



Charissa Leach, P.E.
Assistant TLMA Director

RIVERSIDE COUNTY PLANNING DEPARTMENT

Memorandum

DATE: December 1, 2017
TO: Board of Supervisors
FROM: Russell Brady, Project Planner
RE: Item 19.1 – Condition Updates and Specific Plan Updates

Staff has reviewed and considered the testimony made at the November 14th Board meeting. Many of the public comments received have focused on concerns regarding the project's impacts on the San Jacinto Wildlife area.

Since the meeting, staff has met with the applicant and worked to craft revisions to the recommended conditions of approval that further strengthen the steps that are being taken to reduce project impacts on the Wildlife area. These include increasing the minimum buffer from the commercial areas to the edge of the wildlife area to a minimum of 1,000 feet; enhancing the Environmental Stewardship program through a process by which the Wildlife area staff will be able to submit projects for funding consideration; increased early funding of \$100,000 towards the environmental Stewardship Program; and an educational program for new residents and commercial tenants. Also attached is an updated zoning ordinance to reflect the modified development standards for Planning Areas 24 and 25 to limit building height to 40 feet with an allowance for 10 feet for architectural projections above 40 feet.

Additionally, comments were made regarding the mix of trail area vs. park area to meet the 5-acres of park area per one-thousand projected residents requirement. Staff has worked with the applicant to increase the park area to 112.5 acres by reducing the amount of credit given to recreational trails by 50%. Staff has also worked to identify additional benefits to the existing community through the early delivery of park improvements. Recommended conditions have been included to accelerate further improvements to the existing park, Mystic Field, and accelerate the construction of one of the major project parks much earlier than otherwise required through the normal phasing of development.

Comments were also made about the need to maintain access to the San Jacinto Wildlife Area, which takes access from Davis Road approximately 2 miles north of Ramona Expressway. The project has always been designed to maintain access to Davis Road. At such future time as the Mid County Parkway is built along Ramona Expressway, with changes to the access point on Ramona Expressway to future interchange locations, the project will be designed to still maintain public access to the Wildlife Area via internal streets that connect to Davis Road to the north. A condition is being added to clarify and further document this requirement.

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A condition is also being added to make clear that the widening improvements that the project is being required to make to Ramona Expressway in phases of development are to be coordinated with the future Mid County Parkway to the greatest extent feasible in order to maximize long-term benefit.

The condition regarding traffic studies for subsequent Village-level developments in the Specific Plan was modified to indicate that other agencies will be given the opportunity to review the traffic studies. This change was made to address comments received from other local jurisdictions.

The proposed Statement of Overriding Considerations are attached for consideration by the Board of Supervisors in relation to staff's recommendation for tentative certification of the Environmental Impact Report. Final action on the Statement of Overriding Considerations will be considered with certification of the Environmental Impact Report.

Upon further County review of the fiscal impact analysis, clarification on the detailed costs for code enforcement and animal services was needed. An updated memo from DPMG is attached which details this clarification. The clarification results in a surplus change from approximately \$756,282 per year to approximately \$378,837 per year at year 20.

30.PLANNING 163
PRIOR TO ANY PROJECT
APPROVAL

SP - ENV STEWARD - MM BIO
11

Status:
RECOMMND

Conditions:
Informational

Prior to the approval of any implementing project within the SPECIFIC PLAN (i.e.: tract map, parcel map, use permit, plot plan, etc.), the following condition shall be placed on the implementing project:

In order to increase public awareness and knowledge about local environmental issues and reduce potential significant indirect effects of development near to Conservation Areas, the Master Developer of the proposed project shall provide an Environmental Stewardship Program. The program will include methods of community education [to residents and business owners](#) such as interpretive and directional signs, pamphlets and demonstrations. [Purchasers of homes and commercial property shall receive an informational packet educating them on the Environmental Stewardship Program, the San Jacinto Wildlife Area, the Lakeview Mountains and the Conservation Areas.](#)

