the Planning Area
Vernal Pools		**X**	Not mapped but assumed present in the Planning Area
Fairy Shrimp		**X**	Historical records of Riverside fairy shrimp in Planning Area
Riparian Birds		**X**	Documented occurrence in Planning Area
Other Section 6.1.2 Species		**X**	Documented occurrence in Planning Area
Narrow Endemic Plant Species		**X**	Documented occurrence and multiple survey areas overlap Planning Area
Stephens' Kangaroo Rat HCP		**X**	Modeled suitable habitat, core serve areas and fee areas mapped in Planning Area
Criteria Area Plant Species		**X**	Documented occurrence and multiple survey areas overlap Planning Area
Amphibians	**X**		Adjacent to the southern boundary of Planning Area
Burrowing Owl		**X**	Documented occurrence and survey area overlaps the majority of Planning Area

Factor	Not Applicable	Applicable	Justification of Applicability/Inapplicability
Mammals	X		Not mapped or described in Planning Area
Delhi Sands Flower Loving Fly	X		Not mapped or described in Project area.
Species Not Adequately Conserved		X	Documented occurrence mapped in Planning Area
Guidelines Pertaining to the Urban /Wildlife Interface		X	Documented occurrence described in Planning Area
Construction Guidelines		X	Applicable to projects within the Planning Area
Best Management Practices		X	Applicable to projects within the Planning Area (MSHCP Vol I App. C)

Source: Table 9, MIG 2025

Integrating MSHCP Management Areas. Future conservation and open space planning within the Lake Elsinore Planning Area will be guided by the integrated reserve assembly framework of the MSHCP, which functions through the coordinated application of Habitat Management Units, Area Plan Subunits, Rough Step Units, Cell Groups, and Criteria Cells. Habitat Management Units establish the biological purpose and connectivity functions of conserved lands, while Area Plan Subunits provide the subregional planning context and Rough Step Units ensure that conservation occurs incrementally and is spatially distributed as development proceeds. Cell Groups aggregate project-level conservation actions to track cumulative progress toward regional conservation objectives. Together, these overlapping MSHCP elements require that land use, infrastructure, and open space decisions be evaluated for consistency across multiple implementation layers to maintain core habitat integrity, regional connectivity, and long-term reserve functionality.

NOP Comments

During the NOP period the California Department of Fish and Wildlife and the Endangered Habitats League submitted letters urging the City to comprehensively evaluate and fully protect listed and otherwise sensitive species of plants and animals within the Project Planning Area.

4.4.2 REGULATORY FRAMEWORK

Federal

Endangered Species Act (FESA) (1973)

FESA, as amended, provides the regulatory framework for the protection of plant and animal species (and their associated critical habitats), which are formally listed, proposed for listing, or candidates for listing as endangered or threatened under FESA. FESA has the following four major components: (1) provisions for listing species, (2) requirements for consultation with the United States Fish and Wildlife Service (USFWS) and the National Oceanic and Atmospheric Administration's National Marine Fisheries Service (NOAA NMFS), (3) prohibitions against a "take" (defined as harassing, harming, hunting, shooting, wounding, killing, trapping, capturing, or collecting, or attempting to engage in any such conduct) of listed species, and (4) provisions for permits that allow incidental "take". FESA also discusses recovery plans and the designation of critical habitat for listed species. Section 7 requires Federal agencies, in consultation with, and with the assistance of the USFWS or NOAA NMFS, as appropriate, to ensure that actions they

authorize, fund, or carry out are not likely to jeopardize the continued existence of threatened or endangered species or result in the destruction or adverse modification of critical habitat for these species. Both the USFWS and NOAA NMFS share the responsibility for administration of FESA.

Federal Migratory Bird Treaty Act (MBTA) (16 U.S.C. 703 et seq.), Title 50 Code of Federal Regulations (CFR) Part 10

The MBTA prohibits taking, killing, possessing, transporting, and importing of migratory birds, parts of migratory birds, and their eggs and nests, except when specifically authorized by the Department of the Interior. As used in the act, the term “take” is defined as, “to pursue, hunt, capture, collect, kill or attempt to pursue, hunt, shoot, capture, collect or kill, unless the context otherwise requires.” With a few exceptions, most birds are considered migratory under the MBTA. Disturbances that causes nest abandonment and/or loss of reproductive effort or loss of habitat upon which these birds depend would be in violation of the MBTA.

Bald and Golden Eagle Protection Act (BGEPA)(16 U.S.C. 668-668d), Title 50 Code of Federal Regulations (CFR), Part 22.6

The BGEPA was enacted in 1940 to prohibit anyone without a permit issued by the Secretary of the Interior, from "taking" bald or golden eagles, including their parts (including feathers), nests, or eggs. The Act provides criminal penalties for persons who "take, possess, sell, purchase, barter, offer to sell, purchase or barter, transport, export or import, at any time or any manner, any bald eagle ... [or any golden eagle], alive or dead, or any part (including feathers), nest, or egg thereof." In addition to immediate impacts, this definition also covers effects that result from human-induced alterations initiated around a previously used nest site during a time when eagles are not present, if, upon the eagle's return, such alterations agitate or bother an eagle to a degree that interferes with or interrupts normal breeding, feeding, or sheltering habits, and causes injury, death or nest abandonment.

The Clean Water Act Sections 404 and 401

The United States Army Corps of Engineers (USACE) and the United States Environmental Protection Agency (EPA) regulate the discharge of dredged or fill material into waters of the United States, including wetlands, under section 404 of the Clean Water Act (CWA) (33 USC 1344). Waters of the United States are defined in Title 33 CFR Part 328.3(a) and include a range of wet environments such as lakes, rivers, streams (including intermittent streams), mudflats, sandflats, wetlands, sloughs, prairie potholes, wet meadows, playa lakes, or natural ponds. The lateral limits of jurisdiction in those waters may be divided into three categories – territorial seas, tidal waters, and non-tidal waters – and is determined depending on which type of waters is present (Title 33 CFR Part 328.4(a), (b), (c)). Activities in waters of the United States regulated under section 404 include fill for development, water resource projects (e.g., dams and levees), infrastructure developments (e.g., highways, rail lines, and airports) and mining projects. Section 404 of the CWA requires a federal permit before dredged or fill material may be discharged into waters of the United States, unless the activity is exempt from section 404 regulation (e.g., certain farming and forestry activities).

Section 401 of the CWA (33 U.S.C. 1341) requires an applicant for a federal license or permit to conduct any activity that may result in a discharge of a pollutant into waters of the United States to obtain a water quality certification from the state in which the discharge originates. The discharge is required to comply with the applicable water quality standards. A certification obtained for the construction of any facility must also pertain to the subsequent operation of the facility. The EPA has delegated responsibility for the protection of water quality in California to

State Water Resources Control Board (SWRCB) and its nine Regional Water Quality Control Boards (RWQCB).

The National Pollutant Discharge Elimination System (NPDES)

This program requires permitting for activities that discharge pollutants into waters of the United States. This includes discharges from municipal, industrial, and construction sources. These are considered point-sources from a regulatory standpoint. Generally, these permits are issued and monitored under the oversight of the SWRCB and administered by each regional water quality control board. Construction activities that disturb one acre or more (whether a single project or part of a larger development) are required to obtain coverage under the state's General Permit for Dischargers of Storm Water Associated with Construction Activity. All dischargers are required to obtain coverage under the Construction General Permit. The activities covered under the Construction General Permit include clearing, grading, and other disturbances. The permit requires preparation of a Storm Water Pollution Prevention Plan (SWPPP) and implementation of Best Management Practices (BMPs) with a monitoring program. Future development under the Project will require coverage under the Construction General Permit.

State

California Endangered Species Act (CESA)(1984)

CESA expands on the original NPPA and enhanced legal protection for plants, but the NPPA remains part of the California Fish and Game Code (CFGC). To align with FESA, CESA created the categories of "threatened" and "endangered" species. It converted all "rare" animals into CESA as threatened species but did not do so for rare plants. Thus, these laws provide the legal framework for protection of California-listed rare, threatened, and endangered plant and animal species. The CDFW implements NPPA and CESA, and its Wildlife and Habitat Data Analysis Branch maintains the CNDDB, a computerized inventory of information on the general location and status of California's rarest plants, animals, and natural communities. During the CEQA review process, the CDFW is given the opportunity to comment on the potential of the proposed Project to affect listed plants and animals.

Fully Protected Species and Species of Special Concern

The classification of "fully protected" was the CDFW's initial effort to identify and provide additional protection to those animals that were rare or faced possible extinction. Lists were created for fish, amphibian and reptiles, birds, and mammals. Most of the species on these lists have subsequently been listed under CESA and/or FESA. The CFGC sections (fish at §5515, amphibian and reptiles at §5050, birds at §3511, and mammals at §4700) dealing with "fully protected" species states that these species "…may not be taken or possessed at any time and no provision of this code or any other law shall be construed to authorize the issuance of permits or licenses to take any fully protected species," although take may be authorized for necessary scientific research. This language makes the "fully protected" designation the strongest and most restrictive regarding the "take" of these species. In 2003, the code sections dealing with fully protected species were amended to allow the CDFW to authorize take resulting from recovery activities for state-listed species.

Species of special concern (SSC) are broadly defined as animals not listed under FESA or CESA, but which are nonetheless of concern to the CDFW because they are declining at a rate that could result in listing or historically occurred in low numbers and known threats to their persistence currently exist. This designation is intended to result in special consideration for these animals by CDFW, land managers, consulting biologist, and others. It is intended to focus attention on these species to help avert the need for costly listing under FESA and CESA and cumbersome recovery

efforts that might ultimately be required. This designation also is intended to stimulate collection of additional information on the biology, distribution, and status of poorly known at-risk species, as well as focus research and management attention on them. Although these species generally have no special legal status, they are given special consideration under CEQA during future project review.

California Fish and Game Code sections 3503 and 3513

According to section 3503 of the CFGC, it is unlawful to take, possess, or needlessly destroy the nest or eggs of any bird (except English sparrow (*Passer domesticus*) and European Starling (*Sturnus vulgaris*). Section 3503.5 specifically protects birds in the orders Falconiformes and Strigiformes (birds-of-prey). Section 3513 essentially overlaps with the MBTA, prohibiting the take or possession of any migratory non-game bird. Disturbance that causes nest abandonment and/or loss of reproductive effort is considered a "take" by CDFW.California Fish and Game Code Sections 1600-1603.

Under section 1602 of CFGC, CDFW has authority over any proposed activity that may substantially modify a river, stream, or lake. CDFW requires notification for any activity that will do one or more of the following: (1) substantially obstruct or divert the natural flow of a river, stream, or lake; (2) substantially change or use any material from the bed, channel, or bank of a river, stream, or lake; or (3) deposit or dispose of debris, waste, or other material containing crumbled, flaked, or ground pavement where it can pass into a river, stream, or lake.

The notification requirement applies to any work undertaken in or near a river, stream, or lake that flows at least intermittently through a bed or channel. This includes ephemeral streams, desert washes, and watercourses with a subsurface flow. The CDFW typically considers a river, stream, or lake to include its riparian vegetation, but it may also extend to its floodplain. The term "stream", which includes creeks and rivers, is defined in the CCR as follows: "a body of water that flows at least periodically or intermittently through a bed or channel having banks and supports fish or other aquatic life". This includes watercourses having a surface or subsurface flow that supports or has supported riparian vegetation (14 CCR 1.72). In addition, the term stream can include ephemeral streams, dry washes, watercourses with subsurface flows, canals, aqueducts, irrigation ditches, and other means of water conveyance if they support aquatic life, riparian vegetation, or stream-dependent terrestrial wildlife. Riparian is defined as "on, or pertaining to, the banks of a stream"; therefore, riparian vegetation is defined as, "vegetation which occurs in and/or adjacent to a stream and is dependent on, and occurs because of, the stream itself".

If the CDFW determines that the activity may substantially adversely affect fish and wildlife resources, a Lake or Streambed Alteration Agreement (LSAA) will be prepared, which includes reasonable conditions necessary to protect those resources. The applicant may then proceed with the activity in accordance with the final LSAA. Section 1602 does not extend to isolated wetlands and waters, such as small ponds not located on drainages.

Native Plant Protection Act (1977) (CFGC §§ 1900 through 1913)

The NPPA enacted the CDFW to carry out the Legislature's intent to "preserve, protect and enhance rare and endangered plants in this State." The NPPA is administered by the CDFW, which has the authority to designate native plants as endangered or rare and to protect them from "take."

Sensitive Plants – California Native Plant Society

The California Native Plant Society (CNPS), a non-profit plant conservation organization, publishes and maintains an Inventory of Rare and Endangered Vascular Plants of California. The Inventory assigns plants to the following categories:

- 1A Presumed extinct in California;
- 1B Rare, threatened, or endangered in California and elsewhere;
- 2 Rare, threatened, or endangered in California but more common elsewhere;
- 3 Plants for which more information is needed – A review list; and
- 4 Plants of limited distribution – A watch list.

Additional endangerment codes are assigned to each taxon as follows:

- .1 Seriously endangered in California (over 80% of occurrences threatened/high degree of immediacy of threat).
- .2 Fairly endangered in California (20-80% occurrences threatened).
- .3 Not very endangered in California (<20% of occurrences threatened or no current threats known).

Plants on Lists 1A, 1B, and 2 of the CNPS Inventory consist of plants that qualify for listing by CDFW and/or other state agencies (e.g., California Department of Forestry and Fire Protection). As part of the CEQA process, such species should be fully considered, as they meet the definition of threatened or endangered under the NPPA and Sections 2062 and 2067 of the CFGC. CRPR 3 and 4 species are considered to be plants about which more information is needed or are uncommon enough that their status should be regularly monitored. Such plants may be eligible or may become eligible for state listing, and CNPS and CDFW recommend that these species be evaluated for consideration during the preparation of CEQA documents.

Sensitive Natural Communities

Sensitive natural communities are habitats that are either unique in constituent components, of relatively limited distribution in the region, or of particularly high wildlife value. These communities may or may not necessarily contain special-status species. Sensitive natural communities are usually identified in local or regional plans, policies or regulations, or by the CDFW or the USFWS. The CNDDB identifies a number of natural communities as rare, which are given the highest inventory priority. Impacts to sensitive natural communities and habitats must be considered and evaluated under the CEQA (CCR: Title 14, Div. 6, Chap. 3, Appendix G)

Natural Community Conservation Planning Act

The Natural Community Conservation Planning (NCCP) program of the CDFW takes a broad-based ecosystem approach to planning for the protection and perpetuation of biological diversity. The NCCP program, established pursuant to the 1991 NCCP Act (Fish and Game Code 2003) is broader in its orientation and objectives than CESA or FESA. While CESA and FESA are designed to identify and protect species that have already declined in significant numbers, the NCCP program seeks to prevent species listing by focusing on the long-term stability of wildlife and plant communities. There is no NCCP in or adjacent to the City of Lake Elsinore.

Section 401 of the Clean Water Act

RWQCB regulates activities in “waters of the state”, including wetlands, through section 401 of the CWA. “Waters of the state” are defined by the Porter-Cologne Water Quality Control Act (see below) as “any surface water or groundwater, including saline waters, within the boundaries of the state.” While the USACE administers permitting programs that authorize impacts to “waters of the US”, any USACE permit authorized for a project would be invalid unless the RWQCB has issued a project-specific water quality certification or waiver of water quality. A water quality certification requires a finding by the RWQCB that the activities permitted by the USACE will not violate water quality standards individually or cumulatively over the term of the issued USACE permit.

Porter-Cologne Water Quality Control Act

The Porter-Cologne Water Quality Act (Porter-Cologne Act) (California Water Code section 13260) requires “any person discharging waste, or proposing to discharge waste, within any region that could affect the “waters of the state” to file a report of discharge” with the RWQCB through an application for waste discharge. The RWQCB protects all waters in its regulatory scope but has special responsibility for isolated wetlands and headwaters. These water bodies have high resource value, are vulnerable to filling, and may not be regulated by other programs (e.g. section 404 of the CWA).

County/Regional

Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP)

The MSHCP is permitted under Section 10(a)(1)(B) of the federal Endangered Species Act (ESA) and an approved Natural Community Conservation Plan under the California Natural Community Conservation Planning Act. These permits collectively provide incidental take authorization for covered species when projects demonstrate consistency with the MSHCP’s conservation objectives, survey requirements, and avoidance/minimization measures. Although the MSHCP does not replace other federal or state regulatory programs—such as ESA Section 7 consultation for federal actions, Clean Water Act Section 404/401 permitting (for wetlands, vernal pools, and other jurisdictional resources such as drainages, riparian vegetation, etc.), or California Fish and Game Code Section 1600 notifications—the Plan is specifically designed to align with these processes and provide a biologically robust, regionally coordinated conservation strategy that informs and streamlines agency review (for a more detailed explanation, see Section 4.4.1 above).

Stephen’s Kangaroo Rat Habitat Conservation Plan

The Stephen’s Kangaroo Rat Habitat Conservation Plan (SKR HCP) is intended to conserve the habitat of this federally threatened species. The HCP focuses on protecting and restoring habitats that support the SKR which includes: conservation of 15,000 acres of occupied habitat in Western Riverside County; development and implementation of the Western Riverside County Multiple Species Habitat Conservation Plan (see above); management efforts by the Department of Defense on various military installations; and collaboration with local conservation agencies and landowners to ensure effective habitat protection and management.

Lake Elsinore and San Jacinto Wetlands Program

The Lake Elsinore and San Jacinto Wetlands Program is a collaborative effort by the Lake Elsinore and San Jacinto Watersheds Authority (LESJWA) to improve water quality and wildlife

habitats in the region. The program focuses on implementing Best Management Practices (BMP) to address nutrient Total Maximum Daily Load (TMDL) and other water quality issues. Key initiatives include: riparian and shoreline creation; nutrient control; fishery habitat improvements; water quality stabilization; and wildlife habitat enhancements.

Local

Lake Elsinore General Plan

The Conservation, Open Space, and Parks Element of the General Plan contains goals and policies that address biological resources including listed or other sensitive plants and animals, water features under the jurisdiction of federal and state agencies, sensitive natural communities, wildlife migration, etc. All of the GPU goals and policies are provided in DEIR Appendix A. The specific goals and policies related to biological resources are discussed in Section 4.4.4 below.

Lake Elsinore Municipal Code (LEMC)

The LEMC contains the following sections applicable to biological resources:

5.116 Significant Palm Trees. Restricts destruction of palm trees of significant size or function.

16.85 Local Development Mitigation Fee for the Funding of Preservation of Natural Ecosystems. Payment of MSHCP mitigation fee for regional impacts to species covered by the MSHCP.

19.04 Habitat Conservation (19.04.010 Habitat Conservation Ordinance). Payment of SKR Fee.

Lake Elsinore Acquisition Process (LEAP)

With the adoption of the Final Western Riverside County Multiple Species Plan (MSHCP), the City Council agreed to implement the plan utilizing the Property Owner Initiated Lake Elsinore Acquisition Process (LEAP). LEAP ensures that: 1) an early determination will be made concerning those properties that may be needed for the MSHCP Conservation Area, 2) owners of property needed for MSHCP conservation are compensated if necessary, through incentives or monetarily; 3) owners seeking land not needed for inclusion in the MSHCP Conservation Area, shall receive Take Authorization for Covered Species Adequately Conserved through the Permits issued to the City pursuant to the MSHCP.

4.4.3 SIGNIFICANCE THRESHOLDS

As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the GPU could result in a significant impact if it would:

A. Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the CDFW or USFWS.

B. Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations, or by the CDFW or USFWS.

C. Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means.

D. Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors or impede the use of native wildlife nursery sites.

E. Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance.

F. Conflict with the provisions of an adopted HCP, Natural Community Conservation Plan (NCCP), or other approved local, regional, or state habitat conservation plan.

G. Would the project cause substantial adverse cumulative impacts with respect to biological resources?

4.4.4. IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to biological resources which could result from the implementation of the GPU and recommends mitigation measures as needed to reduce significant impacts.

Special Status Species Protections

Impact BIO-1 – Would the Project have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?

Analysis of Impacts

The General Biological Resources Assessment (GBRA) prepared for this Project (MIG 2025) demonstrated that the Planning Area functions as a regionally important ecological basin supporting a diverse mosaic of upland, riparian, wetland, and lacustrine (lake-related) habitats within an otherwise semi-arid intermountain landscape. The presence of Lake Elsinore, the San Jacinto River, Temescal Wash, and associated wetlands, creates a concentration of aquatic and riparian resources that are limited elsewhere in inland Southern California, resulting in high biological value relative to surrounding developed areas. This setting supports sensitive natural communities, jurisdictional waters, and habitat for numerous special-status plant and wildlife species, including MSHCP-covered species and migratory birds using the Pacific Flyway.

The GBRA further indicated that biological resources are unevenly distributed in the Planning Area, with the highest concentrations of intact native vegetation, sensitive communities, and habitat connectivity occurring in the SOI and along the foothills and drainage corridors surrounding the urban core. For example, chaparral, coastal sage scrub, and grassland habitats dominate the SOI, while the majority of sensitive riparian communities occur outside the City Boundary along incised drainages and river corridors. This spatial pattern underscores the SOI's role as a critical transition zone that supports wildlife movement between Lake Elsinore, Elsinore Mountains, Santa Ana Mountains, and adjacent regional conservation lands.

Because of the unique diversity of habitat types, and other environmental characteristics, the Planning Area supports a wide range of special-status plants and wildlife, reflecting the convergence of hydrology, topography, and relatively unfragmented open space. Notably, the area provides habitat for aquatic-associated species such as western spadefoot, California red-legged frog, and riparian birds, as well as upland species including Stephens' kangaroo rat,

coastal California gnatcatcher, and burrowing owl. The application of multiple MSHCP requirement layers including Criteria Cells, Narrow Endemic Plant Species survey areas, wildlife cores, and proposed linkages, reflects the regional importance of these resources and establishes a structured framework for evaluating future development consistency. However, without consideration of MSHCP resources and constraints, future development in the Planning Area could have significant impacts on listed or otherwise sensitive species.

It should be noted that, as part of its approval process, Federal (USFWS) and State (CDFW) agencies accepted the MSHCP as adequate protection for listed and otherwise sensitive species within the boundaries of the plan, including the City of Lake Elsinore. Focused surveys are still required to determine presence/absence of listed species and delineations are still required to identify specific drainages or lands within state or federal jurisdiction for environmental permitting.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains 2 goals and 10 policies that address biological resources including listed or other sensitive plants and animals. Goal 1 requires the City to "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species". Supporting that goal are the following policies that require the City to protect, restore, revegetate, and otherwise preserve plant and animal species from development impacts:

Policy COSP-1: Preserve open space areas with a diversity of habitats and plants native to Lake Elsinore while balancing the community's recreational, scientific, economic, educational, and scenic needs.

Policy COSP-2: Promote native habitat preservation including efforts to restore native vegetation damaged due to construction, overuse, or wildfire consistent with MSHCP and applicable State and federal environmental laws.

Policy COSP-3: Encourage revegetation with native plants compatible with natural surrounding habitat where soils have been disturbed during construction, and discourage plants identified in the MSHCP as unsuitable for conservation areas.

Policy COSP-4: Encourage preservation of continuous open space, consistent with MSHCP and applicable State and federal environmental laws, that promotes movement of wildlife, such that wildlife corridors are maintained and/or reestablished.

Policy COSP-5: Explore options that help to conserve rare plants, riparian habitat and other sensitive natural communities, and essential habitat for special- status species, such as:

- Avoidance of sensitive habitat;
- Clustered development;
- Transfer of development rights; and
- Compensatory mitigation, such as habitat restoration or creation.

Policy COSP-6: Use existing (and/or restore historical) natural features and ecosystem processes for conservation, preservation, or sustainable management of open space, including but limited to, aquatic or terrestrial vegetated open space, systems that provide clean water, conserve ecosystem values and functions, and provide a wide array of benefits to people and wildlife.

In addition, Goal 3 requires the City to "protect sensitive plant and wildlife species occurring within the City". This is supported by the following policies:

Policy COSP-13: Ensure proposed projects consider/evaluate potential impacts of the development on plant or wildlife species as required by the MSHCP and/or applicable State and/or federal laws.

Policy COSP-14: Minimize development or the modification of riparian high functioning habitat or along corridors with 80% or more of natural habitat linking to larger patches of native habitat or native plant species.

Policy COSP-15: Consider adopting a native tree planting and maintenance program.

Policy COSP-16: Consider adopting an invasive species management program.

To further support these goals and policies, the GPU contains the following implementation programs (PRO) as part of the City's development review process:

PRO-COSP-9: Require all new trails, trailheads, conservation signage, interpretive centers, and maintenance facilities established within MSHCP Conservation areas to follow the MSHCP's Guidelines for the Siting and Design of Trails and Facilities.

PRO-COSP-10: Require a qualified biologist to prepare a biological resource assessment (BRA) for proposed development on sites that may support or have the potential to affect special-status species, sensitive natural communities, important wildlife corridors, or regulated wetlands and waters to identify potential impacts and measures for protecting the resource and surrounding habitat prior to, during, and after project construction. The BRA shall be prepared to address conformance with all applicable federal, state, and local regulations and protocols.

PRO-COSP-11: Require that construction or other ground disturbing activities that may affect bird nests or nesting habitat avoid nests of native birds when the nest is in active use by implementing protection measures specified by a qualified ornithologist or biologist to ensure compliance with the California Fish and Game Code and federal Migratory Bird Treaty Act. If demolition, construction, ground disturbing, or tree removal/pruning activities occur during the nesting season (February 1 and August 31), preconstruction surveys shall be conducted by a qualified ornithologist or biologist and approved by the City prior to issuance of building permits. Preconstruction surveys are not required for construction, ground disturbing, or tree removal/pruning activities outside the nesting season.

PRO-COSP-12: Require new development along waterways to establish an ecological buffer zone between the waterway and development that also provides opportunities for multiuse trails and recreation purposes and rewilding purposes.

In addition to the General Plan goals, policies, and implementation programs, new development that affects MSHCP resource areas can utilize the LEAP process for early coordination on projects. The City also has a variety of Standard Conditions of Approval (COAs) as follows:

<u>Residential</u>

R-5, -22, and -58: Requires jurisdictional permitting if needed
R-63: Pay MSHCP and SKR fee

<u>Commercial/Industrial</u>

C/I-21, -53, and -118: Pay MSHCP and SKR fees
C/I-54: Grading limitations along wetlands

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. The preceding analysis indicates that future growth under the GPU can be accommodated while maintaining consistency with regional conservation objectives, provided that development is guided by the MSHCP framework and implemented through project-level review. The GBRA establishes a comprehensive biological baseline that informs land use planning, highlights areas of heightened sensitivity, and reinforces the importance of open space preservation, habitat connectivity, and urban–wildland interface management. As such, the Planning Area represents both a biologically significant landscape and a managed growth environment where long-term conservation outcomes are achieved through MSHCP consistency, coordinated planning, avoidance, and design rather than piecemeal mitigation.

With implementation of the goals and policies of the GPU consistent with MSHCP requirements within the Planning Area, the LEAP process, standard COAs, and standard Mitigation Measures if needed, potential impacts to listed and other sensitive species would be less than significant.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

The following measures are standard mitigation to be applied as appropriate to new development or construction sites depending on the conditions of the site and if sensitive resources are present:

MM-BIO-1: Biological Report. Project-specific analysis of plant and wildlife impacts and habitat impacts completed in accordance with the MSHCP will be required to determine the significance of impacts and identify mitigation measures to reduce the impacts of future developments on plant and wildlife species and vegetation communities to less-than-significant levels.

MM-BIO-2: Project Review. Individual environmental review conducted for future development projects will be required to identify any impacts on riparian areas and wetlands and, in consultation with the appropriate resource agencies and applicable regional plans, must ensure incorporation of adequate mitigation to preserve the viability of these important biological resources.

MM-BIO-3: Pre-Construction Nesting Bird Survey. Prior to the issuance of grading permits for future development projects, during the nesting season, February 1 to September 15, a preconstruction/pregrading field survey shall be conducted by a qualified biologist to determine if active nests of species protected by the Migratory Bird Treaty Act (MBTA) or the California Fish and Wildlife Code are present in the construction zone.

MM-BIO-4: Pre-Construction Burrowing Owl Survey. A pre-construction survey for burrowing owls, performed by a qualified biologist, is required within 30 days prior to future ground-disturbing activities (e.g., vegetation clearing, clearing and grubbing, tree removal, site watering, equipment staging) to ensure that no burrowing owls have colonized the site in the days or weeks preceding the ground-disturbing activities. If burrowing owls have colonized the Project site prior to the initiation of ground-disturbing activities, the Project Applicant shall immediately inform the Western Riverside County Regional Conservation Agency (RCA) and the Wildlife Agencies and, going forward, shall coordinate with the RCA and the Wildlife Agencies to determine reasonable and appropriate procedures, including the possibility of preparing a Burrowing Owl Protection and

Relocation Plan pursuant to MSHCP guidelines/standards prior to initiating ground disturbance. If ground-disturbing activities occur but cease for more than 30 days, a pre-construction survey shall again be required to ensure that burrowing owls have not colonized the site since it was last disturbed. If burrowing owls are found, the same coordination with the RCA and the Wildlife Agencies described above shall be required.

Level of Significance After Mitigation

Less than significant.

Sensitive Natural Communities

Impact BIO-2 – Would the Project have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations, or by the California Department of Fish and Wildlife or US Fish and Wildlife Service?

Analysis of Impacts

Approximately 1,800 acres, comprising five sensitive natural communities, occur within the Planning Area, with 77% occurring in the SOI and 23% inside the City boundary. The majority of natural communities are located along the incised drainages and slopes to the south and north of the City boundary. The dominant community is Southern Sycamore Alder Riparian Woodland (1,088 acres) followed by Southern Cottonwood Willow Riparian Forest at 300 acres and Southern Coast Live Oak Riparian Forest at 292 acres. Two high-value communities including Canyon Live Oak Ravine Forest and Southern Willow Scrub are present only in the SOI. Overall, the SOI contains the majority of the Planning Area's sensitive natural riparian resources, highlighting this area as the primary location where future project-related constraints, permitting considerations, and mitigation requirements would most likely apply. Similar to the conclusions in Impact BIO-1, without consideration of MSHCP resources and constraints, future development in the Planning Area could have significant impacts on the five sensitive natural communities in the Planning Area.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains goals and policies that address biological resources including sensitive natural communities. COSP Goal 1 requires the City to "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species". Supporting that goal are the following policies that require the City to protect, restore, revegetate, and otherwise preserve plant and animal species as well as natural communities from development impacts:

Policy COSP-1: Preserve open space areas with a diversity of habitats and plants native to Lake Elsinore while balancing the community's recreational, scientific, economic, educational, and scenic needs.

Policy COSP-2: Promote native habitat preservation including efforts to restore native vegetation damaged due to construction, overuse, or wildfire consistent with MSHCP and applicable State and federal environmental laws.

Policy COSP-3: Encourage revegetation with native plants compatible with natural surrounding habitat where soils have been disturbed during construction, and discourage plants identified in the MSHCP as unsuitable for conservation areas.

Policy COSP-4: Encourage preservation of continuous open space, consistent with MSHCP and applicable State and federal environmental laws, that promotes movement of wildlife, such that wildlife corridors are maintained and/or reestablished.

Policy COSP-5: Explore options that help to conserve rare plants, riparian habitat and other sensitive natural communities, and essential habitat for special- status species, such as:

- Avoidance of sensitive habitat;
- Clustered development;
- Transfer of development rights; and
- Compensatory mitigation, such as habitat restoration or creation.

Policy COSP-6: Use existing (and/or restore historical) natural features and ecosystem processes for conservation, preservation, or sustainable management of open space, including but limited to, aquatic or terrestrial vegetated open space, systems that provide clean water, conserve ecosystem values and functions, and provide a wide array of benefits to people and wildlife.

In addition, Goal 3 requires the City to "protect sensitive plant and wildlife species occurring within the City". This is supported by the following policies:

Policy COSP-13: Ensure proposed projects consider/evaluate potential impacts of the development on plant or wildlife species as required by the MSHCP and/or applicable State and/or federal laws.

Policy COSP-14: Minimize development or the modification of riparian high functioning habitat or along corridors with 80% or more of natural habitat linking to larger patches of native habitat or native plant species.

Policy COSP-15: Consider adopting a native tree planting and maintenance program.

Policy COSP-16: Consider adopting an invasive species management program.

In addition to the General Plan goals, policies, and implementation programs, new development that affects natural sensitive communities can utilize the LEAP process for early coordination on projects. The City also has a variety of Standard Conditions of Approval (COAs) as follows:
Residential

R-5, -22, and -58: Requires jurisdictional permitting if needed
R-63: Pay MSHCP and SKR fee

Commercial/Industrial

C/I-21, -53, and -118: Pay MSHCP and SKR fees
C/I-54: Grading limitations along wetlands

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. With implementation of the GPU as proposed, the LEAP process, standard COAs, standard Mitigation Measures (if needed and the continued application of

MSHCP consistency requirements, potential impacts on sensitive natural communities from future development would be less than significant.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

(See Impact BIO-1 above)
MM-BIO-1: Biological Report
MM-BIO-2: Project Review
MM-BIO-3: Pre-Construction Nesting Bird Survey
MM-BIO-4: Pre-Construction Burrowing Owl Survey

Level of Significance After Mitigation

Less than significant.

Wetland Conservation

Impact BIO-3 – Would the Project have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?

Analysis of Impacts

The Planning Area contains a total of 4,360 acres of water-related habitat (Table 4.4-2) although only 754 acres of that are considered wetlands and 2,624 acres are represented by Lake Elsinore itself. This also includes a total of 847 acres of riverine habitat divided between the City (380 acres) and the SOI (847 acres). Without consideration of MSHCP resources and constraints, future development in the Planning Area could have significant impacts on wetlands and other water-related features and habitat.

General Plan Analysis

The Conservation, Open Space, and Parks Element contains goals and policies that address biological resources including water features under the jurisdiction of federal and state agencies such as wetlands and riparian/riverine drainages. COSP Goal 1 requires the City to “conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species”. Supporting that goal are the following policies that require the City to protect, restore, revegetate, and otherwise preserve plant and animal species as well as natural communities from development impacts:

Policy COSP-1: Preserve open space areas with a diversity of habitats and plants native to Lake Elsinore while balancing the community’s recreational, scientific, economic, educational, and scenic needs.

Policy COSP-2: Promote native habitat preservation including efforts to restore native vegetation damaged due to construction, overuse, or wildfire consistent with MSHCP and applicable State and federal environmental laws.

Policy COSP-4: Encourage preservation of continuous open space, consistent with MSHCP and applicable State and federal environmental laws, that promotes movement of wildlife, such that wildlife corridors are maintained and/or reestablished.

Policy COSP-5: Explore options that help to conserve rare plants, riparian habitat and other sensitive natural communities, and essential habitat for special- status species, such as:

- Avoidance of sensitive habitat;
- Clustered development;
- Transfer of development rights; and
- Compensatory mitigation, such as habitat restoration or creation.

Policy COSP-6: Use existing (and/or restore historical) natural features and ecosystem processes for conservation, preservation, or sustainable management of open space, including but limited to, aquatic or terrestrial vegetated open space, systems that provide clean water, conserve ecosystem values and functions, and provide a wide array of benefits to people and wildlife.

Policy COSP-7: Maintain, restore, and protect the city's waterways.

Policy COSP-8: Ensure that construction adjacent to creek channels is sensitive to the natural environment, preserves topography and vegetation along the creek, minimizes impacts to the waterway, and provides an adequate setback buffer.

Policy COSP-9: Restore channelized waterways and avoid creating additional channelized waterways unless no other alternative is available to protect human health, safety, and welfare.

Policy COSP-10: Encourage multiple uses of waterways, including:

- Flood mitigation and storage;
- Groundwater recharge;
- Opportunities for restoration and stewardship;
- Climate adaptation;
- Wildlife habitat;
- Passive recreational open space uses;
- Nature study;
- Pedestrian and bicycle circulation; and
- Other compatible outdoor uses.

The City's development review process requires the identification of natural waterways and water features in project sites including wetlands and related resources.

In addition to the General Plan goals, policies, and implementation programs, new development that affects wetland conservation can utilize the LEAP process for early coordination on projects. The City also has a variety of Standard Conditions of Approval (COAs) as follows:

Residential

R-5, -22, and -58: Requires jurisdictional permitting if needed

Commercial/Industrial

C/I-54: Grading limitations along wetlands

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. COSP Goal 1 and its policies cited above, the implementation programs outlined in Impact BIO-1 and compliance with the MSHCP and the City's development review process, the LEAP process, standard COAs, and standard Mitigation Measures if needed, will provide sufficient protection for wetlands and other water-related features and habitat to reduce potential impacts to less than significant levels.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

(See Impact BIO-1 above)
MM-BIO-1: Biological Report
MM-BIO-2: Project Review

Level of Significance After Mitigation

Less than significant.

Fish and Wildlife Movement

Impact BIO-4 – Would the Project interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?

Analysis of Impacts

The Planning Area overlaps multiple regional and local habitat connectivity frameworks that collectively inform future land use and guide biological resource protection. Regional connectivity designations identify essential connectivity areas and natural landscape blocks linking the Planning Area to the Santa Ana Mountains, Lake Matthews, and the Palomar Mountain region via the Temecula Valley. At the local level, the MSHCP identifies multiple existing and proposed wildlife core areas, core extensions, and linkages within the Planning Area, including several constrained linkages concentrated in the northwestern portion. Collectively, these overlapping designations highlight the Planning Area's role as both a functional habitat mosaic and a critical transition zone between lowland basin habitats and surrounding upland core areas, requiring careful consideration of connectivity, open space preservation, and biological resource constraints in future planning decisions. Without careful consideration of MSHCP constraints, future development in the Planning Area could have significant impacts on wildlife movement corridors and core protection areas.

General Plan Analysis

The Conservation, Open Space, and Parks Element contains goals and policies that address biological resources including water features under the jurisdiction of federal and state agencies such as wetlands and riparian/riverine drainages. COSP Goal 1 requires the City to "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species". Under that goal, Policy COSP-4 "encourages preservation of continuous open space that promotes movement of wildlife, such that wildlife corridors are maintained and/or reestablished." To support this goal and policy, the following implementation programs (PRO) are recommended:

PRO-COSP-1: City to update the Zoning Code/Map to, among other things:

- Encourage preservation of continuous open space that promotes movement of wildlife, such that wildlife corridors are maintained and/or reestablished; and
- Require new development to maintain an adequate setback from waterways to recognize the 100-year flood elevation at a minimum.

PRO-COSP-18: Team with landowners and wildlife agencies to promote the creation of and the re-establishment of wildlife corridors, sustainable land use, and reduce impacts on the environment and wildlife habitats consistent with the MSHCP and applicable State and/or federal environmental laws.

PRO-COSP-53: Collaborate with wildlife and conservation agencies to identify areas to target for conservation and preservation of native habitats, creating wildlife corridors, while allowing open space to be accessed for recreation, resource management, and public safety purposes.

In addition to the General Plan goals, policies, and implementation programs, new development that affects fish and wildlife movement resources can utilize the LEAP process for early coordination on projects. The City also has a variety of Standard Conditions of Approval (COAs) as follows:

<u>Residential</u>

R-5, -22, and -58: Requires jurisdictional permitting if needed
R-63: Pay MSHCP and SKR fee

<u>Commercial/Industrial</u>

C/I-21, -53, and -118: Pay MSHCP and SKR fees
C/I-54: Grading limitations along wetlands

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. With implementation of the GPU as proposed, existing requirements that development must occur consistent with MSHCP requirements, the LEAP process, standard COAs, and standard Mitigation Measures if needed, potential impacts to wildlife movement corridors and nursery sites would be less that significant.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

(See Impact BIO-1 above)
MM-BIO-1: Biological Report
MM-BIO-2: Project Review
MM-BIO-3: Pre-Construction Nesting Bird Survey
MM-BIO-4: Pre-Construction Burrowing Owl Survey

Level of Significance After Mitigation

Less than significant.

Conflicts with Local Biological Resources Plans

Impact BIO-5 – Would the Project conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?

Analysis of Impacts

The LEMC indicates the City has three local programs regarding protection of biological resources:

5.116 Significant Palm Trees. Restricts destruction of palm trees of significant size or function.

16.85 Local Development Mitigation Fee for the Funding of Preservation of Natural Ecosystems. Payment of MSHCP mitigation fee for regional impacts to species covered by the MSHCP.

19.04 Habitat Conservation (19.04.010 Habitat Conservation Ordinance). Payment of SKR Fee.

The City's development review process determines if the site has any significant palm trees, is an action that requires payment of the MSHCP mitigation fee, and if a site is within the SKR HCP mitigation fee area. The process also requires payment of applicable fees for these local programs. In addition, development projects would continue to be evaluated relative to the HSHCP requirements during the development and CEQA review processes.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains goals and policies that address local biological resources. Goal 1 requires the City to "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species". Supporting that goal, a number of policies require the City to protect, restore, revegetate, and otherwise preserve plant and animal species from development impacts. For example, Policy COSP-5 requires the City to…"Explore options that help to conserve rare plants, riparian habitat and other sensitive natural communities, and essential habitat for special- status species, such as:

- Avoidance of sensitive habitat;
- Clustered development;

- Transfer of development rights; and
- Compensatory mitigation, such as habitat restoration or creation.

This goal and these policies are consistent with protecting local resources such as significant palm trees.

In addition, the County protects the Stephens kangaroo rat (SKR) with its own Habitat Conservation Plan (HCP). The City's development review process also requires payment of the MSHCP mitigation fee and the SKR HCP mitigation fee where appropriate.

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. COSP Goal 1 and its policy cited above, standard Mitigation Measures if needed, plus the implementation programs outlined in Impact BIO-1 and the City's development review process, will provide sufficient protection for local biological resources in the Planning Area consistent with the City Municipal Code which will reduce potential impacts to less than significant levels.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

(See Impact BIO-1 above)
MM-BIO-1: Biological Report
MM-BIO-2: Project Review

Level of Significance After Mitigation

Less than significant.

Habitat Conservation Plans

Impact BIO-6 – Would the Project conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?

Analysis of Impacts

The GBRA indicates the GPU proposes a number of land use changes that support long-term conservation and open space objectives while continuing to accommodate focused urban growth. The changes result in a net increase in designated Open Space. The dominant change is the re-designation of approximately 4,490 acres of Hillside Residential to Open Space, supplemented by additional conversions from low-, low-medium-, and medium-density residential categories, as well as mixed residential and institutional lands. These changes are concentrated along the basin margins and surrounding foothills, forming large, contiguous open space areas that frame the urban core and function as a permanent conservation backdrop. These changes advance the

goals of the MSHCP while minimizing changes to or conflicts with existing Wildland Urban Interface (WUI) boundaries.

The proposed Open Space designations in the Planning Area help establish a comprehensive network of conserved lands across the southern, western, and northern hillsides, consistent with the goals of the MSHCP. This approach reflects deliberate policy choices to reduce or remove development potential from environmentally constrained and visually prominent hillside areas, thereby supporting conservation goals related to resource protection, slope stability, hazard avoidance, and the preservation of open space connectivity. From a Conservation and Open Space Element perspective, the scale and continuity of these changes reinforce the City's commitment to protecting natural landscapes that define the Lake Elsinore basin and help contribute to regional ecological and visual integrity.

In contrast, land use changes involving commercial, mixed-use, industrial, and higher-density residential designations occur on relatively smaller sites in more urban locations such as along major transportation corridors and around the lake shoreline. These localized adjustments facilitate infill, redevelopment, and land use refinement in areas already served by infrastructure, while avoiding expansion into newly conserved hillside areas. It should noted that none of the land use designation changes remove open space/habitat and exclusively or redesignates areas that were already identified for development in the current General Plan.

Collectively, the GPU implements a net conservation strategy, balancing targeted urban intensification with large-scale open space preservation. However, without careful consideration of MSHCP constraints, future development in the Planning Area could have significant impacts on MSHCP resources.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains two goals and 10 policies that address biological resources including listed or other sensitive plants and animals. Goal 1 requires the City to "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species". Supporting that goal are the following policies that require the City to protect, restore, revegetate, and otherwise preserve plant and animal species from development impacts:

Policy COSP-2: Promote native habitat preservation including efforts to restore native vegetation damaged due to construction, overuse, or wildfire consistent with MSHCP and applicable State and federal environmental laws.

Policy COSP-3: Encourage revegetation with native plants compatible with natural surrounding habitat where soils have been disturbed during construction, and discourage plants identified in the MSHCP as unsuitable for conservation areas.

Policy COSP-4: Encourage preservation of continuous open space, consistent with MSHCP and applicable State and federal environmental laws, that promotes movement of wildlife, such that wildlife corridors are maintained and/or reestablished.

In addition, Goal 3 requires the City to "protect sensitive plant and wildlife species occurring within the City". This is supported by the following policies:

Policy COSP-13: Ensure proposed projects consider/evaluate potential impacts of the development on plant or wildlife species as required by the MSHCP and/or applicable State and/or federal laws.

To further support these goals and policies, the GPU contains the following implementation programs (PRO) as part of the City's development review process:

PRO-COSP-9: Require all new trails, trailheads, conservation signage, interpretive centers, and maintenance facilities established within MSHCP Conservation areas to follow the MSHCP's Guidelines for the Siting and Design of Trails and Facilities.

PRO-COSP-10: Require a qualified biologist to prepare a biological resource assessment (BRA) for proposed development on sites that may support or have the potential to affect special-status species, sensitive natural communities, important wildlife corridors, or regulated wetlands and waters to identify potential impacts and measures for protecting the resource and surrounding habitat prior to, during, and after project construction. The BRA shall be prepared to address conformance with all applicable federal, state, and local regulations and protocols.

In addition to the General Plan goals, policies, and implementation programs, new development that affects the MSHCP and SKR habitat plans can utilize the LEAP process for early coordination on projects. The City also has a variety of Standard Conditions of Approval (COAs) as follows:
Residential

R-5, -22, and -58: Requires jurisdictional permitting if needed
R-63: Pay MSHCP and SKR fee

Commercial/Industrial

C/I-21, -53, and -118: Pay MSHCP and SKR fees
C/I-54: Grading limitations along wetlands

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. COSP Goals 1 and 3, their policies cited above, the implementation programs outlined in Impact BIO-1, the City's development review process, the LEAP process, standard COAs, and standard Mitigation Measures (if needed), will provide sufficient protection for biological resources in the Planning Area consistent with the requirements of the MSHCP. When combined together these requirement will reduce potential impacts to less than significant levels.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

(See Impact BIO-1 above)
MM-BIO-1: Biological Report
MM-BIO-2: Project Review
MM-BIO-3: Pre-Construction Nesting Bird Survey
MM-BIO-4: Pre-Construction Burrowing Owl Survey

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact BIO-7 – Would the Project cause substantial adverse cumulative impacts with respect to Biological Resources?

Analysis of Impacts

The Planning Area and surrounding lands in other jurisdictions area also within the MSHCP so its implementation on a regional basis is intended to result in less than significant cumulative impacts on biological resources. As indicated in Impact BIO-1 through BIO-6, future development would have less than significant impacts within the Planning Area with implementation of the GPU. Therefore, the Project would not make a substantial contribution to a significant cumulative impact regarding biological resources.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains two goals and 10 policies that address biological resources including listed or other sensitive plants and animals. Goal 1 requires the City to "conserve, protect and expand natural open spaces that contain significant natural resources, including sensitive biological resources, native habitats, and vegetation communities supporting wildlife species". Supporting that goal are six policies that require the City to protect, restore, revegetate, and otherwise preserve plant and animal species from development impacts. as outlined in Impact BIO-1 above. In addition, Goal 3 requires the City to "protect sensitive plant and wildlife species occurring within the City" which is supported by four policies also outlined in Impact BIO-1 above. The COSP Element also identifies four implementation programs that support these goals and policies as part of the City's development review process. For example, PRO-COSP-10 and PRO-COSP-11 require biological surveys of sites consistent with the MSHCP and studies and setbacks from construction for onsite resources such as nesting birds. Both of these requirements are consistent with the MSHCP.

In addition to the General Plan goals, policies, and implementation programs, new development that affects cumulative biological resources can utilize the LEAP process for early coordination on projects. The City also has a variety of Standard Conditions of Approval (COAs) as follows:

Residential

R-5, -22, and -58: Requires jurisdictional permitting if needed
R-63: Pay MSHCP and SKR fee

Commercial/Industrial

C/I-21, -53, and -118: Pay MSHCP and SKR fees
C/I-54: Grading limitations along wetlands

The City also has standard mitigation measures for biological resources as outlined below to be implemented as appropriate on new development or construction sites.

Summary and Conclusions. Implementation of the COSP Goals 1 and 3, their policies and implementation programs cited above, the LEAP process, standard COAs, standard Mitigation

Measures (if needed), plus the implementation strategies outlined in Impact BIO-1 and the City's development review process, will provide sufficient protection for biological resources in the Planning Area consistent with the MSHCP. Implementation of similar goals and policies in other surrounding jurisdictions and the County will help assure that potential regional impacts to biological resources will be less than significant.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

(See Impact BIO-1 above)
MM-BIO-1: Biological Report
MM-BIO-2: Project Review
MM-BIO-3: Pre-Construction Nesting Bird Survey
MM-BIO-4: Pre-Construction Burrowing Owl Survey

Level of Significance After Mitigation

Less than significant.

4.4.5 REFERENCES

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019). City of Lake Elsinore. December 2011.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

MIG 2025. General Biological Resources Assessment (GBRA) for the City of Lake Elsinore Planning Area and Sphere of Influence, Riverside County, California. MIG. December 25, 2025.

4.5 HISTORIC AND CULTURAL RESOURCES

This section addresses potential impacts to archaeological and historic resources associated with implementation of the proposed Project. Historically, the term "cultural resources" encompasses archaeological, historical, paleontological, and tribal cultural resources, including both physical and intangible remains, and traces left by historic or prehistoric peoples. However, changes in the California Environmental Quality Act (CEQA) have resulted in the separation of analysis of these resources with paleontological resources now included in the geology and soils analysis (*See, PEIR Section 4.7, Geology and Soils*) and tribal cultural resources now included in the tribal cultural resources analysis (*See, PEIR Section 4.18, Tribal Cultural Resources*).

This Section focuses its evaluation on the General Plan's potential physical impacts on historical resources, archaeological resources, and human remains under CEQA, including resources listed in or eligible for listing in the California Register of Historical Resources, resources included in a local register or otherwise determined by the City to be historically significant, and unique archaeological resources. (*See, Public Resources Code (PRC) Sections 21084.1, 21083.2 and CEQA Guidelines Section 15064.5*.) The analysis in this section is different from the Tribal Cultural Resources analysis in Section 4.18, which evaluates tribal cultural resources as defined by PRC Sections 21074 and 21080.66(b)(5)(C), and addresses the separate statutory consultation and confidentiality framework established for California Native American Tribes (*See, PEIR Section 4.18, Tribal Cultural Resources*). Although a historic or archaeological resource may also qualify as a tribal cultural resource if it meets the criteria in PRC Section 21074, this section does not make determinations regarding tribal cultural value or disclose confidential information obtained through tribal consultation; those issues are addressed in the PEIR Section 4.18, Tribal Cultural Resources.

4.5.1 ENVIRONMENTAL SETTING

As part of the CEQA process, the California Office of Historic Preservation (OHP) California Historical Resources Information System (CHRIS), managed by the South Coastal Information Center (SCIC) for this area, was queried regarding cultural resources within the City and its Sphere of Influence (SOI). The CHRIS records indicate there are approximately 208 previously recorded cultural resources within the City of Lake Elsinore and 66 within the City's SOI (see Appendix C).

There are approximately 234 previously recorded historical structures within the City and 32 within its SOI. There are 240 reports within the project area ranging from around 1975 to 2021. These reports include environmental impact reports, archaeological surveys and assessments, cultural resources assessments, historic resource studies, and cultural resources monitoring. Within the City's SOI, there are 144 reports. These include environmental impact reports, archaeological assessments, and surveys, as well as reports discussing the municipal water district and various transmission lines. Some of these reports overlap between the city and its SOI.

The SCIC stated that, due to the number of cultural resources recorded within the project area, there is a high possibility of encountering unrecorded cultural resources within the project area. The presence of unrecorded cultural resources cannot be determined without systematic survey of the project area. Additionally, any structures on the project area built prior to 1975 should be evaluated for architectural and historical significance.

The SCIC cautioned that this data does not constitute a negative declaration of impact. The CHRIS information reports only known archaeological and historical resources, or in the vicinity of, the location in question. The presence of additional resources cannot be ruled out until a systematic survey is conducted.

State and federal law requires that if any cultural resources are found during construction, work is to stop and the lead agency and a qualified archaeologist be consulted to determine the importance of the find and its appropriate management.

Historical Resources

Prior to Western settlement, areas within present day Lake Elsinore were occupied by the *Payómkawichum* (or Luiseño) Native American people who lived along the Pacific Coast as well as in the inland hills and valleys. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*)

In the late 1760s, the first European contact was made by the Spaniard Juan Bautista de Anza during his expedition of Alta California. In 1769, Spanish colonizers set up missions throughout the area known as Alta California. In 1822, Mexico gained independence from Spain. In 1844, a Mexican land grant was awarded to Julian Manriquez for 13,340 acres and he named this area Rancho La Laguna. One of the early settlers, Margaret Graham, gave the town its name “Elsinore” as it reminded her of the Danish town in Shakespeare’s play “Hamlet” (MIG 2024).

Elsinore became a transcontinental railroad stop in 1885. The original route was abandoned; a new station was built by the Santa Fe Railway Company in 1896. It is now home to the Lake Elsinore Chamber of Commerce. In April 1888, Elsinore incorporated as a city and gained prominence for the local hot springs and the area’s natural beauty. By the late 1800s, the economy was supported by coal and clay mining, ranching, and agricultural industries. Farmers in the area grew olives, grapes, apricots, and other produce. In addition, the mineral and hot springs attained regional recognition.
In 1887, The Crescent Bath House, also known as The Chimes, was one of the first buildings downtown and is a registered national historic site. By the 1920s, Elsinore was a popular destination for boat races and Olympic swim team training. In the 1930s, Elsinore was a resort-style retreat/party destination featuring the Laguna Vista Club and Mount Elsinore Country Club. During World War II, a Douglas Aircraft located a factory assembling aircraft wings for bombers. The Lake was used to test seaplanes. In 1948, Lake Elsinore elected the first black city councilman in California, Thomas Yarborough. In 1972, Elsinore’s name was changed to the City of Lake Elsinore. The name change helped highlight Lake Elsinore as a lake-oriented destination. The State of California Department of Parks and Recreation owned the lake and a campground recreation area until 1993, when those assets were conveyed to the City.

The majority of the City’s historic structures are concentrated in the historic downtown neighborhood. Several of these structures are recognized on either national or state level historic registers. The downtown area has served as Lake Elsinore’s cultural and economic hub since the late 1800s (MIG 2024).

In the 1980s, the Riverside County Historical Commission designated the Lake Elsinore downtown as a local historic district. This area encompasses Main Street, Heald Avenue, and Graham Avenue. Two historic downtown buildings are listed in the National Register of Historic Places: The Crescent Bath House (aka Chimes Building) and the Grand Army of the Republic

Armory Hall. The Crescent Bath House, built in 1887, was one of the first buildings to be constructed within the City of Lake Elsinore. The Armory Hall was built in 1887 to serve the Grand Army of the Republic, a fraternal organization for Civil War Union Army, Navy, and Marine veterans. Several other structures are listed in the California Points of Historical Interest, Riverside County Historical Landmarks, and locally recognized historic structures per the local historical society's official list. In 2011, the City adopted the Downtown Elsinore Specific Plan to maintain the important historical resources downtown while facilitating future growth and development. The ages of historically important buildings in the City, including the downtown area, are shown in Exhibit 4.5-1.

The Lake Elsinore Historical Society (LEHS) was founded in 1996 to further the preservation of items and documents of historical value and significance from the Lake Elsinore Valley. The Lake Elsinore Historical Society Museum, located at 183 North Main Street, displays over 300 years of local artifacts. The LEHS reviews development applications that impact historic resources and may provide comments to the Planning Department. The following is a list of official and locally recognized historic structures and Exhibit 4.5-2 shows the locations of these historic resources.

National Register of Historic Places List (NPS 2023)

- Crescent Bath House/Chimes Building (P33-6998)
- Grand Army of the Republic Armory Hall (RIV-070)

California Points of Historical Interest List (OHP 2023)

- Grand Army of the Republic Armory Hall (RIV-070)
- Elsinore Women's Club (RIV-071)

Riverside County Significant Historical Resource List (City 2018)

- Lake Elsinore Downtown Historic District (P33-7142) including
    * Lake Elsinore Cultural Center/Methodist Episcopal Church (RIV-023)
    * Santa Fe Train Station (P33-6997)
    * Mary J. McDonald Fountain and Building

Locally Recognized Significant Historical Resources (LEHS 2023a)

- Aimee's Castle
- The Adobe Machado House and Butterfield Stage Stop
- Elsinore Naval Military Academy
- Lake Theater
- Heritage Home (Strickland Home)
- First Presbyterian Church
- Elsinore Valley Cemetery

Locally Recognized Lake Elsinore Historic Homes of Interest (LEHS 2023b)

- 219 Riley Street (1920)
- 226 East Franklin Street (1924)
- Scotty's Castle (1912)
- 228 Spring Street (1912)
- Gardner Home
- 257 Hill Street

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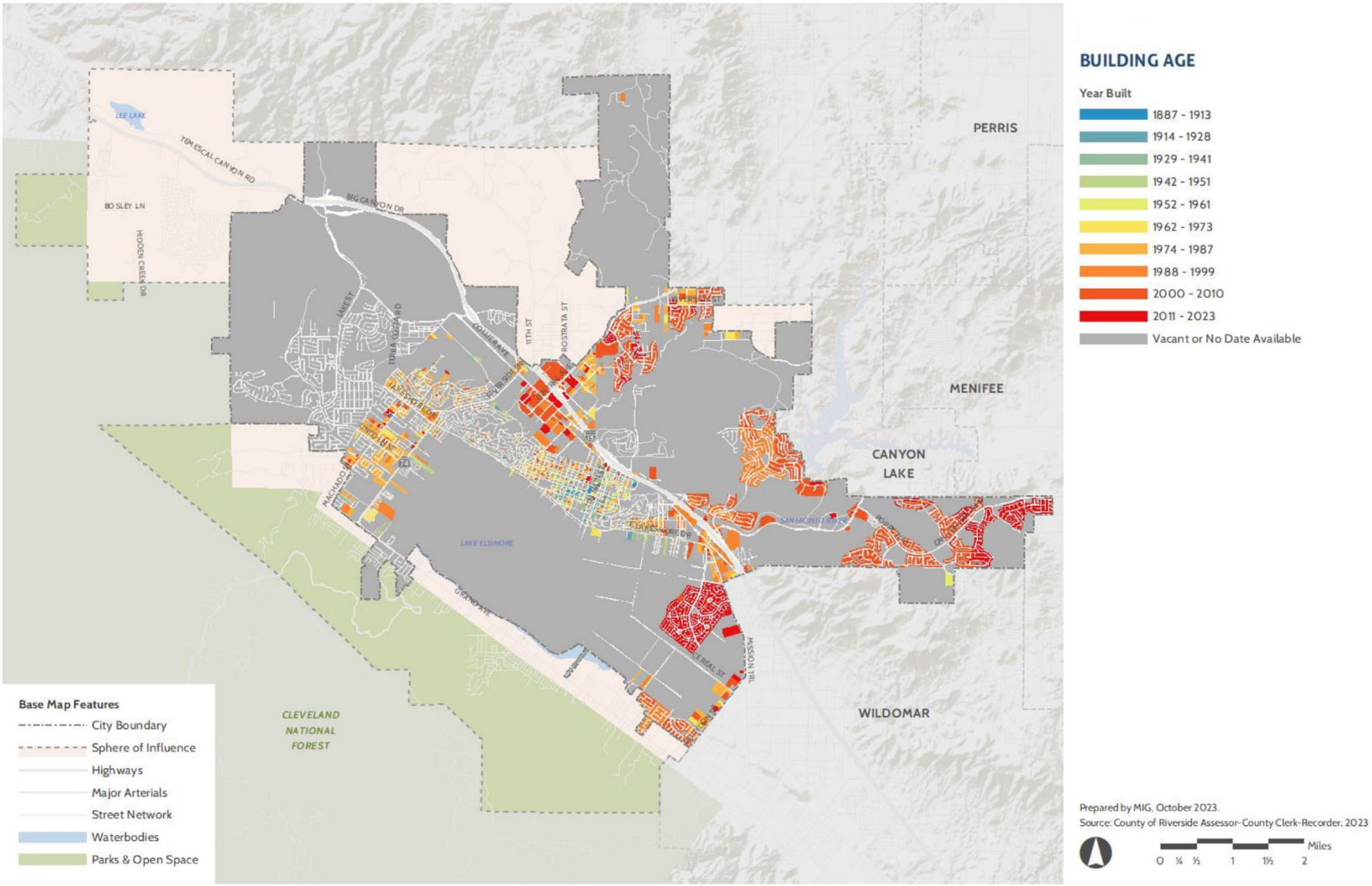


Exhibit 4.5-1 Building Age

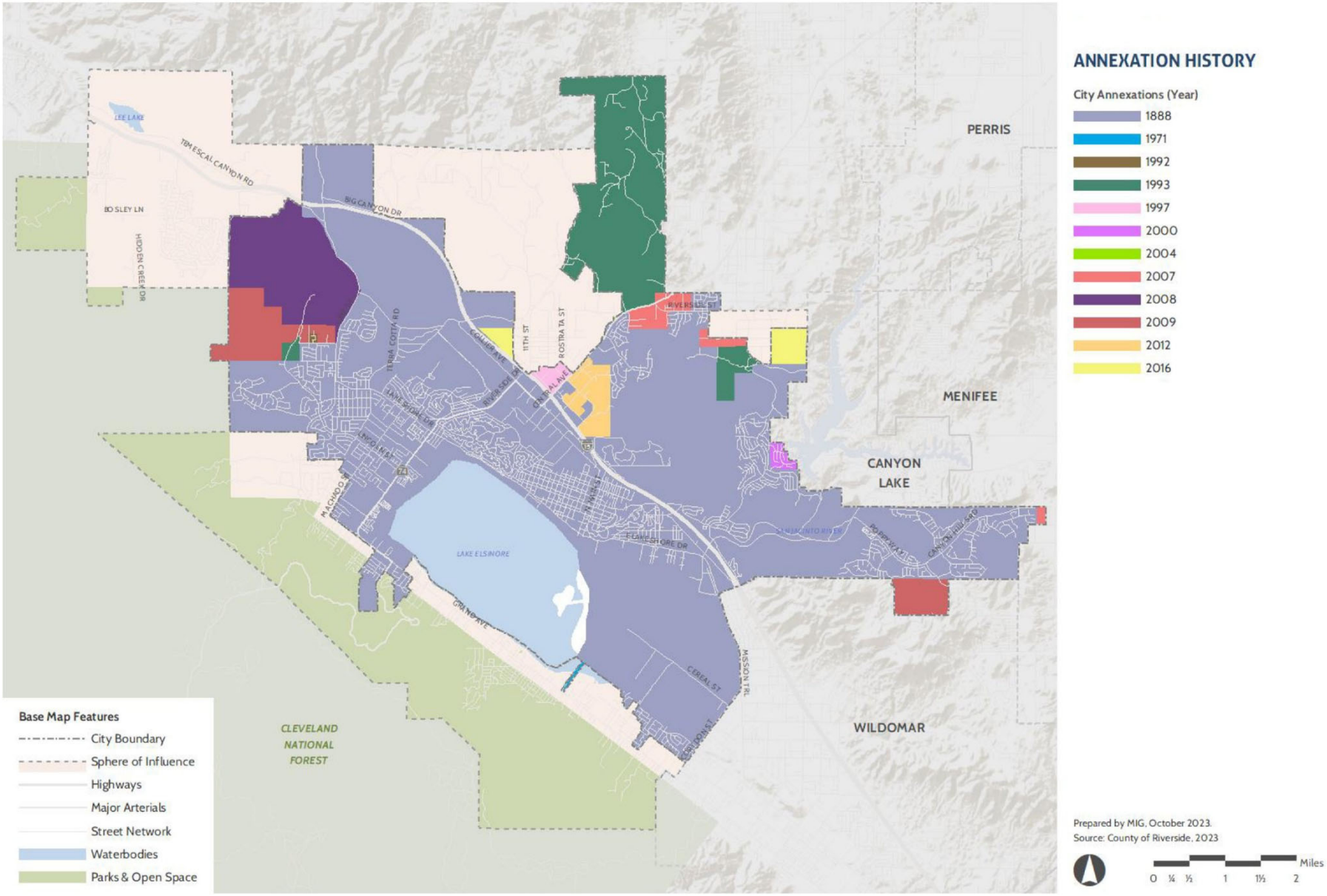


Exhibit 4.5-2 Historic Landmarks

Archaeological Resources

Prior to Western settlement, areas within present day Lake Elsinore were occupied by the *Payómkawichum* (or Luiseño) Native American people who lived along the Pacific Coast as well as in the inland hills and valleys.

Beginning in 1769, Spanish missionaries accompanied by Spanish military forces established a network of missions throughout Alta California. These missions had profound and devastating impacts on California Indian Tribes. Native people were displaced and often forced into the mission system, where they provided enslaved labor to support agriculture, construction, and daily operations. Like many California Indians, the Luiseños experienced harsh living conditions, cultural suppression, family separation, and disease. The mission system disrupted traditional lifeways and led to significant population loss among Native communities.

In 1822, Mexico gained independence from Spain, bringing changes to California's governance. The Secularization Act of 1833 transferred mission lands from the Catholic Church to the Mexican government. Although some Native people were promised land and greater freedom, these promises were largely unfulfilled. As large ranchos were established through land grants, local tribes were displaced from their ancestral homelands and often forced to work as laborers on ranches under exploitative conditions. This further eroded Native communities' land ownership, autonomy, and traditional ways of life. The comisionados, who were placed in charge of the land transfer, took advantage of the situation, and became the powerful land holding class known as the rancheros.

After the closing of the missions and U.S. annexation of California in 1849, Luiseño reservations were established in Southern California. Today there are six federally recognized Luiseño tribes. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*)

NOP Comments

During the NOP/Scoping review period, a letter from the state Native American Heritage Commission (NAHC) was received regarding cultural resources. In addition, a letter was received from the Lake Elsinore Heritage Society and Museum regarding local historical resources. These issues are addressed in Section 4.5.4 below.

4.5.2 REGULATORY FRAMEWORK

Federal

National Historic Preservation Act of 1966 (NHPA)

Enacted in 1966, the National Historic Preservation Act (NHPA) (16 U.S.C §§ 470 et seq.) declared a national policy of historic preservation and instituted a multifaceted program, administered by the Secretary of the Interior, to encourage the achievement of preservation goals at the federal, state, regional, and local levels. The NHPA authorized the expansion and maintenance of the National Register of Historic Places (NRHP), established the position of State Historic Preservation Officer (SHPO), provided for the designation of State Review Boards, set up a mechanism to certify local governments to carry out the purposes of the NHPA, assist federally-recognized Native American tribes in preserving their cultural heritage, and created the Advisory Council on Historic Preservation (ACHP).

NHPA establishes the nation's policy for historic preservation and sets in place a program for the preservation of historic properties by requiring federal agencies to consider effects to significant cultural resources (i.e. historic properties) prior to undertakings**.**

Section 106 of the Federal Guidelines

Section 106 of the NHPA states that federal agencies with direct or indirect jurisdiction over federally funded, assisted, or licensed undertakings must take into account the effect of the undertaking on any historic property that is included in, or eligible for inclusion in, the NRHP and that federally-recognized Native American tribes, the ACHP and SHPO must be afforded an opportunity to comment, through a process outlined in the ACHP regulations at 36 Code of Federal Regulations (CFR) Part 800, on such undertakings.

National Register of Historic Places (NRHP)

The National Register of Historic Places (NRHP) was established by the NHPA of 1966 as "an authoritative guide to be used by federal, state, and local governments, private groups, and citizens to identify the Nation's cultural resources and to indicate what properties should be considered for protection from destruction or impairment." The NRHP recognizes properties that are significant at the national, state, and local levels. To be eligible for listing in the NRHP, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Districts, sites, buildings, structures, and objects of potential significance must also possess integrity of location, design, setting, materials, workmanship, feeling, or association. A property is eligible for the NRHP if it is significant under one or more of the following criteria:

Criterion A: It is associated with events that have made a significant contribution to the broad patterns of our history.

Criterion B: It is associated with the lives of persons who are significant in our past.

Criterion C: It embodies the distinctive characteristics of a type, period, or method of construction; represents the work of a master; possesses high artistic values; or represents a significant and distinguishable entity whose components may lack individual distinction.

Criterion D: It has yielded, or may be likely to yield, information important in prehistory or history.

Cemeteries, birthplaces, or graves of historic figures; properties owned by religious institutions or used for religious purposes; structures that have been moved from their original locations; reconstructed historic buildings; and properties that are primarily commemorative in nature are not considered eligible for the NRHP unless they satisfy certain conditions. In general, a resource must be at least 50 years of age to be considered for the NRHP, unless it satisfies a standard of exceptional importance.

State

California Environmental Quality Act (CEQA)

Under the California Environmental Quality Act (CEQA) the terms "historical resources" and "unique archaeological resources" are defined as follows:

"Historical Resources" is a term with a defined statutory meaning in CEQA (PRC Section 21084.1). CEQA provides criteria to evaluate whether a building, structure, object, or site is significant. Under CEQA Guidelines Section 15064.5(a), historic resources include the following those meeting the criteria listed below.

(1) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (PRC § 5024.1, Title 14 CCR, §§ 4850 et seq.)

(2) A resource included in a local register of historical resources, as defined in Section 5020.1(K) of the Public Resources Code or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.

(3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, providing the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historic Resources (PRC § 5024.1, Title 14 CCR, § 4852) including the following:

(A) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;

(B) Is associated with the lives of persons important in our past;

(C) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or

(D) Has yielded, or may be likely to yield, information important in prehistory or history.

(4) The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, is not included in a local register of historical resources (pursuant to PRC § 5020.1(k)), or identified in a historical resources survey (meeting the criteria in PRC § 5024.1(g)) does not preclude a lead agency from determining that the resource may be a historical resource as defined in Public Resources Code Section 5020.1(j) or 5024.1. In accordance with CEQA, properties designated or eligible at all levels are deserving of protection by a lead agency when any undertaking proposes to demolish or alter any such property.

Typically to be considered a historic resource under CEQA, the structure in question must at least be considered eligible for local listing. However, in some cases a structure may be considered ineligible such as after detailed historic or architectural assessment, and thus would no longer be considered a historic resource under CEQA.

CEQA also required lead agencies to consider whether projects will affect unique archaeological resources. PRC Section 21083.2(g) defines a "unique archaeological resource" as an "archaeological artifact, object, or site about which It can clearly be demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

(1) Contains information needed to answer important scientific research questions and there is a demonstrable public interest in that information.

(2) Has a special and particular quality such as being the oldest of its type or the best available example of its type.

(3) Is directly associated with a scientifically recognized important prehistoric or historic event or person."

Historical resources, unique archaeological resources, and non-unique archaeological resources may also qualify as tribal cultural resources when such resources possess cultural value or cultural affiliation to a California Native American tribe. However, the enactment of Assembly Bill (AB) 52 in 2014 established a separate resource category and evaluation framework under CEQA for tribal cultural resources. Unlike conventional archaeological or historical resources, the significance of tribal cultural resources may be based on from tribal traditional knowledge, oral history, ceremonial use, cultural practice, spiritual association, cultural continuity, or other tribal cultural values. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*)

California Register of Historical Resources

Created in 1992 and implemented in 1998, the California Register of Historical Resources (CRHR) is "an authoritative guide in California to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate properties that are to be protected, to the extent prudent and feasible, from substantial adverse change (Public Resources Code)." Certain properties, including those listed in or formally determined eligible for listing in the NRHP and California Historical Landmarks (CHLs) numbered 770 and higher, are automatically included in the CRHR. Other properties recognized under the California Points of Historical Interest program, identified as significant in historic resources surveys, or designated by local landmarks programs may be nominated for inclusion in the CRHR. A resource, either an individual property or a contributor to a historic district, may be listed in the CRHR if the State Historical Resources Commission determines that it meets one or more of the four criteria which are modeled on NRHP criteria (Public Resources Code) (*See, CEQA discussion above*).

Resources nominated to the CRHR must retain enough of their historic character or appearance to be recognizable as historic resources and to convey the reasons for their significance. It is possible that a resource whose integrity does not satisfy NRHP criteria may still be eligible for listing in the CRHR. A resource that has lost its historic character or appearance may still have sufficient integrity for the CRHR if, under Criterion 4, it maintains the potential to yield significant scientific or historical information or specific data. Resources that have achieved significance within the past 50 years also may be eligible for inclusion in the CRHR, provided that enough time has lapsed to obtain a scholarly perspective on the events or individuals associated with the resource.

California Historical Landmarks (CHLs)

CHLs are buildings, structures, sites, or places that have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value and that have been determined to have statewide historical significance by meeting at least one of the criteria listed below. The resource must also be approved for designation by the County Board of Supervisors or the City or Town Council in whose jurisdiction it is located, be recommended by the State Historical Resources Commission, or be officially designated by the Director of California State Parks. The specific standards in use now were first applied in the designation of CHL No. 770. CHLs No. 770 and above are automatically listed in the CRHR.

To be eligible for designation as a Landmark, a resource must meet at least one of the following criteria:

- The first, last, only, or most significant of its type in the state or within a large geographic region (Northern, Central, or Southern California); or

- Associated with an individual or group having a profound influence on the history of California. A prototype of, or an outstanding example of, a period, style, architectural movement or construction or one of the more notable works or the best surviving work in a region of a pioneer architect, designer, or master builder.

California Points of Historical Interest

California Points of Historical Interest are sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value. Points of Historical Interest (referred to for brevity as Point or Points) designated after December 1997 and recommended by the State Historical Resources Commission are also listed in the CRHR. No historic resource may be designated as both a Landmark and a Point. If a Point is later granted status as a Landmark, the Point designation will be retired. In practice, the Point designation program is most often used in localities that do not have a locally enacted cultural heritage or preservation ordinance.

To be eligible for designation as a Point, a resource must meet at least one of the following criteria:

- The first, last, only, or most significant of its type within the local geographic region (city or county).

- Associated with an individual or group having a profound influence on the history of the local area.

- A prototype of, or an outstanding example of, a period, style, architectural movement or construction or one of the more notable works or the best surviving work in the local region of a pioneer architect, designer, or master builder.

Health and Safety Code Sections 7050.5-7054

Native American human remains, including burial areas and funerary objects, may also constitute tribal cultural resources. Health and Safety Code (H&S Code) Sections 7050.5 through 7054 and

other applicable State laws establish procedures requiring notification, consultation and conferral regarding the appropriate treatment if such resources are inadvertently discovered during ground-disturbing activities. These procedures recognize the importance of engaging with traditionally culturally affiliated Native American tribes to identify culturally appropriate treatment solutions and avoid or minimize impacts to Ancestral remains.

Pursuant to H&S Code Section 7050.5, if human remains are discovered, there shall be no further excavation or disturbance of the location of the find or any nearby area reasonable suspected to overlie adjacent remains until the coroner of the County has made its initial determinations. If the coroner determines the remains are or may be Native American, the coroner shall notify the Native American Heritage Commission (NAHC), which shall designate the Most Likely Descendant (MLD) pursuant to PRC Section 5097.98. Following designation of the MLD, the lead agency, landowner, and MLD shall confer to discuss treatment, which may include avoidance, preservation in place, and other culturally appropriate treatment and/or mitigation.

These statues also establish procedures and penalties related to the unauthorized disturbance, removal or disposal of human remains. Pursuant to H&S Code Section 7052, the willful disturbance, disinterment, mutilation, or removal of human remains from a dedicated cemetery is a felony and may constitute a misdemeanor when such remains are located outside a dedicated cemetery. H&S Code Section 7054 further provides penalties for the unauthorized disposal of human remains outside a cemetery.

Penal Code Section 622.5

Penal Code Section 622.5 provides misdemeanor penalties for injuring or destroying objects of historic or archaeological interest located on public or private lands but specifically excludes the landowner.

Native American Heritage Commission, Public Resources Code Sections 5097.9–5097.991

PRC Section 5097.91 established the Native American Heritage Commission (NAHC), whose duties include the inventory of places of religious or social significance to Native Americans, also known as the Sacred Lands File (SLF), and the identification and recordation of known graves and cemeteries of Native Americans on private lands. Under PRC Section 5097.9, a state policy of noninterference with the free expression or exercise of Native American religion was articulated along with a prohibition of severe or irreparable damage to Native American sanctified cemeteries, places of worship, religious or ceremonial sites or sacred shrines located on public property. Section 5097.5 defines as a misdemeanor the unauthorized disturbance or removal of archaeological, historic, or paleontological resources located on public lands. Section 5097.98 of the PRC specifies a protocol to be followed when the NAHC receives notification of a discovery of Native American human remains from a county coroner on public or private lands.

Senate Bill (SB) 18

For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.

Assembly Bill (AB) 52

For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.

Assembly Bill 168

For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.

Assembly Bill 130

For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.

Local

Lake Elsinore General Plan

The Historic, Cultural and Tribal Cultural Resources Element of the GPU has a number of goals and attendant policies and programs that address historical, archaeological and tribal cultural resources in the Planning Area. All GPU goals, policies and programs are provided in Draft EIR Appendix A. The goals and policies applicable to cultural resources are outlined in Section 4.5.4 below.

Lake Elsinore Municipal Code

The following chapters of the Lake Elsinore Municipal Code (LEMC) address historical buildings and resources:

Chapter 15.48: Historical Building Code

Chapter 15.78: Historical Preservation

4.5.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant effect on the environment if it either:

A. Causes a substantial adverse change in the significance of a historical resource pursuant to Section 15064.5.

B. Causes a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.

C. Disturbs any human remains, including those interred outside of dedicated cemeteries.

D. Causes substantial adverse cumulative impacts with respect to cultural resources.

4.5.4 IMPACTS AND MITIGATION MEASURES

This section describes potential impacts and cumulative impacts related to historic resources, archaeological resources, and human remains that could result from the implementation of the proposed Project.

Impacts to Historical Resources

Impact CUL-1 – Would the Project cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5?

Analysis of Impacts

As described in Section 4.5.1, the City contains a total of 21 official and local historic resources including two California Points of Historical Interest and two resources registered in the National Register of Historic Places. In addition, the Planning Area contains over a dozen local landmarks or homes with historical interest. The civic, institutional, and commercial landmarks are concentrated in the City's downtown area while the residential properties are distributed throughout the City. The Lake Elsinore Historical Society stated that continued adherence to the City's Historic Preservation Ordinance was critical to protecting local historical resources.

The Planning Area has a long-established history of settlement and contains many historic resources primarily in the City's historic downtown area. Future development under the GPU may result in adverse impacts or removal of historic buildings or resources, especially in the downtown portions of the City.

For additional information and analysis of impacts on tribal cultural resources that may also be historic resources, s*ee PEIR Section 4.18, Tribal Cultural Resources.*

General Plan Analysis

The Historic, Cultural, and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal HCTCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." Achieving these goals requires implementation of the following programs contained in the HCTCR Element of the GPU.

Policy HCTCR-12. In consultation with Culturally Affiliated Tribes, adopt a Tribal Cultural Resource (TCR) Land Use Overlay ("TCR Overlay"), that is intended to pre-identify lands that may contain known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, including the Luiseño sacred site known as *Páayaxchi.* The TCR Overlay is intended to provide a transparent and efficient process to address known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources.

Acknowledging the City's history and pre-contact history and the Culturally Affiliated Tribes' tribal traditional knowledge, ethnographic, oral history, cultural, and historical information, the TCR Overlay will provide respectful protections for one of the most notable and documented Luiseño sacred sites, known as *Páayaxchi*. Land use and development projects located within the TCR Overlay boundary shall be subject to, and will benefit from, early consultation and coordination with the City and Culturally Affiliated Tribal governments concerning the cultural significance of the subject lands, and any additional evaluation or mitigation criteria that may be applicable. (*See Program HCTCR-3 for more information.*)

Policy HCTCR-13. Establish and implement a transparent and systematic process to address inadvertent/accidental finds of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. The process shall include, but not be limited to, temporary halt work

requirements in the immediate vicinity of the discovery; coordination and consultation procedures among developers, the City, and consulting Culturally Affiliated Tribal governments; resource/site evaluation steps; timeframes; contingency funding, and a good-faith resolution process concerning the culturally-appropriate treatment of resources/sites, including dispute resolution mechanisms.

In addition, Goals 2 and 3 and the related policies are supported by the following implementing programs to protect existing and potential additional historical resources:

PRO-HCTCR-1. Consider the potential impacts of lot subdivisions, urban lot splits, and development applications on historical and cultural sites. Develop objective design standards and development standards, as appropriate.

PRO-HCTCR-2. Update the zoning code to encourage compatible new development of and near buildings, structures, sites, districts, and landscapes with historic designations to maintain the historic building pattern and neighborhood character, and to ensure limited physical and visual impact to existing historic resources and within older neighborhoods.

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in

consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-4. Establish development standards and/or guidelines to encourage the preservation of materials, such as historic windows, doors, siding, and trim, for potential reuse, as feasible when historic buildings are improved, expanded, or renovated.

PRO-HCTCR-13. Identify and minimize obstacles for historic property owners to support preservation, such as permit streamlining, proactive guidance for navigating historic preservation review, guidelines for modifications, expansions and renovations of buildings, structures, and sites with potential historic significance and those with historic designations.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCTCR-21, develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;
- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;
    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence;
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological

Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.
- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;
- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore. This program implements Policy HCTCR-21.

PRO-HCTCR-16. Complete the update of the 1991 Survey of Historic Structures and Sites. Include historic structures and districts that may have become eligible for historic listing since 1991. Post the updated survey on the City's website to ensure easy access and use by the public.

PRO-HCTCR-17. Consider preparing Historic Community Plan development standards and guidelines to encourage the preservation of the area's urban, site, architectural, and landscape architectural design character and development pattern.

PRO-HCTCR-18. Consider expanding the City's Arts and Culture program to include historical themes in its public art program.

PRO-HCTCR-19. Expand the Arts and Culture program to key destinations and centers including but not limited to Lake Elsinore Levee Walk, Launch Point Recreation Center, and Uptown.

PRO-HCTCR-20. Strongly encourage and incentivize adaptive re-use of structures with potential historic significance over demolition.

PRO-HCTCR-21. Identify and pursue funding and resources to pursue designating new landmarks and historic preservation districts.

PRO-HCTCR-22. Follow the Secretary of the Interior Standards for Preservation, Rehabilitation, Restoration, and Reconstruction for the treatment of historic properties.

PRO-HCTCR-23. Provide owners of buildings, structures, and sites with potential historic significance and those with historic designations clear and cost-effective options to measurably enhance energy efficiency while maintaining the historic integrity to the greatest extent possible.

PRO-HCTCR-37. Continue to support the Lake Elsinore Historical Society including its heritage walking tour, and other programs.

PRO-HCTCR-38. Partner with the local tourism industry, school districts, property owners, businesses, nonprofit organizations, and other public agencies to develop and promote heritage tourism opportunities, integrating efforts with ongoing initiatives for economic development and the creative economy.

PRO-HCTCR-40. Establish methods, such as website postings, social media and periodic flyers to educate property owners and residents about the City's historic preservation program.

In addition to the GPU, the LEMC contains the following Historic Building Code and Historic Preservation Guidelines which implement the above-stated goal and policies:

Chapter 15.48: Historical Building Code. This LEMC chapter provides that "the California Historical Building Code, 2022 Edition, shall be and become the historical building code of the City, regulating historical buildings. The California Historical Building Code is on file for public examination in the office of the Building Official. [Ord. 1476 § 14, 2022; Ord. 1419 § 11, 2019; Ord. 1365 § 14, 2016; Ord. 1318 § 16, 2013; Ord. 1287 § 14, 2010]."

Chapter 15.78: Historical Preservation. This Historical Preservation Ordinance is intended to "safeguard the City's architectural, cultural and historic heritage by recognizing that the historic landmarks and districts are an important part of both the past and future of the City of Lake Elsinore." In addition, this ordinance is designed to "fulfill the City of Lake Elsinore responsibilities regarding historic resources under applicable State and Federal preservation laws, if applicable, for National Historic Preservation Act Section 106 reviews, and ensure that all procedures comply with the California Environmental Quality Act." This Ordinance is administered by the Planning Commission to protect historical resources and buildings in the City over the short- and long-term while meeting all legal requirements for historic preservation. Their work is bases on the "Lake Elsinore Historic Resources Inventory" which identifies "buildings, structures, objects, sites or districts that are designated historic resources, appear eligible for historic designation, or are considered historic resources for purposes of CEQA." In addition, the "Lake Elsinore Historic Register" is also to be maintained as a register of locally designated historic landmarks and all contributing resources within historic districts. The Ordinance includes statements of its purpose, definitions, powers of the Planning Commission, Historic Resources Inventory, Historic Register, district designations, certificates of appropriateness, demolition allowances, economic hardship exceptions, relationship to the Lake Elsinore Historical Society, and incentives for historic preservation.

In addition to the GPU and LEMC, the proposed Zoning Code Amendment (ZCA) Implementation includes the following programs related to historical resources:

PRO-HCTCR-1. Consider the potential impacts of lot subdivisions, urban lot splits, and development applications on historical and cultural sites. Develop objective design standards and development standards, as appropriate.

PRO-HCTCR-2. Update the zoning code to encourage compatible new development of and near buildings, structures, sites, districts, and landscapes with historic designations to maintain the historic building pattern and neighborhood character, and to ensure limited physical and visual impact to existing historic resources and within older neighborhoods.

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review and CEQA processes, potential impacts to historic resources would be less than significant levels and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Impacts to Archaeological Resources

Impact CUL-2 – Would the Project cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5?

Analysis of Impacts

The Planning Area has a long-established history of consisting of thousands of years of Luiseño (*Payómkawichum*) pre-contact habitation and living. As such, the lands within the City and the Sphere of Influence (SOI) contain many pre-contact and historic resources culturally affiliated with the Luiseño (*Payómkawichum*). European settlement began in the Lake Elsinore area in the 1800s, but the lands known today as the City of Lake Elsinore are known to contain tribal cultural resources that pre-date Spanish and Mexican land grants. Therefore, future development in the Planning Area, especially on vacant land in the hills to the west and north, has a high probability of uncovering prehistoric (archaeological) resources.

For additional information and analysis of impacts on tribal cultural resources that may also be archaeological resources, *see PEIR Section 4.18, Tribal Cultural Resources.*

General Plan Analysis

The Historic, Cultural and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal HCTCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." Achieving these goals requires implementation of the following programs contained in the HCTCR Element of the GPU.

Policy HCTCR-5. Safeguard Native American heritage in the City of lake Elsinore by minimizing, to the fullest extent feasible, significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Encourage applicants to design projects in a way that protects Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources in passive open space areas on the project site, when feasible.

Policy HCTCR-7. Conduct early, ongoing and meaningful government-to-government consultation with Tribes for all planning and development activities, subdivisions, and decisions affecting the identification, evaluation, treatment, management, mitigation, and protection of Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources.

Policy HCTCR-9. Develop and implement compliance measures to ensure adherence to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources protection requirements established by the City and applicable State and Federal laws.

Policy HCTCR-10. Implement avoidance and minimization measures to prevent significant adverse effects to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources and, to the fullest extent feasible, maximize their preservation and protection.

Policy HCTCR-12. In consultation with Culturally Affiliated Tribes, adopt a Tribal Cultural Resource (TCR) Land Use Overlay ("TCR Overlay"), that is intended to pre-identify lands that may contain known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, including the Luiseño sacred site known as *Páayaxchi.* The TCR Overlay is intended to provide a transparent and efficient process to address known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources.

Acknowledging the City's history and pre-contact history and the Culturally Affiliated Tribes' tribal traditional knowledge, ethnographic, oral history, cultural, and historical information, the TCR Overlay will provide respectful protections for one of the most notable and documented Luiseño sacred sites, known as *Páayaxchi*. Land use and development projects located within the TCR Overlay boundary shall be subject to, and will benefit from, early consultation and coordination with the City and Culturally Affiliated Tribes concerning the cultural significance of the subject lands, and any additional evaluation or mitigation criteria that may be applicable. See Program HCTCR-3 for more information.

Policy HCTCR-14. Recognize and acknowledge Luiseño (*Payómkawichum*) people as the original ancestral inhabitants and caretakers of the area known today as the City of Lake Elsinore.

Policy HCTCR-15. The City recognizes Tribes as the primary sources of expertise regarding Tribal Cultural Resources (TCRs), tribal cultural values, tribal traditional knowledge and culturally-appropriate treatment. Tribal information, including, without limitation, oral history, ethnographic information, Tribal Historic Preservation Officer (THPO) statements, elder testimony and other traditional tribal knowledge may constitute substantial evidence. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-16. Acknowledge *Páayaxchi* as a Historic Property Traditional Cultural Place (TCP)[22], which, based on tribal substantial evidence, is eligible for listing in the Federal and State Register of Historical Resources, and is traditionally culturally affiliated with Luiseño people and their present-day Luiseño Tribal governments. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-19. In compliance with applicable laws and to the extent feasible, protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources from unpermitted demolition, destruction, and inappropriate actions or consequences.

Policy HCTCR-20. Recognize and acknowledge that certain archaeological resources may also be Tribal Cultural Resources, and that certain archaeological methods and standards, may not be suitable for the identification, assessment, and treatment of Tribal Cultural Resources. For Tribal Cultural Resources, when feasible, tribal identification standards, along with culturally appropriate and sensitive treatment methods shall be given deference.

Policy HCTCR-21. Develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"). The Guidelines shall establish a transparent and efficient framework outlining steps and processes, including best practices, concerning tribal consultation, the identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, and best practices for conducting good-faith discussions between the City and consulting Tribes, including project applicants, concerning mitigation measures, treatment solutions and enforceable measures and conditions. The Guidelines shall be designed to provide clarity, certainty and fairness for the City, project applicants, and consulting Culturally Affiliated Tribes and Tribal governments in implementing compliance with Tribal Cultural Resources, Traditional Cultural Places, and Sacred Sites laws, including, but not limited to, Assembly Bill 52, CEQA, the National Historic Preservation Act (NHPA), Section 106 processes, Senate Bill 18 planning requirements, Senate Bill 35 and Assembly Bill 168 housing streamlining provisions, Assembly Bill 130 CEQA exemptions, and other applicable Federal and State laws governing land use and development permitting processes administered by the City. See Program HCR-12 for more information

[22] **Historic Property Traditional Cultural Place (TCP)**
A particular type of Historic Property that is eligible or listed due to its association with the cultural belief, customs, traditions, practices, or history of a living community or Tribe. A TCP may include natural features, landscapes, gathering areas, trails, or places of ongoing cultural importance. *A TCP may also be a Tribal Cultural Resource and/or a Unique Archaeological Resource.*

HCTCR Goals 2 and 3 have the following implementation programs that will help protect archaeological and tribal cultural resources in the Planning Area:

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-6. Require project applicants to conduct and submit, as part of the application process, detailed results from records searches of the California Historical Resources Information System (CHRIS), the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), the State Historic Preservation Officer (SHPO), and other applicable registers to determine whether the project area contains recorded Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.

PRO-HCTCR-7. Work with project applicants and consulting Tribes to incorporate feasible preservation strategies into project planning and design to protect Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources. Such strategies may include, without limitation, project redesign, site planning adjustments, clustering, reduced or controlled grading, modified setbacks, designation of passive open space areas, restrictive covenants or conservation easements, flexible development standards, density transfers, incentives,

variances, and other land use planning tools or mechanisms intended to avoid or reduce impacts to Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources, consistent with CEQA applicable land-use laws.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCTCR-21, develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;
- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;
    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence;
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.

- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;
- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore. This program implements Policy HCTCR-21.

PRO-HCTCR-27. In compliance with State and Federal laws, and in consultation with Culturally Affiliated Tribal governments, the City will establish and implement in the Guidelines (Policy HCR-2-7, Program HCR-12), protocols and practices preventing public disclosure of sensitive and confidential Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources information, such as geographic location, site identification information, sensitive tribal information, and tribal traditional knowledge, for purposes of project review, environmental review under applicable laws, and public hearings, including protocols for confidential appendices and generalized descriptions required in environmental documents.

PRO-HCTCR-32. Recognize that Native American Human Remains, including Burial Areas, located within the City of Lake Elsinore are the Ancestral remains and sacred cultural heritage of the present-day Luiseño (*Payómkawichum*) Tribes. In recognition of the cultural and historical significance of Native American Burial Areas, ensure the respectful treatment and culturally-appropriate mitigation and management of Native American Human Remains and associated Tribal Cultural Resources (TCRs), including requiring avoidance and minimization of impacts to the greatest extent feasible.

In the event of an inadvertent discovery of Native American Human Remains during project development or ground-disturbing activities, and in addition to compliance with the applicable requirements of the California Health & Safety Code and the California Public Resources Code, the City will require, the following: immediate halt of all work within a minimum 100-foot radius surrounding the discovery as determined appropriate by the consulting Culturally Affiliated Tribes and registered professional archaeologist, use of protective measures for the discovery area such as silt fencing, temporary barriers or other appropriate protection methods, prompt notification and consultation with Culturally Affiliated Tribes and applicable agencies, and meaningful good-faith discussions concerning the identification of the discovery, and culturally-appropriate treatment, handling and any long-term protections with the goal of reaching agreement.

If the parties are unable to agree on any one or more identification, treatment, documentation and protection measure(s), the parties shall consult with the City on any disagreements. The City will

consider all information from the good faith discussions and recommendations from the consulting Culturally Affiliated Tribes, registered professional archaeologist, project applicant, and other relevant qualified professionals, and shall make a final determination on the disputed identification, treatment, documentation and protection measures. All final decisions will be documented in a written agreement.

Work shall not resume within the halt work area until authorized by the City.

These goals and their many supporting policies and implementing programs require careful consideration of archaeological and tribal cultural resources which may be present within the Planning Area. In addition, the City's established development review procedures require an assessment of archaeological and tribal cultural resources for new development, especially in previously undisturbed areas such as the hills to the south, west, and north of the City. The development review process also requires compliance with the established Native American consultation procedures of SB 18 and AB 52. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*)

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review and CEQA processes, potential impacts to archaeological resources would be less than significant levels and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Impacts to Human Remains

Impact CUL-3 – Would the Project disturb any human remains, including those interred outside of formal cemeteries?

Analysis of Impacts

There are three cemeteries in the Lake Elsinore area - Elsinore Valley, Home of Peace, and Manker Family Cemeteries. However, Native Americans have occupied this region for thousands of years, and the Planning Area has been developed by European settlers since the 1800's. Therefore, it is possible that human remains could be discovered during excavation for development, especially on previously undisturbed land.

Section 7050.5 of the California Health and Safety Code (CHSC) requires that, if human remains (or remains that may be human) are discovered on a future development project site during grading or earthmoving, the construction contractors, project archaeologist, and/or designated

Native American Monitor shall immediately stop all activities within 100 feet of the find. The project proponent must then immediately inform the County Coroner and the City of the find. The coroner is permitted to examine the remains under CHSC Section 7050.5(b) to determine if the remains are those of a Native American. If human remains are determined as those of Native American origin, the applicant must comply with the state relating to the disposition of Native American burials that fall within the jurisdiction of the Native American Heritage Commission (NAHC) as outlined in Public Resources Code Section (PRC) Section 5097. The coroner then contacts the NAHC to determine the Most Likely Descendant (MLD) who will conduct an inspection and make recommendations or preferences for treatment within 48 hours of being granted access to the site. The disposition of the remains is to be overseen by the MLD to determine the most appropriate means of treating the human remains and any associated grave artifacts, in consultation with the property owner and the lead agency (in this case the City of Lake Elsinore). CEQA requires the City and any project developer, including the City if it is a public works project, to comply with the CHSC Section 7050.5 and PRC Section 5097 if human remains are found during excavation. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*)

General Plan Analysis

The Historic, Cultural and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal HCTCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." For the purposes of this evaluation, it is assumed these goals and the term archaeological or tribal cultural resources includes Native American human remains, burial or funerary sites, and related materials subject to consultation with affected tribal representatives. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*) Achieving these goals requires implementation of the following policies contained in the HCTCR Element of the GPU.

Policy HCTCR-5. Safeguard Native American heritage in the City of lake Elsinore by minimizing, to the fullest extent feasible, significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Encourage applicants to design projects in a way that protects Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources in passive open space areas on the project site, when feasible.

Policy HCTCR-7. Conduct early, ongoing and meaningful government-to-government consultation with Tribes for all planning and development activities, subdivisions, and decisions affecting the identification, evaluation, treatment, management, mitigation, and protection of Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources.

Policy HCTCR-9. Develop and implement compliance measures to ensure adherence to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources protection requirements established by the City and applicable State and Federal laws.

Policy HCTCR-10. Implement avoidance and minimization measures to prevent significant adverse effects to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources and, to the fullest extent feasible, maximize their preservation and protection.

Policy HCTCR-12. In consultation with Culturally Affiliated Tribes, adopt a Tribal Cultural Resource (TCR) Land Use Overlay ("TCR Overlay"), that is intended to pre-identify lands that may contain known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, including the Luiseño sacred site known as *Páayaxchi.* The TCR Overlay is intended to provide a transparent and efficient process to address known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources.

Acknowledging the City's history and pre-contact history and the Culturally Affiliated Tribes' tribal traditional knowledge, ethnographic, oral history, cultural, and historical information, the TCR Overlay will provide respectful protections for one of the most notable and documented Luiseño sacred sites, known as *Páayaxchi*. Land use and development projects located within the TCR Overlay boundary shall be subject to, and will benefit from, early consultation and coordination with the City and Culturally Affiliated Tribal Governments concerning the cultural significance of the subject lands, and any additional evaluation or mitigation criteria that may be applicable. See Program HCTCR-3 for more information.

Policy HCTCR-13. Establish and implement a transparent and systematic process to address inadvertent/accidental finds of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. The process shall include, but not be limited to, temporary halt work requirements in the immediate vicinity of the discovery; coordination and consultation procedures among developers, the City, and consulting Culturally Affiliated Tribal governments; resource/site evaluation steps; timeframes; contingency funding, and a good-faith resolution process concerning the culturally-appropriate treatment of resources/sites, including dispute resolution mechanisms.

Policy HCTCR-14. Recognize and acknowledge Luiseño (*Payómkawichum*) people as the original ancestral inhabitants and caretakers of the area known today as the City of Lake Elsinore.

Policy HCTCR-15. The City recognizes Tribes as the primary sources of expertise regarding Tribal Cultural Resources (TCRs), tribal cultural values, tribal traditional knowledge and culturally-appropriate treatment. Tribal information, including, without limitation, oral history, ethnographic information, Tribal Historic Preservation Officer (THPO) statements, elder testimony and other traditional tribal knowledge may constitute substantial evidence. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-16. Acknowledge *Páayaxchi* as a Historic Property Traditional Cultural Place (TCP)[22], which, based on tribal substantial evidence, is eligible for listing in the Federal and State Register of Historical Resources, and is traditionally culturally affiliated with Luiseño people and their present-day Luiseño Tribal governments. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-19. In compliance with applicable laws and to the extent feasible, protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources from unpermitted demolition, destruction, and inappropriate actions or consequences.

[22] **Historic Property Traditional Cultural Place (TCP)**
A particular type of Historic Property that is eligible or listed due to its association with the cultural belief, customs, traditions, practices, or history of a living community or Tribe. A TCP may include natural features, landscapes, gathering areas, trails, or places of ongoing cultural importance. *A TCP may also be a Tribal Cultural Resource and/or a Unique Archaeological Resource.*

Policy HCTCR-20. Recognize and acknowledge that certain archaeological resources may also be Tribal Cultural Resources, and that certain archaeological methods and standards, may not be suitable for the identification, assessment, and treatment of Tribal Cultural Resources. For Tribal Cultural Resources, when feasible, tribal identification standards, along with culturally appropriate and sensitive treatment methods shall be given deference.

Policy HCTCR-21. Develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"). The Guidelines shall establish a transparent and efficient framework outlining steps and processes, including best practices, concerning tribal consultation, the identification of Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, and best practices for conducting good-faith discussions between the City and Tribes, including project applicants, concerning mitigation measures, treatment solutions and enforceable measures and conditions. The Guidelines shall be designed to provide clarity, certainty and fairness for the City, project applicants, and consulting Culturally Affiliated Tribes and Tribal governments in implementing compliance with Tribal Cultural Resources (TCRs), Traditional Cultural Places (TCPs), and Sacred Sites laws, including, but not limited to, Assembly Bill 52, the California Environmental Quality Act (CEQA), the National Historic Preservation Act (NHPA), Section 106 processes, Senate Bill 18 planning requirements, Senate Bill 35 and Assembly Bill 168 housing streamlining provisions, Assembly Bill 130 CEQA exemptions, and other applicable Federal and State laws governing land use and development permitting processes administered by the City. See Program HCTCR-12 for more information.

In addition, Goals 2 and 3 and the related policies are supported by the following implementing programs to protect archaeological and tribal cultural resources related to Native American burial or funerary sites and materials in the Planning Area.

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to

preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-6. Require project applicants to conduct and submit, as part of the application process, detailed results from records searches of the California Historical Resources Information System (CHRIS), the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), the State Historic Preservation Officer (SHPO), and other applicable registers to determine whether the project area contains recorded Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.

PRO-HCTCR-7. Work with project applicants and consulting Tribes to incorporate feasible preservation strategies into project planning and design to protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Such strategies may include, without limitation, project redesign, site planning adjustments, clustering, reduced or controlled grading, modified setbacks, designation of passive open space areas, restrictive covenants or conservation easements, flexible development standards, density transfers, incentives, variances, and other land use planning tools or mechanisms intended to avoid or reduce impacts to Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources, consistent with CEQA applicable land-use laws.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCTCR-21, develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;
- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;

    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence;
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.
- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;
- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore. This program implements Policy HCTCR-21.

PRO-HCTCR-27. In compliance with State and Federal laws, and in consultation with Culturally Affiliated Tribal governments, the City will establish and implement in the Guidelines (Policy HCR-2-7, Program HCR-12), protocols and practices preventing public disclosure of sensitive and confidential Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources information, such as geographic location, site identification information, sensitive tribal information, and tribal traditional knowledge, for purposes of project review, environmental review

under applicable laws, and public hearings, including protocols for confidential appendices and generalized descriptions required in environmental documents.

PRO-HCTCR-32. Recognize that Native American Human Remains, including Burial Areas, located within the City of Lake Elsinore are the Ancestral remains and sacred cultural heritage of the present-day Luiseño (*Payómkawichum*) Tribes. In recognition of the cultural and historical significance of Native American Burial Areas, ensure the respectful treatment and culturally-appropriate mitigation and management of Native American Human Remains and associated Tribal Cultural Resources (TCRs), including requiring avoidance and minimization of impacts to the greatest extent feasible.

In the event of an inadvertent discovery of Native American Human Remains during project development or ground-disturbing activities, and in addition to compliance with the applicable requirements of the California Health & Safety Code and the California Public Resources Code, the City will require, the following: immediate halt of all work within a minimum 100-foot radius surrounding the discovery as determined appropriate by the consulting Culturally Affiliated Tribes and registered professional archaeologist, use of protective measures for the discovery area such as silt fencing, temporary barriers or other appropriate protection methods, prompt notification and consultation with Culturally Affiliated Tribes and applicable agencies, and meaningful good-faith discussions concerning the identification of the discovery, and culturally-appropriate treatment, handling and any long-term protections with the goal of reaching agreement.

If the parties are unable to agree on any one or more identification, treatment, documentation and protection measure(s), the parties shall consult with the City on any disagreements. The City will consider all information from the good faith discussions and recommendations from the consulting Culturally Affiliated Tribes, registered professional archaeologist, project applicant, and other relevant qualified professionals, and shall make a final determination on the disputed identification, treatment, documentation and protection measures. All final decisions will be documented in a written agreement.

Work shall not resume within the halt work area until authorized by the City.

These goals and their policies and implementation programs call for careful consideration of tribal resources, including Native American human remains, which may be present within the Planning Area. In addition, the City's established development review procedures require an assessment of archaeological resources for new development, especially in previously undisturbed areas. The development review process also requires compliance with the established Native American consultation procedures of SB 18 and AB 52 (*See, Section 4.5.2*). The City must also comply with existing state regulations (CHSC § 7050.5 and PRC § 5097) with respect to disturbing human remains, including those interred outside of a formal cemetery.

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review and CEQA processes, Native American consultation processes, and state law regarding human remains, potential impacts related to human remains would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact CUL-4 - Would the Project cause substantial adverse cumulative impacts with respect to cultural resources?

Analysis of Impacts

As described in Section 4.5.1, the City contains a total of 21 official and local historic resources including two California Points of Historical Interest and two resources registered in the National Register of Historic Places. In addition, the Planning Area contains over a dozen local landmarks or homes with historical interest. The civic, institutional, and commercial landmarks are concentrated in the City's downtown area while the residential properties are distributed throughout the City. The Lake Elsinore Historical Society stated that continued adherence to the City's Historic Preservation Ordinance was critical to protecting local historical resources.

The Planning Area has a long-established history of settlement and contains many historic resources primarily in the City's historic downtown area. Future development under the GPU may result in adverse impacts or removal of historic buildings or resources, especially in the downtown portions of the City.

For additional information and analysis of impacts on tribal cultural resources that may also be historic resources, s*ee PEIR Section 4.18, Tribal Cultural Resources.*

General Plan Analysis

The Historic, Cultural and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal HCTCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." These goals and their attendant policies and implementation programs which will continue to identify, preserve, and protect archaeological resources within the Planning Area. In this way, the GPU is expected to result in less than significant impacts with respect to historical and archaeological resources and potential impacts to human remains. Consistent with federal and state laws, the General Plans of the surrounding jurisdictions have similar goals and policies to protect cultural resources within their boundaries as well. Finally, state law requires the City and surrounding jurisdictions to consult with Native American tribal representatives and to notify them if tribal human remains are found. (*For additional information and detail, See PEIR Section 4.18, Tribal Cultural Resources.*) Achieving these goals requires implementation of the following programs contained in the HCTCR Element of the GPU.

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-7. Work with project applicants and consulting Tribes to incorporate feasible preservation strategies into project planning and design to protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Such strategies may include, without limitation, project redesign, site planning adjustments, clustering, reduced or controlled grading, modified setbacks, designation of passive open space areas, restrictive covenants or conservation easements, flexible development standards, density transfers, incentives, variances, and other land use planning tools or mechanisms intended to avoid or reduce impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, consistent with CEQA applicable land-use laws.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCTCR-21, develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;

- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;
    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence;
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.
- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;
- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update.

The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore. This program implements Policy HCTCR-21.

In these ways, potential cumulative impacts to cultural resources will be addressed, and future development in the City under the GPU will not make a significant contribution to any cumulative regional impacts on cultural resources.

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review and CEQA processes, Native American consultation processes, and state law regarding human remains, potential impacts related to human remains would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.5.5 REFERENCES

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

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LEHS 2023a. Locally/Unofficially Recognized Significant Historical Resources. Lake Elsinore Historical Society. 2023.

LEHS 2023b. Lake Elsinore Historic Homes of Interest List. Lake Elsinore Historical Society. 2023.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

NPS 2023. National Register of Historic Places List. National Park Service, 2023.

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4.6 ENERGY

This section addresses energy impacts associated with implementation of the Project. Energy resources are closely tied to impacts discussed in the Air Quality and Greenhouse Gas (GHG) sections of this document, Sections 4.3 and 4.8, respectively. Many of the values presented herein reflect values derived from the Climate Action and Adaptation Plan prepared by Ascent (Ascent 2025). The analysis and conclusions in this EIR section are additionally supported by a full energy and greenhouse gas (GHG) report – the Lake Elsinore General Plan Update Energy and Greenhouse Gas/Energy Report and CAAP (MIG 2026) - which can be found in Appendix G of this EIR.

4.6.1 ENVIRONMENTAL SETTING

Energy is primarily categorized into three areas: electricity, natural gas, and fuels used for transportation. Please refer to Section 3.1 of Appendix G for more information on the various types of energy, where the energy is generated, how it is used, and the quantities in which it is consumed. Appendix G also provides more information on the following summaries of federal, state, and regional energy conservation laws and regulations.

4.6.2 REGULATORY FRAMEWORK

Federal

Federal Energy Policy and Conservation Act

In 1975, Congress enacted the Federal Energy and Policy Conservation Act, which established the first fuel economy standards for on-road motor vehicles in the United States. Pursuant to the act, the National Highway Traffic Safety Administration (NHTSA) is responsible for establishing additional vehicle standards.

Energy Independence and Security Action of 2007

On December 19, 2007, the Energy Independence and Security Act of 2007 (EISA) was signed into law. In addition to setting increased Corporate Average Fuel Economy (CAFE) standards for motor vehicles, the act also includes the following provisions related to energy efficiency: renewable fuel standards (RFS); appliance and lighting efficiency standards; and building energy efficiency. The federal legislation requires ever-increasing levels of renewable fuels to replace petroleum. The U.S. EPA is responsible for developing and implementing regulations to ensure transportation fuel sold in the United State contains a minimum volume of renewable fuel. The RFS program regulations were developed in collaboration with refiners, renewable fuel produces, and other stakeholders.

Federal Vehicle Standards

In 2009, the NHTSA issued a final rule regarding fuel efficiency and GHG emissions from cars and light-duty trucks for model year 2011; and, in 2010, the U.S. EPA and NHTSA issued a final rule regulating cars and light-duty trucks for model years 2012–2016. The regulations were modified in 2010, 2011, 2016, 2018, 2020, and 2023.

State

Title 24 Building Standards Code

Title 24 of the California Code of Regulations, known as the Building Standards Code, contains regulations that govern structural safety and sustainability of buildings in California. The code is organized into 12 different parts, including: Part 6 Building Energy Efficiency Standards (BEES, or Energy Code); and Part 11 California Green Building Standards Code (CALGreen Code). The BEES are energy efficiency standards for residential and non-residential development in response to a legislative mandate to reduce energy consumption in the State. The purpose of the CALGreen Code is to "improve public health, safety and general welfare by enhancing the design and construction of buildings through the use of building concepts having a positive environmental impact and encouraging sustainable construction practices in the following categories: (1) planning and design; (2) energy efficiency; (3) water efficiency and conservation; (4) material conservation and resource efficiency; and (5) environmental air quality."

Senate Bill 375 (Sustainable Communities and Climate Protection Act)

In January 2009, California Senate Bill (SB) 375, known as the Sustainable Communities and Climate Protection Act, went into effect. The objective of SB 375 is to better integrate regional planning of transportation, land use, and housing to reduce sprawl and ultimately reduce GHG emissions and other air pollutants. SB 375 tasks CARB to set GHG reduction targets for each of California's 18 regional Metropolitan Planning Organizations (MPOs). Each MPO is required to prepare a Sustainable Communities Strategy (SCS) as part of their Regional Transportation Plan (RTP). The SCS is a growth strategy in combination with transportation policies that will show how the MPO will meet its GHG reduction target. If the SCS cannot meet the reduction goal, an Alternative Planning Strategy may be adopted that meets the goal through alternative development, infrastructure, and transportation measures or policies.

In August 2010, CARB released the proposed GHG reduction targets for the MPOs. The proposed reduction targets for the Southern California Association of Governments (SCAG) region were 8% by year 2020 and 13% by year 2035. In September 2010 and February 2011, the 8% and the 13% targets were adopted, respectively. SCAG's Regional Council adopted 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) on April 7, 2016, which updated the 2012 RTP/SCS.

In March 2018, CARB established new regional GHG reduction targets for SCAG and other MPOs in the state. The new SCAG targets are an 8% reduction in per capita passenger vehicle GHG reductions by 2020 and a 19% reduction by 2035. On May 7, 2020, SCAG adopted "Connect SoCal", the 2020-2045 RTP/SCS, for federal transportation conformity purposes only. On September 3, 2020, SCAG's Regional Council unanimously voted to approve and fully adopt Connect SoCal, and the addendum to the Connect SoCal Program Environmental Impact Report. Connect SoCal is designed to meet the regional GHG reduction targets for SCAG that were identified by CARB in 2018.

Connect SoCal is a long-range visioning plan that builds upon and expands land use and transportation strategies established over several planning cycles to increase mobility options and achieve a more sustainable growth pattern. It charts a path toward a more mobile, sustainable and prosperous region by making connections between transportation networks, between planning strategies and between the people whose collaboration can improve the quality of life for Southern Californians. Connect SoCal contains 10 primary goals, as detailed below:

1. Encourage regional economic prosperity and global competitiveness.
2. Improve mobility, accessibility, reliability, and travel safety for people and goods.

3. Enhance the preservation, security, and resilience of the regional transportation system.
4. Increase person and goods movement and travel choices within the transportation system.
5. Reduce greenhouse gas emissions and improve air quality.
6. Support healthy and equitable communities.
7. Adapt to a changing climate and support an integrated regional development pattern and transportation network.
8. Leverage new transportation technologies and data-driven solutions that result in more efficient travel.
9. Encourage development of diverse housing types in areas that are supported by multiple transportation options.
10. Promote conservation of natural and agricultural lands and restoration of habitats.

Connect SoCal's "Core Vision" centers on maintaining and better managing the transportation network for moving people and goods, while expanding mobility choices by locating housing, jobs, and transit closer together and increasing investment in transit and complete streets. The Core Vision includes: Sustainable Development, System Preservation and Resilience, Demand and System Management, Transit Backbone, Complete Streets, and Goods Movement.

In April 2024, SCAG's Regional Council adopted Connect SoCal 2024, (2024 RTP/SCS) an update to Connect SoCal 2020 that planned development in the region through 2050. Connect SoCal 2024 updates assumptions from Connect SoCal 2020. The Regional Growth Forecast in Connect SoCal 2024 projects a 30% higher household growth during the 2020s than was projected in Connect SoCal 2020. Connect SoCal 2024 also shifts the categories of regions that can accommodate jobs and housing from Priority Growth Areas (PGAs) to Priority Development Areas (PDAs). While PGAs and PDAs have substantial overlap, PDAs do not include Job Centers and High-Quality Transit Areas that helped compose the PGAs. Compared to Connect SoCal 2020's PGAs, SoCal 2024's PDAs include a greater percentage of new households and a substantially lower percentage of new jobs in a larger total land area. Connect SoCal 2024 projects that approximately 66% of new households and 54% of new jobs between 2019 and 2050 will be located in PDAs. PDAs in Connect SoCal 2024 include Neighborhood Mobility Areas (NMAs), Transit Priority Areas (TPAs), Livable Corridors, and Spheres of Influence (SOIs). If implemented, Connect SoCal 2024 is projected to achieve the region's targets for reducing greenhouse gases from automobiles and light-duty trucks by 19% per capita, from 2005 levels, by 2035.

Renewable Portfolio Standard Program

In 2002, California established its Renewables Portfolio Standard (RPS) Program, with the goal of increasing the percentage of renewable energy in the state's electricity mix to 20 percent of retail sales by 2017. The State's RPS program was further strengthened by the passage of SB 100 in 2018 which revised the State's RPS Program to require retail sellers of electricity to serve 50% and 60% of the total kWh sold to retail end-use customers be served by renewable energy sources by 2026 and 2030, respectively, and requires 100% of all electricity supplied come from renewable sources by 2045.