The types of information presented shall include, but not be limited to: lighting, noise, keeping on trails, wildlife, plants, habitats, barriers, domestic animals, toxics such as pesticides, and invasive species, and vector-borne disease prevention. The Environmental Stewardship Program shall include a fund to be administered by the Lakeview Community Services Organization (CSO) and a portion of the fund shall be used for SJWA and Lakeview Mountains management items, including feral animal trapping, removal of trash, invasive species removal and enforcement. The Lakeview CSO's budget directed towards the SJWA and Lakeview Mountains interface issues shall be a priority and the appropriate percentage of the Lakeview CSO's fund directed towards the SJWA and Lakeview Mountains will be developed in consultation with the California Department of Fish and Wildlife SJWA Staff and the RCA.

[Prior to issuance of building permit for the 500th residential unit, the developer shall initiate with California Fish & Wildlife staff for them to submit an initial budget of work necessary to offset recognized impacts of the Specific Plan development on the San Jacinto Wildlife Area to the CSO and County of Riverside. Budgets shall continue to be requested by the developer and submitted by California Fish & Wildlife on an annual basis. Quarterly meetings shall be held with the CSO, California Fish & Wildlife, and County staff to review the budget, work needed at the San Jacinto Wildlife Area, and provision of funding by the CSO to California Fish & Wildlife.](#)

[To assist initial funding of the Environmental Stewardship Program, the developer shall provide funding to the program in the amount of \\$200 per unit for the first 500 units. Such proof of funding shall be provided prior to building permit issuance for the first 500 units.](#)

10.PLANNING 039 GENERAL CONDITIONS	SP – PA 24/25 SETBACK	Status: RECOMMND	Conditions: Informational
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Development within Planning Areas 24 and 25 shall be setback a minimum of 1,000 feet from the San Jacinto Wildlife Area property line.

10.PLANNING 040 GENERAL CONDITIONS	SP – PA 29 PARK CONST	Status: RECOMMND	Conditions: Informational
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PRIOR TO THE ISSUANCE OF THE 500th residential building occupancy within the SPECIFIC PLAN, the park designated as Planning Area 29 (Mystic Field) shall be constructed and fully operable. Improvements to Mystic Field from its current condition are anticipated to include a paved parking lot, restrooms, concessions stand, and upgraded perimeter fencing.

10.PLANNING 041 GENERAL CONDITIONS	SP – PA 30 PARK CONST	Status: RECOMMND	Conditions: Informational
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PRIOR TO THE ISSUANCE OF THE 1,000th residential building occupancy within the SPECIFIC PLAN, the park designated as Planning Area 30 (Nutrilite Park) shall be constructed and fully operable.

30.PLANNING 039 PRIOR TO ANY PROJECT APPROVAL	SP - LC PARK PLANS REQUIRED	Status: RECOMMND	Conditions: Informational
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All detailed park plans shall be submitted to and approved by the Planning Department, with consultation from the CSA 146 or similar provider for all park sites. The detailed park plans shall conform with the design criteria of the VILLAGE REFINEMENT PLAN for the respective VILLAGE. All plans must also conform to Ordinance No. 859 (as adopted and any amendments thereto), and the Riverside County Guide to California Friendly Landscaping. The park plans need not be working drawings, but shall include landscape and irrigation plans, descriptions and placement of recreational facilities and documentation evidencing a permanent maintenance mechanism for the park and its facilities.

Prior to building permit for this first production residential unit within the SPECIFIC PLAN, a maintenance plan shall be submitted to and approved by the Assistant TLMA Director for immediate implementation by the developer.

30.TRANS 041 PRIOR TO ANY PROJECT APPROVAL	SP – DAVIS ROAD	Status: RECOMMND	Conditions: Informational
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Davis Road is an existing maintained public road that connects to Ramona Expressway at its southerly terminus and extends northerly into San Jacinto Wildlife Area. The circulation design of each implementing project of Specific Plan 342 shall maintain public access from Ramona Expressway to the San Jacinto Wildlife Area.