Executive Order B-55-18, AB 1279, and SB 1020

On September 10, 2018, Governor Brown signed Executive Order B-55-18, to achieve carbon neutrality by moving California to 100% clean energy by 2045. This Executive Order also includes specific measures to reduce GHG emissions via clean transportation, energy efficient buildings, directing cap-and-trade funds to disadvantaged communities, and better management of the

state's forest land. On September 16, 2022, Governor Newson signed into law AB 1279, the California Climate Crisis Act, and SB 1020, the Clean Energy, Jobs, and Affordability Act of 2022. AB 1279 codified California's 2045 carbon neutrality goal and established a GHG emission reduction target of 85% below 1990 levels. SB 1020 set targets for the retail sale of electricity of 90% clean electricity by 2035 and 95% by 2040, and 100% by 2045. It also set a target for 100% clean electricity for electricity serving state agencies by 2035.

Sustainable Freight Plan

The Sustainable Freight Plan was adopted by CARB in July 2016, and provides a recommendation on a high-level vision and broad direction to the Governor to consider for State agencies to utilize when developing specific investments, policies, and programs related to the freight transport system that serves our State's transportation, environmental, and economic interests. The Sustainable Freight Plan includes recommendations on a long-term 2050 vision and guiding principles for California's future freight transportation system.

Advanced Clean Trucks Program

The Advanced Clean Trucks (ACT) regulation was approved by CARB on June 25, 2020. The main components of the regulation are manufacturers' ZEV sales requirements and a one-time reporting requirement for large entities and fleets. Promoting the development and use of advanced clean trucks would help CARB achieve its emission reduction strategies as outlined in the SIP, Sustainable Freight Action Plan, SB 350, and AB 32. In 2025, Congress revoked California's waiver needed for the Advanced Clean Trucks regulation.

Advanced Clean Cars Program

In January 2012, CARB approved the Advanced Clean Cars (ACC) Program (formerly known as Pavley II) for model years 2017-2025. The components of the ACC program are the Low-Emission Vehicle (LEV) regulations and the ZEV regulations. The Program combines the control of smog, soot, and global warming gases with requirements for greater numbers of zero-emission vehicles into a single package of standards. By 2025, new automobiles under California's ACC Program will emit 34 percent less global warming gases and 75 percent less smog-forming emissions. In August 2022, CARB approved the Advanced Clean Cars II program, which sets requirements for ZEV sales and codifies the light-duty vehicle goals in EO N-79-20. The regulation requires new light duty vehicle sales will be 35% zero emission or plug in hybrid electric vehicles in 2026, 68% in 2030, and 100% in 2035. In 2025, Congress revoked California's Clean Air Act waiver that allows for the enforcement of the Clean Cars II regulations. In response, in June 2025, Governor Newsom signed Executive Order N-27-25, which reaffirms California's commitment to accelerating zero emission technology consistent with the targets of EO N-79-20. CARB is in the process of developing light-duty vehicle emissions standards consistent with State and federal law.

Advanced Clean Fleets Regulation

On April 28, 2023, CARB approved Advanced Clean Fleets (ACF), a rule that requires fleets of medium- and heavy-duty vehicles to transition to zero-emission vehicles. ACF applies to all drayage trucks, to high priority fleets, (i.e., fleets that have at least $50 million in gross annual revenue or fleets that operate 50 or more medium- and heavy-duty vehicles), and to government fleets; however, in January 2025, CARB withdrew its request for a waiver and authorization to implement the ACF rule, and is no longer enforcing the parts of the regulation that required a federal waiver. As such, the ACF only applies to state and local government fleets, which can choose between two options to meet the zero-emission requirements: a ZEV Milestone schedule

or a Model Year Schedule. The ZEV Milestone schedule sets requirements for a percentage of the total fleet to be zero-emission at specified years, depending on the type of vehicle.

Local

Lake Elsinore General Plan

The Air Resources sub-section of the Conservation, Open Space, and Parks (COSP) Element has a number of goals and attendant policies that address energy use and conservation in the Planning Area. All of the General Plan goals and policies are provided in Draft EIR Appendix A. The goals and policies applicable to energy are outlined in Section 4.6.4 below.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) addresses energy use and conservation in Title 15, Buildings and Construction, specifically Chapter 15.02, California Building Standards Code, which implements the requirements of the 2022 California Building Code including Title 24 energy regulations for new development.

4.6.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact related to energy if it would:

A. Result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation;

B. Conflict with or obstruct a state or local plan for renewable energy or energy efficiency;

C. Cause substantial adverse cumulative impacts with respect to energy.

4.6.4. IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to energy resources.

Energy Consumption

Impact ENG-1 – Result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during Project construction or operation?

Analysis of Impacts

Implementation of the proposed Project would increase the demand for electricity and natural gas within the Planning Area, and gasoline and diesel consumption in the region during construction and operation of new land use developments.

Electricity Use. Temporary electric power would be required at various construction sites throughout the city as growth occurs under GPU. Electricity would be consumed by lighting and electronic equipment (e.g., computers) located in trailers used by construction crews, and by small, off-road equipment (e.g., compressors) used during development activities. However, the electricity used for such activities would be temporary and would have a negligible contribution to the overall energy consumption in the city.

Development facilitated under the GPU would require electricity for multiple uses, including, but not limited to: building heating and cooling, lighting, appliance use (e.g., washer, dryer, microwave, etc.), and other electronics (e.g., televisions). Electricity generation was estimated by Ascent as part of the CAAP development. Table 4.6-1 summarizes changes in electricity consumption that would occur over the next approximately 20 years of growth envisioned by the GPU.

Table 4.6-1
Operational Change in Building Sector Electricity Consumption (2022 vs. 2045)

Metric	Electricity Consumption (MWh/yr)		
	2022	2045(A)	Change
Total Electricity Consumption	415,252	849,931	+434,679
Service Population (SP)(B)	106,607	192,687	+86,080
Electricity Consumption Efficiency (MWh/yr/SP)	3.9	4.4	+0.5

Source: Ascent 2025 (see Table A-9)
(A) The 2045 conditions represent future conditions under the GPU growth forecast without consideration of the CAAP measures (Ascent 2025).
(B) Service population is the sum of the number of residents and number of jobs in the Planning Area.

As shown in Table 4.6-1, electricity consumption from the building sector[8] in the Planning Area is expected to more than double (i.e., a 105% increase or an increase of approximately 434,679 MWh/yr) in 2045 when compared to 2022 conditions; however, on an efficiency basis, electricity consumption would only increase by approximately 13% from 3.9 MWh/yr/Service Population (SP) to 4.4 MWh/yr/SP. Although growth would be occurring within the Planning Area under the

[8] In addition to electricity consumption from the building sector, approximately 54,509 MWh of electricity would be required for water and wastewater in 2045 under business-as-usual conditions (Ascent 2025, see Table A-5). Since the 2022 data for electricity consumption from the water and wastewater sectors is not available, it is not included in the analysis.

GPU, new development and land use turnover would be required to comply with statewide mandatory energy requirements outlined in Title 24, Part 6 and 11, which would decrease estimated electricity consumption in new and/or retrofitted structures.

General Plan Analysis

The Mobility and Infrastructure (MI) Element contains the following goal and attendant policies regarding energy systems within the City:

Goal MI-9: Reliable, unobtrusive, and eco-friendly energy systems

Policy MI-41: Ensure improvements to and maintenance of electric power and natural gas transmission and distribution systems are performed in a manner that maintains safety and reliability and that implements City environmental goals.

Policy MI-42: Focus on purchasing electricity from renewable sources through continued participation in appropriate organizations and alliances.

Policy MI-43: Accommodate alternative energy infrastructure (such as wind and solar) as new technology evolves.

Policy MI-44: Ensure pipeline owners protect and maintain underground high-pressure pipelines consistent with applicable laws through coordination and working with responsible federal and State agencies.

Policy MI-45: Require new development projects underground utilities and provide utility upgrades/replacements, as appropriate.

The Air Resources sub-section of the Conservation, Open Space, and Parks (COSP) Element of the Project includes the following goal, policies, and implementation programs to address energy use:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.

Policy COSP-47: Increase the use of renewable, carbon-free, and distributed energy resources throughout the city.

Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

Implementation Programs (PRO)

PRO-COSP-2: Update local codes to…incentivize building owners to upgrade residential appliances, including water and space heaters, to increase energy efficiency.

PRO-COSP-3: Evaluate and adopt changes to the building code or other municipal codes and policies to decarbonize the building stock while also maximizing energy efficiency...

PRO-COSP-13. Guide project applicants toward site planning, solar orientation, cool roofs, and landscaping that decrease summer cooling and winter heating needs.

PRO-COSP-41: Identify incentives to encourage new buildings to exceed State energy efficiency requirements and/or meet or exceed the U.S. Green Building Council’s LEED (Leadership in Energy and Environmental Design) Program or equivalent standards.

PRO-COSP-44: Develop new and retrofit existing City facilities to be zero net energy

PRO-COSP-51: Require regular energy audits of existing City-owned and operated structures, identifying levels of existing energy use and potential conservation and efficiency measures.

PRO-COSP-64: Provide information on the cost savings potential and other benefits of energy audits and energy-efficient retrofits to encourage their preparation for buildings throughout Lake Elsinore.

PRO-COSP-65: Use education and incentives to promote and sustain energy conserving design and practices.

PRO-COSP-66. Participate in state and regional efforts to develop appropriate policies and review procedures for the installation of photovoltaic solar and other forms of distributed energy generation.

PRO-COSP-67. Seek to participate in utility sponsored renewable energy programs that allow the city to receive a significant portion of energy from renewable sources.

PRO-COSP-68. Support the development of local-serving renewable energy projects that expand the availability of local renewable energy, provide sustainable local jobs, and support local and regional housing, economic development, and sustainability goals and initiatives.

PRO-COSP-69. Support State and utility efforts to improve grid resilience and capacity.

Summary and Conclusions. With implementation of this goal and its policies and implementation programs, the electrical energy that would be consumed by the proposed GPU is not considered unnecessary, inefficient, or wasteful.

Natural Gas Use. Substantial natural gas consumption is not anticipated to occur during construction activities that could occur with GPU implementation. Fuels used for construction would generally consist of diesel and gasoline, which are discussed in the next subsection. Potential natural gas use during construction activities associated with GPU growth would not substantially contribute to overall energy consumption in the City, and would not be unnecessary, inefficient, or wasteful.

Natural gas consumption from development associated with the GPU would be required for various purposes, such as space and water heating in buildings. Natural gas consumption was estimated by Ascent as part of the CAAP development. Table 4.6-2 summarizes estimated changes in natural gas consumption over the next approximately 20 years of growth envisioned by the GPU.

Table 4.6-2
Operational Change in Building Sector Natural Gas Consumption (2022 vs. 2045)

Metric	Natural Gas Consumption (Therms)		
	2022	2045(A)	Change
Total Natural Gas Consumption	10,980,232	11,741,987	+761,755
Service Population (SP)	106,607	192,687	+86,080
Natural Gas Consumption Efficiency (Therms/yr/SP)	103.0	60.9	-42.1

Source: Ascent 2025 (see Table A-9)
(A) The 2045 conditions represent future conditions under the GPU growth forecast without consideration of the CAAP measures (Ascent 2025).

Based on the demand calculations shown in Table 4.6-2, natural gas consumption from the building sector of the Planning Area is expected to increase by approximately seven percent in 2045 (i.e., approximately 761,755 therms) as compared to 2022 conditions.[9] On an efficiency basis, however, natural gas consumption is estimated to decrease by approximately 41% from 103.0 therms/yr/SP to 60.9 therms/yr/SP percent.

Although growth would occur within the Planning Area over the next approximately 20 years, new development and land use turnover would be required to comply with statewide mandatory energy requirements outlined in Title 24, Part 6 and 11, which would decrease the rate at which natural gas consumption would occur in new and/or retrofitted structures (compared to older buildings that were built to prior building code standards that are less energy efficient). In addition, the GPU contains policies that would reduce natural gas consumption, such as:

- PRO-COSP-40: Identify incentives and other means to encourage new and existing buildings to include battery energy storage systems, especially buildings with solar energy installations and municipal buildings that provide essential community services.
- PRO-COSP-42: Seek and identify resources to assist low-income homeowners and small business owners with identifying financing options for installation of rooftop solar energy systems, energy storage, and electrification of existing buildings.
- Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.
- Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

For these reasons, natural gas consumption by proposed land uses in the GPU is not considered to be unnecessary, inefficient, or wasteful.

Diesel and Gasoline Fuel Use. Diesel and gasoline fuels, also referred to as petroleum in this subsection, would be consumed during construction activities as the city grows under the GPU. Fuel use by construction equipment would be the primary energy resource consumed during development activities, and VMT associated with the transportation of construction materials (e.g., deliveries) and worker trips would also result in petroleum consumption. Whereas on-site, heavy-duty construction equipment and delivery trucks would predominantly use diesel fuel, construction workers would generally rely on gasoline-powered vehicles to travel to and from construction sites. State regulations such as the Low Carbon Fuel Standard would reduce the carbon intensity of transportation-related fuels, and all construction projects would be required to comply with CARB's Airborne Toxic Control Measures, which restrict heavy-duty diesel vehicle idling to five minutes. Since petroleum use during construction would be temporary at each location and required to conduct development activities, it would not be unnecessary, wasteful, or inefficient.

Vehicle fuel consumption associated with GPU implementation would occur over the next approximately 20 years and would primarily be attributable to people traveling to or from the city for work, shopping, school, or other reasons. The amount of diesel and gasoline vehicle fuel consumption in the city under existing 2025 and forecasted 2045 growth conditions were estimated using VMT data modeled by Fehr & Peers and fuel efficiency data from EMFAC2025 are shown in **Error! Reference source not found.**.

[9] In addition to electricity consumption from the building sector, approximately 198,533 gallons of natural gas would be required for off-road equipment in 2045 under business-as-usual conditions (Ascent 2025, see Table A-3). Since the 2022 data for natural gas consumption from off-road vehicles is not available, it is not included in the analysis.

Table 4.6-3
Estimated Vehicle Fuel Consumption Changes (2025 vs. 2045)

Fuel / Metric	2025	2045(A)	Change(B)
Total Fuel Consumption			
Total Diesel Consumption (gal/yr)	45,475,596	34,460,409	-11,015,187
Total Gasoline Consumption (gal/yr)	81,402,588	19,987,202	-61,415,386
Total Electricity Consumption (MWh/yr)	55,171	1,279,532	1,224,362
Fuel Consumption per Service Population			
Service Population	104,235	192,687	+88,452
Diesel Consumption Efficiency (gal/yr/SP)	436	179	-257
Gasoline Consumption Efficiency (gal/yr/SP)	781	104	-677
Electricity Consumption Efficiency (MWh/yr/SP)	0.5	6.6	+6.1

Source: Fehr & Peers 2025, MIG, 2026 (See Appendix G)
(A) The 2045 conditions represent legislative-adjusted conditions under the GPU growth forecast, without consideration of the CAAP measures (Ascent 2025).
(B) Totals may not equal due to rounding.

As shown in Table 4.6-3, annual on-road diesel and gasoline fuel consumption in 2045 with the GPU is anticipated to be approximately 34,460,409 and 19,987,202 gallons, respectively, while annual electricity consumption is anticipated to be approximately 1,279,532 MWh. Compared to 2025, this represents approximately 11,015,187 fewer gallons of diesel fuel consumed annually, approximately 61,415,386 fewer gallons of gasoline fuel consumed annually, and approximately 1,224,362 more MWh of electricity consumed annually.[10] On a service population basis, overall diesel and gasoline consumption is expected to decrease by approximately 59% and 87% respectively (from 436 gallons of diesel/yr/SP and 781 gallons of gasoline/yr/SP in 2025 to 179 gallons of diesel/yr/SP and 104 gallons of gasoline/yr/SP in 2045). In contrast, overall electricity consumption is expected to increase by approximately 1,155% (from 0.5 MWh/yr/SP in 2025 to 6.6 MWh/yr/SP in 2045. Total petroleum consumption and consumption per service population would decrease under the proposed GPU. This reduction is primarily associated with mandated increases in fuel efficiency and fleet turnover, as well as efforts to support and accelerate the number of plug-in hybrids and ZEVs in California. In addition, the GPU land use plan includes increased density, which typically generates lower amounts of vehicle trips and VMT, while GPU policies and CAAP strategies promote alternative transportation modes that also decrease gasoline fuel consumption.

The increase in electricity consumption per service population is associated with the projected increase in EV usage and additional EV infrastructure which is in line with the state's ZEV goals. The increase in EVs and decrease in petroleum usage would have a beneficial effect in terms of energy consumption because, as state regulations require an increasing share of renewable and carbon free electricity. Vehicle fuel consumption as part of operation of the proposed GPU would not be considered unnecessary as the GPU would include additional housing to meet the needs of the Planning Area. As described above, fuel consumption would become more efficient over time and, as the state transitions to EVs, would utilize renewable or carbon-free energy. Therefore, vehicle consumption would not be inefficient or wasteful.

[10] These estimates are based on average fuel economy and VMT per fuel type in Riverside County during the 2025 and 2045 calendar years.

Summary and Conclusions. As described above, the consumption of electricity, natural gas, and vehicle fuel resources would be necessary to accommodate the planned level of growth envisioned by the GPU. The GPU supports redevelopment of existing land uses with newer, more efficient development that would reduce energy consumption compared to existing conditions. In addition, the GPU supports higher density development that reduces VMT and fuel consumption as compared to other types of development and contains policies that support VMT reduction. As shown above, the use of energy resources in the Planning Area would become more efficient over time with the change in land uses envisioned by the GPU and the application of more stringent regulations that reduce energy usage. For these reasons, the GPU would not result in the unnecessary, inefficient, or wasteful use of energy resources. This impact would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None Required.

Level of Significance After Mitigation

Less than significant.

Renewable Energy

Impact ENG-2 – Would the Project conflict with or obstruct a state or local plan for renewable energy or energy efficiency?

Analysis of Impacts

The GPU would not conflict with nor obstruct a state or local plan adopted for the purposes of increasing renewable energy or energy efficiency. The Title 24 Building Code contains energy efficiency standards for residential and non-residential buildings. These standards address electricity and natural gas efficiency in lighting, water, heating, and air conditioning, as well as the effects of the building envelope (e.g., windows, doors, walls, and roofs, etc.) on energy consumption. The latest update to these standards, codified in the 2025 Title 24 Building Code, establishes mandatory renewable energy and energy efficiency standards that apply to various building systems, components, and uses. The City would enforce the 2025 Title 24 Building Code during design review and development project approval processes. Other state plans, such as increasing the RPS portfolio and increasing fuel efficiency and the number of electric vehicles on the road, would be implemented at the state level. The GPU would not impede the implementation of any of these actions.

Additionally, the CAAP would align with state plans to reduce GHG emissions, in part through renewable energy. The CAAP projects it would achieve its 2030 and 2045 GHG targets, which are based on SB 32 and AB 1279, respectively, and consistent with the 2017 and 2022 Scoping Plans. Policies for renewable energy and energy efficiency (e.g., BE-1: Energy Efficiency and Decarbonization, BE-2: Renewable Energy and BE-3: Energy Education) contribute to this consistency.

General Plan Analysis

The Mobility and Infrastructure (MI) Element contains the following goal and attendant policies regarding energy systems within the City:

Goal MI-9: Reliable, unobtrusive, and eco-friendly energy systems

Policy MI-41: Ensure improvements to and maintenance of electric power and natural gas transmission and distribution systems are performed in a manner that maintains safety and reliability and that implements City environmental goals.

Policy MI-42: Focus on purchasing electricity from renewable sources through continued participation in appropriate organizations and alliances.

Policy MI-43: Accommodate alternative energy infrastructure (such as wind and solar) as new technology evolves.

Policy MI-44: Ensure pipeline owners protect and maintain underground high-pressure pipelines consistent with applicable laws through coordination and working with responsible federal and State agencies.

Policy MI-45: Require new development projects underground utilities and provide utility upgrades/replacements, as appropriate.

The Air Resources sub-section of the Conservation, Open Space, and Parks (COSP) Element of the Project includes the following goal, policies, and implementation programs to address energy use:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.

Policy COSP-47: Increase the use of renewable, carbon-free, and distributed energy resources throughout the city.

Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

In addition, IMPACT ENG-1 above identifies 12 implementation programs to address energy use.

Summary and Conclusions. Since the GPU would comply with applicable State standards and would not impede any plan related to increasing renewable energy or energy efficiency, this impact would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact ENG-3 - Would the Project cause substantial adverse cumulative impacts with respect to energy?

Analysis of Impacts

The proposed Project would consume electricity, natural gas, and transportation fuels during construction and operation (Impact ENG-1). The energy consumption by GPU development activities would combine with the energy consumption from other past, present, and reasonably foreseeable projects. For the purposes of this cumulative energy analysis, the geographic extent for potential cumulative electricity and natural gas impacts is limited to the service territories for the Planning Area's electricity (Southern California Edison) and natural gas (Southern California Gas) service providers, while the geographic extent for cumulative transportation fuel impact is considered to be statewide.

- Cumulative Electricity and Natural Gas Impacts: The GPU would not result in the unnecessary, inefficient, or wasteful use of energy resources because it incorporates policies that reduce total energy consumption, decrease reliance on fossil fuels, and increase renewable energy. In addition, future development projects in the Planning Area would be constructed in an orderly, purposeful, and efficient manner in compliance with all applicable design guidelines, design standards, and energy code rules and regulations. Cumulative development projects, at a minimum, would be subject to State energy efficiency standards (e.g., BEES, CalGreen Code) that conserve energy throughout each provider's service territory. Therefore, the Project would not result in a cumulative considerable contribution to cumulative energy consumption impacts.
- Transportation Fuel Impacts: The Project would not result in the unnecessary, inefficient, or wasteful use of transportation fuels because the GPU and CAAP include policies and strategies that support multi-modal transportation and reduce VMT. Cumulative development projects would also consume transportation fuels, but over time, cumulative fuel consumption is expected to decrease due to State regulations pertaining to vehicle emissions standards and fuel content requirements. Therefore, the Project would not result in a cumulative considerable contribution to cumulative energy consumption impacts.

General Plan Analysis

The Mobility and Infrastructure (MI) Element contains the following goal and attendant policies regarding energy systems within the City:

Goal MI-9: Reliable, unobtrusive, and eco-friendly energy systems

Policy MI-41: Ensure improvements to and maintenance of electric power and natural gas transmission and distribution systems are performed in a manner that maintains safety and reliability and that implements City environmental goals.

Policy MI-42: Focus on purchasing electricity from renewable sources through continued participation in appropriate organizations and alliances.

Policy MI-43: Accommodate alternative energy infrastructure (such as wind and solar) as new technology evolves.

Policy MI-44: Ensure pipeline owners protect and maintain underground high-pressure pipelines consistent with applicable laws through coordination and working with responsible federal and State agencies.

Policy MI-45: Require new development projects underground utilities and provide utility upgrades/replacements, as appropriate.

The Air Resources sub-section of the Conservation, Open Space, and Parks (COSP) Element of the Project includes the following goal, policies, and implementation programs to address energy use:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.

Policy COSP-47: Increase the use of renewable, carbon-free, and distributed energy resources throughout the city.

Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

In addition, IMPACT ENG-1 above identifies 12 implementation programs to address energy use.

Summary and Conclusions. As described under Impact GHG-2, the GPU would not conflict with a plan, policy, or regulation, pertaining to renewable energy or energy efficiency in a manner that could result in a significant physical effect on the environment. As such, the GPU would not have the potential to result in a cumulative considerable contribution to conflicts with renewable energy and energy efficiency plans.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.6.5 REFERENCES

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SCAG. 2020. Connect SoCal A Plan Summary. Proposed Final April 2020. <https://scag.ca.gov/sites/main/files/file-attachments/0903fconnectsocal-plansummary_0.pdf?1606000989> Accessed January 27, 2025.

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4.7 GEOLOGY AND SOILS

This EIR section addresses geology and soils impacts associated with the project, including earthquake fault rupture, seismic hazards, landslides and liquefaction, soil erosion and unstable soils. This section also addresses paleontological resources. Much of the environmental setting information is from the Existing Conditions Atlas (MIG 2024).

4.7.1 ENVIRONMENTAL SETTING

Seismic Hazards

Seismic hazards pose a significant threat to Lake Elsinore. A significant seismic event could cause casualties, property damage, disruption in communications, utility, supply, and distribution systems, and cascading natural disasters such as landslides, liquefaction, and flooding. Building damage caused by seismic activities also represents an ever-present hazard. Over a third of Lake Elsinore's housing stock is over 30 years old. These older structures could be vulnerable to considerable damage as result of a significant seismic event. For these reasons, the City recognizes the importance of addressing seismic hazards and taking preventative measures to reduce their negative effects. Regional faults and historic earthquakes are shown on Exhibit 4.7-1 and Local Seismic Hazards are shown on Exhibit 4.7-2.

The most significant earthquake affecting Lake Elsinore was on May 15, 1910, Elsinore Earthquake (magnitude 6) that hit just northwest of the City. The 1910 earthquake struck at 7:47 AM. Significant damage was not recorded beyond a few toppled chimneys and alarm expressed by residents. The 1910 earthquake is the largest historically recorded earthquake in the Elsinore Fault Zone.

Faults

Southern California is an area well known for its seismicity. The region sits across two tectonic plates: the North American and the Pacific. Movement along this boundary has resulted in many earthquakes from the region's numerous faults. Due to the numerous active faults within Lake Elsinore and the broader region, the Planning Area is likely to experience moderate to significant seismic activity in the foreseeable future.

The City of Lake Elsinore is located within the Elsinore Fault Zone, one of Southern California's largest active fault zones, which extends approximately 190 miles from San Diego County to the northern end of the Santa Ana Mountains. The Elsinore Fault Zone consists of multiple fault strands including the Glen Ivy North and Glen Ivy South faults directly northwest of Lake Elsinore, the Wildomar and Willard faults directly southeast of Lake Elsinore, and numerous other unnamed faults. The Elsinore Fault Zone is known to be one of the historically quietest fault zones in the region with the last major rupture reported in 1910. It is estimated that the zone can produce a magnitude 6.5-7.5 earthquake, with a recurrence interval of approximately 250 years between major events. Smaller events are expected to occur more frequently.

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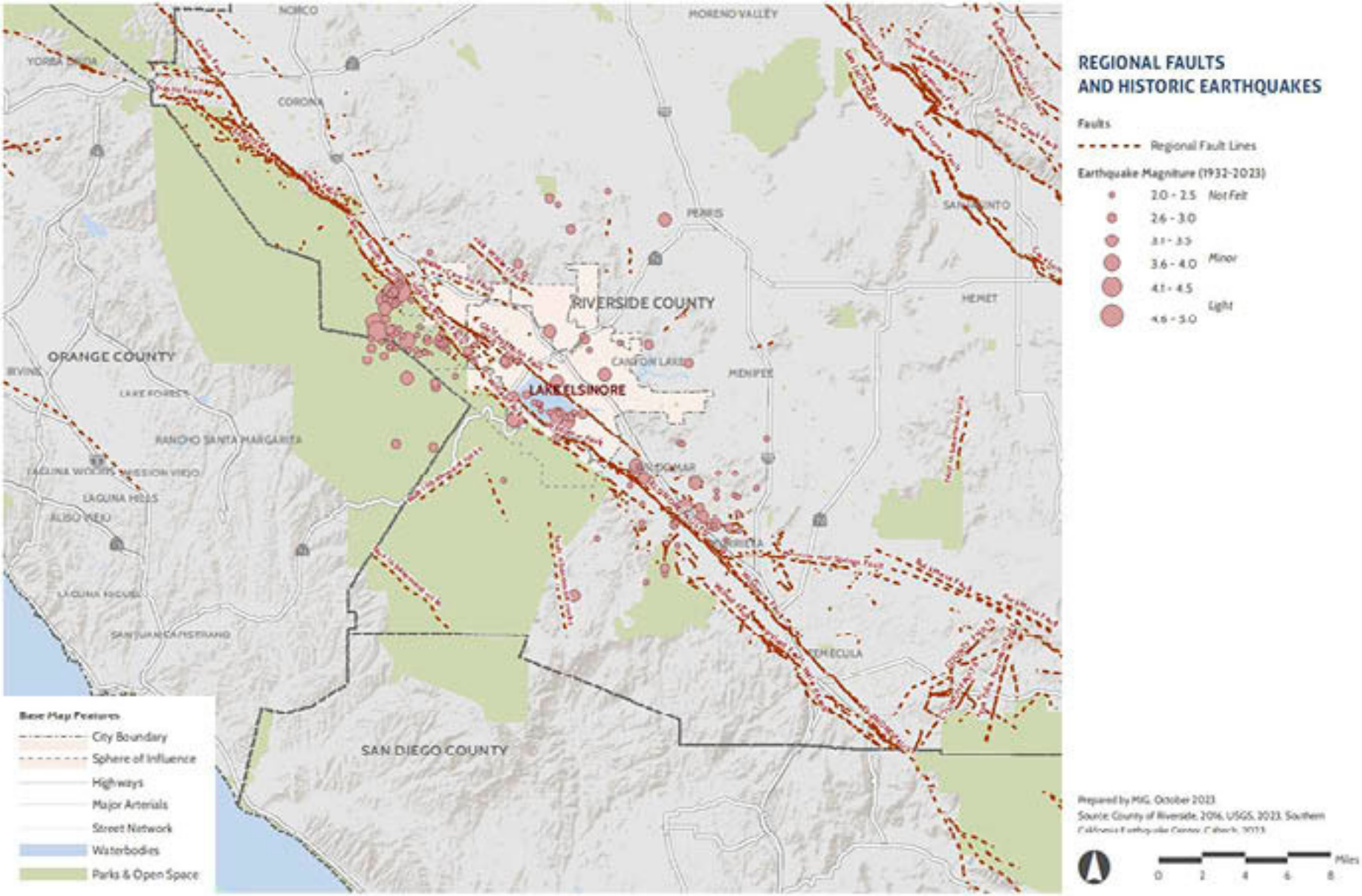


Exhibit 4.7-1 Regional Faults and Historic Earthquakes

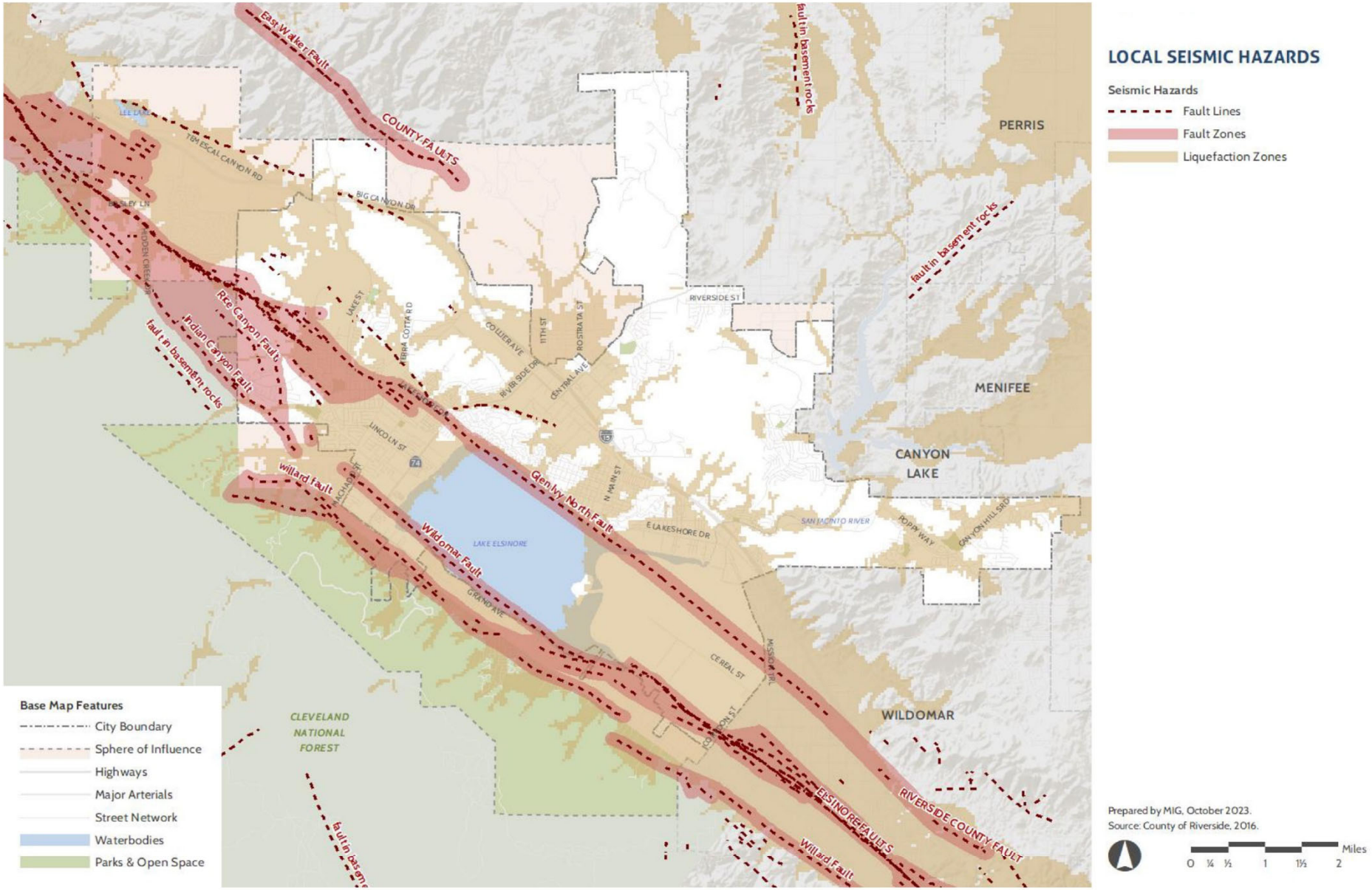


Exhibit 4.7-2 Local Seismic Hazards

The San Andreas Fault and the San Jacinto Fault, both further than 10 miles from the City, have the capability of producing a large earthquake that could affect Lake Elsinore. The San Andreas Fault could produce a magnitude- 8.0 earthquake, while the San Jacinto fault could produce a magnitude- 7.5 earthquake.

Landslides and Liquefaction

Landslides and liquefaction represent two seismically induced hazards. Earthquake induced landslides are secondary earthquake hazards that occur from ground shaking. While the State of California has not yet issued seismically induced landslide maps for the Lake Elsinore area, landslides are likely to occur in hillside areas. A substantial portion of the Planning Areas is located on slopes of 25-35 percent or steeper, much of which is at substantial risk of seismically induced slope failure.

Soil liquefaction is a seismically induced form of ground failure, which has been a major cause of earthquake damage in Southern California. Liquefaction occurs when ground shaking causes wet granular soils to change from a solid state to a liquid state, destabilizing the ability of the soil to support structures. In Lake Elsinore, very high liquefaction hazards are present along Grand Avenue directly south of Lake Elsinore and along I-15 in the Business and Historic districts. High liquefaction potential is also expected along the area's principal tributary drainages and in the valley floor corridor formerly occupied by the axial riverine drainage. Liquefaction susceptibility areas are shown on Exhibit 4.7-3.

Soil Characteristics

A significant portion of the City is underlain by well-drained soils that were formed on gabbro or latite bedrock and have a surface layer of fine sandy loam and loam. Most of the soils found in the City are suitable to support development, recreational uses, and wildlife habitats.

Soil characteristics are based on observations of slope, length, drainage patterns, floral activity, and bedrock types. Soils profiles note color, texture, size and shape of aggregates, amount and type of rock fragments, plant root distribution, reaction, and other identifying features. The soil characteristics include limitations, such as susceptibility to erosion that may affect development.

Paleontological Resources

The County of Riverside conducted a countywide paleontological sensitivity inventory in the early 2000's. The County's paleontological resources sensitivity mapping shows areas of high paleontological sensitivity in Quaternary deposits north of Lake Elsinore west of the I-15 corridor as shown in Exhibit 4.7-4. The mapping shows other areas as having Undetermined paleontological sensitivity including: Quaternary units of the valley floor surrounding Lake Elsinore; the Santa Ana Mountains range fan deposits south of the Lake; the Mesozoic metasedimentary rocks northwest of the Lake; Tertiary and Quaternary sedimentary rocks, and Mesozoic metasediments east of the Lake. Most of the valley floor south of Lake Elsinore, and the plutonic highlands to the west and east of the valley, are considered to have low paleontological sensitivity.

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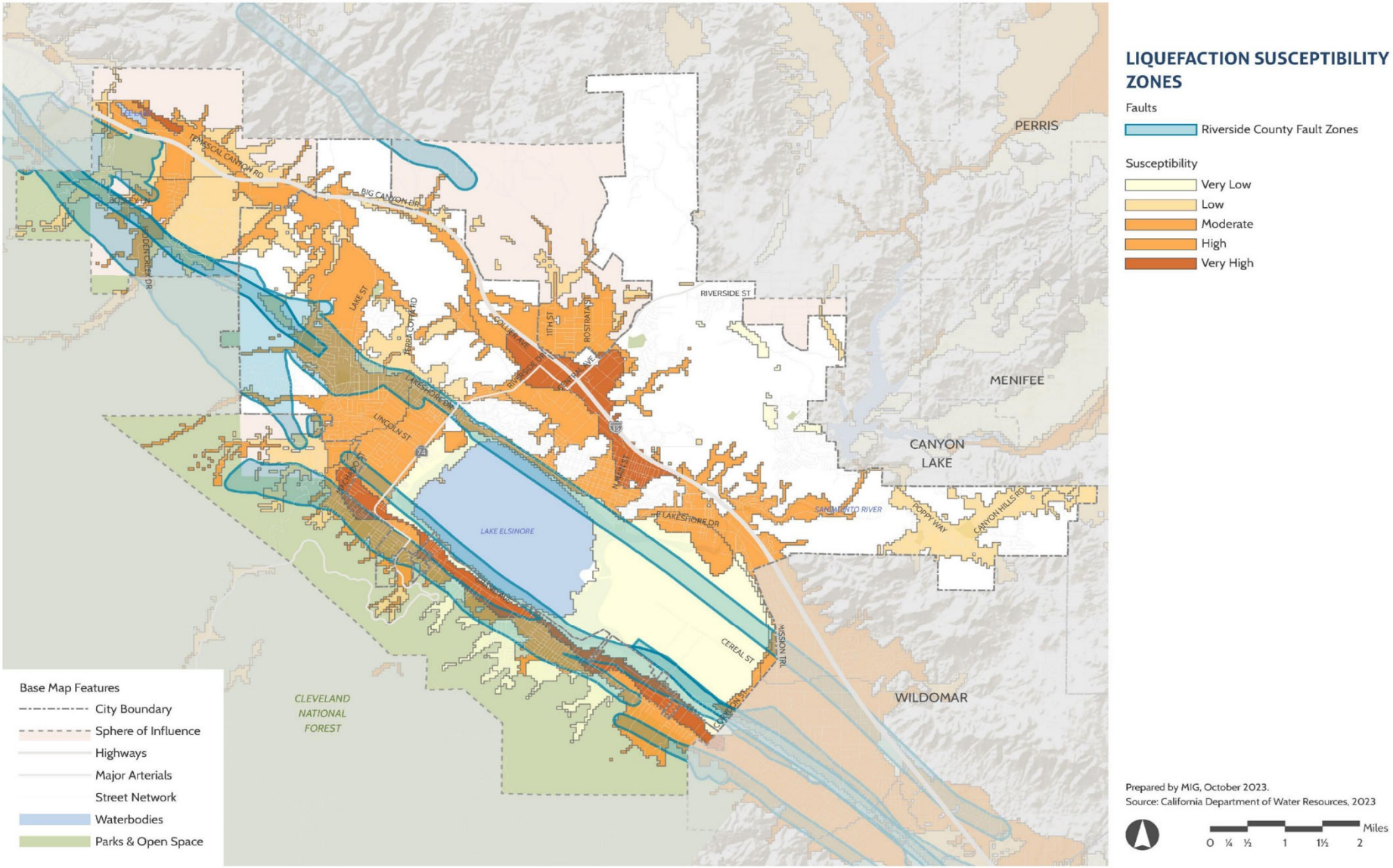


Exhibit 4.7-3 Liquefaction Susceptibility Zones

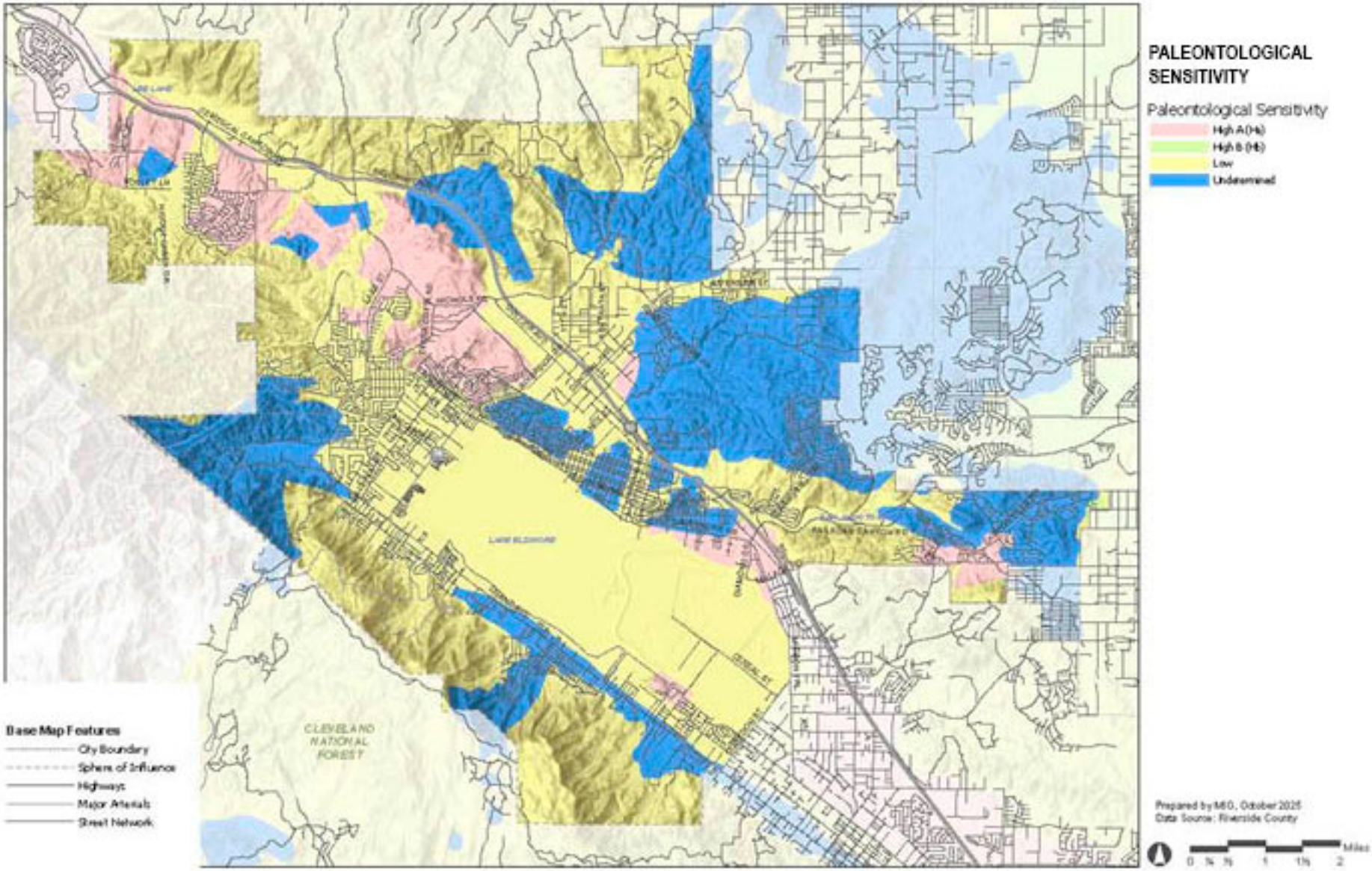


Exhibit 4.7-4 Paleontological Sensitivity

Throughout Lake Elsinore and the SOI, historical archaeological sites include a range of activities including mining, transportation, recreation, and ranching/homesteading. Based documented history and the previously identified sites, additional resources are likely to be found in the future.

4.7.2 REGULATORY FRAMEWORK

Federal

National Earthquake Hazards Reduction Program

Established by Congress in 1977, the National Earthquake Hazards Reduction Program (NEHRP) leads the federal government's efforts to reduce the fatalities, injuries, and property losses caused by earthquakes. The four basic NEHRP goals are:

- Develop effective practices and policies for earthquake loss reduction and accelerate their implementation.
- Improve techniques for reducing earthquake vulnerabilities of facilities and systems.
- Improve earthquake hazards identification and risk assessment methods, and their use.
- Improve the understanding of earthquakes and their effects.

In its initial NEHRP authorization, and in subsequent reauthorizations, Congress has recognized that several key federal agencies can contribute to earthquake mitigation efforts.

Federal Antiquities Act of 1906

Protects paleontological resources on federal lands under Subsection 8.16.2.

Paleontological Resources Preservation Act

The Paleontological Resources Preservation Act was enacted on March 30, 2009, and establishes a framework for the management, protection, and preservation of paleontological resources, which include fossils and other remains of prehistoric life found on federal lands. The act recognizes these resources as nonrenewable and an essential part of America's natural heritage. Key provisions of the law include: management and protection; permits for collection; penalties for violations; public awareness and education; and interagency coordination.

State

Alquist-Priolo Earthquake Fault Zoning Act

The Alquist-Priolo Special Studies Zones Act was signed into law in 1972 (in 1994 it was renamed the Alquist-Priolo Earthquake Fault Zoning Act.) The primary purpose of the Act is to mitigate the hazard of fault rupture by prohibiting the location of structures for human occupancy across the trace of an active fault. The Act dictates that cities and the State Geologist are to delineate "Earthquake Fault Zones" with setbacks along faults that are "sufficiently active" and "well defined."

Seismic Hazard Mapping Act

The Alquist-Priolo Earthquake Fault Zoning Act only addresses the hazard of surface fault rupture and is not directed toward other earthquake hazards. In 1990 the State passed the Seismic Hazards Mapping Act (SHMA), which addresses non-surface fault rupture earthquake hazards,

including strong ground shaking, liquefaction and seismically induced landslides. The California Geological Survey (CGS) is the principal State agency charged with implementing the Act. Pursuant to the SHMA, the CGS is directed to provide local governments with seismic hazard zone maps that identify areas susceptible to liquefaction, earthquake-induced landslides and other ground failures. The goal is to minimize loss of life and property by identifying and mitigating seismic hazards. The seismic hazard zones delineated by the CGS are referred to as “zones of required investigation.” Site-specific geological hazard investigations are required by the SHMA when construction projects fall within these areas.

Natural Hazards Disclosure Act

The Natural Hazards Disclosure Act requires that sellers of real property and their agents provide prospective buyers with a "Natural Hazard Disclosure Statement" when the property being sold lies within one or more State-mapped hazard areas.

California Building Code

The state regulations protecting structures from seismic hazards are contained in the California Code of Regulations, Title 24 (the California Building Code (CBC)), which is updated on a triennial basis. These regulations apply to public and private buildings in the State. Provisions of the CBC address (among other topics) fire safety, access for disabled persons, and seismic resistant construction design.

California Environmental Quality Act (CEQA)

California Environmental Quality Act (CEQA) has a single directive on paleontology in Appendix G – the Environmental Checklist Form, in which it asks whether the project would "directly or indirectly destroy a unique paleontological resource or site or unique geologic feature." Requires that impacts to paleontological resources be assessed and mitigated on all discretionary projects, public and private under Subsection 8.16.2.2

California Public Resources Code Chapter 1.7, Section 5097.5 (Stats. 1965, c. 1136, p. 2792)

Defines any unauthorized disturbance or removal of a fossil site or fossil remains on public land as a misdemeanor and specifies that state agencies may undertake surveys, excavations, or other operations as necessary on state lands to preserve or record paleontological resources under Subsection 8.16.2.2

Regional/County

South Coast Air Quality Management District Rules

Rule 403 requires the implementation of best available dust control measures (BADCM) during active operations capable of generating fugitive dust. Rule 403.1 is a supplemental rule to Rule 403 and is applicable to man-made sources of fugitive dust. The purpose of this rule is to reduce fugitive dust and resulting PM_{10} emissions from man-made sources. Rule 403.1 requires a Fugitive Dust Control Plan approved by South Coast AQMD or an authorized local government agency prior to initiating any construction/earth-moving activity. These requirements are only applicable to construction projects with 5,000 or more square feet of surface area disturbance.

County of Riverside Local Hazard Mitigation Plan

The County updated its Local Hazard Mitigation Plan (LHMP) to reduce or eliminate long-term risks to the community including earthquakes, pandemic flu, and wildland fires. This plan is required by the Disaster Mitigation Act of 2000 to be eligible for various federally funded grants and post-disaster assistance. The plan reduces the impact of a disaster by identifying hazards and developing ways to decrease their impact. Risk assessments rate hazards with the greatest potential impact to the community. In addition, long-term prevention or protection steps are developed to lessen the impact of the hazard. This plan creates awareness of hazards, threats, and vulnerabilities within the community, and paves a path forward for jurisdictions to prepare for local disasters.

Local

Lake Elsinore General Plan

The Public Safety, Noise, and Air Quality Element of the General Plan Update outlines the goals and policies the City will follow to protect its citizens, residences, workers, and businesses from various geologic and soil-related hazards and risks. All of the goals and policies of the General Plan are shown in Draft EIR Appendix A. The goals and policies related to geologic and soil risks are discussed in Section 4.7.4 below.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) includes several regulations pertaining to soils and geologic hazards: Chapter 14 addresses surface mining and reclamation and Chapter 15 addresses flood damage and grading. It should be noted the overlay district for fault rupture will be removed as part of the current zoning code update, however, sufficient protections for property and persons will remain as part of the General Plan and existing state law (e.g., Alquist Priolo Act).

4.7.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it:

A. Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury or death involving:
    i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42.
    ii) Strong seismic ground shaking.
    iii) Seismic-related ground failure, including liquefaction.
    iv) Landslides.
B. Result in substantial soil erosion or the loss of topsoil.

C. Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse.

D. Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial direct or indirect risks to life or property.

E. Have soils incapable of adequately supporting the use of septic tanks or alternative waste water disposal systems where sewers are not available for the disposal of waste water.

F. Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.

G. Would the project cause substantial adverse cumulative impacts with respect to geology and soils.

4.7.4 IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to geology and soils which could result from the implementation of the project and recommends mitigation measures as needed to reduce significant impacts.

Fault Rupture or Groundshaking Effects

Impact GEO-1 – Would the Project directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury or death involving rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault; strong seismic ground shaking; seismic-related ground failure, including liquefaction; or landslides?

Analysis of Impacts

The Elsinore Fault Zone crosses the Planning Area from northwest to southeast and consists of multiple fault strands including the Glen Ivy North and Glen Ivy South faults directly northwest of Lake Elsinore, the Wildomar and Willard faults directly southeast of Lake Elsinore, and numerous other unnamed faults. The Planning Area has experienced moderate to severe groundshaking in the past from regional earthquakes. Certain physical conditions in the Planning Area may also result in seismic-related ground failure, including liquefaction, or landslides. Due to its location and physical conditions, future development in the Planning Area would be subject to a number of these geologic and seismic constraints which may represent a potentially significant impact on future structures.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement in and of themselves.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change or weaken any of the existing City regulations related to fault rupture, strong seismic shaking, or ground failure (liquefaction and landslides are addressed in Impact GEO-3 below). Existing hazard overlays that provide protection from landslides and liquefaction would still be in place. The CAAP would also not affect or be affected by geologic or

soil conditions in the Planning Area. Therefore, there are no significant impacts resulting from the adoption of the ZCA or CAAP.

Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of tiered or subsequent environmental review required under CEQA related to fault rupture and groundshaking effects. Therefore, Project implementation would not directly result in adverse impacts related to fault rupture or effects from groundshaking including seismic-related ground failure, liquefaction, or landslides.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element of the GPU contains Goal 8 which states "a community well prepared to respond to a major seismic event and to minimize the risk of loss of life, injury, property damage, and economic and social displacement due to seismic and geological hazards resulting from earthquakes and geological constraints." The following policies support this overall goal of safety from major earthquake fault activity:

Policy PSNAQ-42: Educate the community on actions to take before, during, and after a major earthquake.

Policy PSNAQ-43: Encourage residents and businesses to undertake seismic retrofitting of existing structures.

Policy PSNAQ-44: Encourage the pursuit of federal and State programs that assist in the seismic upgrading of buildings to meet current City and State seismic safety requirements.

Policy PSNAQ-45: Ensure that all new development abides by current City and State seismic and geotechnical requirements.

Policy PSNAQ-46: Identify a plan of action and consult with different responsible agencies to respond to and recover from a major earthquake.

Policy PSNAQ-47: Strive to ensure that all utility and infrastructure systems have continued functionality during and after a major earthquake.

Policy PSNAQ-48: Ensure that Critical Facilities such as police and fire stations, hospitals and clinics, schools and utility substations are sited away from identified hazard areas.

It should be noted that the fault hazard overlay district currently outlined in the LEMC will be removed as part of the current zoning code update. However, sufficient protections to property and people will remain as part of the General Plan requirements as well as compliance with state law (e.g., Alquist-Priolo Act) to address strong groundshaking, seismic-related ground failure, liquefaction, and landslides. For example, the AP Act includes specific setbacks from identified fault zones to prevent fault rupture affecting occupied structures.

The City also has a variety of Standard Conditions of Approval (COAs) that address geological and soil constraints as follows:

<u>Residential</u>

R-61 and R-98: Require certified geologic and soil reports for new development
R-67: Grading and erosion control supervised by geotechnical engineer
R-83: Storm Water Pollution Prevention Plan for erosion control

R-84: Comply with NPDES water quality requirements
R-85: Erosion and sediment controls
R-97: Grading plans and hydrology reports to prevent downstream erosion
R-99: Require certified seismic study

Commercial/Industrial

C/I-45 and -106: Require certified geologic and soil reports for new development
C/I-66: Storm Water Pollution Prevention Plan for erosion control
C/I-67: Comply with NPDES water quality requirements
C/I-68: Erosion and sediment controls
C/I-94 and -106: Require certified seismic study
C/I-102: Grading and erosion control supervised by geotechnical engineer

Therefore, Project implementation would have less than significant impacts related to fault rupture or effects from groundshaking including seismic-related ground failure, liquefaction, or landslides.

Summary and Conclusions. With implementation of the applicable General Plan goal and policies, ZCA, California Building Code, standard conditions of approval, and guidelines for development on steep slopes in the municipal code, potential impacts related to geologic and seismic hazards (fault rupture, strong groundshaking, seismic-related ground failure, liquefaction, or landslides) on future development within the Planning Area would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Soil Erosion

Impact GEO-2 – Would the Project result in substantial soil erosion or the loss of topsoil?

Analysis of Impacts

Portions of the City, mainly in the west and northwest, and the northern and eastern portions of the Sphere of Influence, contain steep slopes that are subject to erosion. In addition, the flatter portions of the Planning Area are also subject to erosion by wind and water where native soils are left exposed during periods of high wind or strong storms. As a result, local soils may be subject to erosion or loss of topsoil as future development under the GPU occurs on vacant land or where reconstruction of existing development occurs.

Safety standards related to erosion in the existing General Plan include requiring that exposed slopes be landscaped immediately after grading to prevent erosion and mudflow. In addition, development projects larger than half an acre must comply with regulatory permitting

requirements of multiple regional and state agencies. For example, development must meet the requirements of the National Pollution Discharge Elimination System (NPDES) through preparation of a Storm Water Pollution Prevention Plan (SWPPP) for short-term construction-related water quality impacts plus a Water Quality Management Plan (WQMP) for long-term impacts from future development projects under the GPU.

Chapters 15,04, 15.64, and 15.72 of the LEMC implement General Plan standards and establishes requirements for grading to prevent erosion during construction activity on slopes, including minimizing steep manufactured slopes, planting groundcover on bare soil, and implementing appropriate best management practices (BMPs) as part of regulatory requirements and permitting that address water quality. The City's development review process evaluates proposed development against established BMPs and other water quality-related guidelines, many of which are designed to control runoff and erosion.

Project implementation will not result in the approval of site-specific development proposals. Development proposals within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined based on this Program EIR to determine the appropriate level of environmental review required under CEQA related to soil erosion and the loss of topsoil.

The proposed ZCA deals with land use/zoning categories and their requirements and does not change any references to soil erosion or the loss of topsoil. The CAAP would also not affect or be affected by soil conditions in the Planning Area. Therefore, there are no significant impacts resulting from the adoption of the ZCA or CAAP.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains Goal 9 under Water Resources which states the City will "protect soil resources from poor management practices and pollution." This goal is supported by the following three policies that will help prevent downstream erosion and loss of soil:

Policy COSP-37: Encourage the use of site and landscape designs that minimize surface runoff and retain or detain stormwater runoff, minimizing volume and pollutant concentrations.

Policy COSP-38: Require the use of innovative stormwater best management practices in all new development, including water quality monitoring during construction projects in the vicinity of sensitive water resources.

Policy COSP-40: Create urban forest along street corridors, in parks, and on City-owned properties to provide soil stabilization and erosion reduction as well as reduce flood hazards.

The General Plan Implementation Program includes the following action to help implement this goal and policies:

PRO-COSP-2: Update local codes to … encourage the use of locally propagated native plants and climate-appropriate landscaping to reduce overall water demand and soil erosion.

In addition, the LEMC includes Chapter 15 which addresses flood damage and grading including erosion control.

The City also has a variety of Standard Conditions of Approval (COAs) that address geological and soil constraints including erosion as shown in Impact GEO-1 above.

Summary and Conclusions. With implementation of the applicable General Plan goal and policies, continued application of the California Building Code, standard conditions of approval, and LEMC guidelines for development on steep slopes and to prevent erosion, potential impacts related to soil erosion or loss of topsoil on future development within the Planning Area would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Unstable Geologic Unit

Impact GEO-3 – Would the Project be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the Project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse?

Analysis of Impacts

Portions of the City, mainly in the west and northwest, and the northern and eastern portions of the Sphere of Influence, contain steep slopes that may be subject to landslides. Due to its location and physical conditions (i.e., major regional faults), future development in the Planning Area could be subject to a number of geologic and seismic constraints such as liquefaction, lateral spreading, subsidence, or collapse. These seismically-related risks represent a potentially significant impact on future structures.

Due to the presence of local and regional faults, sandy soils, and shallow groundwater, portions of the City may experience subsidence, lateral spreading, or collapse during strong seismic events in addition to the potential for liquefaction or landslides. These seismic-related conditions could affect structures and the occupants of future development under the GPU. The California Building Code (CBC) has guidelines and requirements on building design and construction based on seismic constraints and expected groundshaking throughout California. During the City's existing development review process, development proposals are evaluated against the seismic design constraints of the CBC.

Project implementation will not result in the approval of site-specific development proposals Development within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to unstable geologic units.

Chapters 15.04 and 15.72 of the LEMC implement General Plan standards and establishes requirements for grading to prevent geologic and soil instability during construction activity on slopes, including minimizing steep manufactured slopes. The City's development review process evaluates proposed development against established grading and building standards to protect inhabited structures and their occupants.

The proposed ZCA deals with land use/zoning categories and their requirements and does not change any references to unstable geologic units or soils. The CAAP would also not affect or be affected by seismic activity or soil conditions in the Planning Area. Therefore, there are no significant impacts resulting from the adoption of the ZCA or CAAP.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element of the GPU contains Goal 8 which states "a community well prepared to respond to a major seismic event and to minimize the risk of loss of life, injury, property damage, and economic and social displacement due to seismic and geological hazards resulting from earthquakes and geological constraints." The following policies support this overall goal of safety from geologic constraints:

Policy PSNAQ-45: Ensure that all new development abides by current City and State seismic and geotechnical requirements.

Policy PSNAQ-48: Ensure that critical facilities such as police and fire stations, hospitals and clinics, schools and utility substations are sited away from identified hazard areas.

The City also has a variety of Standard Conditions of Approval (COAs) that address geological and soil constraints including erosion as shown in Impact GEO-1 above.

In addition, the LEMC includes several regulations pertaining to soils and geologic hazards: Chapter 15 address flood damage and grading.

Summary and Conclusions. With implementation of the applicable General Plan goal and policies, California Building Code, standard conditions of approval, the requirements of the potential liquefaction overlay district, and guidelines for development on steep slopes in the LEMC, potential impacts related to unstable geologic and soil conditions on future development within the Planning Area would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Expansive Soil

Impact GEO-4 – Would the Project be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial direct or indirect risks to life or property?

Analysis of Impacts

Expansive soils are found within the Planning Area, especially in the northwestern and northern portions of the City where extensive clay deposits have been found in the past. Careful grading and foundation requirements must be implemented to alleviate potential impacts where expansive soils are present. Geotechnical constraints reports are required for new development to determine if or to what degree a particular building site contains soil constraints, including expansive soils that could affect the safety and longevity of constructed buildings.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined based on this Program EIR to determine the appropriate level of environmental review required under CEQA related to expansive soil. Therefore, Project implementation would not directly result in impacts related to future development on expansive soils.

Chapters 15.04 and 15.72 of the LEMC implement General Plan standards and establishes requirements for grading to prevent geologic and soil instability during construction activity on slopes, including minimizing steep manufactured slopes and limitations of expansive soils. The City's development review process evaluates proposed development against established grading and building standards to protect inhabited structures and their occupants.

The proposed ZCA deals with land use/zoning categories and their requirements and does not change any references to expansive soils. The CAAP would also not affect or be affected by seismic activity or soil conditions in the Planning Area. Therefore, there are no significant impacts resulting from the adoption of the ZCA or CAAP.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element of the GPU contains Goal 8 which states "a community well prepared to respond to a major seismic event and to minimize the risk of loss of life, injury, property damage, and economic and social displacement due to seismic and geological hazards resulting from earthquakes and geological constraints." The following policies support this overall goal of safety from geologic (including expansive soil) constraints:

Policy PSNAQ-45: Ensure that all new development abides by current City and State seismic and geotechnical requirements.

The City also has a variety of Standard Conditions of Approval (COAs) that address geological and soil constraints including erosion as shown in Impact GEO-1 above.

In addition, the LEMC includes several regulations pertaining to soil hazards: Chapter 15 address flood damage and grading (including soil constraints like expansive soils). The California Building

Code also includes guidelines and restrictions for buildings and foundations in areas with expansive soils. Therefore, GPU implementation would not directly result in impacts related to expansive soils.

Summary and Conclusions. With implementation of the applicable General Plan goal and policies, California Building Code, standard conditions of approval, and LEMC, potential impacts related to expansive soils on future development within the Planning Area would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Alternative Waste Water Systems

Impact GEO-5 – Would the Project have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of waste water?

Analysis of Impacts

The EVMWD Sewer District provides service for the City of Lake Elsinore, the cities of Canyon Lake and Wildomar, portions of the city of Murrieta, and unincorporated portions of Riverside County. The “backbone” of the system consists of trunk sewers, generally 10 inches in diameter and larger, that convey the collected wastewater to EVMWD’s Wastewater Reclamation Facilities (WRFs). EVMWD’s existing wastewater collection systems consist of approximately 358 miles of sewer mains up to 54 inches in diameter, 33 lift stations and three WRFs. EVMWD provides collection system services to a population of approximately 74,000 in the City of Lake Elsinore alone.

While the urban and suburban portions of the Planning Area are served by EMWD sewers, much of the rural and vacant land within the City (mainly the western, northwestern, and northern portions) and the eastern portions of the Sphere of Influence are not served by sewers and rely on septic systems for wastewater treatment. Soils in these areas vary considerably depending on locations and underlying conditions. Some local soils are very permeable and allow sufficient percolation for septic systems to function. This is common in areas that were previously used for agriculture. In other areas, clay content or other soil conditions limit or preclude the use of septic systems. Soil conditions can vary greatly so geotechnical constraints reports are required for new development to determine if or to what degree a particular building site has soil constraints that would limit or preclude septic systems for wastewater treatment.

The California Building Code (CBC) has general guidelines on infrastructure design and construction based on soil conditions and limitations in the State. In addition, Chapters 15.04 and

15.72 of the City's Municipal Code implement General Plan standards and establishes requirements for grading to allow septic systems where needed. The City's development review process evaluates proposed development against established grading and building standards to protect inhabited structures and their occupants.

Project implementation will not result in the approval of site-specific development proposals. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will also be examined based on this Program EIR to determine the appropriate level of environmental review required under CEQA related to alternative waste water systems.

The proposed ZCA deals with land use/zoning categories and their requirements and does not change any references to septic systems. The CAAP would also not affect or be affected by the need for septic systems in the Planning Area. Therefore, there are no significant impacts resulting from the adoption of the ZCA or CAAP.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element of the GPU contains Goal 8 which states "a community well prepared to respond to a major seismic event and to minimize the risk of loss of life, injury, property damage, and economic and social displacement due to seismic and geological hazards resulting from earthquakes and geological constraints." The following policies support this overall goal of safety from soil constraints (which can include soils that cannot accommodate septic or other than piped sewer systems):

Policy PSNAQ-45: Ensure that all new development abides by current City and State seismic and geotechnical requirements.

The City also has a variety of Standard Conditions of Approval (COAs) that address geological and soil constraints including erosion as shown in Impact GEO-1 above.

In addition, the LEMC includes several regulations pertaining to soil hazards: Chapter 15 address flood damage and grading (including soil constraints that could affect septic system placement). The California Building Code also includes guidelines and restrictions for development with septic or similar non-sewered wastewater treatment systems. Therefore, GPU implementation would not directly result in impacts related to septic or related systems.

Summary and Conclusions. With implementation of the applicable General Plan goals and policies and the State Building Code, potential impacts related to septic system constraints on future development within the Planning Area would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Paleontological Resources

Impact GEO-6 – Would the Project directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?

Analysis of Impacts

The Riverside County countywide paleontological sensitivity inventory found high paleontological sensitivity in Quaternary deposits north of Lake Elsinore west of the I-15 corridor. The City's development review process requires research and technical analysis to determine if a site contains identified or possible paleontological or unique geologic resources. This would be especially important for development on previously undisturbed land.

Project implementation will not result in the approval of site-specific development proposals. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to paleontological resources.

The proposed ZCA deals with land use/zoning categories and their requirements and does not change any references to paleontological resources. The CAAP would also not affect or be affected by paleontological resources in the Planning Area. Therefore, there are no significant impacts resulting from the adoption of the ZCA or CAAP.

General Plan Analysis

The Historic, Cultural, and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal 1 which is to "protect Lake Elsinore's paleontological resources and enrich the sense of place and understanding of the City's prehistory." Supporting this goal is Policy HCTCR-1 which is to "protect paleontological resources from destruction or inappropriate actions or consequences, as feasible."

This cited goal and its policy are in turn supported by the following implementation programs to protect paleontological resources in the future:

PRO-HCTCR-5: Require projects proposed in areas identified as "High" or "Undetermined" for paleontological resources to hire certified paleontologist to perform a literature search and/or survey and apply the relevant treatment for the site as recommended by the Society of Vertebrate Paleontology.

Some portions of the Planning Area have a "high" or "undetermined" potential to yield fossils which could be potentially impacted by grading or other land disturbing activities resulting from new development. Mitigation Measure MM-PALEO-1 addresses these potential impacts by requiring paleontological monitoring.

Summary and Conclusions. With implementation of the applicable General Plan goal and policy, continued project level review for potential paleontological resources by the City, and

implementation of recommended mitigation, potential impacts of future development within the Planning Area would be reduced to less than significant levels.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

MM-PALEO-1: Paleontological Resources. In areas of "High" or "Undetermined" sensitivity for paleontological resources, each project shall retain a qualified paleontologist to monitor grading and other ground-disturbing activities. Should any potentially significant fossil resources be discovered, no further grading shall occur in the area of the discovery until the Community Development Director is satisfied that adequate provisions are in place to protect these resources. Unanticipated discoveries shall be evaluated for significance by a professional paleontologist. If significance criteria are met, then the project shall be required to perform data recovery, professional identification, radiocarbon dates, and other special studies; submit materials to a museum for permanent curation; and provide a comprehensive final report including catalog with museum numbers to the Community Development Director.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact GEO-7 – Would the Project cause substantial adverse cumulative impacts with respect to geology and soils?

Analysis of Impacts

The Planning Area and surrounding communities contain a variety of geologic, seismic, and soil constraints. The Elsinore Fault crosses the Planning Area from northwest to southeast which could cause moderate to severe groundshaking. Depending on soil conditions, the Planning Area also has a variety of geologic and seismically-related hazards and unstable soil conditions in some locations (e.g., liquefaction).

As a result of localized geologic and soil conditions, future development within the Planning Area and surrounding region would be subject to a number of geologic and seismic constraints and could also affect paleontological resources. State law requires that the safety elements of city general plans address potential geologic and seismic constraints. In addition to local general plans, the State Building Code (SBC) has guidelines on building design and construction based on seismic constraints and expected groundshaking throughout California. Potential impacts related to paleontological resources are addressed by Mitigation Measure MM-PALEO-1.

The proposed ZCA deals with land use/zoning categories and their requirements and does not change any references to cumulative geologic or soil impacts. The CAAP would also not affect or be affected by geologic or soil conditions in the Planning Area. Therefore, impacts from adoption of the ZCA and CAAP would be less than significant.

In these ways, potential cumulative impacts to future development from geologic, seismic, and soil constraints will be minimized, and future development in the Planning Area under the GPU will not make a significant contribution to any cumulative regional impacts on geologic, seismic, soil, or paleontological resources.

General Plan Analysis

As outlined in Impact GEO-1 through GEO-6 above, Public Safety, Noise, and Air Quality Element Goal 8, Conservation, Open Space, and Parks Element Goal 9, and Historic, Cultural, and Tribal Cultural Resources Element Goal 1, along with their various attendant policies and implementation programs, adequately address potential impacts of future growth under the GPU on geologic and soil constraints as well as paleontological resources in the Planning Area without additional programmatic mitigation. Therefore, Project implementation would not directly result in individual impacts that could result in cumulatively considerable regional impacts from or on geology, soils, or paleontological resources.

The City also has a variety of Standard Conditions of Approval (COAs) that address geological and soil constraints including erosion as shown in Impact GEO-1 above.

Summary and Conclusions. With implementation of the applicable General Plan goals and policies, California Building Code, the potential liquefaction overlay district, and guidelines for development on steep slopes and soil constraints in the municipal code, and Mitigation Measure MM-PALEO-1, the GPU's potential contribution to cumulative impacts related to geology, soils, or paleontological resources on future development within the Planning Area would be reduced to less than significant levels.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

See Mitigation Measure MM-PALEO-1 in Impact GEO-6.

Level of Significance After Mitigation

Less than significant.

4.7.5 REFERENCES

City 2025. City of Lake Elsinore Municipal Code. [Accessed November 2025] https://www.codepublishing.com/CA/LakeElsinore/

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

4.8 GREENHOUSE GASES

This section describes the existing greenhouse gases (GHG) setting of the Planning Area; identifies associated regulatory requirements; evaluates the potential GHG and climate change impacts of the Lake Elsinore General Plan Update (GPU); and identifies mitigation measures related to implementation of the Project. The methodologies and assumptions used in the preparation of this section were based on the analysis and forecasts in the Climate Action and Adaptation Plan (CAAP) prepared by Ascent (Ascent 2025). Information on existing GHG emissions levels and applicable Federal and State regulations were obtained from the U.S. Environmental Protection Agency (U.S. EPA), California Air Resources Board (CARB), and South Coast Air Quality Management District (SCAQMD). This GHG analysis has been closely coordinated with the Air Quality and Energy analyses in Sections 4.3 and 4.6 of this EIR, and the analysis and conclusions in this EIR section are supported by a full Greenhouse Gas Report – the Lake Elsinore General Plan Update Energy and Greenhouse Gas Analysis Report (MIG 2025) - which can be found in Appendix G of this EIR.

4.8.1 ENVIRONMENTAL SETTING

Climate Change

Climate change is the distinct change in measures of climate for a long period of time. Human activities since the industrial revolution have been adding to the natural greenhouse effect by increasing the gases in the atmosphere that "trap" energy, thereby contributing to an average increase in the Earth's temperature. Please see Section 4.1 of Appendix G for a more detailed description of climate change. Human activities that enhance the greenhouse effect are detailed below.

Greenhouse Gases

Gases that absorb and emit infrared thermal radiation (heat) in the atmosphere and affect regulation of the Earth's temperature are known as GHGs. GHG that contribute to climate regulation are a different type of pollutant than criteria or hazardous air pollutants because climate regulation is global in scale, both in terms of causes and effects. Some GHG are emitted to the atmosphere naturally by biological and geological processes such as evaporation (water vapor), aerobic respiration (carbon dioxide, or CO_2), and off-gassing from low-oxygen environments such as swamps or exposed permafrost (methane or CH_4). However, GHG emissions from human activities such as fuel combustion (e.g., CO_2) and refrigerants use (e.g., hydrofluorocarbons, or HFCs) significantly contribute to overall GHG concentrations in the atmosphere, climate regulation, and global climate change. Human production of GHG has increased steadily since pre-industrial times (approximately pre-1880), and atmospheric CO_2 concentrations have increased from a pre-industrial value of 280 parts per million (ppm) in the early 1800s to approximately 425 ppm in October 2025 (NOAA, 2025). The effects of increased GHG concentrations in the atmosphere include increasing shifts in temperature and precipitation patterns and amounts, reduced ice and snow cover, sea level rise, and acidification of oceans. These effects in turn will impact food and water supplies, infrastructure, ecosystems, and overall public health and welfare.

CO_2, CH_4, nitrous oxide (N_2O), sulfur hexafluoride (SF_6), hydroflorocarbons (HFCs), and perfluorocarbons (PFCs) are the primary GHG emitted into the atmosphere by human activities.

GHG can remain in the atmosphere long after they are emitted. The potential for a particular greenhouse gas to absorb and trap heat in the atmosphere is considered to be its global warming potential (GWP). The reference gas for measuring GWP is CO_2, which has a GWP of one. By comparison, CH_4 has a GWP of 28, which means that one molecule of CH_4 has 28 times the effect on global warming as one molecule of CO_2. Multiplying the estimated emissions for non-CO_2 GHG by their GWP determines their CO_2 equivalent (CO_2e), which enables a project's combined GWP to be expressed in terms of mass CO_2 emissions. Please see Section 4.1.1 of Appendix G for a more detailed description of GHGs, how they are commonly emitted, and their global warming potential.

Statewide GHG Emissions

CARB prepares an annual statewide GHG emissions inventory using regional, state, and federal data sources, including facility-specific emissions reports prepared pursuant to the state's Mandatory GHG Reporting Program. The statewide GHG emissions inventory helps CARB track progress towards meeting the state's AB 32 GHG emissions target of 431 million metric tons of CO_2 equivalents ($MTCO_2e$), as well as establish and understand trends in GHG emissions.[11]

Statewide GHG emissions have generally decreased over the last decade, with 2019 levels (418 million $MTCO_2e$) approximately 13.6% less than 2008 levels (484 million $MTCO_2e$) and below the State's 2020 reduction target of 431 million $MTCO_2e$. Please see Section 4.2 of Appendix G for more information on statewide GHG emissions.

Existing Planning Area GHG Emissions

The existing land uses within the Planning Area contribute to existing city, regional, and statewide GHG emissions. GHG emissions generated within the Planning Area primarily come from the following sources:

- On-road transportation: Emissions generated from automobiles, light trucks, medium trucks, and heavy trucks. The existing land uses (2022) in the Planning Area are estimated to generate an annual 688,689,384 total vehicle miles travelled (VMT) (Ascent, 2025).
- Building energy: Emissions generated from purchased electricity and natural gas. The existing land uses in the Planning Area use and consume approximately 239,397 megawatt hours (MWh) of electricity and 175,855 MWh of electricity per year for residential and non-residential uses, respectively, and 9.187 million-therms of natural gas and 1.793 million therms of natural gas per year for residential and non-residential uses, respectively (Ascent 2025).
- Off-road vehicles and equipment: Emissions generated from industrial and light commercial equipment, portable equipment, lawn and garden equipment, recreational equipment, pleasure craft, construction and mining equipment, and transport refrigeration units (Ascent 2025).
- Solid waste: Emissions generated from the transport and disposal of waste generated by land uses.
- Water: Emissions from electricity used to supply water to land uses.
- Wastewater: Emissions from electricity used to treat the wastewater.

[11] CARB approved use of 431 million $MTCO_2e$ as the state's 2020 GHG emission target in May 2014. Previously, the target had been set at 427 million $MTCO_2e$.

The Planning Area's existing GHG emissions, presented below in Table 4.8-1, (Existing (2022) GHG Emissions in the Planning Area), were modeled by Ascent (see the Greenhouse Gas Emissions Forecast, Targets, and Reduction Measures Memorandum for the City of Lake Elsinore Climate Action and Adaptation Plan).

Table 4.8-1
Existing (2022) GHG Emissions in the Planning Area

Sector	GHG Emissions ($MTCO_2e$)	Percent of Total
On-road transportation	280,784	58%
Building energy	162,526	33%
Off-road vehicles and equipment	19,336	4%
Solid waste	18,224	4%
Water	6,982	1%
Wastewater	487	<1%
Total	**488,339**	**100**
Service Population	**106,607**	**N/A**
MTCO2e/yr/SP	**4.6**	**N/A**
Source: Ascent 2025, see Table 3 and Table A-1		

4.8.2 REGULATORY FRAMEWORK

This section summarizes key federal, state, and city statutes, regulations, and policies that would apply to the Project. Global climate change resulting from GHG emissions is an ongoing environmental concern being discussed at the international, national, and statewide levels. At each level, agencies are considering strategies to control emissions of gases that contribute to global climate change. Appendix G also provides more information on the following summaries of federal, state, and regional GHG laws and regulations.

International/Federal

International Regulation and the Kyoto Protocol

In 1988, the United Nations established the Intergovernmental Panel on Climate Change (IPCC) to evaluate the impacts of global warming and to develop strategies that nations could implement to curtail global climate change. In 1992, the United States joined other countries around the world in signing the "United Nations' Framework Convention on Climate Change" agreement with the goal of controlling GHG emissions. As a result, the Climate Change Action Plan was developed to address the reduction of GHG in the United States. The plan currently consists of more than 50 voluntary programs for member nations to adopt. In 1997, the United States (U.S.) was a signatory to the Kyoto Protocol; however, the treaty was not sent to Congress for ratification. Thus, while a signatory to the Kyoto Protocol, the U.S. is not an official party to this international agreement and is not subject to any emission reductions goals established pursuant to the Kyoto Protocol. Although the U.S. is not a party to this agreement, the GHG targeted for reduction by the Kyoto Protocol are also targeted under federal and State GHG reporting and emissions reduction programs.

U.S. EPA GHG Tailoring Rule and GHG Reporting System

On December 7, 2009, the U.S. EPA issued an endangerment finding that current and projected concentrations of the six Kyoto GHGs (CO_2, CH_4, N_2O, SF_6, HFCs, and PFCs) in the atmosphere threaten the public health and welfare of current and future generations. This finding came in response to the Supreme Court ruling in *Massachusetts v. EPA*, which found that GHGs are pollutants under the federal Clean Air Act. As a result, the U.S. EPA issued its GHG Tailoring Rule in 2010, which applies to facilities that have the potential to emit more than 100,000 $MTCO_2e$. In 2014, the U.S. Supreme Court issued its decision in *Utility Air Regulatory Group v. EPA* (No. 12-1146), finding that the U.S. EPA may not treat GHGs as an air pollutant for purposes of determining whether a source is a major source required to obtain a permit pursuant to the Clean Air Act's Prevention of Significant Deterioration or Title V operating permit programs. The U.S. EPA's Greenhouse Gas Reporting Program requires facilities that emit 25,000 $MTCO_2e$ or more of GHG to report their GHG emissions to the U.S. EPA to inform future policy decisions. In 2025, the U.S. EPA proposed amending the Greenhouse Gas Reporting Program to remove reporting obligations for most large facilities.

On July 29, 2025, the U.S. EPA proposed to rescind the 2009 endangerment finding. Without the endangerment finding, the U.S. EPA would not have the authority to regulate GHG emissions, and therefore the U.S. EPA also proposed to rescind its GHG regulations for light-, medium-, and heavy-duty on-highway vehicles. The proposed rule to rescind the endangerment finding is currently pending.

Federal Vehicle Standards

In 2009, the National Highway Transportation Safety Administration (NHTSA) issued a final rule regulating fuel efficiency and GHG emissions from cars and light-duty trucks for model year 2011 and, in 2010, the U.S. EPA and NHTSA issued a final rule regulating cars and light-duty trucks for model years 2012–2016. The legislation was modified in 2010, 2011, 2016, 2018, and 2020. In July 2023, the NHTSA issued a proposal to further update and improve fuel economy standards for passenger cars and light trucks. The standards proposed by NHTSA call for a 2% per year improvement in fuel efficiency for passenger cars and a 4% per year improvement for light trucks. These standards would begin for model year 2027 and ramp up through model year 2032, potentially reaching an average fleet fuel economy of 58 miles per gallon by 2032. NHTSA's proposal also calls for a 10% improvement per year for commercial pickup trucks and work vans (with gross vehicle weight ratings of more than 8,500 pounds and less than 14,001 pounds) beginning in model year 2030 and ramping up through model year 2035. However, in December 2025, NHTSA signed the Safer Affordable Fuel-Efficient (SAFE) Vehicle Rule III for Model Years 2022–2031 Passenger Cars and Light Trucks which proposes to set fuel economy standards that increase from model year 2022 standards at a rate of 0.5 percent through model year 2026, followed by an increase of 0.25 percent per year through model year 2031. With this proposed rule, NHTSA projects an average fleet fuel economy of 34.5 miles per gallon in model year 2031. As of January 2026, the SAFE Vehicle Rule III is in the public comment period.

State

Assembly Bill 32 (California Global Warming Solutions Act) and Related GHG Goals

In September 2006, Governor Arnold Schwarzenegger signed AB 32, the California Climate Solutions Act of 2006. AB 32 establishes the caps on statewide greenhouse gas emissions proclaimed in Executive Order (EO) S-3-05 and established the timeline for meeting State GHG reduction targets. The deadline for meeting the 2020 reduction target is December 31, 2020

As part of AB 32, CARB determined 1990 GHG emissions levels and projected a "business-as-usual" (BAU)[12] estimate for 2020, to determine the amount of GHG emission reductions that would need to be achieved. In 2007, CARB approved a statewide 1990 emissions level and corresponding 2020 GHG emissions limit of 427 million $MTCO_2e$. In 2008, CARB adopted its Climate Change Scoping Plan, which projected 2020 statewide GHG emissions levels of 596 million $MTCO_2e$ and identified numerous measures (i.e., mandatory rules and regulations and voluntary measures) to achieve at least 174 million $MTCO_2e$ of GHG reductions and bring statewide GHG emissions to 1990 levels by 2020.

On September 16, 2022, Governor Newson signed into law AB 1279, the California Climate Crisis Act, that codified California's 2045 carbon neutrality goal and established a GHG emission reduction target of 85% below 1990 levels. AB 1279 added Section 38562.2 to the Health and Safety Code relating to GHGs.

CARB Scoping Plan

The CARB Scoping Plan is the comprehensive plan primarily directed at identifying the measures necessary to reach the GHG reduction targets stipulated in AB 32. The key elements of the 2008 Scoping Plan were to expand and strengthen energy efficiency programs, achieve a statewide renewable energy mix of 33 percent, develop a cap-and-trade program with other partners (including seven states in the United States and four territories in Canada) in the Western Climate Initiative, establish transportation-related targets, and establish fees.**Error! Bookmark not defined.** CARB estimated that implementation of these measures would achieve at least 174 million $MTCO_2e$ of reductions and reduce statewide GHG emissions to 1990 levels by 2020.**Error! Bookmark not defined.**

The continued implementation of existing plans, policies, and regulations adopted for the purposes of reducing GHG emissions remain critical for achieving the State's 2030 and 2045 GHG reduction goals. For example, the 2022 Scoping Plan identifies a goal of achieving a per capita vehicle miles traveled (VMT) reduction of at least 25 percent below 2019 levels by 2030 and a 30 percent below 2019 levels by 2045, which is related to the implementation of SB 375 and recommendations provided by the Scoping Plan's Environmental Justice Advisory Committee. The most current 2022 Scoping Plan also acknowledges that, "local governments are also frequently the sources of innovative and practical climate solutions that can be replicated in other areas. Their efforts to reduce GHG emissions within their jurisdictions are vital to achieving the state's near-term air quality and long-term climate goals… and can also provide important co-benefits such as improved air quality, local economic benefits, healthier and more sustainable communities, and improved quality of life."

Low Carbon Fuel Standard Regulation. CARB initially approved the Low Carbon Fuel Standard (LCFS) regulation in 2009, identifying it as one of the nine discrete early action measures in the 2008 Scoping Plan to reduce California's GHG emissions. The LCFS regulation is designed to encourage the use of cleaner low-carbon transportation fuels in California, encourage the production of those fuels, and therefore, reduce GHG emissions and decrease petroleum dependence in the transportation sector. The LCFS regulation defines a Carbon Intensity, or "CI," reduction target (or standard) for each year, which the rule refers to as the "compliance schedule."

Senate Bill 375 (Sustainable Communities and Climate Protection Act)

In January 2009, California Senate Bill (SB) 375, known as the Sustainable Communities and Climate Protection Act, went into effect. The objective of SB 375 is to better integrate regional

[12] BAU is a term used to define emissions levels without considering reductions from future or existing programs or technologies.

planning of transportation, land use, and housing to reduce sprawl and ultimately reduce GHG emissions and other air pollutants. SB 375 tasks CARB to set GHG reduction targets for each of California's 18 regional Metropolitan Planning Organizations (MPOs). Each MPO is required to prepare a Sustainable Communities Strategy (SCS) as part of their Regional Transportation Plan (RTP). The SCS is a growth strategy in combination with transportation policies that will show how the MPO will meet its GHG reduction target. If the SCS cannot meet the reduction goal, an Alternative Planning Strategy may be adopted that meets the goal through alternative development, infrastructure, and transportation measures or policies. For local implementation, see "Regional – Southern California Association of Governments Connect SoCal Plan" below.

Renewable Portfolio Standard Program

In 2002, California established its Renewables Portfolio Standard (RPS) Program, with the goal of increasing the percentage of renewable energy in the state's electricity mix to 20 percent of retail sales by 2017. The State's RPS program was further strengthened by the passage of SB 100 in 2018 which revised the State's RPS Program to require retail sellers of electricity to serve 50% and 60% of the total kWh sold to retail end-use customers be served by renewable energy sources by 2026 and 2030, respectively, and requires 100% of all electricity supplied come from renewable sources by 2045.

Executive Order B-55-18, AB 1279, and SB 1020

On September 10, 2018, Governor Brown signed Executive Order B-55-18, to achieve carbon neutrality by moving California to 100% clean energy by 2045. This Executive Order also includes specific measures to reduce GHG emissions via clean transportation, energy efficient buildings, directing cap-and-trade funds to disadvantaged communities, and better management of the state's forest land. On September 16, 2022, Governor Newson signed into law AB 1279, the California Climate Crisis Act, and SB 1020, the Clean Energy, Jobs, and Affordability Act of 2022. AB 1279 codified California's 2045 carbon neutrality goal and established a GHG emission reduction target of 85% below 1990 levels. SB 1020 set targets for the retail sale of electricity of 90% clean electricity by 2035 and 95% by 2040, and 100% by 2045. It also set a target for 100% clean electricity for electricity serving state agencies by 2035.

Sustainable Freight Plan

The Sustainable Freight Plan was adopted by CARB in July 2016 and provides a recommendation on a high-level vision and broad direction to the Governor to consider for State agencies to utilize when developing specific investments, policies, and programs related to the freight transport system that serves our State's transportation, environmental, and economic interests. The Sustainable Freight Plan includes recommendations on a long-term 2050 vision and guiding principles for California's future freight transportation system.

Advanced Clean Trucks Program

The Advanced Clean Trucks (ACT) regulation was approved by CARB on June 25, 2020. The main components of the regulation are manufacturers' ZEV sales requirements and a one-time reporting requirement for large entities and fleets. Promoting the development and use of advanced clean trucks would help CARB achieve its emission reduction strategies as outlined in the SIP, Sustainable Freight Action Plan, SB 350, and AB 32. In 2025, Congress revoked California's waiver needed for the Advanced Clean Trucks regulation.

Advanced Clean Cars Program

In January 2012, CARB approved the Advanced Clean Cars (ACC) Program (formerly known as Pavley II) for model years 2017-2025. The components of the ACC program are the Low-Emission Vehicle (LEV) regulations and the ZEV regulations. The Program combines the control of smog, soot, and global warming gases with requirements for greater numbers of zero-emission vehicles into a single package of standards. By 2025, new automobiles under California's ACC Program will emit 34 percent less global warming gases and 75 percent less smog-forming emissions. In August 2022, CARB approved the Advanced Clean Cars II program, which sets requirements for ZEV sales and codifies the light-duty vehicle goals in EO N-79-20. The regulation requires new light duty vehicle sales will be 35% zero emission or plug in hybrid electric vehicles in 2026, 68% in 2030, and 100% in 2035. In 2025, Congress revoked California's Clean Air Act waiver that allows for the enforcement of the Clean Cars II regulations. In response, in June 2025, Governor Newsom signed Executive Order N-27-25, which reaffirms California's commitment to accelerating zero emission technology consistent with the targets of EO N-79-20. CARB is in the process of developing light-duty vehicle emissions standards consistent with State and federal law.

Advanced Clean Fleets Regulation

On April 28, 2023, CARB approved Advanced Clean Fleets (ACF), a rule that requires fleets of medium- and heavy-duty vehicles to transition to zero-emission vehicles. ACF applies to all drayage trucks, to high priority fleets, (i.e., fleets that have at least $50 million in gross annual revenue or fleets that operate 50 or more medium- and heavy-duty vehicles), and to government fleets; however, in January 2025, CARB withdrew its request for a waiver and authorization to implement the ACF rule, and is no longer enforcing the parts of the regulation that required a federal waiver. As such, the ACF only applies to state and local government fleets, which can choose between two options to meet the zero-emission requirements: a ZEV Milestone schedule or a Model Year Schedule. The ZEV Milestone schedule sets requirements for a percentage of the total fleet to be zero-emission at specified years, depending on the type of vehicle.

Regional

Southern California Association of Governments Connect SoCal Plan

In January 2009, California Senate Bill (SB) 375, known as the Sustainable Communities and Climate Protection Act, went into effect. The objective of SB 375 is to better integrate regional planning of transportation, land use, and housing to reduce sprawl and ultimately reduce GHG emissions and other air pollutants. SB 375 tasks CARB to set GHG reduction targets for each of California's 18 regional Metropolitan Planning Organizations (MPOs). Each MPO is required to prepare a Sustainable Communities Strategy (SCS) as part of their Regional Transportation Plan (RTP). The SCS is a growth strategy in combination with transportation policies that will show how the MPO will meet its GHG reduction target. If the SCS cannot meet the reduction goal, an Alternative Planning Strategy may be adopted that meets the goal through alternative development, infrastructure, and transportation measures or policies.

In August 2010, CARB released the proposed GHG reduction targets for the MPOs. The proposed reduction targets for the Southern California Association of Governments (SCAG) region were 8% by year 2020 and 13% by year 2035. In September 2010 and February 2011, the 8% and the 13% targets were adopted, respectively. SCAG's Regional Council adopted 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) on April 7, 2016, which updated the 2012 RTP/SCS.

In March 2018, CARB established new regional GHG reduction targets for SCAG and other MPOs in the state. The new SCAG targets are an 8% reduction in per capita passenger vehicle GHG

reductions by 2020 and a 19% reduction by 2035. On May 7, 2020, SCAG adopted "Connect SoCal", the 2020-2045 RTP/SCS, for federal transportation conformity purposes only. On September 3, 2020, SCAG's Regional Council unanimously voted to approve and fully adopt Connect SoCal, and the addendum to the Connect SoCal Program Environmental Impact Report. Connect SoCal is designed to meet the regional GHG reduction targets for SCAG that were identified by CARB in 2018.

Connect SoCal is a long-range visioning plan that builds upon and expands land use and transportation strategies established over several planning cycles to increase mobility options and achieve a more sustainable growth pattern. It charts a path toward a more mobile, sustainable and prosperous region by making connections between transportation networks, between planning strategies and between the people whose collaboration can improve the quality of life for Southern Californians. Connect SoCal contains 10 primary goals, as detailed below:

1. Encourage regional economic prosperity and global competitiveness.
2. Improve mobility, accessibility, reliability, and travel safety for people and goods.
3. Enhance the preservation, security, and resilience of the regional transportation system.
4. Increase person and goods movement and travel choices within the transportation system.
5. Reduce greenhouse gas emissions and improve air quality.
6. Support healthy and equitable communities.
7. Adapt to a changing climate and support an integrated regional development pattern and transportation network.
8. Leverage new transportation technologies and data-driven solutions that result in more efficient travel.
9. Encourage development of diverse housing types in areas that are supported by multiple transportation options.
10. Promote conservation of natural and agricultural lands and restoration of habitats.

Connect SoCal's "Core Vision" centers on maintaining and better managing the transportation network for moving people and goods, while expanding mobility choices by locating housing, jobs, and transit closer together and increasing investment in transit and complete streets. The Core Vision includes Sustainable Development, System Preservation and Resilience, Demand and System Management, Transit Backbone, Complete Streets, and Goods Movement.

In April 2024, SCAG's Regional Council adopted Connect SoCal 2024, (2024 RTP/SCS) an update to Connect SoCal 2020 that planned development in the region through 2050. Connect SoCal 2024 updates assumptions from Connect SoCal 2020. The Regional Growth Forecast in Connect SoCal 2024 projects a 30% higher household growth during the 2020s than was projected in Connect SoCal 2020. Connect SoCal 2024 also shifts the categories of regions that can accommodate jobs and housing from Priority Growth Areas (PGAs) to Priority Development Areas (PDAs). While PGAs and PDAs have substantial overlap, PDAs do not include Job Centers and High-Quality Transit Areas that helped compose the PGAs. Compared to Connect SoCal 2020's PGAs, SoCal 2024's PDAs include a greater percentage of new households and a substantially lower percentage of new jobs in a larger total land area. Connect SoCal 2024 projects that approximately 66% of new households and 54% of new jobs between 2019 and 2050 will be located in PDAs. PDAs in Connect SoCal 2024 include Neighborhood Mobility Areas (NMAs), Transit Priority Areas (TPAs), Livable Corridors, and Spheres of Influence (SOIs). If implemented, Connect SoCal 2024 is projected to achieve the region's targets for reducing greenhouse gases from automobiles and light-duty trucks by 19% per capita, from 2005 levels, by 2035.

South Coast Air Quality Management District (SCAQMD) GHG Guidelines

In order to provide guidance to local lead agencies on determining the significance of GHG emissions in their CEQA documents, the SCAQMD convened the first GHG Significance Threshold Working Group (Working Group) meeting on April 30, 2008 (SCAQMD 2008). To date, the Working Group has convened a total of 15 times, with the last meeting taking place on September 28, 2010 (SCAQMD 2010). Based on the last Working Group meeting, the SCAQMD identified an interim, tiered approach for evaluating GHG emissions intent on capturing 90 percent of development projects where the SCAQMD is not the lead agency.

The following describes the basic structure of the SCAQMD's tiered, interim GHG significance thresholds:

Tier 1 consists of evaluating whether or not the project qualifies for applicable CEQA exemptions.

Tier 2 consists of determining whether or not a project is consistent with a greenhouse gas reduction plan. If a project is consistent with a greenhouse gas reduction plan, it would not have a significant impact.

Tier 3 consists of using screening values at the discretion of the Lead Agency; however, the Lead Agency should be consistent for all projects within its jurisdiction. The following thresholds were proposed for consideration:

a. 3,000 $MTCO_2e$/yr for all land use types; or
b. 3,500 MTCO2e/yr for residential; 1,400 MTCO2e/yr for commercial; 3,000 MTCO2e/yr for mixed use projects.

Tier 4 has three options for projects that exceed the screening values identified in Tier 3:

Option 1: Reduce emissions from business-as-usual by a certain percentage (currently undefined).

Option 2: Early implementation of applicable AB 32 Scoping Measures.

Option 3: For plan-level analyses, analyze a project's emissions against an efficiency value of 6.6 $MTCO_2e$/yr/SP by 2020 and 4.1 $MTCO_2e$/yr/SP by 2035. For project-level analyses, analyze a project's emissions against an efficiency value of 4.8 and 3.0 $MTCO_2e$/yr/SP for the 2020 and 2035 calendar years, respectively.

Local

Lake Elsinore General Plan

The Public Safety, Noise, and Air Quality (PSNAQ) Element, Conservation, Open Space, and Parks (COSP) Element, and the Mobility and Infrastructure (MI) Element of the City's proposed GPU contain several goals, policies, and implementation measures related to GHG. These include supporting electric vehicles, transit, and active transportation, increased use of renewable, carbon free and distributed energy resources, capture and sequester more carbon, and reduce community-wide and municipal GHG emissions. Please refer to DEIR Appendix A for a complete list of goals, policies, and implementation measures regarding GHG.

Lake Elsinore Climate Action and Adaptation Plan

The City's proposed Climate Action and Adaptation Plan (CAAP) includes GHG emissions forecasts using growth projections from the proposed GPU. The CAAP contains strategies that are projected to reduce GHG emissions to levels consistent with statewide targets to reduce GHG emissions 40% below 1990 levels by 2030 and 85% below 1990 levels by 2045. The CAAP modeling indicates that under the business-as-usual condition, the GPU would have the potential to generate unmitigated GHG emissions in 2045, in metric tons of carbon dioxide equivalents per year per service population (MTCO2e/yr/SP), of 1.1 MTCO2e/yr/SP, which would exceed the 2045 GHG efficiency targets (1.0 MTCO2e/yr/SP). This is considered a potentially significant impact. With the incorporation of CAAP GHG reduction measures, the GPU would have the potential to generate approximately 0.3 MTCO2e/yr/SP in 2045, which would not exceed the 2045 efficiency target.

To reduce the proposed Project's potential operational GHG emissions levels, MIG recommends the proposed Project incorporate Mitigation Measure MM-GHG-1 (Require a Project-level Greenhouse Gas Emissions Assessment for New Discretionary Development Projects) has been incorporated, which would require a GHG assessment of discretionary projects, and the incorporation of mitigation if they are determined to be inconsistent with State or local GHG goals. Although substantial GHG emissions reductions may occur, the timing and certainty of such reductions cannot be guaranteed. For this reason, the proposed Project's GHG emissions could have the potential to result in a cumulatively considerable contribution to the adverse effects of global climate change, even with the incorporation of feasible mitigation measures.

4.8.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. Per the CEQA Guidelines, implementation of the project would have a significant impact related to GHG emissions if it would:

A. Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?

B. Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emission of greenhouse gases?

C. Would the project cause substantial adverse cumulative impacts with respect to greenhouse gases?

In order to provide guidance to local lead agencies on determining the significance of GHG emissions in their CEQA documents, the SCAQMD convened the first GHG Significance Threshold Working Group (Working Group) meeting on April 30, 2008 (SCAQMD 2008). To date, the Working Group has convened a total of 15 times, with the last meeting taking place on September 28, 2010 (SCAQMD 2010). Based on the last Working Group meeting, the SCAQMD identified an interim, tiered approach for evaluating GHG emissions intent on capturing 90 percent of development projects where the SCAQMD is not the lead agency.

The following describes the basic structure of the SCAQMD's tiered, interim GHG significance thresholds:

Tier 1 consists of evaluating whether or not the project qualifies for applicable CEQA exemptions.

Tier 2 consists of determining whether or not a project is consistent with a greenhouse gas reduction plan. If a project is consistent with a greenhouse gas reduction plan, it would not have a significant impact.

Tier 3 consists of using screening values at the discretion of the Lead Agency; however, the Lead Agency should be consistent for all projects within its jurisdiction. The following thresholds were proposed for consideration:

- 3,000 $MTCO_2e$/yr for all land use types; or
- 3,500 MTCO2e/yr for residential; 1,400 MTCO2e/yr for commercial; 3,000 MTCO2e/yr for mixed use projects.

Tier 4 has three options for projects that exceed the screening values identified in Tier 3:

Option 1: Reduce emissions from business-as-usual by a certain percentage (currently undefined).

Option 2: Early implementation of applicable AB 32 Scoping Measures.

Option 3: For plan-level analyses, analyze a project's emissions against an efficiency value of 6.6 $MTCO_2e$/yr/SP by 2020 and 4.1 $MTCO_2e$/yr/SP by 2035. For project-level analyses, analyze a project's emissions against an efficiency value of 4.8 and 3.0 $MTCO_2e$/yr/SP for the 2020 and 2035 calendar years, respectively.

The Project plans for growth through 2045, ten years after the SCAQMD's latest Tier 4 interim efficiency target year (2035) identified above. Therefore, to evaluate the GPU's GHG emissions against future GHG reduction goals, the plan-level efficiency target has been adjusted based on the anthropogenic GHG reduction targets of AB 1279, which sets a target of 85% below 1990 levels by 2045. The resulting, interpolated efficiency target for the year 2045 is 1.0 $MTCO_2e$/yr/SP.

4.8.4 IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to GHG emissions and potential conflicts with a plan, policy, or regulation adopted for the purposes of reducing GHG emissions which could result from the implementation of the Project and recommends mitigation measures as needed to reduce significant impacts.

GHG Emissions

Impact GHG-1 – Would the Project generate GHG emissions, either directly or indirectly, that may have a significant impact on the environment?

Analysis of Impacts

Implementation of the GPU would result in construction and operational activities that would generate GHG emissions. The planned land use changes that could occur under the GPU would result in an additional 27,664 dwelling units and 81,456 residents. The proposed GPU would also increase the amount of non-residential building space by approximately 16.1 million square feet and accommodate approximately 6,995 new jobs within the Planning Area (see Section 3.0, Project Description).

Construction Impacts. The growth from implementation of the GPU would result in construction activities that would generate GHG emissions primarily from fuel combustion in equipment during demolition, site preparation, grading, building construction, paving, and architectural coating activities and in worker, vendor, and haul trips to and from future development projects. Construction activities would occur intermittently at different sites within the Planning Area over the next approximately 20 years. Construction activities would cease to emit GHG upon completion, unlike operational emissions that would be continuous into the future year after year. As described under Impact AQ-2, the timing and methods of construction activities that would occur for future development projects is unknown. Due to these unknown variables, construction emissions were not estimated for the proposed GPU. However, construction equipment was incorporated into the off-road vehicle and equipment sector of Ascent's emissions forecasts (see Table 4.8-2 below).

Operational Impacts. Growth from the GPU would result in additional operational GHG emissions, primarily from mobile and energy sources, with off-road vehicles, solid waste, water, and wastewater also contributing to GHG emissions. Potential operational GHG emissions resulting from operation of the land uses proposed by the GPU were estimated

Ascent prepared the Planning Area's emissions forecasts for 2030 and 2045 under business-as-usual conditions (i.e., without the implementation CAAP GHG reduction strategies, but under GPU growth projections), as shown in Table 4.8-2 below. These emissions forecasts include adjustments for legislation that would reduce GHG emissions, such as fuel efficiency standards and renewable electricity requirements (Ascent 2025, see Table 5).

Table 4.8-2
Legislative-Adjusted Business-as-Usual Scenario Forecast Results

Sector	2030 Emissions (MTCO2e)	2045 Emissions (MTCO2e)
On-road transportation	258,720	86,072
Building energy	130,739	51,908
Off-road vehicles and equipment	23,380	35,938
Solid waste	24,090	33,439
Water	6,931	0
Wastewater	580	622
Total	**444,439**	**207,979**
Service Population	**135,891**	**192,687**
MTCO2e/yr/SP	**3.3**	**1.1**
Source: Ascent 2025, see Table 4		

As shown in Table 4.8-2 above, the legislative-adjusted business-as-usual GHG emissions would exceed the interpolated efficiency target for the year 2045 is 1.0 MTCO2e/yr/SP. However, the CAAP includes GHG reduction strategies, shown below in Table 4.8-3, and their associated GHG reductions.

Table 4.8-3
CAAP GHG Reductions by Strategy (MTCO2e/year)

Strategy	Measure Number	Measure Name	2030	2045
Building Energy				
BE-1: Energy Efficiency and Decarbonization	BE-1.1	Encourage building operations that minimize electricity use.	5,207 (9%)	38,726 (26%)
	BE-1.2	Support efforts to reduce energy burden and track energy consumption.		
	BE-1.3	Develop building performance standards that adhere to or go beyond CALGreen Tier 1 values.		
	BE-1.4	Retrofit existing residential and non-residential buildings to use electric heating and cooling technology.		
	BE-1.5	Replace fixtures with energy efficient options.		
BE-2: Renewable Energy	BE-2.1	Facilitate the transition of residential electricity use to 100% renewable energy sources.	31,430 (52%)	0 (0%)
BE-3: Energy Education	BE-3.1	Develop educational campaigns and programs that inform community members about renewable energy and electrification benefits and opportunities.	Not quantified	Not quantified
Sector Sub-Total			**36,547**	**38,726**
Transportation				
TR-1: Active Transportation	TR-1.1	Expand active transportation infrastructure by implementing the infrastructure, programmatic, and policy recommendations included in the Active LE Plan.	110 (<1%)	451 (<1%)
TR-2: Transit	TR-2.1	Increase opportunities for residents to access alternative transportation and reduce financial barriers to transit ridership.	1,588 (3%)	2,399 (2%)
	TR-2.2	Upgrade transit facilities and operations to better accommodate residents.		
TR-3: Zero-Emission Vehicles and Equipment	TR-3.1	Increase the adoption of EV's through financial incentives and vehicle replacement policies.	0 (0%)	78,322 (52%)
	TR-3.2	Expand EV charging infrastructure.		
	TR-3.3	Transition away from fossil-fuel powered equipment.		
TR-4: Smart Growth	TR-4.1	Encourage smart-growth strategies that increase connectivity and density.	853 (1%)	1,254 (1%)
	TR-4.2	Reduce the space dedicated to vehicles.		
Sector Sub-Total			**2,551**	**82,426**

Strategy	Measure Number	Measure Name	2030	2045
Water				
W-1: Water Conservation	W-1.1	Reduce water consumption through regulation and assisting residents to upgrade to efficient fixtures.	7 (<1%)	0 (0%)
	W-1.2	Increase awareness of water loss through education and audits.		
	W-1.3	Replace lawn irrigation equipment to prevent water loss.		
W-2: Recycled Water	W-2.1	Encourage the use of recycled water by increasing access to recycled water systems and informational materials.	849 (1%)	0 (0%)
Sector Sub-Total			**856**	**0**
Solid Waste				
SW-1: Recycling and Composting	SW-1.1	Increase the diversion of organic waste for commercial, residential, and municipal facilities.	20,475 (34%)	29,856 (20%)
	SW-1.2	Support the use of sustainable materials.		
	SW-1.3	Expand access to recycling and compost materials and programs.		
	SW-1.4	Enable the proper disposal of non-organic waste.		
SW-2: Local Produce	SW-2.1	Improve access to local healthy produce.	Not quantified	Not quantified
Sector Sub-Total			**20,475**	**29,856**
Green Community				
GC-1: Green Jobs	GC-1.1	Enhance economic resilience by investing in green job development.	Not quantified	Not quantified
GC-2: Urban Tree Canopy	GC-2.1	Expand urban canopy to reduce the urban heat island effect.	133 (<1%)	323 (<1%)
GC-3: Green Construction Materials	GC-3.1	Reduce emissions associated with construction by requiring materials be low-carbon or recycled.	Not quantified	Not quantified
Sector Sub-Total			**133**	**323**
Total GHG Reductions			**60,653**	**151,331**

Source: Ascent 2025

Additionally, Fehr & Peers analyzed vehicle miles traveled (VMT) reduction measures in support of the CAAP. The reduction estimates were quantified using the RIVCOM model and the calculation methodologies in the California Air Pollution Control Officers Association's (CAPCOA's) Handbook for Analyzing Greenhouse Gas Emission Reduction, Assessing Climate Vulnerabilities, and Advancing Health and Equity (Ascent 2025, see Attachment C) The VMT measures are listed below:

- Measure AT.1: End of Trip Bike Facilities
- Measure LU.1: Increase Residential Density
- Measure LU.2: Increase Job Density
- Measure LU.4: Integrate Affordable Housing Development
- Measure RD.2: Improved Pedestrian Network
- Measure CM.1: Commute Trip Reduction Program (Voluntary)
- Measure CM.3: Commute Trip Reduction Marketing
- Measure CM.4: Employee Ridesharing Program
- Measure CM.5: Employee Vanpool
- Measure PT.1: Subsidized Transit Pass Program
- Measure PT.2: Expanded Local Transit Coverage
- Measure PT.3: Expanded Local Transit Frequency
- Measure ND.1: Community-Based Travel Planning
- Measure PT.6: Provide Transit Shelters
- Measure PT.7: Park and Ride Expansion
- Measure RD.1: Improve Bike Facilities

The above VMT measures have the potential to reduce VMT by approximately 16,447 to 32,881 VMT/day by 2030 and by approximately 25,897 to 51,889 VMT/day by 2045, which would reduce GHG emissions from mobile source emissions.

Table 4.8-4
GHG Emissions with Implementation of GHG Strategies

Sector	2022	2030	2045
On-road transportation	280,785	256,169	31,916
Building energy	162,526	99,309	13,182
Off-road vehicles and equipment	19,336	22,259	7,668
Solid waste	18,224	3,615	3,583
Water	6,982	580	622
Wastewater	487	5,608	0
Total Emissions	488,339	387,540	56,971
Emissions removals through increased carbon sequestration	0	-133	-323
Effective total emissions, including carbon sequestration reductions	**488,339**	**387,407**	**56,648**
Percent Change from 2022 Levels	**N/A**	**-21%**	**-88%**
Efficiency Threshold Comparison			
Service Population	106,607	135,891	192,687
MTCO2e/yr/SP	**4.6**	**2.9**	**0.3**
Meets Efficiency Threshold?	**N/A**	**N/A**	**Yes**

Sector	2022	2030	2045
Comparison of Projected GHG Emissions to CAAP Targets			
CAAP Target Emissions Levels	N/A	388,224	57,278
CAAP Targets (percent reduction from 2022 levels)	N/A	21%	88%
Difference between CAAP Targets and GHG Emissions with Implementation of GHG Strategies	N/A	-4,438	-630
Target Met?	**N/A**	**Yes**	**Yes**
Source: Ascent 2025			

As shown in Table 4.8-4 above, with the incorporation of the CAAP GHG reduction strategies, the GPU would not exceed the 1.0 MTCO2e/yr/SP efficiency threshold for 2045 and would achieve an 88% reduction in GHG emissions compared to existing (2022) conditions. However, the timing of development under the GPU is uncertain and the implementation of the GHG reduction strategies cannot be guaranteed to align with the projects that would occur under the GPU. Because of this uncertainty, Impact GHG-1 is considered a potentially significant impact that requires mitigation. Even with the implementation of feasible mitigation measures, potential impacts would remain significant, adverse and unavoidable.

General Plan Analysis

The Public Safety, Noise and Air Quality (PSNAQ) Element of the Project contains Goal 7 which states the City will…"reduce greenhouse gas emissions through improved waste handling management and waste generation reductions." Supporting that goal, Policy PSNAQ-39 states the City will "improve emissions control at waste handling facilities, in the event such facilities are constructed within the City's jurisdiction."

In addition, the Air Resources sub-section of the Conservation, Open Space, and Parks (COSP) Element contains the following goal and policies related to reducing GHG emissions:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-43: Capture and sequester more carbon in soils and plants citywide.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Policy COSP-45: Reduce community- wide and municipal GHG emissions, achieving at least an 85 percent reduction of GHG emissions from community sources below 1990 levels by no later than 2045 with a commitment to accelerate reductions, as feasible, in support of the State's carbon neutrality goals.

Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.

Policy COSP-47: Increase the use of renewable, carbon-free, and distributed energy resources throughout the city.

Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

Finally, the Mobility and Infrastructure (MI) Element includes the following goals and policies indirectly related to GHG emissions as they attempt to reduce vehicle miles traveled (VMT) by local residents and workers which makes a substantial contribution to regional GHG emissions attributed to the City:

MI Goal-5: A transportation network that meets and exceeds the needs of users today while ensuring a healthy environment for tomorrow.

Policy MI-17: Mitigate Vehicle Miles Traveled (VMT) and greenhouse gases with smart land use planning.

Policy MI-18: Support the use of electric automobiles, trucks, bicycles, and other modes.

Policy MI-19: Support and fund innovative, sustainable, and safe solutions to the transportation network.

Policy MI-20: Leverage mobility technologies and innovations to enhance the livability of residents and visitors.

Policy MI-21: Plan, develop, and implement transportation networks to promote regional access and mobility.

In addition, the following Implementation Programs will help the City further reduce potential GHG emissions in the future:

PRO-MI-20. Develop a citywide charging plan and network for automobiles, bicycles, scooters, and other modes of transportation.

PRO-MI-21. Create a program to ensure public and private charging facilities in the City are known (listed on key charging apps and in web search engines), that facilities are regularly maintained for damage and operation, and latest smart technology is utilized for charging efficiency (real time publishing of when the station is in use, what type of charging capacity is available (CHAdeMO, CCS, GB/T, etc.) / Level 1, 2, or 3 service, allow charging reservations, and maximize charge times to prevent a single user monopolizing the charging station).

Summary and Conclusions. Even with implementation of all these GPU goals, policies, and their implementation programs, impacts of the Project regarding GHG emissions are potentially significant and require mitigation.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

GHG-1: Require a Project-level Greenhouse Gas Emissions Assessment for New Discretionary Development Projects. Prior to a discretionary approval by the City for development projects subject to CEQA (meaning non-exempt CEQA projects) project applicants shall prepare and submit to the City for review and approval a technical assessment evaluating potential project-specific greenhouse gas (GHG) emissions impacts. The assessment shall evaluate the project's consistency with adopted state-wide GHG emissions reduction goals, such as Senate Bill 32, Assembly Bill 1279, or an interpolated GHG emission reduction goal for 2045 that is based on regional data (e.g., an interpolated SCAQMD efficiency metric of 1.0 $MTCO_2e/yr/SP$). If GHG emissions levels are determined to have the potential to be inconsistent with the State GHG reduction goals or the proposed CAAP, the City shall require that applicants for new development projects incorporate strategies, such as the CAAP GHG reduction strategies, to reduce GHG emissions during operational activities. The specific strategies

identified for a project shall be included as conditions of approval and be incorporated into all appropriate planning documents for the project.

Level of Significance After Mitigation

Significant and Unavoidable.

Impact GHG-2 – Would the proposed GPU conflict with an applicable plan, policy, or regulation adopted for the purposes of reducing the emissions of greenhouse gases?

Analysis of Impacts

The State has numerous plans, policies, and regulations that are intended to directly or indirectly reduce GHG emissions and support attainment of the GHG emissions reduction targets established by AB 32, SB 32, and AB 1279, however, in general, most State programs and regulations intended to directly or indirectly reduce GHG emissions do not apply to the proposed GPU. For example, State regulations for reducing the carbon content of transportation fuels apply to fuel manufacturers and distributors, State regulations for increasing sales and deployment of zero emission vehicles apply to vehicle manufacturer's and certain drayage and public fleets, and State regulations for increasing the renewable energy content in retail electric sales apply to retail sellers of electricity. Although these regulations do not apply to the proposed GPU, the GPU would nonetheless benefit from the state's implementation of these regulations. The plans, policies, and regulations that are most relevant to the GPU include the Title 24 Building Energy Efficiency Standards (BEES) and CalGreen Code, and the 2022 Climate Change Scoping Plan.