30.TRANS 042 PRIOR TO ANY PROJECT APPROVAL	SP – RCTC MCP DEDICATION	Status: RECOMMND	Conditions: Informational
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In the event the project proponent or subsequent developer(s) of the specific plan is required to improve Ramona Expressway, the engineering design shall be coordinated with RCTC to ensure that the widening of Ramona Expressway is compatible with the Mid-County Parkway design to the greatest extent feasible, in order to minimize throw-away costs, as approved by the Director of Transportation.

30.TRANS 007 PRIOR TO ANY PROJECT APPROVAL	SP - SP342/MM TRANS 2	Status: RECOMMND	Conditions: Informational
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MM Trans 2: The project proponent shall prepare a supplemental traffic impact study for each "Village" of development within the SP. The Village-level traffic analysis will be a refinement of the Specific Plan's Traffic Impact Study. Traffic studies for subsequent project entitlements may be required within the boundaries of Specific Plan No. 342, at the discretion of the Transportation Department. Traffic studies for such subsequent entitlements, if needed, shall identify the following:

- Parking assessment
- Site access and on-site circulation assessment
- Interaction of driveways with adjacent intersections (if appropriate)
- Impact assessment of local intersection and roadways to assist with implementation of identified mitigation measures
- Impacts to pedestrian, transit, and bicycle facilities

Caltrans and the Cities of Hemet, Menifee, Moreno Valley, Perris, Riverside, and San Jacinto shall be given the opportunity to participate in the review of the subsequent traffic study required for each village within the project.

Impacts identified in the traffic studies for implementing projects shall be mitigated.

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- (2) The development standards for Planning Areas 24 and 25 of Specific Plan No. 342 shall be the same as those standards identified in Article IXd, Section 9.73, except that the development standards set forth in Article IXd, Section 9.73.C. shall be deleted and replaced, respectively, with the following:-
C. The height of buildings and structures shall not exceed forty feet (40'). Architectural elements such as spires, minarets, chimneys or similar structures may exceed this height limitation up to an additional ten feet (10'). The architectural elements shall not provide additional floor space.
- (3) Except as provided above, all other zoning requirements shall be the same as those requirements identified in Article IXd of Ordinance No. 348.

j. Planning Areas 26, 27, 28, and 43

- (1) The uses permitted in Planning Areas 26, 27, 28 and 43 of Specific Plan No. 342 shall be the same as those uses permitted in Article VIIIe, Section 8.100 of Ordinance No. 348, except that the uses permitted in Section 8.100.A.(1), (2), and (8), shall not be permitted. In addition, the uses permitted in Section 8.100.A. shall include amphitheaters with non- acoustic amplifications and shielded lighting, community theaters and arboretums, libraries, museums, parks, community gardens, and schools. Any use that is not specifically listed herein may be considered a permitted or conditionally permitted use provided that the Assistant TLMA Director – Community Development finds that the proposed use is substantially the same in character and intensity as those listed in the designated subsections. Such a use is subject to the permit process which governs the category in which it falls.
- (2) If a school is not constructed in Planning Area 26, then the uses permitted in Planning Area 26 shall be the same as those permitted in Article VIII, Section 8.1 of Ordinance No. 348, except that the uses permitted in Section 8.1.A.(2), (3), (6), (7), (9), (11), (13), (14,) (15), (16), (17), (19), (20), (21), (22), (23),

Pursuant to State CEQA Guidelines section 15093, it is appropriate for the Board of Supervisors to balance the “economic, legal, social, technological, and other benefits” of Alternative 7 as Specific Plan No. 342 (referred herein as the Villages of Lakeview Specific Plan or the Project) against the unavoidable adverse environmental effects identified in EIR No. 471. The Villages of Lakeview Specific Plan, evaluated as Alternative 7 from the EIR, provides the following benefits to the County of Riverside:

1. **Provide a Variety of Housing Opportunities within the County Consistent with the RCIP Vision Statement.** THE VILLAGES OF LAKEVIEW Specific Plan provides a variety of housing opportunities reflective of the County of Riverside’s fair share housing need. THE VILLAGES OF LAKEVIEW Specific Plan consists of medium, medium-high, high density, and very high density residential uses. In addition, the mixed use Town Center Villages will allow for the integration of commercial and residential uses. It is intended that the Specific Plan, through the various residential densities, will cater to a range of lifestyles, physical abilities, and income levels.
2. **Create a Project Consistent with the Southern California Council of Governments (SCAG) RTP/SCS and SB 375 Sustainable Communities Strategy.** As stated in SCAG’s May 7, 2012 letter, THE VILLAGES OF LAKEVIEW Specific Plan is consistent with the growth projections contained in the RTP/SCS, and is an example of a community that meets that goals of the RTP/SCS because it espouses smart growth principles such as compact building design, integration of uses, and walkability, thereby reducing vehicle miles traveled on freeways.
3. **Create a Range of Villages that Support a Mixed-Use Framework.** THE VILLAGES OF LAKEVIEW Specific Plan creates a range of villages containing land uses that respond to the land and its setting; existing adjacent uses and the need for buffers; the opportunity to meet housing needs at many life stages; and the desire to create diverse, yet cohesive, villages within a mixed-use framework.

- 4. Design an Energy Efficient Community that Promotes Green Building Components.** THE VILLAGES OF LAKEVIEW Specific Plan offers “green” housing choices and supports reduced energy consumption within houses built. It includes specific Green Building Development Standards requiring, among other things, that: if homebuilders install major appliances such as dishwashers, washing machines, and refrigerators in new residential units, Energy Star-rated model appliances (or other equivalent technology) must be used; street lights shall be installed with energy-efficient lighting; high efficiency light bulbs and lighting fixtures shall be installed in residential and non-residential buildings; where professional management is available, such as an HOA, recycled water shall be used in residential front-yards and backyards if available, and in adjacent street parkways, subject to EMWD and County approvals; California-appropriate vegetation shall be incorporated into THE VILLAGES OF LAKEVIEW landscape; THE VILLAGES OF LAKEVIEW will designate parking spaces for Electric Vehicles (EV); and the Project shall implement Transportation Demand Management (TDM) measures, including providing bicycle parking in recreation, commercial, and public use areas. Lastly, the Project includes the incorporation of solar facilities to help reduce its overall impact on the electrical grid and to advance the growth of renewable energy.
- 5. Provide Affordable Housing Opportunities.** The Villages of Lakeview Specific Plan will provide a mix of housing types that include single-family detached, single-family attached, and multi-family dwellings and provide housing options for a diverse range of households with varying income levels located adjacent to employment-generating mixed-use and commercial land uses.
- 6. Support a Variety of Transportation Choices.** THE VILLAGES OF LAKEVIEW Specific Plan is designed to support a variety of transportation choices including walking, hiking, biking, mass transit, and automobile. It is designed to discourage

the use of cars, and includes a 32-mile network of bicycle lanes, trails, and paseos leading to designations such as the library, schools, parks, open space, and bus stops. Sidewalks are separated from streets. The Villages of Lakeview Specific Plan will coordinate transportation with local and regional agencies where possible to maximize integration of the Project with local transportation planning and implementation efforts, including the possibility of extending the Riverside Transit Agency's Bus Rapid Transit System into the area and bus connections to Metrolink stations along the Perris Valley Line. The Project will create a Smart Shuttle Program to transport commuters from the Project site to the Perris Valley Line Metrolink Station or other Metrolink stations that may be closer to the site.

7. **Conservation of Open Space Consistent with MSHCP Implementation.** Over half of THE VILLAGES OF LAKEVIEW Specific Plan contains open space (conservation, parks, trails, earthen drainage channels, landscape setbacks, terrace slopes, and open space). The Project was modified through the MSHCP HANS process to minimize impacts to sensitive species. The Project will designate approximately 1,175 acres for permanent conservation (approximately 145 acres for agriculture and 1,030 acres for biological resources), including approximately 192 acres north of Ramona Expressway (47 acres for biological conservation and 145 acres for agriculture), adjacent to the San Jacinto Wildlife Area; 970 acres located within the Lakeview Mountains, the majority of which consists of native habitats; and approximately 13 acres south of Ramona Expressway for PCL-20. The Project eliminates the frontage road (JJ Street), which would decrease the length of the future wildlife crossing for PCL-20. The designation of these conservation areas will avoid and preserve adjacent portions of the San Jacinto River, all alkali playa pools, and almost all of the Lakeview Mountains (including riparian habitat) within or immediately contiguous with the site.