Title 24 BEES and CALGreen Code. The Title 24 BEES and the CalGreen code both establish mandatory renewable energy and energy efficiency standards that apply to various building systems, components, and uses. The CAAP includes policies that acknowledge and reinforce these requirements, such as the following:

- Strategy BE-1: Energy Efficiency and Decarbonization
  - Measure BE-1.1 (Encourage building operations that minimize electricity use)
  - Measure BE-1.2 (Support efforts to reduce energy burden and track energy consumption)
  - Measure BE-1.3 (Develop building performance standards that adhere to or go beyond CALGreen Tier 1 values)
  - Measure BE-1.4 (Retrofit existing residential and non-residential buildings to use electric heating and cooling technology)
  - Measure BE-1.5 (Replace fixtures with energy efficient options)
- Strategy BE-2: Renewable Energy
  - Measure BE-2.1 (Facilitate the transition of residential electricity use to 100% renewable energy sources)
  - Measure BE-3-1: Energy Education (Develop educational campaigns and programs that inform community members about renewable energy and electrification benefits and opportunities).
- Strategy TR-3: Zero-Emission Vehicles and Equipment

- Measure TR-3.1 (Increase the adoption of EV's through financial incentives and vehicle replacement policies)
- Measure TR-3.2 (Expand EV charging infrastructure)
- Measure TR-3.3 (Transition away from fossil-fuel powered equipment)

General Plan Analysis

Additionally, GPU Policies and Implementation Programs (PRO) from the Conservation, Open Space, and Parks (COSP) Element support the Title 24 BEES and the CalGreen code requirements, such as the following:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-43: Capture and sequester more carbon in soils and plants citywide.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Policy COSP-45: Reduce community- wide and municipal GHG emissions, achieving at least an 85 percent reduction of GHG emissions from community sources below 1990 levels by no later than 2045 with a commitment to accelerate reductions, as feasible, in support of the State's carbon neutrality goals.

Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.

Policy COSP-47: Increase the use of renewable, carbon-free, and distributed energy resources throughout the city.

Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

Implementation Programs

PRO-COSP-36: Implement regenerative land management practices at the city scale to reduce GHG emissions and improve watershed and human health.

PRO-COSP-37: Explore efforts to require charging or clean fuel stations on private property, including hydrogen and sustainably sourced biofuels.

PRO-COSP-38. Budget for clean fuel and zero emission vehicles in the City's long-range capital expenditure plans to transition the existing fleet of gasoline- and diesel-powered vehicles, and work to make the City's fleet among the cleanest in the region by:

- Purchasing zero-emission vehicles whenever possible that meet or exceed requirements under the California Advanced Clean Fleets Regulation. If zero- emission vehicles are not available, purchase plug-in hybrids, or other vehicle types to minimize emissions; and
- Using biodiesel and pollution-reducing fuel additives in the City's diesel fuel vehicles.

PRO-COSP-39: Develop a capital project list and funding strategy to complete energy-efficiency projects for City owned and operated structures and adjust the list annually to add new projects as needed.

PRO-COSP-40: Identify incentives and other means to encourage new and existing buildings to include battery energy storage systems, especially buildings with solar energy installations and municipal buildings that provide essential community services.

PRO-COSP-41. Identify incentives to encourage new buildings to exceed State energy efficiency requirements and/or meet or exceed the U.S. Green Building Council's LEED Program or equivalent standards.

PRO-COSP-42 Identify resources to assist low-income homeowners and small business owners with identifying financing options for installation of rooftop solar energy systems, energy storage, and electrification of existing buildings.

PRO-COSP-43. Consider creating an interdepartmental Climate Action Implementation Committee.

PRO-COSP-44. Develop new and retrofit existing City facilities to be zero net energy.

PRO-COSP-45. Prepare, and adopt as appropriate, a Rewilding Master Plan. Ensure the Rewilding Master Plan process:

- Adopts restoration best practice guidelines (e.g., no invasive species, use of native species, adaptive management) for all rewilding efforts;
- Identifies priority parcels (public land, underutilized land, city-owned open space) for rewilding projects;
- Incorporate rewilding considerations into city acquisition strategy;
- Considers rewilding into Lake Elsinore's natural land acquisition;
- Collaborates with local Native American tribes in planning and management of open space, including rewilding, cultural burning, and traditional ecological knowledge;
- Considers partnering with Native American tribal communities and community-based organizations for open space co-stewardship;
- Engages residents, especially underserved communities, in stewardship, restoration, and rewilding projects, fostering a sense of ownership and ecological literacy; and
- Works with schools and community groups to develop programs to support volunteer restoration, resident science, and ecology/rewilding educational outreach.

Future development projects would be reviewed for consistency with GPU policies and would comply with all mandatory, applicable BEES and CalGreen Code requirements in effect at the time a building permit application is submitted. Thus, the GPU would not conflict with the Title 24 BEES or the CALGreen code.

CARB Scoping Plan. 2022 Climate Change Scoping Plan is a state-level plan intended to integrate policies, programs, and investments to achieve the State's climate change goals. The plan primarily relies upon the ability of State agencies, primarily CARB and the CEC, to uphold and implement existing legislation and develop new plans and strategies to sequester, trap, and store emitted carbon emissions. Once developed, GHG reductions achieved by the State's plans, policies, and regulations would be realized at the local level. Although the plan's framework is statewide in nature, it does discuss potential voluntary actions that could be undertaken at a local level to support the State's climate goals,[13] including the preparation of a climate action plan. The proposed Project's consistency with the Scoping Plan's priority GHG reduction strategies for local government climate action is evaluated in Table 4.8-5 below.

[13] This discussion is located in Scoping Plan Appendix D.

Table 4.8-5
Project Consistency with CARB's Scoping Plan

Scoping Plan Priority Area	Scoping Plan Priority Strategy	Project Consistency
Transportation Electrification	Convert local government fleets to ZEVs and provide EV charging at public sites.	**Consistent**. GPU Implementation Action PRO-COSP-27 requires budgeting for clean fuel and zero emission vehicles in the City's long-range capital expenditure plans to transition the existing fleet of gasoline- and diesel- powered vehicles. GPU Implementation Action PRO-COSP-16 would expand installation and operation of electric vehicle charging stations on City properties, including curbside in areas of the community where other options are limited.
	Create a jurisdiction-specific ZEV ecosystem to support deployment of ZEVs statewide (such as building standards that exceed state building codes, permit streamlining, infrastructure siting, consumer education, preferential parking policies, and ZEV readiness plans).	**Consistent**. Measure TR-3.1 of the CAAP would increase the adoption of EVs through financial incentives and vehicle replacement policies and Measure 3.2 of the CAAP would expand EV charging infrastructure. GPU Implementation Action PRO-COSP-1 would require new developments were EV-ready and would facilitate the installation of EV chargers. GPU Implementation Action PRO-COSP-2 would update local codes to require new development to install electric vehicle charging infrastructure beyond the minimum State requirements and GPU Implementation Action PRO-COSP-16 would expand installation and operation of electric vehicle charging stations on City properties.
VMT Reduction	Reduce or eliminate minimum parking standards.	**Consistent.** Measure TR-4.2 of the CAAP would reduce the space dedicated to vehicles.
	Implement Complete Streets policies and investments, consistent with general plan circulation element requirements.	**Consistent.** Measure TR-1.1 of the CAAP would expand active transportation infrastructure by implementing the infrastructure, programmatic, and policy recommendations included in the Active LE Plan. Measures TR-2.1 of the CAAP would increase opportunities for residents to access alternative transportation and reduce financial barriers to transit ridership. Measure TR-2.2 of the CAAP would upgrade transit facilities and operations to better accommodate residents. The CAAP's VMT reduction measures AT.1 and RD.1 would invest in bicycle infrastructure by providing secure end-of-trip bike facilities and improving bicycle roadway infrastructure, respectively. The CAAP's VMT reduction measure RD.2 would improve infrastructure for the pedestrian network. GPU Implementation Action PRO-PSNAQ-117 would ensure long-term planning efforts include improvements to multi-modal

Scoping Plan Priority Area	Scoping Plan Priority Strategy	Project Consistency
		transportation networks that include biking lanes and pedestrian-friendly streets.
	Increase access to public transit by increasing density of development near transit, improving transit service by increasing service frequency, creating bus priority lanes, reducing or eliminating fares, micro transit, etc.	**Consistent.** Measure TR-2.1 of the CAAP would increase opportunities for residents to access alternative transportation and reduce financial barriers to transit ridership. Measure TR-2.2 of the CAAP would upgrade transit facilities and operations to better accommodate residents. Measure TR-4.1 of the CAAP would encourage smart-growth strategies that increase connectivity and density. The CAAP's VMT reduction measures LU.1 and LU.2 would increase residential and job density, respectively. The CAAP's VMT reduction measures PT.2 and PT.3 would expand the coverage and frequency of local transit. The CAAP's VMT reduction measure PT.6 and PT.7 would increase public access to transit through the supporting infrastructure of transit structures and park and ride spaces, respectively.
	Increase public access to clean mobility options by planning for and investing in electric shuttles, bike share, car share, and walking.	**Consistent** The CAAP's VMT reduction measures CM.4 and CM.5 would provide rideshare and vanshare programs, respectively. GPU Implementation Action PRO-PSNAQ-109 would encourage investment in low-carbon public transportation systems, including electric buses and bike-sharing programs.
	Implement parking pricing or transportation demand management pricing strategies.	**Consistent** with transportation demand management pricing strategies. The CAAP's VMT reduction measure PT.1 would implement a program that subsidizes transit passes.
	Amend zoning or development codes to enable mixed-use, walkable, transit-oriented, and compact infill development (such as increasing the allowable density of a neighborhood).	**Consistent.** Measure TR-4.1 of the CAAP would encourage smart-growth strategies that increase connectivity and density.
	Preserve natural and working lands by implementing land use policies that guide development toward infill areas and do not convert "greenfield" land to urban uses (e.g., green belts, strategic conservation easements).	**Consistent.** GPU Policy PSNAQ-68 would support the preservation and restoration of natural landscapes. Measure TR-4.1 of the CAAP would encourage smart-growth strategies that increase connectivity and density.
Building Decarbonization	Adopt all-electric new construction reach codes for residential and commercial uses.	**Consistent.** GPU Policy COSP-39 would reduce the use of fossil fuels as an energy source in new and existing buildings. GPU Implementation Action PRO-COSP-3 would involve evaluating

Scoping Plan Priority Area	Scoping Plan Priority Strategy	Project Consistency
		and adopting changes to the building code or other municipal codes and policies to decarbonize the building stock while also maximizing energy efficiency. GPU Implementation Action PRO-COSP-33 would develop new and retrofit existing City facilities to be zero net energy. Measure BE-1.3 of the CAAP would develop building performance standards that adhere to or go beyond CALGreen Tier 1 values.
	Adopt policies and incentive programs to implement energy efficiency retrofits for existing buildings, such as weatherization, lighting upgrades, and replacing energy-intensive appliances and equipment with more efficient systems (such as Energy Star-rated equipment and equipment controllers)	**Consistent.** Measure BE-1.5 of the CAAP would replace fixtures with energy efficient options. Measure W-1.1 of the CAAP would involve regulation and assisting residents to upgrade to efficient fixtures for water consumption. Measure BE-3.1 of the CAAP would develop educational campaigns and programs that inform community members about renewable energy and electrification benefits and opportunities. GPU Implementation Action PRO-COSP-2 would update local codes to incentivize building owners to upgrade residential appliances, including water and space heaters, to increase energy efficiency and reduce GHG emissions. GPU Implementation Action PRO-COSP-30 would identify incentives to encourage new buildings to exceed State energy efficiency requirements and/or meet or exceed the U.S. Green Building Council's LEED (Leadership in Energy and Environmental Design) Program or equivalent standards.
	Adopt policies and incentive programs to electrify all appliances and equipment in existing buildings such as appliance rebates, existing building reach codes, or time of sale electrification ordinances.	**Consistent.** Measure BE-1.4 of the CAAP would involve retrofitting existing residential and non-residential buildings to use electric heating and cooling technology. Measure BE-3.1 of the CAAP would develop educational campaigns and programs that inform community members about renewable energy and electrification benefits and opportunities. GPU Policy COSP-39 would reduce the use of fossil fuels as an energy source in new and existing buildings. GPU Implementation Action PRO-COSP-33 would develop new and retrofit existing City facilities to be zero net energy. GPU Implementation Action PRO-COSP-30 would identify incentives to encourage new buildings to exceed State energy efficiency requirements and/or meet or exceed the U.S. Green Building Council's LEED Program or equivalent standards.
	Facilitate deployment of renewable energy production	**Consistent.** Measure BE-2.1 of the CAAP would facilitate the transition of residential electricity

Scoping Plan Priority Area	Scoping Plan Priority Strategy	Project Consistency
	and distribution and energy storage on privately owned land uses (e.g., permit streamlining, information sharing)	use to 100% renewable energy sources. Measure BE-3.1 of the CAAP would develop educational campaigns and programs that inform community members about renewable energy and electrification benefits and opportunities. GPU Implementation Action PRO-COSP-29 would identify incentives and other means to encourage new and existing buildings to include battery energy storage systems. GPU Implementation Action PRO-COSP-31 would seek and identify resources to assist low-income homeowners and small business owners with identifying financing options for installation of rooftop solar energy systems, energy storage, and electrification of existing buildings. GPU Implementation Action PRO-COSP-56 would support the development of local-serving renewable energy projects that expand the availability of local renewable energy.
	Deploy renewable energy production and energy storage directly in new public projects and on existing public facilities (e.g., solar photovoltaic systems on rooftops of municipal buildings and on canopies in public parking lots, battery storage systems in municipal buildings)	**Consistent.** GPU Implementation Action PRO-COSP-29 would identify incentives and other means to encourage new and existing buildings to include battery energy storage systems, especially buildings with solar energy installations and municipal buildings that provide essential community services. GPU Implementation Action PRO-COSP-55 would seek to participate in utility sponsored renewable energy programs that allow the city to receive a significant portion of energy from renewable sources.
Sources: CARB 2022 and Ascent 2025		

As shown above in Table 4.8-5, the GPU and CAAP would be consistent with the strategies in Appendix D of CARB's Scoping Plan. Additionally, the GPU would meet the GHG reduction targets for AB 32 emissions sectors that are applicable to Lake Elsinore under the 2017 Scoping Plan and 2022 Scoping Plan (i.e., 21 percent below 2022 levels by 2030 and 88 percent below 2022 levels by 2045) (Ascent 2025).

SCAG 2024 RTP/SCS. Connect SoCal is a growth strategy and transportation plan that demonstrates how the SCAG region will meet its GHG reduction target through the year 2045. Many of the measures included in the RTP/SCS are focused on the expansion of, and access to, mass transit (e.g., light rail, commuter rail, bus rapid transit, etc.), planning growth around livable corridors, and locating new housing and job growth in high quality transit areas. Collectively, these land use plans, in conjunction with measures at the state-level to improve fuel efficiency standards, are designed to meet CARB's SB 375 goal for the SCAG region (reducing per capita GHG emissions in the region by 8% by 2020 and 19 percent by 2035, as compared to 2005 levels. The GPU would not conflict with or interfere with the implementation of Connect SoCal because it includes numerous policies that support the plan's mobility, community development, environmental, and economic implementation strategies that rely on local jurisdiction support. For example, GPU Implementation Action PRO-PSNAQ-117 would ensure long-term planning efforts

include improvements to multi-modal transportation networks that include biking lanes and pedestrian-friendly streets and the CAAP Measure TR-2.2 would upgrade transit facilities and operations to better accommodate residents, which would be consistent with Connect SoCal mobility strategies. The CAAP's VMT reduction measure LU.4 to integrate affordable housing, reduction measures LU.1 and LU.2 to increase density, and CAAP Measure TR-4 to encourage smart growth and increase connectivity and density would be consistent with Connect SoCal community development strategies. GPU Implementation Measure PRO-COSP-1 would increase electric vehicle charging infrastructure and GPU Implementation Measure PRO-COSP-27 would increase clean fuel and zero emission vehicles in the City's fleet, consistent with Connect SoCal environmental implementation strategies, and the CAAP's VMT reduction measures CM.4, CM.5, and PT.1 would increase employee mobility through carpool and vanpool programs and transit subsidies, consistent with Connect SoCal economic implementation strategies. See also Chapter 4.11, Land Use and Planning, and Chapter 4.17, Transportation, for additional information regarding the GPU's consistency with SCAG RTP/SCS planning strategies.

General Plan Analysis

The Public Safety, Noise and Air Quality (PSNAQ) Element of the Project contains Goal 7 which states the City will…"reduce greenhouse gas emissions through improved waste handling management and waste generation reductions." Supporting that goal, Policy PSNAQ-39 states the City will "improve emissions control at waste handling facilities, in the event such facilities are constructed within the City's jurisdiction."

In addition, the Air Resources sub-section of the Conservation, Open Space, and Parks (COSP) Element contains the following goal and policies related to reducing GHG emissions:

Goal COSP-10: Improve, as feasible, local air resources.

Policy COSP-43: Capture and sequester more carbon in soils and plants citywide.

Policy COSP-44: Achieve and maintain ambient air quality standards.

Policy COSP-45: Reduce community- wide and municipal GHG emissions, achieving at least an 85 percent reduction of GHG emissions from community sources below 1990 levels by no later than 2045 with a commitment to accelerate reductions, as feasible, in support of the State's carbon neutrality goals.

Policy COSP-46: Reduce energy use and increase energy efficiency in existing and new residential, commercial, industrial, and public structures.

Policy COSP-47: Increase the use of renewable, carbon-free, and distributed energy resources throughout the city.

Policy COSP-48: Reduce the use of fossil fuels as an energy source in new and existing buildings.

Finally, the Mobility and Infrastructure (MI) Element includes the following goals and policies indirectly related to GHG emissions as they attempt to reduce vehicle miles traveled (VMT) by local residents and workers which makes a substantial contribution to regional GHG emissions attributed to the City:

MI Goal-5: A transportation network that meets and exceeds the needs of users today while ensuring a healthy environment for tomorrow.

Policy MI-17: Mitigate Vehicle Miles Traveled (VMT) and greenhouse gases with smart land use planning.

Policy MI-18: Support the use of electric automobiles, trucks, bicycles, and other modes.

Policy MI-19: Support and fund innovative, sustainable, and safe solutions to the transportation network.

Policy MI-20: Leverage mobility technologies and innovations to enhance the livability of residents and visitors.

Policy MI-21: Plan, develop, and implement transportation networks to promote regional access and mobility.

In addition, the following Implementation Programs will help the City further reduce potential GHG emissions in the future:

PRO-MI-20. Develop a citywide charging plan and network for automobiles, bicycles, scooters, and other modes of transportation.

PRO-MI-21. Create a program to ensure public and private charging facilities in the City are known (listed on key charging apps and in web search engines), that facilities are regularly maintained for damage and operation, and latest smart technology is utilized for charging efficiency (real time publishing of when the station is in use, what type of charging capacity is available (CHAdeMO, CCS, GB/T, etc.) / Level 1, 2, or 3 service, allow charging reservations, and maximize charge times to prevent a single user monopolizing the charging station).

Summary and Conclusions. As discussed above, the GPU would not conflict with any applicable plan, policy, or regulation adopted for the purposes of reducing the emissions of GHGs. This impact would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact GHG-3 – Would the Project cause substantial adverse cumulative impacts with respect to greenhouse gases?

Analysis of Impacts

Global climate change is the result of GHG emissions worldwide; individual projects do not generate enough GHG emissions to influence global climate change. Thus, the analysis of GHG emissions is by nature a cumulative analysis focused on whether an individual project's contribution to global climate change is cumulatively considerable. As described under Impacts GHG-1 and GHG-2, the proposed Project would not conflict with any applicable plan, policy, or regulation adopted for the purposes of reducing GHG emissions but has the potential to generate GHG emissions that exceed the Project specific GHG efficiency threshold (1.0 $MTCO_2e$/SP/yr)

used to provide context for the magnitude of potential GHG emissions levels with the GPU. However, with the implementation of GHG-1, the GPU is expected to meet the efficiency thresholds.

General Plan Analysis

The emission of GHGs is considered a regional impact so the analysis in Sections Impact GHG-1 and GHG-2 and the goals, policies, and implementation programs discussed in those sections directly apply to the issue of regional or cumulative GHG impacts from the Project.

Summary and Conclusions. The conclusion for Impact GHG-1 is significant and unavoidable even with implementation of Mitigation Measure GHG-1 which requires future project-level GHG assessments for new development. However, Impact GHG-2 demonstrates the GPU plus the CAAP will work together to help reduce GHG emissions in and associated with the City, in terms of compliance with established plans, to less than significant levels. Therefore, the Project is considered to make less than significant contributions to a cumulatively considerable impact and no additional programmatic mitigation is feasible.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

See GHG-1.

Level of Significance After Mitigation

Less than significant.

4.8.5 REFERENCES

Ascent 2025. Greenhouse Gas Emissions Forecast, Targets, and Reduction Measures Memorandum for the City of Lake Elsinore Climate Action and Adaptation Plan. November 25, 2025.

California Air Resources Board (CARB) 2022. 2022 Scoping Plan. December 2022.

National Oceanic and Atmospheric Administration (NOAA) 2025. Trends in Atmospheric Carbon Dioxide Mauna Loa, Hawaii. Earth System Research Laboratory. Global Monitoring Division. Last updated November 13, 2025. Accessed December 1, 2025, at: https://gml.noaa.gov/ccgg/trends/

4.9 HAZARDS AND HAZARDOUS MATERIALS

This EIR section addresses potential environmental impacts from the transport, handling, disposal or accidental release or upset of hazardous materials and waste associated with the Project. This section also addresses excessive airport noise, impairment of emergency response plans, and risks from wildfire. Much of the environmental setting information is from the Existing Conditions Atlas (MIG 2024).

4.9.1 ENVIRONMENTAL SETTING

Hazardous Materials and Wastes

Hazardous materials are regulated by the U.S. Environmental Protection Agency (EPA) which defines hazardous materials as chemicals that can cause harm to people, plants, or animals when released into the environment. Hazardous materials are used in many everyday activities and common service facilities such as painting a house or dry cleaning. The Resource Conservation and Recovery Act (RCRA) regulates the management of municipal and industrial waste to ensure the safe handling and disposal of hazardous materials. Facilities that transport, generate, or treat hazardous waste must report their activities to the California and U.S. Environmental Protection Agencies and comply with waste management standards. These facilities are tracked through the RCRA's national program management and inventory system for hazardous waste handlers and generators known as RCRAInfo (USEPA 2025).

The EPA categorizes hazardous waste generators as either Small Quantity Generators (SQG) or Large Quantity Generators (LQG). VSQGs produce no more than 220 pounds of waste per month; SQGs produce 220 pounds to 2,200 pounds of hazardous waste per month; LQGs produce more than 2,200 pounds of waste per month. Additionally, there are two categories for handlers of hazardous waste as either a transporter (waste transportation) or transfer facility (temporary storage facility). The EPA also identifies other hazardous waste activities for anything that falls outside the realm of a generator, transporter, or transfer facility. The number and location of hazardous waste handlers and generators are summarized in Table 4.9-1 and their locations shown on Exhibit 4.9-1.

The City and Sphere of Influence (SOI) have few generators and transporters, which mostly include industrial uses. These are largely located in the Business District – the City's industrial and commercial hub. Only one location in the Planning Area has been identified by the EPA as an LQG which is attributed to the California Department of Transportation (Caltrans). According to the EPA, a generator of waste does not have to be the entity that produces the waste but could be the entity that removes the waste. While it is unclear from the RCRAInfo database what Caltrans activities are contributing to hazardous waste, it may be that Caltrans removed or handled hazardous waste at one of their construction sites. The majority of hazardous waste generators are attributed to miscellaneous hazardous waste activities, such as automotive repair, maintenance yards, and the generation of common waste products like batteries, lamps, or pesticides.

Table 4.9-1
Hazardous Waste Handlers and Generators

Hazardous Waste	City[1]	Sphere of Influence[1]
Large Quantity Generator (LQG)	1	--
Small Quantity Generator (SQG)	22	7
Very Small Quantity Generators (VSQG)	4	--
Transporter	5	5
Other Hazardous Waste Activities	117	28
Total	**149**	**40**

Source: Table SH-6, MIG 2024 from Resource Conservation and Recovery Act Information (RCRAInfo), U.S. Environmental Protection Agency, 2023.

[1] Locations shown in Exhibit 4.9-1, Hazardous Waste Generators

Current Governmental Databases

The state maintains two comprehensive governmental databases for sites involving hazardous materials. The first is the Envirostor database maintained by the California Department of Toxic Substances Control (DTSC) which lists sites with existing or past contamination and any cleanup activities (DTSC 2025). The second is the GeoTracker database maintained by the State Water Resources Control Board (SWRCB) for leaking underground storage tanks (LUST)(WRCB 2025). The Envirostor database presently lists no sites with ongoing remediation efforts within the City of Sphere of Influence (SOI). The GeoTracker database lists 40 sites with "case closed" designations and one active LUST site (Marlar's Auto Service at 300 W. Graham Avenue which as of August 24, 2023 was still an open case file).

Pollution Sites

Air Pollutants. The Clean Air Act and Clean Water Act are two key pieces of federal legislation that regulate air and water pollution. The EPA is the implementing agency for several programs under the Clean Air Act and Clean Water Act to mitigate the impacts of air and water pollutants on the environment and human health. According to the RCRAInfo database, six sites producing hazardous air and water pollutants are located within the City's boundaries and are mostly located within the Business District. Hazardous air pollutants are those known to cause cancer and other serious health impacts. Common examples include asbestos, lead compounds, and perchloroethylene, which is emitted from some dry cleaning facilities. Five facilities within the City produce air pollutants. These include Skylark Field, Elsinore Valley Cemetery, and three other manufacturing/industrial businesses, as summarized in Table 4.9-2 and shown in Exhibit 4.9-2. The emissions from the Elsinore Valley Cemetery are likely caused by cremation which is known to produce significant amounts of carbon dioxide. A detailed evaluation of air pollutant impacts on the Planning Area population and especially impacts to sensitive receptors is provided in Section 4.3, *Air Quality*.

Water Pollutants. Water pollution occurs when harmful substances (e.g. sewage, chemicals, etc.) contaminate waterbodies. Water pollution can either originate from point sources or nonpoint sources. Point source means contamination originated from a single source, such as an oil refinery. Nonpoint sources originate from diffuse sources, such as stormwater runoff. The National Pollutant Discharge Elimination System (NPDES) is a permit system for discharging point source pollutants into waterbodies. One unpermitted facility in the City has been identified by this program, which is a storm drain located near the lake on South Poe Street (see Exhibit 4.9-2). It is possible the storm drain is carrying runoff from industrial uses located to the north. A detailed

evaluation of water pollutant impacts on the Planning Area population is provided in Section 4.10, *Hydrology and Water Quality*.

Table 4.9-2
Air Pollutant Discharge by Type

Air Pollutant Discharge	City[1]	Sphere of Influence[1]
Air Minor	1	--
Hazardous Air Pollutant Major	3	--
Pesticide Producer	1	--
Water Pollutant Discharge	--	--
ICIS-NPDES Unpermitted	1	--

Source: Table SH-7, MIG 2024 from Resource Conservation and Recovery Act Information (RCRAInfo), U.S. Environmental Protection Agency, 2023.

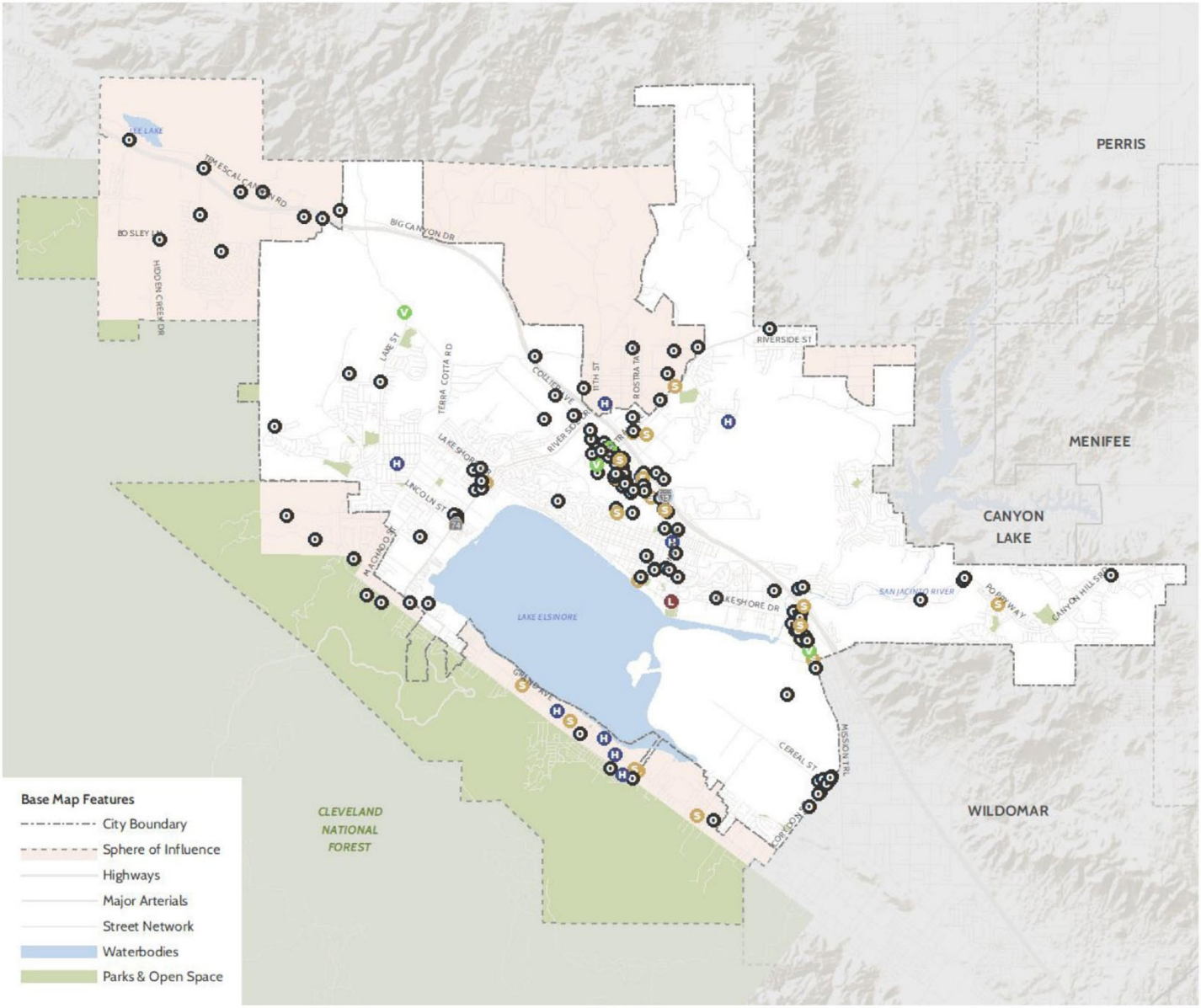
[1] Locations shown in Exhibit 4.9-2, Pollution Sites

Santa Ana Regional Interceptor (SARI). The SARI line is a regional brine line constructed to protect the Santa Ana watershed from various saline wastes. The SARI line collects up to 30 million gallons per day (mgd) of non-reclaimable wastewater from the upper Santa Ana River basin and after treatment it is discharged in the ocean. The purpose is to maintain the quality of water in the Santa Ana watershed by balancing the amount of salt in the basin. Increased salt in the watershed is caused mainly by industrial and agricultural uses that can affect all water users. Increased salinity in the water creates problems ranging from decreased effectiveness of laundry detergents to worn out plumbing fixtures and household appliances. It also affects the taste of the water.

A brine line is necessary because industrial and commercial users are able to dispose of only a limited amount of saline waste into wastewater plants due to the difficulty of removing salts and minerals from water. Users that produce a lot of saline waste can go through an application process to make a connection to the SARI line; the SAWPA establishes connection fees and monthly rates for using the SARI line. Businesses that do not generate a substantial flow and are not close enough to make a direct connection can haul the waste by truck to a SARI truck collection station. SAWPA has permit fees and fees based upon volume for indirect connection users.

The SARI pipeline runs through the City of Lake Elsinore and SOI south along the I-15 corridor until it reaches the San Jacinto River where it then follows the river east toward Canyon Lake Reservoir, ending in Sun City. The western part of the SARI line is owned by SAWPA and operated by the Western Municipal Water District (WMWD) while the eastern portion is owned and operated by the Eastern Municipal Water District (EMWD).

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HAZARDOUS WASTE GENERATORS

Hazardous Waste

- Large Quantity Generator (LQG)
- Small Quantity Generator (SQG)
- Very Small Quantity Generator (VSQG)
- Hazardous Waste Transporter
- Other Hazardous Waste Activities

LQG: A business that generates more than 2,200 lbs per month of hazardous waste

SQG: A business that generates more than 220 lbs but less than 2,200 lbs of hazardous waste per month

VSQG: A business that generates no more than 220 lbs of hazardous waste per month

Prepared by MIG, October 2023.
Source: Resource Conservation and Recovery Act Information (RCRAInfo), U.S. Environmental Protection Agency, 2023

Miles
0 ¼ ½ 1 1½ 2

Exhibit 4.9-1 Hazardous Waste Generators

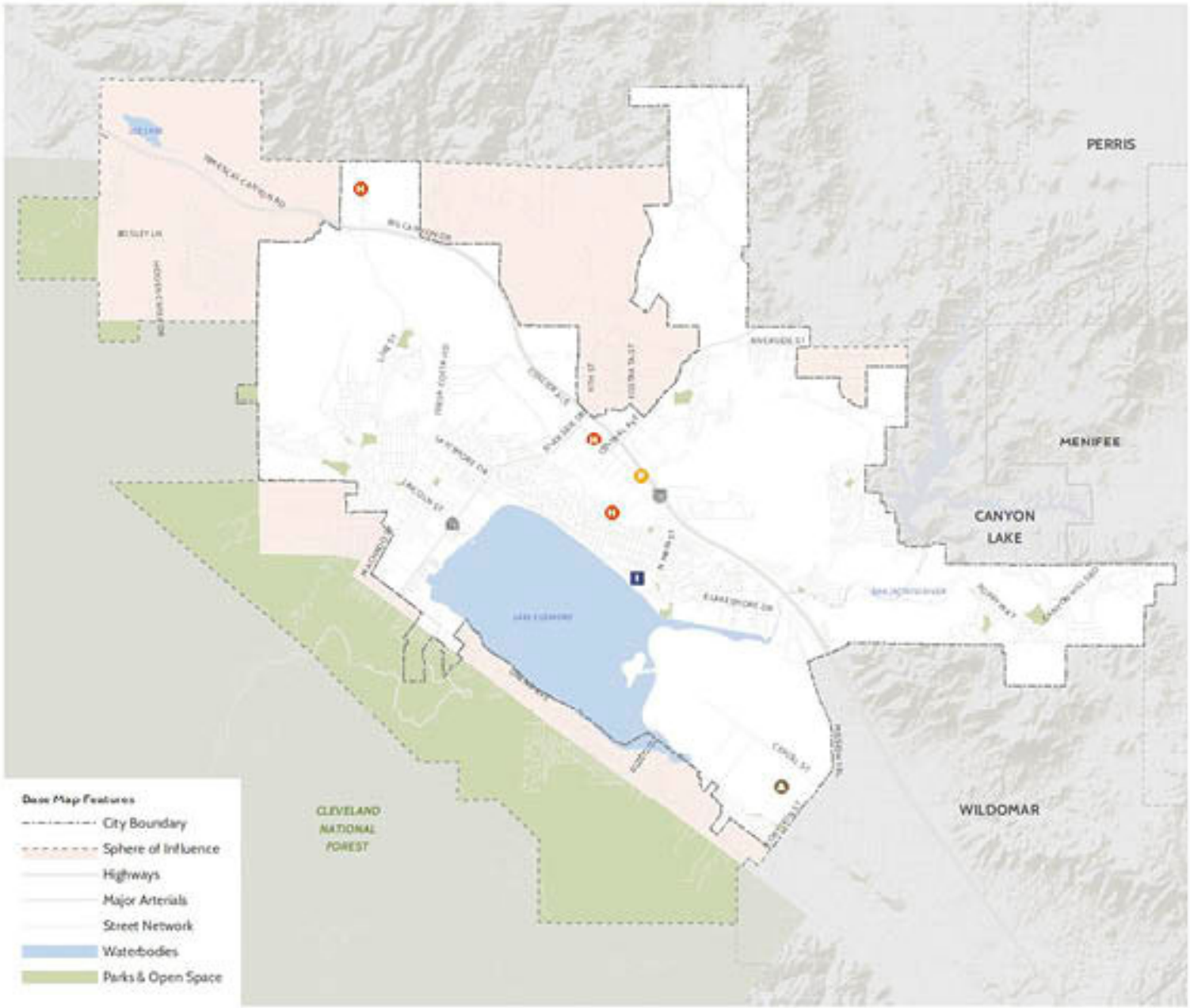


Exhibit 4.9-2 Pollution Sites

Airport Hazards

There are no publicly owned airports in the City or its Sphere of Influence. The closest public airports to the City are the Perris Valley Airport located approximately 4 miles northeast of the City's SOI and the French Valley Airport located approximately 8 miles southeast of the City's SOI. The Skylark Field Airport (CA89) is a privately owned general aviation airport on 73.1 acres located in the East Lake District south of the lake. It is home to Skydive Elsinore, the oldest and longest running parachute drop zone in North America and one of Lake Elsinore's main recreational attractions.

Emergency Plans and Evacuation Routes

Lake Elsinore is bounded by the Elsinore Mountains of the Santa Ana Mountain Range to the southwest and the Temescal Mountains to the north. The steep terrain and dense natural vegetation present wildland fires and slope failure hazards. Multiple areas throughout Lake Elsinore also experience routine flooding during heavy rain events that overwhelm the City's storm drainage system. Each of these hazards are expected to increase in severity with climate change. For this reason, the City understands that comprehensive planning within the context of safety must address both public safety and environmental conditions such as potential earthquakes, wildfires, floods, and the presence of hazardous materials. Public safety responsibilities continue to evolve to address changing conditions.

The City's General Plan includes preventative measures and emergency preparedness to reduce the negative effects of these ongoing risks. The goal of the General Plan is to maintain a healthy and safe physical environment and ensuring community welfare through access to effective and efficient high-quality public services and safe transportation routes when evacuation is needed. Under AB 747, Lake Elsinore is required to include an evacuation route assessment for capacity, safety, and viability under a range of emergency scenarios.

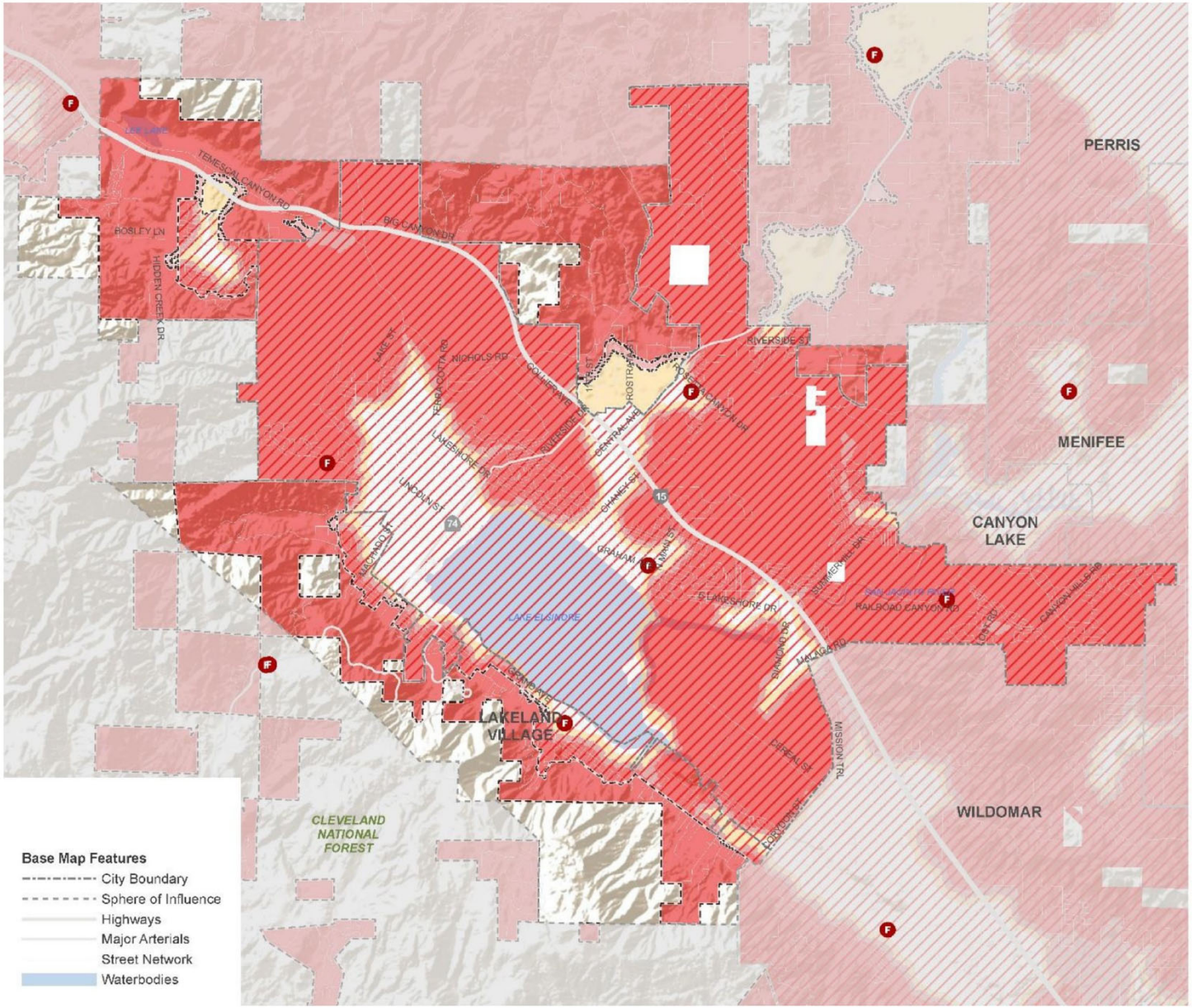
Wildfire Hazards

While the Elsinore Mountains of the Santa Ana Mountain Range and surrounding hills frame Lake Elsinore's picturesque backdrop, they also facilitate wildfire hazard risks. Wildfires are an ever-present concern in the adjacent mountain ranges and steep terrain—especially considering much of the areas to the southwest, west, and northwest of the SOI are fueled by vegetative shrub and chaparral overgrowth. Risk is further elevated by high temperatures, occasional Santa Ana winds, and periodic high velocity winds through the valley and steep canyons that form a natural wind funnel. In the past decade, one notable fire has occurred within the Planning Area, and seven others have been documented in the area since 1984. In August 2018, the Holy Fire burned 92 square miles in the Cleveland National Forest, impacting approximately 160 buildings in Lake Elsinore.

The majority of the Planning Area is designated "Very High Fire Hazard Severity Zones" (VHFHSZs) by Riverside County and the California Department of Forestry and Fire Protection (CAL FIRE) as depicted in Exhibit 4.9-3. Developments within the zone are required to prepare Fire Protection Plans. Lake Elsinore contracts fire services with the Riverside County Fire Department and CAL FIRE, providing a full range of fire protection services including fire prevention, suppression, and emergency medical response. The Riverside County Fire Department provides firefighting services to Lake Elsinore's portion of the Local Responsibility Area (LRA) while CAL FIRE is the primary emergency response agency responsible for lands within State Responsibility Areas (SRA)(Calfire 2025).

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Wildfire Hazards



Prepared by MIG, October 2025
Source: County of Riverside, State of California

Miles
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EIR Considerations for Hazards and Hazardous Materials

Hazardous Materials. Pollution sources and hazardous waste facilities are generally clustered around the City's Business District and along I-15, which is typical of land use planning practices. The City has generally been able to provide good separation between industrial uses and sensitive uses such as schools and residences. As the City continues to develop, particularly in the Business and Downtown District, the General Plan will employ land use planning practices to mitigate negative environmental impacts on the health of current and future residents. The City will continue to coordinate with local industrial businesses to mitigate environmental impacts and ensure continued compliance with state and federal environmental regulations regarding hazardous materials.

Other Hazards. The City updated its Local Hazard Mitigation Plan in 2017. However, the document did not address the heightened risk of natural hazards such as flooding and wildfires associated with climate change in the coming years.

The Planning Area lies on an active fault line in a seismically active region. Earthquakes and the effects of seismically induced landslides and liquefaction threaten human safety, public infrastructure, and older buildings. See 4.7, *Geology and Soils*.

Winter storm flooding is the most frequently occurring natural hazard in the City and SOI since 2000. Flooding inundation from the Railroad Canyon Dam is possible if there were a catastrophic break in the dam. If that were to occur, properties along the shore of Lake Elsinore and in the East Lake District would be susceptible to flooding. These issues are addressed in detail in Section 4.10, *Hydrology and Water Quality*.

Much of the Planning Area is located within "Very High Fire Hazard Severity Zones," which will require State, regional, local, and tribal coordination for best practices in wildfire mitigation and resiliency. This issue is addressed in detail in Section 4.15, *Public Services (Fire Protection)* and Section 4.20, *Wildfire*.

4.9.2 REGULATORY FRAMEWORK

Federal

U.S. Environmental Protection Agency (EPA)

Regulates chemical and hazardous materials use, storage, treatment, handling, transport, and disposal practices; protects workers and the community (along with CalOSHA, see below) and integrating the Federal Clean Water Act and Clean Air Act into California Legislation.

Comprehensive Environmental Response, Compensation and Liability Act (CERCLA)

Adopted in 1980, CERCLA was developed to remove contamination of water, air, and land resources from past chemical disposal practices. Also known as the "Superfund Act," CERCLA contains a list of sites referred to as Superfund sites, where there is an imminent threat to human health. CERCLA collects taxes from the chemical and petroleum industries to clean abandoned or uncontrolled hazardous sites using short term and long-term responses techniques.

The Resources Conservation and Recovery Act (RCRA)

The RCRA regulates hazardous wastes from a 'cradle-to-grave' approach, meaning that all hazardous wastes are tracked and strictly regulated from generation to disposal, and waste

generators are required to report use or transport of hazardous wastes to the EPA. Hazardous waste generators range from small producers such as dry cleaners and automobile repair facilities to larger producers such as hospitals and manufacturing operations. The EPA categorizes Small Quantity Generators (SQG) as those facilities that produce between 220.5 and 2,205 pounds ((i.e., 100 and 1,000 kilograms) of hazardous waste per month. Facilities producing less than 220.5 pounds of hazardous waste per month are not subject to RCRA. Large Quantity Generators (LQG) produce 2,205 pounds or more hazardous waste per month. LQG and SQG facilities are subject to the storage and transportation requirements of RCRA.

The Federal Emergency Planning and Community Right-To-Know Act (EPCRA)

The EPCRA was enacted to inform communities and residents of chemical hazards in their area, this Act requires the US EPA maintain and publish a list of toxic chemical releases, known as the Toxic Release Inventory (TRI). Facilities required to report include industrial uses that manufacture, process, or use significant amounts of chemicals. Reporting includes types and amounts of chemicals that are released each year into the air, water, and land or transferred off-site. Listing as a TRI facility doesn't necessarily mean that releases are harmful to humans or the environment.

Federal Occupational Safety and Health Administration (OSHA)

OSHA establishes and enforces Federal regulations related to health and safety of workers exposed to toxic and hazardous materials. OSHA also sets health and safety guidelines for construction activities and manufacturing facility operations.

U.S. Department of Transportation (DOT)

The DOT regulates the shipment of hazardous material. DOT also administers the Hazardous Materials Transportation Uniform Safety Act (HMTUSA) to clarify conflicting state, local, and federal regulations. HMTUSA requires the Secretary of Transportation to promulgate regulations for the safe transport of hazardous material in intrastate, interstate, and foreign commerce. The Secretary also retains authority to designate materials as hazardous (along with EPA) when they pose unreasonable risks to health, safety, or property.

Standardized Emergency Management System (SEMS)

According to the State's SEMS, local agencies have primary authority regarding rescue and treatment of casualties and making decisions regarding protective actions for the community. When a major incident occurs, the first few moments are critical in terms of reducing loss of life and property. First responders must be sufficiently trained to understand the nature and the gravity of the event to minimize the confusion that inevitably follows catastrophic situations. This on-scene authority rests with the local emergency services organization and the incident commander.

State

California Occupational Safety and Health Administration (CalOSHA)

CALOSHA is responsible for promulgating and enforcing State health and safety standards and implementing Federal OSHA Laws. For example, CalOSHA's regulatory scope includes provisions to minimize the potential for release of asbestos and lead during construction and demolition activities.

California Environmental Protection Agency (Cal EPA)

The Cal EPA implements and enforces a statewide hazardous materials program known as the Certified Unified Program Agency (CUPA) established by Senate Bill 1802 to enable counties and local government to enforce the administrative requirements, permits, inspections, and enforcement activities for the following environmental and emergency management programs for hazardous materials:

- Hazardous Materials Release Response Plans and Inventories (Business Plans)
- California Accidental Release Prevention Program
- Underground Storage Tank Program
- Aboveground Petroleum Storage Act Requirements for Spill Prevention, Control, and Countermeasure Plans
- Hazardous Waste Generator and On-site Hazardous Waste Treatment Programs
- California Uniform Fire Code, Hazardous Materials Management Plans, and Hazardous Material Inventory Statements

CUPAs are accountable for carrying out responsibilities previously handled by approximately 1,300 different state and local agencies.

CalEPA Office of Emergency Services (CalEPA/OES)

Cal/EPA establishes regulations governing the use of hazardous materials in the State to protect air, water, and soil. OES coordinates State and local agencies and resources for educating, planning, and warning citizens of hazardous materials and related emergencies, including organized response efforts in case of emergencies.

CALFIRE, Office of the State Fire Marshal (CAL FIRE-OSFM)

The Office of the State Fire Marshal evaluates and provides technical assistance for the Hazardous Material Management Plan (HMMP), the Hazardous Materials Inventory Statement (HMIS) and the Aboveground Petroleum Storage Act (APSA) Programs. The HMMP and HMIS Program are closely tied to the Business Plan Program.

California Fire Code

The City has adopted the 2022 California Fire Code, with amendments to address specific local conditions and needs. These provisions include construction standards and fire hydrant requirements, road widths and configurations designed to accommodate the passage of fire trucks and engines, and requirements for minimum fire flow rates for water mains, specifications for exterior materials and construction methods for structures located in the wildland-urban interface (WUI). These regulations pertain to any new building located within a Local Agency 'Very High Fire Hazard Severity Zone' or within a State Responsible 'Moderate', 'High', or 'Very High Fire Hazard Severity Zone'.

California Hazardous Waste Control Law

The California Hazardous Waste Control Law is administered by the California EPA to regulate hazardous wastes. Although the Hazardous Waste Control Law is generally more stringent than RCRA, until the federal EPA approves the California Hazardous Waste Control Program (which is charged with regulating the generation, treatment, storage, and disposal of hazardous waste),

both the state and federal laws apply in California. The Hazardous Waste Control Law lists 791 chemicals and approximately 300 common materials that may be hazardous; establishes criteria for identifying, packaging, and labeling hazardous wastes; prescribes management controls; establishes permit requirements for treatment, storage, disposal, and transportation; and identifies some wastes that cannot be disposed of in landfills. The California Code of Regulations (CCR) 22 CCR Section 66261.10 provides that waste has "hazardous" characteristics if it has the following effects: [a](1) a waste that exhibits the characteristics may: (A) cause, or significantly contribute to, an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness; or (B) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported, or disposed or otherwise managed.

According to 22 CCR (Article 11, Chapter 3), substances having a characteristic of toxicity, ignitability, corrosivity, or reactivity are considered hazardous waste. Hazardous wastes are hazardous substances that no longer have a practical use, such as material that has been abandoned, discarded, spilled, contaminated, or are being stored prior to proper disposal. Toxic substances may cause short-term or long-lasting health effects, ranging from temporary effects to permanent disability or death. For example, toxic substances can cause eye or skin irritation, disorientation, headache, nausea, allergic reactions, acute poisoning, chronic illness, or other adverse health effects if human exposure exceeds certain levels (the level depends on the substance involved). Carcinogens (substances known to cause cancer) are a special class of toxic substances. Examples of toxic substances include most heavy metals, pesticides, and benzene (a carcinogenic component of gasoline). Ignitable substances (e.g., gasoline, hexane, and natural gas) are hazardous because of their flammable properties. Corrosive substances (e.g., strong acids and bases such as sulfuric (battery) acid or lye) are chemically active and can damage other materials or cause severe burns upon contact. Reactive substances (e.g., explosives, pressurized canisters, and pure sodium metal, which reacts violently with water) may cause explosions or generate gases or fumes.

Other types of hazardous materials include radioactive and biohazardous materials. Radioactive materials and wastes contain radioisotopes, which are atoms with unstable nuclei that emit ionizing radiation to increase their stability. Radioactive waste mixed with chemical hazardous waste is referred to as "mixed wastes." Biohazardous materials and wastes include anything derived from living organisms. They may be contaminated with disease-causing agents, such as bacteria or viruses (22 CCR 66251.1 et seq.).

California Department of Toxic Substances Control (DTSC)

DTSC regulates hazardous substances and wastes, oversees remedial investigations, protects drinking water from toxic contamination, and warns the public that could potentially be exposed to listed carcinogens. DTSC evaluates and provides technical assistance for the Hazardous Waste Generator Program, including Onsite Treatment (Tiered Permitting) and the Resource Conservation Recovery Act (RCRA). In addition, EnviroStor is DTSC's data management system for tracking cleanup, permitting, enforcement and investigation efforts at hazardous waste facilities and sites with known contamination or sites where there may be reasons to investigate further. There are no open investigations in the Planning Area (DTSC EnviroStor).

Underground Tank Regulations

Title 23, Division 3, Chapter 16 (Underground Tank Regulations) of the California Code of Regulations identifies the regulations applicable to new and existing underground storage tanks. These regulations establish monitoring, maintenance, reporting, abatement, and closure procedures for all underground storage tanks in the state. These regulations are administered by the Santa Ana Regional Water Quality Control Board.

California Highway Patrol (CHP)

The CHP has primary regulatory responsibility for oversight of the transportation of hazardous wastes and materials.

Cortese List

California Government Code Section 65962.5 established the "Cortese List", which requires state agencies to compile a list of all properties affected by hazardous waste and develop a framework for how they will continue to be monitored and addressed by the State. A site's presence on the list has bearing on the local permitting process as well as on compliance with the California Environmental Quality Act (CEQA).

California Porter Cologne Water Quality Control Act

Division 7 of the California Water Code (Water Code) identifies the enforcement and implementation rights of the Regional Water Quality Control Board to remedy discharges to surface waters or groundwater that would or could violate water quality standards. Standard remedies include issuance of Cease-and-Desist Orders and cleanup and abatement procedures.

Code of Regulations Title 22

Title 22 of the California Code of Regulations contains all applicable State and Federal laws governing hazardous wastes in the State. Title 22 is more stringent and broader in its coverage of wastes than Federal law. Chapter 51 (Site Remediation) identifies the minimum standards of performance for site investigations and response actions performed by the private sector in site cleanup efforts.

Hazardous waste is any waste with properties that make it potentially dangerous or harmful to human health or the environment. Hazardous waste is defined in one of two ways. Waste is considered hazardous if it appears on one of the five lists created pursuant to the Federal Resource Conservation Recovery Act (RCRA). The lists are known as the F-, K-, P-/U-, and M-lists and reflect non-specific source waste, source-specific waste, discarded commercial chemical products, discarded mercury-containing products, respectively. A waste may also be categorized as hazardous if it exhibits one of the four characteristics of hazardous materials: ignitibility, corrosivity, reactivity, and toxicity. Because of its toxicity, solid wastes containing certain levels of lead are considered hazardous and must be handled, transported, and disposed of in accordance with Federal and State law. In California, two thresholds have been established by State regulation to determine if a waste is hazardous due to its lead content. The Total Threshold Limit Concentration (TTLC) establishes a threshold of 1,000 milligrams (mg) of lead per one kilogram (kG) of waste. The Soluble Threshold Limit Concentration (STLC) establishes a threshold of 5 mg of lead per liter (L) of waste extract solution. Hazardous Waste must be disposed of at Class I landfills that are specifically designed to accept hazardous waste, such as the Kettleman Hills Landfill in Kettleman City in Kings County.

California Asbestos Standards in Construction

The California Division of Occupational Safety and Health (Cal/OSHA) enforces the California Asbestos Standards in Construction (8 CCR Section 1529). These standards regulate exposure to asbestos in all construction work including demolition of structures. These regulations establish entry and exit procedures after working in asbestos contaminated areas and establish specific control measures designed to protect workers depending on the type of asbestos they are handling. Such procedures include minimum air circulations, use of respirators, wetting of materials, clothing laundering, construction and demolition equipment requirements, and

shielding specifications. Notification procedures are also in place that require building owner and employee noticing as well as external and internal hazard signage. All asbestos workers are required to complete training programs and register as an asbestos contractor, depending on the type of asbestos being removed. Medical examination requirements are also required to monitor worker health, generally on an annual basis.

California Construction Safety Orders for Lead

Title 8, Section 1532.2 (Lead) of the California Code of Regulations establishes the requirements for any construction worker who may be exposed to lead during demolition or salvage, removal or encapsulation, new construction, and cleanup activities. The construction safety orders establish an action level of 30 micrograms of lead per cubic meter ($\mu g/cm^3$) of air calculated over an 8-hour time-weighted average without regard for the use of a respirator, meaning this is the limit where safety protocols must be initiated, such as use of a respirator. Under no circumstance may a worker be exposed to 50 $\mu g/cm^3$ over an 8-hour weighted period. These regulations require implementation of engineering and work practice controls such as respiratory protection, protective clothing, housekeeping, hygiene practices, and signage requirements to meet worker exposure limits. Medical monitoring and training requirements are also identified.

Assembly Bill 2948

In response to the growing statewide concern of hazardous waste management, State Assembly Bill 2948 (Tanner 1986) enacted legislation authorizing local governments to develop comprehensive hazardous waste management plans. The intent of each plan is to ensure that adequate treatment and disposal capacity is available to manage the hazardous wastes generated within its jurisdiction.

Hazardous Materials Business Plan (CERS Annual Submittal)

In 1986, the California Governor's Office of Emergency Services (Cal OES) established the Hazardous Materials Business Plan (HMBP) Program, which prevents or minimizes damage to the public and the environment from a release of hazardous materials. Under the Program, California businesses that handle hazardous materials were required to submit an HMBP each year. Assembly Bill 1429, which was passed on July 9, 2019, would require a business with a facility that is not required to submit Tier II information pursuant to the above-mentioned federal provision and is not subject to the provisions governing those aboveground storage tanks to submit its business plan once every three years, instead of annually. However, the County requires all hazardous materials handlers operating under the jurisdiction of Riverside County must electronically certify, or submit an updated HMBP, including the hazardous materials inventory, site map, contingency plan, and the employee training plan information via the Statewide information management system which is also known as the California Environmental Reporting System (CERS).

Emergency Services Act

Under the Emergency Services Act, the State of California developed an Emergency Response Plan to coordinate emergency services provided by federal, state, and local agencies. Rapid response to incidents involving hazardous materials or hazardous waste is an integral part of the plan, which is administered but the Governor's Office of Emergency Services. The Office of Emergency Services coordinates the responses of other agencies, including the EPA, California Highway Patrol, Regional Water Quality Control Boards, Air Quality Management Districts, and county disaster response offices.

The Emergency Planning Community Right-to-Know Act

The Emergency Planning Community Right-to-Know Act requires facilities to disclose to the State and Local Emergency Planning Committee the quantities and type of toxic chemicals stored. To avoid multiple reports to various agencies, the California Health and Safety Code requires notification of chemical inventories to the Administering Agency which is DTSC. Notification of chemical inventory is accomplished through completion of a Hazardous Materials Business Plan and inventory.

Regional

Regional Water Quality Control Board (RWQCB)

One of nine regional boards in the State, the Santa Ana Regional Water Quality Control Board (RWQCB) protects surface and groundwater quality from pollutants discharged or threatened to be discharged to the waters of the State. The RWQCB issues and enforces National Pollutant Discharge Elimination System (NPDES) permits and regulates leaking underground storage tanks and other sources of groundwater contamination.

South Coast Air Quality Management District (SCAQMD)

The SCAQMD regulates the demolition of buildings and structures that may contain asbestos and lead-based paint. The SCAQMD is vested with the authority to regulate airborne pollutants through both inspection and law enforcement and is to be notified 10 days in advance of any proposed demolition or abatement work.

South Coast Air Quality Management District Rule 1403

Rule 1403 (Asbestos Emissions from Demolition/Renovation Activities) specifies work practices to limit asbestos emissions from building demolition and renovation activities including the removal and disturbance of asbestos containing material (ACM). This rule is generally designed to protect uses surrounding demolition or renovation activities from exposure to asbestos emissions. Rule 1403 requires of any facility being demolished or renovated for the presence of all friable and Class I and Class II non-friable ACM. Rule 1403 also establishes notification procedures, removal procedures, handling operations, and warning label requirements.

Environmental Site Assessment (ESA) Procedures

A Phase I ESA is the initial investigation phase of a process established by the American Society for Testing and Materials Standards (ASTM), as adequate due diligence by new purchasers of properties or their lenders prior to site development. Phase I ESAs must be completed prior to property development by private parties to establish that the buyer has exercised due diligence in purchasing the site. If a Phase I ESA indicates evidence of site contamination, a Phase II ESA would be required prior to site development. The Phase II ESA includes collection of original samples of soil, groundwater, or building materials to measure and analyze quantities of various contaminants. The most frequent substances tested for are petroleum hydrocarbons, heavy metals, pesticides, solvents, asbestos, and mold. Appropriate cleanup levels for each contaminant, based on current and planned land use, would be determined in accordance with professional procedures adopted by the lead agency (e.g., DTSC, RWQCB, SCAQMD, CUPA).

Regional/County

Local Hazard Mitigation Plan

The County updated its Local Hazard Mitigation Plan (LHMP) to reduce or eliminate long-term risks to the community including earthquakes, pandemic flu, and wildland fires. This plan is required by the Disaster Mitigation Act of 2000 to be eligible for various federally funded grants and post-disaster assistance. The plan reduces the impact of a disaster by identifying hazards and developing ways to decrease their impact. Risk assessments rate hazards with the greatest potential impact to the community. In addition, long-term prevention or protection steps are developed to lessen the impact of the hazard. This plan creates awareness of hazards, threats, and vulnerabilities within the community, and paves a path forward for jurisdictions to prepare for local disasters.

Hazardous Waste Management Plan

The County Hazardous Waste Management Plan (HWMP) is a comprehensive document that outlines the county's approach to managing hazardous waste. It includes goals and policies, a summary of integrated waste management issues faced by the county, and steps needed to implement programs among the county's jurisdictions to meet and maintain the 50% diversion mandates. The plan also includes the Countywide Siting Element, which demonstrates that there are at least 15 years of remaining disposal capacity to serve all the jurisdictions within the county.

County Certified Unified Program Agency (CUPA)

The Riverside County Department of Environmental Health is a CUPA under the state that administers the following programs within the County; the Hazardous Waste Generator Program, the Hazardous Materials Release Response Plans and Inventory Program, the California Accidental Release Prevention Program (Cal-ARP), the Aboveground Storage Tank Program and the Underground Storage Tank Program. CUPAs and Program Agencies (PAs) throughout the state created a partnership and formed the California CUPA Forum. State agency partners involved in the implementation of the Unified Program are responsible for setting program element standards, working with CalEPA to ensure program consistency and providing technical assistance to CUPAs and PAs.

Local

Lake Elsinore General Plan

The Public Safety, Noise, and Air Quality Element of the General Plan outlines the goals and policies the City will follow to protect its citizens, residences, workers, and businesses from various hazards and risks. All of the goals and policies of the General Plan are shown in Draft EIR Appendix A. The goals and policies applicable to hazardous materials, airport-related risks, evacuation, and wildfires are evaluated in Section 4.9.4 below.

Natural Hazards Mitigation Plan

The City recently updated its Natural Hazards Mitigation Plan (NHMP) in 2023. The NHMP was originally prepared in response to the Disaster Mitigation Act of 2000, as required by the Federal Emergency Management Agency (called a Local Hazard Mitigation Plan in the federal law). This law requires local governments to prepare a plan that identifies potential hazards, losses, mitigation needs, goals, and strategies. The City's NHMP supplements the City's comprehensive Emergency Operations Plan (EOP).

Local Hazards Mitigation Plan

The purpose of this local hazard mitigation plan is to identify the City's hazards, review and assess past disaster occurrences, estimate the probability of future occurrences and set goals to mitigate potential risks to reduce or eliminate long-term risks to people and property from natural and man-made hazards. The plan was prepared pursuant to the requirements of the Disaster Mitigation Act of 2000 to achieve eligibility and potentially secure mitigation funding through Federal Emergency Management Agency (FEMA) Flood Mitigation Assistance, Pre-Disaster Mitigation, and Hazard Mitigation Grant Programs. The City of Lake Elsinore's continual efforts to maintain a disaster-mitigation strategy is ongoing. Our goal is to develop and maintain an all-inclusive plan to include all jurisdictions, special districts, businesses, and community organizations to promote consistency, continuity, and unification.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) contains the following chapters that deal with collection, storage, or disposal of hazardous materials:

- Chapter 8.18: Nuisance Abatement;
- Chapter 8.56: Prohibiting Storage of Hazardous Substances and Materials;
- Chapter 14.08: Stormwater/Urban Runoff Management and Discharge Controls;
- Chapter 15.56: Fire Code;
- Chapter 15.64: Flood Damage Prevention;
- Chapter 14.12: Construction and Demolition Waste Management; and
- Chapter 14.140: M-2 General Manufacturing District.

4.9.3 SIGNIFICANCE THRESHOLDS

Per the CEQA Guidelines, Appendix G, Environmental Checklist, implementation of the Project would have a significant impact related to hazards and hazardous materials if it would:

A. Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials;

B. Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment;

C. Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school;

D. Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment;

E. For projects located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard or excessive noise for people residing or working in the project area;

F. Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan;

G. Expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires; or

H. Cause substantial adverse cumulative impacts with respect to hazards and hazardous materials.

4.9.4 IMPACTS AND MITIGATION MEASURES

Transport, Use, and Disposal Hazards

Impact HAZMAT-1 – Would the Project create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?

Analysis of Impacts

Construction Impacts

Implementation of the proposed General Plan Update (GPU) would result in an increase in residential dwelling units and non-residential square footage within the Planning Area. Construction associated with implementation of the GPU would likely involve the use and disposal of chemical agents, solvents, paints, and other hazardous materials associated with construction activities on individual development sites. The amount of these chemicals present on any give site during construction would likely be limited, would comply with existing government regulations, and would not be considered a significant environmental hazard with proper regulatory compliance.

Operation Impacts

Hazardous materials associated with new residential, commercial, and other land uses and public works could include, for example, liquid chemical products (e.g., household cleaners, used motor oil, building maintenance supplies, paints and solvents, pesticides, or other similar materials). For individual development sites (except for industrial projects), the quantity and type of such products would be relatively limited and not generate significant hazardous emissions or involve the use of acutely hazardous materials that could pose a significant threat to the environment.

Industrial projects, especially those in the M-2 (industrial) zone, have the potential to store, handle, or transport a variety of chemicals and materials that may be flammable, explosive, or poisonous through various types of contact. Per County regulations, all businesses that handle, store, transport, or utilize hazardous materials must prepare a process a Business Plan through the County Public Health and Fire Departments so responsible agencies are aware of what hazardous chemicals or materials are located on which properties in the County.

The SARI line generally bisects the City in a northwest–southeast direction. The line is already completed and operating in this area and there are no plans for expansion in the City or SOI. The increase in commercial or industrial development under the GPU could increase discharge into the line, but no expansions of the line are planned. Any commercial or industrial operations that need to discharge to the line will coordinate permit fees with SAWPA. New development on or adjacent to the SARI line requiring extensive subsurface components or containing sensitive land uses such as schools should be evaluated on a project-by-project basis to determine impacts should an accident occur. This potentially significant impact is addressed by Mitigation Measure MM-HAZ-1.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element has a Hazardous Materials/Waste and Air/Water Pollution section and Goal 5 is that “a high level of comfort that residents, businesses, and habitats have minimal exposure to hazardous materials and their deleterious effects”. It has the following five policies to help protect the public from hazardous materials:

PSNAQ-32: Reduce the potential for hazardous materials and waste exposure to community members, visitors, and employees.

PSNAQ-33: Minimize risks to human health from hazardous materials exposures and releases; remediate hazards.

PSNAQ-34: Ensure commercial and industrial uses that use, store, and/or transport hazardous materials are appropriately buffered and minimize risks to sensitive uses.

PSNAQ-35: Promote proper collection, handling, recycling, reuse, treatment, and long-term disposal of hazardous waste from households, businesses, and government operations.

Policy PSNAQ-36: Protect natural resources, including groundwater, from hazardous materials and waste materials contamination.

In addition, the GPU has the following Implementation Programs (PRO) that will help achieve the intent of this goal and its policies:

PRO-PSNAQ-42. Critically review commercial and industrial uses that involve the use, storage, and transport of hazardous materials to determine the need for buffer zones or setbacks to minimize risks to homes, schools, community centers, hospitals, and other sensitive uses.

PRO-PSNAQ-43. Restrict future siting of businesses—including hazardous waste repositories, incinerators, or other hazardous waste disposal facilities—that use, store, process, or dispose of large quantities of hazardous materials or wastes in areas subject to seismic fault rupture or significant ground shaking.

PRO-PSNAQ-45: Require that fire and emergency personnel can easily access routes needed for response to spill incidents.

PRO-PSNAQ-46: Inventory brownfield sites and identify necessary measures to remediate.

PRO-PSNAQ-47: Seek funding and technical assistance to facilitate brownfield redevelopment, including federal tax incentives for brownfield sites, Department of Toxic Substances Control (DTSC) Revolving Loan Fund Program, Cleanup Loans and Environmental Assistance to Neighborhoods Loan Program, Brownfields Tax Incentives, and the U.S. Environmental Protection Agency brownfields grant and loan programs.

PRO-PSNAQ-48. Where applicable, ensure regional and local routes for transportation of hazardous materials and waste are adequately marked and unsafe conditions are adequately addressed, where feasible.

PRO-PSNAQ-50. Continue to require that hazardous materials used in business and industry be used, handled, transported, and stored in accordance with federal, State, and local regulations.

PRO-PSNAQ-51. Ensure adequate capacity and safeguards on transportation routes used to transport hazardous materials to prevent or minimize impacts from accidental release.

PRO-PSNAQ-57. Consult with State, federal, and Riverside County agencies to develop and promote best practices related to the use, storage, transportation, and disposal of hazardous materials.

These programs will allow the City to provide adequate protection for its citizens and businesses from potential risks of exposure to hazardous materials. Future commercial or industrial development within the Planning Area could involve the storage, use and disposal of potentially hazardous materials, including building maintenance supplies, paints and solvents, pesticides and herbicides for landscaping and pest control, vehicle maintenance products, and similar substances. The City will require all new development to follow applicable regulations and guidelines regarding the storage, handling and disposal of hazardous waste. In addition, all hazardous materials are required to be stored and handled according to manufacturer's directions and local, state, and federal regulations.

It should also be noted that Phase I Environmental Site Assessments (ESAs) that are typically prepared for development of vacant or previously developed sites must now also address potential impacts related to Per- and polyfluoroalkyl substances (PFAS) and Perfluorooctanoic acid (PFOA) which are considered “forever chemicals” because they move through soils and bioaccumulate in fish and wildlife which are then eaten by humans.

The City also has a variety of Standard Conditions of Approval (COAs) that address various hazards and hazardous material issues as follows:

Residential

R-119: Coordinate development with the Lake Elsinore Fire Protection Planning Office
R-121-122: Fire hydrant requirements
R-123: Development in hazardous fire areas
R-124: Fuel modification plans required in high fire risk areas
R-129 to R-133: Building requirements for fire safety

Commercial/Industrial

C/I-54 to -57: Meet flood plain requirements if necessary
C/I-107: Certification for businesses that use hazardous materials
C/I-119 to -134: City Fire Marshal requirements

With implementation of Mitigation Measure MM-HAZ-1, potential impacts related to the SARI line would be reduced to less than significant levels.

Summary and Conclusions. Given the existing federal, State, and local hazardous materials regulations already in place as well as the application of the GPU policies and implementation programs listed above, and Mitigation Measure MM-HAZ-1, the proposed GPU’s potential threat to public health and safety and the environment from hazardous materials transport, storage, use, and disposal would be less than significant.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

MM-HAZ-1: Santa Ana Regional Interceptor. New development on or adjacent to the Santa Ana Regional Interceptor (SARI) line requiring extensive subsurface components or containing sensitive land uses such as schools must be evaluated on a project-by-project basis to determine

the potential for impacts if an accident occurs and identify site-specific design or actions to prevent any significant impacts to local structures or residents.

Level of Significance After Mitigation

Less than significant.

Hazardous Materials

Impact HAZMAT-2 – Would the Project create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?

Analysis of Impacts

Construction

As shown in Tables 4.9-1 and 4.9-2, the Planning Area contains 189 waste handling and generating facilities and six hazardous materials releases have been reported within the Planning Area in recent years. Additionally, there may potentially be other unreported releases within or in areas adjacent to the Planning Area. It is possible that contaminants in soil or groundwater could expose future construction workers, residents, workers or other members of the public to potential hazards. However, the potential for soil contamination would be addressed through the continued application of General Plan Safety Element Policies that address and resolve underground contamination through the City Planning Division's Site Plan and Environmental Review processes, and the Building and Safety Division's Building Permit Issuance process

Agricultural Chemicals

The Planning Area has supported a number of agricultural activities in the past, some of which involved the application of various chemicals to control pests or promote growth. It is possible some of these materials remain in surficial soils to this day. Development of vacant land that was used for agriculture in the past would need to be surveyed to determine if harmful chemicals or other materials remain in the soil at levels above acceptable limits determined by regulatory agencies.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element has a Hazardous Materials/Waste and Air/Water Pollution section and Goal 5 is that "a high level of comfort that residents, businesses, and habitats have minimal exposure to hazardous materials and their deleterious effects". It has the following five policies to help protect the public from hazardous materials:

PSNAQ-32: Reduce the potential for hazardous materials and waste exposure to community members, visitors, and employees.

PSNAQ-33: Minimize risks to human health from hazardous materials exposures and releases; remediate hazards.

PSNAQ-34: Ensure commercial and industrial uses that use, store, and/or transport hazardous materials are appropriately buffered and minimize risks to sensitive uses.

PSNAQ-35: Promote proper collection, handling, recycling, reuse, treatment, and long-term disposal of hazardous waste from households, businesses, and government operations.

Policy PSNAQ-36: Protect natural resources, including groundwater, from hazardous materials and waste materials contamination.

In addition, the GPU has the following Implementation Programs (PRO) that will help achieve the intent of this goal and its policies:

PRO-PSNAQ-42. Critically review commercial and industrial uses that involve the use, storage, and transport of hazardous materials to determine the need for buffer zones or setbacks to minimize risks to homes, schools, community centers, hospitals, and other sensitive uses.

PRO-PSNAQ-43. Restrict future siting of businesses—including hazardous waste repositories, incinerators, or other hazardous waste disposal facilities—that use, store, process, or dispose of large quantities of hazardous materials or wastes in areas subject to seismic fault rupture or significant ground shaking.

PRO-PSNAQ-45: Require that fire and emergency personnel can easily access routes needed for response to spill incidents.

PRO-PSNAQ-46: Inventory brownfield sites and identify necessary measures to remediate.

PRO-PSNAQ-47: Seek funding and technical assistance to facilitate brownfield redevelopment, including federal tax incentives for brownfield sites, Department of Toxic Substances Control (DTSC) Revolving Loan Fund Program, Cleanup Loans and Environmental Assistance to Neighborhoods Loan Program, Brownfields Tax Incentives, and the U.S. Environmental Protection Agency brownfields grant and loan programs.

PRO-PSNAQ-48. Where applicable, ensure regional and local routes for transportation of hazardous materials and waste are adequately marked and unsafe conditions are adequately addressed, where feasible.

PRO-PSNAQ-50. Continue to require that hazardous materials used in business and industry be used, handled, transported, and stored in accordance with federal, State, and local regulations.

PRO-PSNAQ-51. Ensure adequate capacity and safeguards on transportation routes used to transport hazardous materials to prevent or minimize impacts from accidental release.

PRO-PSNAQ-57. Consult with State, federal, and Riverside County agencies to develop and promote best practices related to the use, storage, transportation, and disposal of hazardous materials.

Demolition of existing structures in the Planning Area would involve removal and disposal of existing building materials. Some older buildings may contain hazardous materials, such as asbestos containing materials or lead based paint. If not properly abated, these materials could negatively impact construction workers or members of the public. The South Coast Air Quality Management District (SCAQMD) regulates the demolition and renovation of buildings and structures that may contain asbestos, and the manufacture of materials known to contain asbestos. The SCAQMD is vested with authority to regulate airborne pollutants through both inspection and law enforcement and is to be notified 10 days in advance of any proposed demolition or abatement work. SCAQMD regulations must always be followed when removing asbestos or demolishing buildings. In addition, the County Fire Department and Department of Environmental Health have jurisdiction over the management of hazardous materials within the County, including the City of Lake Elsinore. See also the discussion regarding PFAS and PFOA “forever chemicals” in Impact HAZ-1 above.

The City also has a variety of Standard Conditions of Approval (COAs) that address hazards and hazardous material issues as shown in Impact HAZMAT-1 above.

Summary and Conclusions. With continued adherence to the requirements of the General Plan Public Safety, Noise, and Air Quality (PSNAQ) Element, standard conditions of approval, recommended mitigation, and compliance with established local, State and federal environmental site assessment procedures; potential risks to human health or the environment due to reasonably foreseeable upset and accident conditions involving the release of hazardous materials would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Emit Hazardous Emissions

Impact HAZMAT-3 – Would the Project emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?

Analysis of Impacts

Operation

There are nine elementary, three middle, one K-8, and four high school level schools within the Planning Area boundaries (Table PS-1, MIG 2024). New development within the Planning Area is expected to be primarily residential and commercial uses; these uses are not expected to emit hazardous materials affecting school sites. Hazardous materials associated with new residential and commercial uses could include, for example, liquid chemical products (e.g., household cleaners, used motor oil, building maintenance supplies, paints and solvents, and pesticides). The limited quantity of such products would not generate significant hazardous air emissions or involve the use of acutely hazardous materials that could pose a significant threat to the environment or human health. Most of the facilities that contain hazardous material are industrial in nature and are largely concentrated in the Business District – the City's industrial and commercial hub. This area does not contain any school facilities so the potential for regular exposure of schools to hazardous materials is relatively low. However, future development plans are regularly reviewed to minimize proximity of facilities that use hazardous materials to schools.

General Plan Analysis

The same goal, policies, and implementation programs identified in Impact HAZMAT-1 and HAZMAT-2 would apply to this issue as well except that the locations of schools (and other sensitive or critical structures) should be taken into account when siting new facilities that deal with hazardous materials. For example, Policy PSNAQ-34 requires the City to "ensure commercial and industrial uses that use, store, and/or transport hazardous materials are appropriately buffered and minimize risks to sensitive uses". In this case sensitive uses includes school facilities.

The City also has a variety of Standard Conditions of Approval (COAs) that address hazards and hazardous material issues as shown in Impact HAZMAT-1 above.

Summary and Conclusions. New development within the Planning Area could use and dispose of chemical agents, solvents, paints, and other hazardous materials associated with construction activities. The amount of these chemicals present during construction would be limited, would comply with existing government regulations, and would not be considered a significant hazard. In addition, individual development applications would be required to undergo a project-specific CEQA review which would include an evaluation of a project's potential impacts on schools. Therefore, impacts would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Hazardous Material Sites

Impact HAZMAT-4 – Would the Project be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?

Analysis of Impacts

Sites included on the list required by Government Code Section 65962.5 include hazardous materials contamination that can be detrimental to human health and the environment. As shown in Table 4.9-2, there are several known "open case" contamination sites within the Planning Area that had contamination requiring mediation. The State's Cortese List Data Resources, as found on the CalEPA website, lists the following data resources that provide information regarding the facilities or sites identified as meeting the "Cortese List" requirements:

- List of Hazardous Waste and Substances sites from Department of Toxic Substances Control (DTSC) EnviroStor database (no sites within Planning Area).
- List of Leaking Underground Storage Tank Sites from the State Water Board's GeoTracker database (lists one active LUST site with 40 closed cases within Planning Area):
    - Marlar's Auto Service, 300 W. Graham Ave., Lake Elsinore (still open on 8-24-23)
- List of Solid Waste Disposal Sites identified by Water Board with waste constituents above hazardous waste levels outside the waste management unit (no sites within Planning Area).
- List of "active" CDO and CAO from Water Board. This list contains many Cease and Desist Orders (CDO) and Cleanup and Abatement Orders (CAO) that do NOT concern the discharge of wastes that are hazardous materials. Many of the listed orders concern, as

example, discharges of domestic sewage, food processing wastes, or sediment that do not contain hazardous materials, but the Water Boards' database does not distinguish between these types of orders. If there is a question about whether a specific order concerns the discharge of wastes that are hazardous materials, please contact the applicable Regional Water Board. Only one site in this database in listed within the Planning Area:

  - Corydon Industrial, 32371 Corydon Road, Lake Elsinore. Clean-up and Abatement Order issued 10/14/2008 (Dredge/Fill Site).

- List of Hazardous Waste Facilities Subject to Corrective Action pursuant to Section 25187.5 of the Health and Safety Code, identified by DTSC (no sites in Planning Area).

General Plan Analysis

At this time there are no known sites on the Cortese list that would be located in the City or SOI under the GPU. However, future commercial and industrial development (especially any heavy industrial uses) will have to disclose this possibility as part of their project-specific CEQA review process. The same goal, policies, and implementation programs identified in Impact HAZMAT-1 and HAZMAT-2 would apply to this issue as well except that any new facility that requested to be sited in the City would have to identify any hazardous materials that were involved in its operation. For example, Policy PSNAQ-34 requires the City to "ensure commercial and industrial uses that use, store, and/or transport hazardous materials are appropriately buffered and minimize risks to sensitive uses".

Summary and Conclusions. If future redevelopment is proposed at any of these contamination sites, potential contamination (if not already remediated) would be addressed through the City's development review requirements in accordance with the General Plan Public Safety, Noise, and Air Quality Element policies and in compliance with applicable state and federal regulations and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Airports

Impact HAZMAT-5 – For projects located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the Project result in a safety hazard or excessive noise for people residing or working in the Project planning area?

Analysis of Impacts

There are no publicly owned airports within two miles of the City or its Sphere of Influence, so there are no General Plan goals or policies to address such facilities. However, the Skylark Field Airport (CA89) is a privately owned general aviation airport in the East Lake District south of the lake. Future development activities within the City or SOI could affect or be affected by activities at the Skylark Airport.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element does not have any specific goals or policies relative to the Skylark Airport but many of its goals and policies deal with preparation, training, and response to various kinds of emergencies or disasters, which could include aircraft crashes and/or fires either on or off of the airport facility.

Summary and Conclusions. The GPU has a number of goals and policies in the PSNAQ Element that deal with preparation, training, and response to various kinds of emergencies or disasters, including those that could involve the Skylark Airport. Therefore, potential impacts would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Impairment of Adopted Response and/or Evacuation Plans

Impact HAZMAT-6 – Would the Project impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?

Analysis of Impacts

As described in the City's Local Hazard Mitigation Plan (LHMP), all major public streets serve as principal evacuation routes including the I-15 Freeway, SR-79, and all major roads and streets (City 2023). However, the plan indicates that those residents that do not have vehicles would be at the highest risk. These principal access routes are all well-maintained and should support an evacuation function. In any disaster warranting evacuation, the exact emergency routes used would depend on several variables, including the type, scope, and location of the incident.

Disaster or emergency incidents may involve earthquakes, landslides, liquefaction, seiche conditions around the lake, flooding, accidents involving hazardous materials, major accidents involving fire and/or explosion, wildfires, urban fires, and severe or prolonged heat events,

General Plan Analysis

Supported by the LHMP, various goals and policies of the Public Safety, Noise, and Air Quality (PSNAQ) Element of the GPU will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City. PSNAQ Goal 1 indicates a "city with strong disaster response systems, equipped to handle extreme heat waves, floods, and other climate-related emergencies, while prioritizing vulnerable populations". The following policies indicate how this goal will be implemented within the Planning Area:

Policy PSNAQ-1: Provide public education to promote community awareness and preparedness for self-action in the event of a major disaster or emergency.

Policy PSNAQ-2: Promote improved inter-jurisdictional consultation and communication regarding disaster preparedness and emergency plans for Lake Elsinore and Riverside County.

Policy PSNAQ-3: Ensure operational readiness of the Emergency Operations Center (EOC) by conducting annual training for staff and maintaining, testing, and updating equipment to meet current standards.

Policy PSNAQ-4: Train and educate public volunteers in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

Policy PSNAQ-5: Integrate land use, public safety, and emergency services planning to promote long-term community resilience.

Policy PSNAQ-6: Provide clear, accessible, and efficient evacuation routes to enhance public safety during emergencies.

Policy PSNAQ-7: Promote the development of a safe urban environment for all residents.

Policy PSNAQ-8: Coordinate with residents, businesses, school districts, and community and neighborhood organizations to develop and expand partnerships to prevent crime, build public trust, and proactively address public safety issues.

In addition, PSNAQ Goal 3 states the City desires a "reduced risk of fire and minimized consequences from fire events services". To support that goal the GPU contains the following policies:

PSNAQ-20: Promote improved inter-jurisdictional consultation and communication regarding: disaster or emergency plans, and seismic safety upgrades of public facilities and infrastructure such as dams, reservoirs, and highway structures.

PSNAQ-21:Partner with neighboring cities, regional agencies, local school districts, local businesses, and community organizations to conduct emergency and disaster preparedness exercises that test operational and emergency response plans.

PSNAQ-22:Ensure operational readiness of the Emergency Operations Center (EOC) by conducting annual training for staff and maintaining, testing, and updating equipment to meet current standards.

PSNAQ-23:Train and educate public volunteers in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

Finally, PSNAQ Goal 4 Lake Elsinore desires a “city with well-organized, easy to execute evacuation protocols that prioritize the safety and wellbeing of all community members during disaster events.” The following policies help assure this goal will be achieved as development occurs in the future under the GPU:

Policies

PSNAQ-24: Reduce the number of vehicles on the road during an emergency evacuation.

PSNAQ-25: Distribute traffic more evenly across routes.

PSNAQ-26: Prepare evacuation centers to meet anticipated demand.

PSNAQ-27: Address the specific needs of individuals with limited access and/or functional needs.

PSNAQ-28: Implement and enforce parking restrictions along critical evacuation routes.

PSNAQ-29: Maintain roadways designated as emergency evacuation routes.

PSNAQ-30: Review and optimize traffic signal timing to maximize capacity during evacuations.

PSNAQ-31: Improve evacuation route wayfinding and implement clear wayfinding and signage to direct traffic.

The GPU also includes the following implementation programs (PRO) to help assure the above-stated goals and their policies are effectively implemented:

PRO-PSNAQ-2. Require developers to provide evacuation routes consistent with the City’s established emergency preparedness and evacuation plans when submitting subdivision development applications.

PRO-PSNAQ-11.Designate safety zones or shelter-in-place locations as potential places of refuge when evacuation routes become blocked.

PRO-PSNAQ-20.Continue to dedicate resources to Community Emergency Response Training (CERT). Offer CERT programming at the neighborhood level to help residents build disaster response skills. Regular evacuation training and reminders for residents to maintain at least 3 to 10 days of emergency supplies would enhance community resilience and readiness for effective evacuations.

PRO-PSNAQ-21.Partner with neighboring cities, regional agencies, local school districts, local businesses, and community organizations to conduct emergency and disaster preparedness exercises that test operational and emergency response plans.

The City also has a variety of Standard Conditions of Approval (COAs) that address hazards and hazardous material issues as shown in Impact HAZMAT-1 above.

Summary and Conclusions. These goals and polices, along with their implementation programs, plus standard conditions of approval will help assure the GPU does not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan. Impacts will be less than significant and no mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Wildland Fires

Impact HAZMAT-7 – Would the Project expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires?

Analysis of Impacts

Generally, the greatest potential for wildfire hazards occurs in areas adjacent to abundant natural vegetation. Several of the foothill and hillside neighborhoods of the Planning Area, along with other communities located in the northern and western portions of the City (see Exhibit 4.9-3), are designated “Very High Fire Hazard Severity Zones” (VHFHSZ) by Riverside County and the State. Developments within this zone are subject to the County’s fuel modification plans. The Riverside County Fire Department provides firefighting services to Lake Elsinore’s portion of the Local Responsibility Area (LRA) while CAL FIRE is the primary emergency response agency responsible for lands within State Responsibility Areas (SRA)(Calfire 2025, MIG 2024).

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element of the GPU contains the following goals and policies relative to wildfires:

Goal 3: Reduced risk of fire and minimized consequences from fire events services.

Policies

PSNAQ-16: Ensure Police and Fire Departments determine and are able to meet community needs for services.

Policy PSNAQ-17: Prevent fires by conducting routine inspections, incorporating fire safety features in new development, and educating the public to take proactive action to minimize fire risks.

Policy PSNAQ-18: Ensure the City has adequate Fire Department resources (fire stations, personnel, and equipment) to meet response time standards, keep pace with growth, and provide a high level of service to the community.

Policy PSNAQ-19: Enforce fire standards and regulations while reviewing building plans and conducting building inspections.

Policy PSNAQ-20: Promote improved inter-jurisdictional consultation and communication regarding: disaster or emergency plans, and seismic safety upgrades of public facilities and infrastructure such as dams, reservoirs, and highway structures.

PSNAQ-21:Partner with neighboring cities, regional agencies, local school districts, local businesses, and community organizations to conduct emergency and disaster preparedness exercises that test operational and emergency response plans.

PSNAQ-22:Ensure operational readiness of the Emergency Operations Center (EOC) by conducting annual training for staff and maintaining, testing, and updating equipment to meet current standards.

PSNAQ-23:Train and educate public volunteers in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

Goal 9: A community that uses an integrated approach to proactively prevent wildfires and protect life, property, infrastructure, and habitats from wildfire impacts.

Policies

PSNAQ-49: Minimize new residential development within the Very High Fire Hazard Severity Zones (VHFHSZs).

PSNAQ-50: Ensure on-site fire protection measures are considered during project review in wildfire hazard areas.

PSNAQ-51: Minimize fire risk for new development in VHFHSZs.

PSNAQ-52: Prioritize adequate ingress and egress routes for existing and new development in VHFHSZs.

PSNAQ-53: Require new development and, as feasible, existing development to provide long-term maintenance of defensible space clearances around structures, subdivisions, and fuel breaks within VHFHSZs.

PSNAQ-54: Identify vulnerable and at-risk populations who would require additional assistance in preparation for evacuation from wildfire.

PSNAQ-55: Prioritize continuity of emergency services.

PSNAQ-56: Promote fire hazard risk reduction through redevelopment.

PSNAQ-57: Use natural and built environment to provide natural fire break.

PSNAQ-58: Ensure long-term integrity of water supply and fire suppression systems through ongoing maintenance and evaluation.

The GPU also includes the following implementation programs (PRO) to help assure the above-stated goal and their policies are effectively implemented:

PRO-PSNAQ-71: Update the zoning code to encourage new residential development occurs in areas outside VHFHSZs.

PRO-PSNAQ-72: Update building and development codes to ensure standards for fire protection for new development in SRAs or VHFHSZs meet or exceed the statewide minimums in the SRA Fire Safe Regulations.

PRO-PSNAQ-73: Update road/street standards to require new residential development within VHFHSZs to address resident evacuation, including identifying the location and direction of evacuation routes and at least two points of ingress and egress, as part of the development review process.

PRO-PSNAQ-74. Require special on-site fire protection measures, such as the installation of fire hydrants providing adequate fire flow and fire sprinkler or suppression systems, to be specified during project review for areas where wildfire hazards potential exists, specifically hilly areas with slopes of 10 percent or greater, access problems, lack of water or sufficient pressure, and/or excessively dry brush.

PRO-PSNAQ-75: Ensure properties in high-risk areas are equipped with an adequate water supply for firefighting, including water storage and pressure requirements.

PRO-PSNAQ-76: Require landscape design in new residential developments. Require the use of fire-resistant landscaping techniques in new development, especially in areas with dry brush and heavy vegetation.

PRO-PSNAQ-77: Require new developments adhere to California Government Code sections 51175 to 51189 related to VHFHSZs, all requirements in the California Building Code and California Fire Code, and the Board of Forestry and Fire Protection Fire Safe Regulations.

PRO-PSNAQ-78: Require and enforce the installation of fire protection water system standards for all new construction projects within VHFHSZs, including the installation of fire hydrants providing adequate fire flow, fire sprinkler, or suppression systems. Add the standards zoning and/or building code and required as part of the development application process.

PRO-PSNAQ-79: Require new development within VHFHSZs to include a fire protection plan that addresses landscape/fuel modification installation, incorporates open areas to complement defensible spaces, identifies possible refuge areas, and maps multiple ingress and egress routes. Add the standards to the zoning and/or building code and address as part of the development application process.

PRO-PSNAQ-80: Require new development within and adjoining VHFHSZs to prepare a roadside fuel reduction plan to prevent fires along public roads caused by vehicles.

PRO-PSNAQ-81: Require all structures redeveloped or rebuilt in the VHFSZs after a large fire to comply with building and fire codes in effect at the time of the re-development.

PRO-PSNAQ-82: Survey existing public and private streets every five years to determine those that lack two means of ingress and egress and inadequate evacuation routes. Identify and implement measures to mitigate single access issue.

PRO-PSNAQ-83: Identify areas with higher concentrations of at-risk populations (e.g., elderly, disabled, low-income) and create targeted evacuation plans for these groups.

PRO-PSNAQ-84. Locate essential public facilities such as hospitals, waste water treatment, shelters, and emergency operations centers, out of high-risk, wildfire-prone areas unless additional mitigation measures above the minimum fire protection standards are put in place and annually maintained.

Compliance with these goals and policies, and the City Fire Department's development review process for new development, will help minimize the potential for impacts related to wildfire risks to the City.

The City also has a variety of Standard Conditions of Approval (COAs) that address fire and other hazard-related issues as shown in Impact HAZMAT-1 above.

Summary and Conclusions. Therefore, the GPU would not expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact HAZMAT-8 – Would the Project cause substantial adverse cumulative impacts with respect to hazards and hazardous materials?

Analysis of Impacts

Impacts related to hazards and hazardous materials are generally site specific and not cumulative in nature because each project area has unique considerations that would be subject to uniform site development and construction standards. As such, the potential for cumulative impacts is limited. Impacts associated with potential fire hazards occur at individual building sites. These effects are site-specific, and impacts would not be compounded by additional development within the urban setting of the Planning Area.

General Plan Analysis

The Public Safety, Noise, and Air Quality goals and policies identified in Impact HAZMAT-1 through HAZMAT-7 will help assure the GPU has less than significant impacts related to hazardous materials and hazards discussion this section. It is assumed other surrounding jurisdictions have similar General Plan goals and policies as they generally reflect compliance with state laws regarding various hazards and hazardous materials.

The City also has a variety of Standard Conditions of Approval (COAs) that address hazards and hazardous material issues as shown in Impact HAZMAT-1 above.

Summary and Conclusions. Compliance with the requirements of the General Plan Public Safety, Noise, and Air Quality Element described above, plus standard conditions of approval, would result in impacts from hazardous materials and fire that would be less than significant. Implementation of the proposed GPU would result in a less than significant cumulatively considerable impact and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.9.5 REFERENCES

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4.10 HYDROLOGY AND WATER QUALITY

This EIR section addresses the potential for water quality, hydrology, flooding, erosion, and siltation impacts that could result from implementation of the proposed Project. Much of the environmental setting information is from the Existing Conditions Atlas (MIG 2024) and from current governmental database searches.

4.10.1 ENVIRONMENTAL SETTING

Water Supply

Elsinore Valley Municipal Water District (EVMWD) provides water, wastewater, and reclaimed water services to the Elsinore and Temescal divisions, which encompass an area of 96 square miles, including the City of Lake Elsinore, and the cities of Canyon Lake and Wildomar, as well as portions of the City of Murrieta and unincorporated areas of Riverside County. EVMWD water system is primarily divided into two divisions, the Elsinore Division, and the Temescal Domestic Service Area (TDSA). The water system currently includes 41 pressure zones. Within these zones, there are approximately 3,618,000 feet (685 miles) of pipelines ranging in diameter from 4 inches to 42 inches, 73 storage reservoirs with an approximate total storage capacity of 93 million gallons (MG), and 54 booster pump stations.

EVMWD obtains its potable water supplies from local groundwater from the Elsinore Basin, local surface water from Canyon Lake, and imported water from Metropolitan Water District (MWD). Approximately 24% of the division water supply comes from local groundwater. Water demands for future scenarios are determined based on water duty factors (WDF), specific plans, and future projected growth. EVMWD provides collection system services to a population of approximately 74,000 in the City of Lake Elsinore alone. Table 4.10-1 summarizes the population and Project water demands projection for the City of Lake Elsinore.

Table 4.10-1
Population and Project Water Demands Projections

Year	Population	Average Annual (mgd)
2023	74,000	33.1
2025	78,500	34.6
2030	86,200	38.6
2035	93,100	42.3
2040	100,500	46.2

Existing potable water system

The existing water system in the City of Lake Elsinore consists of 29 active storage reservoirs, 21 pump stations, 8 groundwater wells, and approximately 320 miles of pipeline. The water supply system is shown on Exhibit 4.10-1.

Urban Water Management Plan

The EVMWD maintains an Urban Water Management Plan (UWMP) to demonstrate how its supply will reliably meet its anticipated demand through 2045 (20-year horizon)(EVMWD 2020).

The total supply and demand even under drought conditions is shown in Table 4.10-2. The EVMWD's UWMP indicates its anticipated supply can meet its anticipated demand from 2025 to 2045 even under a 5-year multiple dry year scenario.

Table 4.10-2
EVMWD Multiple Dry Years Supply and Demand Comparison (acre-feet/year)

Year	Water	2025	2030	2035	2040	2045
1st Year	Supply	35,789	39,489	40,239	41,179	42,209
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	5,964	7,359	5,626	3,891	2,039
2nd Year	Supply	40,243	40,243	40,993	41,933	42,963
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	10,418	8,113	6,380	4,645	2,793
3rd Year	Supply	40,478	40,478	41,228	42,168	43,198
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	10,653	9,145	6,615	4,880	3,028
4th Year	Supply	41,275	41,275	42,025	42,965	43,995
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	11,450	9,145	7,412	5,677	3,825
5th Year	Supply	40,119	40,119	40,869	41,809	42,839
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	10,294	7,989	6,256	4,521	2,669

Source: Table 7-9, EVMWD 2020 (potable system only)

Groundwater Wells

There are 8 EVMWD operating production wells within the City of Lake Elsinore. In the Elsinore Division, the total capacity of active wells is 12,300 gallons per minute (gpm).

Water Pump Stations

EVMWD operates 49 booster pumping stations, and a total of 142 pumps, not including well pumps. 21 pumps stations are located within the City of Lake Elsinore. Each booster pump station has between two to four pumps, and the pumps vary in size from 7.5 horsepower (hp) to 250 hp. The individual booster pump capacities vary from about 35 gpm to 5,510 gpm (0.05 million gallons per day (MGD) to 7.9 MGD). These booster pumping stations either transfer water between zones or pump water from the Auld Valley Pipeline connections. The total capacity of all booster stations is approximately 132,400 gpm (190.6MGD) with a total firm capacity of approximately 89,700 gpm (129.2 MGD).

Water Storage Reservoirs

There are 25 active storage reservoirs in the City of Lake Elsinore. The storage reservoir's capacity ranges from 0.05 MG to 8 MG, with a total reservoir capacity of approximately 52 MG.

Distribution Network System

EVMWD's distribution system network consists of approximately 685 miles of pipeline, which range in diameter from 4 inches to 42 inches. There are approximately 320 miles of pipeline within the City of Lake Elsinore.

Watersheds

The Lake Elsinore Planning Area is located in the Santa Ana River and San Jacinto River Watersheds The watersheds are shown on Exhibit 4.10-2. The Santa Ana River Watershed includes the approximately 100-mile-long Santa Ana River and more than 50 tributaries, making it the largest river basin in Southern California. The San Jacinto River Watershed includes the 42-mile-long San Jacinto River. The San Jacinto River headwaters are in Santa Rosa and the San Jacinto Mountains National Monument from which water flows downstream until reaching Lake Elsinore. The San Jacinto River includes 23 tributaries. The City of Lake Elsinore is primarily located within the Lake Elsinore sub-watershed area, which covers 45 square miles at the lowest point of the San Jacinto River watershed at the end of the San Jacinto River.

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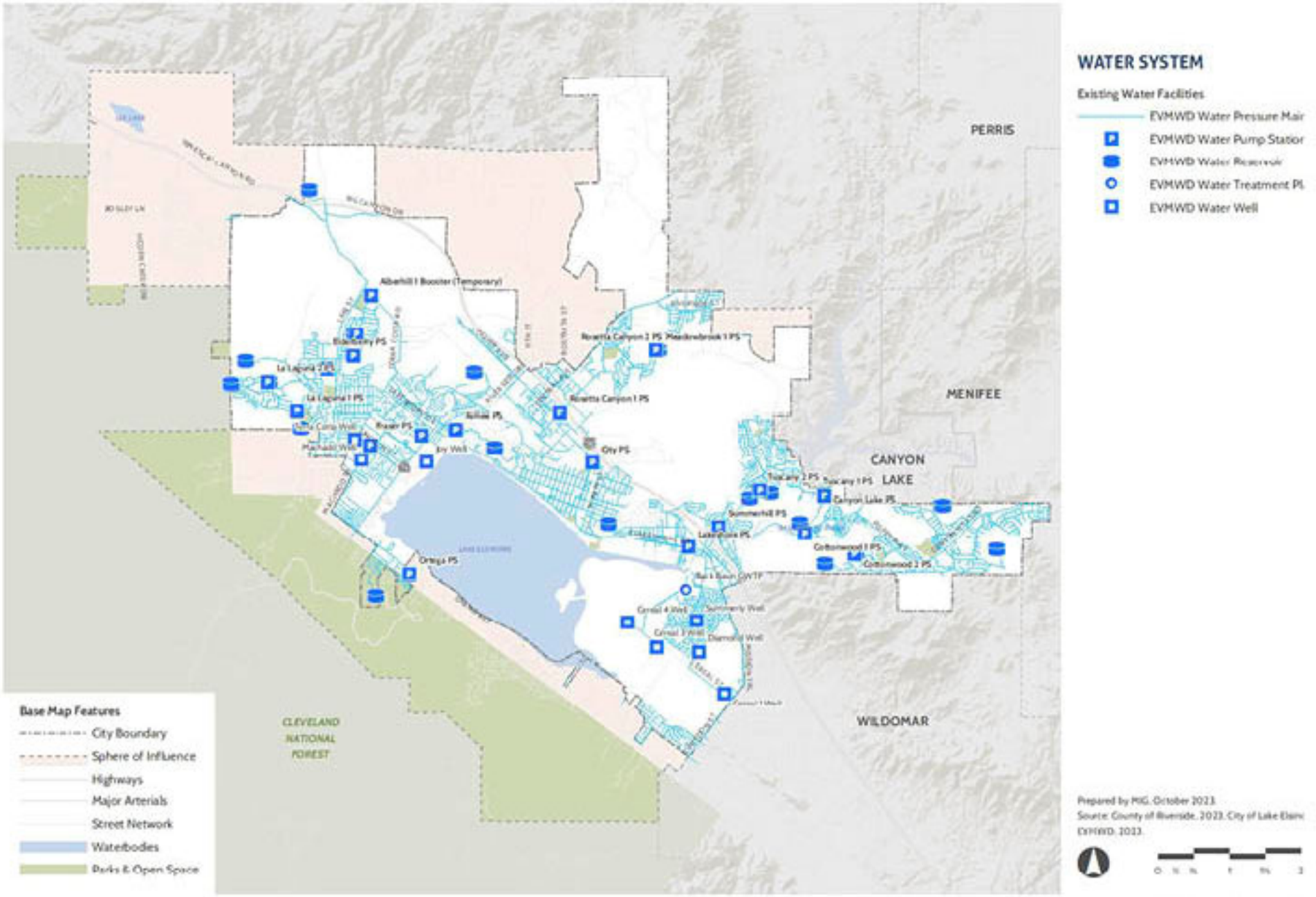


Exhibit 4.10-1 Water System

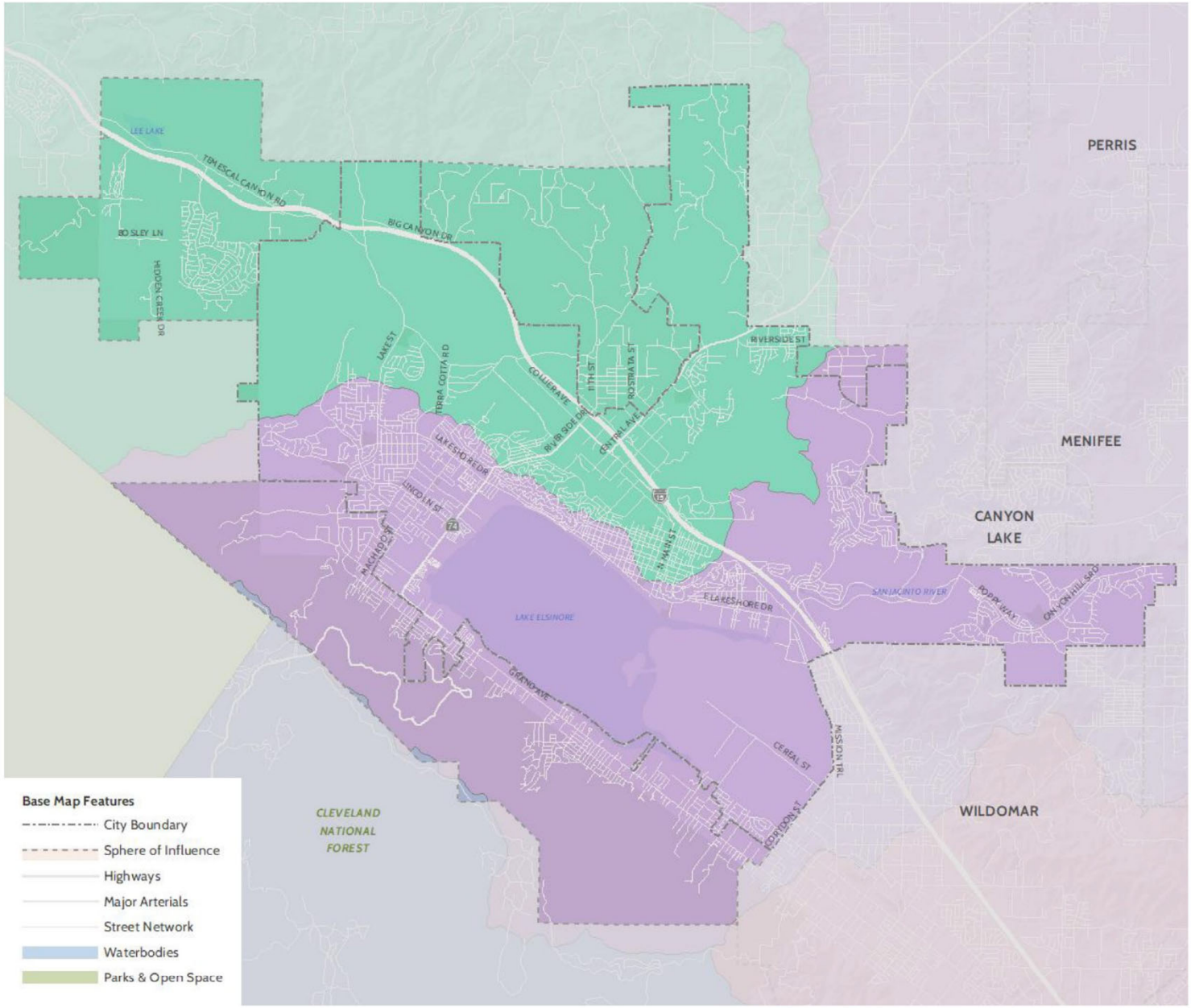


Exhibit 4.10-2 Watersheds

Wastewater

The EVMWD Sewer District provides service for the City of Lake Elsinore, the cities of Canyon Lake and Wildomar, portions of the City of Murrieta, and unincorporated portions of Riverside County. The "backbone" of the system consists of trunk sewers, generally 10 inches in diameter and larger, that convey the collected wastewater to EVMWD's Wastewater Reclamation Facilities (WRFs). EVMWD's existing wastewater collection systems consist of approximately 358 miles of sewer mains up to 54 inches in diameter, 33 lift stations and three WRFs. Sewer (wastewater) facilities are shown Exhibit 4.10-3. EVMWD provides collection system services to a population of approximately 74,000 in the City of Lake Elsinore alone.

EVMWD's sewer service area is divided into four separate collection systems. The collections systems are Regional, Canyon Lake, Horsethief, and Southern. There are two Water Reclamation Facilities in the City of Lake Elsinore: Lake Elsinore Regional WWRF and Railroad Canyon WWRF. Wastewater flow generated within the regional collection system is treated at the District-operated Regional WRF. This facility is located near the intersection of Chaney Street and Treleven Avenue and serves the District's customers in the City of Lake Elsinore. The Regional WRF was constructed in 1985 with a capacity of 2.0 million gallons per day (mgd). The plant was expanded in 1989 to a total capacity of 4.0 mgd (Train A). In 2002, a new 4.0 mgd process train (Train B) was added to the existing 4.0 mgd Train A, expanding the Regional WRF to accommodate an average flow of 8.0 mgd. The disinfection process with chlorine was replaced with an ultraviolet disinfection system designed to treat 8.0 mgd average flow and 16.0 mgd peak flow. Currently the Regional WRF is in design for increasing flows.

The Regional collection system contains approximately 203 miles of sewer mains up to 54 inches in diameter, approximately 66 miles of which are 10 inches in diameter and larger. The Regional collection system contains 16 lift stations and associated force mains within the limits of the City of Lake Elsinore. These stations range in capacity from 120 gpm to 2,400 gpm. Some lift stations serve small communities while others serve as the main lift station conveying flow into a treatment plan.

Sewer System Limitations

The existing sewers lines in downtown Lake Elsinore are undersized and over 100 years old. The existing 6-inch sewer lines have significant structural damage and require frequent cleaning and flushing. To avoid sewer blockages and sanitary sewer overflows and reduce operations and maintenance costs, certain sewer lines in this area need to be replaced, repaired, and/or upsized to an 8-inch pipe. The Downtown Sewer Replacement Project proposes to replace approximately 3,700 linear feet of aged sewer main.

EVMWD currently has over 10,000 manholes but many of the manholes within the City of Lake Elsinore are not lined and have structural damage to the concrete, due to hydrogen sulfide gasses. District staff routinely evaluates the condition of existing sewer manholes for corrosion and structural integrity. The Sewer Manhole Rehabilitation Project will rehabilitate existing manholes that have been identified to be in critical condition and that have the potential to fail or collapse.

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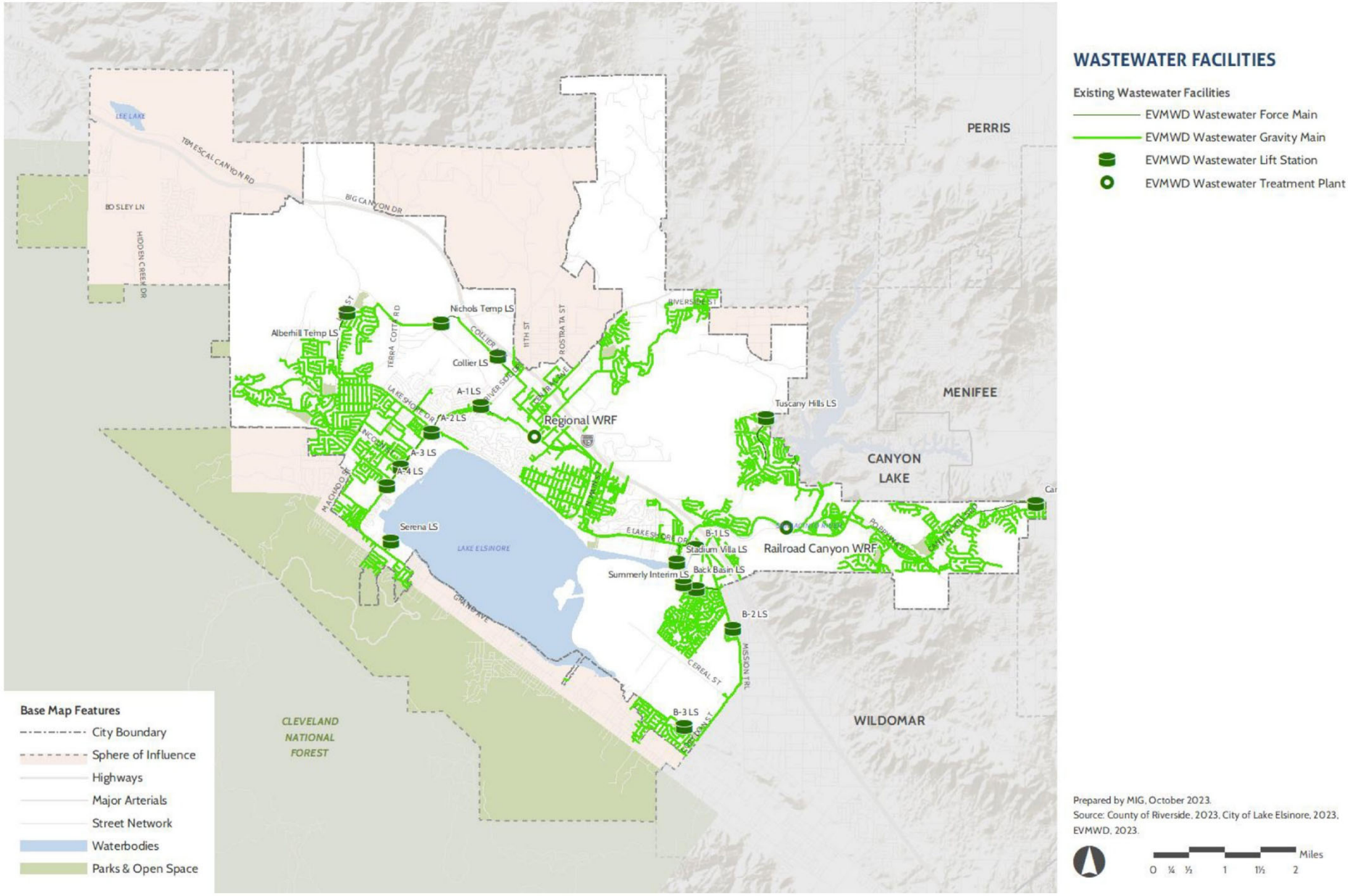


Exhibit 4.10-3 Wastewater Facilities

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Recycled Water

EVMWD's existing recycled water demands are supplied by tertiary-treated wastewater from the Regional Water Reclamation Facility (WRF), Railroad Canyon WRF, and Horsethief WRF. In the effort to minimize the need for imported water, EVMWD plans to expand its recycled water system to provide recycled water for irrigation users and to maintain water levels in Lake Elsinore during normal and dry years. Recycled water is used to irrigate parks, street medians, golf courses, and wildlife habitat and provide lake stabilization. It is the goal of EVMWD to build additional lines and expand recycled water services in order to free up water for additional residential uses. The recycled water facilities are shown in Exhibit 4.10-4.

The Railroad Canyon WRF has a total design capacity of 1.3 mgd. There are existing storage opportunities for the Railroad Canyon Service Area within the City of Lake Elsinore; Canyon Hills Recycled Tank A and B.

The Regional WRF discharges an effluent of approximately 5.5 mgd to Lake Elsinore. During periods when Lake Elsinore levels are high, all Regional WRF effluent is discharged to Temescal Creek. As population and water demands continue to increase within the City of Lake Elsinore influent flows will increase to the Regional WRF. EVMWD completed an Integrated Resources Plan (IRP) feasibility study that will help increase water supply reliability to reuse recycled water.