8. **Provide a Significant Buffer to the San Jacinto Wildlife Area.** THE VILLAGES OF LAKEVIEW Specific Plan is designed to address and maintain compatibility with the San Jacinto Wildlife Area (SJWA) and San Jacinto River. The Project will provide an approximate 1,000-foot buffer between new development and the wildlife area. Allowable land uses in this area include passive park activities, water quality and drainage facilities, and natural open space. The majority of areas located north of Ramona Expressway in the River Bend Village (known as the Resort Village in the proposed Project) will be maintained as agriculture, with approximately 70 acres designated as commercial office property. As such, the Project provides a significant buffer to the SJWA and is designed to address and maintain compatibility with the SJWA and San Jacinto River.
9. **Public Facilities with Regional Benefits.** THE VILLAGES OF LAKEVIEW Specific Plan provides funding of up to eight million dollars for future library expansion. Additional public facilities to benefit the region will include a public community center, sports park, and trails. Specifically, the Project will construct 82 acres of new onsite public parks, 15 acres of joint-use parks, and 31 acres of trails (50% or 15.5 ac credit for park purposes), for a total of approximately 112.5 acres of parkland, providing 5.0 acres of parkland per each 1,000 residents. The Project will also reserve up to two acres within the site for the purpose of the construction of a new fire station and contribute funding towards both new equipment and staffing.
10. **Assist with Implementation of the Master Drainage Plan and Area Drainage Plan for the Lakeview/Nuevo Area.** The Riverside County Flood Control and Water Conservation District adopted a Master Drainage Plan (MDP) and Area Drainage Plan (ADP) for the Lakeview/Nuevo area in 1981. The MDP includes improvements to the existing Lakeview Dam located south of the Project site that would reduce flooding in the Lakeview community and in certain western portions

of the Project site. THE VILLAGES OF LAKEVIEW Specific Plan will construct the training dike and a connecting lateral to assist with implementation of the MDP, thus removing property downstream of the dam from flooding, including existing homes.

11. **Construction of Water Quality Improvements that Treat Runoff Prior to Entering the San Jacinto River.** THE VILLAGES OF LAKEVIEW Specific Plan proposes to construct a water quality basin (WQB) in the northwest portion of the site that will capture and treat runoff from on-site generated runoff before the runoff is discharged into downstream receiving water bodies. The WQB preliminary design was refined to demonstrate that existing hydrology can be managed to maintain existing drainage patterns as closely as possible to the existing site hydrology. Specifically, the Project's WQB is proposed to be split into two basins of approximately equal value. Flows would be split between the two basins; stormwater treated in the West WQB would discharge into the San Jacinto River at the same location as originally proposed, and stormwater treated in the East WQB would discharge to the off-site wetland area in the SJWA. The proposed refinement would allow treated water to discharge to the wetland more frequently than originally proposed to better match existing discharges to the SJWA. It would also improve flexibility of managing the quantity and timing of these discharges in the future. Offsite runoff is currently untreated and flows directly into storm drains or the San Jacinto River. With implementation of the Project, existing off-site, untreated runoff will be captured and treated before it is discharged, resulting in area-wide improvements to water quality that extend beyond the Project's runoff.

12. **Provide Infiltration and Groundwater Recharge.** In lieu of constructing traditional concrete-lined drainage channels with steep sides, which do not allow infiltration of storm water and groundwater recharge, create downstream erosion

conditions, eliminate wildlife use, and are not aesthetically attractive, the Project will construct a four-mile earthen drainage and five miles of vegetated roadside swale, in an effort to promote infiltration and groundwater recharge.