The Railroad Canyon Water Reclamation Facility system does not have any plans for expansion, and there is no additional water available for new recycled water customers. While there is a possibility of a slight increase in future demands, the system has adequate capacity to accommodate it, and no capacity-based or growth-related CIP projects are recommended for this system. However, the pumps at the Canyon Lake Golf Course pump station and the Cottonwood Hills pump station have exceeded their useful life and require replacement. The five pumps will be replaced in the 2023-2025 cycle, and then again in the 2040-2045 cycle, as they reach the end of their useful life 20 years from installation.

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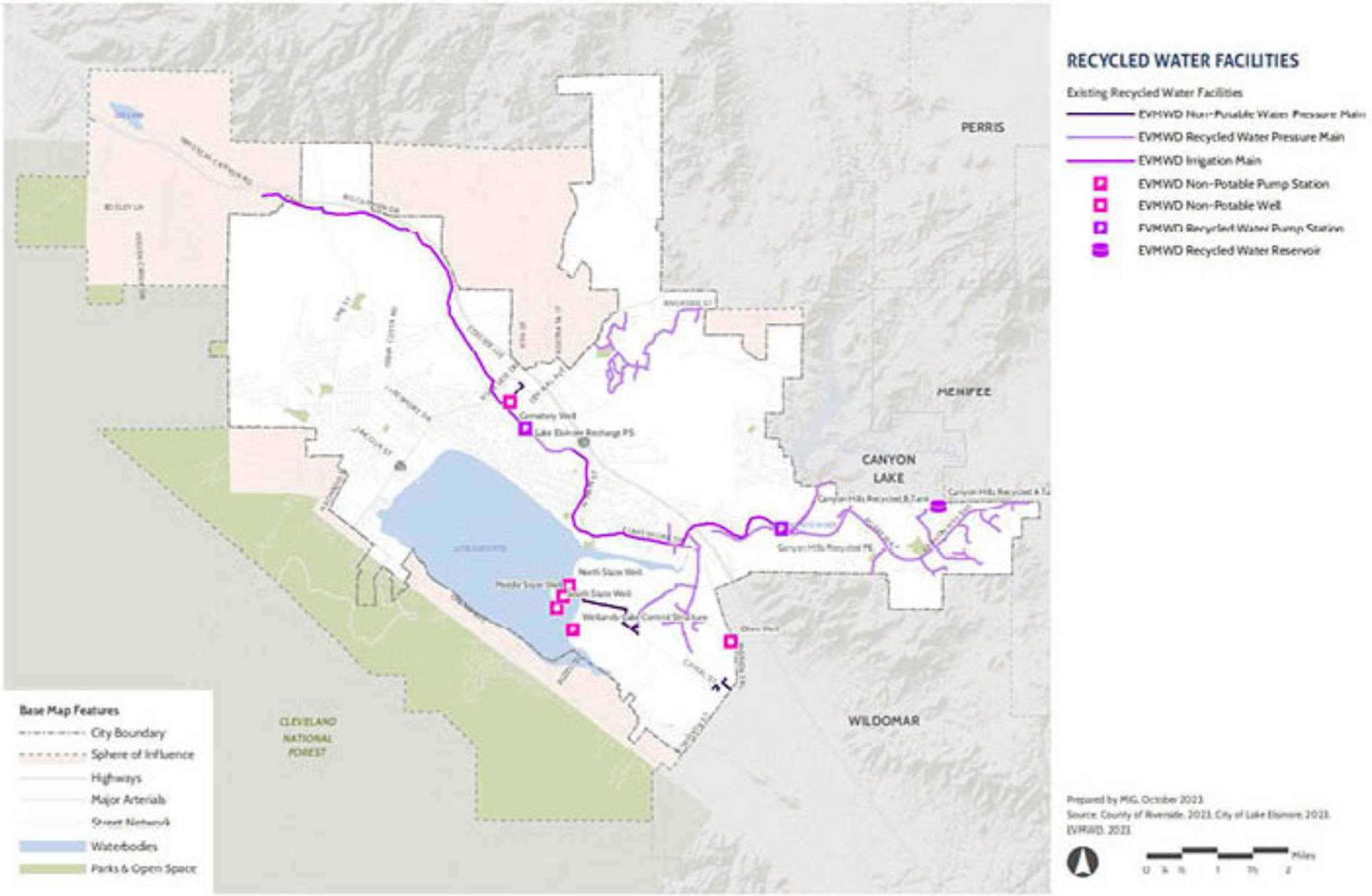


Exhibit 4.10-4 Recycled Water Facilities

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The Railroad Canyon Water Reclamation Facility (RRCWRF) is a scalping plant that treats wastewater flows from the Canyon Lake and Canyon Hills areas. Wastewater flows that cannot be treated at the plant along with all waste activated sludge (WAS) generated at the plant are conveyed to the Regional Water Reclamation Facility for treatment. Sunlight, specifically ultraviolet (UV) radiation, degrades chlorine residuals in uncovered chlorine contact basins. A permanent cover is proposed to prevent degradation and to protect the Chlorine Contact Basin from UV.

The IPR project, which involves the construction of five new injection wells and an Advanced Water Purification Facility (AWPF), will be completed in two phases. The first phase will include the construction of three injection wells in 2030-2035, and the second phase will involve the construction of two more injection wells in 2036. The phasing of the project is based on the Indirect Portable Reuse Feasibility Study conducted by EVMWD in 2017. The phasing of the new pump project is determined based on the age of the pumps and the future growth needs.

Stormwater

The existing storm drain facilities within the City boundary and Master Drainage Plan study area, as shown on Exhibit 4.10-5, are separated to three major categories based on the maintenance responsibility:

•City and privately owned/maintained facilities –The City facilities (mapped in 2013) range from underground pipe systems and concrete lined channels to culverts and basins. Some of the water quality basins and detention basins are maintained by the HOAs or POAs. Some of the facilities shown in the City's map database may be duplications of the District's facilities (in the West Elsinore MDP area).

•The Riverside County Flood Control District (RCFCD) "District" owned and maintained facilities – The Master Drainage Plan study area is located in the District's Zone 3. Among the District facilities, Outlet Channel is a unique facility designed by the Army Corp of Engineers. With its crest (high point) located at mid Wasson Canyon Channel inlet, it conveys half of the Wasson Canyon runoff to Lake Elsinore in normal storm events. It also discharges Lake's overflow to the Temescal Wash when the 1,255-foot water surface elevation is reached.

•Caltrans facilities – Integrated within the I-15's right-of-way, Caltrans allow the stormwater runoff to cross under I-15 along the existing drainage courses as well as provide for de-watering of I-15. These culverts are maintained by Caltrans. Typically, neither culvert design capacity nor hydraulics data are depicted on the "as built" plans. For any extension, connection or modifications of these culverts, a Caltrans encroachment permit would need to be obtained.

<u>Existing Facilities and Drainage Issues</u>

The City identified approximately 79 drainage issue locations. These locations are characterized by any combination of street flooding, private property flooding, dirt or roadway erosion, long-term ponding, hillside runoff, and maintenance issues.

Most of the drainage issue locations are between I-15 and the northeast side of the Lake. This area of Lake Elsinore is older with few to no storm drain facilities. Frequent drainage issues are caused by low points on the street or property, streets not having proper slopes and crowns, lack

of curbs and/or gutter facilities, unimproved land, and insufficient maintenance of existing facilities. The top ten flooding locations, as identified by City staff, are:

•1209 N. Sumner Avenue

•3rd Street / Pasadena Street

•Avenue 6 / Lakeshore Drive

•Pepper Drive / Dawes Street

•Mission Trail south of Olive Street

•High Street / Alley east of Lakeshore Drive

•East side of Lakeshore Drive from Morton Avenue to 100 feet past Lake Park Street

•Lakeshore Drive / Kansas Street on north side of Lakeshore Drive

•W/S Machado Street south of Joy Street by guard rail

•Franklin Street by Cell Tower

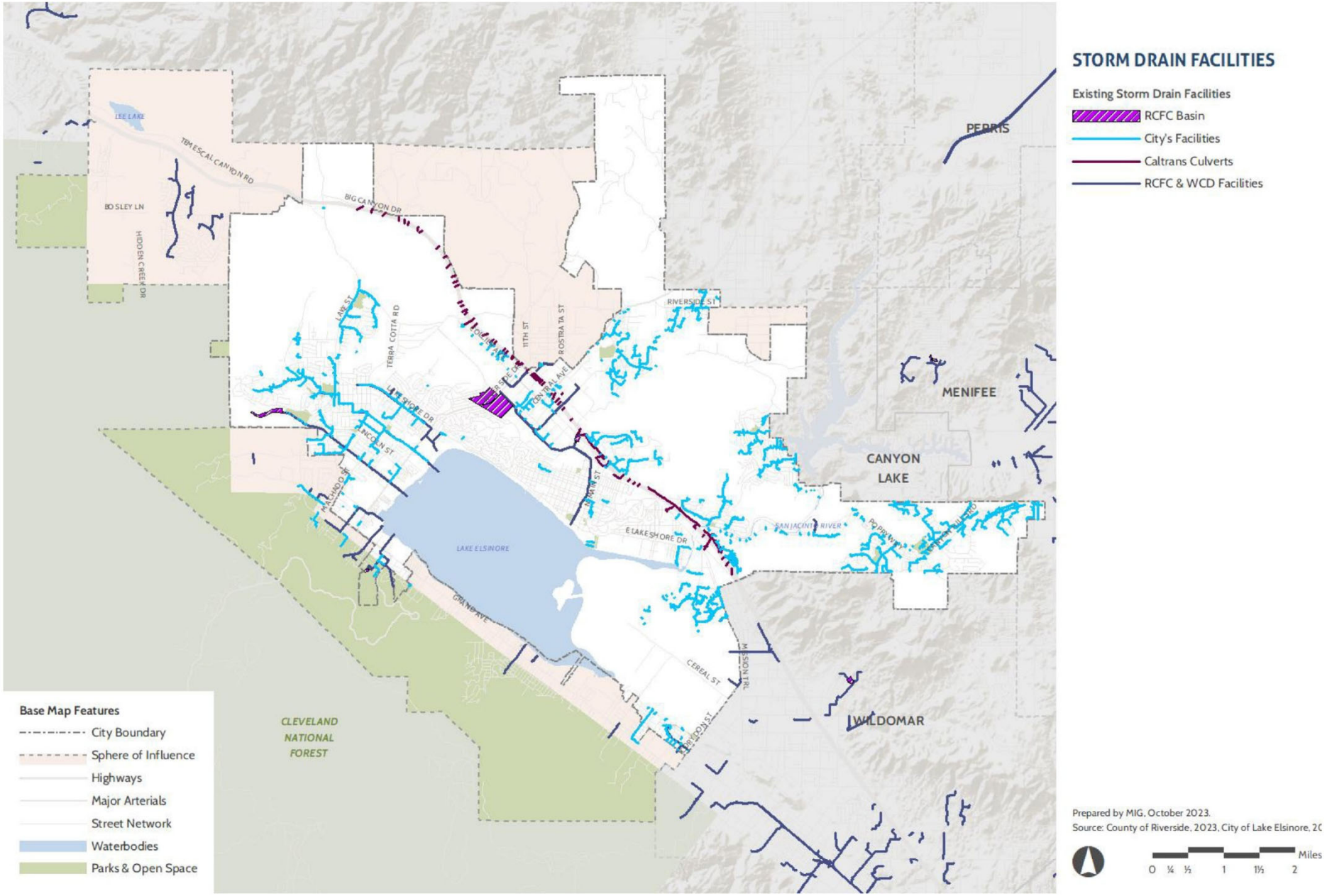


Exhibit 4.10-5 Storm Drain Facilities

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Flooding and Dam Inundation

Dam Inundation

Failure of the Railroad Canyon Dam would pose extreme high downstream hazards to large portions of Lake Elsinore. Dam inundation hazards are shown in Exhibit 4.10-6. The Railroad Canyon Dam is owned and operated by the Elsinore Valley Municipal Water District (EVMWD). In 1996, the EVMWD spent $9.1 million to upgrade and widen the dam to withstand a 1,000-year flood event. The dam is inspected monthly by the EVMWD and yearly by the Division of Safety of Dams to ensure the dam is properly maintained and protected against an earthquake or flood. The Railroad Canyon Dam was rated “Satisfactory” by the 2022 condition assessment utilizing the National Dam Safety Review Board rating system.

Flooding

Large portions of the Planning Area are located within the Federal Emergency Management Agency (FEMA) mapped 100-year special flood hazard zones. Flood hazards are shown on Exhibit 4.10-7. In the past decade, the City has experienced flood damage from numerous winter storms that have overwhelmed the City’s storm drainage system and created localized flood problems. Flood sources in Lake Elsinore include the following:

- Arroyo del Toro
- Channel H
- Elsinore Spillway Channel
- Lake Elsinore
- Leach canyon Channel
- Lime Street Channel
- McVicker Canyon
- Ortega Wash
- Ortega Channel
- Rice Canyon
- San Jacinto River
- Stovepipe Canyon Creek
- Temescal Walsh
- Wash G
- Wash I
- Murrieta Creek
- Wasson Canyon Creek

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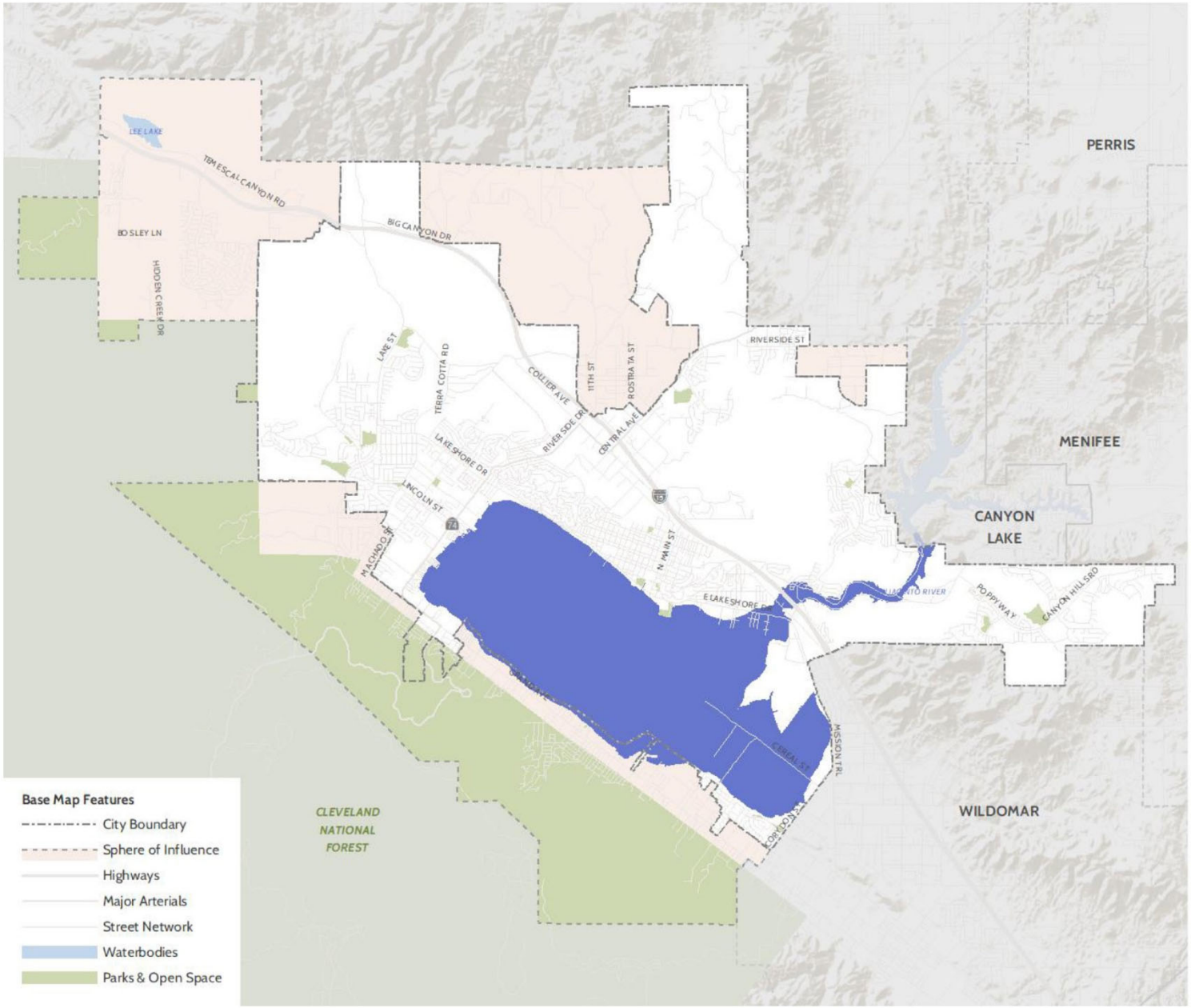


Exhibit 4.10-6 Dam and Reservoir Inundation Hazards

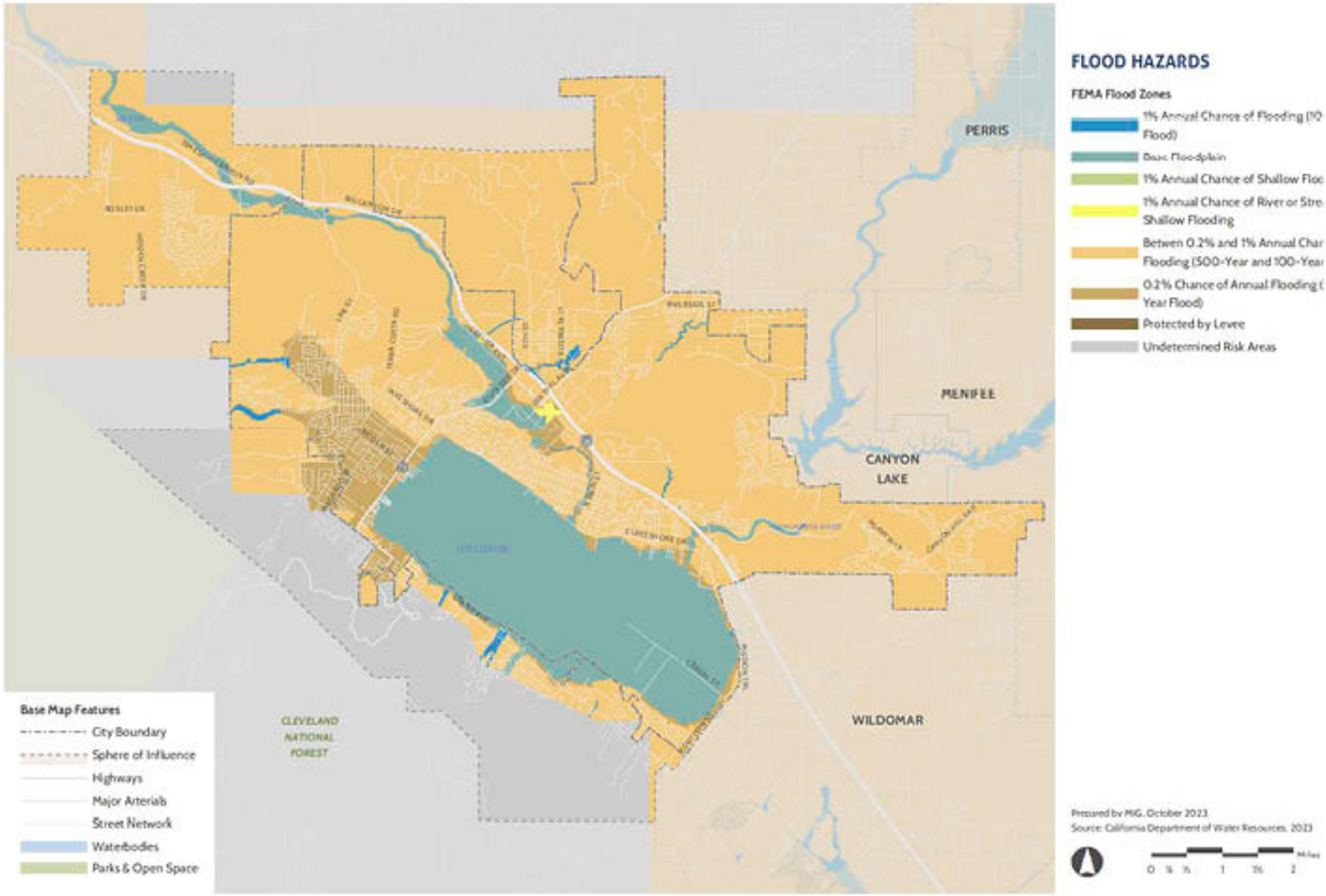


Exhibit 4.10-7 Flood Hazards

Lake Elsinore General Plan Environmental Impact Report
Lake Elsinore, California

NOP Comments

Email correspondence was received from the Santa Ana Watershed Project Authority requesting an update to the mailing list.

Email correspondence from the Riverside County Flood Control and Water Conservation District that did not have comments because the Project does not propose construction.

4.10.2 REGULATORY FRAMEWORK

Federal

Clean Water Act

The Clean Water Act (CWA) is the cornerstone of surface water quality protection in the United States. The statute employs a variety of regulatory and non-regulatory tools to sharply reduce direct pollutant discharges (known as “point sources”) into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff, the principal nonpoint source. These tools are employed to achieve the broader goal of restoring and maintaining the chemical, physical, and biological integrity of the nation's waters so that they can support "the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water”. Under the watershed approach, equal emphasis is placed on protecting healthy waters and restoring impaired ones.

Major CWA programs include water quality standards, anti-degradation policy, waterbody monitoring and assessment, total maximum daily loads (TMDLs), the National Pollutant Discharge Elimination System (NPDES) permit program for point sources, Section 319 program for nonpoint sources, Section 404 program regulating filling of wetlands and other waters, Section 401 state water quality certification, and the state revolving loan fund (SRF).

Federal Emergency Management Agency (FEMA)

The Federal Emergency Management Agency (FEMA) creates maps classifying levels of flood risk or flood zones for designated areas. The maps are called Flood Insurance Rate Maps (FIRMs) and are utilized to determine the need and rate of flood insurance. Flood zones are determined based on historical data on the likelihood of flood inundation. The 100-year flood zone, also classified as Zones A, AO and AE, is the area of flooding expected to occur every 100 years.

NPDES Program

The National Pollutant Discharge Elimination System (NPDES) program requires permitting for activities that discharge pollutants into waters of the United States. This includes discharges from municipal, industrial, and construction sources. Generally, these permits are issued and monitored under the oversight of the State Water Resources Control Board (SWRCB) and administered by each regional water quality control board (see Regional-NPDES below).

State

Porter-Cologne Act (California)

Under the Porter-Cologne Water Quality Control Act (Porter-Cologne) the State Water Resources Control Board (SWRCB) has authority over State water rights and water quality policy. Porter-Cologne also established nine RWQCBs to oversee water quality on a day-to-day basis at the local/regional level. RWQCBs engage in a number of water quality functions in their respective regions.

Sustainable Groundwater Management Act

On September 16, 2014, Governor Jerry Brown signed into law a three-bill legislative package collectively known as the Sustainable Groundwater Management Act (SGMA). SGMA requires governments and water agencies of high and medium priority basins to halt overdraft and bring groundwater basins into balanced levels of pumping and recharge. Under SGMA, these basins should reach sustainability within 20 years of implementing their sustainability plans. For critically over-drafted basins, that will be 2040. For the remaining high and medium priority basins, 2042 is the deadline. SGMA empowers local agencies to form Groundwater Sustainability Agencies (GSAs) to manage basins sustainably and requires those GSAs to adopt Groundwater Sustainability Plans (GSPs) for crucial groundwater basins in California.

NPDES Regulations

The Federal Clean Water Act allows individual states to operate their own NPDES programs provided such programs meet minimum Federal requirements. The Santa Ana Regional Water Quality Control Board issues the municipal stormwater National Pollutant Discharge Elimination System permit, MS4. The objective of Order No. 01-182 is to protect the beneficial uses of receiving waters in Riverside County. To meet this objective, the Order requires that the Riverside countywide Stormwater Quality Management Plan (SQMP) specify Best Management Practices (BMPs) that would be implemented to reduce the discharge of pollutants in stormwater to the maximum extent practicable. NPDES Permit No. CAS004001 requires implementation of a Stormwater Quality Management Plan which provides specific guidelines to control, reduce and monitor discharges of waste to storm drain systems (see Regional-NPDES below).

Standard Urban Stormwater Mitigation Plan (SUSMP)

The Standard Urban Stormwater Mitigation Plan (SUSMP) for Riverside County is f%xjy%tk%wjlzqfyntsx%fsi%uqfsx%yt%r fsflj%fsi%wjizhj%zwgfs%wzstkk%fsi%utqqzyntsx%kwtr %htsxywzhynts%fsi%ij{jqfur jsy%uwtojhyx3%Ymj%htzsy~%nx%wjvznwji%yt%ij{jqfu%fituy%fsi%nr uqjr jsy%f%XZXR U%yt%r nsnr nj%utqqzyfsyx%fsi%uwtyjhy%xywjfr %mfgnyfyx%ns%htr uqfshj%|nym%wjlntsfq%|fyjw%vzfqny~%wjvznwjr jsyx%fx%ijyfnqji%ns%ymj%Hfqktwsnf%Wjlntsfq%\ fyjw%Vzfqny~%Htsywtq%Gtfwi3%Ymj%uzwutxj%x%yt%htsywtq%zwgfs%xytwr |fyjw%wzstkk%g~%xujhnk~nsl%gjxy%r fsfljr jsy%uwfhynhjx%GR Ux.%ntw%{fwntzx%ij{jqfur jsy%uwtojhyx3

California Water Plan

Required by the California Water Code Section 10005(a), the California Water Plan, prepared by the State Department of Water Resources (DWR), is the state government's strategic plan for managing and developing water resources statewide for current and future generations and provides a framework for water managers, legislators, and the public to consider options and make decisions regarding California's water future. The California Water Plan, which is updated

every five years, presents basic data and information on California's water resources, including water supply evaluations and assessments of agricultural, urban, and environmental water uses to quantify the gap between water supplies and uses. The California Water Plan also identifies and evaluates existing and proposed statewide demand management and water supply augmentation programs and projects to address the state's water needs. The goal for the California Water Plan Update is to meet California Water Code requirements, while receiving broad support among those participating in California's water planning, and serving as a useful document for the public, water planners throughout the state, legislators, and other decision-makers.

Colbey-Alquist Floodplain Management Act

The Colbey-Alquist Floodplain Management Act encourages local governments to plan, adopt and enforce land use regulations for floodplain management, in order to protect people and property from flooding hazards. This act also identifies requirements which jurisdictions must meet in order to receive state financial assistance for flood control.

California Green Building Standards Code

The California Green Building Standards Code (CALGreen Code), Part 11 of the California Building Standards Code (Title 24) is designed to improve public health, safety, and general welfare by utilizing design and construction methods that reduce the negative environmental impact of development and to encourage sustainable construction practices. The CALGreen Code provides mandatory direction to developers of all new construction and renovations of residential and non-residential structures with regard to all aspects of design and construction, including, but not limited to, site drainage design, stormwater management, and water use efficiency. Required measures are accompanied by a set of voluntary standards designed to encourage developers and cities to aim for a higher standard of development.

Low Impact Development

The State of California adopted sustainability as a core value for all California Water Boards' activities and programs on January 20, 2005. Low Impact Development (LID) practices benefit water supply and contribute to water quality protection by taking a different approach to development and using site design and storm water management to maintain the site's pre-development runoff rates and volumes. The amount of impervious surface, infiltration, water quality, and infrastructure costs can all be addressed by LID techniques, tools, and materials. LID practices include: bioretention facilities or rain gardens, grass swales and channels, vegetated rooftops, rain barrels, cisterns, vegetated filter strips, and permeable pavements.

Regional

NPDES Program

The National Pollutant Discharge Elimination System (NPDES) program requires permitting for activities that discharge pollutants into waters of the United States. This includes discharges from municipal, industrial, and construction sources. Generally, these permits are issued and monitored under the oversight of the State Water Resources Control Board and administered by each regional water quality control board. A brief discussion of these permit types are presented below:

Municipal Permits: Municipal separate storm sewer systems (MS4) are issued permits based on the size of the municipality. MS4 permit requirements include reduction of pollutant discharges to

the 'maximum extent practicable' and protection of water quality. Requirements also include identification of major outfalls and pollutant loads and control of discharges from new development and redevelopment. To address these objectives, municipalities are required to prepare stormwater management plans. Although the NPDES program does not regulate nonpoint sources of pollution, the Santa Ana Basin RWQCB has other programs in place to address nonpoint sources.

Industrial Permits: The State Water Resources Control Board issues the Industrial General Permit that regulates discharges from 10 broad categories of industrial activities. The permit requires preparation of a Storm Water Pollution Prevention Plan (SWPPP) and monitoring program to implement water quality objectives through use of the best available technology (BAT) economically achievable and best conventional pollutant control technology (BCT).

Construction Permits: Construction activities that disturb one acre or more (whether a single project or part of a larger development) are required to obtain coverage under the State's General Permit for Dischargers of Storm Water Associated with Construction Activity. The activities covered under the Construction General Permit include clearing, grading, and other disturbances. The permit requires preparation of a SWPPP and implementation of Best Management Practices (BMPs) with a monitoring program.

Municipal Stormwater Permitting Program

The Municipal Stormwater Permitting Program regulates stormwater discharges from MS4s. Most of these permits are issued to a group of co-permittees encompassing an entire metropolitan area. The MS4 permits require the discharger to develop and implement a Stormwater Management Plan/Program with the goal of reducing the discharge of pollutants to the maximum extent practicable (MEP). MEP is the performance standard specified in Clean Water Act Section 402(p). The management programs specify what BMPs will be used to address certain program areas. The program areas include public education and outreach; illicit discharge detection and elimination; construction and post-construction; and good housekeeping for municipal operations.

For construction activities that would result in the disturbance of one acre or more, permittees must develop, implement, and enforce a program to reduce pollutant runoff in stormwater. This includes: (1) a program to prevent illicit stormwater discharges; (2) structural and non-structural BMPs to reduce pollutants in runoff from construction sites; and (3) preventing discharges from causing or contributing to violations of water quality standards. Permittees are required to review construction site plans to determine potential water quality impacts and ensure proposed controls are adequate. These include preparation and submission of an Erosion and Sediment Control Plan (ESCP) with elements of a Stormwater Pollution Prevention Plan (SWPPP), prior to issuance of building or grading permits. The 2023 MS4 permit requires that the ESCP be developed by a Qualified SWPPP Developer. Permittees are required to develop a list of BMPs for a range of construction activities.

General Permit WQ 2022-0057 DWQ (2022 CGP) as adopted by the State with an effective date of September 1, 2023 authorizes the discharge of storm water to surface waters from construction projects that disturb more than one acre of land or that are part of a larger common plan of development (i.e. lot within shopping plaza) may be required to request coverage under the State General Construction Permit. There is a two-year regulatory transition period for dischargers with existing coverage under WQ 2009-0009-DWQ (2009 CGP).

Basin Plan

The Water Quality Control Plan for the Santa Ana River Basin (Santa Ana Basin Plan) identifies the beneficial uses and water quality objectives for the project site's receiving water bodies. Water

bodies that do not meet established water quality standards are considered “impaired” under Section 303(d) of the federal CWA, and responsible RWQCBs are required to develop Total Maximum Daily Loads (TMDLs) for the impairing pollutant(s). A TMDL is an estimate of the total load of pollutants from point, nonpoint, and natural sources that a water body may receive without exceeding applicable water quality standards (with a “factor of safety”). Once established, the TMDL is allocated among current and future pollutant sources that discharge to the water body. TMDLs must consider and include allocations to both point sources and nonpoint sources of listed pollutants. The current version of the Plan was most recently updated in April 2024 but it is currently undergoing a triennial review (2024-2027) with the goal of updating the plan by early 2028.

County Area Drainage Plans

The County uses an Area Drainage Plan (ADP) is a financing mechanism used to offset taxpayer costs for proposed drainage facilities. The fees are imposed on new development within the plan area. The Subdivision Map Act requires that agencies imposing fees have a general drainage plan for the fee area, a special fund for the fees and an equitable distribution of the fees prior to implementation. The Area Drainage Plan is essentially the Master Drainage Plan with additional language supporting the costs and distribution of the fee within the plan area. Developments falling under the Subdivision Map Act (those requiring a division of lands) pay fees on a per acre basis. Developments falling outside of the Subdivision Map Act (known as discretionary use case) are assessed mitigation fees based on their impacts to the watershed.

The Area Drainage Plans (ADP) are pursuant to the Subdivision Map Act (Government Code Section 66410, et seq), Section 10.25 of County of Riverside Ordinance No. 460 and the “Rules and Regulations for Administration of Area Drainage Plans”. The ADP Rules and Regulations establish guidelines used in the administration of ADPs including establishing fee obligation and fee credit determination. ADP fees are to be paid at the time of issuance of grading permits or at the time of issuance of building permits if no grading permits are issued.

Local

Lake Elsinore General Plan

The Conservation, Open Space, and Parks (COSP) Element of the General Plan Update outlines the goals and policies the City will follow to protect water resources for its citizens, residences, workers, and businesses. All of the goals and policies of the General Plan are shown in DEIR Appendix A. The goals and policies applicable to hydrology and water quality are provided below and evaluated in Section 4.10.4.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) contains the following chapters that deal with hydrology and water quality:

- Chapter 14.08: Stormwater Runoff Management and Discharge Controls;
- Chapter 15.64: Flood Damage Prevention;
- Chapter 16.48: Drainage Improvements;
- Chapter 19.08: Water Efficient Landscape Requirements.

4.10.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it would:

A. Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality.

B. Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin.

C. Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner which would; (i) result in substantial erosion or siltation on-or off-site; (ii) substantially increase the rate or amount of surface runoff in a manner which would result in flooding on-or offsite; (iii) create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff.

D. In flood hazard, tsunami, or seiche zones, risk release of pollutants due to project inundation.

E. Conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan.

F. Cause substantial adverse cumulative impacts with respect to hydrology or water quality.

4.10.4. IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to biological resources which could result from the implementation of the Project and recommends mitigation measures as needed to reduce significant impacts to less than significant levels.

Degrade Surface or Groundwater Quality

Impact HYD-1 - Would the Project violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality?

Analysis of Impacts

Water quality in the Planning Area and surrounding jurisdictions is regulated by a number of federal, state, and county laws and regulations. The Planning Area is located in both the Santa Ana River and San Jacinto River Watersheds. Lake Elsinore is hydraulically connected to the Santa Ana River through the Temescal Creek though normally it only contributes runoff during high storm flows. Lake Elsinore is considered an “impaired water body” per the Clean Water Act 303(d) List and has high levels of nutrients, such as phosphorus and nitrogen, which fuel harmful algae blooms.

Runoff from the Planning Area eventually reaches the Santa Ana River which also has impaired water quality due pollutants, including metals (copper, lead, zinc) and selenium that are carried

by stormwater. Metals are common stormwater pollutants associated with roads and parking lots. Other sources of these pollutants include building materials that are exposed to rain.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to water quality or pollution. The CAAP would also not affect or be affected by water quality conditions in the Planning Area. Therefore, the proposed Project does not influence the ZCA or CAAP so there are no impacts in that regard.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element has a Goal 8 under Water Resources that requires the City to "improve water quality and ensure the water supply is not degraded as a result of urbanization of the City." In support of that goal are the following policies to help protect the water quality of the Planning Area:

COSP-31: Require developers to provide clean water systems that reduce pollutants being discharged into the drainage system to the maximum extent feasible and meet required federal National Pollutant Discharge Elimination System (NPDES) standards.

COSP-32: Require Best Management Practices through project conditions of approval for development to meet the Federal NPDES permit requirements.

COSP-33: Support public education and awareness programs to reduce pollutant discharges into the drainage system.

COSP-34: Protect groundwater recharge areas, particularly creeks and riparian corridors.

Policy COSP-35: Integrate green infrastructure into planned and future city infrastructure projects, including road improvements, parks, and private development.

Further, COSP Goal 2 requires the City to "protect soil resources from poor management practices and pollution".

Policy COSP-11: Encourage soil conservation practices that retain native vegetation, maximize water filtration, and provide slope stabilization.

Policy COSP-12: Reduce impermeable surface coverage citywide by replacement with natural vegetation and soils to reduce runoff and flood hazards.

To implement these policies, the General Plan Implementation Plan includes the following programs:

PRO-COSP-20: Identify tree types and establish standards for native tree planting and maintenance program that supports wildlife, improves air and water quality, and reduces energy consumption.

PRO-COSP-79: Maintain an inventory of known sources of groundwater and soil contamination to monitor lake water quality and better understand impacts of water-related projects on environmental resources.

In addition, in the LEMC Chapter 14.08 deals with Stormwater Runoff Management and Discharge Controls consistent with the federal, state, and regional requirements of the NPDES program.

In support of these goals and policies and consistent with NPDES requirements, the City's development review process requires preparation of Storm Water Pollution Control Plans (SWPPPs) for short-term water quality management for individual project construction, as well as

Water Quality Management Plans for long-term water quality management for project operation, both before any grading permits are issued for new construction and development.

The City also has a variety of Standard Conditions of Approval (COAs) that address water quality and hydrological constraints as follows:

Residential

R-22 and -80: Federal water quality permitting when required
R-68 and-69: Water quality and drainage improvement built to Riverside County standards
R-76: Water Quality Management Plan (WQMP) required for new development
R-84: Comply with NPDES water quality requirements
R-85: Erosion and sediment controls
R-97: Grading plans and hydrology reports to prevent downstream erosion

Commercial/Industrial

C/I-45, -50, -93, and -106: Require certified hydraulic and soil reports for new development
C/I-58 to -69: Storm water management and pollution prevention requirements
C/I-66: Storm Water Pollution Prevention Plan for erosion control
C/I-67: Comply with NPDES water quality requirements
C/I-68: Erosion and sediment controls
C/I-102: Grading and erosion control supervised by geotechnical engineer

Summary and Conclusions. With implementation of the General Plan goals and policies and the City's development review and CEQA processes, and standard conditions of approval, potential impacts related to local and regional water quality from future development within the Planning Area will be reduced to less than significant levels. Therefore, the Project would not violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or ground water quality.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Impacts to Groundwater Supply and Recharge

Impact HYD-2 – Would the Project substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the Project may impede sustainable groundwater management of the basin?

Analysis of Impacts

Elsinore Valley Municipal Water District (EVMWD) provides water, wastewater, and reclaimed water services to the Elsinore and Temescal divisions, which encompass an area of 96 square

miles including the City of Lake Elsinore. In the Elsinore Division, the EVMWD's total capacity of active wells is 12,300 gallons per minute (gpm). As additional land uses develop within the City (e.g., residential, commercial, industrial, etc.) more and more vacant or underutilized land will be covered over with impermeable surfaces minus allowances for landscaping, permeable pavement, and drainage facilities. As growth occurs, EVMWD may require additional supply wells, recharge basins, and other improvements to maintain adequate and reliable water supplies, including surface and groundwater sources.

Table 4.10-2 demonstrates that EVMWD will have sufficient water supplies to meet its expected demand, including demand on local groundwater supplies with no deficit from in 2025 through 2045 (i.e., 2030 would have a minimum surplus of 7,989 AF and 2045 would have a minimum surplus of 2,669 AF. The EVMWD's UWMP was based on the land uses assumed by the City's 2011 General Plan land use map. The 2011 General Plan estimated the Planning Area's population would grow to 318,856 persons and 94,616 housing units by the 2030 horizon year (2011 GP EIR Table 3.1-4). The proposed GPU estimates the Planning Area will grow to 151,891 persons and 46,610 housing units by 2045 (Table 3-3, 2025 GPU DEIR Project Description). Therefore, the Project proposes considerably less growth (approximately half) in population and housing than originally estimated under the 2011 General Plan. This would indicate there is more than sufficient water to supply the Planning Area through 2045 since the currently projected land uses are much less intense than those projected in 2011 and used in the 2020 EVMWD UWMP. It should be noted that EVMWD is already preparing the updated 2025 UWMP which should incorporate the 2025 GPU land uses.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined based on this Program EIR to determine the appropriate level of environmental review required under CEQA related to the groundwater supply and recharge.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to water supply or groundwater wells. The CAAP would also not affect or be affected by groundwater conditions in the Planning Area. Therefore, the proposed Project does not influence the ZCA or CAAP so there are no impacts in that regard.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element has a Goal 8 under Water Resources that requires the City to "improve water quality and ensure the water supply is not degraded as a result of urbanization of the City." In this case, this goal applies to both surface and groundwater quality and quantity. In support of this goal are the following policies to help protect groundwater supplies and quality of the Planning Area:

Policy COSP-31: Require developers to provide clean water systems that reduce pollutants being discharged into the drainage system to the maximum extent feasible and meet required federal National Pollutant Discharge Elimination System (NPDES) standards.

Policy COSP-32: Require Best Management Practices through project conditions of approval for development to meet the Federal NPDES permit requirements.

Policy COSP-33: Support public education and awareness programs to reduce pollutant discharges into the drainage system.

Policy COSP-34: Protect groundwater recharge areas, particularly creeks and riparian corridors.

Policy COSP-35: Integrate green infrastructure into planned and future city infrastructure projects, including road improvements, parks, and private development.

Further, COSP Goal 2 requires the City to "protect soil resources from poor management practices and pollution".

Policy COSP-11: Encourage soil conservation practices that retain native vegetation, maximize water filtration, and provide slope stabilization.

Policy COSP-12: Reduce impermeable surface coverage citywide by replacement with natural vegetation and soils to reduce runoff and flood hazards.

To implement these policies, the General Plan Implementation Plan includes the following programs:

PRO-COSP-20: Identify tree types and establish standards for native tree planting and maintenance program that supports wildlife, improves air and water quality, and reduces energy consumption.

PRO-COSP-79: Maintain an inventory of known sources of groundwater and soil contamination to monitor lake water quality and better understand impacts of water-related projects on environmental resources.

The Land Use and Community Character (LUCC) Element contains the following policy relative to groundwater resources as well:

Policy LUCC-25: Explore the potential for new or expanded open spaces and greenways while improving groundwater recharge areas to serve as neighborhood and community recreation or conservation resources.

In addition, in the LEMC Chapter 14.08 deals with Stormwater Runoff Management and Discharge Controls consistent with the federal, state, and regional requirements of the NPDES program to help protect both surface and groundwater quantity and quality.

In support of this goal and policies, the City's development review process requires preparation of: (a) Hydrology Studies to assure no increase in downstream offsite runoff; (b) Storm Water Pollution Control Plans for short-term water quality management for individual project construction; and (c) Water Quality Management Plans for long-term water quality management (for both surface and groundwater protection) for project operation before any grading permits are issued.

The City also has a variety of Standard Conditions of Approval (COAs) that address water quality and hydrological constraints as described in Impact HYD-1 above.

Summary and Conclusions. With implementation of the General Plan goals and policies, the City's development review process, and standard conditions of approval, potential impacts related to local and regional groundwater quality from future development within the Planning Area will be reduced to less than significant levels.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Impacts to Drainage Patterns, Erosion, Siltation, or Water Quality

Impact HYD-3 – Would the Project substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner which would; (i) result in substantial erosion or siltation on-or off-site; (ii) substantially increase the rate or amount of surface runoff in a manner which would result in flooding on-or offsite; (iii) create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?

Analysis of Impacts

Alter Drainage Patterns. The Planning Area is generally located around Lake Elsinore in the Elsinore Valley and San Jacinto sub-watershed areas. The overall development pattern of the City has been established over many years but still contains considerable vacant land so additional growth is expected in the future that have the potential impact drainage conditions. Implementation of the GPU will continue existing trends and patterns, and future site-specific development proposals will be evaluated in the CEQA and planning review processes to determine the most appropriate way to accommodate existing drainages. Similar to the overall development pattern, the overall drainage pattern and system of drainage and flood control channels will likely continue similar to existing conditions, largely draining toward the lake or in some cases toward Temescal Creek in the northern portions of the Planning Area.

Erosion/Siltation. Future development under the GPU will result in grading of vacant land or the demolition and regrading of underdeveloped land. Under either of those conditions, erosion from wind and water can occur, especially if disturbed soils are left exposed for long periods of time. In addition, the City's development review procedures require new projects to be consistent with regulations of federal and state agencies regarding best management practices (BMPs) to protect water quality including erosion control. By implementing General Plan goals and policies that reduce erosion through the City's development review process, the GPU will have less than significant impacts to drainage patterns as they relate to erosion and siltation.

Increased Runoff. As outlined above, the overall drainage pattern and backbone drainage infrastructure has been established for many years and is not likely to change dramatically as a result of Project related growth, although some facilities may need to be upgraded over time to accommodate potential runoff as growth occurs. Federal, State, and County water quality regulations require all new development to not increase offsite downstream runoff by onsite retention or detention and by implementing low impact development where practical. This is a key component when designing new development plans. Therefore, future impacts with respect to increase impact would be less than significant.

Increased Pollution. The preceding sections conclude that future development under the GPU will have less than significant impacts in terms of altering drainage patterns, increasing erosion and siltation, and increasing downstream runoff. As demonstrated in Impact HWQ-1 above, regarding NPDES compliance implementation of General Plan goals and policies, continued regulatory compliance with state and regional water quality standards, and guidelines for erosion control in the Municipal Code, development within the Planning Area under the GPU would not result in significant impacts related to polluted runoff.

Affect Flood Flows. Large portions of the Planning Area are located within the Federal Emergency Management Agency (FEMA) mapped 100-year special flood hazard zones (see Exhibit 4.7-4). In the past decade, the City has experienced flood damage from numerous winter storms that have overwhelmed the City's storm drainage system and created localized flood problems. Development in the future will add impervious surfaces which will increase localized runoff. Low impact development principles will need to be utilized to keep offsite runoff from increasing over existing levels. In addition, new occupied buildings will need to be elevated out of the identified 100-year flood plain. Overall drainage patterns are not expected to change substantially but projects will need to make necessary drainage-related improvements to upgrade the overall drainage control system to adequately protect future buildings and improvements.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to the drainage patterns, erosion, siltation, or water quality.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element contains Goal 2 under Water Resources which states the City will "protect soil resources from poor management practices and pollution." This goal is supported by the following policies that will help prevent downstream erosion and loss of soil:

Policy COSP-11: Encourage soil conservation practices that retain native vegetation, maximize water filtration, and provide slope stabilization.

Policy COSP-12: Reduce impermeable surface coverage citywide by replacement with natural vegetation and soils to reduce runoff and flood hazards.

In addition, COSP Goal 9 states the City will "protect soil resources from poor management practices and pollution". To implement this, the COSP Element contains the following policies:

Policy COSP-36: Access reliable data and information on water use (based on customer usage reports) and supply to evaluate water supply impacts and the needs of proposed development projects to promote effective decision-making.

Policy COSP-37: Encourage the use of site and landscape designs that minimize surface runoff and retain or detain stormwater runoff, minimizing volume and pollutant concentrations.

Policy COSP-38: Require the use of innovative stormwater best management practices in all new development, including water quality monitoring during construction projects in the vicinity of sensitive water resources.

Policy COSP-40: Create urban forest along street corridors, in parks, and on City-owned properties to provide soil stabilization and erosion reduction as well as reduce flood hazards.

Policy COSP-41: Encourage the use of native and climate-appropriate and drought tolerant landscaping to reduce overall and per capita water demand.

Policy COSP-42: Discourage use of chemical fertilizers and other harmful soil treatments.

The General Plan Implementation Program includes the following action to help implement these goals and policies:

PRO-COSP-2: Update local codes to: encourage the use of locally propagated native plants and climate-appropriate landscaping to reduce overall water demand and soil erosion…

In addition, the Mobility and Infrastructure (MI) Element includes the following goal and policies to assure an adequate water system including groundwater supplies:

Goal MI-8: An integrated local stormwater management system that guards against urban flooding and provides for the "greening" of the city of Lake Elsinore

Policy MI-37: Maintain the capacity and condition of local storm drains to accommodate all but extreme weather events.

Policy MI-38: Consider prioritizing green infrastructure solutions over grey, and "green" existing grey infrastructure, where possible.

Policy MI-39: Ensure the ability of regional stormwater collection facilities to accommodate flows from Lake Elsinore's stormwater collection system through coordination with Riverside County.

Policy MI-40: Incorporate Low Impact Development (LID) approaches into the design and upgrades of public stormwater infrastructure, including bioswales and pervious surfaces.

The following implementation programs (PRO) show how this MI goal and its policies will be implemented:

PRO-MI-25: Consider a multi-benefit "one water" approach for new capital projects to include stormwater quality (low-impact development features), flood mitigation, and increased groundwater recharge.

PRO-MI-26: Work with the RCFCD to develop and implement a greenway strategy looking to "green" urban waterways including flood control facilities.

PRO-MI-27: Identify and work with partners to address impacts from groundwater threats and solid waste.

PRO-MI-28: Identify solid waste and hazardous waste facilities that do not comply with standards for preventing contamination of air, water, and soil with hazardous waste, and work with owners to upgrade those facilities to meet those standards, prioritizing facilities in DACs.

In support of these goals and policies, the City's development review process requires preparation of: (a) Hydrology Studies to demonstrate planned drainage systems will not increase downstream runoff; (b) Storm Water Pollution Control Plans for short-term water quality management for individual project construction; and (c) Water Quality Management Plans for long-term water quality management for project operation before any grading permits are issued.

In addition, the LEMC contains the following chapters that deal with hydrology and water quality:

- Chapter 14.08: Stormwater Runoff Management and Discharge Controls. Compliance with this section helps assure there will be no increases in downstream offsite runoff from new development by proving adequate detention/retention and water quality management improvements on sites with new development.
- Chapter 15.64: Flood Damage Prevention. Compliance with this section requires new development to install improvements that help prevent damage both onsite and downstream offsite.
- Chapter 16.48: Drainage Improvements. This section outlines typical drainage and flood-control improvements needed by new development and the review process for developing and approving requested improvements.
- Chapter 19.08: Water Efficient Landscape Requirements. This section outlines the latest requirements for landscaping to conserve water based on applicable state guidelines for low impact development (LID).

The City also has a variety of Standard Conditions of Approval (COAs) that address water quality, erosion control, and other hydrological constraints as described in Impact HYD-1 above.

Summary and Conclusions. Based on the preceding analysis, the future development under the GPU and City development review process will not substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner which would: (a) result in substantial erosion or siltation on- or off-site; (b) substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site; (c) create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems; (d) provide substantial additional sources of polluted runoff; or (e) Impede or redirect flood flows.

With implementation of General Plan goals and policies, continued regulatory compliance with state and regional water quality standards, standard conditions of approval, the City's development review process including NPDES requirements, and guidelines for erosion control in the Municipal Code, future development within the Planning Area under the GPU would not result in significant impacts related to drainage patterns, erosion, siltation, flooding, stormwater drainage capacity, polluted runoff, or impeded/redirected flood flows. Therefore, impacts will be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Pollutant Risk from Site Inundation

Impact HYD-4 – Would the Project result in flood hazard, tsunami or seiche zones, risk release of pollutants due to Project inundation?

Analysis of Impacts

Flood Hazard. Impact HYD-3 above addresses potential impacts of flooding. Large portions of the Planning Area are located within the FEMA mapped 100-year special flood hazard zones (Exhibit 4.10-7). In the past decade, the City has experienced flood damage from numerous winter storms that have overwhelmed the City's storm drainage system and created localized flood problems. Development in the future will add impervious surfaces which will increase localized runoff. Low impact development principles will need to be utilized to keep offsite runoff from increasing over existing levels. In addition, new occupied buildings will need to be elevated out of the identified 100-year flood plain. Overall drainage patterns are not expected to change substantially but projects will need to make necessary drainage-related improvements to upgrade the overall drainage control system to adequately protect future buildings and improvements.

Tsunami. The City and Planning Area are at elevations hundreds of feet above sea level (minimum 367 feet), and the City is located 15 miles inland of the Pacific Ocean (and separated by the Santa Ana Mountains). Therefore, the City has minimal to no risk from tsunamis and there is little potential for significant release of pollutants within the Planning Area from a tsunami.

Seiche. A seiche is a standing wave generated during earthquakes within enclosed bodies of water like reservoirs and lakes. Failure of the Railroad Canyon Dam could occur from seismically induced seiche conditions. If that were to occur, it would pose extreme high downstream hazards to large portions of Lake Elsinore (Exhibit 4.10-6). The dam is inspected monthly by the EVMWD and yearly by the Division of Safety of Dams to ensure it is being properly maintained and protected against an earthquake or flood. The Railroad Canyon Dam was rated "Satisfactory" by the 2022 condition assessment utilizing the National Dam Safety Review Board rating system.

It is also possible a seiche could develop within Lake Elsinore during a major regional earthquake. However, it would not result in a catastrophic release of water maintained behind a man-made impoundment structure, although shoreline facilities might be damaged during such an event.

Pollutant Release. The preceding analysis demonstrates the City and Planning Area have a very low risk of pollutants being released during flooding, a tsunami, or seiche (i.e., dam failure) within the region. Impacts are therefore less than significant.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to the flood hazards, tsunamis, seiche zones, or the risk of pollutants from Project inundation.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element (PSNAQ) contains Goal 10 in its section on Flooding and Dam Inundation Hazards section that seeks to develop a "community that proactively manages flood hazards to minimize the risk of impact to life and property." To that end

the GPU contains the following policies that will help reduce or prevent potential flooding impacts in the Planning Area:

Policy PSNAQ-59: Maximize essential public facilities' resilience to flood risks and hazards in 100- and 500-year floodplains.

Policy PSNAQ-60: Evaluate the need to expand the capacity of flood control facilities to minimize flood hazards resulting from extreme weather events.

Policy PSNAQ-61: Ensure new construction conforms to all applicable provisions of the National Flood Insurance Program to protect buildings and property from flooding.

Policy PSNAQ-62: Ensure natural flood control infrastructure and techniques capture storm water, recharge aquifers, and prevent flooding near established drainage systems and channels.

Policy PSNAQ-63: Encourage site drainage features that reduce impermeable surface area, increase surface water infiltration, and minimize surface water runoff during storm events.

In support of these policies, the GPU Implementation Plan includes the following programs that will assure their implementation:

PRO-PSNAQ-93. Update the Lake Elsinore Zoning Code to:

- Establish site design standards that require new developments within the floodplain fringe to preserve and enhance existing native riparian habitat.
- Reduce the risk of flooding by creating floodway setbacks for greenways, trails, and recreation areas and by prohibiting development within the floodways.
- Require site drainage features that reduce impermeable surface area, increase surface water infiltration, and minimize surface water runoff during storm events onsite.

PRO-PSNAQ-94. Evaluate development proposals against all FEMA regulations and use FEMA mapping during the environmental review process to ensure that flooding hazards are addressed and minimized, including placement of restrictions on development within designated floodplain areas.

PRO-PSNAQ-95. Conduct a vulnerability analysis to assess the structural integrity and flood resilience of essential public facilities like healthcare facilities, wastewater treatment plants, schools, power plants. Consider factors like building elevation, proximity to floodplains, stormwater drainage capacity, and flood mitigation systems. After completion of the assessment, take measures to mitigate threats to physical structures and improve building resilience.

PRO-PSNAQ-96. Improve existing or install new stormwater drainage systems (e.g., permeable pavements, retention basins) around public facilities to better manage runoff into storm drains and sewers during heavy rainfalls and reduce the risk of flooding.

PRO-PSNAQ-97. Use the Capital Improvement Program for storm drainage projects and maintenance and improvement of local storm drain systems including channels, pipes, and inlets to ensure capacity for maximum runoff flows.

Summary and Conclusions. With implementation of the GPU goals and policies, including related implementation programs, and the City's development review and CEQA processes, Potential impacts related to flood hazards, tsunami or seiche zones, and risk release of pollutants due to Project inundation would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Project Compliance with Water Quality and Groundwater Management Plans

Impact HYD-5 – Would the Project conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan?

Analysis of Impacts

Water Quality Control Plan. The Water Quality Control Plan for the Santa Ana River Region (Basin Plan) is the water quality control plan for the Santa Ana River watershed including the City of Lake Elsinore. The Basin Plan designates beneficial uses, establishes water quality objectives, and contains implementation programs and policies to achieve those objectives for all waters addressed through the Basin Plan. The Basin Plan is continually being updated to include amendments related to implementation of the total maximum daily load[14] (TMDL) of specific potential pollutants or water quality stressors, revisions of programs and policies within the Santa Ana RWQCB region, and changes to beneficial use designations and associated water quality objectives.

The GPU requires the City and future development within the Planning Area to be consistent with the Basin Plan. Therefore, the GPU will not conflict with or obstruct implementation of a water quality control plan.

Groundwater Management Plan. In 2014 the governor signed the Sustainable Groundwater Management Act (SGMA) into law which requires governments and water agencies of high and medium priority basins to halt overdraft and bring groundwater basins into balanced levels of pumping and recharge. SGMA empowers local agencies to form Groundwater Sustainability Agencies (GSAs) to manage basins sustainably and requires those GSAs to adopt Groundwater Sustainability Plans (GSPs) for crucial groundwater basins in California. The Elsinore Groundwater Basin, which underlies the City of Lake Elsinore, is not an adjudicated basin but is being managed by the EVMWD according to the requirements of the California Sustainable Groundwater Management Act (SGMA).

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA,

[14] TMDL is a regulatory term in the U.S. Clean Water Act, describing a plan for restoring impaired waters that identifies the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards

and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to compliance with water quality and groundwater management plans.

General Plan Analysis

As outlined in IMPACT HYD-1 and IMPACT HYD-2. implementation of COSP Goals 2 and 8 under Water Resources and its attendant policies and implementation strategies, the City's development review and CEQA processes, and water-quality related requirements of LEMC Chapter 14.08, potential impacts related to local and regional water quality from future development within the Planning Area will be reduced to less than significant levels. In addition, in the LEMC Chapter 14.08 deals with Stormwater Runoff Management and Discharge Controls consistent with the federal, state, and regional requirements of the NPDES program.

The City also has a variety of Standard Conditions of Approval (COAs) that address surface and groundwater quality and other hydrological constraints as described in Impact HYD-1 above.

Summary and Conclusions. With regulatory compliance and standard conditions of approval, the Project would not violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or ground water quality. Therefore, the GPU will not conflict with or obstruct implementation of a sustainable groundwater management plan.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact HYD-6 - Would the Project cause substantial adverse cumulative impacts with respect to hydrology and water quality?

Analysis of Impacts

The Planning Area and surrounding communities contain water-related hazards as well as surface and groundwater resources that must be protected. State law requires that the Safety Elements of city general plans, including Lake Elsinore, address potential flooding, erosion, changing drainage patterns, and other water-related hazards. In addition, the Conservation, Open Space, and Parks Element identifies and coordinate with other agencies to protect surface and groundwater. The Safety and Hazards Element contains goals and policies which acknowledge these potential risks and require structures and infrastructure to provide adequate levels of safety for the community. The Public Safety, Noise, and Air Quality Element and to a lesser degree the Conservation, Open Space, and Parks Element of the proposed GPU also contains goals and

policies which will continue to identify and protect the community from flooding and other water-related hazards.

The General Plans for the surrounding cities and the County General Plan are all required to identify potential risks from flooding, geologic and seismic conditions and contain goals and policies to address these risks and protect the public. These goals and policies are intended to be consistent with state law and are similar to those of the City's General Plan. In addition to local general plans, various state laws including CEQA require the City as a lead agency to identify potential hazards related to new development as well as protect important water resources as development occurs in the future. Local water districts must prepare Urban Water Management Plans and Groundwater Sustainability Plans are required to provide long-term protection for both surface and groundwater supplies for the region.

In these ways, potential cumulative impacts to future development from flooding and water-related hazards will be minimized, and the protection of important regional water resources will be protected. Therefore, future development in the City of Lake Elsinore and its SOI under the GPU will not make a significant contribution to any cumulative regional impacts on flooding or other water-related hazards and protect surface and groundwater resources in the future.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Because no projects are proposed or required from implementing the GPU, ZCA, and CAAP there would be potential for future development projects that in combination could result in cumulative impacts.

General Plan Analysis

As outlined in IMPACT HYD-1 through IMPACT HYD-5, implementation of Conservation, Open Space, and Parks (COSP) Goals 2 and 8 under Water Resources and Public Safety, Noise, and Air Quality Element (PSNAQ) Goal 10 in its Flooding and Dam Inundation Hazards section, along with their attendant policies and implementation strategies, the City's development review and CEQA processes, and water-quality and flood-related requirements of the LEMC, potential GPU impacts related to water resources within the Planning Area will be reduced to less than significant levels. In addition, in the LEMC Chapter 14.08 deals with Stormwater Runoff Management and Discharge Controls consistent with the federal, state, and regional requirements of the NPDES program.

The City also has a variety of Standard Conditions of Approval (COAs) that address water quality, erosion, and other hydrological constraints as described in Impact HYD-1 above.

Summary and Conclusions. With regulatory compliance and standard conditions of approval, the Project would not result in a substantial contribution to any significant regional cumulative impacts related to hydrology or water quality. Impacts would be less than significant and no programmatic mitigation would be needed.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.10.5 REFERENCES

EVMWD 2020. 2020 Elsinore Valley Municipal Water District, Urban Water Management Plan. Water Systems Consulting, Inc. Final Report June 2021.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

4.11 LAND USE AND PLANNING

This EIR section addresses land use and planning impacts associated with the proposed Project. Issues of interest are land use and planning impacts identified by the CEQA Guidelines: whether the Project will physically divide an established community or cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. Much of the environmental setting information is from the Existing Conditions Atlas (MIG 2024) and from current governmental database searches.

4.11.1 ENVIRONMENTAL SETTING

Existing Land Uses

Lake Elsinore, the largest freshwater lake in southern California, is located within the City boundaries[15]. The Lake is a popular recreational destination. Recreation activities include boating, waterboarding, fishing, camping, swimming, and sunbathing. The Cleveland National Forest is to the southwest and west of the City's Sphere of Influence (SOI).

The area within the corporate City limits and the SOI are collectively called the Planning Area as shown in Exhibit 4.11-1. While the City has no formal authority within the SOI, the State of California requires a city to consider land use planning for areas that bear relation to the City's future. This planning approach provides cities with a means of shaping the future of areas they may eventually annex.

The City of Lake Elsinore encompasses approximately 34.4 square miles within Riverside County. Urbanized land uses are a mix of residential, commercial, and manufacturing, with a concentration near I-15 and SR-74. Existing land uses are shown in Exhibit 4.11-2 and summarized in Table 4.11-1. The City's SOI extends into unincorporated County land and covers a total of 28.1 square miles. Most of this land is vacant/open space with terrain that is highly sloped.

[15] The southwest portion of the lake is bounded by Riverside County while the lake itself is within the City boundaries.

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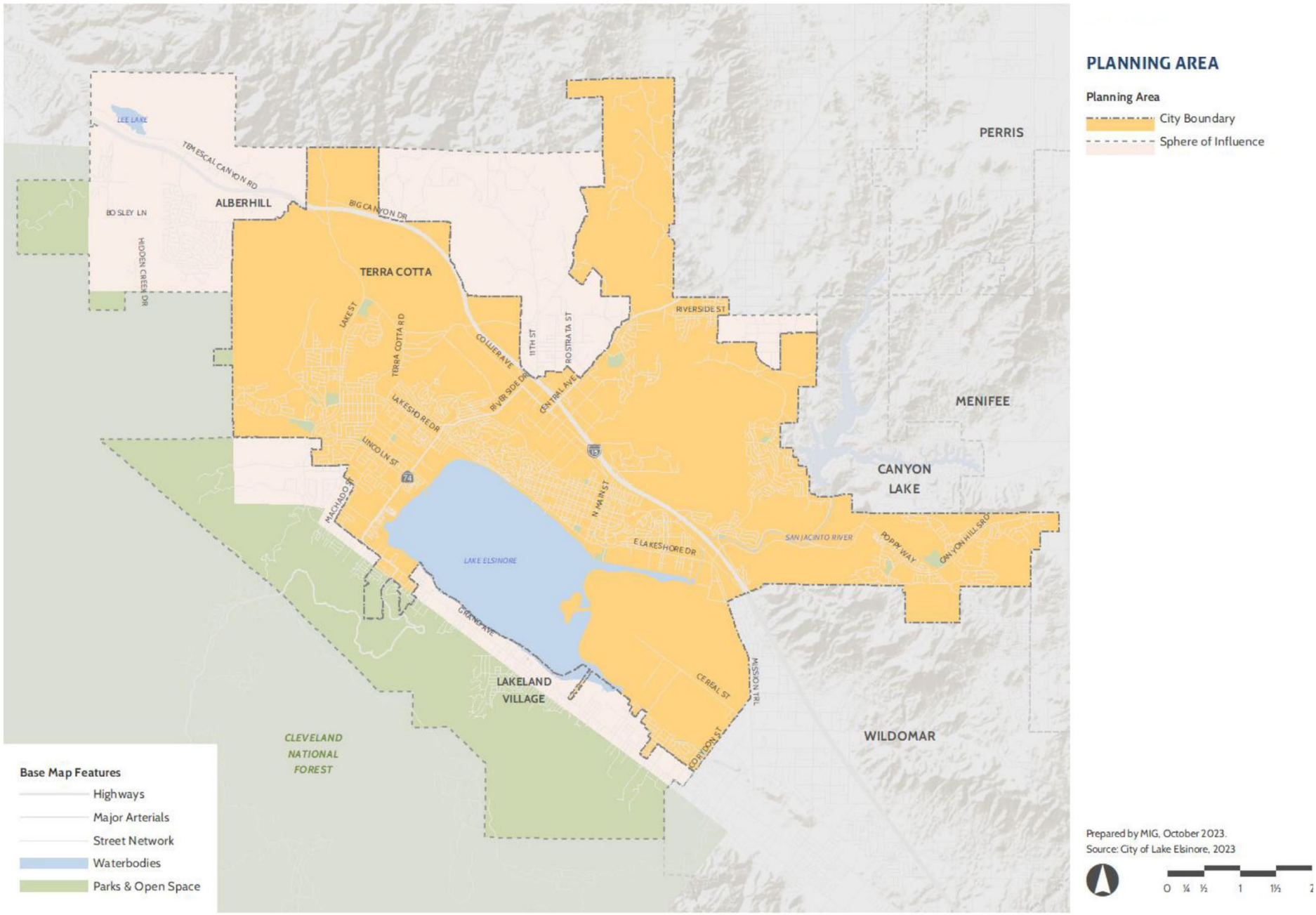


Exhibit 4.11-1 Planning Area

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Table 4.11-1
Existing Land Uses

Land Use	City		Sphere of Influence		Planning Area (Total)	
	Acres	%	Acres	%	Acres	%
Residential	**3,992.8**	**18.1**	**3,686.3**	**20.5**	**7,679.1**	**19.2**
Residential, Single-Family	3,421.2	15.5	2,305.4	12.8	5,726.6	14.3
Residential, Duplexes and Triplexes	69.1	0.3	21.5	0.1	90.6	0.2
Residential, 4+ Units	188.8	0.9	199.1	1.1	387.9	1.0
Townhomes	11.6	0.1	--	--	11.6	0.0
Mobile Homes	302.1	1.4	1,160.3	6.5	1,462.4	3.7
Commercial	**991.5**	**4.5**	**284.6**	**1.6**	**1,276.1**	**3.2**
Regional Retail	126.9	0.6	2.1	<0.1	129.0	0.3
Local Retail	712.1	3.2	260.0	1.4	972.1	2.4
Office	55.4	0.3	11.1	0.1	66.5	0.2
Hotel/Motel	26.6	0.1	0.3	<0.1	26.9	0.1
Commercial Recreational Facility	70.5	0.3	11.2	0.1	81.7	0.2
Industrial	**314.2**	**1.4**	**190.5**	**1.1**	**504.7**	**1.3**
Heavy Industrial	0.6	<0.1	0.0	0.0	0.6	0.0
Light Industrial	281.5	1.3	161.7	0.9	443.2	1.1
Warehouse, Distribution, Storage	4.9	<0.1	25.4	0.1	30.3	0.1
Public Storage	27.2	0.1	3.4	<0.1	30.6	0.1
Parks and Open Space	**5,807.6**	**26.3**	**6,689.5**	**37.2**	**12,497.1**	**21.2**
Parks	3,413.6	15.5	5,370.5	29,9	8,784.1	21.9
Open Space	3.7	<0.1	60.7	0.3	64.4	0.2
Cemeteries	22.6	0.1	0.0	0.0	22.6	0.1
Golf Courses	187.4	0.8	0.0	0.0	187.4	0.5
Natural Conservation	30.2	0.1	11.1	0.1	41.3	0.1
Other Parks and Open Space	2,150.1	9.8	1,247.2	6.9	3,397.3	8,5
Public Facilities and Institutions	**491.2**	**2.2**	**169.8**	**0.9**	**661.0**	**1.7**
Emergency Services	214.1	1.0	1.1	<0.1	215.2	0.5
Primary and Secondary Education	245.6	1.1	67.7	0.4	313.3	0.8
Religious Institutions	31.3	0.1	101.0	0.6	132.3	0.3
Other Public Facilities and Institutions	0.2	<0.1	0.0	0.0	0.2	<0.1
Agriculture and Natural Resource Extraction	**5,153.7**	**23.4**	**4,066.4**	**22.6**	**9,220.1**	**23.0**
Airport	**73.1**	**0.3**	**0.0**	**0.0**	**73.1**	**0.2**
Vacant	5,228.4	23.7	2,884.8	16.1	8,113.2	20.3
TOTAL (square miles)	**22,052.4** (34.4)	**100.0**	**17,971.9** (28.1)	**100.0**	**40,024.4** (62.5)	**100.0**

Source: Table LU-1, MIG 2024

Like many cities in the Inland Empire, large portions of Lake Elsinore are undeveloped, where 20 percent of land is vacant. Parks and open space uses make up nearly one-third of the Planning Area (31.2 percent).

Approximately 19 percent of the Planning Area is residential, the majority of which is single-family residential. Commercial, industrial, and agricultural/rural uses total 3.2 percent, 1.3 percent, and 23 percent respectively.

A few distinct neighborhoods within the City of Lake Elsinore are often defined by the name of a specific plan or a physical characteristic (see Exhibits 4.11-3 and 4.11-4). For example, residents describe themselves as being from Tuscany Hills or Alberhill Ranch neighborhoods, which are both specific plan areas. Other neighborhoods are defined by the development name, such as Country Club Heights. Neighborhoods are also defined by common characteristics (e.g., the Historic District), location, or geography. In addition to specific neighborhoods, Community Plans provide a more precise focus and recognize the unique and treasured assets of individual areas in the City. The following eight Community Plans occur throughout Lake Elsinore and its Sphere of Influence (generally from north to south):

- Alberhill
- Country Club Heights
- Lake Elsinore Hills
- Lake Edge
- Historic
- Riverview
- Ballpark
- East Lake

The Historic Community Plan acts as the heart of the City due to its central location, Main Street corridor, and concentration of historic, cultural, and civic uses. Several historic buildings are located within this area many of which date to the late 1800's and include sites such as the Grand Armory of the Republic Building, Crescent Bath House, and the Santa Fe Depot.

To the north of the Historic Community Plan lies the "business district" area which is Lake Elsinore's business and industrial hub. This area is anchored by the Outlets at Elsinore, the largest shopping destination in Lake Elsinore, as well as other big box stores and industrial parks. In addition, other commercial hubs include the Elsinore City Center (I-15 at Lake Elsinore's eastern edge), the commercial areas around the Central Avenue and Dexter Avenue intersection, and the commercial areas surrounding Diamond Stadium in the Ballpark Community Plan. Small commercial clusters can also be found throughout the city's neighborhood centers and at major intersections.

Many of the Lake Elsinore neighborhoods consist of single-family residences surrounded by recreational uses, vacant land, open space, and conservation areas. These areas are characterized by rolling hills offering expansive views of Lake Elsinore and the City. Residential developments further out from the downtown and the "business district" area have lower-density lots and a more rural feel than more urbanized parts of the City due to higher amounts of vacant land and open space. Multi-family residences are mostly located in the areas surrounding the Lake.

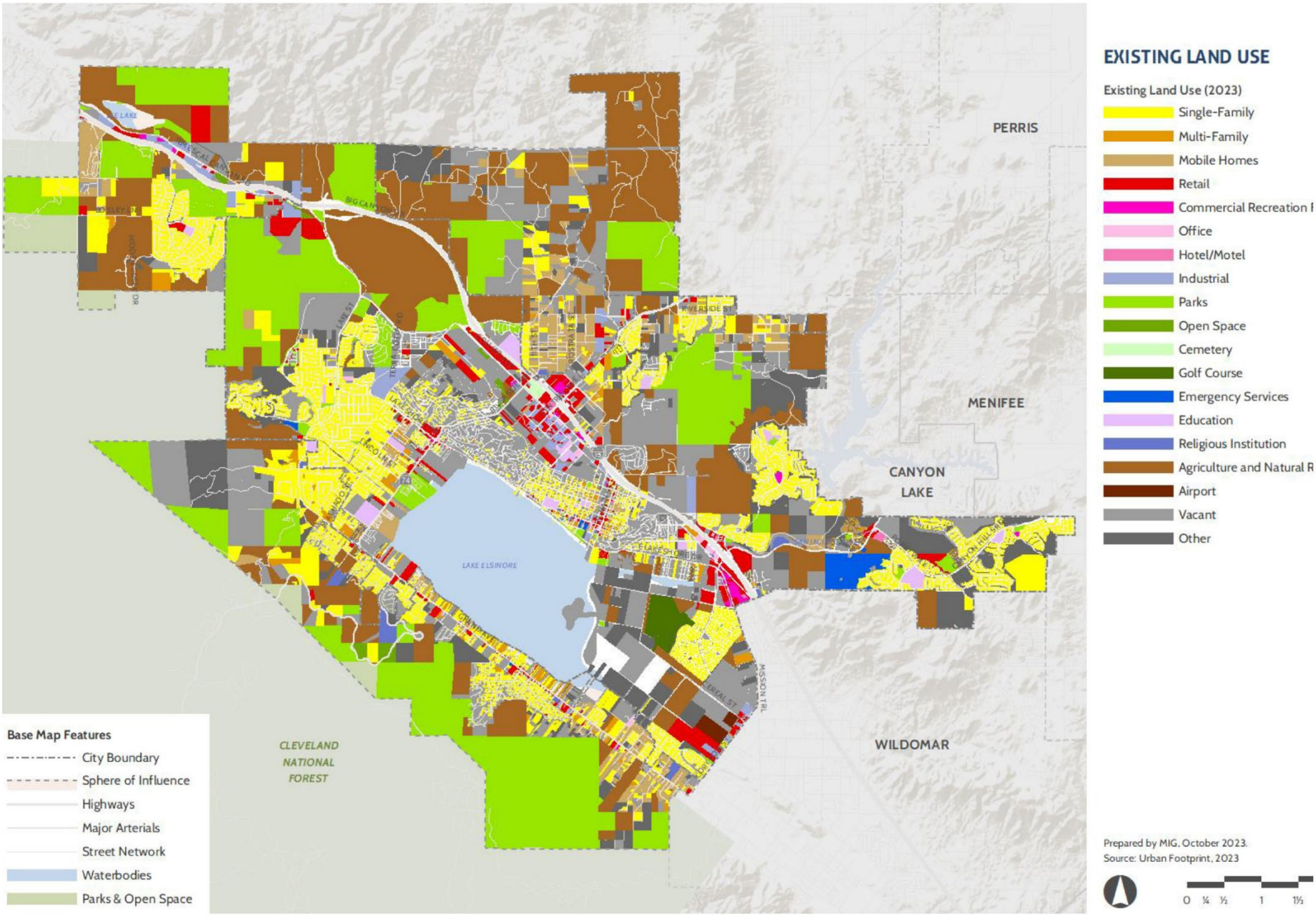


Exhibit 4.11-2 Existing Land Use

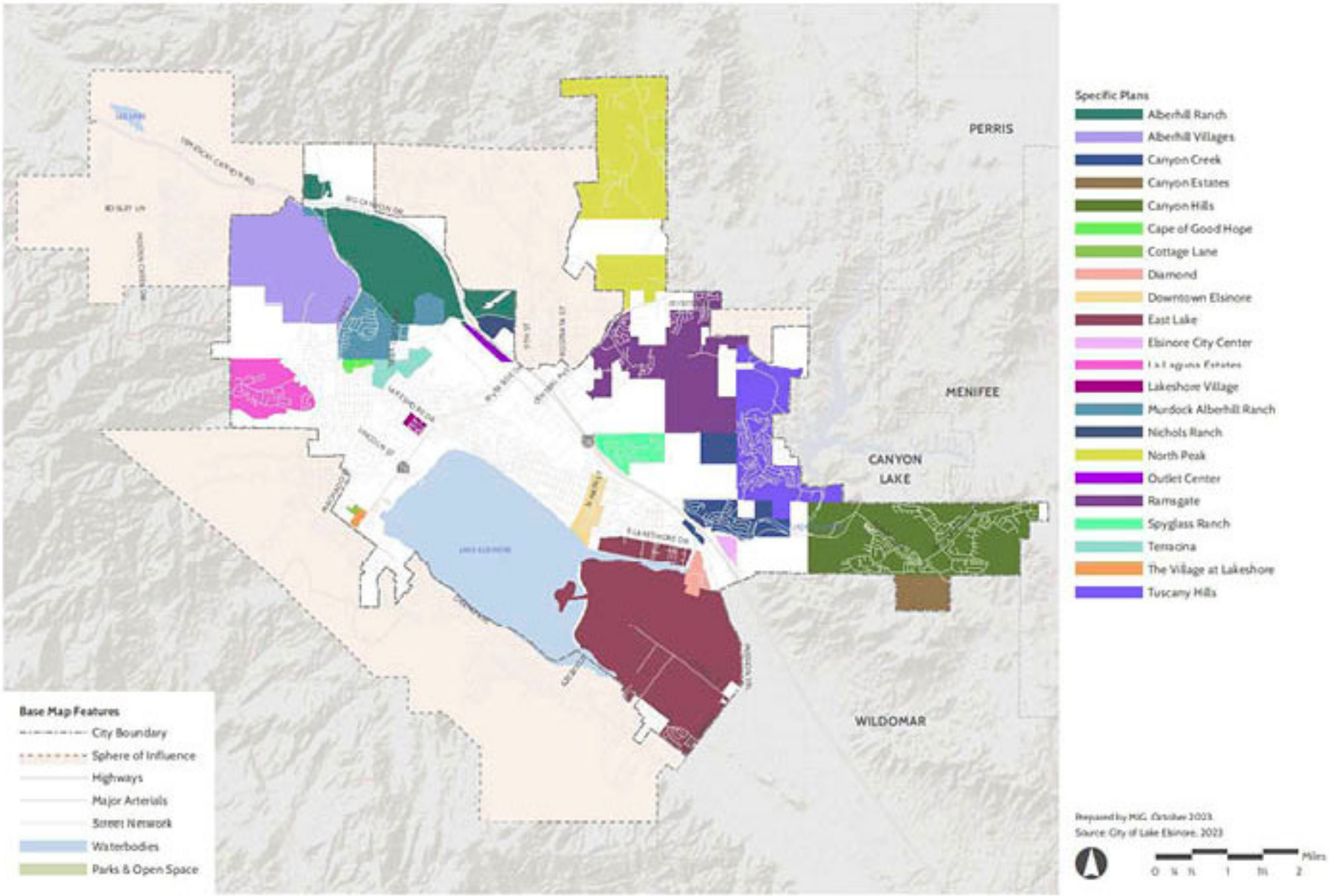


Exhibit 4.11-3 Specific Plans

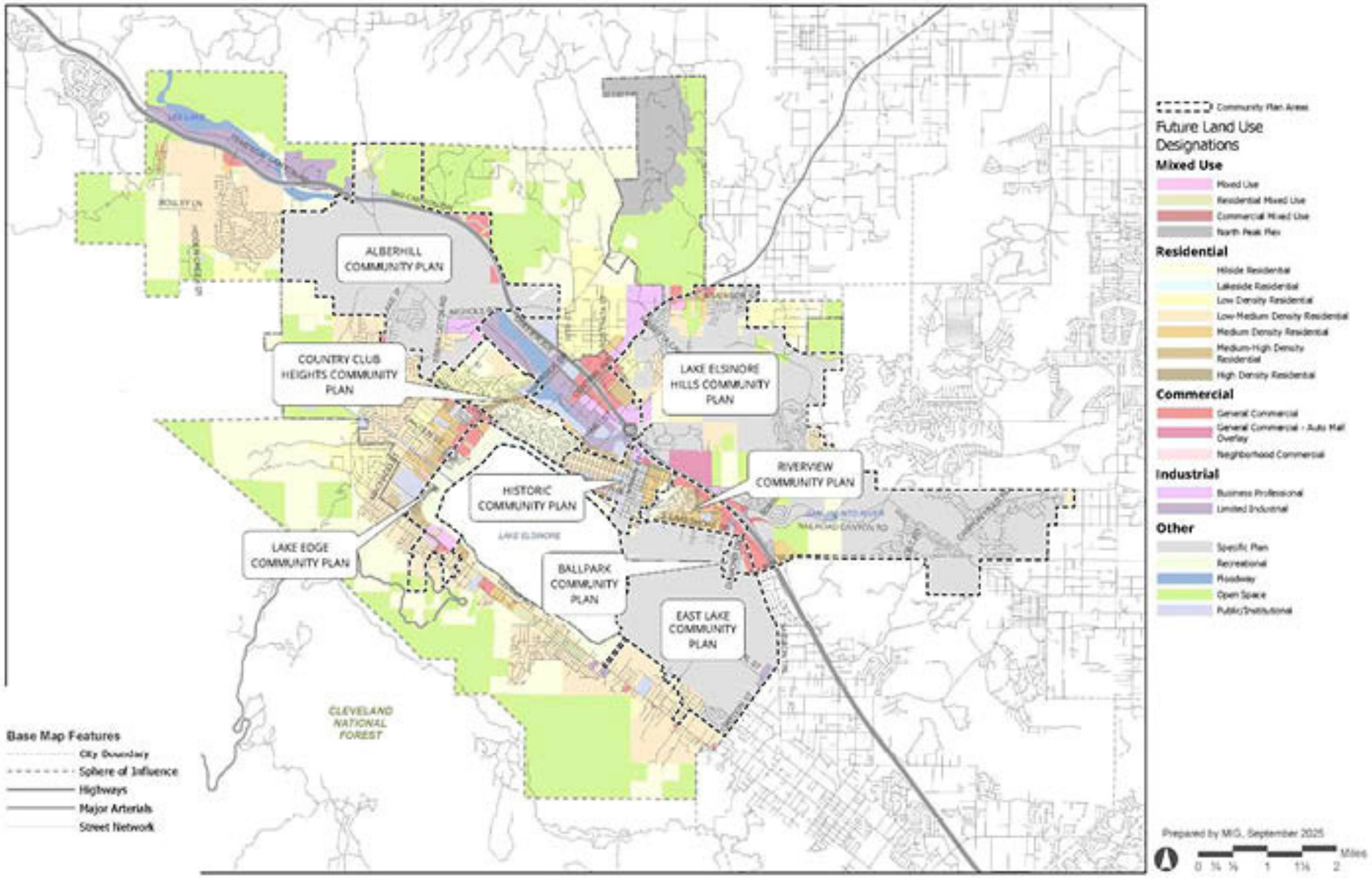


Exhibit 4.11-4 Community Plan Areas

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Residential Uses and Housing Density

Residential uses in the Planning Area account for approximately 19.2 percent of all land uses and are found throughout Lake Elsinore. Three-quarters of the residential land uses are single-family (one-unit) uses. Mobile homes, the second largest residential use category, accounts for 19 percent of residential land. Within the City of Lake Elsinore, mobile homes are primarily located in the Historic and Lake Edge Community Plans. However, mobile homes are predominantly found in the Lakeland Village and Meadowbrook neighborhoods as well. Multi-family uses (duplexes/triplexes/quadplexes, townhomes, and buildings with 4+ units) account for six percent of residential land and can be found throughout Lake Elsinore, generally along major arterials and at key intersections. However, multi-family uses are largely clustered in the neighborhoods to the west of the Lake and in the Riverview and Historic Community Plan areas to the northeast of the Lake.

Density is measured by how many units are in one acre of land. Housing units in Residential Mixed Use (RMU) and High Density (R-2, R-3, CMU and RMU) zoned areas have the highest housing density potential, at over seven units per acre. Typical residential types found in these higher density zones include apartments, condos, townhouses, and row houses. Most single-family neighborhoods have an allowed density range from one to six dwelling units per acre. The majority of the City is developed at 15 dwelling units per acre or less .

Business, Commercial, and Industrial Land Uses

Commercial areas make up 4.5 percent of all land uses in the City alone and 3.2 percent in the overall Planning Area. Most commercial uses are located along I-15, Ortega Highway (SR-74), Grand Avenue, North Main Street, and Lakeshore Drive. Commercial clusters are also found at major intersections.

Office uses occur in these same areas, but account for less than one percent of all commercial land. Regional commercial uses include major shopping centers and big box stores such as the Lake Elsinore Outlets located on Collier Avenue; Costco, Lowes, and Home Depot along Dexter Avenue, Target at the I-15/Central Avenue intersection; and the “City Center” (Wal-Mart and Vons) at the I-15/Railroad Canyon. Local commercial uses include low-intensity strip malls and Main Street

Public Facilities and Institutional Land Uses

Approximately 1.7 percent of the Planning Area’s total land area is devoted to public facilities and institutional uses. The Public Facilities and Institutional land uses primarily include educational facilities, emergency services, and religious institutions. The Public Facilities and Institutional land uses are generally found in and adjacent to low-density residential areas and in Lake Elsinore’s civic hub, the Historic Community Plan. Some educational uses are also located near industrial and commercial uses in the business district area such as Ortega High School.

Park and Open Space Uses

Parks and open space comprise 21.2 percent of the Planning Area land use acreage. Parks and open space areas include State and City parks, Bureau of Land Management lands, Cleveland

National Forest, Links at Summerly Golf Course, Canyon Lake Golf and Country Club, Elsinore Valley Cemetery, and Pioneer Cemetery.

Much of the Planning Area's open space is designated for conservation under the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP). Furthermore, Lake Elsinore is surrounded by hills with steep slopes that pose difficulties for land development.

Agricultural and Natural Resources Land Uses

Land used for agriculture and natural resource extraction is found throughout the Planning Area and makes up 23 percent of all land uses. Agricultural uses include typical activities, such as the raising of livestock and crop production, but can also include uses such as gravel pits and extraction of mineral resources. Agriculture and natural resource extraction uses are mostly concentrated in the northern City and Sphere in the Alberhill Community Plan and the Meadowbrook, North Peak, and Northwest neighborhoods. Significant clay resources are associated with the Alberhill area in the north portion of the City and classified by the State Department of Conservation, Division of Mines and Geology. The mining activity is being phased out in accordance with approved permits, and the continued use and ultimate reclamation of these lands has been or will be addressed in the specific plans prepared for these areas. Additionally, City records indicate that there are no major agricultural operations in Lake Elsinore, and agriculture use is only allowed in the R-M-R (Rural Mountainous Residential District) and R (Recreational District). Overall, agriculture and rural uses will continue to become less prominent as Lake Elsinore evolves into an urbanized community.

Airport Land Uses

The Skylark Field Airport is located in the East Lake Community Plan and totals 73.1 acres (less than one percent of the Planning Area's land use). It is privately owned/operated; Skylark Field Airport is home to Skydive Elsinore, the oldest drop zone in North America and one of Lake Elsinore's main recreational attractions.

Vacant Land

Vacant land comprises 20.3 percent of land in the Planning Area (8,113 acres). Vacant properties are distributed throughout the Planning Area, many of which include steep slopes that impact development feasibility. The specific plans call for the conversion of vacant land into mostly residential development or for the preservation of open space.

4.11.2 REGULATORY FRAMEWORK

Regional

Southern California Association of Governments (SCAG)

The Southern California Association of Governments (SCAG) is a Joint Powers Authority under California law, established as an association of local governments and agencies that voluntarily convene as a forum to address regional issues. SCAG encompasses the counties of Los Angeles, Orange, Ventura, Riverside, San Bernardino, and Imperial. SCAG is designated as a Metropolitan Planning Organization (MPO) and as a Regional Transportation Planning Agency. SCAG is responsible for regional planning in the Southern California area. As SCAG is the largest MPO in

the United States, it has sub-regional councils of government to provide for the subregions' land use and transportation planning at a more local level. The sub-regional council for Paramount is the Gateway Cities Council of Governments (GCCOG). SCAG provides a framework to coordinate local and regional decisions regarding future growth and development and prepares future growth forecasts for the region. As the designated Metropolitan Planning Organization (MPO) for the area, SCAG is mandated by the Federal government to research and develop plans for transportation, growth management, hazardous waste management, and air quality based on the regional growth projections. Under Senate Bill 375 (SB 375), SCAG, as a designated MPO, is required to prepare a Sustainable Communities Strategy (SCS) as an integral part of its Regional Transportation Plan (RTP). RTP/SCS documents are long-range visioning plans that balance future mobility and housing needs with economic, environmental, and public health goals. SCAG's current adopted RTP/SCS, Connect SoCal 2024, was adopted in April 2024.

SCAG's Connect SoCal 2024

As part of developing a Sustainable Communities Strategy per SB 375, SCAG is required to include a "forecasted development pattern for the region." This Forecasted Regional Development Pattern details where people, households, and employment will be located through 2050, the horizon year of the Plan. To develop this forecast, SCAG first prepared a Regional Growth Forecast to understand how many people, households, and jobs we needed to plan for. Then SCAG developed a preliminary Forecasted Regional Development Pattern based on local general plans and known development entitlement agreements. RHNA allocations, to the extent that they had been embedded into certified housing elements, were taken into account. In addition, regional sustainability strategies from the final, adopted Connect SoCal 2020, including priority growth and environmentally constrained areas, were embedded into the forecast. These are detailed further in the Priority Development Area and Green Region Resource Area sections. Then SCAG met with local jurisdictions across the region to verify that our understanding of the future matched with local planning efforts. This input from local jurisdictions was integrated into the Forecasted Regional Development Pattern for Connect SoCal 2024.

The Regional Growth Forecast assumes the region is successful in alleviating much of the latent housing demand that has built up over past decades by projecting 30 percent higher household growth during the 2020s than Connect SoCal 2020. This reflects changes to state- and local-housing-supportive policy as well as stronger housing production numbers in recent years, including ADUs, which are historically undercounted. In contrast to past cycles in which local review usually yields lower household growth and higher job growth, the locally reviewed Connect SoCal 2024 household forecast was actually 2.3 percent higher than the preliminary version developed with a demographic panel of experts. The share of household growth in Connect SoCal 2024 in more than one priority area and outside environmental constraint areas is 39 percent compared to only 36 percent in Connect SoCal 2020.

Local

Adopted in 2011, the General Plan guides long-term growth and promotes the Lake Elsinore community's fundamental values and vision for the City's future development. State law mandates that seven elements be addressed in the General Plan: land use, circulation, housing, open space, conservation, noise, and safety. Although mandated, these elements do not have to be presented in individual chapters. The City's 2011 General Plan combined these topic areas into a smaller number of integrated chapters since the elements were found to be interrelated. The existing General Plan contains three Plan Chapters: Community Form, Public Safety and Welfare, and Resource Protection and Preservation. The City also adopted its 6th Cycle Housing Element in 2022.

Lake Elsinore General Plan

The Land Use and Community Character Element of the General Plan Update outlines the goals and policies the City will follow to adequately plan for future land uses and planning for its citizens, residences, workers, and businesses. In addition, the Housing Element contains goals and policies specifically for residential units. All of the goals and policies of the General Plan are shown in DEIR Appendix A. The goals and policies applicable to land use and planning are provided below and evaluated in Section 4.11.4.

Lake Elsinore Municipal Code

Chapter 17 of the Lake Elsinore Municipal Code (LEMC) contains zoning and development requirements and there are various other provisions throughout the LEMC that address land use issues. As part of the Project, the Zoning Code and Map are being amended to implement the proposed GPU.

NOP Comments

The Southern California Association of Governments (SCAG) submitted a letter during the NOP period recommending the EIR evaluate the Project relative to the SCAG's various regional planning documents including Connect SoCal. That analysis is included in Section 4.11.4 below.

4.11.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it:

2.12 Physically divides an established community.

3.12 Causes a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

4.12 Causes substantial adverse cumulative impacts with respect to land use and planning.

4.11.4. IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to land use and planning that could result from the implementation of the Project and recommends mitigation measures as needed to reduce significant impacts.

Established Communities

Impact LAND-1 – Would the Project physically divide an established community?

Analysis of Impacts

Many of the Lake Elsinore neighborhoods consist of single-family residences surrounded by recreational uses, vacant land, open space, and conservation areas. These areas are characterized by rolling hills offering expansive views of Lake Elsinore and the City.

With the amount and location of vacant land, future development in the City could isolate or become isolated by surrounding development. Fortunately, the City has many open space areas that help provide connectivity among neighborhoods, in addition to the many streets and arterial roadways that provide vehicular and pedestrian connectivity (where sidewalks are present). As future development occurs, it will be important to evaluate its location and design to minimize or prevent isolation of established neighborhoods, eliminating historic connections of existing residents to nearby commercial uses and services, etc.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to dividing an established community.

The CAAP will help regulate the City's activities in terms of greenhouse gas emissions so it is not directly related to land use or planning in terms of separating neighborhoods. The ZCA adds or modifies regulations for several mixed use zones and medium and high density residential zones and so it does have a relation to future land use and planning. However, it does not regulate conditions that would divide or separate established communities compared to the GPU.

General Plan Analysis

The Land Use and Community Character (LUCC) Element of the GPU contains the following five overall Goals and 29 related Policies for directing all aspects of future development in the City and SOI:

Goal LUCC-1: A City of Complete Neighborhoods

Policy LUCC-1: Retain the unique characters of long-established residential neighborhoods.

Policy LUCC-2: Maintain the higher quality and character of established housing stock.

Policy LUCC-3: Accommodate population growth and projected demographic shifts with a range of housing options.

Policy LUCC-4: Require new and infill development be sensitive to neighborhood context, building form, and scale.

Policy LUCC-5: Ensure all residential streets provide a safe, comfortable, and enjoyable pedestrian experience, with design elements to include street trees and sidewalks.

Policy LUCC-6: Identify transition areas between lower-density land uses adjacent to higher-intensity development to ensure new and infill development transitions well to established uses.

Policy LUCC-7: Encourage neighborhood beautification and residents' efforts to participate and take pride in their neighborhoods.

Goal LUCC-2: A Network of Great Streets and Public Spaces that Encourage Social and Economic Activity.

Policy LUCC-8: Activate and improve the pedestrian experience along Riverside Drive, Lakeshore Drive, Central Avenue, and Main Street by applying the following:

- Separate potentially conflicting uses (vehicular, pedestrian, bicycle, etc.).
- Prioritize pedestrian facilities and amenities.
- Implement designated land uses (scale, density/intensity, intent, character, and built form).

Policy LUCC-9: Establish a continuity of streetscapes along Main Street, Riverside Drive, Lakeshore Drive, and Central Avenue that define the public realm, are scaled to the pedestrian experience, and reflect the City's cultural identity through public art, street furniture, landscaping, architectural character, materials, etc.

Policy LUCC-10: Concentrate mixed-use development at designated sites (see Figure LUCC-3) to provide opportunities for clustering similar and compatible uses, support economic development, create and maintain vibrant pedestrian-oriented spaces and experiences.

Policy LUCC-11: Encourage the adaptive reuse of historic buildings, and compatible, transitional new development in the Historic Community Plan area.

Goal LUCC-3: Distinctive and Successful Uptown, Downtown, and Other Mixed Use Districts.

Policy LUCC-12: Continue to encourage private and public investment in Downtown, with public improvements that support pedestrian activity, park-once strategies, and the enjoyment of being outdoors. Ensure land use policies for Downtown allow for a diversity of businesses and residential densities that meet housing needs for people in all life stages.

Policy LUCC-13: Create a mixed-use "Uptown" district along Central Avenue through new development and revitalizing/redesigning existing commercial centers. The Uptown district shall include mixed-use, residential, and public uses that supplement the commercial uses to create a lively destination/district.

Policy LUCC-14: Support the reinvention of aging commercial properties as mixed-use developments and districts that integrate housing, retail, dining, entertainment, and office in both vertical and horizontal configurations, and that provide connections among all uses within the developments/districts.

Policy LUCC-15: Encourage the growth of medical-related and health care businesses to create a regional center for medical care, research, and technology businesses.

Goal LUCC-4: A Dynamic Mix of Businesses, Uses, and Employment that Sustains a Strong Local Economy, with Design Qualities that Contribute to Their Success.

Policy LUCC-16: Support retention of existing and encourage new local and small businesses.

Policy LUCC-17: Provide a balance of business opportunities and housing choices that make it easy for persons of all income ranges to live and work in Lake Elsinore.

Policy LUCC-18: Facilitate the growth of a diverse business sector resilient to change over time and compatible with a broad range of skills and workers.

Policy LUCC-19: Create concentrated employment centers along major corridors to provide opportunities for innovation, investment, and growth.

Policy LUCC-20: Require new and renovated employment center developments to:

- Allow for accessory uses such as public open space and/or trails, transit amenities, childcare facilities, and supportive retail uses based on the size and location of development.
- Include design features to accommodate safe and convenient walking, biking, and transit use, including:

- interconnected system of streets and walkable blocks with ample space for walking, a landscaped buffer protecting pedestrians from street activity, and street furniture and amenities
- innovative parking solutions that reduce surface parking lots, relocate parking away from the street edge, and encourage parking structures and shared parking programs
- buildings with primary entrances facing public streets and/or sited around public plazas, courtyards, walkways, parks, open spaces, etc.
- extensive on-site landscaping
- coordinated and well-designed wayfinding signage
- pedestrian-scaled lighting to promote activity

LUCC-21: Improve and maintain the visual and aesthetic qualities of commercial and industrial districts through the control of design, signs, parking, landscaping, architecture, and property maintenance.

LUCC-22: Require high-quality design in commercial and industrial development.

LUCC-23: Require development proposals to work with the Lake Elsinore public service providers (police, fire, and public utilities) to encourage efficient project site development and target land use projections as identified in Table LUCC-4.

Goal LUCC-5: Urban Recreation, Open Spaces, and Experiences that Contribute to Complete Neighborhoods for all Residents and Destinations for Visitors.

Policy LUCC-24: Encourage active living, physical activity, health, and wellness by creating and maintaining a green network that provides equitable access to recreational facilities, parks, trails, greenways, open spaces, and gardens.

Policy LUCC-25: Explore the potential for new or expanded open spaces and greenways while improving groundwater recharge areas to serve as neighborhood and community recreation or conservation resources.

Policy LUCC-26: Encourage lake-oriented recreational uses including but not limited to beaches, parks, marinas, and lake-oriented water park.

Policy LUCC-27: Consider visitor drawing recreation activities that connect to or are in the Downtown; such uses can include lake pier, geothermal based spa, etc.

Policy LUCC-28: Consider implementing additional extreme sport facilities as defined in Dream Extreme 2040 Plan.

These overarching land use goals are their attendant policies are also supported by 31 programs (PRO-LUCC-1 through PRO-LUCC-31) that are designed to specifically implement the various land use actions indicated in the goals and policies cited above, such as the following examples:

PRO-LUCC-5: Work with project applicants, developers, landowners, financial institutions, and others to provide unique opportunities for urban recreation, such as multi-story structures with rooftop theaters, fields, green roofs, gardens, etc.

PRO-LUCC-9. Incentivize the creation of public plazas and public urban spaces near larger residential and mixed-use developments and in underutilized parking areas within existing commercial centers. Use the community benefit structure for mixed use and commercial areas along to create public plazas, paseos, and other urban recreation amenities, which can provide opportunities for social gathering and passive recreation in a built-out urban area. These open spaces can include hardscaped and landscaped areas, seating, and landmarks. Public plazas

can be programed with “pop up” recreation programs and regularly scheduled events such as farmers’ markets and festivals.

PRO-LUCC-10. Support the transformation or enhancement of creeks, streams, flood corridors, into greenways that foster trails, groundwater recharge and stormwater management, and wildlife connections throughout the community.

PRO-LUCC-11. Support urban agriculture and community gardens.

These various implementation programs address the zoning code/map update, the City’s development review process, new plans and strategies, special studies and reviews, ongoing processes and procedures, and ongoing collaboration, consultation, and community engagement

In addition, the Zoning Code and Map are being revised as part of the Project to accomplish the following: creating new land use zoning categories to implement General Plan land use policy including Mixed Use and Medium High Density Residential; updating development standards, including parking, setbacks, signs, etc.; revising allowed uses in zoning districts, including removing required conditional use permits for certain uses to streamline approvals; updating nonconforming provisions; creating new procedures and processes to streamline development and implement General Plan direction, including creating a community benefits program; and updating standards and processes to reflect recent State legislation.

All of these goals, policies, and LEMC amendments will provide an organized and comprehensive framework for development in the Planning Area into the future. Specifically regarding separation of neighborhoods, LUCC Goal 1 encourages complete neighborhoods while Goal 2 encourages streets that efficiently connect neighborhoods. Policy LUCC-5 requires the City to “ensure all residential streets provide a safe, comfortable, and enjoyable pedestrian experience, with design elements to include street trees and sidewalks.”

Summary and Conclusions. The goals and policies of the GPU will help protect existing neighborhoods and allow them to remain cohesive, They will also allow new development to create additional cohesive neighborhoods for residents and businesses. In these ways the Project will not physically divide established neighborhoods now or in the future.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Plan Conflicts

Impact LAND-2 – Would the Project cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

Analysis of Impacts

This section includes a discussion of potential conflicts between the Project and applicable planning documents, which are described in Section 4.11.2 above. It should be noted that policy conflicts do not, in and of themselves, constitute a significant environmental impact. However, policy inconsistency is considered to be a significant adverse environmental impact when it is related to a policy adopted for the purpose of avoiding or mitigating an environmental effect and it is anticipated that the inconsistency would result in a significant adverse *physical* impact. Note that planning documents that pertain to specific technical topics (e.g., Greenhouse Gas Emissions and Air Quality) are discussed in those topical sections of this Draft EIR. The proposed GPU Land Use Map is included as Exhibit 4.11-5.

According to Table 3-2 in Section 3.3, Project Description, the 2045 planning horizon for the Planning Area is estimated to result in increases over existing land uses of approximately 27,664 residential dwellings and 16.1 million square feet of non-residential development. This will result in an estimated increase of approximately 81,456 residents and 6,995 jobs projected for the 2045 horizon year.

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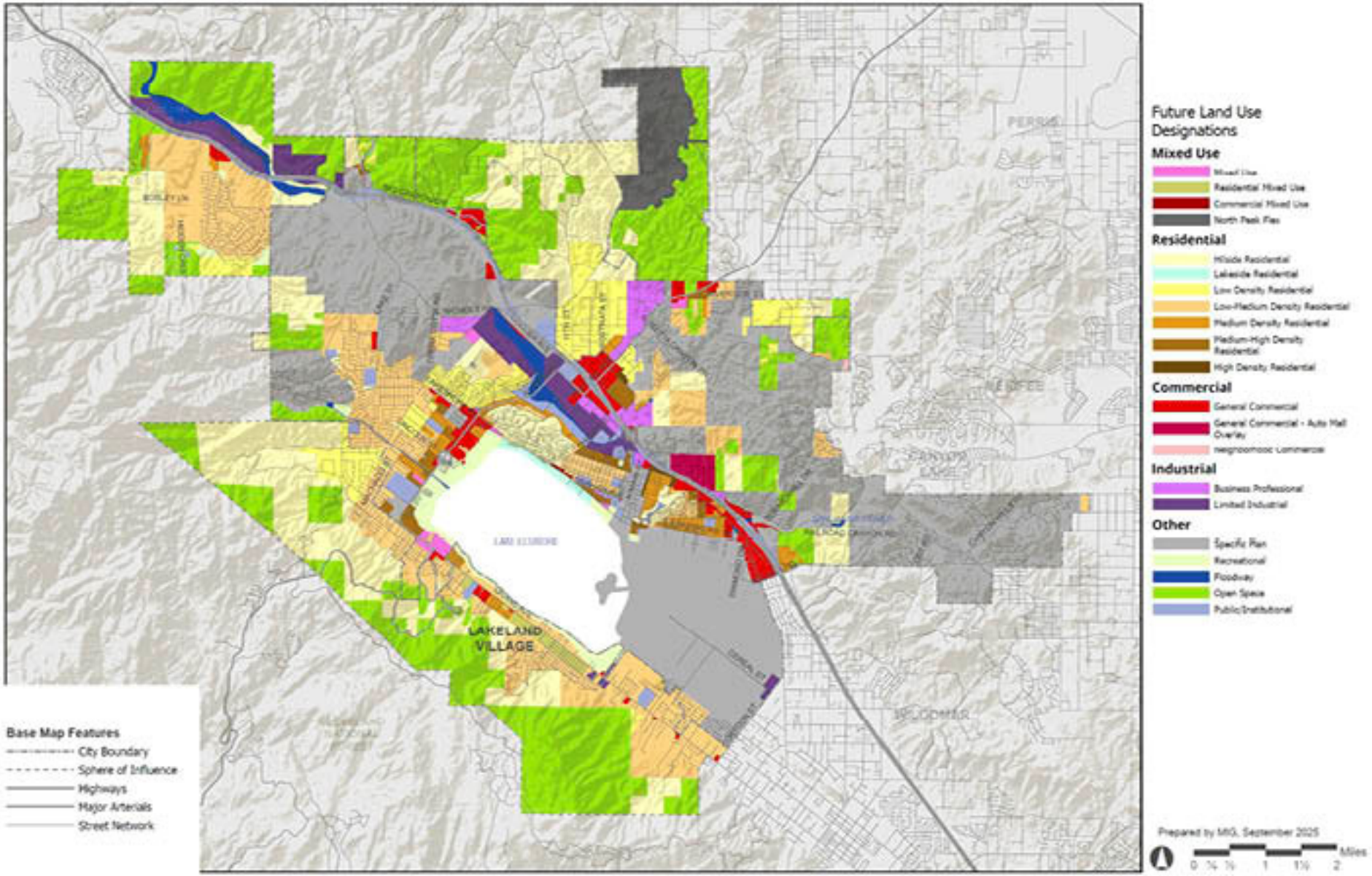


Exhibit 4.11-5 Proposed Land Use Plan

Lake Elsinore General Plan Environmental Impact Report
Lake Elsinore, California

MIG

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The 2025 GPU will change land uses in the City over time by substantially increasing the amount of residential uses and housing units over those projected in the 2011 General Plan and those that exist at present. Similarly, the GPU represents substantial growth in non-residential uses (e.g., commercial, office, light industrial) and employment in the future compared to that projected in the 2011 General Plan or what exists at present. The changes in anticipated housing growth are a result of the City's increased Regional Housing Needs Assessment (RHNA) housing allocation from SCAG, which is based on the state's desire to encourage more housing throughout the state.[16] SCAG's VMT policies are meant to encourage local jurisdictions to reduce job commute trip lengths by adding land uses that produce jobs if they are housing/jobs poor (i.e., local jobs/housing ratio is less than the 1.15 regional average) or by adding residential land uses that increase housing in jurisdictions that are jobs rich/housing poor (i.e., local jobs/housing ratio is greater than the 1.15 regional average). These land use changes are eventually expected to better balance the local supply of housing to jobs and reduce VMT on a regional basis.

2020-2045 Regional Transportation Plan/Sustainable Communities Strategy

The SCAG Regional Council adopted the 2024-2050 RTP/SCS on April 4, 2024. The long-range visioning plan identifies several goals which are intended to help carry out the vision for improved mobility, a strong economy, and sustainability. These goals, and the Project's relationship to these goals, are presented in Table 4.11-2 (2024-2050 RTP/SCS Consistency Analysis). As shown in Table 4.11-2, the implementation of the GPU would not cause a significant environmental impact due to a conflict with any regional (SCAG) land use-related policies adopted for the purpose of avoiding or mitigating an environmental effect.

The 2024-2050 RTP/SCS also includes growth projections for cities and counties within the region. Population growth associated with the Project would not exceed the projected population growth forecast from the SCAG. Refer to Section 4.14, Population and Housing, for an analysis of potential population and housing impacts.

Consistency with Connect SoCal (2020-2045 RTP)

In September 2020 SCAG adopted "Connect SoCal" which is another term for their 2020-2045 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). Connect SoCal builds upon and expands land use and transportation strategies established over several planning cycles to increase mobility options and achieve a more sustainable growth pattern. The long-range visioning plan balances future mobility and housing needs with goals for the environment, the regional economy, social equity and environmental justice, and public health. The goals included in Connect SoCal may be important considerations in the City's General Plan. Table 4.11-2, Consistency with SCAG Connect SoCal Goals, provides a consistency analysis between the ten Connect SoCal goals and the City's proposed GPU. Table 4.11-2 demonstrates that the proposed GPU is consistent with the ten goals and environmental justice guidelines of the SCAG Connect SoCal document.

[16] At a press conference on September 19, 2020, the Governor stated that over the past decade, California has averaged less than 100,000 new homes per year, significantly slower than that of most other states. Gov. Newsom then set a goal of 3.5 million new housing units to be built by 2025 or about 500,000 units per year. He outlined a suite of proposals he hoped would make it easier for builders to build such as altering the state's oft-abused environmental-impact law (CEQA) to allow more housing, revamping how local governments get their tax dollars and clamping down on cities that obstruct new construction [Sacramento Bee, September 20, 2020].

Table 4.11-2
2024-2050 RTP/SCS Consistency Analysis

2024-2050 RTP/SCS	Consistency Analysis
MOBILITY Goal: Build and maintain an integrated multi-modal transportation network	**Consistent.** GPU Mobility and Infrastructure Element strives to maintain an integrated multi-modal transportation network as outlined in Goals 1 and 2 and their attendant Policies.
Sub-Goal 1: Support investments that are well-maintained and operated, coordinated, resilient and result in improved safety, improved air quality and minimized greenhouse gas emissions	**Consistent.** GPU Mobility and Infrastructure Element Goal 2 and its Policy 4 encourage innovative maintenance and financing mechanisms to roadway maintenance. In addition, the CAAP outlines short- and long-term strategies for the City to follow to reduce greenhouse gas emissions as well as related criteria pollutants.
Sub-Goal 2: Ensure that reliable, accessible, affordable and appealing travel options are readily available, while striving to enhance equity in the offerings in high-need communities	**Consistent.** GPU Mobility and Infrastructure Element Goals 1 and 2 and their attendant Policies encourage the City to meet the transportation needs of all City residents and visitors with sustainable and alternative options. In addition, the 6 Goals of the Environmental Justice Element along with Policies EJ-1 through EJ-15 encourage programs to focus on high need communities.
Sub-Goal 3: Support planning for people of all ages, abilities and backgrounds	**Consistent.** GPU Mobility and Infrastructure Element Goals 1 and 2 and their attendant Policies encourage the City to meet the transportation needs of all City residents and visitors.
COMMUNITIES Goal: Develop, connect and sustain livable and thriving communities	**Consistent.** The Land Use and Community Character Element along with the already adopted Housing Element provide guidance for future development in the Planning Area to make it more connected, active, walkable, enjoyable, and safe (i.e., “complete”).
Sub-Goal 1: Create human-centered communities in urban, suburban and rural settings to increase mobility options and reduce travel distances	**Consistent.** The GPU would lead to the construction of new roads, infrastructure, and buildings to support uses consistent with the 2024 RTP/SCS and consistent with current building codes, state and federal requirements including Green Building Standards. This includes EV parking spaces, energy-efficient buildings, and use of construction and grading equipment that complies with current AQ standards, etc..
Sub-Goal 2: Produce and preserve diverse housing types in an effort to improve affordability, accessibility and opportunities for all households	**Consistent.** Both the Housing Element and the Land Use and Community Character Element emphasize the offering of a variety of housing types, sizes, etc. to serve all portions of the housing market and make housing affordable to the greatest portion of the population.
ENVIRONMENT Goal: Create a healthy region for the people of today and tomorrow	**Consistent.** The GPU Environmental Justice Element Goals 1-5 outline how the City can improve the health and meet the specific needs of disadvantaged communities (DAC).
Sub-Goal 1: Develop communities that are resilient and can mitigate, adapt to and respond to chronic and acute stresses and disruptions, such as climate change	**Consistent.** The GPU Conservation, Open Space, and Parks Element along with the Public Safety, Noise, and Air Quality Element address resilience against future climate change. The Mobility and Infrastructure Element Goal 5 also identifies ways to reduce VMT thereby reducing the stress of out-of-area commuting for work opportunities.
Sub-Goal 2: Integrate the region’s development pattern and transportation network to improve air quality, reduce greenhouse gas emissions and enable	**Consistent.** The GPU Land Use and Community Character Element and the Mobility and Infrastructure Element outline how the City’s vehicular and non-vehicular circulation systems can serve future transportation needs while reducing air pollutant and GHG emissions.

2024-2050 RTP/SCS	Consistency Analysis
more sustainable use of energy and water	
Sub-Goal 3: Conserve the region's resources	**Consistent.** The Land Use and Community Character Element and the Conservation, Open Space, and Parks Element outline how future growth can be emphasized in infill areas rather than continued greenfield development to make it more efficient and help conserve the region's resources in the future..
ECONOMY Goal: Support a sustainable, efficient and productive regional economic environment that provides opportunities for all people in the region	**Consistent.** The Land Use and Community Character Element and the Conservation, Open Space, and Parks Element propose new mixed use land use designations and zoning classifications, and associated development standards. These new uses would promote more efficient use of land and resources and would be constructed to current building codes, state and federal requirements including Green Building Standards. The GPU would allow for new non-residential uses that would provide additional short- and long-term employment for the City and its residents.
Sub-Goal 1: Improve access to jobs and educational resources.	**Consistent.** The Land Use and Community Character Element seeks to increase employment and educational opportunities for the local population.
Sub-Goal 2: Advance a resilient and efficient goods movement system that supports the economic vitality of the region, attainment of clean air and quality of life for our communities	**Consistent.** The GPU Mobility and Infrastructure Element Goal 4 emphasizes the City's future ability to process and distribute goods. This increased goods processing capacity would improve trade both in the City and potentially the region.

Source: SCAG 2024-2050 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS).

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Development within the city will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to conflict with land use plans and policies.

The CAAP will help regulate the City's activities in terms of greenhouse gas emissions so it is not directly related to land use or planning. However, it does contain a number of goals and policies that have indirect influence on future land use, as shown below.

The ZCA adds or modifies regulations for several mixed use zones and medium and high density residential zones and so does have a direct relation to future land use and planning. The ZCA implements the General Plan and includes the following:

- reorganization to facilitate clarity and ease of use;
- creating new land use zoning categories to implement General Plan land use policy including Mixed Use and Medium High Density Residential;
- updating development standards, including parking, setbacks, signs, etc.;

- revising allowed uses in zoning districts, including removing required conditional use permits for certain uses to streamline approvals;
- updating nonconforming provisions;
- creating new procedures and processes to streamline development and implement General Plan direction, including creating a community benefits program; and
- updating standards and processes to reflect recent State legislation.

General Plan Analysis

The five goals and 28 attendant policies presented in Impact LAND-1 provide a organized and comprehensive plan for future land use development in the Planning Area consistent with the various regional plans outlined above. The 31 related implementation programs address the zoning code/map update, the City's development review process, new plans and strategies, special studies and reviews, ongoing processes and procedures, and ongoing collaboration, consultation, and community engagement. These programs will further assist the City in coordinating and being consistent with applicable state and regional plans.

Similarly, the Housing Element (which has already been adopted) provides goals and policies more specific to the planned residential uses in the City and SOI in the future. In particular the Housing Element outlines how the City will comply with the Regional Housing Needs Allocation (RHNA) promulgated by SCAG to identify how much housing should be built in the City over the horizon of the Housing Element (2025 through 2029).

Climate Action and Adaptation Plan (CAAP) Analysis

The CAAP will help the City control and reduce the emission of greenhouse gases from both mobile and stationary sources in the future. Among other things, the various land use goals and policies of the GPU outlined in Impact LAND-1 above strive to make housing, businesses, and community activities more efficient in terms of GHG emissions.

Zoning Code Amendment (ZCA) Analysis

The ZCA is being revised as part of the Project to accomplish the following: creating new land use zoning categories to implement General Plan land use policy including Mixed Use and Medium High Density Residential; updating development standards, including parking, setbacks, signs, etc.; revising allowed uses in zoning districts, including removing required conditional use permits for certain uses to streamline approvals; updating nonconforming provisions; creating new procedures and processes to streamline development and implement General Plan direction, including creating a community benefits program; and updating standards and processes to reflect recent State legislation. In these ways the ZCA will help the City continue to be consistent with applicable state and regional plans.

Summary and Conclusions. The GPU will change land uses, housing, and growth projections for the City. While these changes are consistent with SCAG's RHNA directives, they will not be in balance with SCAG's 2024 RTP/SCS as the increase in housing will increase local VMT. Once the next RTC/SCS is adopted it will accommodate the new land uses that will be included in the City's updated General Plan. The City cannot feasibly resolve this inconsistency in adopted plans at this time, but it can accommodate this future growth at the local level. Therefore, potential land

use impacts of future development under the GPU are considered to be less than significant and no mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact LAND-3 – Would the Project cause substantial adverse cumulative impacts with respect to land use and planning?

Analysis of Impacts

Section 4.11-4, Impact LAND-1, the proposed Project would not physically divide an established community as the proposed GPU, ZCA, and CAAP goals and policies encourage connectivity and discourage isolating or limiting access for existing and future neighborhoods, so their impacts in this regard would be less than significant.

Section 4.11-4, Impact LAND-2 demonstrates the GPU, ZCA, and CAAP would not cause a significant environmental impact due to a conflict with a land use plan, policy, or regulation. In addition, Impact LAND-2 demonstrates the Project is consistent with the regional growth expectations (i.e., goals and policies) as outlined in SCAG's 2020-2045 RTP/SCS, so its impacts in this regard would be less than significant.

Future development under the direction of the GPU, ZCA, and CAAP would contribute additional residents, employees, traffic, and other growth-related impacts within the Planning Area which will result in incremental cumulative impacts on the region. For purposes of cumulative land use and planning impact analysis, the impacts of the proposed plans are considered in relation to those estimated for the region by SCAG and those of the General Plans of surrounding jurisdictions including Riverside County. The geographic context for the land use and planning cumulative impact analysis includes the jurisdiction of local and regional agencies including the City of Menifee, City of Perris, Riverside County, and SCAG.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Because no projects are proposed or required from implementing the GPU, ZCA, and CAAP there would be no potential for the Project to be combined with other development projects that would otherwise result in cumulative impacts
.
The proposed GPU, ZCA, and CAAP are the City's growth management plans for the coming years (2025-2045) and future land use development plans will need to be compatible with these

plans. Future cumulative development within the Planning Area would be required to be reviewed for consistency with adopted planning documents and policies associated with the previously listed agencies, in accordance with the requirements of CEQA, the California Zoning and Planning Law, and the California Subdivision Map Act, all of which require findings of plan and policy consistency prior to approval of entitlements for development. Overall, the cumulative impact of the GPU with respect to future development would not be cumulatively considerable and is less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.11.5 REFERENCES

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019). City of Lake Elsinore. December 2011.

City 2025. City of Lake Elsinore Municipal Code. [Accessed November 2025] https://www.codepublishing.com/CA/LakeElsinore/

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

SCAG 2024a. Southern California Association of Governments. *The 2024-2050 Regional Transportation Plan/Sustainable Communities Strategy.* April 4, 2024.

SCAG 2024b. Southern California Association of Governments, 2024. 2024-2050 RTP/SCS Final Growth Forecast by Jurisdiction. Web: https://scag.ca.gov/read-plan-adopted-final-connect-socal-2020 [Accessed November 2025].

4.12 MINERAL RESOURCES

This EIR section addresses mineral resources impacts associated with the proposed Project. Issues of interest are mineral resources impacts identified by the CEQA Guidelines: whether the Project will result in the loss of availability of a known mineral resource or result in the loss of availability of a locally-important mineral resource recovery site.

4.12.1 ENVIRONMENTAL SETTING

The City has a long history of extracting minerals of various kinds such as sand, gravel, and clay found in the Alberhill, Rice Canyon, Temescal Wash, and Cottonwood Hills areas of the City and SOI (MIG 2024). As of 2023, only two clay, sand, and gravel mines were still active in the Planning Area and both were going through reclamation processes (DOC 2025). Significant clay resources were historically located in the northern portions of the Planning Area, particularly in the Alberhill area. Clay resources have been used to produce heavy products such as brick and tile and refractory products such as fire brick and pottery. In addition, red “bone clay” is sold directly for cement use. The GPU Existing Conditions Atlas states that mining operations in the Planning Area are slowly being phased out and include careful reclamation processes but will ultimately be terminated (MIG 2024). Based on approved reclamation plans, it is likely that active mining operations will cease by 2030-35 (DOC 2025). The distribution of mineral resources in the Planning Area is shown in Exhibit 4.12-1.

Mineral Resource Zones

Minerals refer to aggregate resources, or rock, sand, and gravel, energy-producing fields, including oil, gas, and geothermal substances, and appurtenant mining operations. The California Department of Conservation (DOC) classifies land in the state into mineral resource zones based on the known or inferred mineral resource potential of that land (DOC, 2020a). Land in the Planning Area has been classified by the California Division of Mines and Geology (CDMG) according to the presence or absence of significant sand and gravel deposits in the form of maps showing Mineral Resource Zones (MRZ). There are four MRZ classifications:

- Areas classified **MRZ-1** are areas where adequate information indicates that no significant mineral deposits are present, or where it is judged that little likelihood exists for their presence.
- Areas classified **MRZ-2** are areas where adequate information indicates that significant mineral deposits are present or where it is judged that a high likelihood for their presence exists.
- Areas that are classified **MRZ-3** are areas containing mineral deposits the significance of which cannot be evaluated from available data.
- Areas classified **MRZ-4** are areas where availability information is inadequate for assignment to any other MRZ-zone.

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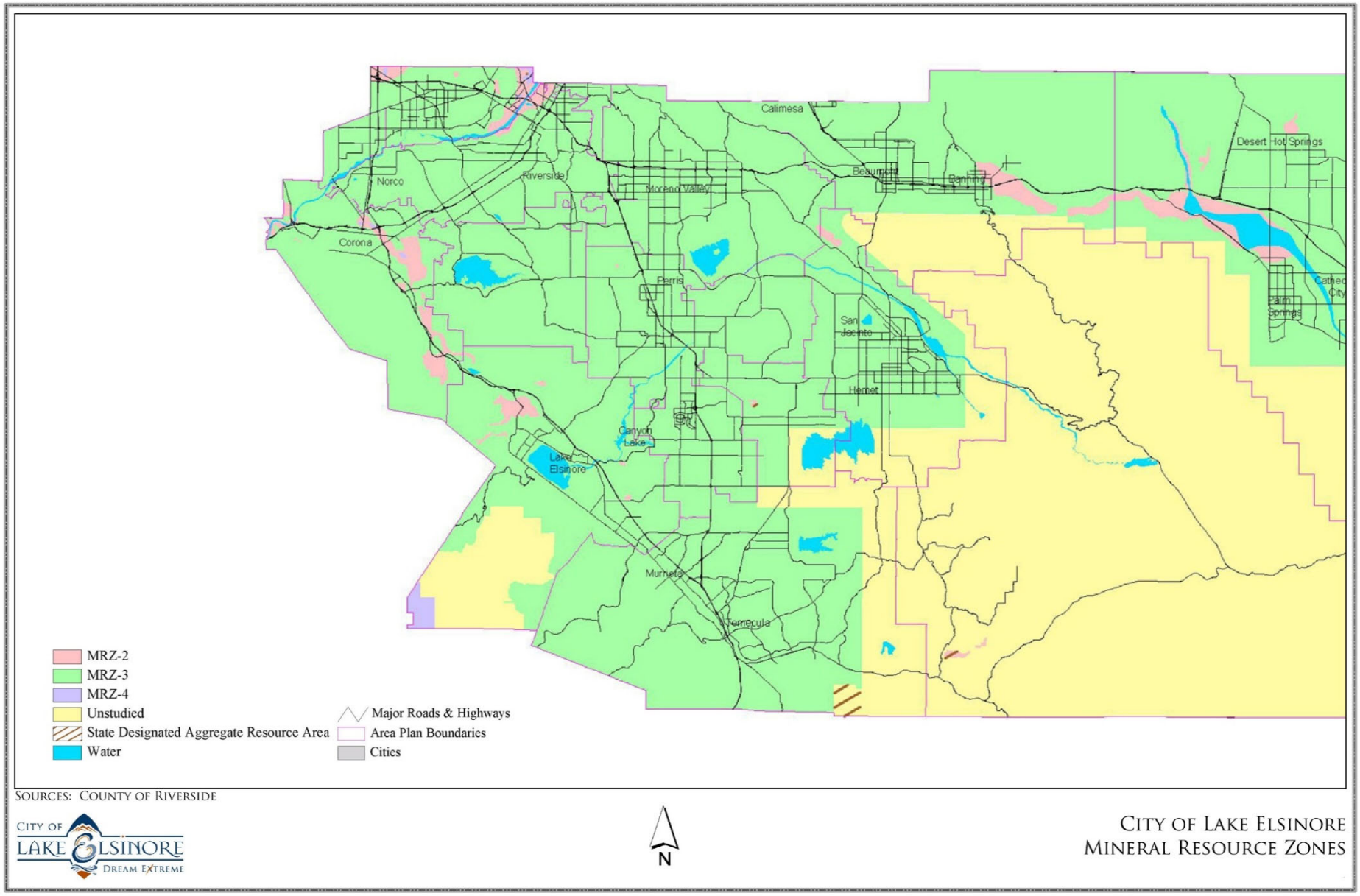


Exhibit 4.12-1 Mineral Resource Areas

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The City of Lake Elsinore lies within the Temescal Valley Area, Riverside County, California. Special Report No. 165, prepared in 1991 by the State Department of Conservation, Division of Mines and Geology, identified construction aggregate, clay deposits, and crushed stone with an MRZ-2 designation in the City (DOC 2020a). Most of the City and SOI are actually classified as MRZ-3 with no identified resources, although there are specific areas in the City, mainly northwest of the lake, that are designated MRZ-2 with identified mineral resources (i.e., clay deposits in the Alberhill area and sand and gravel deposits along Temescal Creek on either side of the I-15 Freeway).

The construction aggregate resource areas include sand and gravel deposits in McVicker Canyon, Rice Canyon and Temescal Wash in the northern portion of the Planning Area. The mouth and upstream deposit areas at McVicker Canyon are within lands subdivided and developed, thereby eliminating this area from consideration as a sand and gravel reserve. The deposits associated with Rice Canyon and Temescal Wash are currently being mined. The long-term extraction and recommended use of these lands are addressed in the specific plans for these areas.

A crushed stone site located along Railroad Canyon Road has been intermittently mined in the past by the Riverside County Transportation Department and other operators, as a source of base aggregate for roadway construction. The Railroad Canyon Road site is located within the approved Cottonwood Hills Specific Plan area.

Significant clay resources are associated with the Alberhill area in the north portion of the City, and classified as MRZ-2 by the State since 1982. Clays from this area have been used to produce two main types of clay products, heavy products such as sewer pipe, brick and tile, and refractory products such as fire brick, flue lining and pottery. In addition, red “bone clay” is sold directly for cement use. The Pacific Clay Products deposits are located within the approved Alberhill Specific Plan and Alberhill Villages Specific Plan. The mining activity is being phased out in accordance with approved permits, and the continued use and ultimate reclamation of these lands has been or will be addressed in the specific plans prepared for these areas.

4.12.2 REGULATORY FRAMEWORK

State Regulations

Surface Mining and Reclamation Act of 1975

The Surface Mining and Reclamation Act of 1975 (SMARA) was enacted by the California legislature to promote the conservation of the State’s mineral resources and to ensure adequate reclamation of mined lands. Among other provisions, SMARA requires the State Geologist to classify land in California into Mineral Resource Zones (MRZ), according to the known or inferred mineral potential of the land. The process is based solely on geology, without regard to existing land use or land ownership. Upon completion of each study, the State Geologist submits the mineral land classification report to the State Mining and Geology Board, which transmits the information to appropriate local governments that maintain jurisdictional authority in mining, reclamation, and related land-use activities. Local governments are required to incorporate the report and maps into their General Plans and consider the information when making land use decisions. SMARA regulated mining activities include prospecting and exploratory activities, dredging and quarrying, streambed skimming, borrow pitting, and the stockpiling of mined materials. The current General Plan incorporates the requirements and mineral classification and designation information of SMARA (DOC 2025).

The California Department of Conservation, Division of Mines and Geology (DMG) 'Mineral Land Classification Project publishes mineral resource maps which have proven to be of value in land use planning and mineral conservation. This is an ongoing process with updates taking place approximately every 10 years (DOC 2020). DMG is also in the process of identifying lands throughout the county with the potential for mineral resource recovery and will be used by the County in identifying new mineral resource areas to help ensure their preservation. Areas subject to California mineral land classification studies are divided by the State Geologist into various MRZ categories that reflect varying degrees of mineral potential.

Local

City General Plan

The Conservation, Open Space, and Parks (COSP) Element contains a goal and related polices relative to mineral resources and mining. All of the GPU goals and policies are provided in DEIR Appendix A. The goal and policies of the GPU related to mining and mineral resources are outlined in Section 4.12.4 below.

Lake Elsinore Municipal Code

Title 14, Chapter 14.04

Chapter 14.04 of the Lake Elsinore Municipal Code (LEMC) sets forth the City's regulations regarding surface mining and reclamation. The purpose of this chapter is to "ensure the continued availability of important mineral resources, while regulating surface mining operations as required by California's Surface Mining and Reclamation Act no 1975." (Section 14.04.020) Chapter 14.04 describes the City's procedures for processing applications for surface mining permits and reclamation plans. Section 14.04.240 this chapter provides for the protection of mineral resources and states that mine development "is encouraged in compatible areas before encroachment of conflicting uses. Mineral resource areas that have been classified by the State Department of Conservation's Division of Mines and Geology or designated by the State Mining and Geology Board, as well as existing surface mining operations that remain in compliance with this chapter, shall be protected from intrusion by incompatible land uses that may impede or preclude mineral extraction or processing, to the extent possible for consistency with the City's General Plan."

Title 17 (Zoning) Chapter 17.144

Chapter 17.144 of the LEMC establishes the M-3 Mineral Resources and Related Manufacturing District. The purpose of the Mineral Resources and Related Manufacturing District is to "reserve appropriate locations consistent with the General Plan to accommodate a full range of mineral resource extraction and related manufacturing in order to strengthen the City's economic base and to increase employment opportunities." (Section 17.114.010). Chapter 17.144 identifies the uses that are permitted subject to a surface mining permit and those subject to a conditional use permit. Premises in the M-3 district used for any mining and quarry operations and related manufacturing are subject to special development and landscape improvement standards related to noise suppression, roads and driveways, access roads, air and water pollution, slopes of excavation, distancing and landscaping, hours of operation, insurance and rehabilitation. It should be noted that at present there is no "independent" land left in the City designated M-3 as all land that was formerly designated M-3 has been incorporated into Specific Plans (e.g., Alberhill Specific Plan).

4.12.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it would:

2.13 Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state.

3.13 Result in the loss of availability of a local important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan.

4.13 Would the project cause substantial adverse cumulative impacts with respect to mineral resources?

4.12.4. IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to the loss of availability of a known mineral resource that is of value to the region and the residents of the state and the loss of availability of a locally-important mineral resource recovery site.

Loss of Statewide or Regional Mineral Resources

Impact MINERAL-1 – Would the Project result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?

Analysis of Impacts

According to the Department of Conservation, portions of the Planning Area northwest of the lake are designated MRZ-2 (i.e., the Alberhill area and the Temescal Canyon area). The history of the Planning Area includes mineral extraction within specific limited areas of the City and its SOI. Most of the City, SOI, and surrounding area have been classified as MRZ-3, and areas along the I-15 corridor north of Lake Elsinore are classified MRZ-2. However, existing mining activities are planned be phased out over time and the areas converted to other land uses, such as residential and commercial. These land use designation changes have already been approved, and therefore, development under the GPU would not significantly affect the availability of known mineral resources that would be of value to the region and the residents of the state.

The increased growth and development associated with the implementation of the proposed GPU would not significantly impact mineral resources located within City and its SOI as existing mining is planned to be phased out and new land uses will eventually be developed on that land after completion of approved reclamation plans. In accordance with City's development review process, future development will be reviewed to ascertain project-specific impacts to mineral resources and to ensure compliance with the GPU and applicable provisions of the State and local regulations regarding mining.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element of the GPU (Mineral Resources section) includes Goal 6 which states the City will…"balance the need for extracted materials, which have been determined to be significant, with the need for resource conservation." In support

of this goal are the following four policies designed to effectively implement state law and the City's desires regarding continued mining operations in the Planning Area:

Policy COSP-28:Encourage land uses that have a higher level of compatibility with mining activities, such as industrial and manufacturing.

Policy COSP-29:Consider the benefits in allowing extraction activities of mineral resources when making land use decisions.

Policy COSP-30:Require mined property to be left in a condition suitable for reuse in conformance with the General Plan land use designations and the California Surface Mining and Reclamation Act (SMARA).

Policy COSP-31:Encourage the reuse and recycling of existing aggregate construction material for new development.

In addition, the GPU proposes the following Implementation Programs (PRO) to specifically implement Goal 6 and its policies regarding mineral resources:

PRO-COSP-2: Update local codes to… "Periodically update the City's surface mining reclamation ordinance to ensure the City's ordinances reflect the most current SMARA requirements."

PRO-COSP-6: Impose conditions, as necessary, on mining operations to minimize or eliminate the potential adverse impact of mining operations on surrounding properties and the environment.

PRO-COSP-7: Require the reuse and recycling of existing aggregate construction material for new residential, commercial, and industrial development.

PRO-COSP-8: Ensure that natural wetlands are observed, floodway regulations are followed, and measures are taken to address possible conflicts because of mining.

PRO-COSP-46: Continue to promote the Alberhill area's transition from extractive/mining activities to residential and other supporting uses.

In addition, LEMC Chapters 14.04 and 17.177 will continue to be implemented regarding established mineral extraction uses through completion of approved reclamation plans.

Implementation of the proposed General Plan goal and policies (and implementation programs) as well as LEMC Chapters 14.04 and 17.177 related to mineral resources ensure that future development in the City and its SOI would not have any significant adverse impacts on mineral resources nor would future mineral resource extraction have any significant adverse impacts on future development.

Summary and Conclusions. While there are two main areas of active mining still ongoing in the City, the proposed General Plan Update would not include physical changes to or the rezoning of these areas which will eventually be remediated and mining will cease. The GPU would not result in the loss of availability of a known mineral resource that is of value to the region and the residents of the State.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Loss of Locally Important Mineral Resources

Impact MINERAL-2 – Would the Project result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan?

Analysis of Impacts

According to the Department of Conservation, there are two portions of the Planning Area that are designated MRZ-2 and are being actively mined. However, mining activities in these areas have been slowly declining and remediation plans are in place when mining will eventually cease and the land will be repurposed.

General Plan Analysis

As discussed in Impact Mineral-1, the Conservation, Open Space, and Parks Element contains one goal, four policies, and five implementation programs that address mineral resources and mining activities in the Planning Area. Existing mining is planned to be phased out and new land uses will eventually be developed on that land after completion of approved reclamation plans. In accordance with City's development review process, future development will be reviewed to ascertain project-specific impacts to mineral resources and to ensure compliance with the GPU and applicable provisions of the State and local regulations regarding mining.

In addition, LEMC Chapters 14.04 and 17.177 will continue to be implemented regarding established mineral extraction uses through completion of approved reclamation plans.

Summary and Conclusions. Implementation of the proposed General Plan goal and policies (and implementation programs) as well as LEMC Chapters 14.04 and 17.177 related to mineral resources ensure that future development in the City and its SOI would not have any significant adverse impacts on local mineral resources nor would future mineral resource extraction have any significant adverse impacts on future development.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact MINERAL-3 – Would the Project cause substantial adverse cumulative impacts with respect to mineral resources?

Analysis of Impacts

As outlined in Impacts MINERAL-1 and MINERAL-2 above, the proposed Project would not result in any significant impacts related to mineral resources as existing mining activities are relatively limited, will eventually cease, and the land reclaimed. Because the GPU would not significantly impact regional or local mineral resources, it would not make a substantial contribution to any significant cumulative regional impacts with respect to mineral resources.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.12.5 REFERENCES

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

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DOC 2025. State of California, Surface Mining and Reclamation Website. Department of Conservation website [Accessed November 2025] http://www.conservation.ca.gov/omr/lawsandregulations/Pages/SMARA.aspx

DOC 2020a. Department of Conservation (DOC). 2020a. California Geological Survey (CGS) Warehouse: Mineral Land Classification. Web: [Accessed November 2025]. https://maps.conservation.ca.gov/cgs/informationwarehouse/index.html?map=mlc.

DOC 2020b. California Department of Conservation, Division of Oil, Gas, and Geothermal Resources. (DOGGR). 2020. DOGGR Well Finder. Web: http://maps.conservation.ca.gov/doggr/index.html#close. [Accessed November 2025].

DOC 2000. California Department of Conservation, *California Surface Mining and Reclamation Policies and Procedures, Guidelines for Classification and Designation of Mineral Lands*, 2000.

(Available at http://www.consrv.ca.gov/SMGB/Guidelines/ClassDesig.pdf; accessed November 2025).

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

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4.13 NOISE

The following section of the EIR provides pertinent background information on the nature of sound and vibration transmission; describes the existing noise environment in the Planning Area; summarizes applicable noise guidelines, standards, and regulations; and evaluates potential noise and vibration impacts that could result from implementation of the Project. Where necessary, this section includes mitigation measures that would reduce noise and vibration impacts associated with the Project. The analysis and conclusions in this EIR section are supported by a full noise and vibration technical study - the Lake Elsinore General Plan Update Noise Impact Analysis Report (MIG 2025) - which can be found in Appendix H of this EIR.

4.13.1 FUNDAMENTALS OF ENVIRONMENTAL ACOUSTICS

"Sound" is a vibratory disturbance created by a moving or vibrating source and is capable of being detected. For example, airborne sound is the rapid fluctuation of air pressure above and below atmospheric pressure. "Noise" may be defined as unwanted sound that is typically construed as loud, unpleasant, unexpected, or undesired by a specific person or for a specific area. Please refer to Chapter 3 of Appendix H for information on sound characterization, sound propagation, groundborne noise and vibration, and the effects of noise.

4.13.2 ENVIRONMENTAL SETTING

The City's existing General Plan Public Safety and Welfare Element identifies roadway traffic as a major source of noise in the City. It also lists other sources that contribute to the City's noise environment, including industrial and manufacturing facilities, Skylark Airport, schools, construction activities, and recreational activities associated with the lake, the motocross park, and Diamond Stadium. This description is still accurate; Interstate 15 (I-15) runs from the northwest portion of the Planning Area to the center-east portion of the Planning Area, and roadways run in the north-south (e.g., Lake Street, Central Avenue, Railroad Canyon Road) and east-west direction (e.g., Grand Avenue) throughout the Planning Area. Skylark Airport is a private airport located in the southeast portion of the City. The closest airport outside the City is Perris Valley Airport, located approximately 5.3 miles east of the City.[17] The City is not located in any noise contour zone associated with this airport. See Sections 4.2.1.2 through 4.2.1.4 of the Noise and Vibration technical study in Appendix H for more details about existing sources of noise within the City.

Measured Ambient Noise Levels

MIG conducted ambient noise level monitoring within the Planning Area from approximately 7 PM January 30, 2023, to approximately 6:30 PM on February 1, 2023. The monitoring locations and results are shown below in Exhibit 4.13-1 and Tables 4.13-1 and 4.13-2. For more details on the noise monitoring locations, please refer to Appendix H, Section 4.2.1.

[17] This distance is as measured from the City's northeastern boundary to the airport's closest runway centerline.

Exhibit 4.13-1
Ambient Noise Monitoring Locations

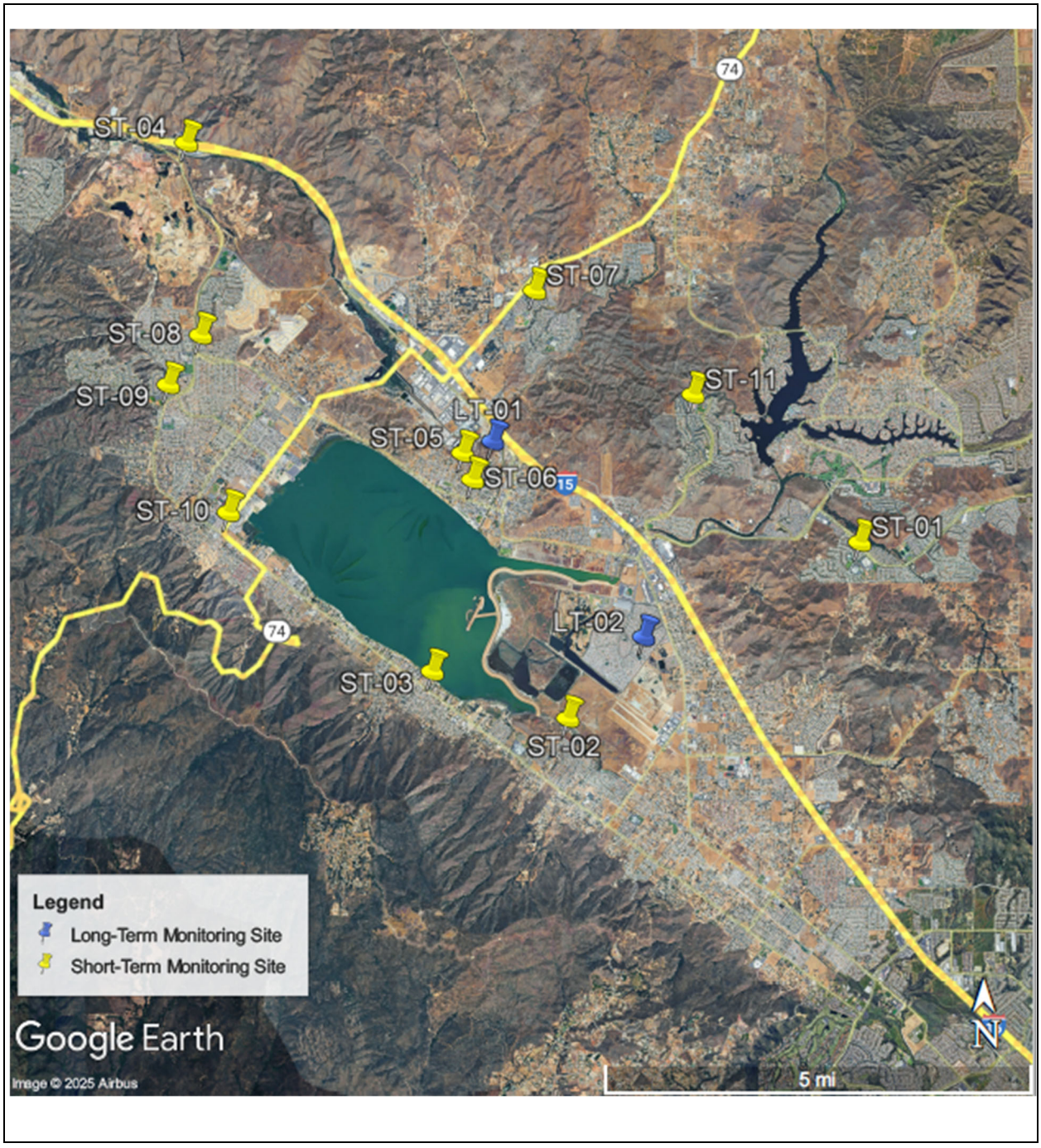


Table 4.13-1
Measured Long-Term Ambient Noise Levels (dBA) in the Project Area

Site	L_{min}	L_{max}	Measured L_{eq} Range (dBA)[A]			24-Hour CNEL
			Daytime (7 AM to 7 PM)	Evening (7 PM to 10 PM)	Nighttime (10 PM to 7 AM)	
LT-01	51.2	60.9	53.5 – 60.9	53.6 – 56.7	51.2 – 59.0	62.6
LT-02	40.3	52.4	43.5 – 45.4	46.2 – 52.4	40.3 – 47.5	51.9

Source: MIG Appendix H (see Attachment 1)

(A) Values are the lowest and highest measured average hourly values during the listed time. Monitoring occurred over a 24-hour period beginning on January 30, 2023, and ending on January 31, 2023.

Table 4.13-2
Measured Short-Term Ambient Noise Levels (dBA) in the Project Area

Site	Start Time[A]	Duration	Measured Noise Level (dBA)							
			L_{eq}[B]	L_{min}[C]	L_{90}[D]	L_{50}[D]	L_{25}[D]	$L_{8.3}$[D]	$L_{1.6}$[D]	L_{max}[C]
ST-01	10:00 AM	30 minutes	59.5	41.9	50.2	55.2	59.8	64.1	68.3	74.6
ST-02	11:10 AM	30 minutes	65.9	39.3	45.8	50.1	54.9	70.1	78.9	94.6
ST-03	11:56 PM	30 minutes	68.8	46.7	58.4	66.7	70.0	73.1	75.9	83.7
ST-04	1:03 PM	30 minutes	72.3	57.5	63.8	69.1	72.9	76.9	80.3	90.0
ST-05	2:30 PM	30 minutes	62.9	41.0	52.0	59.1	63.7	67.8	71.1	78.4
ST-06	3:05 PM	30 minutes	65.7	46.1	57.7	63.2	65.4	69.2	74.6	83.0
ST-07	3:55 PM	30 minutes	65.5	43.4	51.8	58.0	64.8	70.8	75.2	79.4
ST-08	11:04 AM	30 minutes	66.5	49.4	58.8	63.8	66.5	70.8	75.1	83.7
ST-09	12:00 PM	8 hours	65.9	37.1	52.1	60.7	66.6	72.0	78.5	94.4
ST-10	12:07 PM	30 minutes	63.7	48.2	57.0	61.8	64.4	67.8	70.1	78.7
ST-11	5:35 PM	60 minutes	47.7	31.8	36.9	41.1	46.2	53.1	57.2	68.8

Source: MIG Appendix H (See Attachment 1)

(A) Monitoring occurred on January 31, 2023 (ST-01, ST-02, ST-03, ST-04. ST-05, ST-06, ST-07,) and February 1, 2023 (ST-08, ST-09, ST-10, ST-11).

(B) The L_{eq} value represents the equivalent steady-state noise level that would contain the same amount of acoustical energy as the time-varying noise level during the listed period.

(C) The L_{min} and L_{max} represent the lowest and highest instantaneous noise levels measured during the listed period, respectively.

(D) Values represent the noise level exceed a certain percentage of the period, e.g., L_{90} is the noise level that was exceeded 90% of the time for the listed period.

Existing (2018) and Future (2045) Baseline Traffic Noise Levels

Existing (Year 2018) traffic noise levels were computed using the U.S. Department of Transportation Federal Highway Administration's (FHWA) Traffic Noise Model (TNM), Version 3.2. The results of the traffic noise modeling indicate that existing traffic noise levels within the City are highest (i.e., 70 CNEL or higher) along the I-15, Central Avenue, Railroad Canyon Road, and portions of Collier Avenue. Other roadways have noise levels in the range of approximately 51 DNL to 69 DNL. Please see Appendix H, Section 4.2.1.1 and Attachment 2 for modeling information and detailed results.

Noise Sensitive Receptors

Noise sensitive land uses and receptors are buildings or areas where unwanted sound or increases in sound may have an adverse effect on people or land uses. The City's 2011 General Plan identifies schools, hospitals, residences, libraries, and recreation areas to be sensitive noise receptors and requires that they be protected from excessive noise levels through land use compatibility and interior and exterior noise standards. In addition to the existing receptors, the proposed Project would also result in new noise-sensitive receptors, such as residential receptors, within the Planning Area.

4.13.3 REGULATORY FRAMEWORK

Federal

Federal Transit Administration

No federal regulations apply to noise or vibration from the proposed Project, but the FTA's 2018 Transit Noise and Vibration Impact Assessment Manual establishes construction noise guidelines for a general quantitative assessment that recommends modeling typical construction equipment noise levels from the center of a project site. The FTA document also establishes groundborne vibration annoyance criteria for general assessments. The criteria vary by the type of building being subjected to the vibrations, and the overall number of vibration events occurring each day. Category 1 buildings are considered buildings where vibration would interfere with operation, even at levels that are below human detection. These include buildings with sensitive equipment, such as research facilities and recording studios. Category 2 buildings include residential lands and buildings were people sleep, such as hotels and hospitals. Category 3 buildings consist of institutional land uses with primarily daytime uses. The FTA standards vary for "frequent" events (occurring more than 70 times per day, such as a rapid transit project), "occasional" events (occurring between 30 to 70 times per day), and "infrequent" events (occurring less than 30 times per day). The FTA's vibration annoyance criteria are summarized in Table 4.13-3.

Table 4.13-3
FTA Ground-Borne Vibration Impact Criteria for General Assessment

Land Use Category/Type	Impact Level (Velocity Decibels)		
	Frequent Events	Occasional Events	Infrequent Events
Category 1 – Buildings with sensitive equipment	65 VdB	65 VdB	65 VdB
Category 2 – Buildings where people sleep	72 VdB	75 VdB	80 VdB
Category 3 – Institutional buildings	75 VdB	78 VdB	83 VdB
Source: FTA[Error! Bookmark not defined.]			

State

California Department of Transportation

The California Department of Transportation's (Caltrans) Transportation and Construction Vibration Guidance Manual provides a summary of vibration criteria that have been reported by researchers, organizations, and governmental agencies and provides recommended guidelines for evaluating potential vibration impacts on buildings (i.e., structural damage) and humans (i.e., annoyance) from transportation and construction projects. These thresholds are summarized in **Error! Reference source not found.** and **Error! Reference source not found.**.

Table 4.13-4
Caltrans' Vibration Threshold Criteria for Building Damage

Structural and Condition	Maximum PPV (in/sec)	
	Transient Sources	Continuous/Frequent Intermittent Sources
Extremely fragile historic buildings, ruins, ancient monuments	0.12	0.08
Fragile buildings	0.2	0.1
Historic and some older buildings	0.5	0.25
Older residential structures	0.5	0.3
New residential structures	1.0	0.5
Modern industrial and commercial structures	2.0	0.5
Source: Caltrans, 2020		

Table 4.13-5
Caltrans' Vibration Threshold Criteria for Human Response

Human Response	Maximum PPV (in/sec)	
	Transient Sources	Continuous/Frequent Intermittent Sources
Barely perceptible	0.04	0.01
Distinctly perceptible	0.25	0.04
Strongly perceptible	0.9	0.10
Severe	2.0	0.4
Source: Caltrans, 2020		

California Building Standards Code

The California Green Building Standards (CALGreen) Code is Part 11 to the California Building Standards Code. Chapter 5, Nonresidential Mandatory Standards Section, establishes acoustical control requirements for non-residential buildings.[18] In summary, this code section requires:

- Prescriptive Exterior Noise Transmission Control: Wall and roof-ceiling assemblies that are part of the building envelope within the 65 CNEL noise contour of an airport or within the 65 DNL or 65 CNEL noise contour of a freeway, expressway, railroad, industrial source, or fixed-guideway source, shall meet a composite STC rating of at least 50 (with exterior windows a minimum STC of 40) or a composite Outdoor-Indoor Sound Transmission Class (OITC) of no less than 40 (with exterior windows a minimum OITC of 30) (Section 5.507.4.1). Buildings exposed to a noise of 65 dB L_{eq} (1-hour) during any hour of operation shall have wall and roof-ceiling assemblies meeting a composite STC of at least 45 (or OITC of at least 35), with exterior windows a minimum STC of 40 (or OITC 30) (Section 5.507.4.1.1).
- Performance Method Exterior Noise Transmission Control: For buildings located within the 65 DNL, 65 CNEL, or 65 db L_{eq} (1-hour) areas described above, wall and roof-ceiling assemblies shall be constructed to provide an interior noise environment attributable to exterior sources that does not exceed an L_{eq} (1-hour) of 50 dBA in occupied areas during any hour of operation (Section 5.507.4.2). This requirement shall be documented by preparing an acoustical analysis documenting interior sound levels prepared by personnel approved by the architect or engineer of record.
- Interior Sound Transmission: Wall and floor assemblies separating tenant spaces and tenant spaces and public spaces shall have an STC of at least 40 (Section 5.507.4.3).

Local

Lake Elsinore General Plan

The City's existing General Plan contains noise land use compatibility guidelines and noise standards shown below in Table 4.13-6 and Table 4.13-7, respectively.

[18] Section 5.507.4 excepts buildings with few or no occupants or where occupants are not likely to be affected by exterior noise from the non-residential acoustical control requirements, as determined by the enforcement authority, such as factories, stadiums, storage, enclosed parking structures, and utilities buildings.

Table 4.13-6
Lake Elsinore 2011 General Plan Noise/Land Use Compatibility Guidelines

Land Use Category	Community Noise Exposure Limit (DNL)						
	<55	55-60	60-65	65-70	70-75	75-80	80>
Residential: Single-family, Duplex, Multi-family	A	A	B	B	C	D	D
Residential: Mobile Homes	A	A	B	C	C	D	D
Commercial Regional District: Hotel, Motel, Transient Lodging	A	A	B	B	C	C	D
Commercial Regional Village, District Special: Commercial Retail, Bank, Restaurant, Movie Theater	A	A	A	A	B	B	C
Commercial, Industrial Institutional: Office Building, Research and Development, Professional Offices, City Office Building	A	A	A	B	B	C	D
Commercial Regional, Institutional Civic Center: Amphitheater, Concert Hall, Auditorium, Meeting Hall	B	B	C	C	D	D	D
Commercial Recreation: Children's Amusement Park, Miniature Golf Course, Go-Cart Track, Equestrian Center, Sports Club	A	A	A	B	B	D	D
Commercial General, Special Industrial, Institutional: Automobile, Service Station, Auto Dealership, Manufacturing, Warehousing, Wholesale, Utilities	A	A	A	A	B	B	B
Institutional General: Hospital, Church, Library, Schools' Classroom	A	A	B	C	C	D	D
Open Space: Parks	A	A	A	B	C	D	D
Open Space: Golf Course, Cemeteries, Nature Centers, Wildlife Reserves Wildlife Habitat	A	A	A	A	B	C	C
Agriculture	A	A	A	A	A	A	A

Key:	
A – Clearly Compatible	Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.
B – Normally Compatible	New construction or development should be undertaken only after detailed analysis of the noise reduction requirements are made and needed nose insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.
C – Normally Incompatible	New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.
D – Clearly Incompatible	New construction or development should generally not be undertaken.

Source: City of Lake Elsinore General Plan, 2011, Table 3-1

Table 4.13-7
Lake Elsinore General Plan Noise Standards

Land Use Category		Energy Average LDN	
Categories	**Uses**	**Interior[(A)]**	**Exterior[(B)]**
Residential	Single Family, Duplex, Multiple Family	45[(C), (E)]	60
	Mobile Homes	-	60[(D)]
Commercial, Institutional	Hotel, Motel, Transient Lodging	45[(E)]	
	Hospital, School's classroom	45	
	Church, Library	45	

Source: City of Lake Elsinore General Plan, 2011, Table 3-2
(A) Indoor environment excluding: Bathrooms, toilets, closets, corridors.
(B) Outdoor environment limited to: Private yard of single family, multi-family private patio or balcony which is served by a means of exit from inside, Mobile Home Park.
(C) Noise level requirement with closed windows. Mechanical ventilating system or other means of natural ventilation shall be provided as of Chapter 12, Section 1205 of UBC.
(D) Exterior noise level should be such that interior noise level will not exceed 45 CNEL.
(E) As per California Administrative Code, Title 24, Part 6, Division T25, Chapter 1, Subchapter 1, Article 4, Section T25-28.

Lake Elsinore Municipal Code

Chapter 17.176 (Noise Control) of the LEMC establishes that it is the policy of the City to prohibit unnecessary, excessive and annoying noises from all sources subject to Chapter 17.176.

The LEMC sets the following noise limits:

- Section 17.176.060 Exterior Noise Limits: The noise standards in Table 4.13-8 unless otherwise specifically indicated, apply to all such property within a designated zone.

Table 4.13-8
Exterior Noise Limits (Levels Not to Be Exceeded More Than 30 Minutes in Any Hour)

Receiving Land Use Category	Time Period	Noise Level (dBA)
Single-Family Residential	10:00 p.m. – 7:00 a.m.	40
	7:00 a.m. – 10:00 p.m.	50
Multiple Dwelling Residential	10:00 p.m. – 7:00 a.m.	45
	7:00 a.m. – 10:00 p.m.	50
Limited Commercial and Office	10:00 p.m. – 7:00 a.m.	55
	7:00 a.m. – 10:00 p.m.	60
General Commercial	10:00 p.m. – 7:00 a.m.	60
	7:00 a.m. – 10:00 p.m.	65
Heavy Industrial	Anytime	70
Light Industrial	Anytime	75

(A) No person shall operate, or cause to be operated, any source of sound at any location within the incorporated City or allow the creation of any noise on property owned, leased, occupied or otherwise controlled by such person, which causes the noise level when measured on any other property, either incorporated or unincorporated, to exceed the above noise standards for a cumulative period of more than 30 minutes in any hour; or the noise standard plus five dB for a cumulative period of more than 15 minutes in any hour; or the noise standard plus 10 dB for a cumulative period of more than five minutes in any hour; or the noise standard plus 15 dB for a cumulative period of more than one minute in any hour; or the noise standard plus 20 dB or the maximum measured ambient level, for any period of time.

(B) If the measured ambient level differs from that permissible within any of the first four noise limit categories above, the allowable noise exposure standard shall be adjusted in five dB increments in each category as appropriate to encompass or reflect said ambient noise level. In the event the ambient noise level exceeds the fifth noise limit category, the maximum allowable noise level under this category shall be increased to reflect the maximum ambient noise level.

(C) If the measurement location is on a boundary between two different zones, the noise level limit applicable to the lower noise zone plus six dB shall apply.

(D) In the event the alleged offensive noise, as judged by the Noise Control Officer, contains a steady, audible tone such as a whine, screech, or hum, or is a repetitive noise such as hammering or riveting, or contains music or speech conveying informational content, the standard limits shall be reduced by five dB.

Additionally, the LEMC restricts certain sources of noise, including

- Section 17.176.080(E) prohibits the loading, unloading, opening, closing or other handling of boxes, crates, containers, building materials, garbage cans, or similar objects between the hours of 10:00 p.m. and 7:00 a.m. in such a manner as to cause a noise disturbance across a residential real property line or at any time to violate the provisions replicated in Table 4.13-8: Exterior Noise Limits.
- Section 17.176.080(F) prohibits operating or causing the operation of any tools or equipment used in construction, drilling, repair, alteration, or demolition work between weekday hours of 7:00 p.m. and 7:00 a.m., or at any time on weekends or holidays, such that the sound therefrom creates a noise disturbance across a residential or commercial real property line, except for emergency work of public service utilities or by variance issued by the City.

When technically and economically feasible, noise levels during construction shall not exceed the following levels at affected properties (see Table 4.13-9):

Table 4.13-9
Construction Noise Restrictions on Affected Properties

Time	Type I Areas Single-Family Residential	Type II Areas Multifamily Residential	Type III Areas Semi-Residential/ Commercial
Receiving Land Use- Residential Properties: Mobile Equipment (Maximum noise levels for nonscheduled, intermittent, short-term operation (less than 10 days) of mobile equipment)			
Daily, except Sundays and Legal Holidays 7:00 a.m. to 7:00 p.m.	75 dBA	80 dBA	85 dBA
Daily, 7:00 p.m. to 7:00 a.m. and all day Sunday and Legal Holidays	60 dBA	65 dBA	70 dBA
Receiving Land Use- Residential Properties: Stationary Equipment (Maximum noise levels for repetitively scheduled and relatively long-term operation (period of 10 days or more) of stationary equipment)			
Daily, except Sundays and Legal Holidays 7:00 a.m. to 7:00 p.m.	60 dBA	65 dBA	70 dBA
Daily, 7:00 p.m. to 7:00 a.m. and all day Sunday and Legal Holidays	50 dBA	55 dBA	60 dBA
Time	**Business Properties**		
Receiving Land Uses: Business Properties: Mobile Equipment (Maximum noise levels for nonscheduled, intermittent, short-term operation of mobile equipment)			
Daily, including Sundays and Legal Holidays, all hours	85 dBA		
Receiving Land Uses: Business Properties: Stationary Equipment (Maximum noise levels for repetitively scheduled and relatively long-term operation of stationary equipment)			
Daily, including Sundays and Legal Holidays, all hours	75 dBA		

Section 17.176.080(F) also requires all mobile or stationary internal combustion engine powered equipment or machinery to be equipped with suitable exhaust and air intake silencers in proper working order.

- Section 17.176.080(G) prohibits operating or permitting the operation of any device that creates a vibration which is above the vibration perception threshold[19] of any individual at or beyond the property boundary of the source if on private property or at 150 feet (46 meters) from the source if on a public space or public right-of-way.
- Section 17.176.080(K) prohibits creating or causing the creation of any sound within any noise sensitive zone, so as to exceed the specified land use noise standards replicated above in Table 4.13-8 Exterior Noise Limits, provided that conspicuous signs are

[19] The vibration perception threshold is 0.04 PPV (inches/second) consistent with LEMC Section 17.176.020 (Definitions).

displayed indicating the zone; or creating any sound within or adjacent to any noise sensitive zone, containing a hospital, nursing home, school, court or other designated area, so as to interfere with the functions of such activity or annoy the occupants in the activity.

- Section 17.176.080(M) sets noise limits for air conditioning units that range from 50 dBA to 60 dBA depending on measurement location and the age of the air conditioning unit. Units installed after January 1, 1980, shall not exceed 55 dBA at any point on a neighboring property.

4.13.4 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of CEQA, the Project has the potential to result in significant impacts if it would result in:

A. Generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies;

B. Generation of excessive groundborne vibration or groundborne noise levels; or

C. For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, expose people residing or working in the project area to excessive noise levels.

D. Cause substantial adverse cumulative impacts with respect to noise.

With regard to criterion (A), the proposed project would result in a significant construction noise impact if it would:

- Conflict with or violate any applicable provision of LEMC Chapter 17.176;
- Conflict with or violate any applicable standard or policy in the City's General Plan Noise Element;
- Generate operational traffic noise levels that increase ambient noise levels at off-site noise sensitive locations by:
    - 5 dBA or more where the ambient noise level with the project would be below 60 DNL; or
    - 3 dBA or more where the ambient noise level with the project would be between 60 DNL and 65 DNL; or
    - 1 dBA or more where the existing ambient noise level would increase to levels above 65 DNL.

With regard to criterion (B), the proposed project would result in a significant vibration impact if it would:

- Generate construction-related vibration levels that exceed Caltrans' guidance for potential building damage (see Table 4.13-4); or
- Generate construction-related vibration levels that exceed Caltrans' criteria for human annoyance (see Table 4.13-5).
- Generate vibration levels that exceed the City's LEMC Section 17.176.080(G)

With regard to criterion (C), the proposed project would expose people living or working in the Planning Area to excessive airport-related noise levels if it would conflict with an applicable airport land use compatibility plan or otherwise expose people to excessive airport-related noise levels from a public or private air facility.

4.13.5. IMPACTS AND MITIGATION MEASURES

This section describes potential noise and vibration impacts associated with implementation of the Project and recommends mitigation measures as needed to reduce significant impacts.

Existing Noise Regulations

Impact NOISE-1 – Would the Project result in the generation of a substantial temporary increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?

Analysis of Impacts

Project implementation would involve construction that would result in temporary noise generation, primarily from the use of heavy-duty construction equipment.

The Project allows for more residential and nonresidential development (i.e., residential dwelling units and commercial and industrial building square footage) within the Planning Area than existing development conditions (see Table 3-1 and Table 3-2). As described in Chapter 3, Project Description, the proposed Project is estimated to increase residential dwelling units (+27,664 units) and non-residential land uses (+16.1 million square feet), in the Planning Area compared to existing conditions. The proposed change in land uses, which would occur over an approximately 20-year period, is expected to increase population (+81,456 residents) and jobs (+6,995 jobs) in the Planning Area.

Future individual construction and development projects would occur throughout the Planning Area over the approximately 20-year span of the Project. These projects could occur on any property (based on land uses allowed by the Project) and could affect existing or future land uses, including areas near potentially sensitive residential, commercial, park, or school land uses. The specific timing location and scale of future development is unknown but would include the full range of construction activities including: staging, demolition, site preparation (e.g., land clearing), fine and mass grading, utility trenching, foundation work (e.g., excavation, pouring concrete pads, drilling for piers), material deliveries (requiring travel along City roads), building construction (e.g., framing, concrete pouring, welding), paving, coating application, and site finishing work. In general, these activities would involve the use of worker vehicles, delivery trucks, dump trucks, and heavy-duty construction equipment such as (but not limited to) backhoes, tractors, loaders, graders, excavators, rollers, cranes, material lifts, generators, and air compressors. These types of construction activities would generate noise and vibration from the following sources:

- Heavy equipment operations at different work areas. Some heavy equipment would consist of mobile equipment such as a loader and excavator that would move around work areas; other equipment would consist of stationary equipment (e.g., cranes or material hoists/lifts) that would generally operate in a fixed location until work activities are complete. Heavy equipment generates noise from engine operation, mechanical systems, and components (e.g., fans, gears, propulsion of wheels or tracks), and other sources

such as back-up alarms. Mobile equipment generally operates at different loads, or power outputs, and produces higher or lower noise levels depending on the operating load. Stationary equipment generally operates at a steady power output that produces a constant noise level.

- Vehicle trips, including worker, vendor, and haul truck trips. These trips are likely to primarily occur on key roadways like I-15, SR-74, Riverside Drive, Lakeshore Drive, Grand Avenue, and Railroad Canyon Road.

Table 4.13-10 presents the typical noise levels associated with the typical types of construction equipment that could be used in the Planning Area for future individual projects.

Table 4.13-10
Typical Construction Equipment Noise Levels (dBA)

Equipment	Reference Noise Level at 50 Feet (L_{max})(A)	Percent Usage Factor(B)	Predicted Noise Levels (L_{eq}) at Distance(C)					
			50 Feet	100 Feet	200 Feet	300 Feet	400 Feet	500 Feet
Auger Drill Rig	85	0.2	78	72	66	62	60	58
Backhoe	80	0.4	76	70	64	60	58	56
Boring Jack Power Unit	80	0.5	77	71	65	61	59	57
Bulldozer	85	0.4	81	75	69	65	63	61
Compact roller	80	0.2	73	67	61	57	55	53
Compressor	80	0.4	76	70	64	60	58	56
Concrete Mixer	85	0.4	81	75	69	65	63	61
Crane	85	0.16	77	71	65	61	59	57
Delivery Truck	84	0.4	80	74	68	64	62	60
Excavator	85	0.4	81	75	69	65	63	61
Front End Loader	80	0.4	76	70	64	60	58	56
Generator	82	0.5	79	73	67	63	61	59
Horizontal Boring Hydraulic Jack	80	0.25	74	68	62	58	56	54
Impact Pile Driver (low)	95	0.2	88	82	76	72	70	68
Impact Pile Driver (high)	101	0.2	94	88	82	78	76	74
Man Lift	85	0.2	78	72	66	62	60	58
Paver	85	0.5	82	76	70	66	64	62
Pneumatic tools	85	0.5	82	76	70	66	64	62
Pumps	77	0.5	74	68	62	58	56	54
Roller	85	0.2	78	72	66	62	60	58
Scraper	85	0.4	81	75	69	65	63	61
Tractor	84	0.4	80	74	68	64	62	60
Vacuum Truck	85	0.4	81	75	69	65	63	61

Sources: Caltrans 2013 and FHWA 2010

(A) L_{max} noise levels based on manufacturer's specifications.

(B) Usage factor refers to the amount of time the equipment produces noise over the time period.

(C) *Estimate does not account for any atmospheric or ground attenuation factors. Calculated noise levels based on Caltrans, 2009: L_{eq} (hourly) = L_{max} at 50 feet – 20log (D/50) + 10log (UF), where: L_{max} = reference L_{max} from manufacturer or other source; D = distance of interest; UF = usage fraction or fraction of time period of interest equipment is in use.*

Construction noise impacts generally occur when construction activities occur in areas immediately adjoining noise sensitive land uses, during noise sensitive times of the day, or when construction durations last over extended periods of time. Demolition, site preparation, and grading phases typically result in the highest temporary noise levels due to the use of heavy-duty equipment such as bulldozers, excavators, graders, loaders, scrapers, and trucks. As shown in Table 4.13-10, the worst-case L_{eq} and L_{max} noise levels associated with the operation of typical construction equipment are predicted to be approximately 82 and 85 dBA, respectively, at a distance of 50 feet from the equipment operating area. At an active construction site, it is common for two or more pieces of construction equipment to operate at the same time and in close proximity. The concurrent operation of two or more pieces of construction equipment would result in noise levels of approximately 85 to 88 dBA at a distance of 50 feet from equipment operating areas[20]. While not typical, noise levels for construction activities that require the use of an impact pile driver could reach 94 dBA at a distance of 50 feet from equipment operations.

The magnitude of each individual future project's temporary and periodic increase in ambient noise levels would be dependent upon a number of project-specific factors that are not known at this time, including: the amount and type of equipment being used; the distance between the area where equipment is being operated and the location of the specific land use or receptor where noise levels are being evaluated; the time of day construction activities are occurring; the presence or absence of any walls, buildings, or other barriers that may absorb or reflect sound waves; the total duration of the construction activities; and the existing ambient noise levels near construction areas. For example, a noise level of 85 dBA L_{max} would be similar to typical L_{max} levels measured at certain points throughout the Planning Area, such as along key roadways (ST-3, ST-4, ST-6, ST-8, see Table 4.13-2), but would be approximately 10 dBA higher than L_{max} levels at ST-01 and approximately 16 dBA higher than L_{max} levels at ST-11, at parks and residential areas along lower volume streets. Additionally, the sustained L_{eq} levels of 85 dBA would be approximately 13 to 41 dBA above daytime ambient conditions throughout the Planning Area (see Table 4.13-1 and Table 4.13-2). Typically, sustained construction noise levels of 80 to 85 dBA or higher would require the implementation of construction noise control practices such as staging area restrictions (e.g., siting staging areas away from sensitive receptors), equipment controls (e.g., covered engines and use of electrical hook-ups instead of generators), and/or the installation of temporary noise barriers of sufficient height, size (length or width), and density to achieve targeted noise reductions. Construction noise controls, however, would be dependent on project-specific equipment characteristics and the extent to which construction activities would occur near noise-sensitive receptors and land uses.

Construction as described above may exceed the daytime noise thresholds for mobile construction equipment established in Section 17.176.080(F)(2) of the LEMC of 75 dBA at single family residential land uses, 80 dBA at multifamily residential land uses, and 85 dBA at semi-residential/commercial land uses[21] for work areas within approximately 200 feet of single family residential uses, 110 feet from multifamily residential uses, and 65 feet from semi-residential-

[20] As shown in Table 4.13-12, a single bulldozer provides a sound level of 81 dBA Leq at a distance of 50 feet; when two identical sound levels are combined, the noise level increases to 84 dBA Leq and when three identical sound levels are combined, the noise level increases to 86 dBA Leq. These estimates assume no shielding or other noise control measures are in place at or near the work areas.

[21] The 75 dBA at single family residential land uses, 80 dBA at multifamily residential land uses, and 85 dBA at semi-residential/commercial land uses are applicable between 7:00 a.m. and 7:00 p.m. except on Sundays and legal holidays. The threshold is reduced to 60 dBA at single family residential land uses and 65 dBA at multifamily residential land uses, and 70 dBA at semi-residential/commercial land uses between 7:00 p.m. and 7:00 a.m. and at all times on Sundays and legal holidays. Construction is generally expected to occur during daytime hours, and so the thresholds for 7:00 a.m. to 7:00 p.m. are discussed in the analysis above. Construction activities would be required to comply with Section 17.176.080(F)(1), which prohibits construction work that creates a disturbance across a residential or commercial property lines between the weekday hours of 7:00 p.m. and 7:00 a.m., or at any time on weekends or holidays.

commercial land uses. The use of pile driving equipment, if necessary, could also exceed construction thresholds within approximately 500 feet of single family residential uses, 300 feet of multifamily residential uses, and 150 feet of semi-residential/commercial land uses. Therefore, future development under the Project would result in construction activities that could temporarily increase ambient noise levels near sensitive receptors to levels that exceed the LEMC requirements. This is considered to have a potentially significant impact.

General Plan Analysis

The noise sub-section of the Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies relative to noise impacts and control:

PSNAQ GOAL 12: Community-wide noise levels that allow residents to enjoy quiet neighborhoods and outdoor activities.

Policy PSNAQ-70: Maintain and enforce the City's Noise Ordinance to protect the health and comfort of people living, working, going to school, and recreating in Lake Elsinore.

Policy PSNAQ-71: Minimize new residential or other noise-sensitive land use development in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce outdoor activity area noise levels to a "normally acceptable" community noise equivalent level (CNEL).

Policy PSNAQ-72: Separate and buffer major roadways and significant noise-generating stationary sources from noise-sensitive land uses such as residences, care facilities, schools, and hospitals.

Policy PSNAQ-73: Control, at their sources, any sounds that exceed accepted community noise levels.

Policy PSNAQ-74: Proactively plan for noise for new community-serving land uses in appropriate areas such as music, theater, sports, and other entertainment activities.

In addition, the Environmental Justice (EJ) Element contains the following goal and policy relative to noise:

EJ Goal-1: Reduce Pollution Burden

Policy EJ-1: Mitigate impacts on residential neighborhoods immediately adjacent to industrial uses, trucking uses, and I-15 from noise and air pollutant emissions.

Finally, the Mobility and Infrastructure (MI) Element contains the following goal and policy regarding noise impacts related to goods movement:

MI Goal-4: A transportation network that efficiently allows for the movement of goods and on-time deliveries, while balancing the needs of businesses and residents.

Policy MI-13: Develop and maintain a truck route network that balances efficiency with safety.

Nine implementation programs (PRO-PSNAQ-121 through PRO-PSNAQ-129) will help the City implement the various goals and policies of the General Plan related to noise impacts, including:

PRO-PSNAQ-127 includes using the FTA's construction noise thresholds and mitigation, as appropriate, during the project approval process. The FTA sets guidelines for evaluating construction noise that, depending on the type of project and analysis, may result in a less stringent construction noise threshold than the threshold in Section 17.176.080(F)(2) discussed above (e.g., the FTA's general assessment using a 90 dBA L_{eq} daytime threshold at residential

uses and 100 dBA L_{eq} daytime threshold at commercial and industrial uses). Additionally, GPU Policy PRO-PSNAQ-121 would involve updating the LEMC to allow for temporary noise increases in construction zones. See DEIR Appendix A for General Plan goals and policies.

In addition, to reduce noise levels from temporary construction activities associated with future development projects under the proposed Project, Mitigation Measure NOI-1 requires the preparation of a project-specific noise study prior to future development activities and mitigation incorporated into the project if noise levels are shown to be above the City standards set at the time of individual project implementation. These City standards at the time of Project implementation may be less stringent than the current LEMC standards, as the Project includes policies that would allow higher construction noise levels.

Summary and Conclusions. Mitigation Measure NOI-1 contains potential noise reduction strategies, including the use of equipment noise suppression devices (e.g., mufflers, engine covers, etc.), temporary shielding of stationary noise sources, and the use of temporary barriers during construction phases that usually involve the largest, loudest, and highest number of construction equipment (e.g., grading). In combination, these measures are expected to reduce potential construction noise levels by 5 to 15 dBA, which may still exceed construction noise thresholds for equipment such as an impact pile driver.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

Mitigation Measure NOI-1: Require a Project-level Construction Noise Assessment for New Discretionary Development Projects. Prior to the start of any specific construction project lasting 12 months or more, the City shall review and approve a project-specific construction noise evaluation prepared by a qualified acoustical consultant that: A) Identifies the planned project construction sequence and equipment usage; B) Identifies typical hourly average construction noise levels for project construction equipment; C) Compares hourly average construction noise levels to ambient noise levels at residential and commercial land uses near work areas (ambient noise levels may be newly measured or presumed to be consistent with those levels shown in Tables 4.13-1 and 4.13-2 of the Lake Elsinore General Plan Update Noise Impact Analysis in Appendix H); and D) Identifies construction noise control measures incorporated into the project that ensure activities do not generate noise levels that exceed the LEMC or General Plan requirements at the time of project implementation. Potential strategies to reduce construction-related noise may include, but are not limited to:

5) *Notify Residential and Commercial Land Uses of Planned Construction Activities.* This notice shall be provided at least one week prior to the start of any construction activities, describe the noise control measures to be implemented by the project, and include the name and phone number of the designated contact for the applicant/project representative and the City of Lake Elsinore responsible for handling construction-related noise complaints. This notice shall be provided to: A) The owner/occupants of residential dwelling units within 500 feet of construction work areas; and B) The owner/occupants of commercial buildings (including institutional buildings) within 200 feet of construction work areas.

6) *Restrict Work Hours*. All construction-related work activities, including material deliveries, shall be subject to the requirements of LEMC Section 17.176.080(F)(1). Construction activities, including deliveries, shall occur only during the hours of 7:00 AM to 7:00 PM, Monday through Saturday, unless otherwise authorized by City permit. The applicant/project representative and/or its contractor shall post a sign at all entrances to the construction site informing contractors, subcontractors, construction workers, etc. of this requirement.

7) *Control Construction Traffic and Site Access*. Construction traffic, including soil and debris hauling, shall follow City-designated truck routes and shall avoid routes (including local roads in the Planning Area) that contain residential dwelling units to the maximum extent feasible given specific project location and access needs.

8) *Construction Staging and Equipment Noise Control Measures:*
   a. Construction site access and staging activities such as receipt of deliveries, equipment and material storage, etc., shall occur as far away from adjacent residential land uses as possible given site and active work constraints.
   b. All stationary noise generating equipment shall be shielded and located as far as possible from residential land uses given site and active work constraints. Shielding may consist of trailers, stored materials, or a three- or four-sided enclosure provided the structure/barrier breaks the line of sight between the equipment and the receptor, provides for proper equipment ventilation and operations, and complies with all other applicable occupational safety and health requirements.
   c. Heavy equipment shall include standard noise suppression devices such as mullers, engine covers, and engine/mechanical isolators, mounts, etc. Equipment and noise suppression devices shall be maintained in accordance with manufacturer's recommendations while on-site.
   d. Pneumatic tools shall include a suppression device on the compressed air exhaust.
   e. Connect to existing electrical service to power stationary and portable equipment (e.g., pumps, generators, compressors, and welding sets). This measure shall be subject to the approval of the local electric utility.
   f. Physical noise barrier capable of achieving the construction noise level standards set by the City at the time of project implementation shall, if required to achieve construction noise standards, be installed and maintained around the site perimeter to the maximum extent feasible given site constraints and access requirements.

Level of Significance After Mitigation

Significant and unavoidable.

Impact NOISE-2 – Would the Project result in generation of a substantial permanent increase in ambient noise levels in the vicinity of the Project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?

Analysis of Impacts

Implementation of the Project could have the potential to change the existing types and intensity of land uses within the Planning Area, which could increase the number of residents and employees. This increase in population and employment could lead to increased vehicle traffic on the local roadway system, which could result in traffic-related noise levels that pose land use compatibility issues or result in a substantial permanent increase in traffic-related noise levels throughout the Planning Area. Project implementation could also involve increases in stationary noise and other sources of noise within the Planning Area. These potential effects are evaluated below.

Traffic Noise Analysis

The City contracted with a professional transportation engineering firm (Fehr & Peers) to conduct travel demand modeling associated with the proposed Project land use changes. The travel demand modeling prepared for the Project provides a sufficient level of detail to generally evaluate the potential future increases in traffic-related noise levels associated with projected growth using Traffic Noise Model (TNM). Future 2045 GPU, with Project, traffic noise levels were computed using the same methodology (TNM Version 3.2) and data sources used to calculate existing (Year 2018) and future (Year 2045) baseline traffic noise levels, but with the traffic data for the Year 2045 with GPU condition.

Tables 4.13-11 and 4.13-12 summarize the net change in Year 2045 ADT and traffic noise levels that would occur with implementation of the Project.

Table 4.13-31
City of Lake Elsinore With GPU Transportation Noise Contour Distances (2045)

Road / Segment	Estimated dBA LDN 50 Feet from Road Center Line[(A)]	Estimated Distance from Road Center to Noise Contour (in Feet)			
		75 dBA LDN	70 dBA LDN	65 dBA LDN	60 dBA LDN
Temescal Canyon					
Horsethief Canyon Road to I-15	69.5	14	45	141	446
Bernard St to Lake St	69.6	14	46	144	456
Lake Street					
I-15 to Nichols Rd	72.3	27	85	269	849
Nichols Rd to Alberhill Ranch Rd	71.7	23	74	234	740
Alberhill Ranch Rd to Mountain Street	71.6	23	72	229	723
Mountain Street to Lakeshore	72.0	25	79	251	792
Grand Avenue					

Road / Segment	Estimated dBA LDN 50 Feet from Road Center Line[(A)]	Estimated Distance from Road Center to Noise Contour (in Feet)			
		75 dBA LDN	70 dBA LDN	65 dBA LDN	60 dBA LDN
Lakeshore to Alvarado Street	68.0	10	32	100	315
Alvarado Street to Machado	68.2	10	33	104	330
Machado to Riverside	68.3	11	34	107	338
Riverside to SR-74	69.6	14	46	144	456
SR74 to Deeble Entrance	69.4	14	44	138	435
Deeble Entrance to Corydon Road	69.9	15	49	155	489
Lakeshore Drive					
Lake St/Grand Ave to Terra Cotta	67.0	8	25	79	251
Terra Cotta to Machado St	67.3	8	27	85	269
Machado St to SR 74/Riverside Dr	65.4	5	17	55	173
SR 74 to Chaney St	64.0	4	13	40	126
Chaney St to W Graham Ave	62.1	3	8	26	81
W Graham Ave to Poe Street	57.1	1	3	8	26
East Lakeshore Drive					
Short Street to Diamond Drive	65.2	5	17	52	166
Chaney Street					
Lakeshore Dr to W Pottery St	57.9	1	3	10	31
W Pottery St to Collier Ave	63.5	4	11	35	112
Collier Avenue					
Nichols Rd to Riverside Dr	68.2	10	33	104	330
Riverside Drive to Central Ave	72.4	27	87	275	869
Central Ave to 3rd St	70.0	16	50	158	500
3rd St to Minthorn St	75.5	56	177	561	1,774
Nichols Rd					
Lake St to Alberhill Ranch Rd	69.1	13	41	129	406
Alberhill Ranch Rd to Terra Cotta	69.1	13	41	129	406
Terra Cotta Rd to Collier	67.4	9	27	87	275
Coller to I-15 EB Ramp	69.1	13	41	129	406
EB Ramp to El Toro Road	64.0	4	13	40	126
Terra Cotta Road					
Nichols Ave to Terracina Lane	62.3	3	8	27	85
Terracina Lane to Lakeshore Drive	63.2	3	10	33	104
Machado Street					

Road / Segment	Estimated dBA LDN 50 Feet from Road Center Line[(A)]	Estimated Distance from Road Center to Noise Contour (in Feet)			
		75 dBA LDN	70 dBA LDN	65 dBA LDN	60 dBA LDN
Lakeshore Dr to Lincoln Street	63.1	3	10	32	102
Lincoln Street to Grand Avenue	57.8	1	3	10	30
Central Ave					
Riverside St to Rosetta Canyon Dr	72.6	29	91	288	910
Rosetta Canyon Dr to Cambern Ave	75.2	52	166	524	1,656
Cambern Ave to I-15 SB Ramp	73.4	35	109	346	1,094
I15 SB Ramp to Collier Ave	73.4	69	219	692	2,188
Auto Center Dr					
Bancroft Way to Diamond Dr	62.7	3	9	29	93
Diamond Drive					
I-15 SB Ramp to E. Lakeshore Dr	66.5	7	22	71	223
E. Lakeshore Dr to Malaga Rd	59.6	1	5	14	46
Railroad Canyon Road					
Skylink Drive to Canyon Hills Rd	74.4	44	138	435	1,377
Canyon Hills Rd to Summerhill Drive	74.4	44	138	435	1,377
Summerhill Road					
Via Ravenna to Bella Lucia	64.1	4	13	41	129
Bella Lucia to Railroad Canyon Rd	64.7	5	15	47	148
Canyon Hills Road					
Railroad Canyon Rd to Lost Rd	66.7	7	23	74	234
Lost Rd and Kalanchoe Rd	65.6	6	18	57	182
Mission Trail					
Diamond Dr to Malaga Rd	69.1	13	41	129	406
Malaga to Vine St	70.4	17	55	173	548
Vine to Corydon	70.9	19	62	195	615
Corydon to Canyon Dr	69.3	13	43	135	426
Bundy Canyon Road					
Mission Trail to Orchard St	65.4	5	17	55	173
Orchard St to Orange St	66.5	7	22	71	223
Lincoln Street					
Grand Ave to Machado St	57.5	1	3	9	28
Machado St to Riverside Drive/SR-74	60.4	2	5	17	55

Road / Segment	Estimated dBA LDN 50 Feet from Road Center Line[(A)]	Estimated Distance from Road Center to Noise Contour (in Feet)			
		75 dBA LDN	70 dBA LDN	65 dBA LDN	60 dBA LDN
Greenwald Avenue					
SR74 to Longhorn Drive	66.7	7	23	74	234
E Franklin Street					
N Main St to Ave 6	59.3	1	4	13	43
Graham Ave					
Lakeshore Dr to Lindsay St	53.8	0	1	4	12
Lindsay St to Main Street	54.9	0	2	5	15
Main Street					
I-15 to Pottery St	63.9	4	12	39	123
Pottery St to Heald St	61.0	2	6	20	63
Heald St to Graham Ave	54.4	0	1	4	14
Graham Ave Library St	54.3	0	1	4	13
SR 74/Ortega Highway					
West of Grand Ave	68.1	10	32	102	323
Riverside Drive					
Grand Ave to Lincoln St	68.7	12	37	117	371
Lincoln Street to Lakeshore Dr	69.3	13	43	135	426
Lakeshore Dr to Collier Dr	69.4	14	44	138	435
I-15					
Indian Truck Trail Exit to Lake St	76.7	222	702	2,219	7,016
Lake St to Nichols Road	76.1	193	611	1,932	6,111
Nichols Road to SR 74	75.8	180	570	1,803	5,703
SR 74 to Main St	76.4	207	655	2,071	6,548
Main St to Railroad Canyon Rd	76.4	207	655	2,071	6,548
Railroad Canyon to Bundy Canyon	75.5	168	532	1,683	5,322
Bundy Canyon to Wildomar Trail	75.9	185	584	1,845	5,836
Wildomar Trail to Clinton Keith Rd	76.2	198	625	1,977	6,253
Corydon Road					
Mission Trail to Grand Ave	66.7	7	23	74	234
Malaga Rd					
Diamond Drive to Mission Trail	58.6	1	4	11	36

Table 4.13-4
Future (2045) Traffic Noise Levels With and Without the GPU

Road / Segment[A]	Year 2045 Without GPU		Year 2045 With GPU		Net Change	
	ADT	dBA LDN[B]	ADT	dBA LDN[A]	ADT	dBA LDN[A]
Temescal Canyon Road						
Horsethief Canyon Road to I-15	*8,628*	*67.4*	*12,977*	*69.5*	*4,349*	*2.1*
Bernard Street to Lake Street	*8,743*	*67.3*	*13,846*	*69.6*	*5,103*	*2.3*
Lake Street						
I-15 to Nichols Road	30,875	71.4	35,770	72.3	4,895	0.9
Nichols Rd to Alberhill Ranch Road	57,900	73.9	31,897	71.7	-26,003	-2.2
Alberhill Ranch Road to Mountain Street	57,000	74.5	29,110	71.6	-27,890	-2.9
Mountain Street to Lakeshore Drive	26,900	71.7	28,962	72.0	2,062	0.3
Grand Avenue						
Lakeshore to Alvarado Street	17,240	67.6	19,063	68.0	1,823	0.4
Alvarado Street to Machado	14,100	67.3	16,849	68.2	2,749	0.9
Machado to Riverside Drive	*15,000*	*67.3*	*17,992*	*68.3*	*2,992*	*1.0*
Riverside Drive to SR-74	*28,300*	*68.6*	*34,623*	*69.6*	*6,323*	*1.0*
SR-74 to Deeble Entrance	*18,425*	*68.3*	*23,312*	*69.4*	*4,887*	*1.1*
Deeble Entrance to Corydon Road	*19,829*	*68.4*	*27,366*	*69.9*	*7,537*	*1.5*
Lakeshore Drive						
Lake Street/Grand Avenue to Terra Cotta	13,167	67.1	13,104	67.0	-63	-0.1
Terra Cotta to Machado Street	12,550	66.6	14,660	67.3	2,110	0.7
Machado Street to SR 74	13,000	64.9	14,385	65.4	1,385	0.5
SR 74 to Chaney Street	11,867	64.0	11,597	64.0	-270	0
Chaney Street to W Graham Avenue	8,157	62.5	7,559	62.1	-598	-0.4
W Graham Avenue to Poe Street	4,377	56.8	4,746	57.1	369	0.3
E Lakeshore Drive						
Short Street to Diamond Drive	9,235	64.8	10,214	65.2	979	0.4
Chaney Street						
Lakeshore Drive to W Pottery Street	3,611	57.7	3,660	57.9	49	0.2
W Pottery Street to Collier Avenue	7,578	64.0	7,030	63.5	-548	-0.5
Collier Ave						
Nichols Road to Riverside Drive	5,278	67.8	5,654	68.2	376	0.4
Riverside Drive to Central Avenue	38,200	71.7	43,416	72.4	5,216	0.7
Central Avenue to 3rd Street	18,600	70.7	17,188	70.0	-1,412	-0.7
3rd Street to Minthorn Street	9,090	75.3	9,647	75.5	557	0.2
Nichols Rd						

Road / Segment[A]	Year 2045 Without GPU		Year 2045 With GPU		Net Change	
	ADT	dBA LDN[B]	ADT	dBA LDN[A]	ADT	dBA LDN[A]
Lake Street to Alberhill Ranch Road	*8,560*	*66.6*	*14,261*	*69.1*	*5,701*	*2.5*
Aberhill Ranch Rd to Terra Cotta	*9,276*	*66.5*	*15,509*	*69.1*	*6,233*	*2.6*
Terra Cotta Road to Collier Avenue	*13,950*	*65.3*	*21,122*	*67.4*	*7,172*	*2.1*
Collier Avenue to I-15 EB Ramp	*18,350*	*68.0*	*23,443*	*69.1*	*5,093*	*1.1*
EB Ramp to El Toro Road	19,500	63.6	19,888	64.0	388	0.4
Terra Cotta Road						
Nichols Avenue to Terracina Lane	8,145	61.5	10,010	62.3	1,865	0.8
Terracina Lane to Lakeshore Drive	7,468	62.4	9,436	63.2	1,968	0.8
Machado Street						
Lakeshore Dr to Lincoln Street	8,730	63.5	8,477	63.1	-253	-0.4
Lincoln Street to Grand Avenue	2,308	57.5	2,428	57.8	120	0.3
Central Ave						
Riverside Street to Rosetta Canyon Drive	51,760	72.9	47,584	72.6	-4,176	-0.3
Rosetta Canyon Drive to Cambern Avenue	41,967	74.4	49,275	75.2	7,308	0.8
Cambern Avenue to I-15 SB Ramp	43,925	72.7	50,301	73.4	6,376	0.7
I15 SB Ramp to Collier Avenue	51,400	73.4	52,566	73.4	1,166	0
Auto Center Dr						
Bancroft Way to Diamond Drive	5,587	63.5	4,582	62.7	-1,005	-0.8
Diamond Drive						
I-15 SB Ramp to E. Lakeshore Drive	33,367	66.0	37,007	66.5	3,640	0.5
E. Lakeshore Drive to Malaga Road	1,471	55.1	5,853	59.6	4,382	4.5
Railroad Canyon Road						
Skylink Drive to Canyon Hills Road	50,450	74.2	52,187	74.4	1,737	0.2
Canyon Hills Rd to Summerhill Drive/Grape	52,540	74.2	54,523	74.4	1,983	0.2
Summerhill Road						
Via Ravenna to Bella Lucia	8,526	64.3	8,389	64.1	-137	-0.2
Bella Lucia to Railroad Canyon Road	9,488	64.7	9,414	64.7	-74	0
Canyon Hills Road						
Railroad Canyon Road to Lost Road	13,900	67.0	13,195	66.7	-705	-0.3
Lost Road and Kalanchoe Road	11,218	65.5	11,574	65.6	356	0.1
Mission Trail						
Diamond Drive to Malaga Road	24,350	69.7	20,813	69.1	-3,537	-0.6

Road / Segment[A]	Year 2045 Without GPU		Year 2045 With GPU		Net Change	
	ADT	dBA LDN[B]	ADT	dBA LDN[A]	ADT	dBA LDN[A]
Malaga Road to Vine Street	21,725	70.8	20,622	70.4	-1,103	-0.4
Vine Street to Corydon Road	25,400	71.0	25,104	70.9	-296	-0.1
Corydon Road to Canyon Drive	17,400	69.3	17,868	69.3	468	0
Bundy Canyon Road						
Mission Trail to Orchard Street	13,700	65.4	14,060	65.4	360	0.0
Orchard Street to Orange Street	15,500	66.5	15,986	66.5	486	0.0
Lincoln Street						
Grand Avenue to Machado Street	4,612	60.2	3,214	58.4	-1,398	-1.8
Machado Street to Riverside Drive/SR-74	7,243	60.9	6,630	60.4	-613	-0.5
Greenwald Avenue						
SR-74 to Longhorn Drive	10,048	66.4	10,737	66.7	689	0.3
E Franklin Street						
N Main Street to Avenue 6	12,400	60.8	9,645	59.3	-2,755	-1.5
Graham Ave						
Lakeshore Dr to Lindsay St	2,279	54.9	1,641	53.8	-638	-1.1
Lindsay St to Main Street	2,470	55.8	1,953	54.9	517	-0.9
Main Street						
I-15 to Pottery St	11,818	64.0	12,482	63.9	664	-0.1
Pottery St to Heald St	7,944	62.2	6,445	61.0	-1,499	-1.2
Heald St to Graham Ave	1,354	54.9	1,172	54.4	-182	-0.5
Graham Ave Library St	3,505	55.1	2,958	54.3	-547	-0.8
SR-74/Ortega Highway						
West of Grand Avenue	23,600	67.4	27,408	68.1	3,808	0.7
Riverside Drive						
Grand Avenue to Lincoln Street	23,333	68.0	26,757	68.7	3,424	0.7
Lincoln Street to Lakeshore Drive	28,667	68.6	32,481	69.3	3,814	0.7
Lakeshore Drive to Collier Drive	34,467	69.0	37,649	69.4	3,182	0.4
Corydon Road						
Mission Trail to Grand Avenue	12,024	66.1	14,135	66.7	2,111	0.6
Malaga Road						
Diamond Drive to Mission Trail	616	55.9	2,581	58.6	1,965	2.7
I-15						
Indian Truck Trail Exit to Lake St	159,100	76.7	160,034	76.7	934	0.0
Lake St to Nichols Road	140,954	76.0	142,982	76.1	2,028	0.1
Nichols Road to SR 74	134,854	75.6	142,548	75.8	7,694	0.2
SR 74 to Main St	142,400	76.2	147,342	76.4	4,942	0.2
Main St to Railroad Canyon Rd	141,000	76.1	151,503	76.4	10,503	0.3
Railroad Canyon to Bundy Canyon	123,400	75.4	126,363	75.5	2,963	0.1
Bundy Canyon to Wildomar Trail	132,000	75.9	131,719	75.9	-281	0.0
Wildomar Trail to Clinton Keith Rd	133,200	76.1	133,482	76.2	282	0.1

Source: MIG, 2025 (see Attachment 2 of Appendix H)

(A) Roadways are italicized to indicate that they have exceeded the thresholds established in Section 5.1.

Road / Segment[A]	Year 2045 Without GPU		Year 2045 With GPU		Net Change	
	ADT	dBA LDN[B]	ADT	dBA LDN[A]	ADT	dBA LDN[A]
(B) LDN values for road segments were estimated 50 feet from the center of the nearest travel direction except for the I-15, which was estimated 150 feet from the center of the right-of-way.						

The results of the traffic noise modeling indicate that future traffic noise levels within the City are highest (i.e., 70 CNEL or higher) along the I-15, Central Avenue, Railroad Canyon Road, Lake Street, and portions of Collier Avenue and Mission Trail. Other roadways have noise levels in the range of approximately 51 DNL to 69 DNL.

The majority of modeled road segments would exceed the 60 DNL Clearly Compatible land use compatibility level established in the proposed Project for residential uses and schools, libraries, religious institutions, and hospitals, and well as the 65 DNL Clearly Compatible land use compatibility level for parks and commercial recreation.

Traffic noise modeling indicates the Project would not increase traffic noise levels by more than 1.0 dBA, as compared to future 2045 baseline conditions on the majority of modeled roadway segments and that approximately 30% of segments would have lower traffic noise level due to a lower projected traffic volume under the Project than under future baseline conditions or a decrease in the percent of truck traffic along certain roadway segments. However, under the proposed Project several roadways would increase noise levels by more than 1.0 dBA on roadways with an ambient noise level above 65 DNL, including Temescal Canyon Road which would increase by 2.1 to 2.3 dBA, Grand Avenue, which would increase between 1.0 to 1.5 dBA, and Nichols Road, which would increase between 1.1 and 2.6 dBA. Temescal Canyon Road, Grand Avenue, and Nichols Road are all adjacent to sensitive residential receptors and Grand Avenue is adjacent to school receptors.

General Plan Analysis

The noise sub-section of the Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies relative to noise impacts and control:

PSNAQ GOAL 12: Community-wide noise levels that allow residents to enjoy quiet neighborhoods and outdoor activities.

Policy PSNAQ-70: Maintain and enforce the City's Noise Ordinance to protect the health and comfort of people living, working, going to school, and recreating in Lake Elsinore.

Policy PSNAQ-71: Minimize new residential or other noise-sensitive land use development in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce outdoor activity area noise levels to a "normally acceptable" community noise equivalent level (CNEL).

Policy PSNAQ-72: Separate and buffer major roadways and significant noise-generating stationary sources from noise-sensitive land uses such as residences, care facilities, schools, and hospitals.

Policy PSNAQ-73: Control, at their sources, any sounds that exceed accepted community noise levels.

Policy PSNAQ-74: Proactively plan for noise for new community-serving land uses in appropriate areas such as music, theater, sports, and other entertainment activities.

In addition, the Environmental Justice (EJ) Element contains the following goal and policy relative to noise:

EJ Goal-1: Reduce Pollution Burden

Policy EJ-1: Mitigate impacts on residential neighborhoods immediately adjacent to industrial uses, trucking uses, and I-15 from noise and air pollutant emissions.

Finally, the Mobility and Infrastructure (MI) Element contains the following goal and policy regarding noise impacts related to goods movement:

MI Goal-4: A transportation network that efficiently allows for the movement of goods and on-time deliveries, while balancing the needs of businesses and residents.

Policy MI-13: Develop and maintain a truck route network that balances efficiency with safety.

Summary and Conclusions. As described above, the Project would result in an increase in traffic noise levels that would increase noise levels on segments that already exceed the City's land use compatibility guidelines under existing conditions, and that would exceed the significance thresholds established in Section 5.1. While the Project contains policies to reduce exposure to roadway noise (see Policies PSNAQ-124 and PRO-PSNAQ-128), and to reduce single-occupancy vehicles, a reduction in vehicle trips on specific, impacted roadway segments cannot be guaranteed.

Another approach to reducing roadway noise would be to reduce vehicle miles travelled (VMT) within the Planning Area. The City's GPU incorporates policies to multi-modal transportation (e.g., PRO-PSNAQ-117, which includes investment in bike-sharing programs and PRO-PSNAQ-109, which ensures planning efforts include improvements to bike and pedestrian infrastructure). Additionally, the CAAP includes an extensive list of feasible VMT reduction measures that were analyzed by Fehr & Peers (Ascent 2025, see Attachment C) The VMT measures are listed below:

- Measure AT.1: End of Trip Bike Facilities
- Measure LU.1: Increase Residential Density
- Measure LU.2: Increase Job Density
- Measure LU.4: Integrate Affordable Housing Development
- Measure RD.2: Improved Pedestrian Network
- Measure CM.1: Commute Trip Reduction Program (Voluntary)
- Measure CM.3: Commute Trip Reduction Marketing
- Measure CM.4: Employee Ridesharing Program
- Measure CM.5: Employee Vanpool
- Measure PT.1: Subsidized Transit Pass Program
- Measure PT.2: Expanded Local Transit Coverage
- Measure PT.3: Expanded Local Transit Frequency
- Measure ND.1: Community-Based Travel Planning
- Measure PT.6: Provide Transit Shelters
- Measure PT.7: Park and Ride Expansion
- Measure RD.1: Improve Bike Facilities

The above VMT measures have the potential to reduce VMT by approximately 16,447 to 32,881 VMT/day by 2030 and by approximately 25,897 to 51,889 VMT/day by 2045, which would reduce noise from mobile source emissions. Additional feasible mitigation is not available.

Increases in Stationary and Other Sources of Noise

Stationary and other sources of noise in the Planning Area include, but are not limited to, landscape and building maintenance activities, stationary mechanical equipment (e.g., pumps, generators, HVAC units), garbage collection activities, commercial and industrial activities, and other stationary and area sources such as people's voices, amplified music, and public address systems.

The Project would increase residential dwelling units and nonresidential buildings square footage. Stationary noise generated by residential or commercial uses is generally short-term and intermittent. Industrial uses may generate noise on a more continual basis due to the types of their activities. Future planned development could result in new stationary and area sources as well as the exposure of new sensitive land uses to existing stationary and area sources.

The LEMC regulates stationary sources through Section 17.176.060 (Exterior Noise Limits) by setting exterior noise limits at residential, commercial, office, and industrial properties (see Table 4.13-7). Section 17.176.080(K) additionally prohibits creating sound within noise-sensitive zones (e.g., hospital, nursing home, school, court) that exceed exterior noise limits or interferes with facility functions or annoys occupants. Section 17.176.080(F) reduces noise levels from stationary sources by requiring all internal combustion engine powered equipment or machinery be equipped with suitable exhaust and air intake silencers in proper working order. The LEMC also regulates noise from HVAC equipment through Section 17.176.080(M), sets noise limits for air conditioning units that range from 50 dBA to 60 dBA depending on measurement location and the age of the air conditioning unit. LEMC Section 17.176.090 places limits on the operation of refuse collection vehicles, motor vehicle horns motorized recreational vehicles operating outside of the public right-of-way, repairing or testing vehicles, motorboats, and aircraft, and idling motor vehicles to 7:00 a.m. to 7:00 p.m., when receptors are less sensitive to noise.

General Plan Analysis

In addition to the goals and policies listed in the previous section, the proposed GPU contains additional policies that would reduce exposure from stationary noise sources through buffering and noise control requirements (see Policies PSNAQ-72, PSNAQ-73, PRO-PSNAQ-124). Future stationary sources would comply with City standards, and therefore would not expose people to a substantial permanent increase in noise levels.

Summary and Conclusions. In addition to more typical sources of stationary noise, mining operations occurring in the Planning Area could also contribute to noise levels. However, the Project is indicating that mining will eventually phase out and convert to reclamation activities. Noise levels due to mining operations would therefore not increase due to implementation of the Project.

<u>Level of Significance Before Mitigation</u>

Traffic Noise: Potentially significant.
Stationary Noise Sources: Less than significant

<u>Mitigation Measures</u>

Traffic Noise: No feasible mitigation is available.

Stationary Noise: No mitigation is required.

Level of Significance After Mitigation

Significant and unavoidable.

Ground-borne Vibration and Noise Levels

Impact NOISE-3– Would the Project result in Generation of excessive groundborne vibration or groundborne noise levels?

Analysis of Impacts

Construction Vibration

Construction activities have the potential to result in varying degrees of temporary ground vibration, depending on the specific construction equipment used and activities involved. Vibration generated by construction equipment spreads through the ground and diminishes with increases in distance. The effects of ground vibration may be imperceptible at the lowest levels, result in low rumbling sounds and detectable vibrations at moderate levels, and at high levels can cause sleep disturbance in places where people normally sleep, or annoyance in buildings that are primarily used for daytime functions and sleeping (e.g., a hospital). Ground vibration can also potentially damage the foundations and exteriors of existing structures even if it does not result in a negative human response. Pile drivers and other pieces of high-impact construction equipment are generally the primary cause of construction-related vibration impacts. The use of such equipment is generally limited to sites where there are extensive layers of very hard materials (e.g., compacted soils, bedrock) that must be loosened or penetrated to achieve grading and foundation design requirements. The need for such methods is usually determined through site-specific geotechnical investigations that identify the subsurface materials within the grading envelope, along with foundation design recommendations and the construction methods needed to safely permit development of a site.

Construction equipment and activities are categorized by the nature of the vibration they produce. Equipment or activities typical of continuous vibration include excavation equipment, static compaction equipment, vibratory pile drivers, and pile-extraction equipment. Equipment or activities typical of transient (single-impact) or low-rate, repeated impact vibration include impact pile drivers, and crack-and-seat equipment. Pile driving and blasting activities produce the highest levels of ground vibration and can result in structural damage to existing buildings while standard construction equipment (e.g., bulldozers, trucks, jackhammers) generally do not cause vibration that could cause structural or cosmetic damage but may be felt by nearby receptors.

Since individual project-specific information is not available at this time, potential short-term construction-related vibration impacts can only be evaluated based on the typical construction activities associated with residential, commercial, and industrial development. Table 4.13-13 presents the typical types of equipment that could be used for future development activities in the Planning Area.

Table 4.13-5
Ground-Borne Vibration and Noise from Typical Construction Equipment

Equipment	Peak Particle Velocity (in/sec) (A)			Velocity Decibels (VdB) (B)		
	25 feet	50 feet	100 feet	25 feet	50 feet	100 feet
Small bulldozer	0.003	0.001	0.001	58	49	40
Jackhammer	0.035	0.016	0.008	79	70	61
Rock Breaker	0.059	0.028	0.013	83	74	65
Loaded truck	0.076	0.035	0.017	86	77	68
Auger Drill Rig	0.089	0.042	0.019	87	78	69
Large bulldozer	0.089	0.042	0.019	87	78	69
Vibratory Roller	0.210	0.098	0.046	94	85	76
Impact Pile Driver (typical)	0.644	0.300	0.140	104	95	86
Sonic Pile Driver (typical)	0.170	0.079	0.037	93	84	75

Sources: Caltrans 2020 and FTA 2018

(A) Estimated PPV calculated as: PPV(D)=PPV(ref)(25/D)^1.1 where PPV(D)= Estimated PPV at distance; PPVref= Reference PPV at 25 ft; D= Distance from equipment to receiver; and n= ground attenuation rate (1.1 for dense compacted hard soils).*

(B) Estimated Lv calculated as: Lv(D)=Lv(25 feet)-30Log(D/25) where Lv(D)= estimated velocity level in decibels at distance, Lv(25 feet)= RMS velocity amplitude at 25 ft; and D= distance from equipment to receiver.

As shown in Table 4.13-13 specific vibration levels associated with typical construction equipment are highly dependent on the type of equipment used. For structural damage, the use of typical equipment during construction activities (e.g., bulldozer, jack hammer, trucks etc.) would produce PPV levels up to 0.042 in/sec at 50 feet. These PPV values are well below Caltrans' guidelines standards for potential structural damage for continuous vibration sources near the types of buildings in and adjacent to the Planning Area, (0.1 PPV for fragile buildings, 0.25 for historic buildings, 0.3 for older residential buildings; and 0.5 for modern residential, commercial, and industrial buildings, see Table 4.13-3). However, the use of specific vibration-generating equipment such as a vibratory roller would exceed the Caltrans' standards for structural damage within approximately 25 feet of historic buildings and within approximately 50 feet of fragile buildings, and an impact pile driver would exceed the Caltrans' standards for structural damage within approximately 50 feet of any building, 60 feet of historic buildings, and 140 feet of fragile buildings. This is considered to have a potentially significant impact.

For human annoyance and interference responses, the use of typical equipment (e.g., bulldozer, jack hammer, trucks, etc.) during construction could produce vibration levels that could exceed Caltrans' barely perceptible and distinctly perceptible vibration detection thresholds (0.01 PPV and 0.04 PPV, respectively, for continuous/frequent intermittent sources, see Table 4.13-4), at distances within approximately 175 feet and 50 feet, respectively, from work areas. Standard equipment at 50 feet would also exceed the 0.04 PPV threshold set in Section 17.176.080(G) of the LEMC. Standard equipment would not exceed Caltrans' strongly perceptible threshold (0.1 PPV for continuous/frequent intermittent sources, see Table 4.13-4).

Although typical construction activities may generate perceptible ground-borne vibration levels at structures within approximately 175 feet of work areas, these levels would not be excessive

because they would be intermittent (not occur every day), limited in duration (equipment would move throughout work areas and not operate in the same location for a prolonged amount of time), occur during the daytime only (when receptors would not be sleeping and, therefore, are considered less sensitive to vibration levels). For these reasons, the proposed Project's typical construction activities would have a less than significant impact on human annoyance and responses. However, pile driving and other specific vibration-generating equipment could result in excessive ground-borne vibration levels to human receptors. Caltrans' distinctly perceptible vibration threshold and the vibration threshold set in Section 17.176.080(G) of the LEMC (i.e., 0.04 PPV) would be exceeded with the operation of specific vibration-generating equipment such as a vibratory roller at approximately 120 feet and with the operation of an impact pile driver at approximately 320 feet. Additionally, Caltrans' strongly perceptible vibration threshold (i.e., 0.1 PPV) would be exceeded with the operation of specific vibration-generating equipment such as a vibratory roller at approximately 50 feet and with the operation of an impact pile driver at approximately 140 feet. This is considered to have a potentially significant impact.

Operational Vibration

The Project does not include plans for the introduction or expansion vibration-generating operational sources (e.g., rail lines, mining operation) and is not anticipated to increase vibration levels these sources. This impact would be less than significant.

General Plan Analysis

The noise sub-section of the Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and policies that relate directly to noise and indirectly to vibration:

GOAL PSNAQ 12: Community-wide noise levels that allow residents to enjoy quiet neighborhoods and outdoor activities.

Policy PSNAQ-70: Maintain and enforce the City's Noise Ordinance to protect the health and comfort of people living, working, going to school, and recreating in Lake Elsinore.

Policy PSNAQ-71: Minimize new residential or other noise-sensitive land use development in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce outdoor activity area noise levels to a "normally acceptable" community noise equivalent level (CNEL).

Policy PSNAQ-72: Separate and buffer major roadways and significant noise-generating stationary sources from noise-sensitive land uses such as residences, care facilities, schools, and hospitals.

Policy PSNAQ-73: Control, at their sources, any sounds that exceed accepted community noise levels.

Policy PSNAQ-74: Proactively plan for noise for new community-serving land uses in appropriate areas such as music, theater, sports, and other entertainment activities.

Summary and Conclusions. The preceding analysis indicates typical construction activities may result in potentially significant vibration impacts but that implementation of Mitigation Measure MM-NOI-2 would reduce potential impacts to less than significant levels. In addition, the analysis also concludes that vibration impacts on adjacent sensitive users will be less than significant from operation and mining, and that mining activities will declining in the coming years.

Level of Significance Before Mitigation

Vibration from construction would be a potentially significant impact. Vibration from operations would be a less than significant impact.

Mitigation Measures

To reduce potential vibration-related structural damage and annoyance from excessive vibration levels from temporary construction activities associated with future development projects under the proposed Project, MIG recommends incorporating Mitigation Measure NOI-2.

Mitigation Measure NOI-2: Reduce Potential Construction Vibration Levels. To reduce potential excessive vibration levels from construction activities associated with development projects under the Project, the City shall restrict the use of large vibratory rollers, hydraulic breakers, and, and other potential large vibration-generating equipment within 120 feet of any building façade and impact pile drivers shall be prohibited within 320 feet of any building façade during construction activities. Plate compactors and compactor rollers are acceptable, and deep foundation piers or caissons shall be auger drilled.

If it is not feasible to restrict the use of vibratory equipment, the construction contractor shall, in consultation with a licensed structural engineer, develop a project-specific construction vibration plan that identifies planned vibration-generating construction activities and potential ground-borne vibration levels (given specific equipment and soil conditions) at the nearest receiving land uses and the vibration control measures that will be employed to ensure equipment and work activities would not damage buildings or result in vibrations that exceed a threshold for peak particle velocity (PPV) of 0.04 inches/second (in/sec). Such measures may include but are not limited to the use of vibration monitoring to measure actual vibration levels, the use of photo monitoring or documentation of building conditions prior to, during, and after construction activities, and/or the use of trenches or barriers that attenuate ground-borne vibration.

Level of Significance After Mitigation

Less than significant with mitigation.

Excessive Airport-related Noise Levels

Impact NOISE-4 – For a Project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the Project expose people residing or working in the project area to excessive noise levels?

Analysis of Impacts

The Skylark airport is located on approximately 150 acres in the southeast portion of the City. The airport is a private airport that operates seven days a week and supports smaller aircraft used for activities such as skydiving. The airport supports approximately five flights per weekday and approximately 25 to 40 flights per weekend day (City of Lake Elsinore 2017). Noise monitoring at Skylark Airport was conducted in December 2016 for the City's East Lake Specific Plan Amendment No. 11. Based on this monitoring, the study concluded that the largest lateral distance from the runway centerline to the 60 dB Ldn contour was approximately 500 feet (City of Lake Elsinore 2017).

Additionally, the 60 dB Ldn contour would be within the East Lake Community Plan which would include a mix of residential neighborhoods, commercial centers, recreational activities, floodplain, and open space. While the planning area may include residential uses, the GPU policies have been designed to minimize noise exposure and ensure noise compatibility, such as Policy EL 1.1 which requires a noise barrier between residential uses and the airstrip and Policy PSNAQ-71, which requires the minimization of residential land use development in noise impacted areas unless mitigation measures can reduce noise levels to acceptable levels. The Project, therefore, would not expose people to excessive airport-related noise levels. This impact would be less than significant.

General Plan Analysis

The Public Safety, Noise, and Air Quality Element does not have any specific goals or policies relative to the Skylark Airport or noise impacts, but many of its goals and policies deal with preparation, training, and response to various kinds of emergencies or disasters, which could include aircraft crashes and/or fires either on or off of the airport facility.

Summary and Conclusions. The Project has a number of goals and policies in the PSNAQ Element that deal with preparation, training, and response to various kinds of emergencies or disasters, including those that could involve the Skylark Airport. However, the airport is a relatively small private general use airport so noise impacts are not considered a significant environmental issue. Therefore, potential airport-related noise impacts would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Would the Project cause substantial adverse cumulative impacts with respect to noise or vibration?

Analysis of Impacts

For purposes of this cumulative noise and vibration analysis, the geographic context is limited to the extent of potential noise impacts caused by the proposed Project that could combine with other relevant cumulative developments. Although construction and stationary source noise may theoretically be audible far from the source, in practice ambient noise from wind, roadway traffic, and other land uses is substantially louder than equipment operating hundreds or thousands of feet away. Therefore, the geographic context for stationary sources is limited to the area within approximately 1,000 feet of individual development sites and the roadways used to travel to and

from these sites.

Project implementation would result in construction noise and vibration as individual development projects are constructed over time (Impact NOISE-1 and NOISE-3). Construction noise and vibration from individual development projects could combine (when within 1,000 feet of each other) and have the potential to generate a significant temporary increase in noise or vibration levels on a cumulative basis. however, each individual development would be subject to City's construction hour limitations and project-specific conditions on construction, which would protect existing and future residents from potential substantial, temporary increases in ambient noise and ground-borne vibration levels associated with construction activities. For these reasons, the proposed Project would not make a cumulatively considerable contribution to cumulative construction noise or vibration impacts at on- or off-site receptor locations near future development projects.

General Plan Analysis

The Project would result in long-term increases in vehicle trips and traffic-related noise levels (Impact NOISE-2) which have the potential to generate significant increases in traffic noise levels on a cumulative basis. The Project could also result in an increase in stationary and other sources of noise associated with future development; however, the City's LEMC sets forth noise limitations (Chapter 17.176) and the GPU contains policies to prevent sensitive receptors from being exposed to high noise levels (e.g., Policy PSNAQ-72 would buffer noise sensitive uses from stationary sources, Policy PSNAQ-73 would control the source of incompatible noises, Implementation measures PRO-PSNAQ-121 and PRO-PSNAQ-122 involve updating the municipal code and would include incorporating buffers around industrial and truck-related uses, including design measures that would reduce noise, and identifying mitigation measures for noise-generating community uses, PRO-PSNAQ-123, PRO-PSNAQ-124, PRO-PSNAQ-125, and PRO-PSNAQ-126 places requirements on development projects and development review, including to require that development projects reduce noise exceeding normally acceptable levels). Therefore, future operations from stationary and other sources would not make a cumulatively considerable contribution to a significant cumulative operational noise impact.

The Project does not propose or support any large vibration-inducing equipment or land use activities and would not result in excessive ground-borne vibration levels that have the potential to combine with vibration levels from other projects within or outside of the Planning Area (Impact NOISE-3). No cumulative operational vibration impact would occur.

The Project would not expose people living or working in the Planning Area to excessive airport-related noise levels (Impact NOISE-4). Therefore, no cumulative impact would occur and no programmatic mitigation is required.

Level of Significance Before Mitigation

Impact NOISE 1, NOISE 3, and NOISE 4: Less than significant.
Impact NOISE 2: Potentially significant.

Mitigation Measures

There are no feasible mitigation measures.

Level of Significance After Mitigation

Significant and unavoidable with respect to traffic noise.

Other Planning Considerations (Potential Effects of the Environment on the Project)

The City's General Plan establishes land use compatibility standards with regard to determining the appropriate type of new development in relation to the existing transportation noise environment. The existing ambient noise levels vary depending on location. The majority of residential and institutional land uses along arterial roadways currently have noise levels greater than 60 DNL, the Clearly Compatible land use compatibility level for residential uses, schools, libraries, religious institutions, and hospitals. Several road segments also exceed the 70 DNL Normally Compatible land use condition for residential land uses and 65 DNL Normally Compatible land use condition for institutional land uses. Roadways within the Normally Incompatible condition for residential and institutional uses include Grand Avenue, Collier Avenue, Central Avenue, Railroad Canyon Road, SR-74, Riverside Drive, Corydon Road, and the I-15 (see Section 4.2). Roadways in the Planning Area would continue to exceed the proposed compatibility standard under 2045 Project conditions, as the Project has the potential to site new residential and mixed-use projects in the vicinity of roadways with high traffic noise levels.

However, the Project contains policies that seek to incorporate land use compatibility considerations into project development and to reduce noise exposure from vehicle traffic near sensitive noise receptors. Policy PSNAQ-71 aims to minimize new noise-sensitive land use development in noise-impacted areas unless mitigation measures can reduce noise levels to a Normally Acceptable designation. Policy PSNAQ-72 would separate and buffer noise sensitive uses from major roadways and stationary sources. Policy PSNAQ-73 would control the source of incompatible noises. Policy PSNAQ-74 plans for locating new noise-generating land uses in compatible areas. Implementation measures PRO-PSNAQ-121 and PRO-PSNAQ-122 involve updating the municipal code and would include incorporating buffers around industrial and truck-related uses, including design measures that would reduce noise, and identifying mitigation measures for noise-generating community uses. PRO-PSNAQ-123, PRO-PSNAQ-124, PRO-PSNAQ-125, and PRO-PSNAQ-126 place requirements on development projects and development review, including to require that development projects reduce noise exceeding normally acceptable levels.

Furthermore, as described in Section 4.3, pursuant to the State noise standards, California Building Code, Section 1207.4, new residential structures would be required to be constructed such that interior noise levels do not exceed 45 dBA CNEL. Standard construction techniques and materials are commonly accepted to provide a minimum exterior to interior noise attenuation (i.e., reduction) of 22–25 dBA with all windows and doors closed (HUD 2009a and 2009b).[22] These interior noise reductions would be adequate for some developments occurring under the GPU to meet the State's and City's interior noise standards, which area set at 45 CNEL. New developments along major roadways, such as Lake Street, Central Avenue, or Railroad Canyon Road, could require additional noise attenuation design features since traffic noise levels along these roadways are estimated to exceed 70 DNL under future conditions with and without the

[22] The U.S. Department of Housing and Urban Development (HUD) Noise Guidebook and supplement (2009a, 2009b) includes information on noise attenuation provided by building materials and different construction techniques. As a reference, a standard exterior wall consisting of 5/8-inch siding, wall sheathing, fiberglass insulation, two by four wall studs on 16-inch centers, and 1/2-inch gypsum wall board with single strength windows provides approximately 35 dBs of attenuation between exterior and interior noise levels. This reduction may be slightly lower (2-3 dBs) for traffic noise due to the specific frequencies associated with traffic noise. Increasing window space may also decrease attenuation, with a reduction of 10 dBs possible if windows occupy 30% of the exterior wall façade.

GPU. Adherence to the State's mandatory noise standards would ensure residential and mixed-use structures within the Planning Area meet or exceed the 45 dBA CNEL standard.

As discussed above, the Project includes residential land uses that may be exposed to traffic noise levels above acceptable levels; however, the Project establishes City policies and implementation measures to provide protection from excessive noise levels and ensure that transportation activities do not create noise levels that impair human health or quality of life. For these reasons, the Project would not expose existing or future noise sensitive land uses to unacceptable noise levels from vehicle traffic.

Additionally, existing mining operations occurring in Alberhill produce noise and vibration in areas that may be developed into residential uses under the Project. The Project references an ongoing reclamation process in Alberhill to phase out mining operations. While mining would occur in the interim, mining operations would be subject to the mitigation measures in the Alberhill Villages Specific Plan (i.e., Mitigation Measure NSE-8 and NSE-10) that set noise standards at residential properties and require projects demonstrate compliance with noise standards. Finally, GPU implementation measures such as PRO-PSNAQ-121 and PRO-PSNAQ-124 require buffers from industrial and trucking-related uses that would reduce potential noise levels from mining operations and their associated haul truck trips. Due to compliance with City requirements, the Project would not expose existing or future noise sensitive land uses to unacceptable noise levels from mining operations.

4.13.6 REFERENCES

California Department of Transportation (Caltrans) 2013. Technical Noise Supplement to the Traffic Noise Analysis Protocol. Sacramento, California. September 2013.

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4.14 POPULATION AND HOUSING

This EIR section addresses population, housing and employment impacts associated with the proposed Project. Issues of interest for this section are whether the Project will induce substantial unplanned population growth or displace substantial numbers of existing people or housing necessitating the construction of replacement housing. Much of the environmental setting information provided is from the Existing Conditions Atlas (MIG 2024).

4.14.1 ENVIRONMENTAL SETTING

Population

According to the 2020 U.S Census, Lake Elsinore's estimated population was 70,244; this represents a 23.6% growth in the ten-year period from 2010 to 2020 is shown in Table 4.14-1. Lake Elsinore's population growth outpaced Riverside County's growth rate of 8.2% from 2010 to 2020 as shown in Table 4.14-2. The Southern California Association of Governments (SCAG) estimates that the City's population will continue to grow rapidly and at a faster rate than Riverside County from 2020 to 2045.

Table 4.14-1
Historical and Projected Population Growth

Year	Lake Elsinore	Riverside County
2010	51,821	2,203,332
2020	64,037	2,383286
2045	111,600	2,353,000

Table 4.14-2
Historical and Projected Growth Percent Change

Year	Lake Elsinore	Riverside County
% Change 2010-2020	23.6	8.2%
% Change 2020-2045	74%	36%

A community's population's age and education help to determine the public services to be provided by a local jurisdiction. Lake Elsinore's population is considered to be younger; Lake Elsinore's median age is 30 years compared to Riverside County's 35 years. Census data reports that 16 percent of Lake Elsinore residents live in poverty, as defined by federal guidelines. Neighborhoods around the lake and in the North Peak District have higher levels of poverty The poverty rate is slightly higher than the County's rate of 14 percent.

Housing

Most of Lake Elsinore's housing stock (81 percent) consists of single-family residences as shown in Table 4.14-3. Multi-family units make up 15 percent of Lake Elsinore's housing stock while mobile homes and other housing make up just four percent of housing units (City 2022)(MIG 2024).

Housing tenure refers to whether someone rents or owns the home they live in. In Lake Elsinore, most homes are owner-occupied (68 percent) and only 32 percent are renter occupied as shown on Table .4.14-4. In Lake Elsinore, nine percent of occupied housing units are overcrowded. Overcrowding is more prevalent in rental units where 18 percent are considered overcrowded compared to owner occupied housing where only five percent are considered overcrowded. The most overcrowded units are in the East Lake, Lake Edge, and Lake View Districts. Census data indicates that Lake Elsinore has low vacancy rates - one percent of owner units and 4.5 percent of rental units are vacant. Four percent is considered a healthy vacancy rate as it permits sufficient choice among a variety of housing units.

Housing age has a direct correlation to the quality and condition of housing units. Deteriorating structures pose a safety hazard and can negatively impact property values within a neighborhood. Commonly, housing over 30 years of age needs some form of major rehabilitation to maintain compliance with building and safety codes. While most of the City's housing stock is moderately new (13 percent of housing units built in the last 10 years, more than half, or 51 percent, of housing units built in the last 20 years), a third, or 33 percent, is over 30 years old.

Housing age has a direct correlation to the quality and condition of housing units. Deteriorating structures pose a safety hazard and can negatively impact property values within a neighborhood. Commonly, housing over 30 years of age needs some form of major rehabilitation to maintain compliance with building and safety codes. While most of the City's housing stock is moderately new (13 percent of housing units built in the last 10 years, more than half, or 51 percent, of housing units built in the last 20 years), a third, or 33 percent, is over 30 years old.

Table 4.14-3
Housing Stock Characteristics

Housing Characteristics	All Households
Single-Family Detached Units	14,585 (77%)
Single-Family Attached Units	812 (4%)
Multi-Family Units	2,816 (15%)
Mobile home, other units	733 (4%)
Total Units	18,946 (100%)
Average Household Size	3.58 persons per household
Units Needing Replacement/Rehabilitation	<10 units

Table 4.14-4
Housing Characteristics by Tenure

Housing Characteristics	All Households		
	Owner Households	Renter Households	All Households
Total Housing Units	11,971 (68%)	5,693 (32%)	17,664
Vacancy Rate	1.0%	4.5%	6.1%
Overcrowded Units	637 (3.85)	883 (5.3%	1,520 (9.0%)

Employment

About nine out of every 10 Lake Elsinore residents are employed outside the City. This presents an opportunity to address the heavy outbound and inbound commute flows for residents leaving and returning to the City each day through policies to expand employment options within the City and expand efforts in creating sustainable options for commutes.

Residents who work within Lake Elsinore are primarily employed in educational services, health care and social assistance, retail trade, and construction. This is consistent with the major employers in the City of Lake Elsinore. Major employers include the Lake Elsinore Unified School District with 2,497 employees, M & M Framing with 500 employees, Stater Bros. with 329 employees, and Lake Elsinore Hotel and Casino with 275 employees. Half of the top ten employers in Lake Elsinore are in the retail sector.

4.14.2 REGULATORY FRAMEWORK

Federal

U.S. Department of Housing and Urban Development (HUD)

HUD oversees the Federal Housing Administration (FHA), the largest mortgage insurer in the world, as well as regulates housing industry business and provides project-based rental assistance and other rental assistance programs, which provide support for low and very low-income households.

State

California Department of Housing and Community Development (HCD)

HCD enforces standards for housing construction, maintenance of farmworker housing, and pre-manufactured/factory-built homes. HCD also proposes amendments to California's residential building standards for new construction to the California Building Standards Commission and helps train local government to better understand new requirements. HCD works with regional governments to determine their housing needs and reviews every city and county's Housing Element of the General Plan to determine compliance with State law.

Housing Element Law (California Government Code Article 10.6)

The State has established detailed legal requirements for the General Plan Update (GPU) Housing Element beyond Section 65300. State Law requires each city and county to prepare and maintain a current Housing Element as part of the community's GPU to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under State law, a Housing Element must be updated every eight years for each jurisdiction in the SCAG Region and reviewed by the California Department of Housing and Community Development (HCD).

California Department of Finance Demographic Research Unit

The Demographic Research Unit uses population data to establish appropriation limitations; distribute various federal program funds and aid in the planning and evaluation of programs.

State agencies and departments, local governments, the federal government, school districts, public utilities, the private sector, and the public use the data. Staff provide demographic research and analysis, produce current population estimates, and future projections of population and school enrollment, and disseminate U.S. Census data.

Regional/County

Housing Authority of the County of Riverside

The Housing Authority of the County of Riverside (HACR) is a public agency chartered by the State of California to administer the development, rehabilitation or financing of affordable housing programs. The mission of the Housing Authority is to transform and promote healthy, thriving communities, re-ignite hope and restore human dignity through the creation and preservation of high quality and innovative housing and community development programs which enhance the quality of life and revitalize neighborhoods to foster self-sufficiency. The Housing Authority has been serving Riverside County since 1942.

Southern California Association of Governments (SCAG)

Southern California Association of Governments (SCAG) is a joint powers authority, established as an association of local governments and agencies that voluntarily convene as a forum to address regional issues. Under federal law, SCAG is designated as a Metropolitan Planning Organization and under State law as a Regional Transportation Planning Agency and a Council of Governments.

Regional Housing Needs Assessment (RHNA)

RHNA **i**s developed through a process directed by SCAG. The RHNA represents the number of housing units divided into various household income categories–that have been calculated to represent the City's fair share of the regional housing need during the Housing Element planning period. By law, the City is required to show in the Housing Element that adequate sites are available to accommodate construction of new housing units consistent with the RHNA. It should be noted that the City of Lake Elsinore approved their 6th Cycle Housing Element in 2022, and therefore, this project does not amend the existing Housing Element.

Local

Lake Elsinore General Plan

The Land Use and Community Character Element of the GPU and the City's adopted Housing Element outline the goals and policies the City will follow to develop future land uses and planning for increases in population, housing, and employment. All of the goals and policies of the General Plan are shown in DEIR Appendix A. The goals and policies applicable to population and housing are provided below and evaluated in Section 4.14.4.

Lake Elsinore Municipal Code

Chapter 17 of the Lake Elsinore Municipal Code (LEMC) contains zoning and development requirements and there are various other provisions throughout the LEMC that address land use issues.

4.14.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it would:

2.15 Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?

3.15 Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?

4.15 Cause substantial adverse cumulative impacts with respect to population and housing?

4.14.4. IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to population and housing that could result from the implementation of the Project and recommends mitigation measures as needed to reduce significant impacts.

Population Growth

Impact POP-1 – Would the Project induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?

Analysis of Impacts

The growth forecasts used for Southern California Association of Governments (SCAG) latest 2024-2050 Regional Transportation Plan/Sustainable Communities Strategy (2024-2050 RTP/SCS)(SCAG 2024) for Riverside County and the City of Lake Elsinore are included in Table 4.14-5. It should be noted that the 2024 RTP/SCS is now referred to as “Connect SoCal”. As shown in Table 4.14-5, continued population, housing, and employment growth is anticipated by SCAG at both the county and City level through 2050. Population growth at the County level from 2019 to 2050 is projected to be approximately 25.4% while during the same period it is projected to be approximately 31.8% for the City. By comparison, household growth at the county level from 2019 to 2050 is projected to be approximately 42.7% while during the same period it is projected to be approximately 46.5% for the City. Finally, employment growth at the county level from 2019 to 2050 is projected to be approximately 40.0% while during the same period it is projected to be approximately 35.9% for the City.