13. **Upgrade Regional Sanitary Sewer Infrastructure.** THE VILLAGES OF LAKEVIEW Specific Plan will provide upgrades to regional infrastructure including new and expanded sanitary sewer service located off-site, in existing communities. Existing residents will benefit from installation of the sanitary sewer system, because existing properties not connected to a sanitary sewer system will be able to connect. The Project facilities will incorporate modern sanitary sewer construction, inspection, and maintenance practices.
14. **Traffic Facilities Fee.** THE VILLAGES OF LAKEVIEW Specific Plan will provide funding for traffic improvements (or portions thereof) that are not currently included in the Development Impact Fees or TUMF.

Memorandum

To: The Villages of Lakeview FIA File
 From: DPGF
 Date: November 30, 2017
 Subject: Villages of Lakeview – Fiscal and Economic Summary – Case Study Update

Background and Summary

- DPGF prepared the September 2017 Fiscal Impact Analysis “FIA”. The resulted in General Fund Surplus of \$756,282.
- This FIA was peer reviewed by Kosmont Companies. Kosmont concluded in its November 14, 2017 Memorandum that:
 - The FIA used “very conservative” revenue assumptions for retail sales and commercial development values.
 - “In conclusion , Kosmont believes the FIA report was prepared in a professional manner consistent with the County Guide”
 - The General Fund surplus was approximately \$757,000 (rounding).
- Based on input and information received from County Staff, DPGF has prepared case study updates for both Code Enforcement and Animal Services as described below. Both items are included in Public Protection – Other Public Protection (see Tables 1,7 and 8).
- This results in a decrease in the General Fund surplus, at Buildout (Year 20), from \$756,282 to \$378,837 (due increase of \$377,445 in costs), as shown in Table 1 below.

**Table 1
Case Study Update**

	Buildout (Year 20)	
FIA Surplus	\$ 756,282	[1]
Increased Costs in Case Studies		
Code Enforcement (Table 2 below)	\$ 235,068	
Animal Services (Table 3 below)	\$ 142,377	
Increased Costs	\$ 377,445	[2]
Adjusted Surplus	\$ 378,837	=[1]-[2]

- The year 30 surplus (Exhibit F) would decrease from \$671,759 to \$294,314
- Inclusion of less conservative (increased) revenues assumptions for retail sales and commercial development values would likely offset the increased costs and reduced surplus, shown above in Table 1.

TLMA Code Enforcement

- Based on information from TMLA, we prepared a case study, shown in Table 2 below.
- This results an increase in cost at buildout of approximately \$235,000.

Table 2

TLMA: Code Enforcement Case Study

Buildout Officers		2.00
Cost per Officer	\$	150,000
Case Study Costs	\$	300,000

FIA Cost-see below	\$	64,932
Increase	\$	235,068

FIA Other Protection Code Enforcement Cost Component

Net Gen Fund	Table 7 (Pg 24/43)	\$	6,359,269
County Equivalent Units	Table 8 (Pg 28)		2,884,433
Cost Factor		\$	2.20
Project Equivalent Units	Table 8/2		29,452
Code Enforcement FIA Cost		\$	64,932

Animal Services

- An update case study was prepared to look at the cost to provide Animal Control services. The County provides services to both unincorporated County residents and contract City residents. Table 3 below provides the calculations.
- This results in an increase in cost at buildout of approximately \$142,000 as shown below:

Table 3

Animal Services Case Study

Total Cost	Table 7	\$	22,807,496
Licenses and Permits	Table 7		(1,174,000)
Other	Table 7		(190,000)
County + Contract City Costs	Adjusted Table 7		<u>21,443,496</u>

Service Pop (Unincorporated County + Contract Cities)			2,308,441
Cost per Service Population		\$	9.29
Project Residents	Table 8/2		28,269
Case Study Costs			262,595
FIA Costs (see below)		\$	120,218
Increase		\$	142,377

FIA Other Protection Animal Services Cost Component:

Net Gen Fund	Table 7 (Pg 24/43)	\$	11,773,795
County Equivalent Units	Table 8		2,884,433
Cost Factor		\$	4.08
Project Equivalent Units	Table 8/2		29,452
Animal Services		\$	120,218