A comparison of the total growth forecasted for the City by the new GPU compared to SCAG’s projections is shown in Table 4.14-6. This comparison demonstrates that the City’s GPU estimates much higher growth in housing and population compared to SCAG estimates even though the horizon year is less (2045 v. 2050) for the City estimate. In addition, the City GPU estimates employment growth would be less than the SCAG estimate over a shorter period as outlined above.

Table 4.14-5
SCAG Growth Forecasts

Growth Parameter	2019	2050	Total Growth	Annual Growth
POPULATION				
County of Riverside	2,386,000	2,992,000	25.4%	0.8%
City of Lake Elsinore	69,800	92,000	31.8%	1.0%
HOUSING				
County of Riverside	744,000	1,062,000	42.7%	1.4%
City of Lake Elsinore	20,000	29,300	46.5%	1.5%
EMPLOYMENT				
County of Riverside	847,000	1,185,000	40.0%	1.3%
City of Lake Elsinore	16,700	22,700	35.9%	1.2%

Source: 2024-2050 RTP/SCS Final Growth Forecast by Jurisdiction, SCAG (scag2024-frtp-sed).

Table 4.14-6
Comparison of Growth Forecasts – SCAG v. City GPU

City Growth Parameter	2019 Baseline	City GPU 2045 Forecast	City GPU Total Growth	SCAG 2050 Forecast	SCAG Forecast Total Growth
Population	69,800	132,382	+88.0%	92,000	+31.8%
Housing	20,000	40,623	+114%	29,300	+46.5%
Employment	16,700	32,741	-4.9%	22,700	+35.9%

Sources: City = Table 3-2, Project Description and Table 4.14-5 above
SCAG = 2024-2050 RTP/SCS Final Growth Forecast by Jurisdiction, SCAG (scag2024-frtp-sed) and Table 4.16-5 above.

By comparison, the 2011 General Plan estimated the Planning Area's population would grow to 318,856 persons and 94,616 housing units by the 2030 horizon year (2011 GP EIR Table 3.1-4). The proposed Project estimates the Planning Area will grow to 151,891 persons and 46,610 housing units by 2045 (Table 3-3, 2025 GPU DEIR Project Description). Therefore, while still exceeding the SCAG 2050 forecast the Project estimates less growth (approximately half) in population and housing than originally estimated under the 2011 General Plan.

The Project will change land uses in the City over time by substantially increasing the amount of residential uses and housing units over those projected in the 2011 General Plan. Conversely, the Project represents substantially less growth in non-residential uses (e.g., commercial, office, light industrial) and employment in the future compared to that projected in the 2011 General Plan. These changes in anticipated growth are a result of the City's increased Regional Housing Needs Assessment (RHNA) housing allocation from SCAG, which is based on the state's desire[1] to encourage more housing throughout the state[23]. The Project will change land uses, housing, and growth projections for the City consistent with SCAG's RHNA directives but to a much greater degree.

The 2024-2050 RTP/SCS was based on the land uses and growth projections of the current General Plan. The current General Plan growth projections were prepared in 2011 and have become outdated as local and regional conditions have changed considerably in the intervening

[23] At a press conference on September 19, 2020, the Governor stated that over the past decade, California has averaged less than 100,000 new homes per year, significantly slower than that of most other states. Gov. Newsom then set a goal of 3.5 million new housing units to be built by 2025 or about 500,000 units per year. He outlined a suite of proposals he hoped would make it easier for builders to build such as altering the state's oft-abused environmental-impact law (CEQA) to allow more housing, revamping how local governments get their tax dollars and clamping down on cities that obstruct new construction [Sacramento Bee, September 20, 2020].

14 years. Once the City has adopted the GPU, it will transmit its new growth numbers to SCAG and those estimates will be incorporated into the next revisions to the RHNA and RTP. Once a new RTP/SCS is adopted by SCAG it will incorporate the growth assumptions used for the Project and this EIR, thus eliminating inconsistencies between these two planning documents. Until then the conflicting RHNA and RTP projections cannot be reconciled. Also, as shown in Chapter 4.11 (Land Use and Planning) the Project is consistent with the goals and policies of SCAG's 2024 SCS/RTP, even though growth projections are inconsistent.

The City cannot resolve this inconsistency in adopted plans at this time, but it can accommodate this future planned growth at the local level with adherence to the goals and policies of the adopted General Plan Land Use and Housing Elements. Therefore, impacts related to potential population changes from future development under the Project are less than significant and no mitigation is required.

General Plan Analysis

Land Use and Community Character (LUCC) Element Goal 1 states Lake Elsinore should be a "city of complete neighborhoods" and Policy LUCC-3 states the City will "accommodate population growth and projected demographic shifts with a range of housing options". In addition, LUCC Goal 4 encourages "a dynamic mix of businesses, uses, and employment that sustain a strong economy with design qualities that contribute to their success". Supporting this goal is Policy LUCC-17 which says the City will "provide a balance of business opportunities and housing choices that make it easy for persons of all income ranges to live and work in Lake Elsinore."

In general the goals and policies of the General Plan Update do not directly focus on population growth but rather it is the natural result of the GPU's (and Housing Element's) goals and polices that increase housing in the Planning Area. These goals and policies indicate the City is attempting to accommodate growth anticipated by regional plans by assuring its housing market is flexible and can respond to changes in the housing market as they occur.

Summary and Conclusions. As described above, the 2024-2050 RTP/SCS was based on the land uses and growth projections of the current General Plan. The current General Plan growth projections were prepared in 2011 and have become outdated as local and regional conditions have changed considerably in the intervening 14 years. Once the City has adopted the GPU, it will transmit its new growth numbers to SCAG and those estimates will be incorporated into the next revisions to the RHNA and RTP. Once a new RTP/SCS is adopted by SCAG it will incorporate the growth assumptions used for the GPU and this EIR, thus eliminating inconsistencies between these two planning documents. Until then the conflicting RHNA and RTP projections cannot be reconciled. Also, as shown in Chapter 4.11 (Land Use and Planning) the Project is consistent with the goals and policies of SCAG's 2024 SCS/RTP, even though growth projections are inconsistent.

<u>Level of Significance Before Mitigation</u>

Less than significant.

<u>Mitigation Measures</u>

None required.

Level of Significance After Mitigation

Less than significant.

Housing Growth

Impact POP-2 – Would the Project displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?

Analysis of Impacts

As discussed in Impact POP-1 above, the 2025 GPU will substantially increase the number of housing units and the population projected in the City over those projected in the 2011 General Plan. This change in anticipated growth is a result of the City's increased RHNA housing allocation from SCAG, which is in turn based on the State's desire to encourage more housing throughout the state.

Although implementation of the Project is expected to add more housing units into the Planning Area, the overall result of future development under the GPU may result in some older housing being eliminated and new housing being constructed on those sites. Future site-specific, project-level analyses would identify any actual existing housing that was being eliminated by future development and any necessary steps would be taken at that time consistent with General Plan goals and policies.

Future development under the Project will introduce an estimated 21,677 additional residential units within the City and 5,987 units within the SOI by 2045 over the existing (2025) housing stock (see Table 4.15-5). This amount of additional housing will provide a variety of opportunities for existing residents to find new housing within the City or SOI if they desire. Therefore, impacts with respect to housing displacement would be less than significant.

General Plan Analysis

Land Use and Community Character (LUCC) Element Goal 1 states Lake Elsinore should be a "city of complete neighborhoods" and Policy LUCC-3 states the City will "accommodate population growth and projected demographic shifts with a range of housing options". In addition, LUCC Goal 4 encourages "a dynamic mix of businesses, uses, and employment that sustain a strong economy with design qualities that contribute to their success". Supporting this goal is Policy LUCC-17 which says the City will "provide a balance of business opportunities and housing choices that make it easy for persons of all income ranges to live and work in Lake Elsinore."

The City's adopted 2021-2029 Housing Element contains the following housing goals and policies:

Goal 1: Preservation, maintenance, and improvement of the existing housing stock, including the affordable housing stock

Policy 1.1: Continue to enforce building, land use, and property maintenance codes.

Policy 1.2: Facilitate the removal or rehabilitation of housing units that pose serious health and safety hazards to residents and adjacent structures.

Policy 1.3: Continue programs directed at preserving the physical quality of housing and neighborhood environments and maintaining compliance with established standards.

Policy 1.4: Invest in neighborhoods that have aging and deteriorating housing and infrastructure.

Policy 1.5: Assist in the preservation of housing units at risk of converting from affordable housing to market rate housing.

Policy 1.6: Encourage energy conservation and sustainable building measures in new and existing homes and the addition of energy conservation devices/practices in existing developments.

Goal 2: Diverse and high-quality housing opportunities to meet the needs of all economic segments of the community

Policy 2.1: Preserve and expand the City's supply of affordable (low- and/or moderate-income) rental and ownership housing for lower- income households.

Policy 2.2: Use incentives and regulatory concessions to promote the development of housing for lower-income persons and those with special needs including, but not limited to, large families, persons with physical or developmental disabilities, families with children, seniors, and persons experiencing homelessness.

Policy 2.3: Continue to actively pursue and utilize federal and State subsidies, as well as partnerships and City resources to the fullest extent possible, to assist in meeting the housing needs of lower-income residents, including extremely low-income residents.

Policy 2.4: Discourage the conversion of existing apartment units to condominiums where such conversion will diminish the supply of lower-income housing.

Policy 2.5: Support local and regional efforts to address homelessness and programs that provide emergency resources.

Policy 2.6: Provide information to residents and businesses about COVID-19 pandemic tenant, homeowner, and small landlord protection programs assistance on the City website.

Policy 2.7: Promote coordination and cooperation between the City, developers, and neighborhood residents early and throughout the process for affordable housing developments.

Goal 3: Adequate sites for housing development to accommodate a range of housing by type, size, location, price, and tenure

Policy 3.1: Use the City's General Plan, Municipal Code, other land use and development plans, and the development process to provide housing sites that meet the identified local need.

Policy 3.2: Promote a balance of housing types, including mixed-use development, to meet the needs of the community.

Policy 3.3: Maintain an inventory of vacant and underutilized land and make available to the development community.

Policy 3.4: Provide avenues for the development of housing for extremely low-income and special needs persons.

Goal 4: The removal of governmental and non-governmental constraints to the development, improvement, and maintenance of housing

Policy 4.1: Periodically review residential development standards and regulations, ordinances, processing procedures, and residential fees to identify and mitigate constraints that may impede the development, improvement, and conservation of housing.

Policy 4.2: Review projects in as timely a manner as possible, while maintaining adequate public involvement and fulfilling the appropriate requirements of state and local laws.

Policy 4.3: Monitor State and federal housing-related legislation—and update City plans, ordinances, and processes pursuant to such legislation—to remove or reduce governmental constraints.

Policy 4.4: Assist applicants navigating the development approval process; facilitate building permit and development plan processing for residential construction.

Goal 5: Affirmatively furthering equal and fair access to sound, affordable housing for all persons

Policy 5.1: Affirmatively further fair housing related to the sale, rental, and financing of housing to avoid discrimination based on race, religion, age, sex, marital status, ancestry, national origin, color, familial status, or disability, or any other arbitrary factor.

Policy 5.2: Assist in the enforcement of State and federal fair housing and anti-discrimination laws by assisting organizations that receive and investigate fair housing allegations and refer possible violations of fair housing laws to enforcing agencies.

Policy 5.3: Promote and affirmatively further fair housing opportunities and promote housing options throughout the community for all persons and reduce the risk of displacement.

Policy 5.4: Ensure that persons with disabilities have adequate access to housing and reasonable accommodation in zoning and land use regulations.

These goals and policies indicate the City is attempting to accommodate growth anticipated by regional plans by assuring its housing market is flexible and can respond to changes in the housing market as they occur.

Summary and Conclusions. The goals and policies of the Housing Element, and those of the Project that affect housing, are sufficient for the City to adequately accommodate growth anticipated by regional plans by assuring its housing market is flexible and can respond to changes in the housing market as they occur. Impacts would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Growth

Impact POP-3 – Would the Project cause substantial adverse cumulative impacts with respect to population and housing?

Analysis of Impacts

As discussed in Impact POP-1 and Impact POP-2 above, the 2025 Project will substantially decrease the number of housing units and the population projected in the City over those projected in the 2011 General Plan. This change reflects more realistic estimates of planned growth consistent with the City's increased RHNA housing allocation from SCAG, which is in turn based on the state's desire to encourage more housing throughout the state. However, the state housing goal conflicts with its desire to reduce vehicle miles traveled (VMT) in an effort to reduce vehicular air pollution and greenhouse gas emissions.

The Housing Element of the existing General Plan and proposed GPU both contain a number of goals and policies to accommodate anticipated population and housing growth and prevent displacement of residents while providing more housing opportunities in the future. The surrounding jurisdictions in the region have similar goals and policies to be consistent with state planning and housing laws.

While the proposed Project has cumulative implications for SCAG's regional plans, the City itself cannot solve the inherent conflict between the goals and directives of the RHNA and the RTP as well as the RTP growth projections. Once the City has adopted the GPU, it will transmit its new growth numbers to SCAG and those estimates will be incorporated into the next revisions to the RHNA and RTP. Any further action by the City will not resolve the regional impact of conflicting RHNA and RTP goals and is infeasible because only SCAG can resolve this policy and program conflict. The GPU will change land uses that will induce substantial housing and population growth within the Planning Area. However, this level of growth can be accommodated at the local level by the City so the Project does not represent a substantial adverse cumulative impacts with respect to population and housing.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Because no projects are proposed or required from implementing the GPU, ZCA, and CAAP there would be potential for the Project to be combined with other development projects that would otherwise result in cumulative impacts.

General Plan Analysis

Both the Land Use and Community Character Element and the Housing Element contain goals and policies that directly influence the production of housing in the Planning Area and indirectly influence the resulting population increase from the additional housing. The goals and policies outlined in Impact POP-1 and POP-2 demonstrate the City is attempting to accommodate growth anticipated by regional plans by assuring its housing market is flexible and can respond to changes in the housing market as they occur.

Summary and Conclusions. With implementation of the Project goals and policies, potential impacts of future growth in population and housing will not be unplanned and will be less than

significant. SCAG will need to incorporate these new housing, population, and employment projections from the Project into their regional Connect SoCal program as appropriate.

Level of Significance Before Mitigation

Less than significant

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.14.5 REFERENCES

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4.15 PUBLIC SERVICES

This EIR section addresses public services impacts associated with the proposed Project. Issues of interest are public services impacts identified by the CEQA Guidelines: whether the Project will result in substantial adverse physical impacts associated with the provision of public services and facilities related to police, fire, schools, parks, and other public facilities which could cause environmental impacts. Much of the environmental setting information is from the Existing Conditions Atlas (MIG 2024) and from current governmental database searches.

4.15.1 ENVIRONMENTAL SETTING

Fire Protection

The Riverside County Fire Department (RCFD) and the State of California Department of Forestry and Fire Protection (CAL FIRE) provide Lake Elsinore with fire prevention, suppression, and emergency medical services. The RCFD operates 93 fire stations in 15 battalions, providing fire suppression, emergency medical, rescue, and fire prevention services throughout the County. Equipment used by the Department can respond to both urban and wildland emergency conditions. Battalion 2 in the Southwest Division of RCFD services the City of Lake Elsinore. Below is a summary of RCFD assets and equipment in and around Lake Elsinore. Table 4.15-1 identifies the fire stations located within the City limits.

Table 4.15-1
Lake Elsinore Fire Stations

Station	Location	Equipment	Staff
Fire Station No. 10 (Elsinore)	410 W Graham Ave.	1 Medic Squad	3 staff assigned daily
Fire Station No. 94 (Canyon Hills)	21775 Railroad Canyon Rd.	1 Fire Engine	3 staff assigned daily
Fire Station No. 85 (McVicker Park)	29405 Grand Ave.	1 Fire Engine	3 staff assigned daily
Fire Station No. 97 (Rosetta Canyon)	41725 Rosetta Canyon Dr.	1 Quint Ladder Truck	4 staff assigned daily, 1 Fire Battalion Chief

The City of Lake Elsinore Fire Plan contains four fire response categories (Urban, Suburban, Rural, and Outlying) that are used to determine the response times/travel distances for primary and secondary fire stations. The response categories are based on the amount of community build-out presumed in the Master Fire Plan. The Fire Department assumes in any given region that one or six fire engines respond depending on fire call type. Below are the average response times for the Lake Elsinore stations through the years that this information was available:

- 2021: 5.1 Minutes
- 2022: 4.9 Minutes
- 2023 (10/31/23): 4.7 minutes

A majority of the Lake Elsinore residential areas are within a 1- to 3-mile drive time from a fire station, as shown in Exhibit 4.15-1. Response times standards are measured using roadway miles per hour not length of miles traveled.

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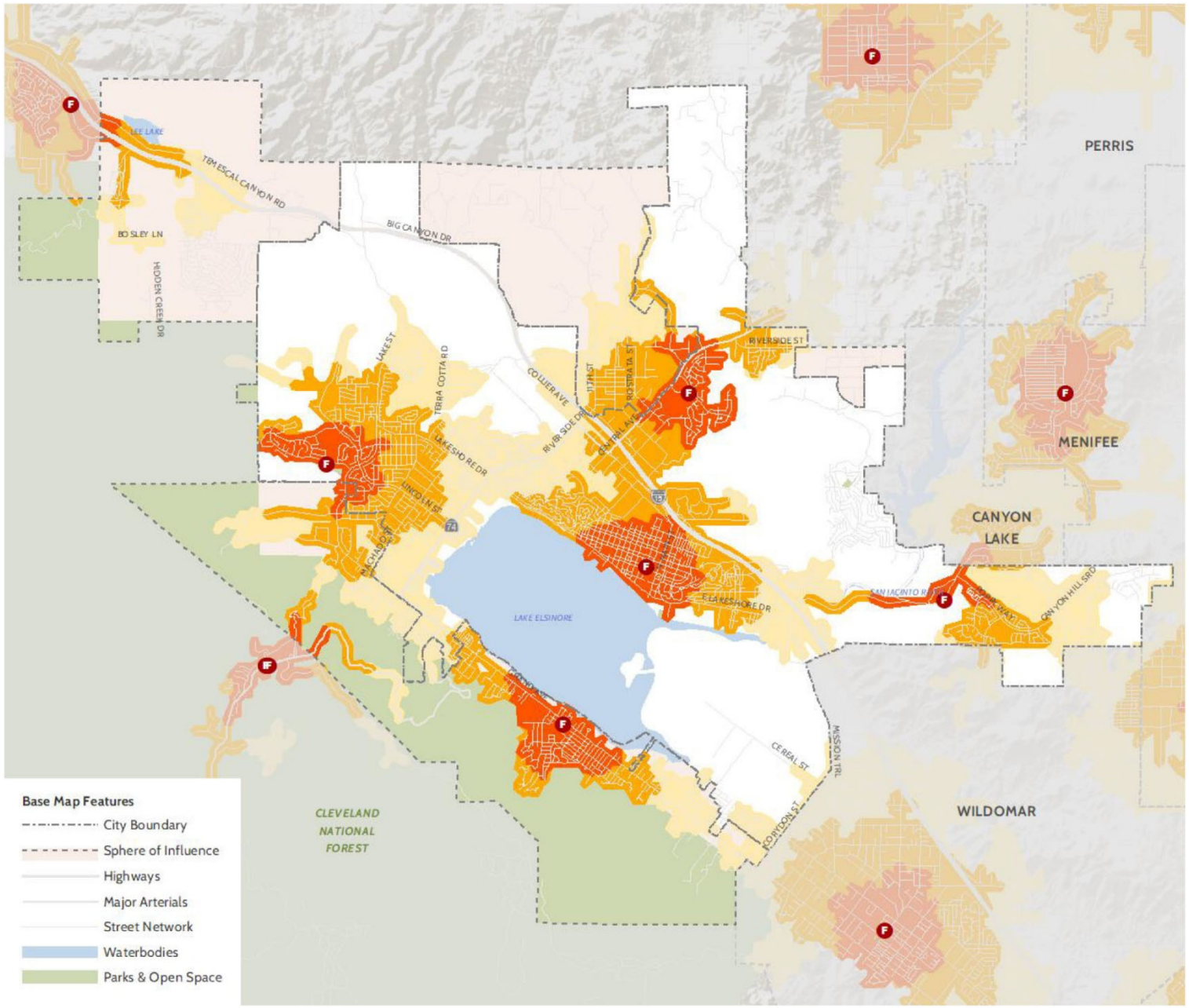


Exhibit 4.15-1 Fire Station Access

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Police Protection

Local law enforcement services are provided by the Riverside County Sheriff's Department (RCSD). The Lake Elsinore Sheriff's Station, located at 333 Limited Avenue in the City, serves an area of 241 square miles, including the City of Lake Elsinore, City of Wildomar, and the unincorporated communities of Alberhill, El Cariso, Glen Eden Hot Springs, Glen Ivy Hot Springs, Good Hope, Lakeland Village, Quail Valley, and Sedco Hills. The City of Lake Elsinore has set a minimum standard of 0.85 officers per 1,000 residents. The Sheriff Department indicates that its desired staffing level is 1.0 officer per 1,000 residents. Table 4.15-2 below shows the average response times from the Lake Elsinore Sheriff station for 2023 (November 2023).

Table 4.15-2
Response Priority Level

Priority Level	Average Response Time
Priority 1 - Emergency	7.25 minutes
Priority 2 - Non-Emergency	18.55 minutes
Priority 3 – Administrative I	34.44 minutes
Priority 4 - Administrative II	46.96 minutes

Source: RCSD website 2023

Public Schools

The Planning Area is served by the Lake Elsinore Unified School District (LEUSD) which operates 12 elementary schools, four middle schools, three comprehensive high schools, two K-through-8 schools, and four alternative education schools. LEUSD boundaries stretch over 144 square miles through Southwest Riverside County, serving families in Lake Elsinore, Canyon Lake, and Wildomar, and several unincorporated Riverside County communities, including Lakeland Village and Horsethief Canyon. Table 4.15-3 shows the Lake Elsinore Unified School District campuses. Schools outside of Lake Elsinore's city limits and SOI are excluded. All but two schools within LEUSD operate below capacity. However, Elsinore Middle School and Keith McCarthy Academy's (high school) 2021-2022 enrollment exceed capacity. Exhibit 4.15-2 shows the Schools and Educational Facilities.

Private schools and daycare centers also serve Lake Elsinore and surrounding communities. Expectations Academy is a private K-12th grade private school and Stepping Stones Preschool is also located within the city limits.

Table 4.15-3
Lake Elsinore Unified School District Facilities

School	Address	2021-22 Enrollment	Capacity
Elementary Schools			
Alberhill	4170 Brianna Cir, Lake Elsinore, CA 92530	379	427
Cottonwood Canyon	32100 Lost Rd, Lake Elsinore, CA 92532	801	1,025
Earl Warren	41221 Rosetta Canyon Dr, Lake Elsinore, CA 92532	835	902
Elsinore	512 W Sumner Ave, Lake Elsinore, CA 92530	505	788
Machado	15150 Joy St, Lake Elsinore, CA 92530	594	1,138
Railroad Canyon	1300 Mill St, Lake Elsinore, CA 92530	778	901
Rice Canyon	29535 Westwind Dr, Lake Elsinore, CA 92530	614	913
Tuscany Hills	23 Ponte Russo, Lake Elsinore, CA 92532	656	802
Withrow	30100 Audelo St, Lake Elsinore, CA 92530	660	851
Middle Schools			
Keith McCarthy Academy	1405 Education Way, Lake Elsinore, CA 92530	658	486
Lakeside	32593 Riverside Dr, Lake Elsinore, CA 92530	1,670	2,523
Ortega	520 Chaney St, Lake Elsinore, CA 92530	409	593
Temescal Canyon	28755 El Toro Rd, Lake Elsinore, CA 92532	2,023	2,346
Sphere of Influence (SOI)			
Lakeland Village	18730 Grand Ave, Lake Elsinore, CA 92530	873	1,231

Source: Table PS-6, MIG 2024

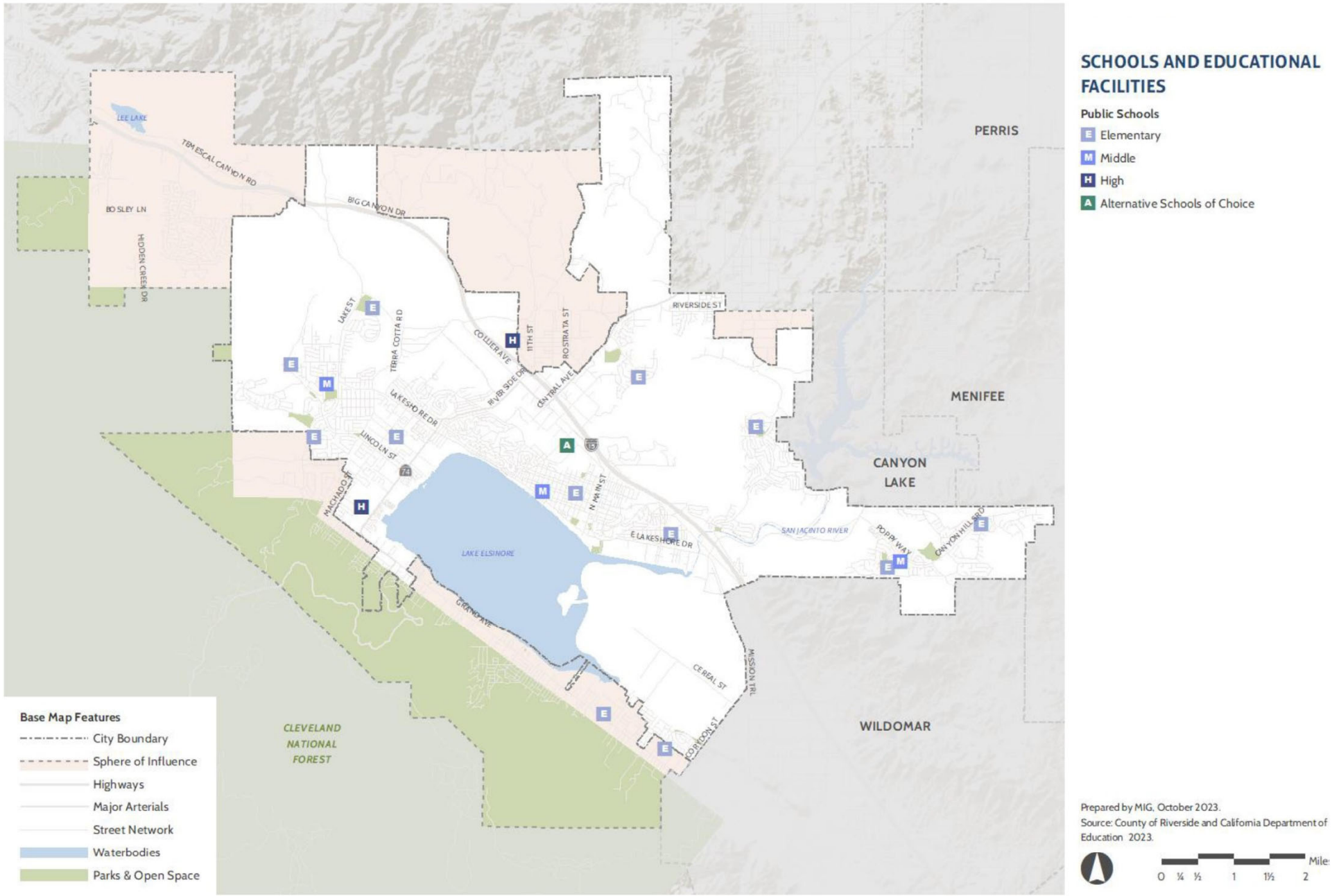


Exhibit 4.15-2 Schools and Educational Facilities

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Parks and Recreation Facilities

The City of Lake Elsinore provides the following types of recreational facilities for its residents and visitors:

1. Pocket Parks (less than 1 acre) – Parks of this nature are typically developed in conjunction with specific plans. Linear Park is an example of a pocket park.
2. Neighborhood Parks (1 – 10 acres) – These facilities are typically population based to serve the immediate and surrounding residents, which is usually 3,500 –5,000 persons within a one-half (1/2) to three quarter (3/4) mile radius. Neighborhood parks may adjoin school sites where possible to encourage joint use. Typical amenities include play areas, turf, multi-purpose courts, and picnic facilities. Tuscany Hills Park and Yarborough Park are examples of neighborhood parks.
3. Community Parks (11 – 40 acres) – These parks are designed to serve 15,000 –20,000 residents within a one and one-half mile (1 ½) service radius and are utilized for active and passive recreation. The actual size and development depends on the specific resource involved, available land, anticipated use, and location. Typical amenities include lighted sports fields and courts, picnic facilities, play areas, restrooms, and off-street parking. McVicker Canyon Park and Lakepoint Park are examples of community parks.
4. Regional Parks (25 – 100 acres) – Regional parks offer a broad range of amenities to attract the greatest range of users from within and beyond the City limits. Amenities can include open space, bodies of water, structures (such as museums and nature centers), and trails. Their typical service radius typically corresponds to a one (1) hour drive.
5. Recreational Facilities – The City also provides recreational facilities that can service either residents or visitors. These facilities range from passive landscaped areas, hang-gliding, hiking trails, and community centers. These facilities also feature special programs, activities, and classes that help make up the City of Lake Elsinore's public recreation system. Examples of recreation facilities include Lake Community Center, the Senior Activity Center, and the Cultural Center.

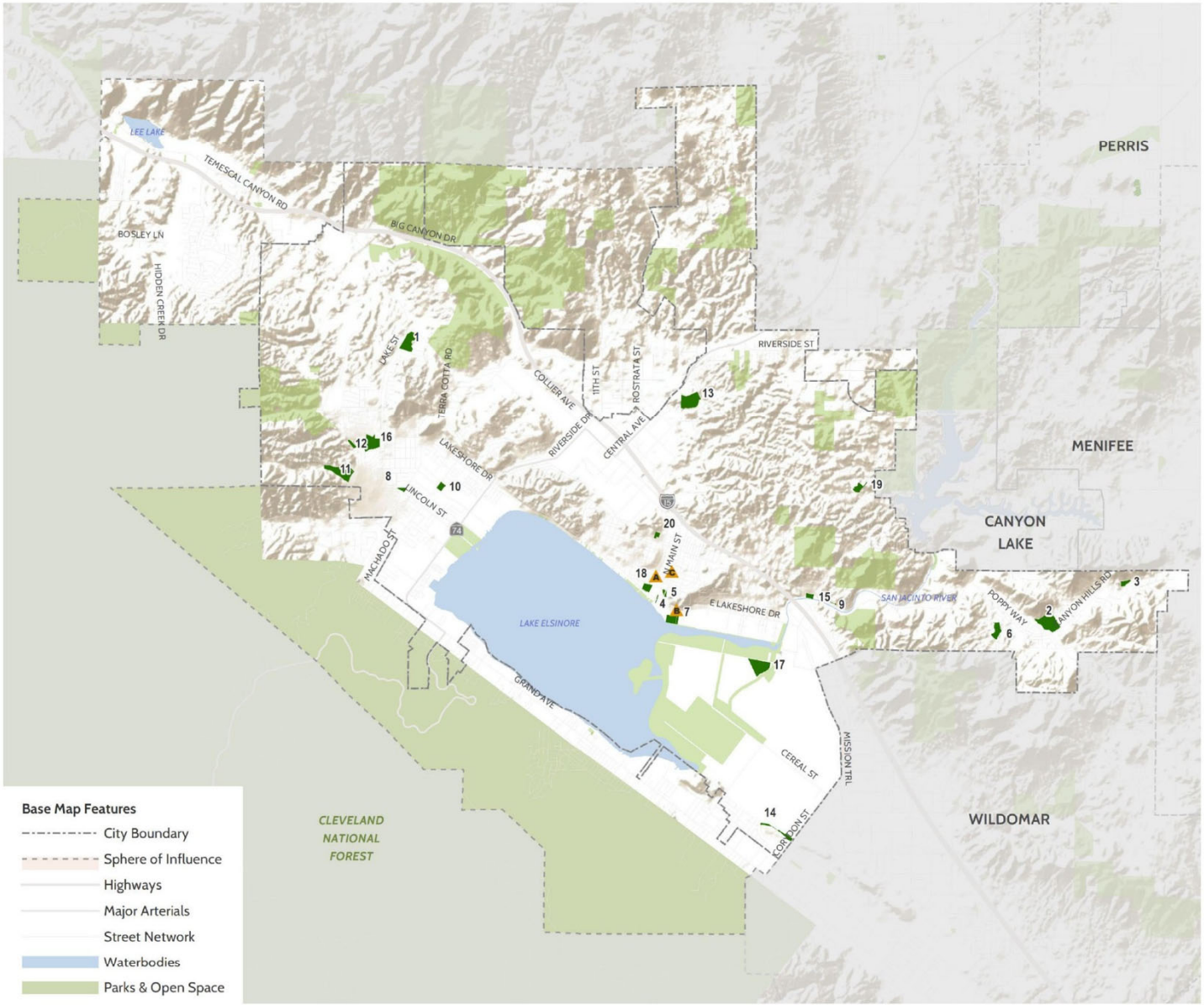
Park Standards

The City Recreation Department manages approximately 455.6 acres of parkland across 32 parks and facilities, offering a wide range of recreational opportunities as shown in Table 4.15-4. In late 2025, the City completed an update to the Comprehensive Master Plan (CMP) for the City’s Recreation Department. Approximately 36% of Lake Elsinore residents (26,135 out of 72,218) have high walkable access to parks within a 10-minute walk or half-mile service area. Another 23% (16,850 residents) have low walkable access, while approximately 40% (29,233 residents) have no walkable access to park facilities due to pedestrian barriers such as major roads and natural features. Compared to the National Recreation and Park Association (NRPA) benchmarks, Lake Elsinore provides 6.3 acres of parkland per 1,000 residents. According to the CMP, this is on the lower end of the NRPA’s recommended standard of 6.2 to 10.8 acres per 1,000 residents for similarly sized agencies. However, Lake Elsinore generally meets or exceeds NRPA standards for most facility types including playgrounds, the diamond fields, basketball courts, tennis courts, and dog parks. In addition, the CMP states “the City’s access to Lake Elsinore itself—a unique natural freshwater lake—and its surrounding recreational areas significantly enhance overall access to outdoor spaces” (City 2025c). Exhibit 4.15-3 shows parks, open space, and recreation facilities locations.

Table 4.15-4
Park Facilities

Park Type	Number	Acres
Community Park	1	27.2
Community Sports Park	7	104.1
Neighborhood Park	10	47.7
Pocket Park	3	4.7
Special Use Park/Regional Attraction	8	127.3
Linear Parks, Trails, and Greenways	3	144.6
Total	**32**	**455.6**

Source: Table 15, CMP 2025



PARKS, OPEN SPACE, AND RECREATION FACILITIES

Parks and Open Space

City of Lake Elsinore Parks

Other Open Space

Recreation Facilities

City Recreation Facilities

1. Alberhill Park
2. Canyon Hills Community Park
3. Christensen Park
4. Channel Walk
5. City Park
6. Creekside Park
7. Lakepoint Park
8. Lincoln Street Park
9. Linear Park
10. Machado Park
11. McVicker Canyon Park and Skate Park
12. Oak Tree Park
13. Rosetta Canyon Community Park and Dog Park
14. Serenity Park
15. Summerhill Park
16. Summerlake Park
17. Summerly Community Park
18. Swick & Matuch Park
19. Tuscany Hills Park
20. Yarborough Park

Other open spaces includes State Recreation Areas, MHSCP Conserved Lands, and federal land owned by the Bureau of Land Management.

Prepared by MIG, October 2023.
Source: City of Lake Elsinore and Riverside County, 2023.

0 ¼ ½ 1 1½ 2 Miles

Exhibit 4.15-3 Parks, Open Space, and Recreation Facilities

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Other Public Facilities

City Hall

Lake Elsinore's City Hall is located in the historic downtown district at 130 South Main Street. All City departments, except the Public Works department, are in City Hall. The Public Works Department (Corporate Yard) is located at 521 North Langstaff Street.

Library Services

Libraries services are provided by the Riverside County Library System (RCLS). Lake Elsinore has two branch libraries located within City limits. The Lake Elsinore branch, located in Lake Elsinore's historic downtown at 600 West Graham Avenue, has a reservable community meeting room and offers a variety of services such as tutoring, skill share classes, and literacy programs. The Lakeside branch is a part of Lakeside High School located at 32593 Riverside Drive. The City of Lake Elsinore library facilities contain a total of 17,500 square feet of library space with approximately 66,686 volumes of material. A total of 12 people are employed by the City of Lake Elsinore library facilities.

Lake Services

Lake Elsinore has more than 3,000 surface acres of water and 14 miles of shoreline and the City maintains public beaches and facilities for the public to access the lake. There are two boat launches, two city-operated campgrounds, and a public beach.

Senior Activity Center

Lake Elsinore's Senior Activity Center, 420 East Lakeside Drive, offers social, recreational, educational programs, and other services such as health screenings, cool/warm center, and income tax services.

4.15.2 REGULATORY FRAMEWORK

Federal

Standardized Emergency Management System and National Incident Management System

According to the State's SEMS, local agencies have primary authority regarding rescue and treatment of casualties and making decisions regarding protective actions for the community. When a major incident occurs, the first few moments are critical in terms of reducing loss of life and property. First responders must be sufficiently trained to understand the nature and the gravity of the event to minimize the confusion that inevitably follows catastrophic situations. This on-scene authority rests with the local emergency services organization and the incident commander.

State

California Building Code

The 2025 California Building Code (CBC) becomes effective January 1, 2026, including Part 9 of Title 24, the California Fire Code. Section 701A.3.2 of the CBC requires that new buildings located in any Fire Hazard Severity Zone within State Responsibility Areas, any Local Agency Very-High Fire Hazard Severity Zone, or any Wildland-Urban Interface Fire Area designated by the enforcing agency for which an application for a building permit is submitted, comply with all sections of the chapter.

California Health and Safety Code (Sections 13000 et seq.)

This code establishes State fire regulations, including regulations for building standards (also set forth in the California Building Code), fire protection and notification systems, fire protection devices such as extinguishers and smoke alarms, high-rise building and childcare facility standards, and fire suppression training.

California Fire Code

The State Office of the Fire Marshall enforces the current editions of the California Code of Regulations, Titles 19 and 24. This includes the California Fire Code, California Building Code, and California Residential Code. These provisions include construction standards and fire hydrant requirements, road widths and configurations designed to accommodate the passage of fire trucks and engines, and requirements for minimum fire flow rates for water mains

Leroy F. Green School Facilities Act (1998)

California Government Code Section 65995 sets base limits and additional provisions for school districts to levy development impact fees and to help fund expanded facilities to house new pupils that may be generated by the development project. Sections 65996(a) and (b) state that such fees collected by school districts provide full and complete school facilities mitigation under CEQA. These fees may be adjusted by the District.

Quimby Act (1975)

The Quimby Act allows cities and counties to adopt park dedication standards/ordinances requiring developers to set aside land, donate conservation easements, or pay fees towards parkland. With the anticipated population growth, the City will use impact fees from development projects to fund park construction. The City of Lake Elsinore has a Quimby Act fee to help fund local park acquisition and development.

Local

Lake Elsinore General Plan

The Public Services, Noise, and Air Quality (PSNAQ) Element of the General Plan Update outlines the goals and policies the City will follow to provide adequate public services to its citizens, residences, workers, and businesses. All of the goals and policies of the General Plan are shown in Draft EIR Appendix A. The goals and policies applicable to public services are provided below and evaluated in Section 4.15.4.

City Recreation Department – Comprehensive Master Plan

In December 2025 Berry, Dunn, McNeil & Parker, LLC prepared an updated Parks Master Plan for the City with detailed analyses of existing facilities and programs and facilities that would be needed in the future to serve the anticipated population growth in the City. The Comprehensive Master Plan (CMP) was presented to the City Council on January 13, 2026 and was approved on March 10, 2026.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) contains the following chapters that deal with public services:

- Chapter 5.60: Community Antenna Television Systems;
- Chapter 8.18: Nuisance Abatement;
- Chapter 16.74: Development Impact Fees;
- Chapter 17.08: Definitions;
- Chapter 17.176: Noise Control.

In addition, the City has enacted the following Development Impact Fees (DIF) that will be levied on future development per the City's AB 1600 Annual Report (City 2025b):

- Traffic Infrastructure Fee
- City Hall and Public Works Facilities Fees
- Community Center Facilities Fees
- Lake Side Facilities Fees
- Animal Shelter Facilities Fees
- Library Mitigation Fees
- Fire Facilities Fees
- Storm Drain Fees

The City also levies a Quimby Act local park fee on new residential development.

NOP Comments

The Riverside County Department of Waste Resources submitted a letter during the NOP period outlining its services and general solid waste information within the County. That analysis is in Section 4.15.4 below.

4.15.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the proposed Project could result in a significant impact if it would:

A. 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 any of the public services:

    i) Fire protection;

ii) Police protection;

iii) Schools;

iv) Parks; and

v) Other public facilities.

B. Cause substantial adverse cumulative impacts with respect to public services.

4.15.4. IMPACTS AND MITIGATION MEASURES

New or Altered Government Services

Impact PUB-1 – Would the 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 any of the public services:

I. Fire Protection

Analysis of Impacts

According to Table 3-2 in Section 3.5, Project Description, the 2045 planning horizon for the Planning Area is estimated to result in increases over existing land uses of approximately 27,664 residential dwellings and 16.1 million square feet of non-residential development. This will result in an estimated increase of approximately 81,456 residents and 6,995 jobs projected for the 2045 horizon year. This increase in population, housing, units, and businesses will create a substantial increase in the need for fire protection services.

The increase in City and SOI residents and land use intensity in the Planning Area would result in a gradual increase in demand for fire services and existing fire protection resources within the City or the life of the General Plan. However, with payment of the Fire DIF fee, future development projects within the Planning Area would not have a significant effect on fire facilities and related service demands. In the event that additional fire protection facilities are needed in the Planning Area, DIF revenues from new growth would help provide the City with the funding needed for new or expanded facilities.

In addition, development within the Planning Area would be subject to current RCFD requirements for fire sprinkler systems, fire alarm systems, fire flow, and equipment and firefighter access, as well as fire code requirements. Compliance with these standards would be ensured through the plan check process prior to the issuance of building permits and would reduce the potential for fire emergencies at future project sites. In addition, all future development proposals that require discretionary approval would be subject to additional project-level CEQA review, and, if it is determined that the impacts of a project would have a significant effect on fire facilities, project-level mitigation measures would be imposed to address such impacts.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined based on this Program EIR to

determine the appropriate level of environmental review required under CEQA related to fire protection services. Therefore, impacts from Project implementation would be less than significant with respect to fire protection facilities.

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goals and related policies regarding fire protection services:

Goal 3: Reduced risk of fire and minimized consequences from fire events services.

Policies

PSNAQ-16: Ensure Police and Fire Departments determine and are able to meet community needs for services.

PSNAQ-17: Prevent fires by conducting routine inspections, incorporating fire safety features in new development, and educating the public to take proactive action to minimize fire risks.

PSNAQ-18: Ensure the City has adequate Fire Department resources (fire stations, personnel, and equipment) to meet response time standards, keep pace with growth, and provide a high level of service to the community.

PSNAQ-19: Enforce fire standards and regulations while reviewing building plans and conducting building inspections.

PSNAQ-20: Promote improved inter-jurisdictional consultation and communication regarding: disaster or emergency plans, and seismic safety upgrades of public facilities and infrastructure such as dams, reservoirs, and highway structures.

PSNAQ-21: Partner with neighboring cities, regional agencies, local school districts, local businesses, and community organizations to conduct emergency and disaster preparedness exercises that test operational and emergency response plans.

PSNAQ-22: Ensure operational readiness of the Emergency Operations Center (EOC) by conducting annual training for staff and maintaining, testing, and updating equipment to meet current standards.

PSNAQ-23: Train and educate public volunteers in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

Goal 9: A community that uses an integrated approach to proactively prevent wildfires and protect life, property, infrastructure, and habitats from wildfire impacts

Policies

PSNAQ-49: Minimize new residential development within the Very High Fire Hazard Severity Zones (VHFHSZs).

PSNAQ-50: Ensure on-site fire protection measures are considered during project review in wildfire hazard areas.

PSNAQ-51: Minimize fire risk for new development in VHFHSZs.

PSNAQ-52: Prioritize adequate ingress and egress routes for existing and new development in VHFHSZs.

PSNAQ-53: Require new development and, as feasible, existing development to provide long-term maintenance of defensible space clearances around structures, subdivisions, and fuel breaks within VHFHSZs.

PSNAQ-54: Identify vulnerable and at-risk populations who would require additional assistance in preparation for evacuation from wildfire.

PSNAQ-55: Prioritize continuity of emergency services.

PSNAQ-56: Promote fire hazard risk reduction through redevelopment.

PSNAQ-57: Use natural and built environment to provide natural fire break.

PSNAQ-58: Ensure long-term integrity of water supply and fire suppression systems through ongoing maintenance and evaluation.

In addition, the PSNAQ Element contains a number of implementation programs (PRO) to help assure these goals and policies are effectively implemented to provide for adequate fire protection service within the Planning Area especially regarding the risk of wildfires:

PRO-PSNAQ-21. Work with the Riverside County Sherriff and CAL Fire to determine and meet community needs for services.

PRO-PSNAQ-71. Update the zoning code to encourage new residential development occurs areas outside VHFHSZs.

PRO-PSNAQ-72. Update building and development codes to ensure standards for fire protection for new development in SRAs or VHFHSZs meet or exceed the statewide minimums in the SRA Fire Safe Regulations.

PRO-PSNAQ-73. Update road/street standards to require new residential development within VHFHSZs to address resident evacuation, including identifying the location and direction of evacuation routes and at least two points of ingress and egress, as part of the development review process

PRO-PSNAQ-74. Require special on-site fire protection measures, such as the installation of fire hydrants providing adequate fire flow and fire sprinkler or suppression systems, to be specified during project review for areas where wildfire hazards potential exists, specifically hilly areas with slopes of 10 percent or greater, access problems, lack of water or sufficient pressure, and/or excessively dry brush.

PRO-PSNAQ-75. Ensure properties in high-risk areas are equipped with an adequate water supply for firefighting, including water storage and pressure requirements.

PRO-PSNAQ-76. Require landscape design in new residential developments. Require the use of fire-resistant landscaping techniques in new development, especially in areas with dry brush and heavy vegetation

PRO-PSNAQ-77. Require new developments adhere to California Government Code sections 51175 to 51189 related to VHFHSZs, all requirements in the California Building Code and California Fire Code, and the Board of Forestry and Fire Protection Fire Safe Regulations.

PRO-PSNAQ-78. Require and enforce the installation of fire protection water system standards for all new construction projects within VHFHSZs, including the installation of fire hydrants providing adequate fire flow, fire sprinkler, or suppression systems. Add the standards zoning and/or building code and required as part of the development application process.

PRO-PSNAQ-79. Require new development within VHFHSZs to include a fire protection plan that addresses landscape/fuel modification installation, incorporates open areas to complement

defensible spaces, identifies possible refuge areas, and maps multiple ingress and egress routes. Add the standards to the zoning and/or building code and addressed as part of the development application process.

PRO-PSNAQ-80. Require new development within and adjoining VHFHSZs to prepare a roadside fuel reduction plan to prevent fires along public roads caused by vehicles.

PRO-PSNAQ-81. Require all structures redeveloped or rebuilt in the VHFSZs after a large fire to comply with building and fire codes in effect at the time of the re-development.

PRO-PSNAQ-82. Survey existing public and private streets every five years to determine those that lack two means of ingress and egress and inadequate evacuation routes. Identify and implement measures to mitigate single access issues.

PRO-PSNAQ-83. Identify areas with higher concentrations of at-risk populations (e.g., elderly, disabled, low-income) and create targeted evacuation plans for these groups.

PRO-PSNAQ-84. Locate essential public facilities such as hospitals, waste water treatment, shelters, and emergency operations centers, out of high-risk, wildfire-prone areas unless additional mitigation measures above the minimum fire protection standards are put in place and annually maintained.

PRO-PSNAQ-85. Conduct a study to establish a re-development policy for all structures in VHFSZs after large fires.

PRO-PSNAQ-86. Identify measures to preserve undeveloped ridgelines to reduce fire risk and improve fire protection.

PRO-PSNAQ-87. Regularly (at least once a year) survey existing residential structures for compliance with fire safety and defensible space requirements. Consult with property owners of non-conforming sites or structures to bring those properties into compliance with the most current building and fire safety standards.

PRO-PSNAQ-88. Maintain all public roads in accordance with State regulations.

PRO-PSNAQ-89. Collaborate with senior services, community centers, and local schools to coordinate evacuation and emergency response plans.

PRO-PSNAQ-90. Continue to work with the Riverside County Fire Department to:

- Ensure that fire services are maintained at adequate levels. While working with the Riverside County Fire Department, monitor the City of Lake Elsinore's fire protection rating and work with the Riverside County Fire Department to correct deficiencies and to ensure ongoing training is conducted.
- Conduct twice annual inspections of fire hydrant and water supply sources. Require the owner of the equipment (private property, public agency, etc.) to immediately correct issues as necessary.
- Identify anticipated locations of water supplies and work with appropriate agencies to maintain necessary water levels on an annual basis.

PRO-PSNAQ-91. Collaborate with the regional fire agencies on strategies available to maintain diverse plant composition (e.g., less combustible native plants), undertake appropriate thinning of vegetation, and maintain fuel breaks without permanently damaging native habitat. As appropriate, refer to and implement appropriate strategies of the Riverside County Fire Department Strategic Fire Plan.

PRO-PSNAQ-92. Provide evacuation notices and fire safety information accessible to people with communication barriers (e.g., using braille, multiple languages, and text-to-speech systems).

Summary and Conclusions. With implementation of the cited goal, policies, and implementation programs, the Project would have less than significant impacts relative to the construction or expansion of existing fire facilities. Therefore, the Project would not result in substantial adverse physical impacts associated with the provision of new or physically altered fire facilities.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

II. Police Protection

According to Table 3-2 in Section 3.5, Project Description, the 2045 planning horizon for the Planning Area is estimated to result in increases over existing land uses of approximately 27,664 residential dwellings and 16.1 million square feet of non-residential development. This will result in an estimated increase of approximately 81,456 residents and 6,995 jobs projected for the 2045 horizon year. This increase in population, housing, units, and businesses will create a substantial increase in the need for police protection services.

In the Planning Area, the average response time for Priority One Calls is 7 minutes and 25 seconds. Priority One calls include robbery, assault with a deadly weapon, traffic collisions with injuries, etc. The average response times for all other calls (Priority Two through Four) are: 18.55 minutes; 34.44 minutes; and 46.96 minutes, respectively (Table 4.15-2).

The increased land use intensity in the Planning Area could increase the frequency of emergency and non-emergency calls to the County police stations serving the Planning Area as compared with existing conditions. While new development would gradually increase demand for police protection facilities over time, such demand would be offset by increased property tax revenues from the new growth which can then be used for the maintenance and/or expansion of police protection facilities.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not directly result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes Subsequent sit specific development proposals activities following adoption of the GPU, ZCA, and CAAP will continued to be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to police protection facilities and if potential impacts are determined to be significant, additional project level mitigation would be imposed..

General Plan Analysis

The Public Safety, Noise, and Air Quality (PSNAQ) Element contains the following goal and related policies regarding police protection services:

Goal 2: Superior law enforcement and public safety services.

Policies

PSNAQ-9: Provide the highest possible quality of fire, police, and health protection for all Lake Elsinore residents.

PSNAQ-10: Ensure adequate safety lighting is provided at all City facilities and places the public uses frequently.

PSNAQ-11: Require elements of crime prevention through building design (CPTED) to be integrated into new construction and building modernization projects.

PSNAQ-12: Encourage multi-family building owners to provide active or onsite building management to promote and encourage adherence to the roles and regulations that govern the occupancy of multifamily buildings.

PSNAQ-13: Enhance vehicular, pedestrian, and bicyclist traffic flow and safety, especially near sensitive sites such as schools to fulfill Safe Routes to School Plan and other mobility and safety plans.

PSNAQ-14: Consult with Riverside County Sheriff Department to ensure Police Department equipment and facilities are maintained at levels that meet modern standards of safety, dependability, and efficiency.

PSNAQ-15: Consult with Riverside County Sheriff Department to ensure all Police officers receive comprehensive cultural competency training to better serve the needs of Lake Elsinore's diverse population.

PSNAQ-16: Ensure Police and Fire Departments determine and are able to meet community needs for services.

Implementation Programs (PRO)

PRO-PSNAQ-21. Work with the Riverside County Sherriff and CAL Fire to determine and meet community needs for services.

PRO-PSNAQ-27: Maintain Police Department programs that support residents and businesses in community efforts to prevent crime and improve neighborhood safety.

Implementation of this goal and its policies will help assure the City and SOI will continue to have adequate police facilities and services as development occurs in the future under the Project.

Summary and Conclusions. The proposed Project would not result in substantial adverse physical impacts associated with the provision of new or physically altered police facilities. Impacts resulting from the Project would be less than significant.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

III. Schools

Analysis of Impacts

Projects within the Planning Area would be required to pay school fees to the LEUSD. Development Impact Fees finance the construction and/or reconstruction of school facilities needed to accommodate students coming from new development. Development Impact Fees may be levied for both residential and commercial construction, pursuant to Education Code Section 17620 and California Government Code Section 65995. As stated in California Government Code Section 65996, payment of school impact fees in accordance with California Government Code Section 65995 and/or Education Code Section 17620 is deemed to constitute full and complete mitigation for potential impacts to schools caused by development. Implementation of the General Plan Update would result in an increase in the number of students in the Planning Area, but new development in the Planning Area will be required to pay LEUSD Development Impact Fees which are intended to provide full and complete mitigation for school impacts. Therefore, impacts related to the need for new school facilities as a result of the proposed Project would be less than significant**.**

General Plan Analysis

Under state law, school facilities and services are provided by school districts rather than cities so the GPU does not contain any goals or policies that directly relate to providing school facilities or services. However, the following policies and implementation programs of the PSNAQ Element relate indirectly to school facilities and/or services but mainly to preparation for emergencies and disasters:

Policy PSNAQ-13: Enhance vehicular, pedestrian, and bicyclist traffic flow and safety, especially near sensitive sites such as schools to fulfill Safe Routes to School Plan and other mobility and safety plans.

Implementation Programs

PRO-PSNAQ-31. Lead the planning, design, and coordination of large-scale, regional disaster preparedness exercises that involve all area jurisdictions, to test operational plans, response protocols, and resource-sharing mechanisms. Ensure exercises are inclusive of different sectors (e.g., schools, hospitals, businesses, and local governments) and address identified regional risks.

PRO-PSNAQ-32. Work with police, transit agencies, and school districts to provide additional transportation options where ambulance availability may be limited.

PRO-PSNAQ-35. Coordinate with the school district to provide services that help at-risk youth avoid making poor choices or facing adverse life conditions, with services including on-site counseling, crisis intervention services, emergency hotlines, case management services, job and internship opportunities, and recreation programs.

PRO-PSNAQ-36: Partner with neighboring cities, regional agencies, local school districts, local businesses, and community organizations to conduct emergency and disaster preparedness exercises that test operational and emergency response plans.

PRO- PSNAQ-40: Coordinate with residents, businesses, school districts, and community and neighborhood organizations to develop and expand partnerships to prevent crime, build public trust, and proactively address public safety issues.

PRO-PSNAQ-48: Ensure that critical facilities such as police and fire stations, hospitals and clinics, schools and utility substations are sited away from identified hazard areas.

Summary and Conclusions. Based on the information above, payment of school fees would, according to State law, fully mitigate potential new development project impacts on school facilities from growth under the proposed Project.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

IV. Parks

Analysis of Impacts

The new residents, employees, and visitors would increase the use of local and regional parks and recreation facilities as growth occurs. As shown in Table 4.15-4, the City has approximately 455.6 acres of parkland across 32 parks and facilities. In late 2025, the City completed an update to the Comprehensive Master Plan (CMP) for the City's Recreation Department. Compared to the National Recreation and Park Association (NRPA) benchmarks, Lake Elsinore provides 6.3 acres of parkland per 1,000 residents. This is on the lower end of the NRPA's recommended standard of 6.2 to 10.8 acres per 1,000 residents for similarly sized agencies. However, Lake Elsinore generally meets or exceeds NRPA standards for most facility types including playgrounds, the diamond fields, basketball courts, tennis courts, and dog parks. In addition, the CMP states "the City's access to Lake Elsinore itself—a unique natural freshwater lake—and its surrounding recreational areas significantly enhance overall access to outdoor spaces" (City 2025c).

New residential development within the City and SOI will create a demand for additional parkland in the future. the City levies a Development Impact Fee (DIF) for new single family units and multi-family residences to fund the acquisition and development of new park facilities (City 2025a). With payment of appropriate DIF, potential impacts of new development on park needs will be reduced to less than significant levels.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development

within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development proposals following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to parks and recreational facilities and, if needed, impose additional mitigation to offset project-level impacts.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element of the GPU contains the following goal and policies regarding parks:

Goal 13: Provide sufficient parks and open space within the City that enhances the recreational and visual experiences of all City residents and visitors.

Policies

COSP – 53: Provide a system of park, recreation facilities, and green spaces that allows any resident to access those facilities via an easy 10-minute walk or bike ride.

COSP – 54: Use creative or non-traditional methods to create additional parks, recreation, and green spaces.

COSP – 55: Provide diverse recreation opportunities for Lake Elsinore residents.

COSP – 56: Identify land available for community gardens and urban agriculture.

COSP – 57: Provide pedestrian, bicycle, and transit connections to new and existing parks and recreation facilities to enhance use and access.

COSP – 58: Preserve the City's visual character, particularly the surrounding hillsides that topographically define the lake region.

COSP – 59: Enhance street corridors, parkways, and public property between buildings to serve as green space and functional recreation space (e.g., community gardens, parklets, play spaces, public seating).

In addition, the COSP Element contains the following implementation programs (PRO) regarding park facilities including trails:

PRO-COSP-92: Acquire empty Downtown lots that become available to develop pocket parks.

PRO-COSP-93: Prioritize the creation of linear parks along corridors.

PRO-COSP-94: Identify new park land or green space through the repurposing of excess street right-of-way.

PRO-COSP-96: Establish a city-wide multi-use trail system building upon connections to the Murrieta Creek Trail.

PRO-COSP-97: Connect parks, schools, and other designated activity centers through a trail system.

PRO-COSP-98: Create a trail to connect Riverwalk Trail and the Levee Lake Trail to create connection between Downtown, the Lake, and the Ballpark District.

PRO-COSP-99: Design distinctive parks and recreation facilities that provide places for social interaction, neighborhood/community identity, beauty, and livability.

PRO-COSP-103: Incorporate flexible design into the improvement of parks spaces and community facilities.

PRO-COSP-104: Identify missing and safe sidewalk connections around senior centers to increase access.

PRO-COSP-105: Identify points of public access to public lands through the Community Service Plan and connect those public access points with trails, walkways, and bikeways.

PRO-COSP-106: Dedicate open space to community gardens and expand the existing Rosetta Canyon Sports Park Community Garden.

PRO-COSP-107: Implement the Community Services Master Plan.

PRO-COSP-108: Maintain and update the Community Services Plan, which describes general locations for regional recreation facilities.

PRO-COSP-109: Implement a recreational needs assessment survey on the adequacy and level of use of existing facilities and need for new facilities on a periodic basis.

PRO-COSP-110: Allow for a variety of facilities and spaces to continue supporting Lake Elsinore's extreme sports.

PRO-COSP-113: Strengthen sidewalks connectivity throughout the City to promote safe access to parks and open spaces.

PRO-COSP-114: Encourage public agencies that own vacant land within the City to enhance their property with new recreation facilities.

PRO-COSP-115: Collaborate with developers, landowners, and business owners to integrate pocket parks in or near commercial corridors such as North Elsinore.

Summary and Conclusions. Implementation of the cited COSP goal, policies, implementation programs, and Quimby DIF fee for parks will help assure the Planning Area has sufficient park facilities and services to meet growth demands under the Project. Impacts would therefore be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

V. Other Public Facilities

Analysis of Impacts

Other public facilities and services provided within the Planning Area include County library services, lake facilities, and City administrative services. The Lake Elsinore Library is located at 17600 Collier Avenue 1.5 miles north of the lake, just west of the I-15 Freeway just south of the

Nichols Road offramps. The City administrative offices are located at City Hall, 130 S. Main Street in the City. City Hall is within a one-mile walking distance of the historic urban core of the City located northeast of the lake.

Potential impacts on libraries from population increase and new development resulting from buildout under the Project include environmental impacts associated with the construction of new or improved governmental facilities that would be necessary to maintain acceptable service ratios. The goals and policies pertaining to libraries in the GPU require that, as development continues to occur, the City shall encourage the County of Riverside's County/City Public Library System to provide adequate library facilities for City residents.

Potential impacts would result from population increase and increased development throughout the City and SOI in accordance with the proposed Project and potential substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable library and other governmental services would be potentially significant. However, the City levies development impact fees (DIF) related to public facilities: (a) City Hall and Public Works Facilities Fees; (b) Community Center Facilities Fees; (c) Lake Side Facilities Fees; (d) Animal Shelter Facilities Fees; and (e) Library Mitigation Fees.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development within the city will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of environmental review required under CEQA related to city hall, library services, Lake Services, and the Senior Activity Center.

Therefore, Project implementation would not directly result in impacts related to city hall, library, and other governmental services.

General Plan Analysis

The Project mainly addresses specific public safety facilities and services but the Public Safety, Noise, and Air Quality Element (PSNAQ) does contain the following goal and policy that indirectly address other public facilities:

PSNAQ Goal 2: Superior law enforcement and public safety services.

Policy PSNAQ-9: Provide the highest possible quality of fire, police, and health protection for all Lake Elsinore residents.

Policy PSNAQ-10: Ensure adequate safety lighting is provided at all City facilities and places the public uses frequently.

Policy PSNAQ-48: Ensure that critical facilities such as police and fire stations, hospitals and clinics, schools and utility substations are sited away from identified hazard areas.

In addition, the following GPU implementation programs in the PSNAQ Element describe indirect actions regarding facilities used for public safety:

PRO-PSNAQ-1. Ensure adequate land is provisioned for emergency service, public safety, and medical facilities.

PRO-PSNAQ-5. Require civic and other public places are adequately lighted. Public places include but not limited to parks, recreational facilities, City Hall, sidewalks/streets, plazas, paseos, and alleys.

PRO-PSNAQ-9. Regularly assess community facilities designated as evacuation centers to ensure they meet standards for safety and accessibility.

PRO-PSNAQ-15. Designate land and consider incentivizing the future construction of a community hospital facility.

PRO-PSNAQ-61. Audit and amend development regulations to ensure critical facilities are not located in an area identified in the General Plan as a hazard area.

PRO-PSNAQ-95. Conduct a vulnerability analysis to assess the structural integrity and flood resilience of essential public facilities like healthcare facilities, wastewater treatment plants, schools, power plants. Consider factors like building elevation, proximity to floodplains, stormwater drainage capacity, and flood mitigation systems. After completion of the assessment, take measures to mitigate threats to physical structures and improve building resilience.

This goal, policy, and programs will help the City's facilities accommodate growth under the GPU.

Summary and Conclusions. It is anticipated that existing library and City administrative services may need to be expanded in the future to accommodate the increase in demand due to implementation of the proposed Project. However, the various public facility DIF fees the City levies will help reduce potential impacts to other public facilities in the area to less than significant levels.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact PUB-2 – Would the Project cause substantial adverse cumulative impacts with respect to public services?

Analysis of Impacts

The General Plan Update does not include specific development projects. Development projects in the Planning Area would generally increase the land use intensities in the service area of the Riverside County Fire Department (RCFD) and Riverside County Sheriff's Department (RCSD), potentially causing incremental and cumulative increases in the number of calls for fire and/or police protection services within the Planning Area.

Development of residential projects within the boundaries of the school district that serves the Planning Area would lead to incremental increases in the number of students served by the district. Development of residential projects in the Planning Area would also lead to increases in the number of people who use the City's park and library facilities. The Project would result in an increase of approximately 81,456 residents in the Planning Area (Table 3-3, DEIR Project Description).

The increase in demand for public services in the City attributable to the Project would be incremental as growth occurred and would be offset by DIF and growth-related fees (e.g., Quimby park fee). Projects constructed within the Planning Area over the life of the Plan would also be required to be developed in accordance with applicable fire codes and emergency access requirements. Compliance with these requirements would help prevent and/or ameliorate fire emergencies (automatic sprinkler systems and fire alarms) and would help facilitate more expedient emergency response (adequate fire flows, turning radii, width of emergency accesses). Similarly, the Project has been designed to improve public safety through design practices, enhanced lighting, and updated wayfinding signage. These design practices and operational practices would lessen the demand for police protection services within the Planning Area. The RCFD reviews fire station placement and fire services through its annual budget process, and resources are expanded or reassigned as necessary to meet increases in service demands. Similarly, the RCSD annually evaluates its service needs. Payment of Development Impact Fees and/or other growth-related fees by future projects in the service areas of the RCFD and the RCSD would offset the costs of increased service needs as necessary and would ensure that performance objectives for fire and police services are not substantially affected by incremental increases in land use intensity within service areas.

Regarding school services, the contribution of future projects within the Planning Area to increased demand for such services could be substantial (i.e., +27,664 residential units over 20 years by 2045). The district that serve the Planning Area (LEUSD) would be able to accommodate increases in students resulting from development projects through the collection of development impact fees, per State law. As such, the increases in student enrollment resulting from future projects that fall within the service area of the school district that serve the Planning Area would be accommodated within the district's existing facilities, and no new facilities would be required.

Potential cumulative impacts with respect to incremental increases in demand for parks would be offset by required DIF fees and Quimby ordinance dedications/fees for park and open space needs.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.15.5 REFERENCES

City 2025a. City of Lake Elsinore, *Municipal Code* (Available at www.lakeelsinore.org/ accessed November 2025.)

City 2025b. City of Lake Elsinore Development Impact & Mitigation Fees. City of Lake Elsinore. November 7, 2025.

City 2025c. City of Lake Elsinore Recreation Department – Comprehensive Master Plan. Berry, Dunn, McNeil & Parker, LLC. Document dated December 11, 2025.

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019), Section 3.12.2, Mineral Resource Areas. City of Lake Elsinore. December 2011.

DOF 2025. Annual Population Estimates, California Department of Finance (DOF). January, 2025.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

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4.16 RECREATION

This EIR section addresses recreation impacts associated with the proposed Project. This chapter will evaluate whether the Project will: increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated. It will also determine whether the Project will require new or expanded recreational facilities which might have an adverse physical effect on the environment. Much of the environmental setting information is from the Existing Conditions Atlas (MIG 2024).

4.16.1 ENVIRONMENTAL SETTING

The City of Lake Elsinore provides the following types of recreational facilities for its residents and visitors (see Exhibit 4.16-1):

Pocket Parks

Parks of this nature are typically developed in conjunction with specific plans and occupy less than one acre. A linear park is considered a type of pocket park.

Neighborhood Parks

These facilities are typically population based to serve the immediate and surrounding residents, which is usually 3,500 –5,000 persons within a one-half (1/2) to three quarter (3/4) mile radius and occupy from one to 10 acres. Neighborhood parks may adjoin school sites to encourage joint use. Typical amenities include play areas, turf, multi-purpose courts, and picnic facilities. Tuscany Hills Park and Yarborough Park are examples of neighborhood parks.

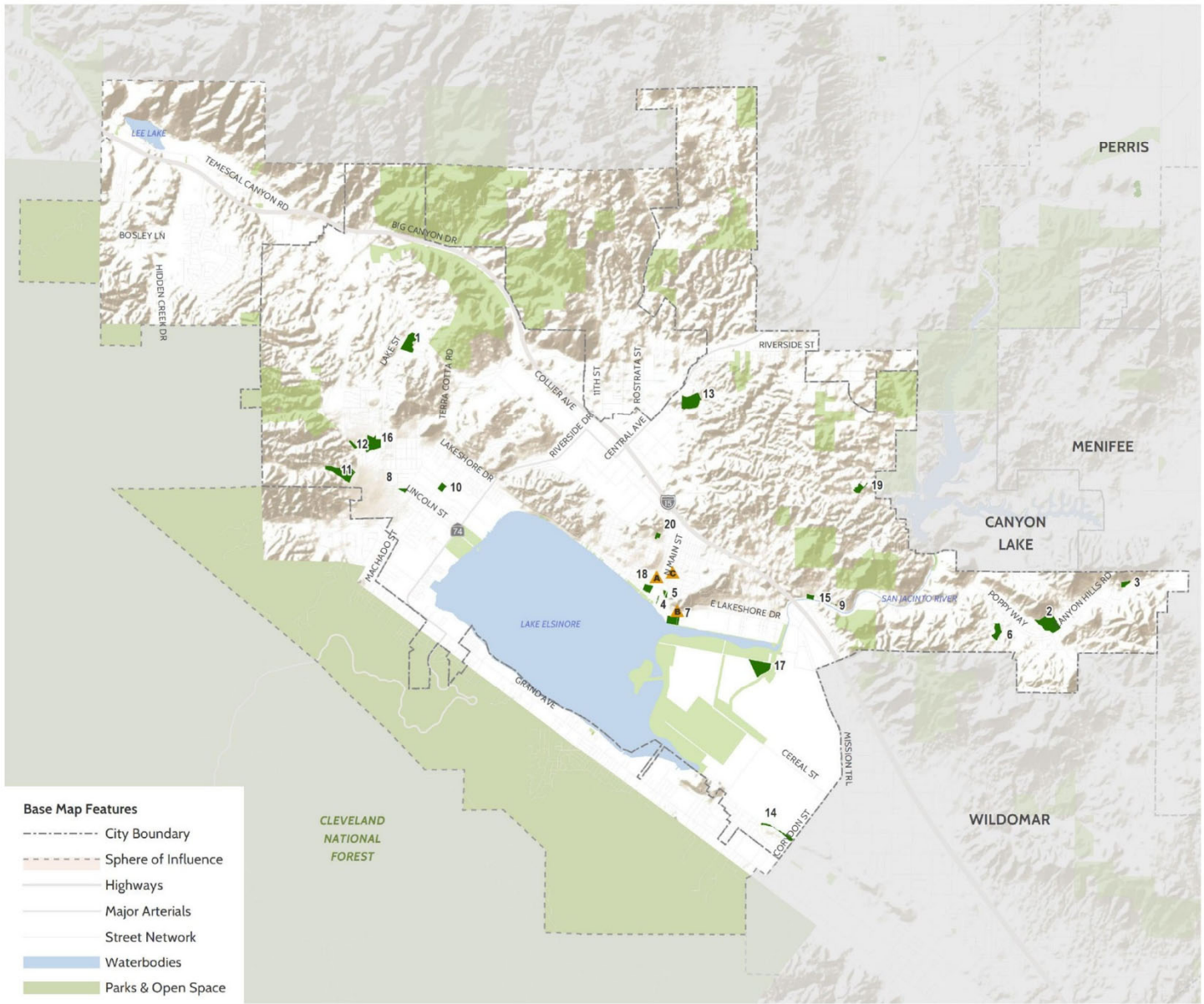
Community Parks

These parks are designed to serve 15,000 –20,000 residents within a one and one-half mile (1½) service radius, are typically utilized for active and passive recreation and occupy between 11 and 40 acres. The actual size and development depends on the specific resource involved, available land, anticipated use, and location. Typical amenities include lighted sports fields and courts, picnic facilities, play areas, restrooms, and off-street parking. McVicker Canyon Park and Lakepoint Park are examples of community parks.

Regional Parks

Regional parks offer a broad range of amenities to attract the greatest range of users from within and beyond the City limits and occupy from 25 to 100 acres. Amenities can include open space, bodies of water, structures (such as museums and nature centers), and trails. Their service radius typically corresponds to a one (1) hour drive.

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PARKS, OPEN SPACE, AND RECREATION FACILITIES

Parks and Open Space

City of Lake Elsinore Parks

Other Open Space

Recreation Facilities

City Recreation Facilities

1. Alberhill Park
2. Canyon Hills Community Park
3. Christensen Park
4. Channel Walk
5. City Park
6. Creekside Park
7. Lakepoint Park
8. Lincoln Street Park
9. Linear Park
10. Machado Park
11. McVicker Canyon Park and Skate Park
12. Oak Tree Park
13. Rosetta Canyon Community Park and Dog Park
14. Serenity Park
15. Summerhill Park
16. Summerlake Park
17. Summerly Community Park
18. Swick & Matuch Park
19. Tuscany Hills Park
20. Yarborough Park

Other open spaces includes State Recreation Areas, MHSCP Conserved Lands, and federal land owned by the Bureau of Land Management.

Prepared by MIG, October 2023.
Source: City of Lake Elsinore and Riverside County, 2023.

0 ¼ ½ 1 1½ 2 Miles

Exhibit 4.16-1 Parks, Open Space, and Recreation Facilities

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Special Use Sites

The City contains a number of special use recreational facilities including Lake Elsinore, a variety of trails, Lake Elsinore Diamond Stadium, and the Launch Pointe Community Center. The City also provides recreational facilities that can service either residents or visitors. These facilities range from passive landscaped areas, hang-gliding, hiking trails, and community centers. These facilities also feature special programs, activities, and classes that help make up the City of Lake Elsinore's public recreation system. Other examples of special use recreation facilities include Lake Community Center, the Senior Activity Center, and the Cultural Center.

4.16.2 REGULATORY FRAMEWORK

State

Quimby Act (1975)

The Quimby Act allows cities and counties to adopt park dedication standards/ordinances requiring developers to set aside land, donate conservation easements, or pay fees towards parkland. With the anticipated population growth, the city will use impact fees from development projects to fund park construction.

State Public Park Preservation Act (California Public Resource Code Section 5400 – 5409)

The State Public Park Preservation Act is the primary instrument for protecting and preserving parkland in California. Under the Act, cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation or land, or both, are provided to replace the parkland acquired. This ensures a no-net-loss of parkland and facilities.

Local

Lake Elsinore General Plan

The Conservation, Open Space, and Parks (COSP) Element of the General Plan Update outlines the goals and policies the City will follow to protect its citizens, residences, workers, and businesses from various hazards and risks. All of the goals and policies of the General Plan are shown in Draft EIR Appendix A. The goals and policies applicable to recreation are provided below and evaluated in Section 4.16.4.

City Parks and Recreation Master Plan 2008-2030

The City's Parks and Recreation Master Plan was adopted July 14, 2009. The Master Plan guides the provision of park facilities within the City. It identifies the City of Lake Elsinore's park, recreation, and trail needs, makes recommendations to meet these needs and proposes an action plan, including funding strategies, to help facilitate the implementation of recommendations. The Master Plan also provides a framework for renovation and developments of park improvements and establishes a parkland standard requirement of five acres of usable park land per 1,000 persons.

City Recreation Department – Comprehensive Master Plan

In December 2025 Berry, Dunn, McNeil & Parker, LLC prepared an updated Parks Master Plan for the City with detailed analyses of existing facilities and programs and facilities that would be

needed in the future to serve the anticipated population growth in the City. The Comprehensive Master Plan (CMP) was presented to the City Council on January 13, 2026 and was approved on March 10, 2026.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) contains the following chapters that deal with recreation:

- Title 8, Chapter 8.40: Parks and Beaches;
- Title 9, Chapter 9.96: Regulating the Use of Certain Portions of Lake Elsinore;
- Title 16, Chapters 16.12 and 16.34: Division of Land within the City
- Chapter 17.08: Definitions;
- Chapter 17.64: Development Impact Fees;

4.16.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it would:

2.17 Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.

3.17 Include recreational facilities or require the construction or expansion of recreational facilities which have an adverse physical effect on the environment.

4.17 Cause substantial adverse cumulative impacts with respect to recreation.

4.16.4. IMPACTS AND MITIGATION MEASURES

Recreational Facilities

Impact REC-1 – Would the Project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?

Analysis of Impacts

The City Recreation Department manages approximately 455.6 acres of parkland across 32 parks and facilities, offering a wide range of recreational opportunities. In late 2025, the City completed an update to the Comprehensive Master Plan (CMP) for the City's Recreation Department. Lake Elsinore provides 6.3 acres of parkland per 1,000 residents. This is on the lower end of the National Recreation and Park Association (NRPA) recommended standard of 6.2 to 10.8 acres per 1,000 residents for similarly sized agencies. However, Lake Elsinore generally meets or exceeds NRPA standards for most facility types including playgrounds, the diamond fields, basketball courts, tennis courts, and dog parks. In addition, the CMP states "the City's access to Lake Elsinore itself—a unique natural freshwater lake—and its surrounding recreational areas significantly enhance overall access to outdoor spaces" (City 2025c).

The new residents, employees, and visitors resulting from project implementation would incrementally increase the use of local and regional parks and recreation facilities as growth occurs. The City currently levies a Development Impact Fee (DIF) on new residential development to fund the acquisition and development of new park facilities (City 2025). However, the maintenance of existing City parks is funded by the City's General Fund which comes from a variety of sources, although the primary source is property tax subvention. As new development occurs, property tax valuation in the City will rise and the portion of that increase attributed to park maintenance should be sufficient to cover increased maintenance from increases in City population. The City annually reviews its budget allocations and can increase them for park maintenance if more is needed. Based on the City's annual budget process, impacts of growth on park maintenance would be less than significant and no programmatic mitigation is required.

General Plan Analysis

The Project does not contain any goals or policies that directly address future park maintenance but that is addressed by the City's annual budget process. It is likely that any additional park maintenance costs can be accommodated by the increase in property tax revenue in the future from new growth.

In addition, the City typically applies a number of standard Conditions of Approval (COAs) to new residential development relative to parks as outlined below:

Residential

R-63 and -118: Pay Mitigation and Development Impact Fees (Park Capital Improvement Fees)
R-117: New development to provide required onsite parkland or pay established in-lieu Quimby Act park impact fees,

Summary and Conclusions. Potential increases in park maintenance from additional population are expected to be balanced by an increase in property tax revenue from new growth (i.e., additional residences and businesses). With standard conditions and payment of park impact fees, impacts would be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures.

None required.

Level of Significance After Mitigation

Less than significant.

Expansion of Facilities

Impact REC-2 - Would the Project include recreational facilities or require the construction or expansion of recreational facilities which have an adverse physical effect on the environment?

Analysis of Impacts

Compared to the (NRPA) benchmarks, Lake Elsinore provides 6.3 acres of parkland per 1,000 residents. This is on the lower end of the NRPA's recommended standard of 6.2 to 10.8 acres per 1,000 residents for similarly sized agencies. However, Lake Elsinore generally meets or exceeds NRPA standards for most facility types including playgrounds, the diamond fields, basketball courts, tennis courts, and dog parks. In addition, the Comprehensive Master Plan for the City's Recreation Department states "the City's access to Lake Elsinore itself—a unique natural freshwater lake—and its surrounding recreational areas significantly enhance overall access to outdoor spaces" (City 2025c).

New residential development within the City and SOI will create a demand for additional parkland in the future. The City levies a Development Impact Fee (DIF) for new single family and multi-family residences to fund the acquisition and development of new park facilities (City 2025). With payment of appropriate DIF, potential impacts of new development on park needs will be reduced to less than significant levels.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes currently in place, even after the GPU, ZCA, and CAAP are adopted. Subsequent development proposals following adoption of the GPU, ZCA, and CAAP will be examined with consideration of the program-level analysis included in this Program EIR to determine the appropriate level of environmental review required under CEQA related to recreational facilities and, if needed, impose additional mitigation to offset project-level impacts.

General Plan Analysis

The Conservation, Open Space, and Parks (COSP) Element of the GPU contains the following goal and policies regarding parks:

Goal 13: Provide sufficient parks and open space within the City that enhances the recreational and visual experiences of all City residents and visitors.

Policies

COSP – 53: Provide a system of park, recreation facilities, and green spaces that allows any resident to access those facilities via an easy 10-minute walk or bike ride.

COSP – 54: Use creative or non-traditional methods to create additional parks, recreation, and green spaces.

COSP – 55: Provide diverse recreation opportunities for Lake Elsinore residents.

COSP – 56: Identify land available for community gardens and urban agriculture.

COSP – 57: Provide pedestrian, bicycle, and transit connections to new and existing parks and recreation facilities to enhance use and access.

COSP – 58: Preserve the City's visual character, particularly the surrounding hillsides that topographically define the lake region.

COSP – 59: Enhance street corridors, parkways, and public property between buildings to serve as green space and functional recreation space (e.g., community gardens, parklets, play spaces, public seating).

In addition, the COSP Element contains the following implementation programs (PRO) regarding park facilities including trails:

PRO-COSP-92: Acquire empty Downtown lots that become available to develop pocket parks.

PRO-COSP-93: Prioritize the creation of linear parks along corridors.

PRO-COSP-94: Identify new park land or green space through the repurposing of excess street right-of-way.

PRO-COSP-96: Establish a city-wide multi-use trail system building upon connections to the Murrieta Creek Trail.

PRO-COSP-97: Connect parks, schools, and other designated activity centers through a trail system.

PRO-COSP-98: Create a trail to connect Riverwalk Trail and the Levee Lake Trail to create connection between Downtown, the Lake, and the Ballpark District.

PRO-COSP-99: Design distinctive parks and recreation facilities that provide places for social interaction, neighborhood/community identity, beauty, and livability.

PRO-COSP-103: Incorporate flexible design into the improvement of parks spaces and community facilities.

PRO-COSP-104: Identify missing and safe sidewalk connections around senior centers to increase access.

PRO-COSP-105: Identify points of public access to public lands through the Community Service Plan and connect those public access points with trails, walkways, and bikeways.

PRO-COSP-106: Dedicate open space to community gardens and expand the existing Rosetta Canyon Sports Park Community Garden.

PRO-COSP-107: Implement the Community Services Master Plan.

PRO-COSP-108: Maintain and update the Community Services Plan, which describes general locations for regional recreation facilities.

PRO-COSP-109: Implement a recreational needs assessment survey on the adequacy and level of use of existing facilities and need for new facilities on a periodic basis.

PRO-COSP-110: Allow for a variety of facilities and spaces to continue supporting Lake Elsinore's extreme sports.

PRO-COSP-113: Strengthen sidewalks connectivity throughout the City to promote safe access to parks and open spaces.

PRO-COSP-114: Encourage public agencies that own vacant land within the City to enhance their property with new recreation facilities.

PRO-COSP-115: Collaborate with developers, landowners, and business owners to integrate pocket parks in or near commercial corridors such as North Elsinore.

In addition, the City typically applies a number of standard Conditions of Approval (COAs) to new residential development relative to parks as outlined in Impact REC-1 above.

Summary and Conclusions. Implementation of the cited COSP goal, policies, implementation programs, standard conditions, and Quimby DIF fee for parks will assure the Planning Area has sufficient park facilities and services to meet growth demands under the Project. Impacts would therefore be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures.

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact REC-3 – Would the Project cause substantial adverse cumulative impacts with respect to recreation?

Analysis of Impacts

Development of residential projects within the Planning Area would generally increase the usage of parks and recreational facilities in the City and surrounding area, potentially causing the need for additional parks and recreational facilities due to related population increases. However, such new development would be subject to DIF fees for new parkland. This parks and recreation funding mechanism will offset the incremental and cumulative increase in demand for park facilities from implementation of the Project as well as other residential developments in the vicinity of the Planning Area.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to result in any new construction, development or entitlement. Because no projects are proposed or required from implementing the GPU, ZCA, and CAAP there would be potential for the Project to be combined with other development projects that would otherwise result in cumulative impacts.

General Plan Analysis

As shown in Impact REC-2, the Conservation, Open Space, and Parks (COSP) Element of the GPU contains one goal and a number of policies and implementation programs to assure the City has sufficient parks and related improvements in the future as growth occurs. Although the GPU does not have specific goals or policies regarding maintenance of existing parks, increased

maintenance costs from increased population would be offset by increases in property tax revenues to the City as more homes and businesses are constructed in the future.

Summary and Conclusions. With implementation of the proposed goals and policies and standard conditions of approval, the proposed Project would not result in significant impacts related to parks within the Planning Area. Assuming surrounding jurisdictions have similar goals and policies in their general plans, it is reasonable to assume the Project will not make a substantial contribution to a significant cumulative regional impact related to parks.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.16.5 REFERENCES

City 2025a. City of Lake Elsinore, *Municipal Code* (Available at www.lakeelsinore.org/ accessed November 2025.)

City 2025b. City of Lake Elsinore Development Impact & Mitigation Fees. City of Lake Elsinore. November 7, 2025.

City 2025c. City of Lake Elsinore Recreation Department – Comprehensive Master Plan. Berry, Dunn, McNeil & Parker, LLC. Document dated December 11, 2025.

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019), Section 3.12.2, Mineral Resource Areas. City of Lake Elsinore. December 2011.

City 2009. Parks and Recreation Master Plan 2008-2030. City of Lake Elsinore. 2009.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

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4.17 TRANSPORTATION

This EIR section addresses transportation and traffic impacts associated with the proposed Project. Issues of interest are transportation and traffic impacts identified by the CEQA Guidelines: whether the Project will conflict with a program plan, ordinance or policy addressing the circulation system; will conflict with or be inconsistent with CEQA Guidelines section 15064.3 subdivision (b) regarding vehicle miles traveled or VMT; will substantially increase hazards due to a geometric design feature or incompatible uses; or will result in inadequate emergency access.

4.17.1 ENVIRONMENTAL SETTING

Two comprehensive traffic studies were prepared to support the preparation of the revised Mobility and Infrastructure Element for the GPU, one evaluated Level of Service (LOS) or congestion impacts (F&P 2025b) while the other evaluated impacts related to vehicle miles traveled (F&P 2025c).

Existing Roadway Network

Regional access to the City of Lake Elsinore is provided by the I-15 Freeway, running north to south, and State Route 74, running east to west. The City coordinates transportation issues involving these roadways with regional and state agencies. However, these highways present a constraint to the City's mobility network in terms of available infrastructure or planned improvements. The City's current roadway and intersection network is shown in Exhibit 4.17-1.

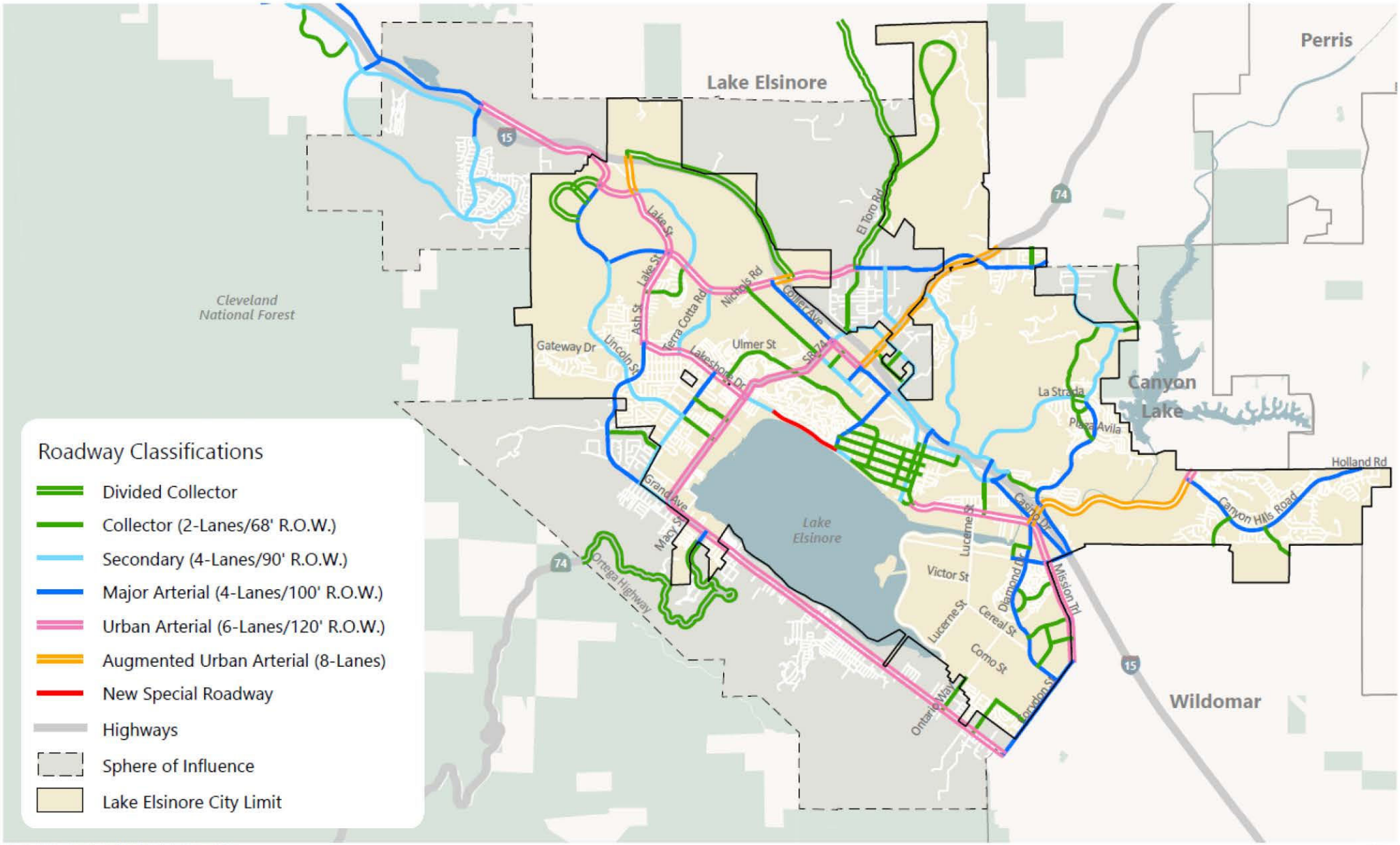
According to the Existing Conditions Atlas, about nine out of every 10 Lake Elsinore residents are employed outside the City (MIG 2024). This presents an opportunity to address the heavy outbound and inbound commute flows for residents leaving and returning to the City each day through policies to expand employment options within the City and expand efforts in creating options for commutes, especially given that about 90% of trips to and from Lake Elsinore are within the Western Riverside Council of Governments (WRCOG) boundary. In terms of modal share, driving alone makes up the largest proportion of commute trips (79%), which is higher than the Riverside County average (78%) and state average (72%). The City provides non-vehicular transportation networks or services such as bike lanes for bicycling and sidewalks for pedestrians, while the County provides bus and train transit facilities/services.

Existing Pedestrian and Bicycle Facilities

The Planning Area contains a number of roadways with pedestrian facilities (i.e., sidewalks, trails) and bicycle facilities (on-street bike lanes, off-street bike trails). The City adopted an Active Transportation Plan in October 2019 called "Active LE" (City 2019). The plan assessed the current conditions of pedestrian facilities in the City which are shown in Exhibit 4.17-2.

Bicycle facilities are classified into four categories depending on their design and function as described in the following page. Lake Elsinore provides a combination of multi-use path, bicycle lane, and bicycle route facilities citywide. Although the City has multiple Class II bikeways, many of these facilities have gaps in the network. The existing and planned bicycle network in the City is shown in Exhibit 4.17-3.

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Data Source: City of Lake Elsinore, 2016

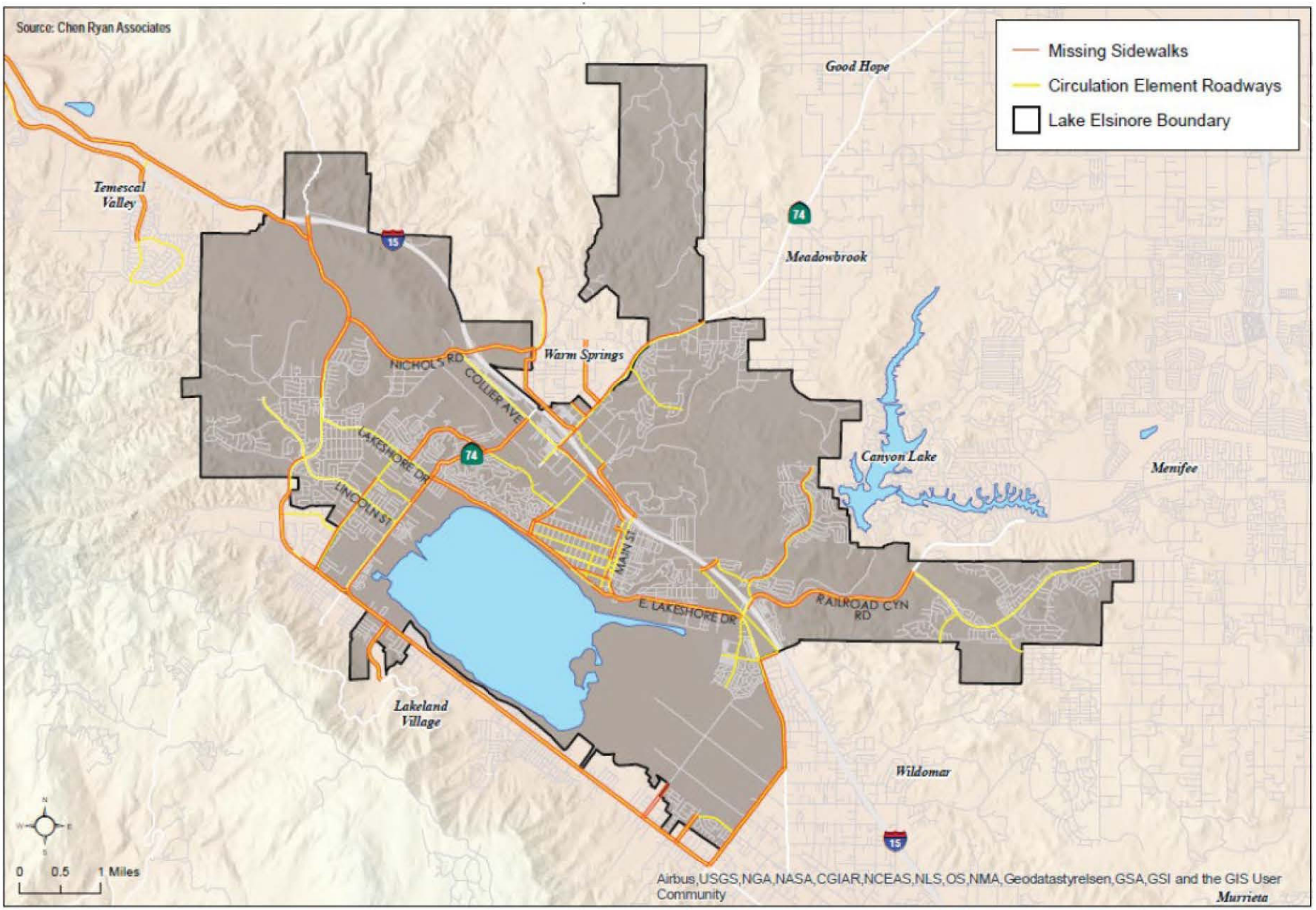
0 0.75 1.5 Miles

N

Exhibit 4.17-1 Vehicular Circulation Network

Lake Elsinore General Plan Environmental Impact Report
Lake Elsinore, California

MIG



Source: Chen Ryan Associates (Active LE, October 2019)

Exhibit 4.17-2 Pedestrian Facilities

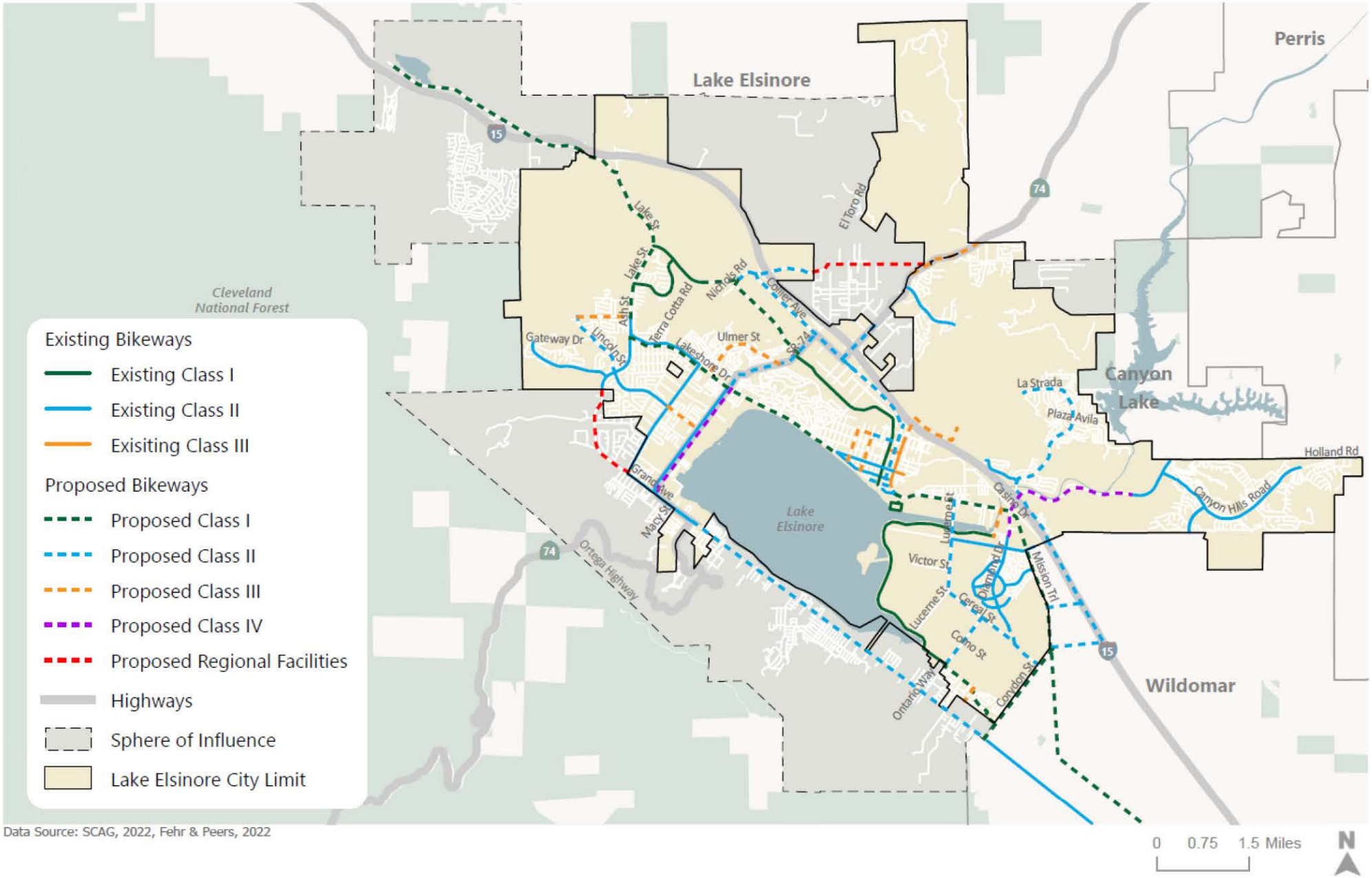


Exhibit 4.17-3 Bicycle Facilities

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Existing Transit Facilities

The Riverside Transit Agency (RTA) operates bus service in Lake Elsinore. Fixed route service, commuter bus routes, select long-distance service, and dial-a ride service are offered by RTA within the City. RTA offers a combination of local and regional connectivity, as well as transfers to Metrolink, Coaster, and Sprinter regional rail service in neighboring metropolitan areas north and south of the City. RTA operates four bus routes within Lake Elsinore city limits: Route 8 (Lake Elsinore Wildomar Loop Routes), Route 9 (Perris-Lake Elsinore), Route 205/206 (Exhibit 4.17-4).

RTA also provides Dial-A-Ride service which is an origin-to-destination advanced reservation transportation service for seniors and persons with disabilities. This service complies with the requirements of the Americans with Disabilities Act (ADA). Reservations must be made in advance, and pick-up and drop-off must be provided within a three-quarter mile range of the existing RTA fixed bus routes and during the same service hours as those routes. All RTA fixed route buses are accessible to persons with disabilities. RTA offers 25-cent bus rides to youth, seniors, disabled and veterans on all bus routes, including Commuter Link. Infrastructure deficiencies at select bus stations and recommendations for improvements are documented in the Riverside Transit Agency's First and Last Mile Mobility Plan.

In addition to bus service, Metrolink is a commuter rail program operated by the Southern California Regional Rail Authority (SCRRA) providing train service from outlying suburban communities to employment centers such as Burbank, Irvine, and downtown Los Angeles. Currently, no Metrolink service is provided in Lake Elsinore. The closest stations are approximately 23 miles away in the City of Corona and 11 miles away in the City of Perris. RCTC has studied the feasibility of a future Metrolink commuter line along the I-15 from Corona to Temecula which could eventually provide connectivity to Lake Elsinore.

Freight/Truck Routes

The Inland Empire has seen tremendous growth in freight and logistics facilities. Truck traffic on City streets is restricted to specific routes for trucks weighing more than three tons. These truck routes help to facilitate the movement of goods throughout the City, while providing a connection between major freeway facilities to local roadways. Trucks are allowed on designated routes even if they do not have an origin or destination within the City of Lake Elsinore (Exhibit 4.17-5) and help facilitate the movement of goods throughout Lake Elsinore. Truck traffic may present challenges to other modes, especially bicyclists, as well as cause additional wear and tear on City streets. In addition, truck parking guidelines are found within Chapter 10 Section 12 of the Lake Elsinore Municipal Code.

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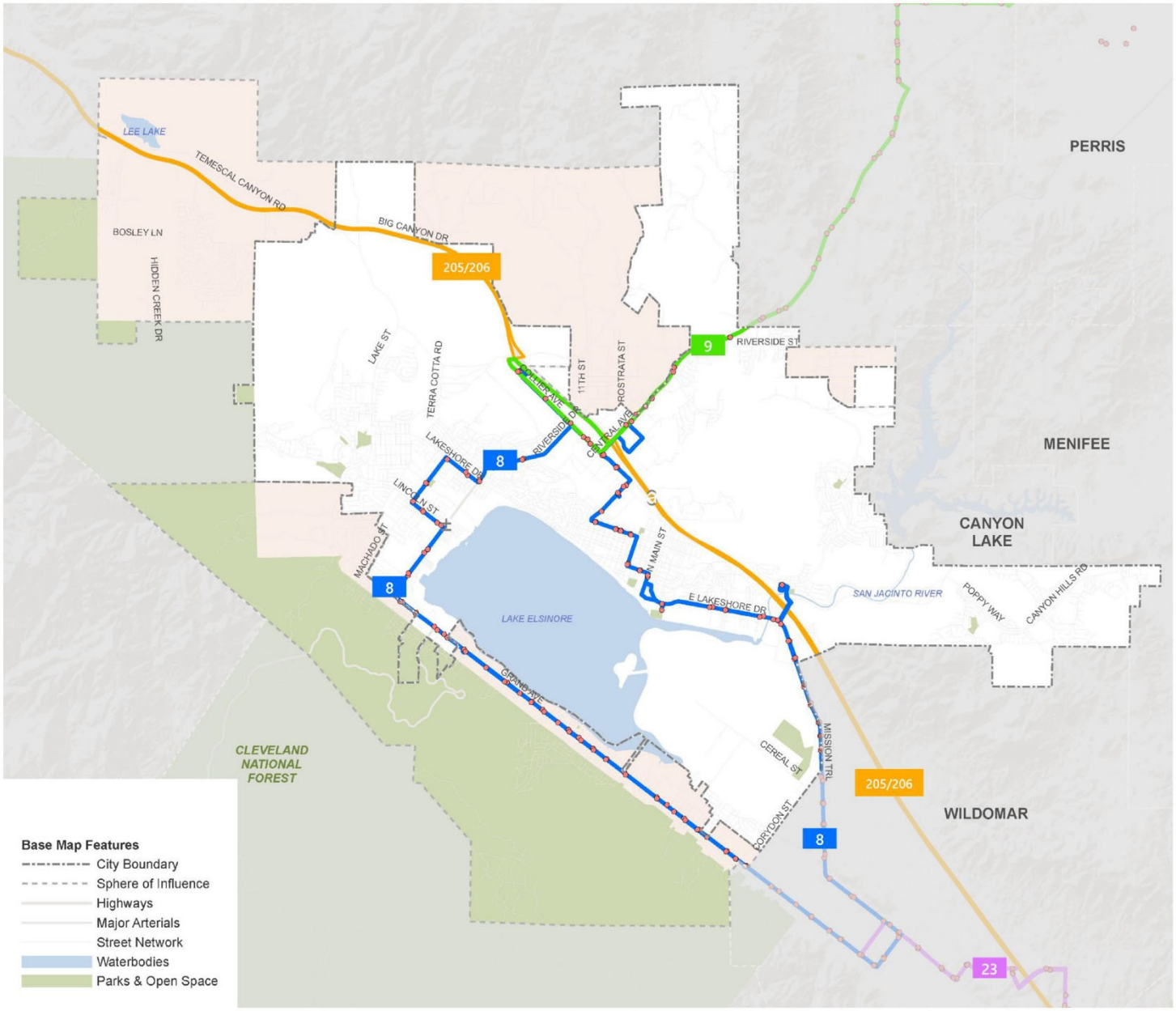


Exhibit 4.17-4 Transit Facilities

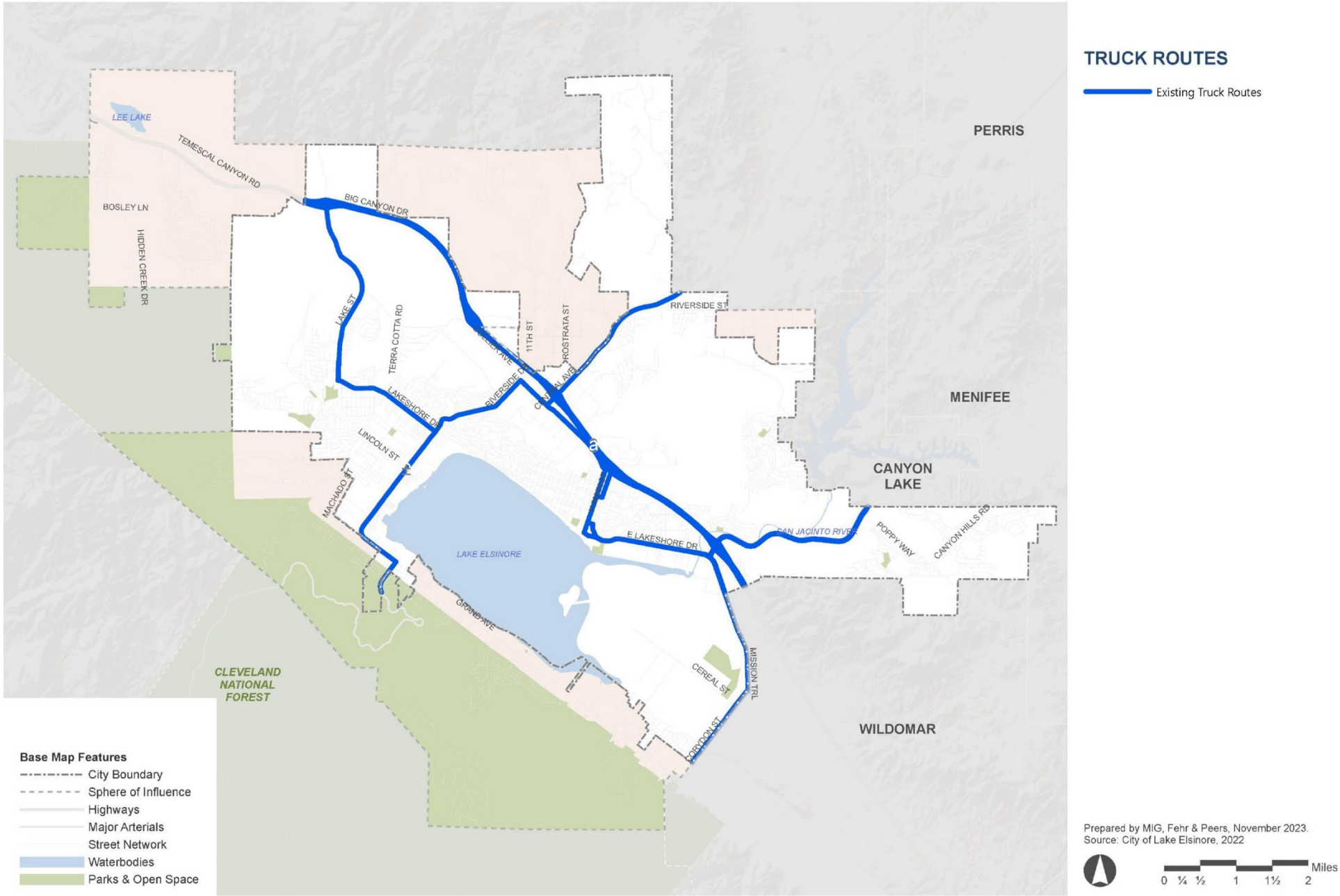


Exhibit 4.17-5 Truck Routes

4.17.2 REGULATORY FRAMEWORK

Federal

No federal agencies or regulations directly apply to the Project transportation impacts.

State

State of California Department of Transportation (Caltrans)

The State of California Department of Transportation (Caltrans) implements State planning priorities in all plans, programs, and activities. Caltrans has the responsibility to coordinate and consult with local jurisdictions when proposed local land use planning and development may impact State highway facilities. Pursuant to Public Resources Code § 21092.4, for projects of statewide, regional, or area-wide significance, the lead agency must consult with transportation planning agencies and public agencies that have transportation facilities which could be affected by a project.

Assembly Bill 98 (AB 98). This bill was signed into law on September 29, 2024, and arose from concerns expressed by residents living near areas with high concentrations of industrial warehouse development, particularly in Riverside and San Bernardino Counties. The bill establishes various mandatory design standards, including cool roofs, energy-saving measures, electric vehicle charging, on-site truck queuing, and setbacks from sensitive receptors. In addition to the siting and design standards, the bill requires all local jurisdictions to establish truck routes. The Circulation element documents all existing truck routes and sets a goal to ensure that any new truck route complies with AB 98 requirements.

Senate Bill 932 (SB 932). This bill was signed into law in 2022 and states that, beginning in 2025, General Plan Circulation Elements (the plan) must promote a Safe Systems approach by requiring jurisdictions to identify high-collision locations and develop safety improvements to reduce risks to vulnerable users, including bicyclists, pedestrians, persons with disabilities, and children. SB 932 mandates that the implementation of the Safe Systems Approach begin within two years of the adoption of Circulation Element updates and be completed within 25 years of adoption. The Safe Systems approach is expected to be finalized within 25 years of the plan's adoption. It also specifies that goals for the initiation and completion of the plans must be outlined in the Circulation Element, and jurisdictions must start implementing the plans within two years of the plan's adoption.

Senate Bill (SB) 743. On September 27, 2013, Governor Brown signed SB 743, which became effective on January 1, 2014. The purpose of SB 743 is to streamline the review under the California Environmental Quality Act (CEQA) process for several categories of development projects including the development of infill projects in transit priority areas and to balance the needs of congestion management with statewide goals related to infill development, promotion of public health through active transportation, and reduction of greenhouse gas emissions. SB 743 adds Chapter 2.7: Modernization of Transportation Analysis for Transit Oriented Infill Projects to the CEQA Statute (Section 21099). Among other things, SB 743 mandates that alternative metric(s) for determining impacts relative to transportation shall be developed to replace the use of LOS in CEQA documents. Currently, environmental review of transportation impacts focuses on the delay that vehicles experience at intersections and on roadway segments, which is often measured using LOS. Pursuant to SB743, the focus of transportation analysis changes from vehicle delay to vehicle miles traveled (VMT). OPR released two rounds of draft proposals for updating the CEQA Guidelines related to evaluating transportation impacts and, after further study and consideration of public comment, submitted a final set of revisions to the Natural Resources

Agency in November 2017. This was followed by a rulemaking process that would implement the requirements of the legislation. The updates to the CEQA Guidelines required under SB 743 were approved on December 28, 2018. Under CEQA Guidelines Section 15064.3, statewide application of the new VMT metric was required beginning on July 1, 2020.

Regional/County

Southern California Association of Governments (SCAG)

Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). SCAG's RTP/SCS has numerous goals to increase mobility for the region's residents and visitors, and an emphasis on sustainability and integrated planning to collectively improve the region's mobility, economy, and sustainability. The RTP/SCS must be approved by Federal agencies in order to receive Federal transportation funds. Only projects and programs included in the RTP are eligible for Federal funding. The current 2020-2045 RTP/SCS is referred to as "Connect SoCal" and was last approved in 2024.

Riverside County Transportation Uniform Mitigation Fee

The Transportation Uniform Mitigation Fee (TUMF) program in Riverside County is a crucial component of the County's infrastructure development. It was established to provide funding for transportation facilities of major regional significance, such as interchanges, roads, and bridges. The program is administered by the Western Riverside Council of Governments and the Coachella Valley Association of Governments. The TUMF program aims to mitigate the impact of new growth in Western Riverside County by providing $3 billion over 20 years to improve more than 3,000 lane miles, 47 interchanges, 39 bridges, and 10 railroad grade separations. The fees are determined based on the impacts that different land use vehicle trips generate, and the program is built around the idea that a community's impact on traffic does not stop at its boundary.

Local

City General Plan

The Mobility and Infrastructure Element contains a number of goals, policies, and implementation programs related to vehicular and non-vehicular transportation networks and services. All of the GPU goals and policies are included in Appendix A. An analysis of the GPU goals and policies related to transportation issues are provided in Section 4.17.4 below.

Dream Extreme 2040 Plan

Lake Elsinore has established its first long-term strategic vision to guide growth and investment through 2040 by focusing on three key areas: The Lake, Downtown, and Action & Adventure Area. The plan aims to continue promoting Lake Elsinore as a unique and resilient destination where both residents and visitors can live, work, and Dream Extreme. Increasing recreational uses in the City would also increase future traffic generation which has been accounted for in the transportation-related studies for the GPU.

Lake Elsinore Municipal Code

Truck parking guidelines are found within Chapter 10 Section 12 of the Lake Elsinore Municipal Code (LEMC). Under Section 10.12.130, parking or standing of commercial vehicles is not permitted on public streets in residential districts for more than 24 consecutive hours. This includes any commercial vehicle as defined in Section 10.12.020, vehicles over 25 feet in total length or over 96 inches in width, detached non-motorized vehicles such as trailers, campers, or boats, and recreational vehicles over 20 feet in length.

4.17.3 SIGNIFICANCE THRESHOLDS

As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it would:

A. Conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities.

B. Conflict or be inconsistent with CEQA Guidelines section 15064.3 subdivision (b).

C. Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).

D. Result in inadequate emergency access.

E. Cause substantial adverse cumulative impacts with respect to transportation and traffic.

4.17.4 IMPACTS AND MITIGATION MEASURES

Conflicts with Plans or Programs

Impact TRAN-1 – Would the Project conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities.

This section evaluates if the proposed Project is generally consistent with the goals and policies of the Mobility and Infrastructure Element related to vehicular and non-vehicular circulation. The City adopted an Active Transportation Plan in October 2019 called “Active LE” (City 2019). A discussion of Vehicle Miles Traveled (VMT) impacts is presented in Section 4.17 Impact TRAN-2 following this section.

Analysis of Impacts

The CEQA thresholds of significance for transportation and traffic impacts have shifted in recent years. In the past the analysis focused on the Level of Service (LOS) which measured congestion at local intersections and roadway segments. The emphasis of these past studies was to assure the street grid network functioned well and allowed for efficient movement of vehicles. The current focus is to encourage active transportation (e.g., pedestrians, bicyclists, etc.) and transit, and to limit increases in Vehicle Miles Travelled (VMT, see also Impact TRANS-2 below). An important part of this analysis is to determine if a proposed project or action is consistent with the Transportation Element of the General Plan.

A trip generation estimate (F&P 2025a) was prepared for the Project to be part of an LOS traffic study (F&P 2025b) and a VMT impact memorandum (F&P 2025c) prepared for the Project. Table 4.17-1 shows the estimated vehicular trip generation for the GPU and the City’s existing General Pan. Table 4.17-1 shows that the proposed Project will generate approximately 16% more vehicular traffic than under the current approved General Plan (477,768 vs. 410,444 average daily trips).

Table 4.17-1
GPU Trip Generation

Land Use Scenario	Peak Period (3 hours)		Peak Hour (1 hour)		Daily ADT
	AM Peak	PM Peak	AM Peak	PM Peak	
2019 Base Year Model	55,894	68,706	15,650	26,108	220,747
2025 Baseline	67,084	82,677	18,783	31,417	264.523
2045 Approved GP (SCAG RTP)	104,385	129,249	29,228	49,114	410,444
2045 Proposed GP ("Project")	118,934	147,218	33,302	55,943	477,768
Difference (Project vs. RTP)	+14,549	+17,969	+4,074	+6,828	+67,323
% Change	+14%	+14%	+14%	+14%	+16%

Source: Trip Generation Table, F&P 2025a

Emphasizing non-vehicular transportation are also key elements of SB 375 and SCAG's Regional Transportation Plan/Sustainable Community Strategy (RTP/SCS). Non-vehicular transportation includes pedestrians (sidewalks, trails), bicycles (on-road lanes or off-road paths), bus transit, and train transit. The GPU emphases providing non-vehicular improvements to give residents options rather than continuing single occupancy vehicular travel so it will help achieve these regional transportation goals.

Complete Streets. Well-designed pedestrian and bicycle facilities are needed to make active transportation safe, accessible, attractive, and comfortable enough to be a desirable alternative to driving. It is important to provide a seamless transportation system for all modes and for all people to improve circulation. Pedestrian facilities in Lake Elsinore consist of sidewalks and crosswalks. Sidewalks are sometimes obstructed, incomplete mid-block, or damaged. Crosswalks at signalized intersections are marked and are usually provided on some approaches at major signalized intersections. Crosswalks at unsignalized intersections are generally not well marked, although crosswalks around K-12 public schools are typical marked at intersections. The City adopted an Active Transportation Plan in October 2019 called "Active LE". The plan assessed the current conditions of pedestrian facilities in the City. The GPU proposes complete streets as part of the goals and policies of the Mobility and Infrastructure Element (see below). The Active LE plan also emphasizes providing complete streets as appropriate as the City grows.

Pedestrian (sidewalks and trails). Sidewalks are generally available on all major roadways within the City, especially within the downtown area and connecting to commercial areas. The General Plan envisions sidewalks will eventually be provided on all roadways where they do not presently exist as development of new uses or redevelopment of existing uses occurs. The GPU proposes complete streets and completing the pedestrian access network as part of the goals and policies of the Mobility and Infrastructure Element (see below). The Active LE plan also emphasizes providing complete streets and sidewalks as appropriate as the City grows.

Bicycles. Bicycle lanes are classified as follows:

Class I – separate off-road bikeway or path dedicated exclusively for bicycles and pedestrians;

Class II – on-road lane or route within the right-of-way with a painted lines and signage; and

Class III – on-road preferred routes for bicycles that are not marked and the roadway with cars.

The City has a number of existing bicycle lanes on City streets and eventually plans to add on- and off-street bicycle lanes to allow for efficient bicycle movement throughout the City, as shown in the previous Exhibit 4.17-2. The GPU and Active LE plans include goals and policies designed to expand and connect bicycle lanes and trails within the City (see General Plan Analysis below).

Transit. The proposed update of the City General Plan Elements includes the Mobility and Infrastructure Element. At present there are a number of transit organizations that provide services to the City along major roads and to major destinations within the City. A major goal of the City is for residents and employees of the City to eventually be able to take full advantage of these non-vehicular transportation options (i.e., sidewalks, bicycle lanes, or transit) as they so choose, although using them as a replacement for commuting will only be possible if residents and workers in the City live within a convenient distance to their places of employment, schools, commercial centers, entertainment, etc. The Mobility and Infrastructure Element contains goals and policies that require coordination with regional transit providers to assure the City and SOI have adequate bus and train transit as appropriate.

General Plan Analysis

The Mobility and Infrastructure (MI) Element contains the following five Goals with attendant policies that deal with all aspects of transportation within the City and SOI:

Goal MI-1: The mobility needs of all users who live in, work in, or visit Lake Elsinore are met, and sustainable travel options wherever are feasible

Policy MI-1: Balance the needs of all users of all ages and abilities by requiring complete streets provision for all new streets include street updates and repairs.

Policy MI-2: Build upon the Active LE principles and vision to provide a robust network for riders, walkers, and rollers to use for transportation and recreation.

Policy MI-3: Create mobility hubs (including Outlets at Lake Elsinore, Main Street [Downtown], and Uptown) and encourage Transit-Oriented Development (TOD) to make transit a viable option for city residents, workers, and visitors.

Policy MI-4: Enhance user experience and leverage the area's recreational activities to include city-to-trail facilities.

Policy MI-5: Support and plan the development of destinations aligned with Dream Extreme 2040's vision and aspirations for action sports and extreme activities.

Goal MI-2: A transportation network that remains flexible and adaptive to its surrounding context and changes in mobility

Policy MI-6: Maintain Level of Service (LOS) D for priority modes at typical intersections and may allow for LOS E at strategic locations.

Policy MI-7: Balance the speeds and movements of vehicles with the safety and comfort of non-motorized users.

Policy MI-8: Reduce VMT with Transportation Demand Management (TDM) strategies.

Policy MI-9: Investigate and implement innovative transportation infrastructure maintenance measures that extend material lifespans and reduce capital costs while maintaining the roadways to meet federal, state, and local design standards.

Goal MI-3: A transportation network that enhances the safety and comfort of users

Policy MI-10: Implement a Safe Systems for All Approach into infrastructure planning.

Policy MI-11: Develop efficient emergency vehicle access and plan for evacuation egress from natural disasters.

Policy MI-12: Promote traffic calming in local neighborhoods to reduce cut-through traffic and speeds, and promote safety.

Goal MI-4: A transportation network that efficiently allows for the movement of goods and on-time deliveries, while balancing the needs of businesses and residents

Policy MI-13: Develop and maintain a truck route network that balances efficiency with safety.

Policy MI-14: Create a plan that maximizes goods delivery efficiency and provides for goods movement shared parking.

Policy MI-15: Right-size parking requirements based on industry trends.

Policy MI-16: Research, develop, and implement emerging freight technologies.

Goal MI-5: A transportation network that meets and exceeds the needs of users today while ensuring a healthy environment for tomorrow

Policy MI-17: Mitigate Vehicle Miles Traveled (VMT) and greenhouse gases with smart land use planning.

Policy MI-18: Support the use of electric automobiles, trucks, bicycles, and other modes.

Policy MI-19: Support and fund innovative, sustainable, and safe solutions to the transportation network.

Policy MI-20: Leverage mobility technologies and innovations to enhance the livability of residents and visitors.

Policy MI-21: Plan, develop, and implement transportation networks to promote regional access and mobility.

Summary and Conclusions. Based on the availability of non-vehicular transportation options for the community outlined in General Plan Mobility and Infrastructure Goals 1-5 and their attendant policies (shown above), the proposed Project will not conflict with any applicable program, plan, or ordinance on the circulation system, including transit, roadway, bicycle, and pedestrian facilities.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Conflicts with VMT Thresholds

Impact TRAN-2 – Would the Project conflict or be inconsistent with CEQA guidelines section 15064.3, subdivision (b)?

Analysis of Impacts

Based on the requirements of Senate Bill 743 measurements of VMT are now the metric used for analysis of transportation impacts under CEQA. However, for planning and engineering purposes, the GPU Traffic Study also focuses on LOS to identify congestion changes at local intersections and on local roadways as a result of traffic generated by future development in the Planning Area under a number of time-based scenarios (e.g., existing conditions, existing conditions plus GPU, GP Buildout, etc.). However, as noted above, the CEQA VMT thresholds of significance for transportation and traffic impacts is to encourage non-vehicular or active transportation (e.g., pedestrians, bicyclists, etc.) and transit, and to limit the increase in VMT by City residents and workers.

VMT growth associated with land use and transportation projects is part of adopted regional transportation plans (RTPs), regional transportation plans/sustainable communities strategies (RTP/SCSs), and general plans. These plans typically consider the acceptability of VMT growth at a cumulative or programmatic level. Additional VMT reduction may be achieved at the project level especially through transportation demand management (TDM) and other site-specific strategies, which are not fully accounted for in regional level travel forecasting models.

Although VMT is focused on auto travel, the goal of a zero-or-less per capita VMT growth rate leads to an emphasis on the effects of development patterns (e.g., land use mix and density) together with pedestrian, bicycle, and transit infrastructure, given that all of these factors have an impact on the number and length of vehicle trips. Efforts to reduce VMT may include TDM strategies and improvements to pedestrian, bicycle, and transit infrastructure.

VMT Baseline Data and Methodology. A detailed analysis for the GPU was prepared by Fehr & Peers in November 2025 (F&P 2025c). The methodology for determining VMT transportation impacts in the *City of Lake Elsinore Vehicle Miles Traveled CEQA Threshold* (City 2020). The most current version of the Riverside County travel demand forecasting model (RIVCOM) was utilized to estimate VMT for the analysis scenarios. RIVCOM is WRCOG's subarea model that is locally calibrated and validated to Riverside County and is consistent with the 2020 Southern California Association of Governments Regional Transportation Plan/Sustainable Communities Strategy (2020 SCAG RTP/SCS) with a 2018 base year and a 2045 future year. The future year land use datasets and roadway network in Lake Elsinore were updated to be consistent with a 2045 future year that reflects the build out of the 2045 No Project Condition (Approved General Plan, consistent with the SCAG RTP/SCS) and the 2045 Plus Project Condition. The land use assumptions for each scenario by City boundary and Sphere of Influence (SOI) are summarized in Table 4.17-2.

As shown in Table 4.17-2, the Proposed Plan results in an increase in employment and households as compared to the Adopted Plan. Specifically, the Proposed Plan results in increases in retail and warehousing and logistics use as compared to the Approved Plan. There is also a projected decrease in households within City limits and increase in households in the SOI.

Table 4.17-2
Land Use Inputs and Assumptions for VMT Modeling

Land Use	Baseline 2018	Existing 2025	Adopted General Plan 2045	Proposed General Plan 2045
Planning Area (City and SOI)				
Population	79,669	94,177	136,866	151,892
Households	23,377	27,957	45,954	46,610
Population per Household	3.41	3.37	2.98	3.26
Total Employment	16,066	20,456	26,799	40,795
Retail Employment	5,012	6,640	7,359	14,830
Non-Retail Employment	11,054	13,793	19,440	25,965
Service Population	95,735	114,770	163,665	192,687

Source: Table 1, F&P 2025c
Note: Existing 2025 land use inputs estimated by interpolating between Base Year 2018 and Adopted General Plan Year 2045 data to be consistent with the regional transportation model.

VMT Impact Criteria. *City of Lake Elsinore Vehicle Miles Traveled CEQA Thresholds* (June 2020) outlines the methodology for VMT assessment for land use projects and defines adopted thresholds of significance for impact assessment, which are defined below. This transportation impact assessment compares VMT generated by the 2045 Plus Project Condition (Proposed General Plan) to VMT generated by the 2045 No Project Condition (Approved General Plan), reviewing total VMT and per capita VMT to provide a comprehensive assessment.

CEQA VMT Impact Thresholds. The Lake Elsinore thresholds of significance for use as part of the environmental review process under CEQA, as defined in the City's VMT Impact Thresholds, are defined for General Plans and Specific Plans. The thresholds of significance are:

1. Any increase in the Citywide average VMT per Service Population of the Proposed General Plan compared to the Adopted General Plan Buildout Conditions would be considered a significant impact.

2. Any increase in the total Citywide daily VMT of the Proposed General Plan calculated using the Boundary Method compared to the Adopted General Plan Buildout Conditions would be considered a significant impact.

The VMT per Resident/Employee and Boundary VMT per service population are also presented in this assessment as reference. These methodologies and metrics are detailed below.

City VMT Analysis Methodology. For all methodologies outlined, VMT can be presented as total VMT or as VMT per Service Population, Resident, or Employee. Total VMT represents all VMT generated in the City on a typical weekday. VMT per Service Population, Resident, or Employee is an efficiency metric which represents VMT generated on a typical weekday per person who lives and/or works in the City. VMT per person can be measured as VMT per Resident for residential only projects (home-based (HB) VMT), VMT per Employee for employment only projects (home-based-work (HBW) VMT), and VMT per Service Population for projects and land use plans which include both residential and employment uses as well as all other VMT such as shopping, school, and truck VMT. Total VMT gives an estimate of the total travel, while VMT per person measures the efficiency of travel.

Total VMT and per person estimates were calculated using the three methodologies outlined below. Please note that there are multiple methods to estimate VMT, and there are limitations in the available VMT assessment tool, RIVCOM, which is a typical four-step travel demand

forecasting model. The model steps, which convert person trips to vehicle trips, limit the ability to separate trips by trip purpose (e.g. residential-based trips or work-based trips) while also accounting for all modal trips, as noted further below.

Production/Attraction (PA) VMT. The PA method for calculating VMT sums all weekday VMT generated by trips with at least one trip end in the study area by trip purpose. The PA method tracks trips with at least one trip end in the analysis area to/from their ultimate destination unless that destination is outside of the model boundary area. Productions are land use types that generate trips (residences) and attractions are land use types that attract trips (employment). Productions and attractions are converted from person trips to vehicle trips for the purposes of calculating VMT. The PA method allows project VMT to be evaluated based on trip purpose which is consistent with the California Governor's Office of Land Use and Innovation (LCI) recommendations in the Technical Advisory. PA matrices do not include external trips that have one trip end outside of the model boundary (IX-XI trips) or truck trips and therefore do not include those trips in the VMT estimates. This is not consistent with the LCI recommendations that suggest full accounting of VMT should be completed.

Origin/Destination (OD) VMT. The OD method for calculating VMT sums all weekday VMT generated by trips with at least one trip end in the study area and tracks those trips to their estimated origins/destinations. The OD method is completed after the final loops of assignment in the travel demand model (after person trips have been converted to total vehicle trips). Origins are all vehicle trips that start in a specific traffic analysis zone, and destinations are all vehicle trips that end in a specific traffic analysis zone.

The OD method accounts for external and truck trips and therefore provides a more complete estimate of all VMT within the study area. This methodology also estimates VMT consistent with VMT estimates in Air Quality, Noise, and Energy sections of an EIR.

Unfortunately, OD trip matrices do not separate trips by trip purpose, and therefore VMT cannot be calculated by HBW attraction VMT per employee or HB production VMT per resident, but only by total VMT. It should also be noted that, although VMT includes trips to/from the City that originate or are destined to locations outside of the model area, those trip lengths are artificially truncated at the model boundary.

Boundary Method VMT. The boundary method is the sum of all weekday VMT on a roadway network within a designated boundary. Boundary method VMT estimates VMT by multiplying the number of trips on each roadway segment by the length of that segment. This approach includes all trips, including those trips that do not begin or end in the designated boundary and is another way to summarize VMT. This is the only VMT method that captures the effect of cut-through and/or displaced traffic. The boundary utilized in the assessment below is the Lake Elsinore City Limits Boundary.

Half Accounting Method. Project VMT was estimated using the Half Accounting (for Greenhouse Gas (GHG) Emissions impact analysis) and Full Accounting (for transportation impact analysis) OD Methods. There are three types of trips that were considered for this analysis (trips that pass through the City are not included in the Project OD VMT forecasts):

- Internal to Internal: Trips that start within the boundary and end within the boundary
- Internal to External: Trips that start within the boundary and end outside the boundary
- External to Internal: Trips that start outside the boundary and end inside the boundary

The Half Accounting Method is referred to as the Regional Targets Advisory Committee (RTAC) method. The Half Accounting Method is used to evaluate GHG Emissions for General Plan documents (especially when looking at GHG as it relates to Climate Action Plans).

Using this methodology, 100 percent of the trip length with two trip ends within a jurisdiction is attributed to that agency, and 50 percent of the trip length with only one trip end within a jurisdiction is allocated to the jurisdiction (the other 50 percent is allocated to the jurisdiction where the other trip end is located). This accounting method also provides VMT by passenger vehicles, light heavy duty trucks, medium heavy-duty trucks and heavy heavy-duty trucks.

VMT Forecasts and Impact Assessment. Table 4.17-3 summarizes Citywide VMT forecasts for the transportation impact assessment. As shown, the change in the land use plan results in decreases in HB VMT/resident and HBW/employee, indicating a more efficient plan. The Proposed Plan is also more efficient in every metric as compared to existing conditions. However, due to the increase in retail and warehouse uses (which also reflects increase in trucks), the VMT forecasts at the Citywide OD VMT, OD VMT/SP and Boundary level increases which would therefore result in a **significant transportation impact** related to VMT.

Table 4.17-4 summarizes the RTAC VMT forecasts for Existing (2025) Conditions, Approved Plan (2045) Conditions, and Proposed Plan (2045) Conditions. The data is separated by autos, light heavy-duty trucks, medium heavy-duty trucks and heavy heavy-duty trucks.

Table 4.17-3
VMT Summary for Lake Elsinore Planning Area

Land Use[4]	Existing 2025	Adopted General Plan 2045	Proposed General Plan[5] 2045
Planning Area (City and SOI)			
Population	94,173	136,866	151,892
Employment	20,258	26,799	40,795
Service Population	114,760	163,665	192,687
Total OD VMT	4,024,913	5,626,952	6,340,295
OD VMT/SP[3]	35.07	34.38	32.90
HB VMT[1]	3,157,353	4,528,133	4,624,306
HB VMT/Resident	33.53	33.08	30.44
HBW VMT[2]	494.662	664,959	736,634
HBW VMT/Employee	24.42	24.81	18.06
Boundary VMT	6,230,423	7,985,041	**8,712,929**
Boundary VMT/SP	54.29	48.67	45.22

Source: Table 2 (expanded), F&P 2025c
Note: Existing 2025 land use inputs estimated by interpolating between Base Year 2018 and Adopted General Plan Year 2045 data

[1] HBP VMT = Home-based production VMT; VMT generated by trips originating or ending at homes in Lake Elsinore.

[2]. HBWA VMT = Home-based-work attraction VMT; VMT generated by trips starting or ending at employment centers in Lake Elsinore.

[3] OD VMT = Origin-Destination VMT, sum of all trips originating or ending

[4] SP = Service Population; the sum of population and employment.

[5] **Bold** values indicate a significant transportation impact.

Table 4.17-4
Planning Area Daily VMT

Trip Types	Auto	Light Trucks	Medium Trucks	Heavy Trucks	Total VMT
Existing (2025)					
Internal to Internal	283,566	1,924	1,309	955	287,755
Internal to External	1,792,040	13,523	17,686	42,763	1,866,012
External to Internal	1,708,871	13,490	17,683	42,676	1,782,721
RTAC VMT[1]					**2,112,121**
Approved General Plan (2045)					
Internal to Internal	375,654	2,435	1,510	1,155	380,753
Internal to External	2,415,068	16,292	20,512	50,235	2,502,107
External to Internal	2,276,908	16,194	20,439	49,797	2,363,339
RTAC VMT[1]					**2,813,476**
Proposed General Plan (2045)					
Internal to Internal	486,843	3,807	2,745	2,138	495,532
Internal to External	2,606.086	20,008	27,531	67,828	2,721,453
External to Internal	2,545,721	19,926	27,478	67,392	2,660.519
RTAC VMT[1]					**3,186,518**

Source: Table 3, F&P 2025c from RIVCOM Model

[1] RTAC VMT = 100% internal-internal + 50% internal-external + 50% external-internal

General Plan Analysis

Goals 1-5 and their policies, as described in Impact TRAN-1 above, can help mitigate VMT by implementing measures designed to invest in smart land use like Transit Oriented Development (TOD) and utilize Transportation Demand Management (TDM) strategies when planning for housing. Additionally, these policies aim to improve bicycling and transit networks to encourage daily use of transit, carpooling, and other non-motorized vehicles like bicycles and scooters.

Goal 2 contains Policy MI-8 which requires new developments to "reduce VMT with transportation demand management (TDM) strategies". These include but are not limited to incentives for carpooling, transit use, active transportation, parking credits, etc., and target major land use developments, especially those with 100 or more employees. It could also include establishing a City-wide VMT Reduction Program if the City so desired.

In addition, Goal 5 is designed to meet the transportation needs of the City now and in the future. This goal is supported by five policies including Policy MI-17 to "mitigate VMT and greenhouse gas emissions with smart land use planning".

The following implementation programs (PRO) will help the City implement these goals and policies:

PRO-MI-2: Through the development review process, require…New developments to reduce VMT, including incentives for carpooling, transit use, active transportation, parking credits, etc, and target major land use developments, especially those with 100 or more employees…

PRO-MI-3: Promote modes other than single occupants by requiring TDM plans for projects with greater than 50 employees.

PRO-MI-12: Establish a VMT program to minimize VMT.

Summary and Conclusions. The proposed GPU has many advantages related to VMT as compared to the existing plan adopted in 2011, including in most cases a more efficient land use mix that results in less miles traveled per person (HB VMT/Resident and HBW VMT/Employee) compared to the currently adopt general plan. However, the total miles traveled within the City is anticipated to be higher in the proposed Plan than the adopted Plan, which results in a significant transportation impact related to VMT. This is primarily due to the increase in population, commercial customers, and trucks accommodated by the proposed GPU. Even with the additional goals, policies and actions related to VMT reduction identified as part of the proposed GPU, which are not reflected in the traffic modeling, the Project is not anticipated to reduce the impact of increased total VMT to a less-than-significant level, resulting in a **significant and unavoidable** transportation impact related to VMT.

Even with the actions and programs identified in Mobility and Infrastructure Element Goals 1-4 and their policies, specific quantification of VMT reductions cannot be guaranteed or modeled at this time since there are no actual measurable results of such actions. Any actual VMT reduction actions would have to be applied to specific development projects as the result of quantifiable analyses. Therefore, as a worst case estimate at this time, there are no feasible, demonstrable, verifiable mitigation measures at a programmatic level that can reduce potential future VMT impacts to less than significant levels.

Level of Significance Before Mitigation

Significant and Unavoidable.

Mitigation Measures

No feasible mitigation measures are available at the program level.

Level of Significance After Mitigation

Significant and Unavoidable.

Design Feature Hazards

Impact TRAN-3– Would the Project substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?

Analysis of Impacts

A comprehensive traffic study was prepared to support preparation of the Mobility and Infrastructure Element of the GPU (F&P 2025b). The City's vehicular circulation pattern has developed over many years from initially serving rural, agricultural, and mineral extraction uses to today's suburbanizing growth in residential, commercial, and light industrial uses. The Planning Area is served by a major north-south (I-15) and east-west (SR 74) arterials with various grid patterns of streets accessing these main arterials. The lake has also contributed to the need for a perimeter circulation system around this natural feature. At present the City has several activity areas with typical grid pattern streets connected by various arterials. There are examples of skewed intersections (those that meet at other than the optimum 90 degrees), alleys and frontage roads that are remnants of the area's more rural past, and intersections that require improvements in the future to maintain adequate levels of service. These existing conditions represent a

potentially significant impact if no plans are made to alleviate deficiencies and maintain adequate access to existing and future uses.

General Plan Analysis

The Mobility and Infrastructure Element contains five Goals with attendant policies that deal with all aspects of transportation within the City and SOI. Goal 2 requires that transportation systems remain flexible and adapt to changing conditions in the future. This goal is supported by limiting vehicular congestion by emphasizing non-vehicular options (Policy MI-8) requiring new development to implement Transportation Demand Management (TDM) strategies to reduce vehicular movement and find ways to maintain travel networks while reducing costs in the future (Policy MI-9).

Goal 3 emphasizes making transportation safe (i.e., reduce hazards) and comfortable. This goal is supported by Policy MI-10 which requires the City to develop a citywide ITE Safe Systems for All Approach program aimed at eliminating fatal and serious mobility-related injuries, as outlined in SB 932. This program will include an evaluation and recalibration process to ensure its ongoing effectiveness. Additionally, it will involve the implementation of the Active Transportation Plan (ATP). Policy MI-11 requires the City to develop efficient emergency vehicle access and plan for evacuation egress from natural disasters. Finally, Policy MI-12 requires the City to develop a citywide traffic calming program to incorporate strategies into the design and planning of neighborhoods.

In addition, Goal 4 addresses the provision of a safe and efficient goods movement network. Policy MI-13 requires the City to provide separate routing and parking for trucks that enhance safety and efficiency and minimize noise/air impacts on sensitive areas. Policy MI-14 would require the City to reduce conflicts with trucks through the separation between truck routes and bicycle or pedestrian facilities. These goals and policies will help the City eliminate or prevent hazards related to geometric design features on local roadways.

Summary and Conclusions. The proposed Project is by definition consistent with the goals and policies of the Mobility and Infrastructure Element related to minimizing roadway and intersection hazards due to geometric design or incompatible uses in the Planning Area. The City's development review process will assure that future development under the GPU will be consistent with these policies and thus prevent a significant increase in traffic hazards.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Emergency Access

Impact TRAN-4 – Would the Project result in inadequate emergency access?

Analysis of Impacts

A comprehensive traffic study was prepared to support preparation of the revised Mobility and Infrastructure Element for the GPU (F&P 2025b).

General Plan Analysis

The Mobility and Infrastructure Element contains five Goals with attendant policies that deal with all aspects of transportation within the City and SOI. Goal 3 emphasizes making transportation safe and comfortable. This goal is supported by adopting the ITE Safe Systems for All Approaches program for intersection safety and an Active Transportation Plan (Policy MI-10), maintaining good emergency access and evacuation routes (Policy MI-11), and using traffic calming citywide to reduce speeds and potential conflicts between vehicles and people (Policy MI-12). These goals and policies will help the City maintain adequate access for emergency vehicles and personnel for each property and for the City as a whole.

Summary and Conclusions. The proposed Project is by definition consistent with the goals and policies of the Mobility and Infrastructure Element related to maintaining emergency access within the Planning Area. The City's development review process will assure that future development under the GPU will be consistent with these goals and policies and not hinder emergency access for individual sites. With these policies in place, impacts would be less than significant and not require mitigation.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact TRAN-5 – Would the Project cause substantial adverse cumulative impacts with respect to transportation and traffic?

Analysis of Impacts

Two comprehensive traffic studies were prepared to support preparation of the revised Mobility and Infrastructure Element for the GPU (F&P 2025b, F&P 2025c). The second GPU traffic study evaluated cumulative VMT impacts in 2045 and determined the City will achieve greater than a 15 percent reduction for cumulative Home-Based VMT per Capita trips (-17%) and Home-Based Work VMT per Employee trips (-21%) by 2040 with mitigation. However, it will not achieve 15 percent or greater reduction for Total VMT per Service Population trips (-13%) by 2040 even with mitigation. Therefore, the Project will make an incremental but significant contribution to

cumulatively considerable regional VMT impacts even with all feasible mitigation as embodied by Goals 1-5 and their attendant policies in the Mobility and Infrastructure Element. The second GPU traffic study (F&P 2025b) examined a horizon year of 2045 so it examined cumulative conditions in terms of traffic volumes against City Mobility and Infrastructure Element standards.

General Plan Analysis

The Mobility and Infrastructure Element contains five Goals with attendant policies that deal with all aspects of transportation within the City and SOI. Goal 1 encourages a balance of transportation facilities including complete streets (Policy MI-1), robust network for all types of travelers (Policy MI-2), creating mobility hubs (Policy MI-3), providing city-to-trail facilities (Policy MI-4), and envisioning future sport-oriented activities that generate traffic with the Dream Extreme 2040 program (Policy MI-5).

Goal 2 contains Policy MI-6 which requires new developments to reduce VMT, including incentives for carpooling, transit use, active transportation, parking credits, etc., and target major land use developments, especially those with 100 or more employees. It also recommends establishing a City-wide VMT Reduction Program.

Goal 3 emphasizes making transportation safe and comfortable. This goal is supported by adopting the ITE Safe Systems for All Approaches program for intersection safety and an Active Transportation Plan (Policy MI-10), maintaining good emergency access and evacuation routes (Policy MI-11), and using traffic calming citywide to reduce speeds and potential conflicts between vehicles and people (Policy MI-12).

Goal 4 strives to keep the transportation system efficient for goods movement and parking. This goal is supported by maintaining designated truck routes (Policy MI-13), monitoring and maximizing delivery zones and shared parking (Policy MI-14), and maintain adequate parking for all uses (Policy MI-15).

Goal 5 is designed to meet the transportation needs of the City now and in the future. This goal is supported by five policies including Policy MI-17 to “mitigate VMT and greenhouse gas emissions with smart land use planning”.

Even with the actions and programs identified in Mobility and Infrastructure Element Goals 1-5 and their policies, specific quantification of VMT reductions cannot be guaranteed or modeled at this time since there are no actual measurable results of such actions. Any actual VMT reduction actions would have to be applied to specific development projects as the result of quantifiable analyses. Therefore, as a worst case estimate at this time, there are no feasible, demonstrable, verifiable mitigation measures at a programmatic level that can reduce potential future VMT impacts on a cumulative basis (i.e., to 2045) to less than significant levels.

Summary and Conclusions. The goals and policies of the Mobility and Infrastructure Element are intended to minimize cumulative traffic and transportation-related impacts over the planning horizon of the GPU (2040). However, the total miles traveled within the City is anticipated to be higher in the proposed Plan than the adopted Plan, which results in a significant transportation impact related to VMT. This is primarily due to the increase in population, commercial customers, and trucks accommodated by the proposed GPU. Similar to Impact TRANS-2, even with the focused goals, policies and actions related to VMT reduction identified as part of the proposed GPU, the Project is not anticipated to reduce the impact of increased total VMT to a less-than-significant level, resulting in a **significant and unavoidable** cumulative transportation impact related to VMT.

Level of Significance Before Mitigation

Potentially significant.

Mitigation Measures

Proposed goals and policies represent all feasible programmatic mitigation.

Level of Significance After Mitigation

Significant and unavoidable.

4.17.5 REFERENCES

City 2019. Active Transportation Plan ("Active LE"). City of Lake Elsinore. October 2019.

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019). City of Lake Elsinore. December 2011.

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F&P 2025b. Traffic Impact Assessment, Lake Elsinore General Plan Update. Fehr & Peers. December. 2025.

F&P 2025c. Lake Elsinore General Plan Update – Vehicle Miles Traveled (VMT) Assessment. Fehr & Peers. November 17, 2025.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

SCAG 2024. Connect SoCal. Regional Transportation Plan/Sustainable Communities Strategy. Southern California Association of Governments. 2024.

4.18 TRIBAL CULTURAL RESOURCES

This section addresses potential impacts to tribal cultural resources associated with implementation of the proposed Project. Issues of interest are: impacts to Native American sites, features, places, cultural landscapes, sacred places, and objects with cultural value to California Native American tribes that are identified pursuant to applicable law, including consultation with California Native American tribes. This Section further evaluates whether implementation of the Project may cause a substantial adverse change in the significance of a tribal cultural resource or resources in accordance with Public Resources Code (PRC) Section 21084.2.

As defined in PRC Section 21074, tribal cultural resources are objects with cultural value to a California Native American tribe that are listed or eligible for listing in the California Register of Historical Resources, in a local register of historical resources, or resources determined by the Lead Agency to be significant pursuant to the State Register criteria set forth in subdivision (c) of PRC Section 5024.1. As further defined in PRC Section 21080.66(b)(5)(C), tribal cultural resources include, but are not limited to, a site, feature, place, cultural landscape, sacred place, including a Native American sanctified cemetery, Indian cemetery, or Indian burial area, or an object with cultural value to a California Native American tribe that is listed or eligible for listing in the California Register of Historical Resources, in a local register of historical resources, identified by the Native American Heritage Commission as a sacred place pursuant to PRC Section 5097.94 or 5097.96, or included in a local tribal register.

Tribal cultural resources are not necessarily limited to archaeological sites or isolated artifacts, and may include places, landscapes, viewsheds, natural features, and locations possessing traditional importance to traditionally culturally affiliated tribes. Many tribal cultural resources reflect continuing cultural relationships between tribal communities and the land, water, plants, animals, and natural features within the region.

Tribal cultural resources can be found on the ground, buried, within natural landforms, or in previously-disturbed or urbanized areas. The absence of surface evidence or prior documentation does not preclude the existence or significance of tribal cultural resources. Ground-disturbing activities associated with development, infill, redevelopment, infrastructure expansion, utility installation, grading, excavation, vegetation removal, and other activities have the potential to unearth, damage, destroy, disturb, or adversely affect tribal cultural resources, including Native American human remains, burial areas, and funerary objects.

The Native American Heritage Commission (NAHC) maintains the Sacred Lands File (SLF), a confidential inventory of known tribal cultural resources and sacred sites, including some already recorded and documented within the General Plan area.

As part of the CEQA process, the California Office of Historic Preservation (OHP) California Historical Resources Information System (CHRIS), managed by the South Coastal Information Center (SCIC) for this area, was queried regarding cultural resources within the City and its Sphere of Influence (SOI). The CHRIS records indicate there are approximately 208 previously recorded cultural resources within the City of Lake Elsinore and 66 within the City's SOI (SCIC 2026)(Appendix C). There are approximately 234 previously recorded historical structures within the City and 32 within its SOI. There are 240 reports within the project area ranging from around 1975 to 2021. These reports include environmental impact reports, archaeological surveys and assessments, cultural resources assessments, historic resource studies, and cultural resources

monitoring. Within the City's SOI, there are 144 reports. These include environmental impact reports, archaeological assessments, and surveys, as well as reports discussing the municipal water district and various transmission lines. Some of these reports overlap between the city and its SOI.

The SCIC stated that, due to the number of cultural resources recorded within the project area, there is a high possibility of encountering unrecorded cultural resources within the project area. The presence of unrecorded cultural resources cannot be determined without systematic survey of the project area. Additionally, any structures on the project area built prior to 1975 should be evaluated for architectural and historical significance.

The SCIC cautioned that this data does not constitute a negative declaration of impact. The CHRIS information reports only known archaeological and historical resources, or in the vicinity of, the location in question. The presence of additional resources cannot be ruled out until a systematic survey is conducted.

State and federal law requires that if any cultural resources are found during construction, work is to stop and the lead agency and a qualified archaeologist be consulted to determine the importance of the find and its appropriate management.

Through information provided by the Pechanga Tribe during SB 18 consultation, this number was updated to approximately 216 identified tribal cultural resources and sacred sites within the City as of 2018. In addition, the Pechanga Tribe identified at least five (5) locations with *Payómkawichum* placenames[24] within the City and SOI that are culturally significant traditional cultural places and may contain additional tribal cultural resources.

These records searches are continuously being updated as new sites and finds are discovered and, therefore, does not represent a complete inventory of all tribal cultural resources and sacred sites within the City. Given the longstanding Luiseño Tribes' traditional cultural affiliation with Lake Elsinore, it is highly likely that additional tribal cultural resources and sacred sites exist throughout the General Plan area that have not yet been discovered, documented, or evaluated due to confidentiality concerns, historical land disturbance, limited prior studies, or the sensitive nature of such information.

4.18.1 ENVIRONMENTAL SETTING

Prior to Western settlement, areas within present day Lake Elsinore were occupied by the *Payómkawichum* (or Luiseño) Native American people who lived along the Pacific Coast as well as in the inland hills and valleys. Luiseño traditional Territory comprised approximately 1,500 square miles of Southern California. Living Areas were located in diverse ecological areas, typically along streams, valleys, or coastal strands near mountain ranges. The area around and including the Elsinore hot springs is known to the Luiseño as *iténgvu Wumówmu*. The *Payómkawichum* lived in villages and maintained ceremonial landscapes and cultural practices on the shore area surrounding Lake Elsinore – this place is known traditionally as *Páayaxchi* to the Luiseño. Several additional Luiseño cultural placenames are within the Lake Elsinore Sphere of Influence[25] (SOI), reflecting a diverse and well used region by *Payómkawichum.* The City of Lake Elsinore has, through ethnographic, historical and cultural records, been identified as a part of Luiseño linguistic Territory; however, use may have occurred by the Juaneño/Acjachemen as

[24] The place name information is submitted under separate confidential cover pursuant to Gov. Code §§ 65352.3 and 65562.5.
[25] The place name information is submitted under separate confidential cover pursuant to Gov. Code §§ 65352.3 and 65562.5.

place names and creation accounts are culturally similar to those of Luiseño. There may also have been some historic overlapping use or influence by adjacent groups, including the Gabrielino, Serrano, and Cahuilla; however, the area has a longstanding traditional cultural affiliation to the Luiseño people, and *Páayaxchi* maintains significant cultural associations tied to traditional land use, resource procurement, travel routes, settlement patterns, and ceremonial and cultural practices of the *Payómkawichum*. The Lake Elsinore area has historically supported habitation, resource use, travel, ceremonial activities, and other cultural practices associated with culturally-affiliated Luiseño Tribal communities.

After the closing of the missions and the U.S. admission of California as a state in 1849, Luiseño reservations were established in Southern California. Today there are six federally recognized Luiseño *(Payómkawichum)* Tribes. These are the La Jolla Band of Luiseño Indians, the Pala Band of Mission Indians, the Pauma Band of Luiseño Indians, the Pechanga Band of Indians, the Rincon Band of Luiseño Indians, and the Soboba Band of Luiseño Indians.

Since 1966, federal laws have included processes for inclusion of federally-recognized tribes in federal undertakings to address tribal cultural resources and impacts concerns. The State of California followed suit, and beginning in 2005, several state laws have established or reaffirmed the government-to-government consultation process between local governments and lead agencies in California and culturally affiliated California Native American tribes for the purposes of identification of tribal cultural resources and culturally appropriate mitigation and treatment of such resources. Due to the presence of the *Payómkawichum* (or Luiseño) on the lands, including the present-day City, for thousands of years properties in the City likely contain undiscovered tribal cultural resources that can be addressed through compliance with applicable laws and the Goals, Policies, Programs in the City General Plan Update.

NOP Comments

During the NOP/Scoping review period, a letter from the State Native American Heritage Commission (NAHC) was received regarding cultural resources. These issues are addressed in Section 4.18.4 below.

4.18.2 REGULATORY FRAMEWORK

Federal

National Historic Preservation Act of 1966 (NHPA)

Enacted in 1966, the National Historic Preservation Act (NHPA) (16 U.S.C §§ 470 et seq.) declared a national policy of historic preservation and instituted a multifaceted program, administered by the Secretary of the Interior, to encourage the achievement of preservation goals at the federal, state, regional, and local levels. The NHPA authorized the expansion and maintenance of the National Register of Historic Places (NRHP), established the position of State Historic Preservation Officer (SHPO), provided for the designation of State Review Boards, set up a mechanism to certify local governments to carry out the purposes of the NHPA, assist federally-recognized Native American tribes in preserving their cultural heritage, and created the Advisory Council on Historic Preservation (ACHP).

NHPA establishes the nation’s policy for historic preservation and sets in place a program for the preservation of historic properties by requiring federal agencies to consider effects to significant cultural resources (i.e. historic properties) prior to undertakings**.**

Section 106 of the Federal Guidelines

Section 106 of the NHPA states that federal agencies with direct or indirect jurisdiction over federally funded, assisted, or licensed undertakings must take into account the effect of the undertaking on any historic property that is included in, or eligible for inclusion in, the NRHP and that federally-recognized Native American tribes, the ACHP and SHPO must be afforded an opportunity to comment, through a process outlined in the ACHP regulations at 36 Code of Federal Regulations (CFR) Part 800, on such undertakings.

National Register of Historic Places (NRHP)

The National Register of Historic Places (NRHP) was established by the NHPA of 1966 as "an authoritative guide to be used by federal, state, and local governments, private groups, and citizens to identify the Nation's cultural resources and to indicate what properties should be considered for protection from destruction or impairment." The NRHP recognizes properties that are significant at the national, state, and local levels. To be eligible for listing in the NRHP, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Districts, sites, buildings, structures, and objects of potential significance must also possess integrity of location, design, setting, materials, workmanship, feeling, or association. A property is eligible for the NRHP if it is significant under one or more of the following criteria:

Criterion A: It is associated with events that have made a significant contribution to the broad patterns of our history.

Criterion B: It is associated with the lives of persons who are significant in our past.

Criterion C: It embodies the distinctive characteristics of a type, period, or method of construction; represents the work of a master; possesses high artistic values; or represents a significant and distinguishable entity whose components may lack individual distinction.

Criterion D: It has yielded, or may be likely to yield, information important in prehistory or history.

Cemeteries, birthplaces, or graves of historic figures; properties owned by religious institutions or used for religious purposes; structures that have been moved from their original locations; reconstructed historic buildings; and properties that are primarily commemorative in nature are not considered eligible for the NRHP unless they satisfy certain conditions. In general, a resource must be at least 50 years of age to be considered for the NRHP, unless it satisfies a standard of exceptional importance.

State

California Environmental Quality Act (CEQA)

Under the California Environmental Quality Act (CEQA) the terms "historical resources", "unique archaeological resources" and "tribal cultural resources" are defined as follows:

"Historical Resources" is a term with a defined statutory meaning in CEQA (PRC Section 21084.1). CEQA provides criteria to evaluate whether a building, structure, object, or site is significant. Under CEQA Guidelines Section 15064.5(a), historic resources include the following those meeting the criteria listed below.

(5) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (PRC § 5024.1, Title 14 CCR, §§ 4850 et seq.)

(6) A resource included in a local register of historical resources, as defined in Section 5020.1(K) of the Public Resources Code or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.

(7) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, providing the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historic Resources (PRC § 5024.1, Title 14 CCR, § 4852) including the following:

(A) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;

(B) Is associated with the lives of persons important in our past;

(C) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or

(D) Has yielded, or may be likely to yield, information important in prehistory or history.

(8) The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, is not included in a local register of historical resources (pursuant to PRC § 5020.1(k)), or identified in a historical resources survey (meeting the criteria in PRC § 5024.1(g)) does not preclude a lead agency from determining that the resource may be a historical resource as defined in Public Resources Code Section 5020.1(j) or 5024.1. In accordance with CEQA, properties designated or eligible at all levels are deserving of protection by a lead agency when any undertaking proposes to demolish or alter any such property.

Typically to be considered a historic resource under CEQA, the structure in question must at least be considered eligible for local listing. However, in some cases a structure may be considered ineligible such as after detailed historic or architectural assessment, and thus would no longer be considered a historic resource under CEQA.

CEQA also required lead agencies to consider whether projects will affect unique archaeological resources. PRC Section 21083.2(g) defines a "unique archaeological resource" as an "archaeological artifact, object, or site about which It can clearly be demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

(4) Contains information needed to answer important scientific research questions and there is a demonstrable public interest in that information.

(5) Has a special and particular quality such as being the oldest of its type or the best available example of its type.

(6) Is directly associated with a scientifically recognized important prehistoric or historic event or person."

In 2014, the enactment of Assembly Bill (AB) 52 established a separate resource category and evaluation framework under CEQA for tribal cultural resources. Although a tribal cultural resource may qualify as a historic or archaeological resource, unlike conventional historic or archaeological resources, the significance of tribal cultural resources may be based on from tribal traditional knowledge, oral history, ceremonial use, cultural practice, spiritual association, cultural continuity, or other tribal cultural values. Pursuant to PRC Section 21074:

(a) "Tribal cultural resources" are either of the following:

(1) Sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are either of the following:

(A) Included or determined to be eligible for inclusion in the California Register of Historical Resources.

(B) Included in a local register of historical resources as defined in subdivision (k) of Section 5020.1.

(2) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Section 5024.1. In applying the criteria set forth in subdivision (c) of Section 5024.1 for the purposes of this paragraph, the lead agency shall consider the significance of the resource to a California Native American tribe.

(b) A cultural landscape that meets the criteria of subdivision (a) is a tribal cultural resource to the extent that the landscape is geographically defined in terms of the size and scope of the landscape.

(c) A historical resource described in Section 21084.1, a unique archaeological resource defined in Section 21083.2(g), or a nonunique archaeological resource defined in Section 21083.2(h) may also be a tribal cultural resource if it conforms with the criteria of subdivision (a).

<u>California Register of Historical Resources</u>

Created in 1992 and implemented in 1998, the California Register of Historical Resources (CRHR) is "an authoritative guide in California to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate properties that are to be protected, to the extent prudent and feasible, from substantial adverse change (Public Resources Code)." Certain properties, including those listed in or formally determined eligible for listing in the NRHP and California Historical Landmarks (CHLs) numbered 770 and higher, are automatically included in the CRHR. Other properties recognized under the California Points of Historical Interest program, identified as significant in historic resources surveys, or designated

by local landmarks programs may be nominated for inclusion in the CRHR. A resource, either an individual property or a contributor to a historic district, may be listed in the CRHR if the State Historical Resources Commission determines that it meets one or more of the four criteria which are modeled on NRHP criteria (Public Resources Code) (*See, CEQA discussion above*).

Resources nominated to the CRHR must retain enough of their historic character or appearance to be recognizable as historic resources and to convey the reasons for their significance. It is possible that a resource whose integrity does not satisfy NRHP criteria may still be eligible for listing in the CRHR. A resource that has lost its historic character or appearance may still have sufficient integrity for the CRHR if, under Criterion 4, it maintains the potential to yield significant scientific or historical information or specific data. Resources that have achieved significance within the past 50 years also may be eligible for inclusion in the CRHR, provided that enough time has lapsed to obtain a scholarly perspective on the events or individuals associated with the resource.

Health and Safety Code Sections 7050.5-7054

Native American human remains, including burial areas and funerary objects, may also constitute tribal cultural resources. Health and Safety Code (H&S Code) Sections 7050.5 through 7054 and other applicable State laws establish procedures requiring notification, consultation and conferral regarding the appropriate treatment if such resources are inadvertently discovered during ground-disturbing activities. These procedures recognize the importance of engaging with traditionally culturally affiliated Native American tribes to identify culturally appropriate treatment solutions and avoid or minimize impacts to Ancestral remains.

Pursuant to H&S Code Section 7050.5, if human remains are discovered, there shall be no further excavation or disturbance of the location of the find or any nearby area reasonable suspected to overlie adjacent remains until the coroner of the County has made its initial determinations. If the coroner determines the remains are or may be Native American, the coroner shall notify the Native American Heritage Commission (NAHC), which shall designate the Most Likely Descendant (MLD) pursuant to PRC Section 5097.98. Following designation of the MLD, the lead agency, landowner, and MLD shall confer to discuss treatment, which may include avoidance, preservation in place, and other culturally appropriate treatment and/or mitigation.

These statues also establish procedures and penalties related to the unauthorized disturbance, removal or disposal of human remains. Pursuant to H&S Code Section 7052, the willful disturbance, disinterment, mutilation, or removal of human remains from a dedicated cemetery is a felony and may constitute a misdemeanor when such remains are located outside a dedicated cemetery. H&S Code Section 7054 further provides penalties for the unauthorized disposal of human remains outside a cemetery.

Native American Heritage Commission, Public Resources Code Sections 5097.9–5097.991

PRC Section 5097.91 established the Native American Heritage Commission (NAHC), whose duties include the inventory of places of religious or social significance to Native Americans, also known as the Sacred Lands File (SLF), and the identification and recordation of known graves and cemeteries of Native Americans on private lands. Under PRC Section 5097.9, a state policy of noninterference with the free expression or exercise of Native American religion was articulated along with a prohibition of severe or irreparable damage to Native American sanctified cemeteries, places of worship, religious or ceremonial sites or sacred shrines located on public property. Section 5097.5 defines as a misdemeanor the unauthorized disturbance or removal of

archaeological, historic, or paleontological resources located on public lands. Section 5097.98 of the PRC specifies a protocol to be followed when the NAHC receives notification of a discovery of Native American human remains from a county coroner on public or private lands.

Senate Bill (SB) 18

Senate Bill (SB) 18 requires local governments to consult with California Native American Tribes prior to making certain planning decisions and to provide notice to tribes at certain key points in the planning process. It is designed to allow for the consideration and protection of traditional tribal cultural places, sacred sites and tribal cultural resources in the context of certain local land use policy planning decisions. California Government Code Section 65352.3 incorporates the protection of California Native American traditional tribal cultural places, sacred sites, and other tribal cultural resources into land use planning for cities, counties, and agencies by establishing a government-to-government consultation process requiring local governments to contact, notify, refer plans to, and consult with California Native American tribes as part of the adoption or amendment of any general or specific plan and open space designations proposed on or after March 1, 2005. SB18 requires public notice to be sent to tribes listed on the Native American Heritage Commission's SB18 Tribal Consultation list as having traditional and cultural affiliations with the geographical areas affected by the proposed planning action. Tribes must respond to a local government notice within 90 days (unless a shorter time frame has been agreed upon by the tribe), indicating whether they want to consult with the local government. Consultations are intended for the purpose of facilitating meaningful tribal participation in local land use planning and to identify measures to avoid, preserve, protect, or mitigate impacts to places, features, and objects described in Sections 5097.9 and 5097.993 of the PRC that may be affected by the proposed adoption or amendment to a general or specific plan and open space designations.

Assembly Bill (AB) 52

Assembly Bill (AB) 52 amended the California Environmental Quality Act (CEQA) to require public agencies at the State and local levels to consult with California Native American Tribes during the CEQA environmental review process concerning projects that may cause a substantial adverse change in the significance of a tribal cultural resource. AB 52 formally recognized tribal cultural resources as a distinct category of environmental resource and directed lead agencies to identify significant environmental impacts to such resources, and avoid or mitigate those impacts, when feasible, through early, meaningful and good-faith consultation with culturally affiliated tribes. AB 52 specifies that a project with an effect that may cause a substantial adverse change in the significance of a tribal cultural resource is a project that may have a significant effect on the environment. AB 52 requires a lead agency to begin consultation with a California Native American tribe that is traditionally and culturally affiliated with the geographic area of the proposed project, if the tribe requested to the lead agency, in writing, to be informed by the lead agency of proposed projects in that geographic area and the tribe requests consultation, prior to determining whether a negative declaration, mitigated negative declaration, or environmental impact report is required for a project. AB 52 specifies examples of mitigation measures that may be considered to avoid or minimize impacts on tribal cultural resources. The bill makes the above provisions applicable to projects that have a notice of preparation or a notice of negative declaration filed or mitigated negative declaration on or after July 1, 2015. AB 52 amends Sections 5097.94 and adds Sections 21073, 21074, 2108.3.1., 21080.3.2, 21082.3, 21083.09, 21084.2, and 21084.3 to the PRC relating to Native Americans.

Assembly Bill (AB) 168

California Assembly Bill (AB) 168 amended planning and zoning laws to strengthen consideration of tribal cultural resources during streamlined housing and land use approvals. It further clarified that tribal consultation requirements apply to certain streamlined development projects and reinforced the importance of avoiding or minimizing impacts to tribal cultural resources through early consultation with traditionally culturally affiliated tribes. AB 168 also recognized that many tribal cultural resources may not be formally listed on historic registers and emphasized the importance of preservation and culturally appropriate treatment measures developed in consultation with traditionally culturally affiliated tribes.

Assembly Bill (AB) 130

California Assembly Bill (AB) 130 amended State law to streamline certain housing and infill development approvals while maintaining protections for tribal cultural resources. It requires consultation with traditionally culturally affiliated tribes for qualifying projects and emphasizes avoidance of impacts to tribal cultural resources whenever feasible. AB 130 also strengthened requirements related to tribal consultation, culturally appropriate treatment measures, confidentiality of sensitive tribal information, tribal records searches, and protection of sacred sites, burial locations and cultural landscapes.

Other CEQA Streamlining and Exemptions

Other California Environmental Quality Act (CEQA) streamlining and exemption measures in the State, including but not limited to, Senate Bills (SB) 4, 6, 9, 10, 330, and 684, and Assembly Bills (AB) 1287, 2011, 2162, and 2243, and related housing, infrastructure, renewable energy, telecommunications, and infill development legislation adopted in the State during the past 10 years, also require at least one or more of the following: tribal consultation, consideration of tribal cultural resources, confidentiality protections for sensitive tribal information, avoidance of impacts to tribal cultural resources, and mitigation of impacts to tribal cultural resources. Many of these statutes expressly require consultation with tribes prior to project approval, require good faith consideration of tribal recommendations, and/or prohibit using streamlined procedures where significant impacts to tribal cultural resources cannot be avoided or appropriately mitigated.

Local

Lake Elsinore General Plan

The Historic, Cultural and Tribal Cultural Resources Element of the GPU has a number of goals and attendant policies and programs that address historical, archaeological and tribal cultural resources in the Planning Area. All GPU goals, policies and programs are provided in Draft EIR Appendix A. The goals, policies and implementing programs of the GPU related to the protection of tribal cultural resources are further discussed in Section 4.18.4 below.

4.18.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant effect on the environment if it either:

A. Causes a substantial adverse change in the significance of a tribal cultural resource, defined in PRC Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is:

   i) Listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in PRC Section 5020.1(k), or

   ii) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of PRC Section 5024.1. In applying the criteria set forth in subdivision (c) of PRC Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

B. Causes substantial adverse cumulative impacts with respect to tribal cultural resources.

4.18.4 IMPACTS AND MITIGATION MEASURES

This section analyzes potential impacts and cumulative impacts related to tribal cultural resources and the significance of tribal cultural resources that could result from the implementation of the proposed Project.

Impacts to Tribal Cultural Resources

Impact TCR-1 – Would the Project cause a substantial adverse change in the significance of a tribal cultural resource (defined in PRC Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is: listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in PRC Section 5020.1(k))?

Analysis of Impacts

The Planning Area has a long-established history of consisting of thousands of years of Luiseño (*Payómkawichum*) pre-contact habitation and living. As such, the lands within the City and the Sphere of Influence (SOI) contain many pre-contact and historic resources culturally affiliated with the Luiseño (*Payómkawichum*). European settlement began in the Lake Elsinore area in the 1800s, but the lands known today as the City of Lake Elsinore are known to contain tribal cultural resources that pre-date Spanish and Mexican land grants. Therefore, future development in the Planning Area has a high probability of uncovering tribal cultural resources.

As described in Section 4.5.1, CHRIS and SLF records searches previously identified approximately 157 recorded tribal cultural resources and sacred sites within the City as of 2011. Through information provided by the Pechanga Tribe during SB 18 consultation, this number was updated to 216 as of 2018. In addition, the Pechanga Tribe identified at least five (5) locations

with *Payómkawichum* placenames[26] within the City and SOI that are culturally significant traditional cultural places and may contain additional tribal cultural resources.

If adequate protections, including culturally appropriate treatment and mitigation are not in place, future development in the Planning Area may result in significant adverse impacts to tribal cultural resources.

General Plan Analysis

The Historic, Cultural and Tribal Cultural Resources (HCR) Element of the GPU contains Goal HCTCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's Archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." Achieving these goals requires implementation of the following policies contained in the HCTCR Element of the GPU.

Policy HCTCR-5. Safeguard Native American heritage in the City of lake Elsinore by minimizing, to the fullest extent feasible, significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Encourage applicants to design projects in a way that protects Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources in passive open space areas on the project site, when feasible.

Policy HCTCR-7. Conduct early, ongoing and meaningful government-to-government consultation with Tribes for all planning and development activities, subdivisions, and decisions affecting the identification, evaluation, treatment, management, mitigation, and protection of Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources.

Policy HCTCR-9. Develop and implement compliance measures to ensure adherence to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources protection requirements established by the City and applicable State and Federal laws.

Policy HCTCR-10. Implement avoidance and minimization measures to prevent significant adverse effects to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources and, to the fullest extent feasible, maximize their preservation and protection.

Policy HCTCR-12. In consultation with Culturally Affiliated Tribes, adopt a Tribal Cultural Resource (TCR) Land Use Overlay ("TCR Overlay"), that is intended to pre-identify lands that may contain known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, including the Luiseño sacred site known as *Páayaxchi.* The TCR Overlay is intended to provide a transparent and efficient process to address known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources.

Acknowledging the City's history and pre-contact history and the Culturally Affiliated Tribes' tribal traditional knowledge, ethnographic, oral history, cultural, and historical information, the TCR Overlay will provide respectful protections for one of the most notable and documented Luiseño sacred sites, known as *Páayaxchi*. Land use and development projects located within the TCR Overlay boundary shall be subject to, and will benefit from, early consultation and coordination with the City and Culturally Affiliated Tribal governments concerning the cultural significance of

[26] The place name information is submitted under separate confidential cover pursuant to Gov. Code §§ 65352.3 and 65562.5.

the subject lands, and any additional evaluation or mitigation criteria that may be applicable. See Program HCTCR-3 for more information.

Policy HCTCR-14. Recognize and acknowledge Luiseño (*Payómkawichum*) people as the original ancestral inhabitants and caretakers of the area known today as the City of Lake Elsinore.

Policy HCTCR-15. The City recognizes Tribes as the primary sources of expertise regarding Tribal Cultural Resources (TCRs), tribal cultural values, tribal traditional knowledge and culturally-appropriate treatment. Tribal information, including, without limitation, oral history, ethnographic information, Tribal Historic Preservation Officer (THPO) statements, elder testimony and other traditional tribal knowledge may constitute substantial evidence. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-16. Acknowledge *Páayaxchi* as a Historic Property Traditional Cultural Place (TCP)[22], which, based on tribal substantial evidence, is eligible for listing in the Federal and State Register of Historical Resources, and is traditionally culturally affiliated with Luiseño people and their present-day Luiseño Tribal governments. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-19. In compliance with applicable laws and to the extent feasible, protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources from unpermitted demolition, destruction, and inappropriate actions or consequences.

Policy HCTCR-20. Recognize and acknowledge that certain archaeological resources may also be Tribal Cultural Resources, and that certain archaeological methods and standards may not be suitable for the identification, assessment, and treatment of Tribal Cultural Resources. For Tribal Cultural Resources, when feasible, tribal identification standards, along with culturally appropriate and sensitive treatment methods shall be given deference.

Policy HCTCR-21. Develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines (“Guidelines”). The Guidelines shall establish a transparent and efficient framework outlining steps and processes, including best practices, concerning tribal consultation, the identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, and best practices for conducting good-faith discussions between the City and consulting Tribes, including project applicants, concerning mitigation measures, treatment solutions and enforceable measures and conditions. The Guidelines shall be designed to provide clarity, certainty and fairness for the City, project applicants, and consulting Tribes in implementing compliance with Tribal Cultural Resources, Traditional Cultural Places (TCPs), and Sacred Sites laws, including, but not limited to, Assembly Bill 52, CEQA, the National Historic Preservation Act (NHPA), Section 106 processes, Senate Bill 18 planning requirements, Senate Bill 35 and Assembly Bill 168 housing streamlining provisions, Assembly Bill 130 CEQA exemptions, and other applicable Federal and State laws governing land use and development permitting processes administered by the City. See Program HCR-12 for more information.

[22] **Historic Property Traditional Cultural Place (TCP)**
A particular type of Historic Property that is eligible or listed due to its association with the cultural belief, customs, traditions, practices, or history of a living community or Tribe. A TCP may include natural features, landscapes, gathering areas, trails, or places of ongoing cultural importance. *A TCP may also be a Tribal Cultural Resource and/or a Unique Archaeological Resource.*

In addition, Goals 2 and 3 and the related policies are supported by the following implementing programs to protect existing and potential tribal cultural resources:

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-7. Work with project applicants and consulting Tribes to incorporate feasible preservation strategies into project planning and design to protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Such strategies may include, without limitation, project redesign, site planning adjustments, clustering, reduced or controlled grading, modified setbacks, designation of passive open space areas, restrictive covenants or conservation easements, flexible development standards, density transfers, incentives, variances, and other land use planning tools or mechanisms intended to avoid or reduce impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, consistent with CEQA applicable land-use laws.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCTCR-21, develop and maintain, in coordination

with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;
- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;
    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence; and
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.
- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;

- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore. This program implements Policy HCTCR-21.

PRO-HCTCR-27. In compliance with State and Federal laws, and in consultation with Culturally Affiliated Tribal governments, the City will establish and implement in the Guidelines (Policy HCTCR-21, Program HCTCR-14), protocols and practices preventing public disclosure of sensitive and confidential Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources information, such as geographic location, site identification information, sensitive tribal information, and tribal traditional knowledge, for purposes of project review, environmental review under applicable laws, and public hearings, including protocols for confidential appendices and generalized descriptions required in environmental documents.

These goals and their many supporting policies and implementing programs require careful consideration of tribal cultural resources which may be present within the Planning Area. In addition, the City's established development review procedures require an assessment of tribal cultural resources for new development, especially in previously undisturbed areas. The development review process also requires compliance with the established Native American consultation procedures of SB 18 and AB 52. The development review process also requires compliance with the established Native American consultation procedures of SB 18 and AB 52. In these ways, potential impacts to tribal cultural resources will be addressed, and future development in the Planning Area will not make a significant contribution to any impacts on tribal cultural resources.

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review process, potential impacts to tribal cultural resources would be less than significant levels and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Change in Tribal Cultural Resources Significance

Impact TCR-2 – Would the Project cause a substantial adverse change in the significance of a tribal cultural resource (defined in PRC Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is: a resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of PRC Section 5024.1)? In applying the criteria set forth in subdivision (c) of PRC Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

Analysis of Impacts

The Planning Area has a long-established history of consisting of thousands of years of Luiseño (*Payómkawichum*) pre-contact habitation and living. As such, the lands within the City and the Sphere of Influence (SOI) contain many pre-contact and historic resources culturally affiliated with the Luiseño (*Payómkawichum*). European settlement began in the Lake Elsinore area in the 1800s, but the lands known today as the City of Lake Elsinore are known to contain tribal cultural resources that pre-date Spanish and Mexican land grants. Therefore, future development in the Planning Area has a high probability of uncovering tribal cultural resources.

As described in Section 4.5.1, CHRIS and SLF records searches previously identified approximately 157 recorded tribal cultural resources and sacred sites within the City as of 2011. Through information provided by the Pechanga Tribe during SB 18 consultation, this number was updated to 216 as of 2018. In addition, the Pechanga Tribe identified at least five (5) locations with *Payómkawichum* placenames[27] within the City and SOI that are culturally significant traditional cultural places and may contain additional tribal cultural resources.

If adequate protections, including culturally appropriate treatment and mitigation are not in place, future development in the Planning Area may result in significant adverse impacts to tribal cultural resources.

The following briefly summarizes the City's consultation process with the local Native American tribal representatives relative to the Project (City 2025) under both SB 18 and AB 52:

(1) SB 18 notices mailed/emailed: January 22, 2024

- **Received responses from:**
  - Agua Caliente: March 11, 2024; concluded
  - Rincon: February 14, 2024
  - Pechanga: February 20, 2024
  - Morongo: March 14, 2024
  - Soboba: April 15, 2024

- **Initial consultation with City staff:**
  - Pechanga: July 9, 2024
  - Rincon: July 10, 2024

[27] The place name information is submitted under separate confidential cover pursuant to Gov. Code §§ 65352.3 and 65562.5.

  - Soboba: July 9, 2024; requested to review the draft GPU and EIR documents when they become available.

- **Follow-up consultation:**
  - Pechanga: March 25, 2025
  - Soboba: January 15, 2025

- **Follow-up emails:**
  - Pechanga:
    - May 6, 2025 – Sent initial draft of the Historic, Cultural and Tribal Cultural Resources Element for the Tribe's input
    - August 1, 2025
  - Soboba:
    - August 1, 2025

(2) AB 52 notices mailed/emailed: August 21, 2025

- **Received responses from:**
  - Agua Caliente: August 22, 2025; concluded
  - Pechanga: September 19, 2025
  - Soboba: September 18, 2025
  - Morongo: February 24, 2026

- **Initial AB 52/ Follow-up SB 18 Consultation:**
  - Pechanga: October 14, 2025
  - Soboba: October 8, 2025
  - Morongo: March 30, 2026

- **Follow-up AB 52/ Follow-up SB 18 email and consultation meetings:**
  - Joint w/ Soboba and Pechanga: October 24, 2025, December 5, 2025
  - December 8, 2025: Provided Soboba and Pechanga EJ and Open Space Elements
  - January 9, 2026: Pechanga provided comments on CR and TCR Sections
  - Pechanga Meetings: February 3, 2026, February 26, 2026, March 17, 2026, March 31, 2026, April 13, 2026, April 30, 2026, May 18, 2026, May 27, 2026, June 18, 2026, June 25, 2026, June 30, 2026
  - Morongo Meeting: March 30, 2026 – Provided Morongo with the Draft Administrative General Plan and PEIR for review
  - Morongo meeting: April 13, 2026, April 24, 2026
  - Morongo follow-up emails: May 4, 2026, May 12, 2026, May 22, 2026, June 5, 2026
  - Rincon meeting: June 8, 2026
  - Rincon follow-up emails: May 4, 2026, June 4, 2026, June 9, 2026
  - Soboba follow-up emails: January 20, 2026, May 12, 2026, May 27, 2026, June 5, 2026

General Plan Analysis

The Historic, Cultural and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal HCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties, and

Unique Archaeological Resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." Achieving these goals requires implementation of the following policies contained in the HCTCR Element of the GPU.

Policy HCTCR-5. Safeguard Native American heritage in the City of lake Elsinore by minimizing, to the fullest extent feasible, significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Encourage applicants to design projects in a way that protects Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources in passive open space areas on the project site, when feasible.

Policy HCTCR-7. Conduct early, ongoing and meaningful government-to-government consultation with Tribes for all planning and development activities, subdivisions, and decisions affecting the identification, evaluation, treatment, management, mitigation, and protection of Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources.

Policy HCTCR-9. Develop and implement compliance measures to ensure adherence to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources protection requirements established by the City and applicable State and Federal laws.

Policy HCTCR-10. Implement avoidance and minimization measures to prevent significant adverse effects to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources and, to the fullest extent feasible, maximize their preservation and protection.

Policy HCTCR-12. In consultation with Culturally Affiliated Tribes, adopt a Tribal Cultural Resource (TCR) Land Use Overlay ("TCR Overlay"), that is intended to pre-identify lands that may contain known Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including the Luiseño sacred site known as *Páayaxchi.* The TCR Overlay is intended to provide a transparent and efficient process to address known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources.

Acknowledging the City's history and pre-contact history and the Culturally Affiliated Tribes' tribal traditional knowledge, ethnographic, oral history, cultural, and historical information, the TCR Overlay will provide respectful protections for one of the most notable and documented Luiseño sacred sites, known as *Páayaxchi*. Land use and development projects located within the TCR Overlay boundary shall be subject to, and will benefit from, early consultation and coordination with the City and Culturally Affiliated Tribal Governments concerning the cultural significance of the subject lands, and any additional evaluation or mitigation criteria that may be applicable. See Program HCTCR-3 for more information.

Policy HCTCR-14. Recognize and acknowledge Luiseño (*Payómkawichum*) people as the original ancestral inhabitants and caretakers of the area known today as the City of Lake Elsinore.

Policy HCTCR-15. The City recognizes Tribes as the primary sources of expertise regarding Tribal Cultural Resources (TCRs), tribal cultural values, tribal traditional knowledge and culturally-appropriate treatment. Tribal information, including, without limitation, oral history, ethnographic information, Tribal Historic Preservation Officer (THPO) statements, elder testimony and other traditional tribal knowledge may constitute substantial evidence. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-16. Acknowledge *Páayaxchi* as a Historic Property Traditional Cultural Place (TCP)[22], which, based on tribal substantial evidence, is eligible for listing in the Federal and State Register of Historical Resources, and is traditionally culturally affiliated with Luiseño people and their present-day Luiseño Tribal governments. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-19. In compliance with applicable laws and to the extent feasible, protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources from unpermitted demolition, destruction, and inappropriate actions or consequences.

Policy HCTCR-20. Recognize and acknowledge that certain archaeological resources may also be Tribal Cultural Resources, and that certain archaeological methods and standards, may not be suitable for the identification, assessment, and treatment of Tribal Cultural Resources. For Tribal Cultural Resources, when feasible, tribal identification standards, along with culturally appropriate and sensitive treatment methods shall be given deference.

Policy HCTCR-21. Develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"). The Guidelines shall establish a transparent and efficient framework outlining steps and processes, including best practices, concerning tribal consultation, the identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, and best practices for conducting good-faith discussions between the City and consulting Tribes, including project applicants, concerning mitigation measures, treatment solutions and enforceable measures and conditions. The Guidelines shall be designed to provide clarity, certainty and fairness for the City, project applicants, and consulting Culturally Affiliated Tribes and Tribal governments in implementing compliance with Tribal Cultural Resources, Traditional Cultural Places, and Sacred Sites laws, including, but not limited to, Assembly Bill 52, CEQA, the National Historic Preservation Act (NHPA), Section 106 processes, Senate Bill 18 planning requirements, Senate Bill 35 and Assembly Bill 168 housing streamlining provisions, Assembly Bill 130 CEQA exemptions, and other applicable Federal and State laws governing land use and development permitting processes administered by the City. See Program HCR-12 for more information.

[22] **Historic Property Traditional Cultural Place (TCP)**
A particular type of Historic Property that is eligible or listed due to its association with the cultural belief, customs, traditions, practices, or history of a living community or Tribe. A TCP may include natural features, landscapes, gathering areas, trails, or places of ongoing cultural importance. *A TCP may also be a Tribal Cultural Resource and/or a Unique Archaeological Resource.*

In addition, Goals 2 and 3 and the related policies are supported by the following implementing programs to protect existing and potential tribal cultural resources:

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-6. Require project applicants to conduct and submit, as part of the application process, detailed results from records searches of the California Historical Resources Information System (CHRIS), the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), the State Historic Preservation Officer (SHPO), and other applicable registers to determine whether the project area contains recorded Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.

PRO-HCTCR-7. Work with project applicants and consulting Tribes to incorporate feasible preservation strategies into project planning and design to protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Such strategies may include, without limitation, project redesign, site planning adjustments, clustering, reduced or controlled grading, modified setbacks, designation of passive open space areas, restrictive covenants or conservation easements, flexible development standards, density transfers, incentives,

variances, and other land use planning tools or mechanisms intended to avoid or reduce impacts to Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources, consistent with CEQA applicable land-use laws.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCTCR-21, develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;
- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;
    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence;
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.

- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;
- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore. This program implements Policy HCTCR-21.

PRO-HCTCR-27. In compliance with State and Federal laws, and in consultation with Culturally Affiliated Tribal governments, the City will establish and implement in the Guidelines (Policy HCR-2-7, Program HCR-12), protocols and practices preventing public disclosure of sensitive and confidential Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources information, such as geographic location, site identification information, sensitive tribal information, and tribal traditional knowledge, for purposes of project review, environmental review under applicable laws, and public hearings, including protocols for confidential appendices and generalized descriptions required in environmental documents.

PRO-HCTCR-32. Recognize that Native American Human Remains, including Burial Areas, located within the City of Lake Elsinore are the Ancestral remains and sacred cultural heritage of the present-day Luiseño (*Payómkawichum*) Tribes. In recognition of the cultural and historical significance of Native American Burial Areas, ensure the respectful treatment and culturally-appropriate mitigation and management of Native American Human Remains and associated Tribal Cultural Resources (TCRs), including requiring avoidance and minimization of impacts to the greatest extent feasible.

In the event of an inadvertent discovery of Native American Human Remains during project development or ground-disturbing activities, and in addition to compliance with the applicable requirements of the California Health & Safety Code and the California Public Resources Code, the City will require, the following: immediate halt of all work within a minimum 100-foot radius surrounding the discovery as determined appropriate by the consulting Culturally Affiliated Tribes and registered professional archaeologist, use of protective measures for the discovery area such as silt fencing, temporary barriers or other appropriate protection methods, prompt notification and consultation with Culturally Affiliated Tribes and applicable agencies, and meaningful good-faith discussions concerning the identification of the discovery, and culturally-appropriate treatment, handling and any long-term protections with the goal of reaching agreement.

If the parties are unable to agree on any one or more identification, treatment, documentation and protection measure(s), the parties shall consult with the City on any disagreements. The City will

consider all information from the good faith discussions and recommendations from the consulting Culturally Affiliated Tribes, registered professional archaeologist, project applicant, and other relevant qualified professionals, and shall make a final determination on the disputed identification, treatment, documentation and protection measures. All final decisions will be documented in a written agreement.

Work shall not resume within the halt work area until authorized by the City.

These goals and their many supporting policies and implementing programs require careful consideration of tribal cultural resources which may be present within the Planning Area. In addition, the City's established development review procedures require an assessment of tribal cultural resources for new development, especially in previously undisturbed areas. The development review process also requires compliance with the established Native American consultation procedures of SB 18 and AB 52. In these ways, potential impacts to the significance of tribal cultural resources will be addressed, and future development in the Planning Area will not make a significant contribution to any impacts on the significance of tribal cultural resources.

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review process, potential impacts to the significance of tribal cultural resources would be less than significant levels and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts to Tribal Cultural Resources

Impact TCR-3 - Would the Project cause substantial adverse cumulative impacts with respect to tribal cultural resources?

Analysis of Impacts

The Planning Area has a long-established history of consisting of thousands of years of Luiseño (*Payómkawichum*) pre-contact habitation and living. As such, the lands within the City and the Sphere of Influence (SOI) contain many pre-contact and historic resources culturally affiliated with the Luiseño (*Payómkawichum*). European settlement began in the Lake Elsinore area in the 1800s, but the lands known today as the City of Lake Elsinore are known to contain tribal cultural resources that pre-date Spanish and Mexican land grants. Therefore, future development in the Planning Area has a high probability of uncovering tribal cultural resources.

As described in Section 4.5.1, CHRIS and SLF records searches previously identified approximately 157 recorded tribal cultural resources and sacred sites within the City as of 2011. Through information provided by the Pechanga Tribe during SB 18 consultation, this number was updated to 216 as of 2018. In addition, the Pechanga Tribe identified at least five (5) locations with *Payómkawichum* placenames[28] within the City and SOI that are culturally significant traditional cultural places and may contain additional tribal cultural resources.

If adequate protections, including culturally appropriate treatment and mitigation are not in place, future development in the Planning Area may result in significant adverse impacts to tribal cultural resources.

General Plan Analysis

The Historic, Cultural and Tribal Cultural Resources (HCTCR) Element of the GPU contains Goal HCTCR-2, which is to "Protect and Preserve Tribal Cultural Resources, Historic Properties, and unique archaeological resources in Lake Elsinore." Goal HCTCR-3 states the City will, "Protect and Enhance Lake Elsinore's archaeological, Historic, and Tribal Cultural Resources, enriching the sense of place and understanding of the City's History." Achieving these goals requires implementation of the following policies contained in the HCTCR Element of the GPU.

Policy HCTCR-5. Safeguard Native American heritage in the City of lake Elsinore by minimizing, to the fullest extent feasible, significant adverse impacts to Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources. Encourage applicants to design projects in a way that protects Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources in passive open space areas on the project site, when feasible.

Policy HCTCR-7. Conduct early, ongoing and meaningful government-to-government consultation with Tribes for all planning and development activities, subdivisions, and decisions affecting the identification, evaluation, treatment, management, mitigation, and protection of Tribal Cultural Resources, Historic Properties, and Unique Archaeological Resources.

Policy HCTCR-9. Develop and implement compliance measures to ensure adherence to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources protection requirements established by the City and applicable State and Federal laws.

Policy HCTCR-10. Implement avoidance and minimization measures to prevent significant adverse effects to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources and, to the fullest extent feasible, maximize their preservation and protection.

Policy HCTCR-12. In consultation with Culturally Affiliated Tribes, adopt a Tribal Cultural Resource (TCR) Land Use Overlay ("TCR Overlay"), that is intended to pre-identify lands that may contain known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, including the Luiseño sacred site known as *Páayaxchi.* The TCR Overlay is intended to provide a transparent and efficient process to address known Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources.

Acknowledging the City's history and pre-contact history and the Culturally Affiliated Tribes' tribal traditional knowledge, ethnographic, oral history, cultural, and historical information, the TCR Overlay will provide respectful protections for one of the most notable and documented Luiseño

[28] The place name information is submitted under separate confidential cover pursuant to Gov. Code §§ 65352.3 and 65562.5.

sacred sites, known as *Páayaxchi*. Land use and development projects located within the TCR Overlay boundary shall be subject to, and will benefit from, early consultation and coordination with the City and Culturally Affiliated Tribal Governments concerning the cultural significance of the subject lands, and any additional evaluation or mitigation criteria that may be applicable. *See* Program HCR-3 for more information.

Policy HCTCR-14. Recognize and acknowledge Luiseño (*Payómkawichum*) people as the original ancestral inhabitants and caretakers of the area known today as the City of Lake Elsinore.

Policy HCTCR-15. The City recognizes culturally affiliated tribes as the primary sources of expertise regarding Tribal Cultural Resources (TCRs), tribal cultural values, tribal traditional knowledge and culturally-appropriate treatment. Tribal information, including, without limitation, oral history, ethnographic information, Tribal Historic Preservation Officer (THPO) statements, elder testimony and other traditional tribal knowledge may constitute substantial evidence. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-16. Acknowledge *Páayaxchi* as a Historic Property Traditional Cultural Place (TCP), which, based on tribal substantial evidence, is eligible for listing in the Federal and State Register of Historical Resources, and is traditionally culturally affiliated with Luiseño people and their present-day Luiseño Tribal governments. The City shall consider and may rely on such information, while retaining final responsibility for determining feasibility, mitigation and project conditions.

Policy HCTCR-19. In compliance with applicable laws and to the extent feasible, protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources from unpermitted demolition, destruction, and inappropriate actions or consequences.

Policy HCTCR-20. Recognize and acknowledge that certain archaeological resources may also be Tribal Cultural Resources (TCRs), and that certain archaeological methods and standards, may not be suitable for the identification, assessment, and treatment of Tribal Cultural Resources (TCRs). For Tribal Cultural Resources (TCRs), when feasible, tribal identification standards, along with culturally appropriate and sensitive treatment methods shall be given deference.

Policy HCTCR-20. Develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal Consultation Guidelines (“Guidelines”). The Guidelines shall establish a transparent and efficient framework outlining steps and processes, including best practices, concerning tribal consultation, the identification of Tribal Cultural Resources (TCRs), Historic Properties and Unique Archaeological Resources, and best practices for conducting good-faith discussions between the City and consulting Tribes, including project applicants, concerning mitigation measures, treatment solutions and enforceable measures and conditions. The Guidelines shall be designed to provide clarity, certainty and fairness for the City, project applicants, and consulting Culturally Affiliated Tribes and Tribal governments in implementing compliance with Tribal Cultural Resources (TCRs), Traditional Cultural Places (TCPs), and Sacred Sites laws, including, but not limited to, Assembly Bill 52, CEQA, the National Historic Preservation Act (NHPA), Section 106 processes, Senate Bill 18 planning requirements, Senate Bill 35 and Assembly Bill 168 housing streamlining provisions, Assembly Bill 130 CEQA exemptions, and other applicable Federal and State laws governing land use and development permitting processes administered by the City. See Program HCTCR-12 for more information.

In addition, Goals 2 and 3 and the related policies are supported by the following implementing programs to protect existing and potential tribal cultural resources:

PRO-HCTCR-3. In consultation with culturally affiliated Tribal governments, develop procedures governing the Tribal Cultural Resources Land Use Overlay ("TCR Overlay"), which shall:

- Address land known to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including sacred lands listed or identified on the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), and *Páayaxchi;*
- Address lands that have a reasonable potential to contain Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources based on tribal traditional knowledge, ethnographic information, oral history, historical information, including historical maps and waterways, archaeological data, including site records and studies/reports, biological information, including cultural plants, topographic and land features, or other substantial evidence;
- Specify applicability to all land use development processes for projects located within the TCR Overlay, including establishing referral triggers;
- Provide review procedures for projects/properties located within the TCR Overlay boundary;
- Provide for early tribal engagement and consultation to support the early identification of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Establish additional consultation, evaluation and mitigation criteria for projects within the TCR Overlay boundary, including but not limited to, long-term management and voluntary co-management with consulting Culturally Affiliated Tribal governments;
- Implement an avoidance evaluation and consideration process that examines avoidance measures, to the extent feasible, when requested by a consulting Tribe, in order to preserve-in-place or minimize significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Include confidentiality requirements for the protection of sensitive resources and information identified within the TCR Overlay; and
- Establish enforcement mechanisms to ensure compliance with all City requirements.

The TCR Overlay shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The TCR Overlay may be periodically reviewed and updated in consultation with the Culturally Affiliated Tribal governments, as needed. This program implements Policy HCTCR-12.

PRO-HCTCR-7. Work with project applicants and consulting Tribes to incorporate feasible preservation strategies into project planning and design to protect Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. Such strategies may include, without limitation, project redesign, site planning adjustments, clustering, reduced or controlled grading, modified setbacks, designation of passive open space areas, restrictive covenants or conservation easements, flexible development standards, density transfers, incentives, variances, and other land use planning tools or mechanisms intended to avoid or reduce impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, consistent with CEQA applicable land-use laws.

PRO-HCTCR-14. As permitted by the California Environmental Quality Act (CEQA) Guidelines Section 15169, and to implement City's Policy HCR-2-7, develop and maintain, in coordination with Culturally Affiliated Tribal governments, formal Tribal Cultural Resources and Tribal

Consultation Guidelines ("Guidelines"), establishing clear, consistent, criteria, procedures and best practices that, at a minimum, address the following:

- Tribal consultation for the efficient evaluation and processing of land use development and subdivision applications;
- Identifies relevant and applicable Federal, State, regional, and local laws, policies, and guidelines that address impacts on Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
- Provide Tribes with all relevant and available City-held documentation for the proposed project area prior to tribal consultation, including, without limitation, reports, maps, prior development and site plans, environmental documents, grading information, subsurface testing results, and any relevant prior project approvals including mitigation measures and conditions of approval.
- Detailed tribal consultation steps and requirements, including timelines, communication procedures, confidentiality standards, and documentation practices, including, but not limited to:
    - Early tribal engagement during the planning, land use and development application review processes, as appropriate;
    - Regulatory framework governing Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources;
    - Situations where avoiding or minimizing significant adverse impacts to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may be requested and considered as a part of the project design;
    - Carry out Tribal Cultural Resources compliance with other requirements of the California Environmental Quality Act (CEQA) and all other applicable and relevant laws;
    - Consideration and evaluation process for resources under the eligibility criteria for inclusion in the National Register of Historic Places, the California Register of Historic Resources, or any other appropriate and relevant registries;
    - Use and application of tribal information as substantial evidence;
    - Culturally-appropriate management practices and protective measures for open space areas permanently preserved for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources.
- Culturally-appropriate identification, evaluation, treatment, mitigation, protection, and management of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including feasible avoidance measures and best practices for minimizing significant adverse impacts to such resources/sites;
    - Contributing elements to Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources may include, but shall not be limited to, flora, fauna, waterways, viewsheds, landscapes, geological resources. The Guidelines shall also include an inventory of traditional cultural plants, flora and fauna for consideration in project biological studies.
- Develop and adopt standard protection and treatment measures for Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources. These measures shall be developed and implemented within two to three (2-3) months following adoption of the 2026 General Plan Update, and shall also be incorporated into the final Guidelines.
- Procedures and protocols for the inadvertent/accidental discovery of Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources, including Native American human remains and burial items;
- Confidentiality protections and related processes;
- Other measures, as appropriate.

The Guidelines shall be developed separately from the General Plan and this program shall be implemented within two to three (2-3) years following adoption of the 2026 General Plan Update. The Guidelines may be periodically reviewed and updated in consultation with Culturally Affiliated Tribal governments, as needed.

For the purposes of drafting the Guidelines, conduct regularly scheduled (occurring no less than quarterly) coordination meetings, beyond those required by State and Federal laws, between Culturally Affiliated Tribal governments and key planning staff from the City of Lake Elsinore.

Finally, State law requires the City and surrounding jurisdictions to notify Native American representatives if tribal human remains are found. Implementing Program HCR-18 address Native American remains. This program implements Policy HCTCR-12.

PRO-HCTCR-27. In compliance with State and Federal laws, and in consultation with Culturally Affiliated Tribal governments, the City will establish and implement in the Guidelines (Policy HCR-2-7, Program HCR-12), protocols and practices preventing public disclosure of sensitive and confidential Tribal Cultural Resources, Historic Properties and Unique Archaeological Resources information, such as geographic location, site identification information, sensitive tribal information, and tribal traditional knowledge, for purposes of project review, environmental review under applicable laws, and public hearings, including protocols for confidential appendices and generalized descriptions required in environmental documents.

PRO-HCTCR-32. Recognize that Native American Human Remains, including Burial Areas, located within the City of Lake Elsinore are the Ancestral remains and sacred cultural heritage of the present-day Luiseño (*Payómkawichum*) Tribes. In recognition of the cultural and historical significance of Native American Burial Areas, ensure the respectful treatment and culturally-appropriate mitigation and management of Native American Human Remains and associated Tribal Cultural Resources (TCRs), including requiring avoidance and minimization of impacts to the greatest extent feasible.

In the event of an inadvertent discovery of Native American Human Remains during project development or ground-disturbing activities, and in addition to compliance with the applicable requirements of the California Health & Safety Code and the California Public Resources Code, the City will require, the following: immediate halt of all work within a minimum 100-foot radius surrounding the discovery as determined appropriate by the consulting Culturally Affiliated Tribes and registered professional archaeologist, use of protective measures for the discovery area such as silt fencing, temporary barriers or other appropriate protection methods, prompt notification and consultation with Culturally Affiliated Tribes and applicable agencies, and meaningful good-faith discussions concerning the identification of the discovery, and culturally-appropriate treatment, handling and any long-term protections with the goal of reaching agreement.

If the parties are unable to agree on any one or more identification, treatment, documentation and protection measure(s), the parties shall consult with the City on any disagreements. The City will consider all information from the good faith discussions and recommendations from the consulting Culturally Affiliated Tribes, registered professional archaeologist, project applicant, and other relevant qualified professionals, and shall make a final determination on the disputed identification, treatment, documentation and protection measures. All final decisions will be documented in a written agreement.

Work shall not resume within the halt work area until authorized by the City.

These goals and their many supporting policies and implementing programs require careful consideration of tribal cultural resources which may be present within the Planning Area. In addition, the City's established development review procedures require an assessment of tribal cultural resources for new development, especially in previously undisturbed areas. The development review process also requires compliance with the established Native American consultation procedures of SB 18 and AB 52. In these ways, potential cumulative impacts to tribal cultural resources will be addressed, and future development in the Planning Area will not make a significant contribution to any cumulative impacts on tribal cultural resources.

Summary and Conclusions. As a programmatic EIR, with implementation of the GPU goals, policies and implementing programs, as well as the existing preservation guidelines in the City's Municipal Code, and the City's development review process, potential cumulative impacts to tribal cultural resources would be less than significant levels and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.18.5 REFERENCES

City 2025. Native American Consultation (NAC) documentation provided by City staff.

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019). City of Lake Elsinore. December 2011.

LEHS 2023a. Locally/Unofficially Recognized Significant Historical Resources. Lake Elsinore Historical Society. 2023.

LEHS 2023b. Lake Elsinore Historic Homes of Interest List. Lake Elsinore Historical Society. 2023.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

NPS 2023. National Register of Historic Places List. National Park Service, 2023.

OHP 2023. California Points of Historical Interest List. California Office of Historic Preservation, 2023.

SCIC 2026. California Historical Resources Information System (CHRIS) Database Search. South Coastal Information Center. July 2026.

4.19 UTILITIES AND SERVICE SYSTEMS

This EIR section addresses utilities and service systems impacts associated with the proposed Project. Issues of interest are utilities and service systems impacts identified by the CEQA Guidelines: whether the Project will require or result in the relocation or construction of new or expanded water, wastewater treatment, or other facilities; will have sufficient water supplies; will have adequate wastewater treatment capacity; will generate solid waste in excess of standards; and will comply with regulations related to solid waste.

4.19.1 ENVIRONMENTAL SETTING

Water Services

Elsinore Valley Municipal Water District (EVMWD) provides water, wastewater, and reclaimed water services to the Elsinore and Temescal divisions, which encompass an area of 96 square miles, including the City of Lake Elsinore, and the cities of Canyon Lake and Wildomar, as well as portions of the City of Murrieta and unincorporated areas of Riverside County. EVMWD water system is primarily divided into two divisions, the Elsinore Division, and the Temescal Domestic Service Area (TDSA). The water system currently includes 41 pressure zones. Within these zones, there are approximately 3,618,000 feet (685 miles) of pipelines ranging in diameter from 4 inches to 42 inches, 73 storage reservoirs with an approximate total storage capacity of 93 million gallons (MG), and 54 booster pump stations (EVWMD 2020).

Per its Urban Water Management Plan (UWMP 2020), EVMWD obtains its potable water supplies from local groundwater from the Elsinore Basin, local surface water from Canyon Lake, and imported water from Metropolitan Water District (MWD). Approximately 24% of the division water supply comes from local groundwater. Water demands for future scenarios are determined based on water duty factors (WDF), specific plans, and future projected growth. EVMWD provides collection system services to a population of approximately 74,000 in the City of Lake Elsinore alone. Table 4.19-1 summarizes the population and project water demands projection for the City of Lake Elsinore (EVMWD 2020).

Table 4.19-1
Population and Projected Water Demands

Year	Population	Average Annual Demand (mgd)
2023	74,000	33.1
2025	78,500	34.6
2030	86,200	38.6
2035	93,100	42.3
2040	100,500	46.2
Total Increase (2023-2040)	**+26,500** +35.8%	**+13.1 mgd** +39.6%

Source: Table PS-2, MIG 2024

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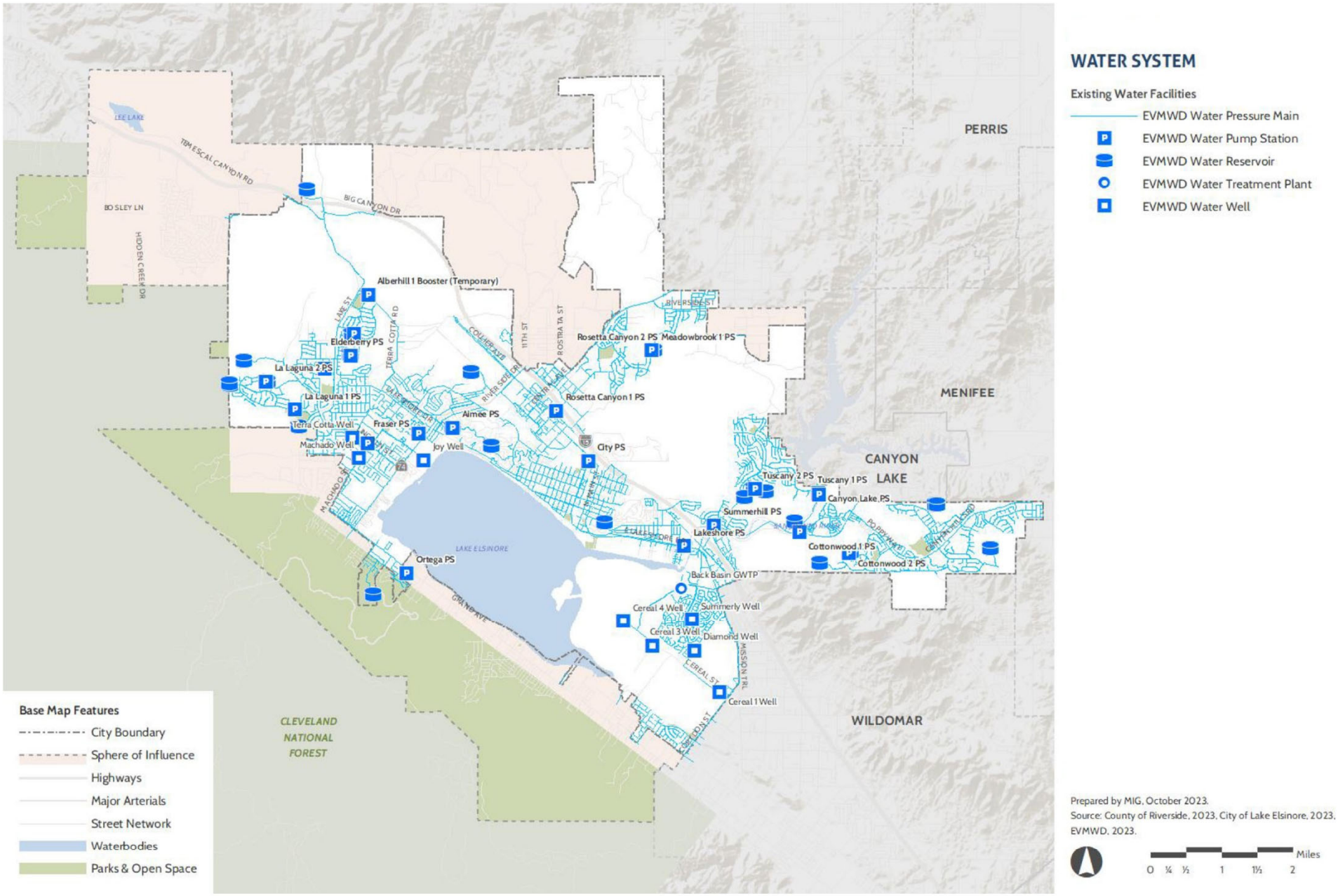


Exhibit 4.19-1 Water System

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The existing water system in the City of Lake Elsinore consists of 29 active storage reservoirs, 21 pump stations, 8 groundwater wells, and approximately 320 miles of pipeline. The water system is shown on Exhibit 4.19-1. EVMWD operates 49 booster pumping stations, and a total of 142 pumps, not including well pumps. 21 pumps stations are located within the City of Lake Elsinore. There are 25 active storage reservoirs in the City of Lake Elsinore. The storage reservoir's capacity ranges from 0.05 MG to 8 MG, with a total reservoir capacity of approximately 52 MG.

Recycled Water

EVMWD's existing recycled water demands are supplied by tertiary-treated wastewater from the Regional Water Reclamation Facility (WRF), Railroad Canyon WRF, and Horsethief WRF. In the effort to minimize the need for imported water, EVMWD plans to expand its recycled water system to provide recycled water for irrigation users and to maintain water levels in Lake Elsinore during normal and dry years. Recycled water is used to irrigate parks, street medians, golf courses, and wildlife habitat and provide lake stabilization. It is the goal of EVMWD to build additional lines and expand recycled water services in order to free up water for additional residential uses. The recycled water facilities are shown in Exhibit 4.19-2.

The Railroad Canyon WRF has a total design capacity of 1.3 mgd. There are existing storage opportunities for the Railroad Canyon Service Area within the City of Lake Elsinore; Canyon Hills Recycled Tank A and B.

The Regional WRF discharges approximately 5.5 mgd of treated effluent into Lake Elsinore. During periods when Lake Elsinore levels are high, all Regional WRF effluent is discharged to Temescal Creek. As population and water demands continue to increase within the City of Lake Elsinore influent flows will increase to the Regional WRF. EVMWD completed an Integrated Resources Plan (IRP) feasibility study in 2016 that will help increase water supply reliability to reuse recycled water as growth continues.

The Railroad Canyon Water Reclamation Facility system does not have any plans for expansion, and there is no additional water available for new recycled water customers. While there is a possibility of a slight increase in future demands, the system has adequate capacity to accommodate it, and no capacity-based or growth-related CIP projects are recommended for this system.

The Railroad Canyon Water Reclamation Facility (RRCWRF) is a scalping plant that treats wastewater flows from the Canyon Lake and Canyon Hills areas. Wastewater flows that cannot be treated at the plant along with all waste activated sludge (WAS) generated at the plant are conveyed to the Regional Water Reclamation Facility for treatment. Sunlight, specifically ultraviolet (UV) radiation, degrades chlorine residuals in uncovered chlorine contact basins. A permanent cover is proposed to prevent degradation and to protect the Chlorine Contact Basin from UV. This Project involves the installation of a permanent retractable cover for the Chlorine Contact Basin to replace the existing temporary cover.

The IPR project, which involves the construction of five new injection wells and an Advanced Water Purification Facility (AWPF), will be completed in two phases. The first phase will include the construction of three injection wells in 2030-2035, and the second phase will involve the construction of two more injection wells in 2036. The phasing of the project is based on the Indirect Portable Reuse Feasibility Study conducted by EVMWD in 2017. The phasing of the new pump projects is determined based on the age of the pumps and the future growth needs. The Regional IPR study is included in the 2023 EVMWD Recycled Water System Master Plan.

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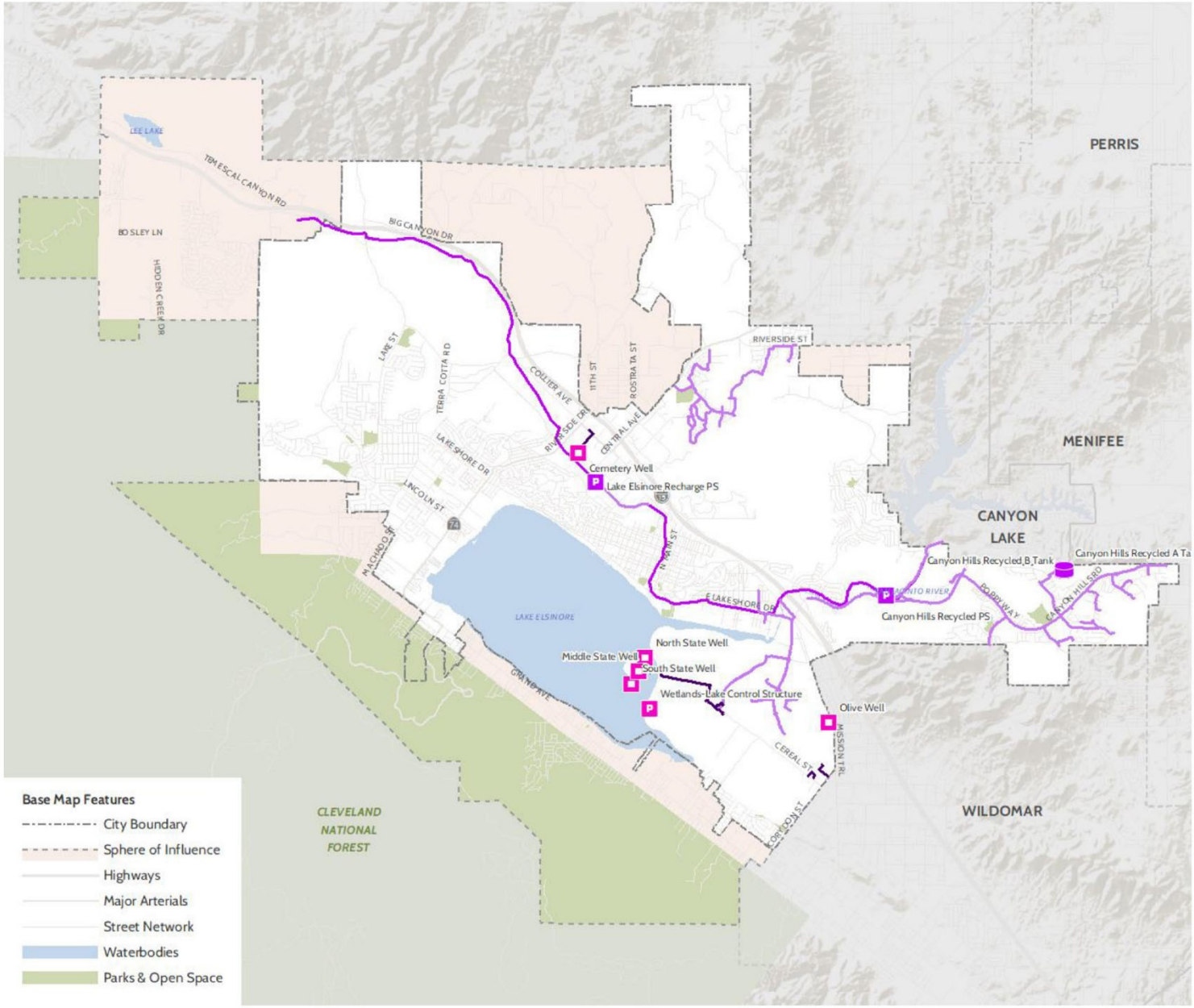


Exhibit 4.19-2 Recycled Water Facilities

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Wastewater Services

The EVMWD Sewer District provides service for the City of Lake Elsinore, the Cities of Canyon Lake and Wildomar, portions of the City of Murrieta, and unincorporated portions of Riverside County. There are two Water Reclamation Facilities (WRF) in the City of Lake Elsinore: Lake Elsinore Regional WRF and Railroad Canyon WRF. The "backbone" of the system consists of trunk sewers, generally 10 inches in diameter and larger, that convey the collected wastewater to EVMWD's WRFs. EVMWD's existing wastewater collection systems consist of approximately 358 miles of sewer mains up to 54 inches in diameter, 33 lift stations and three WRFs. Sewer (wastewater) facilities are shown in Exhibit 4.19-3.

EVMWD provides collection system services to a population of approximately 74,000 in the City of Lake Elsinore alone. EVMWD's sewer current service area is delineated into four separate collection systems. The collections systems are Regional, Canyon Lake, Horsethief, and Southern. Wastewater flow generated within the Regional collection system is treated at the District operated Regional WRF. This facility is located near the intersection of Chaney Street and Treleven Avenue and serves the District's customers in the City of Lake Elsinore.

The Regional WRF was constructed in 1985 with a capacity of 2.0 million gallons per day (mgd). The plant was expanded in 1989 to a total capacity of 4.0 mgd (Train A). In 2002, a new 4.0 mgd process train (Train B) was added to the existing 4.0 mgd Train A, expanding the Regional WRF to accommodate an average flow of 8.0 mgd. The disinfection process with chlorine was replaced with an ultraviolet disinfection system designed to treat 8.0 mgd average flow and 16.0 mgd peak flow. Currently the Regional WRF is being designed to increase flows to meet expected growth.

The regional collection system contains approximately 203 miles of sewer mains up to 54 inches in diameter, approximately 66 miles of which are 10 inches in diameter and larger. The regional collection system also contains 16 lift stations and associated force mains within the limits of the City of Lake Elsinore. These stations range in capacity from 120 gpm to 2,400 gpm. EVMWD also currently has a downtown sewer replacement program and a sewer manhole rehabilitation program in process.

EVMWD has developed and regularly maintains a Sewer System Management Plan to address wastewater management and infrastructure needs in the region (EVMWD 2025). With this plan, the EVMWD regularly reviews treatment capacity and collection efficiency with projected demand to assure capacity is adequate to meet anticipated growth.

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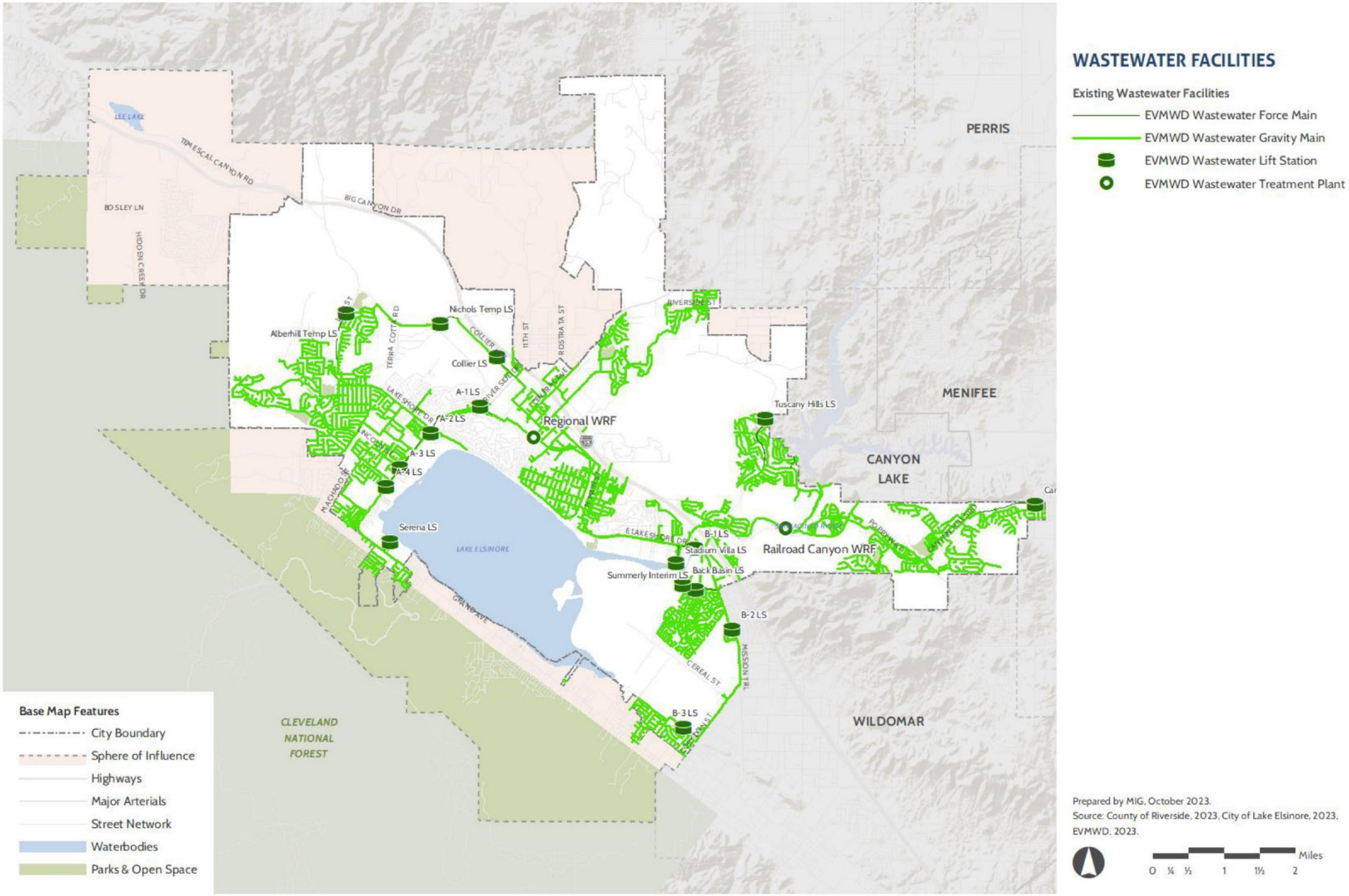


Exhibit 4.19-3 Wastewater Facilities

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Stormwater Services

The existing storm drain facilities (Exhibit 4.19-4) within the City boundary and Master Drainage Plan study area are separated to three major categories based on the maintenance responsibility:

- City and privately owned/maintained facilities – The City facilities (mapped in 2013) range from underground pipe systems and concrete lined channels to culverts and basins. Some of the water quality basins and detention basins are maintained by the HOAs or POAs.
- The Riverside County Flood Control District (RCFCD) "District" owned and maintained facilities – The Master Drainage Plan study area is located in the District's Zone 3. Among the District facilities, Outlet Channel is a unique facility designed by the Army Corp of Engineers. With its crest (high point) located at mid Wasson Canyon Channel inlet, it conveys half of the Wasson Canyon runoff to Lake Elsinore in normal storm events. It also discharges Lake overflow to the Temescal Wash when the 1,255-foot water surface elevation is reached.
- Caltrans facilities – Integrated within the I-15's right-of-way, Caltrans allow the stormwater runoff to cross under I-15 along the existing drainage courses as well as provide for de-watering of I-15. These culverts are maintained by Caltrans. Typically, neither culvert design capacity nor hydraulics data are depicted on the "as built" plans. For any extension, connection or modifications of these culverts, a Caltrans encroachment permit would need to be obtained.

The City identified approximately 79 existing drainage issue locations with drainage issues. These locations are characterized by any combination of street flooding, private property flooding, dirt or roadway erosion, long-term ponding, hillside runoff, and maintenance issues.

Most of the locations with drainage issues are between the I-15 Freeway and the northeast side of the Lake. This area of Lake Elsinore is older with few to no storm drain facilities. Frequent drainage issues are caused by low points on the street or property, streets not having proper slopes and crowns, lack of curbs and/or gutter facilities, unimproved land, and insufficient maintenance of existing facilities. The top ten existing flooding locations identified by City staff are:

- 1209 N. Sumner Avenue
- 3rd Street / Pasadena Street
- Avenue 6 / Lakeshore Drive
- Pepper Drive / Dawes Street
- Mission Trail south of Olive Street
- High Street / Alley east of Lakeshore Drive
- East side of Lakeshore Drive from Morton Avenue to 100 feet past Lake Park Street
- Lakeshore Drive / Kansas Street on north side of Lakeshore Drive
- West side of Machado Street south of Joy Street by guard rail
- Franklin Street by Cell Tower

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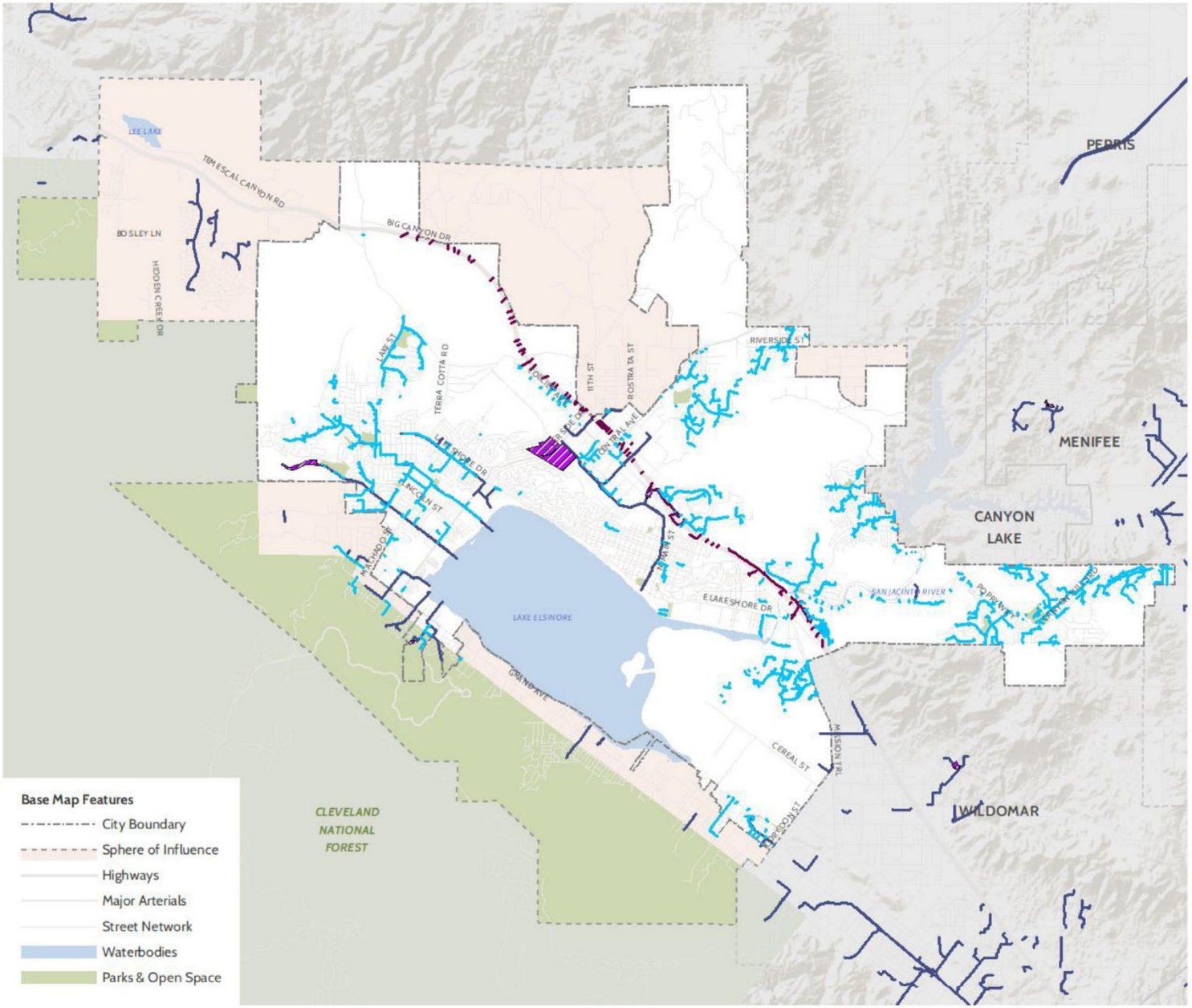


Exhibit 4.19-4 Storm Drain Facilities

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Solid Waste and Recycling Services

Solid waste facilities are places where household garbage and similar kinds of waste are collected, processed, or stored. CR&R Environmental Services is responsible for trash disposal in the City of Lake Elsinore as well as in Temecula, Canyon Lake, and parts of the unincorporated County of Riverside. Trash is taken to either a landfill within Riverside County or the Materials Recovery Facility (MRF). There are no landfills in the City. Riverside County Waste Management Department (RCWMD) manages the landfills used by the City of Lake Elsinore. Capacity levels of landfills within RCWMD's jurisdiction are calculated according to the system-wide capacity level. Landfills within their jurisdiction adhere to state guidelines, which specify that a minimum of 15 years of system-wide landfill capacity shall be provided.

The landfills typically used by the City of Lake Elsinore are the El Sobrante, Badlands, and Lamb Canyon Landfills. All three of the landfills are certified[29] municipal solid waste landfills. The El Sobrante Landfill is located east of I-15 and Temescal Canyon Road, south of the City of Corona at 10910 Dawson Canyon Road. The landfill is the only private landfill in Riverside County and is owned and operated by USA Waste of California, a subsidiary of Waste Management, Inc. The landfill has a disposal acreage of 78 acres, a maximum permitted capacity of 6,003,343 cubic yards (CY), and a maximum daily throughput of 400 tons per day (CalRecycle 2025). As of July 21st, 2022, the landfill has a remaining capacity of 3,271,203 tons. The landfill is expected to reach capacity by approximately 2045.

The Badlands Landfill is located northeast of the City of Moreno Valley at 31125 Ironwood Avenue and accessed from State Highway 60 at Theodore Avenue. The landfill is currently permitted to receive 4,800 tons per day. Remaining total disposal capacity of 4,900,000 cubic yards with a remaining life until 2059. Further landfill expansion potential exists at the Badlands Landfill site.

The Lamb Canyon Landfill is located between the City of Beaumont and the City of San Jacinto. The landfill encompasses approximately 1,088 acres of which 883.9 acres are permitted for waste disposal. The landfill is currently permitted to receive 3,000 tons per day of refuse and had a remaining disposal capacity of approximately 18,955,000 tons which is estimated to last until approximately 2075. Landfill expansion potential exists at the Lamb Canyon Landfill site.

As mandated by the State of California, 50 percent of Lake Elsinore's solid waste was required to be diverted from landfills (recycled) by December 31, 2005. Since 2006, the City has achieved the minimum 50 percent diversion rate required by State law.

Other solid waste facilities found in the Planning Area include a Caltrans Maintenance Station, recycling facilities, and the Elsinore Sanitary Landfill, located at the I-15 at Franklin Street, was closed in 1990 and no longer accepts waste materials.

Energy Services

Southern California Edison (SCE) provides electricity to the City of Lake Elsinore. The City receives its natural gas through the Southern California Gas Company (The Gas Company). The Gas Company is a regulated subsidiary of Sempra Energy and the nation's largest natural gas distribution utility. Both SCE and The Gas Company anticipate the ability to accommodate future growth within the City. Development proposals would be required to formally request "will serve" letters on an individual basis.

[29] A Class III sanitary landfill is a scientifically engineered facility designed to hold and isolate waste from the environment. It is specifically designed to accept municipal solid waste (MSW) and is regulated by state and local governments. These landfills are part of an integrated waste management system and are required to meet stringent design, operation, and closure requirements established under the Resource Conservation and Recovery Act (RCRA).

Telecommunications Services

Verizon provides the local landline telephone service, although long-distance services may also be obtained from a number of other providers. In addition, a number of companies provide wireless or cell phone services. Time Warner Cable provides cable television and high-speed Internet.

4.19.2 REGULATORY FRAMEWORK

Federal

Clean Water Act (CWA)

The CWA is the cornerstone of surface water quality protection in the United States. The statute employs a variety of regulatory and non-regulatory tools to sharply reduce direct pollutant discharges into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff. The State Water Resources Control Board (SWRCB) and the Regional Water Quality Control Board (RWQCB) are responsible for ensuring implementation and compliance with the provisions of the Federal CWA.

National Pollution Discharge Elimination System (NPDES)

This is a program created for consistency with the Clean Water Act. The Act prohibits discharging "pollutants" through a "point source" into a "water of the United States" unless they have an NPDES permit. The permit contains limits on what can be discharged, creates monitoring and reporting requirements, and other provisions to ensure the discharge does not diminish water quality and/or people's health.

State

California Safe Drinking Water Act

The Safe Drinking Water Act (SDWA), administered by EPA in coordination with the California Department of Public Health (CDPH), is the main Federal law that ensures the quality of drinking water. Under SDWA, EPA sets standards for drinking water quality and oversees the states, localities, and water suppliers who implement those standards.

California Department of Resources, Recycling, and Recovery (CalRecycle)

CalRecycle oversees, manages, and monitors waste generated in California. It provides limited grants and loans to help California cities, counties, businesses, and organizations meet the State waste reduction, reuse, and recycling goals. It also provides funds to clean up solid waste disposal sites and co-disposal sites, including facilities that accept hazardous waste substances and non-hazardous waste. CalRecycle develops, manages, and enforces waste disposal and recycling regulations, including AB 939 and SB 1016 (see below).

Assembly Bill 939 (AB 939) (Public Resources Code 41780)

The California Integrated Waste Management Act Requires cities and counties to prepare integrated waste management plans (IWMPs) and to divert 50 percent of solid waste from landfills beginning in calendar year 2000 and each year thereafter. AB 939 also requires cities and counties to prepare Source Reduction and Recycling Elements (SRRE) as part of the IWMP. These elements are designed to develop recycling services to achieve diversion goals, stimulate local recycling in manufacturing, and stimulate the purchase of recycled products.

Senate Bill (SB) 1016

This requires that the 50 percent solid waste diversion requirement established by AB 939 be expressed in pounds per person per day. SB 1016 changed the CalRecycle review process for each municipality's IWMP. The CalRecycle Board reviews a jurisdiction's diversion rate compliance in accordance with a specified schedule. Beginning January 1, 2018, the Board will be required to review a jurisdiction's source reduction and recycling element and hazardous waste element every two years.

Senate Bills 610 and 221, Water Supply Assessment and Verification

Senate Bills (SB) 610 and 221 amended State law to improve the link between the information on water supply availability and certain land use decisions made by cities and counties. Both statutes require detailed information regarding water availability (water supply assessment or WSA) to be provided to city and county decision-makers prior to approval of specified large development projects (projects greater than 500 dwelling units, or an equivalent water demand). Both statutes require this detailed information to be included in the administrative record. Under SB 610, WSAs must be furnished to local governments for inclusion in the environmental document for certain projects, as defined in Water Code 10912, subject to the California Environmental Quality Act (CEQA). Under SB 221, approval by a city or county of certain residential subdivisions requires an affirmative written verification of sufficient water supply. The City's General Plan does not require WSAs but individual future projects within the City that are subject to SB 610 and SB 221 will require WSAs.

Statewide Water Conservation Act of 2009 (Senate Bill X7-7)

In November 2009, the California State legislature passed, and the Governor approved a comprehensive package of water legislation, including Senate Bill (SB) X7-7 addressing water conservation. In general SB X7-7 requires a 20 percent reduction in per capita urban water use by 2020, with an interim 10 percent target in 2015. The legislation requires urban water users to develop consistent water use targets and to use those targets in their Urban Water Management Plans (UWMPs). SB X7-7 also requires certain agricultural water supplies to implement a variety of water conservation and management practices and to submit Agricultural Water Management Plans.

State Water Resources Control Board

The SWRCB, in coordination with nine Regional Water Quality Control Boards, performs functions related to water quality, including issuance and oversight of wastewater discharge permits (e.g., NPDES), other programs regulating stormwater runoff, and underground and above-ground storage tanks. The SWRCB has also issued statewide waste discharge requirements for sanitary sewer systems, which include requirements for development of a sewer system management plan (SSMP).

Title 22 of California Code of Regulations

Title 22 regulates the use of reclaimed wastewater. In most cases, only disinfected tertiary water may be used on food crops where the recycled water would come into contact with the edible portion of the crop. Standards are also prescribed for the use of treated wastewater for irrigation of parks, playgrounds, landscaping, and other non-agricultural irrigation. Regulation of reclaimed water is governed by the nine RWQCBs and the California Department of Public Health (CDPH).

Urban Water Management Planning Act

In 1983, the California Legislature enacted the Urban Water Management Planning Act (Water Code Section 10610–10656). The Act states that every urban water supplier that provides water to 3,000 or more customers, or that provides over 3,000 acre-feet (AF) annually, should make every effort to ensure the appropriate level of reliability in its water service sufficient to meet the needs of its various categories of customers during normal, dry, and multiple dry years. The Act requires that urban water suppliers adopt an urban water management plan at least once every five years and submit it to the Department of Water Resources. Noncompliant urban water suppliers are ineligible to receive funding pursuant to Division 24 or Division 26 of the California Water Code, or receive drought assistance from the State, until the urban water management plan (UWMP) is submitted and deemed complete pursuant to the Urban Water Management Planning Act.

Regional

Riverside County Municipal Storm Water Permit (MS4)

Municipal separate storm sewer systems (MS4) are issued permits based on the size of the municipality. MS4 permit requirements include reduction of pollutant discharges to the "maximum extent practicable" and protection of water quality. Requirements also include identification of major outfalls and pollutant loads and control of discharges from new development and redevelopment. To address these objectives, municipalities are required to prepare stormwater management plans. Although the NPDES program does not regulate nonpoint sources of pollution, the San Diego Regional Water Quality Control Board (RWQCB) has other programs in place to address nonpoint sources. The MS4 Permit also contains requirements that are necessary to improve efforts to reduce the discharge of pollutants in stormwater runoff to the maximum extent practicable and achieve water quality standards. The MS4 permit requires developments and redevelopments to implement Best Management Practices (BMPs) to control pollution in runoff from permitted sites. The BMPs that are required include the following programs:

- Litter, debris and trash control
- Incident response investigation and reporting
- New development and redevelopment
- Private construction activities
- Permittee activities (for sewage, streets and roads, and MS4 facilities)
- Public education and outreach
- Implementation of Total Maximum Daily Loads
- Reporting Requirements and Notifications

Riverside Countywide Integrated Waste Management Plan

Pursuant to AB939, the County prepared the 1996 Countywide Integrated Waste Management Plan (CIWMP) in collaboration with its cities to ensure a coordinated effort at solid waste reduction and landfilling. The CIWMP, is comprised of five key elements, the Countywide Summary Plan, the Countywide Siting Element, the Source Reduction and Recycling Element (SRRE), the Household Hazardous Waste Element (HHWE) and the Non-Disposal Facility Element (NDFE).

- Countywide Summary Plan: The Countywide Summary Plan contains goals and policies, and a summary of issues faced by the County and its cities. The Summary Plan provides steps needed for all cities to implement to meet the 50% division mandate.

- Countywide Siting Element: The Siting Element provides evidence that there is at least 15 years of remaining capacity to hold waste for the County and its cities. If there is not adequate capacity, the Siting Element contains discussion of alternative disposal sites and additional diversion programs.
- Source Reduction and Recycling Element (SRRE): The SRRE provides analysis of the local waste stream to determine where to focus diversion efforts.
- Household Hazardous Waste Element (HHWE): The HHWE details programs that assist in recycling, treatment and disposal practices for Household Hazardous Waste programs.
- Non-Disposal Facility Element (NDFE): The NDFE goal is to identify existing and proposed waste management facilities that would require a solid waste permit to be operationally compliant.

Elsinore Valley Municipal Water District's Urban Water Management Plan

Elsinore Valley Municipal Water District (EVMWD) prepared an Urban Water Management Plan (UWMP) in 2020 in compliance with the State's Urban Water Management Plan Act (UWMP) Act. The purpose of the plan is to document EVMWD's projected water demands and its plans for delivering water supplies to EVMWD's water service area through 2035. This plan includes all information necessary to meet the requirements of California Water Code Division 6, Part 2.6 (Sections 10610- 10657) of the UWMP Act as updated in 2010.

Local

Lake Elsinore General Plan

The Mobility and Infrastructure Element of the City's General Plan includes goals and policies related to utilities and service systems. All of the GPU goals and policies are provided in Draft EIR Appendix A. The applicable goals and policies are evaluated in Section 4.19.4 below.

Lake Elsinore Municipal Code

The following sections of the Lake Elsinore Municipal Code (LEMC) deal with various aspects of utilities and service systems:

- Title 14, Chapter 14.12 (Construction Waste and Demolition Waste Management)
- Title 16, Chapter 16.34 (Requirements for Building Permit Issuance)
- Title 16, Chapter 16.52 (Improvements – Water Facilities)
- Title 19, Chapter 19.08 (Water Efficient Landscaping Requirements)

NOP Comments

Email correspondence was received from the Santa Ana Watershed Project Authority requesting an update to the mailing list.

Email correspondence from the Riverside County Flood Control and Water Conservation District indicating that they did not have comments because the Project does not proposed construction.

4.19.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the Project could result in a significant impact if it:

As identified in Appendix G of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), the proposed project could result in a significant impact if it would:

A. Require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects.

B. Have sufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry and multiple dry years.

C. Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments.

D. Generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals.

E. Comply with federal, state, and local management and reduction statutes and regulations related to solid waste.

F. Would the project cause substantial adverse cumulative impacts with respect to utilities and service systems.

4.19.4 IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to utilities and service systems which could result from the implementation of the proposed Project and recommends mitigation measures as needed to reduce significant impacts.

New or Expanded Facilities

Impact UTIL-1 – Would the Project require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects?

Analysis of Impacts

The growth projections of the proposed Project are less intense than those of the 2011 General Plan, and it is possible the decrease in projected housing and population may result in overall less demand on water consumption, wastewater generation, storm drainage, energy, telecommunications, or solid waste infrastructure and service providers in the region. Once the Project is adopted, its growth projections will be incorporated as appropriate into the various master plans of the agencies and companies providing utility services to the City.

It is possible that future development under the Project would require or result in the incremental relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause environmental impacts as growth occurs. Utilities could be potentially impacted by an anticipated increase in population; however, existing and planned utility systems and facilities are anticipated to adequately accommodate future population growth within the Planning Area. In addition, individual development proposals would be required to formally request "will serve" letters on an individual basis for electrical, natural gas, and telecommunications service to assure that service can be provided.

Future development in the Planning Area is expected to remain within anticipated growth forecasts for the region and City. As such, water supplies and wastewater treatment facilities are able to meet this eventual increase in demand (see Impacts UTIL-2 and UTIL-3 below). Additionally, new facilities are subject to the provisions of the Lake Elsinore General Plan, Municipal Code, EVMWD plans, County waste management plans, SCE, Southern California Gas Company, and compliance with CEQA, when required.

For these reasons, the Project does not result in the unexpected relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects. Impacts would be less than significant.

General Plan Analysis

The Mobility and Infrastructure Element contains the following goals and policies related to water supply, wastewater, storm drainage, energy, and telecommunication utility systems:

Water

Goal MI-6: Safe and reliable potable and recycled water storage and distribution systems that meet current and future needs.

Policies

MI-22: Implement and update the Water System Master Plan as needed in response to changing conditions; consider the unique needs of the DACs and DUCs[30].

MI-23: Ensure local water security by minimizing the potential impacts of climate change, drought, and catastrophic events on water storage and distribution.

MI-24: Ensure the City's water storage and distribution system is disaster ready.

MI-25: Monitor EVMWD's implementation of improvements to their systems that provide high-quality services to Lake Elsinore and SOI customers, including the Disadvantaged Unincorporated Community residents.

MI-26: Work with EVMWD to evaluate and ensure the water system is able to provide adequate fire flows.

MI-27: Increase resident and business water efficiency, water security, and safe water knowledge.

MI-28: Encourage EVMWD to provide service to all of the City of Lake Elsinore jurisdiction and the SOI.

[30] DAC-Disadvantaged Communities, DUC-Disadvantaged Unincorporated Communities

MI-29: Look to expand, as appropriate, the use of recycled water to irrigate parks, Lake Elsinore, and other public open space areas.

MI-30: Support the study of microplastics/forever chemical contamination risks. Consider implementing appropriate strategies that mitigate possible contamination of public parks, wetlands, and open space habitat areas.

Wastewater

Goal MI-7: Reliable local wastewater collection facilities that support established needs, as well as the City's economic development goals and plans for new housing.

Policies

MI-31: Implement and update the Sewer System Master Plan as needed in response to changing conditions.

MI-32: Prioritize planned sewer system improvements in DACs, DUCs, and areas where the system has the most need and/or where growth will be focused.

MI-33: Decrease groundwater infiltration and inflow to the wastewater collection system to maintain sufficient peak wet-weather capacity.

MI-34: Consider innovative wastewater treatment systems

MI-35: Prevent sewer system backflow.

MI-36: Secure infrastructure facilities to ensure resilience from extreme weather events.

Storm Drainage

Goal MI-8: An integrated local stormwater management system that guards against urban flooding and provides for the "greening" of the City of Lake Elsinore.

Policies

MI-37: Maintain the capacity and condition of local storm drains to accommodate all but extreme weather events.

MI-38: Consider prioritizing green infrastructure solutions over grey, and "green" existing grey infrastructure, where possible.

MI-39: Ensure the ability of regional stormwater collection facilities to accommodate flows from Lake Elsinore's stormwater collection system through coordination with Riverside County.

MI-40: Incorporate Low Impact Development (LID) approaches into the design and upgrades of public stormwater infrastructure, including bioswales and impervious surfaces.

Energy Systems

Goal MI-9: Reliable, unobtrusive, and eco-friendly energy systems

Policies

MI-41: Ensure improvements to and maintenance of electric power and natural gas transmission and distribution systems are performed in a manner that maintains safety and reliability and that implements City environmental goals.

MI-42: Focus on purchasing electricity from renewable sources through continued participation in appropriate organizations and alliances.

MI-43: Accommodate alternative energy infrastructure (such as wind and solar) as new technology evolves.

MI-44: Ensure pipeline owners protect and maintain underground high-pressure pipelines consistent with applicable laws through coordination and working with responsible federal and State agencies.

MI-45: Require new development projects underground utilities and provide utility upgrades/replacements, as appropriate.

Telecommunications

Goal MI-11: Communications technologies that facilitate efficient and affordable access for everyone in Lake Elsinore, provide broad benefits, and integrate well into the urban environment.

Policies

MI-47: Ensure residents, businesses, and institutions in Lake Elsinore have choices regarding communications service providers.

MI-48: Explore ways to provide easy public access to wireless communications services in public spaces.

MI-49: Identify local DACs and DUCs that may be underserved by wireless communications services due to cost or poor service coverage; work with service providers and others to improve that access.

MI-50: Minimize the visual impacts of communications infrastructure.

MI-51: Ensure that the City receives sufficient revenues and other benefits from the private use of public infrastructure and facilities for the installation of small cell and similar technologies.

Summary and Conclusions. Implementation of the goals and policies cited above will help assure the City has adequate and efficient water, wastewater, storm drain, energy, and telecommunication utility systems in the future to accommodate planned growth. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Water Supplies

Impact UTIL-2 – Would there be sufficient water supplies available to serve reasonably foreseeable future development in the Planning Area during normal, dry and multiple dry years?

Analysis of Impacts

The Elsinore Valley Municipal Water District (EVMWD) provides water, wastewater, and reclaimed water services to the Elsinore and Temescal divisions, which encompass an area of 96 square miles, including the City of Lake Elsinore, and the Cities of Canyon Lake and Wildomar, as well as portions of the City of Murrieta and unincorporated areas of Riverside County. EVMWD water system is primarily divided into two divisions, the Elsinore Division, and the Temescal Domestic Service Area (TDSA). EVMWD obtains its potable water supplies from local groundwater from the Elsinore Basin, local surface water from Canyon Lake, and imported water from Metropolitan Water District (MWD). Approximately 24% of the division water supply comes from local groundwater. EVMWD provides supply system services to a population of approximately 74,000 in the City of Lake Elsinore alone.

The EVMWD maintains an Urban Water Management Plan (UWMP) to demonstrate how its supply will reliably meet its anticipated demand through 2045 (20-year horizon)(EVMWD 2020). The total supply and demand even under drought conditions is shown in Table 4.19-2. The EVMWD's UWMP indicates its anticipated supply can meet its anticipated demand from 2025 to 2045 even under a 5-year multiple dry year scenario.

Table 4.19-2
EVMWD Multiple Dry Years Supply and Demand Comparison (acre-feet/year)

Year	Water	2025	2030	2035	2040	2045
1st Year	Supply	35,789	39,489	40,239	41,179	42,209
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	5,964	7,359	5,626	3,891	2,039
2nd Year	Supply	40,243	40,243	40,993	41,933	42,963
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	10,418	8,113	6,380	4,645	2,793
3rd Year	Supply	40,478	40,478	41,228	42,168	43,198
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	10,653	9,145	6,615	4,880	3,028
4th Year	Supply	41,275	41,275	42,025	42,965	43,995
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	11,450	9,145	7,412	5,677	3,825
5th Year	Supply	40,119	40,119	40,869	41,809	42,839
	Demand	29,825	32,130	34,613	37,288	40,170
	Difference	10,294	7,989	6,256	4,521	2,669

Source: Table 7-9, EVMWD 2020 (potable system only)

It should be noted the EVMWD's UWMP was based on the land uses assumed by the City's 2011 General Plan land use map. The 2011 General Plan estimated the Planning Area's population would grow to 318,856 persons and 94,616 housing units by the 2030 horizon year (2011 GP EIR Table 3.1-4). The proposed Project estimates the Planning Area will grow to 151,891 persons and 46,610 housing units by 2045 (Table 3-3, 2025 DEIR Project Description). Therefore, the Project estimates considerably less growth (approximately half) in population and housing than originally

estimated under the 2011 General Plan. This would indicate there is more than sufficient water to supply the Planning Area through 2045 since the currently projected land uses are much less intense than those projected in 2011 and used in the 2020 EVMWD UWMP. It should be noted that EVMWD is already preparing the updated 2025 UWMP which should incorporate the 2025 GPU land uses.

The 2025 GPU will change land uses in the City over time by substantially decreasing the amount of residential uses and housing units over those projected in the 2011 General Plan. Conversely, the Project represents substantially less growth in non-residential uses (e.g., commercial, office, light industrial) and employment in the future compared to that projected in the 2011 General Plan.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined based on this Program EIR to determine the appropriate level of environmental review required under CEQA related to population and housing growth and related increases in water consumption.

General Plan Analysis

The Mobility and Infrastructure Element contains the following goal and policies related to water supply:

Goal MI-6: Safe and reliable potable and recycled water storage and distribution systems that meet current and future needs.

Policies

MI-22: Implement and update the Water System Master Plan as needed in response to changing conditions; consider the unique needs of the DACs and DUCs[31].

MI-23: Ensure local water security by minimizing the potential impacts of climate change, drought, and catastrophic events on water storage and distribution.

MI-24: Ensure the City's water storage and distribution system is disaster ready.

MI-25: Monitor EVMWD's implementation of improvements to their systems that provide high-quality services to Lake Elsinore and SOI customers, including the Disadvantaged Unincorporated Community residents.

MI-26: Work with EVMWD to evaluate and ensure the water system is able to provide adequate fire flows.

MI-27: Increase resident and business water efficiency, water security, and safe water knowledge.

MI-28: Encourage EVMWD to provide service to all of the City of Lake Elsinore jurisdiction and the SOI.

MI-29: Look to expand, as appropriate, the use of recycled water to irrigate parks, Lake Elsinore, and other public open space areas.

[31] DAC-Disadvantaged Communities, DUC-Disadvantaged Unincorporated Communities

MI-30: Support the study of microplastics/forever chemical contamination risks. Consider implementing appropriate strategies that mitigate possible contamination of public parks, wetlands, and open space habitat areas.

This goal and these policies will help assure the City will have adequate water supplies in the future as growth occurs under the Project.

Summary and Conclusions. Implementation of the goal and policies cited above will help assure the City has an adequate and efficient water utility system in the future to accommodate planned growth. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Wastewater Treatment

Impact UTIL-3 – Would the Project result in a determination by the wastewater treatment provider which serves or may serve the Project that it has adequate capacity to serve the Project's projected demand in addition to the provider's existing commitments?

Analysis of Impacts

The EVMWD Sewer District serves the Planning Area with two Water Reclamation Facilities (WRF), the Lake Elsinore Regional WRF and the Railroad Canyon WRF. The “backbone” collection system consists of trunk sewers, generally 10 inches in diameter and larger, that convey the collected wastewater to EVMWD’s WRFs. EVMWD has developed and regularly maintains a Sewer System Management Plan to address wastewater management and infrastructure needs in the region. With this plan, the EVMWD regularly reviews treatment capacity and collection efficiency with projected demand to assure capacity is adequate to meet anticipated growth. This process is expected to continue in the future as the City and SOI grow under the Project.

General Plan Analysis

The Mobility and Infrastructure Element contains the following goal and policies related to waste water conveyance and treatment:

Goal MI-7: Reliable local wastewater collection facilities that support established needs, as well as the City’s economic development goals and plans for new housing.

Policies

MI-31: Implement and update the Sewer System Master Plan as needed in response to changing conditions.

MI-32: Prioritize planned sewer system improvements in DACs, DUCs, and areas where the system has the most need and/or where growth will be focused.

MI-33: Decrease groundwater infiltration and inflow to the wastewater collection system to maintain sufficient peak wet-weather capacity.

MI-34: Consider innovative wastewater treatment systems

MI-35: Prevent sewer system backflow.

MI-36: Secure infrastructure facilities to ensure resilience from extreme weather events.

Summary and Conclusions. Implementation of the goal and policies cited above will help assure the City has an adequate and efficient waste water conveyance and treatment system in the future to accommodate planned growth. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Solid Waste

Impact UTIL-4 – Would the Project generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?

Analysis of Impacts

Riverside County Waste Management facilitates solid waste disposal services for Riverside County, and the City of Lake Elsinore contracts with CR&R Environmental Services for trash pickup. Solid waste produced within the City and SOI is not disposed of within the City but is transported to El Sobrante Landfill, Badlands Landfill, or Lamb Canyon Landfill. El Sobrante Landfill is expected to reach capacity by 2045. Badlands Landfill is expected to reach capacity by 2059 and Lamb Canyon Landfill by 2075. Both Badlands and Lamb Canyon Landfills have the potential to expand their facilities and capacity. Solid waste disposal is managed at the regional level; therefore, generation of solid waste within the City and SOI is one part of a regional issue. Implementation of the Project result in increases in residential, commercial, industrial and other non-residential uses the construction of which will generate debris which would potentially impact solid waste disposal services and the capacity of landfill facilities that serve the City.

Table 4.19-4 provides a rough estimate of the amount of construction-related solid waste that would be generated by new land uses in the City over the life of the GPU (2025-2045 or 20 years). Table 4.9-4 shows the Project would generate a total of 121,278 tons of solid waste form new construction in the City and SOI over the next 20 years. Pursuant to the Integrated Waste

Management Act, the State of California has established 50 percent as the minimum waste reduction rate for all cities. Additionally, Chapter 14.12 of the CMC mandates that a minimum of 50 percent of construction debris to be diverted away from landfills. Thus, recycling of construction and demolition waste generated during construction will greatly reduce the amount of such waste that is directed into landfills and the estimated maximum amount of construction debris that will be placed into landfills would be 60,639 tons or an average of 3,032 tons per year over the next 20 years (see Table 4.19-3).

Table 4.19-3
Estimated Solid Waste Generation

Land Use	Amount 2025-2045	Construction		Operation	
		Rate[1]	Total Waste	Rate[2]	Daily Waste
Residential	27,664 units	3,504 lbs./unit	179,926,656 lbs.	12.23 lbs./unit	338,331 lbs.
Non-Residential[3]	16,100,000 SF	3.89 lbs./SF	62,629,000 lbs.	0.006 lbs./SF	96,600 lbs.
Total	--	--	**242,555,656 lbs.** (121,278 tons)	--	**434,931 lbs.** (217.5 tons)
50% Diversion			60,639 tons total 3,032 tons/year 8.3 tons/day		108.8 tons

Source: Project Description Table 3-2, CalRecycle Website 2025 lbs. = pounds SF = square feet units = dwelling units
1.20 Resid based on 4.38 lbs./SF x 800 SF/unit average, Non-Resid based on 3.89 lbs./SF
2.20 Resid based on 12.23 lbs./unit, Non-Resid based on 6 lbs./1000 SF
3.20 Includes commercial, industrial, and public institutional uses

At present, the three County landfills serving the City and SOI (El Sobrante, Badlands, and Lamb Canyon) have a combined remaining permitted capacity of 27,126,203 tons. Therefore, waste generated by construction of new land uses in the Planning Area over the next 20 years (60,639 tons) can be accommodated by the existing landfills (equals 0.2% of remaining permitted capacity). Impacts of construction waste would therefore be less than significant.

In addition to construction, the ongoing operation or occupancy of new land uses in the Planning Area under the Project would generate solid wastes on a daily basis. Implementation of the Project result in population increases and increases in commercial, industrial and other non-residential uses which would potentially impact solid waste disposal services and the capacity of landfill facilities that serve the City. As shown in Table 4.19-3, implementation of the Project would generate an additional 217.5 tons per day of solid waste, or 79,388 tons of solid waste per year at buildout. However, pursuant to the Integrated Waste Management Act, the State of California has established 50 percent as the minimum waste reduction rate for all cities. Compliance with State law will result in a minimum of 50 percent of the estimated increase in City's generated solid waste being diverted from landfills. Therefore, new land uses would be estimated to generate approximately 108.8 tons per day of solid wastes that would need to be disposed of in County landfills.

At present, the three County landfills serving the City and SOI (El Sobrante, Badlands, and Lamb Canyon) have a combined remaining permitted capacity of 27,126,203 tons. Therefore, waste generated by occupancy or operation of new land uses in the Planning Area over the next 20

years (794,240 tons)[32] can be accommodated by the existing landfills (equals 2.9% of remaining permitted capacity). Although buildout of the Project will result in an increase in the amount of solid waste that is sent to landfills, the remaining combined capacity at the landfills is sufficient to accommodate buildout of the Project. Impacts of operational solid waste would therefore be less than significant.

Project implementation consisting of the General Plan Update (GPU), Zoning Code and Map Amendment (ZCA), and the new Climate Action and Adaptation Plan (CAAP) would not have the potential to directly result in any new construction, development or entitlement. Development within the City will continue to be subject to the existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined based on this Program EIR to determine the appropriate level of environmental review required under CEQA related to population and housing growth and related increases in solid waste generation and disposal.

General Plan Analysis

The Mobility and Infrastructure Element contains the following goal and policy related to solid waste collection, transfer, and disposal:

Goal MI-10: Provide adequate and high quality solid waste services.

Policy MI-46: Meet Lake Elsinore's solid waste disposal needs while maximizing opportunities for waste reduction and recycling.

Summary and Conclusions. Implementation of the goal and policy cited above will help assure the City has an adequate solid waste utility service in the future to accommodate planned growth. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

[32] 108.8 tons/day = 39,712 tons/year x 20 years = 794,240 tons divided by 27,126,203 tons

Impact UTIL-5 – Would the Project comply with federal, state, and local management and reduction statutes and regulations related to solid waste?

Analysis of Impacts

The City currently complies with the waste reduction requirements of AB 341. The growth projections of the proposed Project are different than those of the 2011 General Plan, but residents of the increased housing and employees of future non-residential development will continue to comply with established solid waste reduction programs. In addition, the City is required by comply with state laws regarding source reduction and recycling.

Buildout of the Project would not have a direct significant impact on the capacity of regional landfills. Impacts on solid waste management are not significant at the program level but should be analyzed as development continues to ensure adequacy and continued availability of service. Individual development projects that implement the proposed Project will be required to comply with all application laws and regulations.

The City will continue to comply with established laws and regulations regarding solid waste minimization and recycling. Therefore, the proposed Project will not interfere with the City's compliance with federal, state, and local management and reduction statutes and regulations related to solid waste.

General Plan Analysis

The Mobility and Infrastructure Element contains the following goal and policy related to solid waste regulatory requirements:

Goal MI-10: Provide adequate and high quality solid waste services.

Policy MI-46: Meet Lake Elsinore's solid waste disposal needs while maximizing opportunities for waste reduction and recycling.

In addition, the General Plan contains the following implementation program (PRO) to assist the City in achieving this goal and its policy regarding compliance with solid waste laws and regulations:

PRO MI-37. Continue to implement and update the City's SB1838 compliance programs.

Summary and Conclusions. Implementation of the goal, policy, and program cited above will help assure the City will comply with applicable laws and regulations regarding solid waste in the future to accommodate planned growth. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact UTIL-6 – Would the Project cause substantial adverse cumulative impacts with respect to utilities and service systems?

Analysis of Impacts

The "universe" for consideration of cumulative impacts for the Project is western Riverside County which includes the cities surrounding the City of Lake Elsinore. Local groundwater is provided to residents and businesses in the region by dozens of local water districts and companies who must maintain UWMPs or similar long-range plans for service including under drought conditions. Regional sewer and wastewater systems are operated by the EVMWD which maintains a number of long-range master plans for these services. The regional storm drain system is operated by the Riverside County Flood Control and Water Conservation District which maintains long-range master planning for these facilities. Energy services in this region are provided by mainly two large private companies, while telecommunications services are provided by a large number of private companies of various sizes. Solid waste disposal is managed on a regional scale by the County via a series of landfills and collection services from dozens of MRFs spread throughout the region. Most utility master plans are based on the general plans of the cities within their particular service area like the City of Lake Elsinore.

The growth projections of the proposed Project are less intense than those of the 2011 General Plan, and it is possible the decrease in projected housing and population may result in overall less demand on water consumption, wastewater generation, storm drainage, energy, telecommunications, or solid waste infrastructure and service providers in the region. All of the local jurisdictions within the surrounding region have policies like those of the City General Plan which requires the capacity of existing infrastructure and the potential demand for public services be considered in future planning and review of new development.

Once the Project is adopted, its growth projections will be incorporated as appropriate into the various master plans of the agencies and companies providing utility services to the City. Therefore, the proposed Project will not have cumulative impacts on regional utility services.

General Plan Analysis

The Mobility and Infrastructure Element contains Goals MI-6 through MI-11 and related policies that address utility systems. The analysis in Impact UTIL-1 through UTIL-5 above demonstrate that the goals and policies of the proposed Project are sufficient to prevent any significant environmental impacts. Assuming other surrounding jurisdictions have and implement similar goals and policies, it is reasonable to conclude the proposed Project would not result in a substantial contribution to any significant cumulative regional impacts regarding utility systems.

Summary and Conclusions. With implementation of the goals and policies of the proposed Mobility and Infrastructure Element, the Project would have less than significant impacts on utility systems at a local and cumulative level, and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.19.5 REFERENCES

CalRecycle 2025. California Department of Resources Recycling and Recovery (CalRecycle). Solid Waste Information Systems. (SWIS). 2025 [Website Accessed November 2025]. https://www2.calrecycle.ca.gov/SolidWaste/SiteActivity/Details/2256?siteID=2402.

EVMWD 2017. Portable Reuse Feasibility Study. Elsinore Valley Municipal Water District, 2017.

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EVMWD 2023. Recycled Water System Master Plan and Regional IRP Study. Elsinore Valley Municipal Water District (EVMWD). 2023.

EVMWD 2025. Sewer System Management Plan, Final. Elsinore Valley Municipal Water District (EVMWD). July 2025.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

4.20 WILDFIRE

This section describes the potential for wildfire on lands located in or near State Responsibility Areas (SRA) or lands classified as very high fire hazard severity zones by the California Department of Forestry and Fire Protection (CAL FIRE). In addition, it discusses potential impacts of the proposed Project on wildfire hazards, including: emergency response/evacuation, exacerbation of wildfire risks, exposure to pollutant concentrations from a wildfire; exacerbation of fire risk from infrastructure improvements, significant risks of runoff, post-fire slope instability, or drainage changes.

4.20.1 ENVIRONMENTAL SETTING

The risk wildfire to structures, land and human lives is high in California due to a generally dry climate and a preponderance of highly flammable vegetation over much of the state. The combination of Southern California's Mediterranean climate, its winter and spring rainfall, hot dry summers, and the frequency of high wind velocity creates optimum conditions for wildfires. The annual rainfall pattern supports grasses, shrubs, and trees, and the hot arid summers dry out vegetation. This readily combustible material can be easily ignited and will burn hot and fast especially during high wind conditions. In fact, Southern California fires accompanied by high-velocity winds consumed more than 90 percent of the wildfire-burned acreage. The Planning Area is known for periodic high-velocity wind conditions through the Temescal Valley and the steep canyons to the northwest, west, and southwest portions of the SOI most often in the fall. Such "Santa Ana" winds are due mostly to the area's topography, which forms a natural wind tunnel along the valley and through the canyons (MIG 2024).

The Elsinore Mountains of the Santa Ana Mountain Range and surrounding hills frame Lake Elsinore's picturesque backdrop: they also facilitate wildfire hazard risks. Wildfires are an ever-present concern in the adjacent mountain ranges and steep terrain—especially considering much of the areas to the southwest, west, and northwest of the SOI are fueled by vegetative shrub and chaparral overgrowth. Risk is further elevated by high temperatures, occasional Santa Ana winds, and periodic high velocity winds through the valley and steep canyons that form a natural wind funnel. In the past decade, one notable fire has occurred within the Planning Area, and seven others have been documented in the area since 1984. In August 2018, the Holy Fire burned 92 square miles in the Cleveland National Forest, impacting approximately 160 buildings in Lake Elsinore. Exhibit 4.20-1 illustrates the perimeters of wildfires that have occurred within the Planning Area and surrounding communities (MIG 2024).

The majority of the Planning Area is designated "Very High Fire Hazard Severity Zones" (VHFHSZs) by Riverside County and the California Department of Forestry and Fire Protection (CAL FIRE) as depicted in Exhibit 4.20-2. Developments within the zone are required to prepare Fire Protection Plans. Lake Elsinore contracts fire services with the Riverside County Fire Department and CAL FIRE, providing a full range of fire protection services including fire prevention, suppression, and emergency medical response. The Riverside County Fire Department provides firefighting services to Lake Elsinore's portion of the Local Responsibility Area (LRA) while CAL FIRE is the primary emergency response agency responsible for lands within State Responsibility Areas (SRA)(MIG 2024).

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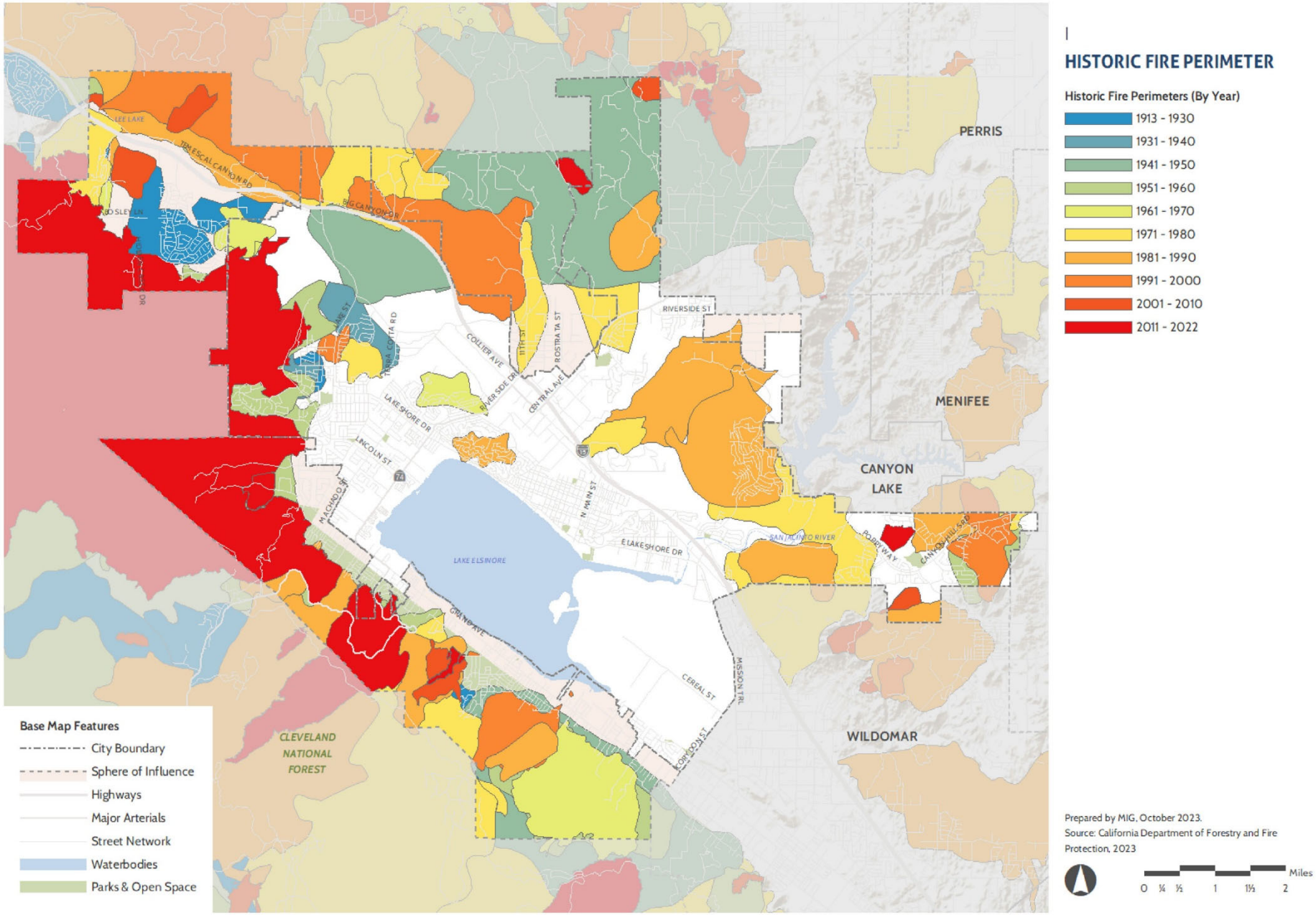


Exhibit 4.20-1 Historic Fire Perimeters

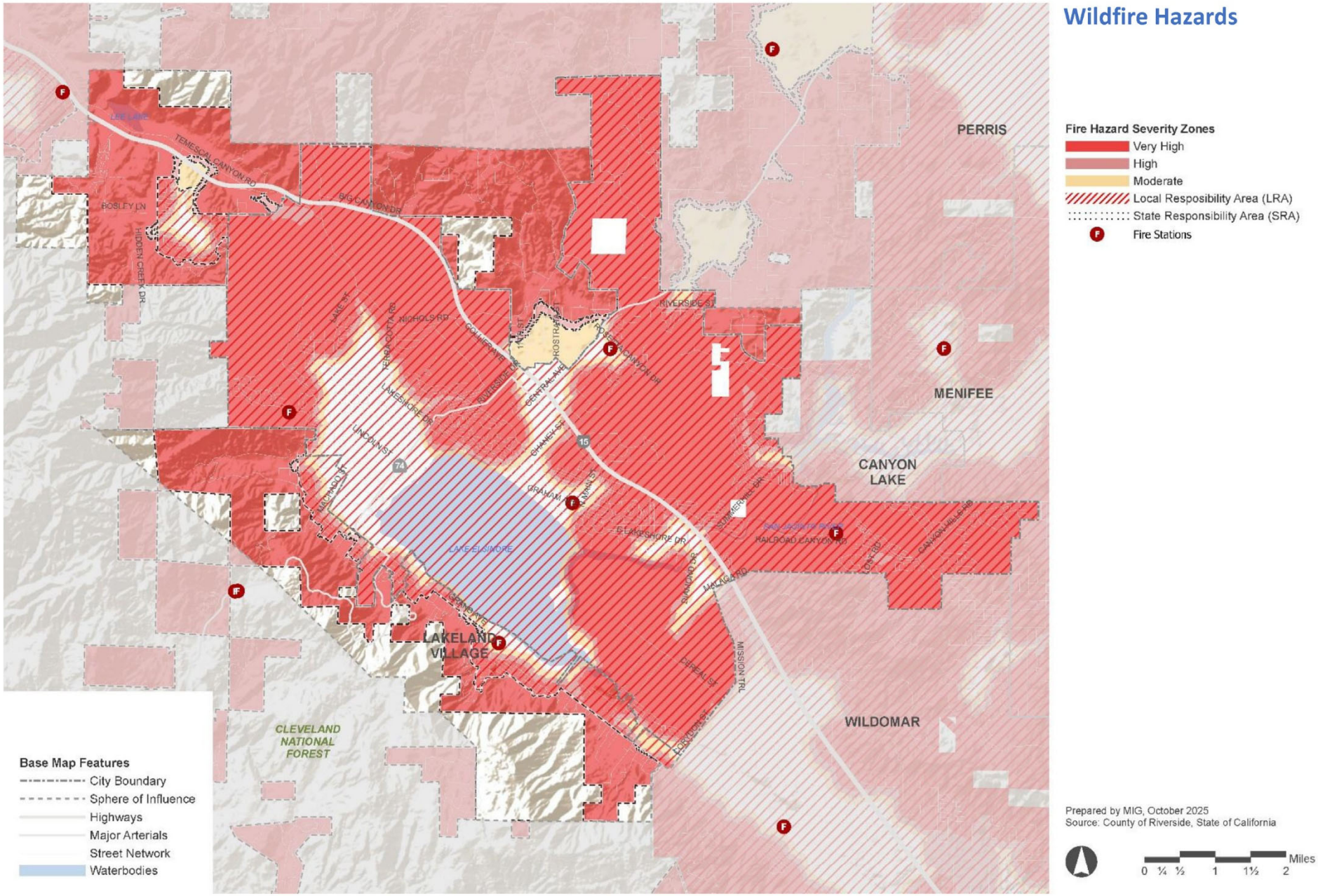


Exhibit 4.20-2 Wildfire Hazard Zones

The very high fire hazard zones are west of the lake in the Cleveland National Forest and in the northern and eastern portions of the SOI on largely vacant or rural use lands in the Gavilan and Temescal Hills and along Bundy Canyon Road - most of these areas are in an SRA. There are also high fire hazard areas adjacent to the lake to the north and east within an LCA.

4.20.2 REGULATORY FRAMEWORK

State

CALFIRE, Office of the State Fire Marshal (CAL FIRE-OSFM)

The Office of the State Fire Marshal evaluates and provides technical assistance for the Hazardous Material Management Plan (HMMP), the Hazardous Materials Inventory Statement (HMIS) and the Aboveground Petroleum Storage Act (APSA) Programs.

California Fire Code

The City has adopted the 2022 California Fire Code, with amendments to address specific local conditions and needs. These provisions include construction standards and fire hydrant requirements, road widths and configurations designed to accommodate the passage of fire trucks and engines, and requirements for minimum fire flow rates for water mains, and specifications for exterior materials and construction methods for structures located in the wildland-urban interface (WUI). These regulations pertain to any new building located within a Local Agency ‘Very High Fire Hazard Severity Zone’ or within a State Responsible ‘Moderate’, ‘High’, or ‘Very High Fire Hazard Severity Zone’.

“SRA” Fire Safe Regulations

The following are summarized provisions are from California Code of Regulations, Title 14 (Natural Resources), Division 1.5 (Department of Forestry), Chapter 7 (Fire Protection), Subchapter 2, which is known as the “SRA” Fire Safe Regulations" and constitutes the basic wildland fire protection standards of the California Board of Forestry.

Local

Lake Elsinore General Plan

The Public Safety, Noise, and Air Quality (PSNAQ) Element of the General Plan outlines the goals and policies the City will follow to protect its citizens, residences, workers, and businesses from wildfire hazards. All of the goals and policies of the General Plan are shown in Draft EIR Appendix A. The goals and policies applicable to wildfires are evaluated in Section 4.20.5 below.

City of Lake Elsinore Emergency Preparedness Plan

The City of Lake Elsinore is responsible for developing emergency plans and actions in response to actual or potential disasters which may impact the City. The City designs and conducts exercises for different scenarios and coordinates emergency training to ensure that the City is able to respond to natural, human caused and technological emergencies. The City’s Emergency Preparedness Plan outlines response strategies and tactics for a wide range of emergencies. City staff fulfills a wide variety of roles from the field response to emergency incidents within the City to operating the City Emergency Operation Center in supporting and recovering from major emergencies and disasters. All City Emergency Service activities are focused around the four primary phases of emergency management; Mitigation, Preparedness, Response and Recovery.

Lake Elsinore Municipal Code

The Lake Elsinore Municipal Code (LEMC) contains Chapter 15.56 that deals with fire hazards and adopts the State Fire Code.

4.20.3 SIGNIFICANCE THRESHOLDS

The methodology used to evaluate potential environmental impacts is described in Section 4.0. As identified in Appendix G of the Guidelines for Implementation of CEQA, the Project has the potential to result in significant impacts if the following thresholds are exceeded.

If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, would the Project:

A. Substantially impair an adopted emergency response plan or emergency evacuation plan.
B. Due to slope, prevailing winds and other factors exacerbate wildfire risks, and thereby expose project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire.
C. Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment.
D. Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes.
E. Cause substantial adverse cumulative impacts with respect to wildfire.

4.20.4 IMPACTS AND MITIGATION MEASURES

This section describes potential impacts related to wildfires which could result from the implementation of the Project and recommends mitigation measures as needed to reduce significant impacts.

Emergency Response Plans

Impact WIL-1 – Would the Project substantially impair an adopted emergency response plan or emergency evacuation plan?

Analysis of Impacts

The Project does not propose any changes to the City's Emergency Preparedness Plan or the Riverside County Multi-Jurisdictional Local Hazard Mitigation Plan. As described in Section 4.17, Transportation, of this EIR, implementation of the proposed Project would increase the amount of vehicle traffic and modify the roadway network. However, the proposed Project is designed to provide and maintain a comprehensive circulation system within the City that would provide adequate roadway connections and emergency access options. All applicable local and State regulatory standards for adequate emergency access will be met.

New developments associated with the buildout of the proposed Project would be required to comply with all applicable fire code requirements for construction and access to the site. Individual projects would be reviewed by the County Fire Department to determine the specific fire

requirements applicable to the specific development and to ensure compliance with these requirements. This would ensure that new developments would provide adequate emergency access to and from the site. Further, the City Engineer and the County Fire Department would review any modifications to existing roadways to ensure that adequate emergency access or emergency response would be maintained. Therefore, the Project will not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to emergency response plans or emergency evacuations. The CAAP would also not affect or be affected by emergency conditions in the Planning Area. Therefore, the proposed Project does not influence the ZCA or CAAP so there are no impacts in that regard.

Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of tiered or subsequent environmental review required under CEQA related to emergency response plans or emergency evacuation plans.

General Plan Analysis

Supported by the Local Hazard Mitigation Plan (LHMP), the following goals and policies of the Public Safety, Noise, and Air Quality (PSNAQ) Element of the GPU will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City:

Goal 3: Reduced risk of fire and minimized consequences from fire events services.

Policies

PSNAQ-16: Ensure Police and Fire Departments determine and are able to meet community needs for services.

PSNAQ-17: Prevent fires by conducting routine inspections, incorporating fire safety features in new development, and educating the public to take proactive action to minimize fire risks.

PSNAQ-18: Ensure the City has adequate Fire Department resources (fire stations, personnel, and equipment) to meet response time standards, keep pace with growth, and provide a high level of service to the community.

PSNAQ-19: Enforce fire standards and regulations while reviewing building plans and conducting building inspections.

PSNAQ-20: Promote improved inter-jurisdictional consultation and communication regarding: disaster or emergency plans, and seismic safety upgrades of public facilities and infrastructure such as dams, reservoirs, and highway structures.

PSNAQ-21: Partner with neighboring cities, regional agencies, local school districts, local businesses, and community organizations to conduct emergency and disaster preparedness exercises that test operational and emergency response plans.

PSNAQ-22: Ensure operational readiness of the Emergency Operations Center (EOC) by conducting annual training for staff and maintaining, testing, and updating equipment to meet current standards.

PSNAQ-23: Train and educate public volunteers in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

Goal 9: A community that uses an integrated approach to proactively prevent wildfires and protect life, property, infrastructure, and habitats from wildfire impacts

Policies

PSNAQ-49: Minimize new residential development within the Very High Fire Hazard Severity Zones (VHFHSZs).

PSNAQ-50: Ensure on-site fire protection measures are considered during project review in wildfire hazard areas.

PSNAQ-51: Minimize fire risk for new development in VHFHSZs.

PSNAQ-52: Prioritize adequate ingress and egress routes for existing and new development in VHFHSZs.

PSNAQ-53: Require new development and, as feasible, existing development to provide long-term maintenance of defensible space clearances around structures, subdivisions, and fuel breaks within VHFHSZs.

PSNAQ-54: Identify vulnerable and at-risk populations who would require additional assistance in preparation for evacuation from wildfire.

PSNAQ-55: Prioritize continuity of emergency services.

PSNAQ-56: Promote fire hazard risk reduction through redevelopment.

PSNAQ-57: Use natural and built environment to provide natural fire break.

PSNAQ-58: Ensure long-term integrity of water supply and fire suppression systems through ongoing maintenance and evaluation.

In addition, the PSNAQ Element contains a number of implementation programs (PRO) to help assure these goals and policies are effectively implemented to provide for adequate fire protection service within the Planning Area especially regarding the risk of wildfires:

PRO-PSNAQ-21. Work with the Riverside County Sherriff and CAL Fire to determine and meet community needs for services.

PRO-PSNAQ-71. Update the zoning code to encourage new residential development occurs areas outside VHFHSZs.

PRO-PSNAQ-72. Update building and development codes to ensure standards for fire protection for new development in SRAs or VHFHSZs meet or exceed the statewide minimums in the SRA Fire Safe Regulations.

PRO-PSNAQ-73. Update road/street standards to require new residential development within VHFHSZs to address resident evacuation, including identifying the location and direction of evacuation routes and at least two points of ingress and egress, as part of the development review process

PRO-PSNAQ-74. Require special on-site fire protection measures, such as the installation of fire hydrants providing adequate fire flow and fire sprinkler or suppression systems, to be specified during project review for areas where wildfire hazards potential exists, specifically hilly areas with slopes of 10 percent or greater, access problems, lack of water or sufficient pressure, and/or excessively dry brush.

PRO-PSNAQ-75. Ensure properties in high-risk areas are equipped with an adequate water supply for firefighting, including water storage and pressure requirements.

PRO-PSNAQ-76. Require Firewise landscape design in new residential developments. Require the use of fire-resistant landscaping techniques in new development, especially in areas with dry brush and heavy vegetation.

PRO-PSNAQ-77. Require new developments adhere to California Government Code sections 51175 to 51189 related to VHFHSZs, all requirements in the California Building Code and California Fire Code, and the Board of Forestry and Fire Protection Fire Safe Regulations.

PRO-PSNAQ-78. Require and enforce the installation of fire protection water system standards for all new construction projects within VHFHSZs, including the installation of fire hydrants providing adequate fire flow, fire sprinkler, or suppression systems. Add the standards zoning and/or building code and required as part of the development application process.

PRO-PSNAQ-79. Require new development within VHFHSZs to include a fire protection plan that addresses landscape/fuel modification installation, incorporates open areas to complement defensible spaces, identifies possible refuge areas, and maps multiple ingress and egress routes. Add the standards to the zoning and/or building code and addressed as part of the development application process.

PRO-PSNAQ-80. Require new development within and adjoining VHFHSZs to prepare a roadside fuel reduction plan to prevent fires along public roads caused by vehicles.

PRO-PSNAQ-81. Require all structures redeveloped or rebuilt in the VHFSZs after a large fire to comply with building and fire codes in effect at the time of the re-development.

PRO-PSNAQ-82. Survey existing public and private streets every five years to determine those that lack two means of ingress and egress and inadequate evacuation routes. Identify and implement measures to mitigate single access issues.

PRO-PSNAQ-83. Identify areas with higher concentrations of at-risk populations (e.g., elderly, disabled, low-income) and create targeted evacuation plans for these groups.

PRO-PSNAQ-84. Locate essential public facilities such as hospitals, waste water treatment, shelters, and emergency operations centers, out of high-risk, wildfire-prone areas unless additional mitigation measures above the minimum fire protection standards are put in place and annually maintained.

PRO-PSNAQ-85. Conduct a study to establish a re-development policy for all structures in VHFSZs after large fires.

PRO-PSNAQ-86. Identify measures to preserve undeveloped ridgelines to reduce fire risk and improve fire protection.

PRO-PSNAQ-87. Regularly (at least once a year) survey existing residential structures for compliance with fire safety and defensible space requirements. Consult with property owners of non-conforming sites or structures to bring those properties into compliance with the most current building and fire safety standards.

PRO-PSNAQ-88. Maintain all public roads in accordance with State regulations.

PRO-PSNAQ-89. Collaborate with senior services, community centers, and local schools to coordinate evacuation and emergency response plans.

PRO-PSNAQ-90. Continue to work with the Riverside County Fire Department to:

- Ensure that fire services are maintained at adequate levels. While working with the Riverside County Fire Department, monitor the City of Lake Elsinore's fire protection rating and work with the Riverside County Fire Department to correct deficiencies and to ensure ongoing training is conducted.
- Conduct twice annual inspections of fire hydrant and water supply sources. Require the owner of the equipment (private property, public agency, etc.) to immediately correct issues as necessary.
- Identify anticipated locations of water supplies and work with appropriate agencies to maintain necessary water levels on an annual basis.

PRO-PSNAQ-91. Collaborate with the regional fire agencies on strategies available to maintain diverse plant composition (e.g., less combustible native plants), undertake appropriate thinning of vegetation, and maintain fuel breaks without permanently damaging native habitat. As appropriate, refer to and implement appropriate strategies of the Riverside County Fire Department Strategic Fire Plan.

PRO-PSNAQ-92. Provide evacuation notices and fire safety information accessible to people with communication barriers (e.g., using braille, multiple languages, and text-to-speech systems).

Summary and Conclusions. These goals and policies, along with their implementation programs, will help assure the Project does not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan. Impacts will be less than significant and no mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Prevailing winds

Impact WIL-2 – Would the Project result in impacts due to slope, prevailing winds, and other factors, exacerbating wildfire risks, and thereby expose Project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?

Analysis of Impacts

As outlined in Section 4.20.1 above, the combination of Southern California's Mediterranean climate, its winter and spring rainfall, hot dry summers, and the frequency of high wind velocity creates optimum conditions for wildfires. The annual rainfall pattern supports grasses, shrubs, and trees, and the hot arid summers dry out vegetation. This readily combustible material can be easily ignited and will burn hot and fast especially during high wind conditions.

New development under the Project could extend into areas of the SOI that are considered highly susceptible to wildfires, especially during high wind conditions. A fire that ignites in these areas has the potential to spread to areas within the other parts of the Planning Area if conditions are right. Therefore, a substantial risk of loss and damage exists to new developments in these areas. However, prevention strategies and response programs can greatly reduce these risks, especially if they focus on times when the potential for high winds is the greatest.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to prevailing winds or spread of wildfires. The CAAP would also not affect or be affected by wind or wildfire conditions in the Planning Area. Therefore, the proposed Project does not influence the ZCA or CAAP so there are no impacts in that regard.

Development proposals will continue to be subject to the City's existing permitting, approval, and public participation processes. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering the analysis and conclusions of this Program EIR to determine the appropriate level of tiered or subsequent site-specific environmental review required under CEQA related to prevailing winds and risk of wildfires.

General Plan Analysis

Supported by the LHMP, Public Safety, Noise, and Air Quality (PSNAQ) Element Goals 3 and 9 of the GPU will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City. The text of PSNAQ Goals 3 and 9, along with their attendant policies and relevant implementation programs (PRO), are outlined in IMPACT WIL-1 above.

Summary and Conclusions. These goals and policies, along with their implementation programs, will help assure the Project does not result in impacts due to slope, prevailing winds, and other factors, exacerbating wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire. Impacts will be less than significant and no mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Maintenance of Infrastructure

Impact WIL-3 – Would the Project require the installation or maintenance of associated infrastructure such as roads, fuel breaks, emergency water resources, powerlines, or other utilities that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?

Analysis of Impacts

New development under the Project would extend into areas of the City and SOI that are considered highly susceptible to wildfires. A fire that ignites in these areas has the potential to spread to adjoining areas if conditions are right. Therefore, new development could be subject to a substantial risk of loss and damage. Therefore, increased development throughout the City and SOI in accordance with the proposed Project could expose more people and additional development to potentially significant hazards from wildfires. In the outlying vacant or rural areas of the City and SOI, improvements will be needed to improve and provide adequate fire protection and safety for new residents and structures. Such improvements may include below- or above-grade reservoirs/tanks, roads, fuel breaks, power lines[33], and other utilities in conjunction with new buildings. Careful planning and construction of these improvements will be needed to assure they do not in themselves create environmental impacts and can adequately protect new structures.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to wildland fire safety and infrastructure. The CAAP would also not affect or be affected by wildfire conditions or related infrastructure in the Planning Area. Therefore, the proposed Project does not influence the ZCA or CAAP so there are no impacts in that regard.

Development within the City will continue to be subject to the existing permitting, approval, and public participation processes until the GPU, ZCA, and CAAP are adopted. Subsequent development activities following adoption of the GPU, ZCA, and CAAP will be examined considering this Program EIR to determine the appropriate level of tiered or subsequent environmental review required under CEQA related to wildland fire safety. Therefore, Project implementation would not directly result in adverse impacts related to wildfires or effects on wildland fire safety.

General Plan Analysis

Supported by the LHMP, Public Safety, Noise, and Air Quality (PSNAQ) Element Goals 3 and 9 of the GPU will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City. The text of PSNAQ

[33] Local service lines are typically placed underground in the City while transmission lines are typically above-ground.

Goals 3 and 9, along with their attendant policies and relevant implementation programs (PRO), are outlined in IMPACT WIL-1 above.

Development on vacant land and in outlying areas could require the installation or maintenance of associated infrastructure such as roads, fuel breaks, emergency water resources, powerlines, or other utilities. However, compliance with these goals and policies, and the City Fire Department's development review process for new development, will help prevent fire risks and any temporary or ongoing impacts to the environment.

Summary and Conclusions. By implementing this goal and these policies, the Project would not create temporary or ongoing environmental impacts from fire protection improvements that must be made to support growth under the proposed Project. Impacts will be less than significant and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Expose People or Structures to Risk

Impact WIL-4 – Would the Project expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?

Analysis of Impacts

As shown in Exhibits 4.20-1 and 4.20-2, the susceptibility of the Planning Area to wildland fire risks ranges from moderate to very high. New development under the Project would extend into areas of the City and SOI that are considered highly susceptible to wildfires. A fire that ignites in these areas has the potential to spread to adjoining areas if conditions are right. Therefore, a substantial risk of loss and damage exists to new developments in these areas. However, with prevention strategies and response programs, these risks can be reduced greatly. Nevertheless, increased development throughout the City and SOI in accordance with the proposed Project could expose more people and additional development to potentially significant hazards from wildfires.

Areas located within high wildfire susceptibility zones include the Northwest, Lake View Sphere, Lakeland Village, Country Club Heights, Alberhill, North Central, and North Peak districts. Areas that are adjacent to very high wildfire susceptibility zones include the Northwest, Lake View Sphere, and Lakeland Village districts. These districts must adopt preventative and preparedness measures to reduce the risk of wildfire. Increased development throughout the Planning Area in accordance with the Project could expose people and future development to potentially significant hazards from wildfires.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to indirect wildfire risks or hazards. The CAAP would also not affect or be affected by direct or indirect wildfire conditions or risks in the Planning Area. Therefore, the proposed Project does not influence the ZCA or CAAP so there are no impacts in that regard.

General Plan Analysis

Supported by the LHMP, Public Safety, Noise, and Air Quality (PSNAQ) Element Goals 3 and 9 of the GPU will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City. The text of PSNAQ Goals 3 and 9, along with their attendant policies and relevant implementation programs (PRO), are outlined in IMPACT WIL-1 above.

Implementation of this goal and these policies, the City's development review and CEQA processes, and compliance with the CMC grading requirements on steep slopes will prevent exposure of people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes.

Summary and Conclusions. Although development would spread into wildfire risk zones, goals and policies in the Project ensure that proper precautions will be taken with respect to new development to reduce potential impacts to less than significant levels.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

Cumulative Impacts

Impact WIL-5 - Would the Project cause substantial adverse cumulative impacts with respect to wildfires?

Analysis of Impacts

The proposed Project could have a cumulative impact on the ability of local agencies to protect residents, workers and structures from wildfires. Development within the Planning Area under the GPU could increase the population and/or activities and ignition sources in the high and very high fire hazard area within the Planning Area which may increase the chances of a wildfire and increase the number of people and structures exposed to risk of loss, injury, or death. The potential cumulative impacts from multiple projects in a specific area can also cause fire response service decline and must be analyzed for each project.

The Project along with other projects in the region represent an incremental increase in potential fire service demand or subsequent impacts after wildfires. Despite the generally low calculated increase in number of calls per year anticipated from the Project, it contributes to the cumulative impact on fire services, when considered with other anticipated projects in the study area. Funding provided by DIF from new projects will result in capital that can be used toward firefighting and emergency response improvements so that the County's firefighting agencies are able to perform their mission into the future at levels consistent with the General Plan. Therefore, the Project, in combination with cumulative projects, would not result in a cumulatively considerable impact relative to wildfires.

The proposed ZCA deals with new land use/zoning categories (e.g., mixed use) and their requirements and does not change any references to cumulative wildfire risks or hazards. The CAAP would also not affect or be affected by direct or indirect wildfire conditions or risks in the Planning Area that could contribute to cumulative impacts. Therefore, the proposed project does not influence the ZCA or CAAP so there are no impacts in that regard.

General Plan Analysis

Supported by the LHMP, Public Safety, Noise, and Air Quality (PSNAQ) Element Goals 3 and 9 of the GPU will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City. The text of PSNAQ Goals 3 and 9, along with their attendant policies and relevant implementation programs (PRO), are outlined in IMPACT WIL-1 above. The Public Safety, Noise, and Air Quality Element of the proposed GPU contains Goals 3 and 9 and their policies that would help protect residents and structures from wildfires. These goals and policies promote public education and awareness prior to fires, require safe design and construction of buildings within high fire zones, encourage cooperation and coordination with regional and other local agencies to monitor the City before and protect/defend hillside areas during wildfires, and help protect downstream or downhill properties from potential landslides, runoff, or pollution associated with wildfires. It is assumed other surrounding jurisdictions have similar General Plan goals and policies as they generally reflect compliance with state laws regarding wildfires and hazards related to wildfires.

Implementation of this goal and these policies, the City's development review and CEQA processes, and compliance with the CMC grading requirements on steep slopes will prevent significant impacts on new growth from wildfires. In addition, assuming surrounding jurisdictions take similar precautions with similar goals and policies in their General Plans, the Project will not make a substantial contribution to any significant cumulative regional impacts regarding wildfire safety.

Summary and Conclusions. Although new development in the future would spread into wildfire risk zones, goals and policies in the Project ensure that proper precautions will be taken with respect to new development to reduce potential impacts to less than significant levels. The Project will not make a significant contribution to cumulative impacts of wildfire and no programmatic mitigation is required.

Level of Significance Before Mitigation

Less than significant.

Mitigation Measures

None required.

Level of Significance After Mitigation

Less than significant.

4.20.5 REFERENCES

CalFire 2025. California State Geoportal. California Fire Hazard Severity Zone Viewer. [Web November 2025]. https://gis.data.ca.gov/datasets/789d5286736248f69c4515c04f58f414.

City 2023. 2023 City of Lake Elsinore Local Hazard Mitigation Plan. City of Lake Elsinore. 2023.

City 2011a. City of Lake Elsinore General Plan Update. City of Lake Elsinore. December 2011.

City 2011b. City of Lake Elsinore General Plan Update, Final Recirculated Program Environmental Impact Report (SCH# 2005121019). City of Lake Elsinore. December 2011.

MIG 2024. Existing Conditions Atlas, Lake Elsinore General Plan Update. February 2024.

5.0 ALTERNATIVES TO THE PROPOSED PROJECT

Section 15126.6 of the CEQA Guidelines requires an EIR to *"describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project, but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives."* The section also states that *"the discussion of alternatives shall focus on alternatives to the project or its location which are capable of avoiding or substantially lessening any significant effects of the project, even if those alternatives would impede to some degree the attainment of the project objectives, or would be more costly."*

Pursuant to Section 15126.6, this section describes three (3) alternatives to the proposed project including the CEQA-mandated No Project Alternative and compares the impacts of each alternative to the Project. The ability of each alternative to meet the basic project objectives is also described, and the "environmentally superior" alternative among the three is identified, as required by the CEQA Guidelines.

5.1 RATIONALE FOR ALTERNATIVE SELECTION

Project Objectives

1. Lake Elsinore facilitates a healthy and diverse economy that retains and attracts traditional and new industries, creates jobs, supports the local tax base, and sustains the ability to provide important services for existing and future residents, including expanded housing opportunities.
2. Lake Elsinore encourages attractive neighborhood villages that provide residents with a diverse range of distinctive destinations, such as shopping areas, entertainment venues, dining experiences, and cultural spaces. These places may include small centers near established neighborhoods, more vibrant and dense centers in Downtown and Launch Pointe, and mixed-use villages along key corridors such as Lakeshore Drive or State Route 74.
3. Lake Elsinore maintains and increases the variety of high quality open and recreational spaces. It embraces its "Dream Extreme" identity of extreme action sports, while also providing opportunities for locally scaled recreational opportunities, such as small neighborhood parks, plazas, and community centers.
4. Lake Elsinore fosters healthy communities for all residents by providing safe and convenient access to community services such as healthy food stores, health care, parks and open spaces, jobs, and educational opportunities.
5. Lake Elsinore values and is committed to enhancing the environmental health and economic vitality of the Lake. Lake Elsinore ensures that the Lake is well maintained, attractive, and provides residents and visitors with opportunities for lakeside interaction.
6. Lake Elsinore recognizes Downtown as its historic core with civic institutions, historic landmarks, and local businesses. The vitality of Downtown is supported by an increase in appropriately scaled housing and people-oriented streetscapes.
7. Lake Elsinore offers attractive, convenient transportation options and provides walkable, bikeable, safer, and livable streets while continuing to strengthen access to the greater region. Community amenities are accessible by all residents.

8. Protect people, infrastructure, and community assets from evolving climate threats and vulnerabilities, and from natural and human-caused hazards.

Alternatives Considered But Rejected

Section 15126.6(a) of the CEQA Guidelines states, "An EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic project objectives but would avoid or substantially lessen any of the significant effects of the project[.]" Further, section 15126.6(c) explains, "Among the factors that may be used to eliminate alternatives from detailed consideration in an EIR are: (i) failure to meet most of the basic project objectives, (ii) infeasibility, or (iii) inability to avoid significant environmental effects." To help clarify the meaning of "feasibility," CEQA Guidelines section 15126.6(f)(1) (Rule of Reason/Feasibility) states, "Among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries… and whether the proponent can reasonably acquire, control, or otherwise have access to the alternative site… No one of these factors establishes a fixed limit on the scope of reasonable alternatives."

CEQA Guidelines section 15126.6(c) explains that alternatives may be eliminated from detailed consideration in the EIR if they fail to meet most of the basic project objectives, are infeasible, or do not avoid any significant environmental effects. CEQA Guidelines section 15126.6(f) indicates that the Lead Agency should consider site suitability, economic viability, availability of infrastructure, general plan consistency, other regulatory limitation, jurisdictional boundaries, and the proponents control over alternative sites in determining the range of alternatives to be evaluated in an EIR. With respect to alternative locations, CEQA Guidelines section 15126.6(f) indicates that alternative locations need not be evaluated in every case. The key question in determining whether to evaluate alterative locations is whether any of the significant effects of the project would be avoided or substantially lessened by putting the project in another location. Only locations that would avoid or substantially lessen any significant effects need be evaluated in the EIR. CEQA Guidelines section 15126(f)(2) indicates that alternatives that are remote or speculative, or the effects of which cannot be reasonably predicted, need not be considered.

The following alternatives were considered for evaluation but were rejected due to infeasibility to were too similar to the alternatives eventually selected for more detailed analysis:

Increased Residential Density. An alternative that included increased residential development intensity was discussed to better achieve the state's housing goals. However, such an alternative would incrementally increase potential impacts of future development (e.g., air quality, greenhouse gases, traffic, noise, etc.) and so was rejected as infeasible since it was assumed the less intense proposed GPU would already result in a number of significant and unavoidable environmental impacts (e.g., air quality, greenhouse gas emissions, traffic, noise). In addition, the Housing Element demonstrates that the RHNA allocation could be achieved even without the proposed Project.

Reduced Non-Residential Development Capacity. An alternative that included reductions in the potential non-residential development capacity of the proposed GPU but not in residential development capacity would not be feasible. The proposed GPU would only increase the non-residential development capacity over the existing 2011 General Plan. CEQA Guidelines provide that the alternatives evaluated in an EIR should be selected based on their ability to avoid or substantially lessen the significant Impacts of the proposed project. This EIR identifies significant unavoidable impacts related to Air Quality, Greenhouse Gas Emissions, Noise and Traffic/

Transportation. Based on the EIR analysis, these impacts cannot be avoided or substantially reduced by additional, feasible mitigation measures. Because the proposed increase in non-residential floor area is so small, reducing the proposed GPU's non-residential development capacity would not substantially lessen the significant impacts of the Project. Because this alternative would not achieve the Project objectives and would not necessarily avoid or lessen the significant impacts of the Project, an alternative that would involve a reduction in non-residential development capacity was eliminated from further detailed consideration. Therefore, no further evaluation of this alternative is required under CEQA.

Overall Increased Development Intensity. An alternative to increase both residential and non-residential development intensities was discussed to better achieve the state's housing goals and need for more local employment from more non-residential development (e.g., commercial, industrial, etc.). This alternative would actually increase potential impacts of future development (e.g., air quality, greenhouse gases, traffic, noise, etc.) and so was rejected as infeasible since it was assumed the less intense proposed GPU would already result in a number of significant and unavoidable environmental impacts (e.g., air quality, greenhouse gas emissions, traffic, noise). Therefore, an alternative that would involve an overall increase in development intensity was eliminated from further detailed consideration and no further evaluation of this alternative is required under CEQA.

Institutional Attraction. There was discussion about attracting a medical, educational, recreational, or some other large institution to the Planning Area over the short- or long-term. However, such an effort would require redesignation of areas already planned for different types of land uses. It should be noted that under one of the selected alternatives (3. Modified Intensities Plan), more non-residential development would be emphasized which could include one or more larger institutions rather than just the traditional smaller commercial, office, or light industrial development. Therefore, an alternative that would involve a specific focus on attracting large institutions was eliminated from further detailed consideration and no further evaluation of this alternative is required under CEQA.

Enhanced Greenspace. The addition of more parkland and/or open space was discussed. However, the Planning Area already contained a variety of parks, open space, and green areas (e.g., lake, national forest) and so a large increase in such uses would not be financially feasible and would require downzoning areas of private property that were currently designated for development of various land uses. Therefore, an alternative that would involve a substantial increase in overall greenspace was eliminated from further detailed consideration and no further evaluation of this alternative is required under CEQA.

Alternative Sites. The Project is updating the General Plan and Zoning Code for the City, plus the addition of the Climate Action Plan. Since the Project is a plan for development for the entire city and SOI, it would not be possible to utilize some other site for this "project" as the whole purpose is to plan for this specified area. An alternative location for the Project would not be feasible.

5.2 ALTERNATIVES SELECTED

The following three (3) alternatives were selected for more detailed analysis in this section:

Alternative 1: No Project--Existing General Plan. Buildout to continue under the existing General Plan land uses and intensities.

Alternative 2: Reduced (25%) Residential Intensity. Buildout as under the proposed GPU except with a 25% reduction in total number of residential units to be built.

Alternative 3: Modified Intensities Plan. Buildout similar to that under the proposed GPU but with substantially reduced residential development (-40% of total units) and with increased non-residential development (+20% of total square footage). This alternative would result in a substantial reduction in residential units of all types while increasing employment-generating development capacity (commercial, light industrial, office, medical, recreation, etc.).

In accordance with CEQA Guidelines Section 15126.6(d), the discussion of impacts of the alternatives is less detailed than the evaluation included in Sections 4.1 through 4.20 of the impacts associated with implementation of the GPU. Table 5-1 shows the development assumptions of each alternative.

Table 5-1
Selected Land Use Alternatives

Land Use (City + SOI)	Existing Conditions	Buildout Numbers			
		Proposed GPU	Selected Alternatives		
			1. No Project	2. Reduced Residential	3. Modified Intensities
Residential (units)	18,946	46,610	94,616	39,694	35,544
Population (persons)	70,435	151,891	318,856	131,527	119,309
Non-Residential (SF)	10.3M	26.4M	20.0M[1]	26.4M	29.6M
Employees	33,800	40,795	37,000[1]	40,795	42,194

Source: MIG 2025
1 Rough estimate since no specific non-residential development growth numbers were estimated in the 2011 General Plan

The residential, population, employment, and nonresidential development totals shown in Table 5-1 are derived using the same land use capacity assumptions, density ranges, floor area ratios, and demographic conversion factors applied in Chapter 3 (Project Description). Accordingly, the Alternative 1: No Project – Existing General Plan analysis below assumes full theoretical buildout of the 2011 General Plan at the 2045 horizon year, consistent with the analytical framework used to evaluate the proposed GPU.

All environmental comparisons in this Chapter 5 assume full buildout under each respective regulatory framework at the 2045 horizon year to ensure methodological consistency with the Project analysis.

5.3 ALTERNATIVE 1: NO PROJECT – EXISTING GENERAL PLAN

The Existing General Plan Alternative (No Project Alternative) assumes that development would occur within the Planning Area but only in the locations and at the densities allowed or anticipated under the 2011 General Plan. Development assumptions for this alternative are shown in Table 5-1. The potential impacts associated with the No Project Alternative and comparisons with the 2011 General Plan are described below.

a. Aesthetics. The No Project Alternative assumes the amount of development would actually be substantially increased (i.e., more than double) over the Project. The 2011 General Plan notes the presence of the lake and the national forest and hills around the lake basin which provide a variety of scenic views and resources to the area. This Alternative would actually have increased aesthetic impacts compared to the GPU because there would be a substantially greater number of residential units built which could ultimately detract from existing views. New development under the No Project Alternative would be required to undergo design review to help ensure compliance with regulations and review for potential impacts related to loss of views and increased light and glare. This alternative would result in increased but still less than significant impacts related to aesthetics when compared to the Project.

b. Agriculture and Forestry Resources. The Planning Area does not contain any land identified as some kind of “important farmland” (Prime Farmland, Farmland of Statewide Importance, or Unique Farmland) and no Williamson Act agricultural preserve parcels. Additionally, the Planning Area does not have any land zoned or utilized primarily for agricultural or forestry purposes. Similar to the Project, this alternative would have no impacts on agriculture or forestry resources due to the lack of those resources in the Planning Area.

c. Air Quality. As described in Section 4.3, the GPU Project would result in a significant unavoidable air quality impact. By comparison, the No Project alternative would actually more than double the amount of development when compared to the Project, so this alternative would also not be consistent with SCAG forecasts as it exceeds the 2024 RTP/SCS population projections for the City. As such, this alternative would also not be consistent with the SCAQMD 2020 Air Quality Management Plan (SCAQMD 2025). Although the amount of non-residential square footage (commercial, office, and industrial) would decrease, the increase in residential units would result in significant air emissions from this alternative compared to the Project. Like the Project, air quality mitigation measures would still be needed for this alternative. Air quality impacts would be increased compared to the Project and still be significant and unavoidable.

d. Biological Resources. The Planning Area contains a large number of Criteria Cells under the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP) with many areas of habitat (including the lake and national forest) for native species of plants and animals. The No Project Alternative would allow considerably more growth than under the Project resulting in more loss of vacant land and potential habitat, thus resulting in increased impacts to biological resources but still less than significant per the 2011 GPEIR with mitigation. Similar to the Project, the No Project Alternative would have a less than significant impact on biological resources.

e. Cultural Resources. As with the Project, development under the No Project Alternative could uncover previously unknown cultural resources or destroy/change structures that could be considered historic. However, under this alternative more land would be developed which could result in increased impacts to buried cultural resources. Policies from the existing General Plan require that development or land use proposals, which have the potential to disturb or destroy sensitive cultural resources, to be evaluated by a qualified professional and, if necessary,

incorporate mitigation measures into project approvals. Similar to the Project, this alternative would have a less than significant impact on cultural resources with adherence to existing regulations.

f. Energy. As with the Project, development associated with the No Project Alternative would require the consumption of electricity, natural gas, and vehicle fuel resources to accommodate growth. Development under this alternative would have substantially increased energy consumption compared to the Project. Even given the level of development, the 2011 GPEIR concluded this alternative (2011 GP) would have a less than significant energy impact. Potential impacts of this alternative would be less than significant similar to those for the Project.

g. Geology and Soils. This alternative would result in geology and soils impacts greater than those associated with the Project since it would result in a greater amount of development and land disturbed. As with the Project, existing building requirements would be applicable under this alternative. Additionally, all future projects would be required to be designed and constructed in compliance with all applicable City and State codes and requirements. As such, the No Project Alternative would have less than significant impacts related to geology and soils and would be considered similar to those of the Project.

h. Greenhouse Gas Emissions. Per Section 4.8, the GPU Project would result in a significant unavoidable greenhouse gas (GHG) emissions impact. Overall GHG emissions associated with this alternative would be substantially increased due to the increase in development, it is likely that mitigation measures identified for the Project would also be required for this alternative. Given the increase in development associated with this alternative, GHG emissions associated with this alternative would be substantially increased compared to the Project, and, like the Project would be considered significant and unavoidable.

i. Hazards and Hazardous Materials. Hazardous materials would be present during construction and operation of development associated with the No Project Alternative. The amount and use of these chemicals present during construction would be limited, would be in compliance with existing government regulations, and would not be considered a significant hazard. As with the Project, any future development under this alternative would be subject to the City's standard environmental review as well as hazardous materials policies included in the existing General Plan. Although more development would occur in the City as a result of this alternative, it would still have less than significant impacts related to hazards and hazardous materials, similar to the conclusions about the Project.

j. Hydrology and Water Quality. Development associated with implementation of the No Project Alternative would be subject to all existing water quality regulations and programs. This alternative assumes more development and thus more population and housing growth compared to the proposed Project. Although more drainage areas would be affected by development under the No Project Alternative, it would have less than significant impacts related to hydrology and water quality with regulatory compliance. This conclusion would be similar to that reached for the proposed Project.

k. Land Use Planning. As with the Project, the No Project Alternative would not physically divide any established communities. Development would be consistent with the adopted 2011 General Plan and would not conflict with regulations adopted to avoid environmental effects. Similar to the Project, this alternative would have less than significant land use impacts.

l. Mineral Resources. A substantial portion of the Planning Area is designated as having potential for development of mineral resources. The existing GP contains goals and policies to protect mineral resources, although development under the No Project Alternative (i.e., 2011 GP) would allow for the development of substantially more land than under the proposed Project. As with the Project, this alternative would have less than significant impacts on mineral resources.

m. Noise. The Project would result in significant and unavoidable noise impacts even with mitigation incorporated due to the level of growth anticipated. Similarly, the 2011 GPEIR concluded that noise under the 2011 GP (i.e., the No Project Alternative) would result significant noise impacts. Under this alternative, mitigation measures would also be required to ensure that construction noise is mitigated for projects located near sensitive receptors. However, even with mitigation, potential noise impacts of the GPU were found to be significant so the increased amount of development under the No Project Alternative would be greater than the Project and would be significant and unavoidable.

n. Population and Housing. This alternative would result in a substantially increased amount of residential development and population growth compared to the Project. However, the 2011 GPEIR concluded these impacts would be less than significant. Similarly, the Project concluded that population and housing impacts of the GPU were also less than significant.

o. Public Services. This alternative would result in a substantial increase in the amount of development and related population and employment growth but it would be less than that projected under the 2011 General Plan. Under this alternative service demands would be greater than for the Project but, like the Project, impacts would be less than significant. Therefore, this alternative would also result in less than significant public services impacts compared to the Project.

p. Recreation. This alternative would result in a substantial increase in the amount of development and associated population growth, which would result in a greater demand for recreational facilities compared to the GPU Project. Although this alternative would result in an increased demand for recreation, the 2011 GPEIR concluded those impacts were less than significant, similar to the conclusion reached in Section 4.16 of this EIR for the GPU Project.

q. Transportation. This alternative would result in substantially more development than would occur with implementation of the Project. Given the increase in housing development associated with this alternative, it is likely that vehicle miles traveled (VMT) impacts under this alternative would also be greater than those of the Project. As a result, transportation-related impacts of the No Project Alternative, similar to those of the Project, would be significant and unavoidable.

r. Tribal Cultural Resources. As with the Project, development under the No Project Alternative could uncover previously unknown Tribal Cultural Resources although even more vacant land would be developed under this alternative. Compliance with existing regulations regarding burial grounds and consultation with Native American tribes, in addition to existing General Plan policies, would ensure that potential impacts would be reduced to less than significant levels. Similar to the Project, this alternative would have a less than significant impacts on tribal cultural resources with adherence to existing regulations and completion of the Native American Consultation Processes required by SB 18 and AB 52.

s. Utilities and Service Systems. This alternative would result in a substantially increased amount of development and associated population and employment growth, which would result in greater demand for utilities services compared to the Project. Therefore, this alternative would

have increased service impacts relative to the GPU but they would be less than significant as determined by the 2011 GPEIR.

t. Wildfire. Very high fire severity zones are present in various portions of the Planning Area. As outlined in the 2011 GPEIR, the existing General Plan policies, including identifying special on-site fire protection measures during project review, would be applicable. Similar to the Project, this alternative would have an increased but still less than significant impact on wildfires.

Alternative 1 - Summary of Impacts

This alternative results in the same significant impacts as the GPU Project but all impacts, including less than significant ones, are greater than the Project due to proposing considerably more residential development.

Attainment of Project Objectives

1. Lake Elsinore facilitates a healthy and diverse economy that retains and attracts traditional and new industries, creates jobs, supports the local tax base, and sustains the ability to provide important services for existing and future residents, including expanded housing opportunities.
   Alternative 1 is fully consistent with this objective.
2. Lake Elsinore encourages attractive neighborhood villages that provide residents with a diverse range of distinctive destinations, such as shopping areas, entertainment venues, dining experiences, and cultural spaces. These places may include small centers near established neighborhoods, more vibrant and dense centers in Downtown and Launch Pointe, and mixed-use villages along key corridors such as Lakeshore Drive or State Route 74.
   Alternative 1 is fully consistent with this objective.
3. Lake Elsinore maintains and increases the variety of high quality open and recreational spaces. It embraces its “Dream Extreme” identity of extreme action sports, while also providing opportunities for locally scaled recreational opportunities, such as small neighborhood parks, plazas, and community centers.
   Alternative 1 is not consistent with this objective.
4. Lake Elsinore fosters healthy communities for all residents by providing safe and convenient access to community services such as healthy food stores, health care, parks and open spaces, jobs, and educational opportunities.
   Alternative 1 is not fully consistent with this objective.
5. Lake Elsinore values and is committed to enhancing the environmental health and economic vitality of the Lake. Lake Elsinore ensures that the Lake is well maintained, attractive, and provides residents and visitors with opportunities for lakeside interaction.
   Alternative 1 is not fully consistent with this objective.
6. Lake Elsinore recognizes Downtown as its historic core with civic institutions, historic landmarks, and local businesses. The vitality of Downtown is supported by an increase in appropriately scaled housing and people-oriented streetscapes.
   Alternative 1 is not fully consistent with this objective.
7. Lake Elsinore offers attractive, convenient transportation options and provides walkable, bikeable, safer, and livable streets while continuing to strengthen access to the greater region. Community amenities are accessible by all residents.
   Alternative 1 is not fully consistent with this objective.

In summary, Alternative 1 is fully consistent with 2 objectives, not consistent with 1 objective, and not fully consistent with 4 objectives.

5.4 – ALTERNATIVE 2: REDUCED RESIDENTIAL INTENSITY (-25%)

The Reduced Residential Intensity Alternative 2 assumes that residential development would occur within the Planning Area but approximately 25% fewer units would be built under this alternative compared to the Project. Development assumptions for this alternative are shown in Table 5-1. The potential impacts associated with Alternative 2 are described below.

a. Aesthetics. Alternative 2 assumes the amount of development would be reduced compared to the Project (i.e., 25% less residential units). The 2011 General Plan notes the presence of the lake and the national forest and hills around the lake basin which provide a variety of scenic views and resources to the area. As with the Project, aesthetic impacts are anticipated to be less than significant under Alternative 1. Any new development under Alternative 2 would be required to undergo design review, which would ensure compliance with regulations and review for potential light and glare. This alternative would result in a reduced less than significant impact when compared to the Project, given the reduction in development associated with this alternative.

b. Agriculture and Forestry Resources. The Planning Area does not contain any land identified as some kind of “important farmland” (Prime Farmland, Farmland of Statewide Importance, or Unique Farmland) and no Williamson Act agricultural preserve parcels. Additionally, the Planning Area does not have any land zoned or utilized primarily for agricultural or forestry purposes. Similar to the Project, Alternative 2 would have no impact on agriculture or forestry resources.

c. Air Quality. As described in Section 4.3, the Project would result in a significant unavoidable air quality impact. By comparison, Alternative 2 would reduce the amount of residential development when compared to the Project, so this alternative would be consistent with SCAG forecasts as it does not exceed the 2020 RTP/SCS population projections which were used as the basis for the 2022 Air Quality Management Plan (AQMP) prepared by the SCAQMD.. However, this alternative would also not be consistent with the SCAQMD 2022 (AQMP) similar to the Project. The amount of non-residential square footage (commercial, office, and industrial) would stay the same but the decrease in residential units would still not reduce air pollutant emissions to less than significant levels for this alternative compared to the Project which would imped implementation of the AQMP. Like the proposed Project, air quality mitigation measures would still be needed for this alternative. Air quality impacts would be decreased compared to the Project but still be significant and unavoidable.

d. Biological Resources. The Planning Area contains a large number of Criteria Cells under the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP) with many areas of habitat (including the lake and national forest) for native species of plants and animals. Alternative 2 would allow less residential growth than under the proposed Project resulting in slightly less loss of vacant land and potential habitat. This alternative would result in slightly decreased impacts to biological resources and. Similar to the Project, Alternative 2 would have a less than significant impact on biological resources.

e. Cultural Resources. As with the Project, development under Alternative 2 could uncover previously unknown cultural resources or destroy/change structures that could be considered historic. However, under this alternative slightly less land would be developed for residential uses which could result slightly decreased impacts to buried cultural resources. Similar to the Project,

this alternative would have a less than significant impact on cultural resources with adherence to existing regulations and Project Mitigation Measures.

f. Energy. As with the Project, development associated with Alternative 2 would require the consumption of electricity, natural gas, and vehicle fuel resources to accommodate growth. Development under this alternative would have decreased energy consumption for residential uses compared to the Project. Potential impacts of this alternative would be less than significant similar to those for the Project.

g. Geology and Soils. This alternative would result in geology and soils impacts less than those associated with the GPU Project since it would result in slightly less residential development and land disturbed. As with the Project, existing building requirements would be applicable under this alternative. Additionally, all future projects would be required to be designed and constructed in compliance with all applicable City and State codes and requirements. As such, Alternative 2 would have less than significant impacts related to geology and soils, and impacts would be considered similar to those of the GPU Project.

h. Greenhouse Gas Emissions. Per Section 4.8, the Project would result in a significant unavoidable greenhouse gas (GHG) emissions impact. Although overall GHG emissions associated with Alternative 2 would be decreased due to having less residential development, it is likely that mitigation measures identified for the Project would also be required for this alternative. Given the decrease in residential development associated with this alternative, GHG emissions associated with this alternative would be less compared to those of the Project but would still be significant and unavoidable.

i. Hazards and Hazardous Materials. Hazardous materials would be present during construction and operation of development associated with Alternative 2. The amount and use of these chemicals present during construction would be limited, would be in compliance with existing government regulations, and would not be considered a significant hazard. As with the Project, any future development under this alternative would be subject to the City's standard environmental review as well as hazardous materials policies included in the existing General Plan. Less housing development would occur in the City as a result of this alternative, and it would have less than significant impacts related to hazards and hazardous materials, similar to the conclusions about the Project.

j. Hydrology and Water Quality. Development associated with implementation of Alternative 2 would be subject to all existing water quality regulations and programs. This alternative assumes less residential development and thus less population and housing growth compared to the proposed Project. Although fewer drainage areas would be affected by development under this alternative, and it would have less than significant impacts related to hydrology and water quality with regulatory compliance. This conclusion would be similar to that reached for the proposed Project.

k. Land Use Planning. As with the Project, Alternative 2 would not physically divide any established communities. Residential development would be approximately 25% less than that estimated for the Project but would have the same non-residential growth. It would not conflict with regulations adopted to avoid environmental effects. The Project is consistent with the SCAG RHNA allocation and Housing Element for Lake Elsinore. However, Alternative 2 would not provide sufficient housing to meet the RHNA allocation. Therefore, this alternative would have significant land use impacts related to future housing compared to the less than significant impacts of the Project.

l. Mineral Resources. A substantial portion of the Planning Area is designated as having potential for development of mineral resources. The existing GP contains goals and policies to protect mineral resources/ Development under Alternative 2 would disturb less land than under the proposed Project. As with the Project, this alternative would have less than significant impacts on mineral resources.

m. Noise. The Project would result in significant noise impacts even with mitigation incorporated due to the level of growth anticipated. Under this alternative, mitigation measures would also be required to ensure that construction noise is mitigated for projects located near sensitive receptors. However, even with mitigation, potential noise impacts of the Project were found to be significant so even a 25% reduction in the amount of residential development under Alternative 2 would also have noise impacts that are significant and unavoidable.

n. Population and Housing. This alternative would result in a measurable decrease in residential development and population growth compared to the Project. Section 4.14 concluded that population and housing impacts of the Project were less than significant, and impacts of this Alternative would be similar to those of the Project.

o. Public Services. This alternative would result in a 25% decrease in the amount of residential development and related population and employment growth, so it would place less of a burden on public services compared to the Project. However, Section 4.15 concluded these impacts would be less than significant. Therefore, this alternative would also result in less than significant public services impacts compared to the Project.

p. Recreation. This alternative would result in a substantial decrease in the amount of residential development and associated population growth, so it would result in a reduced demand for recreational facilities compared to the Project. This alternative would result in a decreased demand for recreation, similar to the conclusion reached in Section 4.16 of this EIR for the Project.

q. Transportation. This alternative would result in substantially less residential development than would occur with implementation of the Project. Given the decrease in housing development associated with this alternative, it is likely that vehicle miles traveled (VMT) impacts under this alternative would be improved compared to that of the Project. However, transportation-related impacts of Alternative 2, similar to those of the Project, would be significant and unavoidable.

r. Tribal Cultural Resources. As with the Project, development under Alternative 2 could uncover previously unknown Tribal Cultural Resources although even more vacant land would be developed under this alternative. Compliance with existing regulations regarding burial grounds and consultation with Native American tribes, in addition to existing General Plan policies, would ensure that potential impacts would be reduced to less than significant levels. Similar to the Project, this alternative would have a less than significant impact on tribal cultural resources with adherence to existing regulations and completion of the Native American Consultation Process required by SB 18.

s. Utilities and Service Systems. This alternative would result in decreased residential development and associated population growth which would result in reduced demand for utilities services compared to the Project. Therefore, this alternative would have decreased service impacts relative to the GPU and they would be less than significant.

t. Wildfire. Very high fire severity zones are present in various portions of the Planning Area. As outlined in the 2011 GPEIR, the existing General Plan policies, including identifying special on-site fire protection measures during project review, would be applicable. Similar to the Project, this alternative would result in a slightly lower and less than significant impact on wildfire risk.

Alternative 2 - Summary of Impacts

This alternative results in the same significant impacts as the GPU Project. All other impacts, including all the less than significant ones, would be slightly less than those of the Project due to proposing 25% less residential development.

Attainment of Project Objectives

1. Lake Elsinore facilitates a healthy and diverse economy that retains and attracts traditional and new industries, creates jobs, supports the local tax base, and sustains the ability to provide important services for existing and future residents, including expanded housing opportunities.
   Alternative 2 is fully consistent with this objective.
2. Lake Elsinore encourages attractive neighborhood villages that provide residents with a diverse range of distinctive destinations, such as shopping areas, entertainment venues, dining experiences, and cultural spaces. These places may include small centers near established neighborhoods, more vibrant and dense centers in Downtown and Launch Pointe, and mixed-use villages along key corridors such as Lakeshore Drive or State Route 74.
   Alternative 2 is fully consistent with this objective.
3. Lake Elsinore maintains and increases the variety of high quality open and recreational spaces. It embraces its “Dream Extreme” identity of extreme action sports, while also providing opportunities for locally scaled recreational opportunities, such as small neighborhood parks, plazas, and community centers.
   Alternative 2 is fully consistent with this objective.
4. Lake Elsinore fosters healthy communities for all residents by providing safe and convenient access to community services such as healthy food stores, health care, parks and open spaces, jobs, and educational opportunities.
   Alternative 2 is fully consistent with this objective.
5. Lake Elsinore values and is committed to enhancing the environmental health and economic vitality of the Lake. Lake Elsinore ensures that the Lake is well maintained, attractive, and provides residents and visitors with opportunities for lakeside interaction.
   Alternative 2 is fully consistent with this objective.
6. Lake Elsinore recognizes Downtown as its historic core with civic institutions, historic landmarks, and local businesses. The vitality of Downtown is supported by an increase in appropriately scaled housing and people-oriented streetscapes.
   Alternative 2 is fully consistent with this objective.
7. Lake Elsinore offers attractive, convenient transportation options and provides walkable, bikeable, safer, and livable streets while continuing to strengthen access to the greater region. Community amenities are accessible by all residents.
   Alternative 2 is fully consistent with this objective.

   In summary, Alternative 2 is consistent with all of the objectives.

5.5 ALTERNATIVE 3: MODIFIED INTENSITIES PLAN (-40% RESIDENTIAL / +20% NON-RESIDENTIAL)

The Modified Intensities Plan (Alternative 3) assumes buildout different than that under the proposed Project. This alternative would have substantially reduced residential development (-40% of total units) but increased non-residential development (+20% of total square footage). This alternative would result in a substantial reduction in residential units of all types while increasing employment-generating development capacity (commercial, light industrial, office, medical, recreation, etc.). Development assumptions for this alternative are shown in Table 5-1. The potential impacts associated with Alternative 3 are described below.

a. Aesthetics. Alternative 3 assumes different intensities of development compared to the Project (i.e., -40% residential but +20% non-residential). The 2011 General Plan notes the presence of the lake and the national forest and hills around the lake basin which provide a variety of scenic views and resources to the area. As with the Project, aesthetic impacts are anticipated to be less than significant under Alternative 3. Any new development under this alternative would be required to undergo design review, which would ensure compliance with regulations and review for potential light and glare. This alternative would result in a reduced less than significant impact, when compared to the Project, given the changes in development intensities associated with this alternative.

b. Agriculture and Forestry Resources. The Planning Area does not contain any land identified as some kind of “important farmland” (Prime Farmland, Farmland of Statewide Importance, or Unique Farmland) and no Williamson Act agricultural preserve parcels. Additionally, the Planning Area does not have any land zoned or utilized primarily for agricultural or forestry purposes. Similar to the Project, this alternative would have no impact on agriculture or forestry resources.

c. Air Quality. As described in Section 4.3, the Project would result in a significant unavoidable air quality impact. By comparison, Alternative 3 would reduce the amount of residential development but increase the amount of non-residential development when compared to the Project, This alternative would be consistent with SCAG forecasts as it does not exceed the 2024 RTP/SCS population projections for the City. However, this alternative would also not be consistent with the SCAQMD 2022 Air Quality Management Plan (SCAQMD 2025) similar to the Project. The amount of non-residential square footage (commercial, office, and industrial) would increase but the decrease in residential units would still not reduce air pollutant emissions to less than significant levels for this alternative compared to the Project. Like the proposed Project, air quality mitigation measures would still be needed for this alternative. Air quality impacts would be mixed compared to the Project but still be significant and unavoidable.

d. Biological Resources. The Planning Area contains a large number of Criteria Cells under the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP) with many areas of habitat (including the lake and national forest) for native species of plants and animals. Alternative 3 would allow less residential growth but more employment growth than under the proposed Project resulting in no net change in the amount of vacant land and potential habitat. This alternative would result in slightly decreased impacts to biological resources and still less than significant. Similar to the Project, Alternative 3 would have a less than significant impact on biological resources.

e. Cultural Resources. As with the Project, development under Alternative 3 could uncover previously unknown cultural resources or destroy/change structures that could be considered historic. However, under this alternative slightly less land would be developed for residential uses

compared to the Project which could result slightly decreased impacts to buried cultural resources. Policies from the existing General Plan require that development or land use proposals, which have the potential to disturb or destroy sensitive cultural resources, to be evaluated by a qualified professional and, if necessary, incorporate mitigation measures into project approvals. Similar to the Project, this alternative would have a less than significant impact on cultural resources with adherence to existing regulations.

f. Energy. As with the Project, development associated with Alternative 3 would require the consumption of electricity, natural gas, and vehicle fuel resources to accommodate growth. Development under this alternative would have decreased energy consumption for residential uses compared to the Project. Potential impacts of this alternative would be less than significant similar to those for the Project.

g. Geology and Soils. This alternative would result in geology and soils impacts less than those associated with the Project since it would result in less residential development but more non-residential development, so about the same amount of land would be disturbed. As with the Project, existing building requirements would be applicable under this alternative. Additionally, all future projects would be required to be designed and constructed in compliance with all applicable City and State codes and requirements. As such, Alternative 3 would have less than significant impacts related to geology and soils and would be considered similar to those of the Project.

h. Greenhouse Gas Emissions. Per Section 4.8, the Project would result in a significant unavoidable greenhouse gas (GHG) emissions impact. Overall GHG emissions associated with Alternative 3 would be decreased due to having less residential development but more non-residential development, it is likely that mitigation measures identified for the Project would also be required for this alternative. Given the changes in development potential associated with this alternative, GHG emissions associated with this alternative would be less compared to those of the Project but would also be considered significant and unavoidable.

i. Hazards and Hazardous Materials. Hazardous materials would be present during construction and operation of development associated with Alternative 3. The amount and use of these chemicals present during construction would be limited, would be in compliance with existing government regulations, and would not be considered a significant hazard. As with the Project, any future development under this alternative would be subject to the City's standard environmental review as well as hazardous materials policies included in the existing General Plan. Less housing development but more non-residential development would occur in the City as a result of this alternative, and it would have less than significant impacts related to hazards and hazardous materials, similar to the conclusions about the Project.

j. Hydrology and Water Quality. Development associated with implementation of Alternative 3 would be subject to all existing water quality regulations and programs. This alternative assumes less residential development and thus less population and housing growth compared to the proposed Project. However, it would also have more non-residential development so a greater increase in workers and businesses. A similar amount of drainages would be affected by development under this alternative, and it would have less than significant impacts related to hydrology and water quality with regulatory compliance. This conclusion would be similar to that reached for the proposed Project.

k. Land Use Planning. As with the Project, Alternative 3 would not physically divide any established communities. Residential development would be approximately 40% less than that estimated for the Project but would have +20% more non-residential growth. It would not conflict

with regulations adopted to avoid environmental effects. The Project is consistent with the SCAG RHNA allocation and Housing Element for Lake Elsinore. Therefore, this alternative would have similar land use impacts related to future housing compared to the Project (i.e., less than significant).

l. Mineral Resources. A substantial portion of the Planning Area is designated as having potential for development of mineral resources. The existing GP contains goals and policies to protect mineral resources. Development under Alternative 3 would disturb about the same amount of land compared to the proposed Project. As with the Project, this alternative would be expected to have less than significant impacts on mineral resources.

m. Noise. The Project would result in significant noise impacts even with mitigation incorporated due to the level of growth anticipated. Under this alternative, mitigation measures would also be required to ensure that construction noise is mitigated for projects located near sensitive receptors. However, even with mitigation, potential noise impacts of the Project were found to be significant. Even with a 40% reduction in the amount of residential development and a 20% increase in non-residential development, Alternative 3 would also be expected to have noise impacts that are significant and unavoidable.

n. Population and Housing. This alternative would result in a measurable decrease in residential development and population growth compared to the Project (although employment and businesses would increase). Section 4.14 concluded that population and housing impacts of the Project are less than significant. The Project is consistent with the SCAG RHNA allocation for Lake Elsinore as is Alternative 3. However, it is unclear if this alternative would provide sufficient housing to meet the RHNA allocation. Therefore, this alternative could have potentially significant housing impacts compared to the less than significant impacts of the Project.

o. Public Services. This alternative would result in a 40% decrease in the amount of residential development and related population and employment growth, so it would place less of a burden and demands for public services compared to the Project. However, there would be a 20% increase in non-residential uses which would tend to increase the demand for public services. Section 4.15 concluded these impacts would be less than significant for the Project. Therefore, this alternative would also result in less than significant public services impacts compared to the Project.

p. Recreation. This alternative would result in a substantial decrease in the amount of residential development and associated population growth, so it would result in a reduced demand for recreational facilities compared to the Project. This alternative would result in a decreased demand for recreation, similar to the conclusion reached in Section 4.16 of this EIR for the Project.

q. Transportation. This alternative would result in less residential development but more non-residential development than would occur with implementation of the Project. Given this difference in land use growth (i.e., shift to more employment-generating uses), this alternative would likely generate reduced vehicle miles traveled (VMT) impacts compared to that of the Project. However, transportation-related impacts of Alternative 3, similar to those of the Project, would still be considered significant and unavoidable.

r. Tribal Cultural Resources. As with the Project, development under Alternative 3 could uncover previously unknown Tribal Cultural Resources although about the same amount of vacant land would be developed under this alternative. Compliance with existing regulations regarding burial grounds and consultation with Native American tribes, in addition to existing General Plan

policies, would ensure that potential impacts would be reduced to less than significant levels. Similar to the Project, this alternative would have a less than significant impacts on tribal cultural resources with adherence to existing regulations and completion of the Native American Consultation Process required by SB 18 and AB 52..

s. Utilities and Service Systems. This alternative would result in decreased residential development and associated population growth which would result in reduced demand for utilities services compared to the Project. However, it would also increase non-residential development which would tend to increase the need for utility services. Therefore, this alternative would have service impacts similar to those of the Project (i.e., less than significant).

t. Wildfire. Very high fire severity zones are present in various portions of the Planning Area. As outlined in the 2011 GPEIR, the existing General Plan policies, including identifying special on-site fire protection measures during project review, would be applicable. This alternative would decrease the amount of planned residential growth but would increase planned non-residential growth. Similar to the Project, this alternative would result in less than significant impact on wildfire risk with regulatory compliance and adequate long-range planning.

Alternative 3 - Summary of Impacts

This alternative results in the same significant impacts as the Project plus one additional potentially significant impacts (land use and housing) as this alternative may not meet future City RHNA allocation from SCAG. All other impacts, including all the less than significant ones, would be slightly less than those of the project due to proposing 40% less residential development but 20% more non-residential development.

Attainment of Project Objectives

1. Lake Elsinore facilitates a healthy and diverse economy that retains and attracts traditional and new industries, creates jobs, supports the local tax base, and sustains the ability to provide important services for existing and future residents, including expanded housing opportunities.
   Alternative 3 is fully consistent with this objective.
2. Lake Elsinore encourages attractive neighborhood villages that provide residents with a diverse range of distinctive destinations, such as shopping areas, entertainment venues, dining experiences, and cultural spaces. These places may include small centers near established neighborhoods, more vibrant and dense centers in Downtown and Launch Pointe, and mixed-use villages along key corridors such as Lakeshore Drive or State Route 74.
   Alternative 3 is fully consistent with this objective.
3. Lake Elsinore maintains and increases the variety of high quality open and recreational spaces. It embraces its “Dream Extreme” identity of extreme action sports, while also providing opportunities for locally scaled recreational opportunities, such as small neighborhood parks, plazas, and community centers.
   Alternative 3 is fully consistent with this objective.
4. Lake Elsinore fosters healthy communities for all residents by providing safe and convenient access to community services such as healthy food stores, health care, parks and open spaces, jobs, and educational opportunities.
   Alternative 3 is fully consistent with this objective.
5. Lake Elsinore values and is committed to enhancing the environmental health and economic vitality of the Lake. Lake Elsinore ensures that the Lake is well maintained, attractive, and provides residents and visitors with opportunities for lakeside interaction.

Alternative 3 is fully consistent with this objective.

6. Lake Elsinore recognizes Downtown as its historic core with civic institutions, historic landmarks, and local businesses. The vitality of Downtown is supported by an increase in appropriately scaled housing and people-oriented streetscapes.
   Alternative 3 is fully consistent with this objective.
7. Lake Elsinore offers attractive, convenient transportation options and provides walkable, bikeable, safer, and livable streets while continuing to strengthen access to the greater region. Community amenities are accessible by all residents.
   Alternative 3 is fully consistent with this objective.

In summary, Alternative 3 is consistent with all of the objectives.

5.6 - ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The CEQA Guidelines (section 15126[e][2]) stipulate, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." Table 5-2 shows how impacts associated with the implementation of the alternatives compared to the impacts associated with implementation of the Project; the reader is advised to refer back to the related text for a more detailed explanation.

Alternative 1 results in the same significant impacts as the Project but all impacts, including less than significant ones, are greater than the Project due to proposing considerably more residential development. Alternative 1 is fully consistent with 2 objectives, not consistent with 1 objective, and partially consistent with 4 objectives.

Alternative 2 results in the same significant impacts as the Project. All other impacts, including all the less than significant ones, would be slightly less than those of the Project due to proposing 25% less residential development. However, Alternative 2 is fully consistent with all of the objectives.

Alternative 3 results in the same significant impacts as the Project plus the possibility of one additional as it is unclear if this amount of housing reduction would meet current or future RHNA allocations. All other impacts, including all the less than significant ones, would be slightly less than those of the Project due to proposing 40% less residential development but 20% more non-residential development.

All three Alternatives (including the No Project Alternative) would have similar significant and unavoidable impacts as the Project, However, it is possible that Alterative 3 may have a potential future significant impact if it were to fail to meet future RHNA allocation from SCAG. Therefore, Alternative 2, Reduced Residential Intensity, would be the environmentally superior alternative since, although it would have the same significant impacts, all impacts would be incrementally reduced due to less residential development but still having substantial additional non-residential development for job growth.

Table 5-2
Impact of Alternatives Compared to GPU Project Impacts

Impact/Resource	Proposed Project	Alternative 1 No Project	Alternative 2 Reduced Residential	Alternative 3 Modified Intensities Plan
Aesthetics	LTS	+LTS	-LTS	LTS
Agriculture/Forestry	LTS	LTS	-LTS	LTS
Air Quality	**SAU+M**	**+SAU+M**	**-SAU+M**	**SAU+M**
Biological Resources	LTS	+LTS	-LTS	LTS
Cultural Resources	LTS	+LTS	-LTS	LTS
Energy	LTS	+LTS	-LTS	LTS
Geology & Soils	LTS	+LTS	-LTS	LTS
GHG Emissions	**SAU+M**	**+SAU+M**	**-SAU+M**	**SAU+M**
Hazards/Hazmat	LTS	+LTS	-LTS	LTS
Hydrology & Water Quality	LTS	+LTS	-LTS	LTS
Land Use	LTS	+LTS	-LTS	**SAU**
Mineral Resources	LTS	+LTS	-LTS	LTS
Noise	**SAU+M**	**+SAU+M**	**-SAU+M**	**SAU+M**
Population & Housing	LTS	+LTS	**SAU**	**SAU**
Public Services	LTS	+LTS	-LTS	-LTS
Recreation	LTS	+LTS	-LTS	LTS
Transportation	**SAU+M**	**+SAU+M**	**-SAU+M**	**SAU+M**
Tribal Resources	LTS	+LTS	-LTS	LTS
Utilities	LTS	+LTS	-LTS	LTS
Wildfire	LTS	+LTS	-LTS	LTS
Significant Impacts?	Four	Four	Four	Five

LTS= Less than Significant Impact (includes regulatory compliance)
LTS+M = Less than Significant with Mitigation
SAU+M= Significant and Unavoidable Impact with Mitigation
+ Increased compared to the Project
- Decreased compared to the Project

6.0 CEQA MANDATED SECTIONS

6.1 CUMULATIVE IMPACTS

Section 15130(a) of the CEQA Guidelines requires that the EIR "discuss cumulative impacts of a project when the project's incremental effect is cumulatively considerable...." The CEQA Guidelines (Section 15355) define "cumulative impacts" as "...two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts."

The analyses of quantitative cumulative impacts in this EIR are based on the “summary of projections” method, as authorized by section 15130(b)(1)(B) of the CEQA Guidelines.

The proposed Project is itself a cumulative project because it would be implemented across the entire Planning Area incrementally and cumulatively over approximately 20 years (the horizon year is 2045 but the life of the plan could extend beyond 2045). This Program EIR evaluates the proposed GPU, ZCA, and CAAP as one “project” in accordance with CEQA (“Project”). All potentially significant cumulative impacts are addressed in each of the impact topical areas (e.g., Air Quality, Land Use and Planning, etc.) in Sections 4.1 through 4.20 of this EIR. Section 4 of the DEIR determined that the Project would make a significant contribution toward cumulatively considerable impacts in the following areas:

- Impact AIR-5: Cause adverse substantial adverse cumulative impacts with respect to air quality from both construction and occupancy and operation of future uses;
- Impact GHG-3: Cause a substantial adverse cumulative impact with respect to greenhouse gas emissions;
- Impact NOISE-5: Cause adverse increases in cumulative noise from construction and operational (traffic-related) noise from future growth: and
- Impact TRANS-5: Cause substantial adverse cumulative impacts with respect to transportation and traffic.

6.2 GROWTH-INDUCING EFFECTS

CEQA Guidelines Section 15126.2(d) requires that the EIR discuss "...the ways in which the proposed Project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment."

The proposed Project would result in an allowable increase of up to 17,977 additional dwelling units and 18,157,610 additional square feet of non-residential development. The Project would also result in an estimated increase of approximately 257,271 residents and 24,129 jobs for the 2045 horizon year. However, no substantial, detrimental, growth-inducing effect is expected because the very purpose of the Project is to accommodate growth over both short- and long-term planning horizons.

The goals, policies, and implementation programs contained in the proposed Project address the potentially negative aspects of growth and have been designed to facilitate development efficiently and effectively in an area where roads and infrastructure already exist. The more

compact urban form envisioned by the Project is expected to improve the livability of the City and SOI by enhancing open space and recreation, improving walking and bicycling opportunities, increasing economic vitality and job opportunities, and reducing vehicle-miles-travelled (VMT). The potential growth-related impacts associated with the Project have also been evaluated in the topical Sections of this EIR (e.g., 4.1-Aesthetics, 4.4-Biological Resources, etc.) and, as appropriate, mitigation measures have been applied to address such impacts. In addition, implementation of the proposed Project would not involve the extension of roads, major sewer or water lines, or the construction of other major infrastructure facilities that would induce growth in areas adjoining the City of Lake Elsinore.

6.3 SIGNIFICANT UNAVOIDABLE IMPACTS

CEQA Guidelines Section 15126.2(b) requires that the EIR discuss "significant environmental effects which cannot be avoided if the proposed Project is implemented." The impacts listed below are identified as significant and unavoidable for one of four reasons: 1) no potentially feasible mitigation has been identified; 2) potential mitigation has been identified but may be found by the Lead Agency to be infeasible; 3) with implementation of feasible mitigation, the impact still would not, or might not, be reduced to a less-than-significant level; or 4) implementation of the mitigation measure would require approval of another jurisdictional agency, whose approval will be pursued by the Lead Agency but cannot be guaranteed as of the publication of this EIR. Because these significant unavoidable impacts “cannot be alleviated without imposing an alternative design” (CEQA Guidelines Section 15126.2[b]), Chapter 4 (Alternatives to the Proposed General Plan Update) of this EIR evaluates a range of feasible alternatives that could lessen the identified significant unavoidable impacts and evaluates the alternatives’ ability to meet the Project objectives.

The following programmatic impacts of the Project have been identified in this EIR as significant and unavoidable:

- Impact AIR-1: Conflict with or Obstruct Implementation of Applicable Air Quality Plans because it would exceed the growth assumption of the South Coast Air Quality Management Plan (AQMP), and NOx emissions would exceed SCASQMD’s regional threshold, thereby impeding AQMP attainment.
- Impact AIR-2: Result in a cumulatively considerable net increase of non-attainment criteria pollutants for which the project region is in non-attainment.
- Impact AIR-3: Expose sensitive receptors to substantial pollutant concentrations.
- Impact AIR-5: Cause adverse substantial adverse cumulative impacts with respect to air quality (Cumulative Impact).
- Impact GHG-1: Generate GHG emissions, either directly or indirectly, that may have a significant impact on the environment.
- Impact GHG-3: Cause a substantial adverse cumulative impact with respect to greenhouse gas emissions (Cumulative Impact).
- Impact NOISE-1: Generate a substantial temporary increase in ambient noise levels in excess of standards established in the local general plan or noise ordinance.
- Impact NOISE-2: Generate a substantial permanent increase in ambient noise levels in excess of standards established in the local general plan or noise ordinance.

- Impact NOISE-5: Cause substantial adverse cumulative impacts with respect to noise or vibration (Cumulative Impact).
- Impact TRANS-2: Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b), related to Vehicle Miles Travelled (VMT).
- Impact TRANS-5: Cause substantial adverse cumulative impacts with respect regional VMT changes (Cumulative Impact).

The implications of each significant unavoidable impact identified above are described in the particular section in Chapter 4 referenced with the impact. The Project is being proposed, notwithstanding these effects, to fully achieve the Project objectives described in Chapter 3.0 of this EIR. If the City approves the updated General Plan (or an alternative to the proposed project) that would result in significant unavoidable impacts, the City must adopt a “Statement of Overriding Considerations” per CEQA Guidelines Section 15093 describing why the economic, legal, social, technological, or other benefits, including region-wide or statewide environmental benefits, of the approved Plan outweigh its significant unavoidable impacts.

6.4 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

CEQA Guidelines Section 15126.2(c) requires that the EIR discuss "significant irreversible environmental changes which would be caused by the proposed Project should it be implemented." The proposed Project would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and vehicles, as well as the use of these same resources during long-term operation of individual projects facilitated by the Plan. Because development facilitated by the proposed Project would be required by law to comply with California Code of Regulations Title 24 (including updates over time) and adopted City energy conservation ordinances and regulations, Plan implementation would not be expected to use energy in a wasteful, inefficient, or unnecessary manner.

The consumption or destruction of other non-renewable or slowly renewable resources would also result during construction, occupancy, and use of individual development sites under the proposed Project. These resources would include, but would not be limited to, lumber, concrete, sand, gravel, asphalt, masonry, metals, and water. Project implementation would also irreversibly use water and solid waste landfill resources. However, development under the proposed Project would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully, inefficiently, or unnecessarily, especially considering ongoing City conservation and recycling programs.

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7.0 PREPARATION TEAM

7.1 LEAD AGENCY

Community Development

Damaris Abraham, Community Development Director
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Michael Baker International

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Yu Tagai, City Engineer

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Fire Department

Dustin Reed, Division Chief
Traci Williams, Fire Marsha

7.2 CONSULTANTS TO THE LEAD AGENCY

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