

3.13 - Public Services

3.13.1 - Introduction

This section describes the existing public services setting and potential effects from Project implementation on the site and its surrounding area. Section 15125 of the State CEQA Guidelines requires EIRs to include a description of the physical environmental conditions in the area of a project that exist at the time that the Notice of Preparation (NOP) is circulated. These environmental conditions normally constitute the baseline physical conditions relative to which the CEQA lead agency evaluates the change in conditions that would result from project implementation. The NOP for this Draft EIR was issued on February 27, 2009. Therefore, environmental conditions as of February 2009 represent the baseline for CEQA purposes. To evaluate the footprint impacts of the Proposed Action (e.g., effects on Public Services), the conditions in 2009 are considered to be the baseline. Buildout of the Project is then added to existing conditions in order to determine whether Project implementation would substantially remove or impact the resources, thereby resulting in a significant impact on the environment. Data used to determine the baseline for on Public Services were derived from information contained in the City of Redlands website. Therefore, data used to derive baseline conditions is based on existing conditions at the time of NOP issuance (February 27, 2009 through March 31, 2009) and are appropriate to use within the following analysis.

3.13.2 - Environmental Setting

Fire Protection and Emergency Services

According to the Redlands Fire Department Annual Report for 2007, the City of Redlands Fire Department (RFD) provides complete fire protection, including fire, and public service and emergency medical aid response (per California Health and Safety Code §1797.201) for the City of Redlands (City). The RFD serves an area of 37.46 square miles.

Stations

Currently, the RFD has four fire stations within City limits. RFD Fire Stations and their location within the City of Redlands are located in Table 3.13-1.

Table 3.13-1: Redlands Fire Station Facilities

| Station Number | Address | Distance from Project Site |
|----------------|---------------------------|----------------------------|
| 261 | 525 E. Citrus Avenue | 1.7 miles |
| 262 | 1690 Garden Street | 4.0 miles |
| 263 | 10 W. Pennsylvania Avenue | 0.8 mile |
| 264 | 1270 W. Park Avenue | 1.1 miles |

Source: City of Redlands, 2010.

Fire Station 261 covers the Downtown area and houses a three person Paramedic Assessment Engine, a three person Basic Life Support Truck Company, a 2 person Paramedic Squad, and the Shift Battalion Chief. A Type 3 Brush Engine is also included at this station and is cross-staffed by the crew of the Truck Company. Station 261 was re-modeled in 2003 and hosts most of the Department's large public events.

Fire Station 262 covers the south side of Redlands and houses a three person Paramedic Assessment Engine and a Type 3 Brush Engine, which is cross-staffed by the crew of the Engine Company.

Fire Station 263 covers the north side of the City and houses a four person Paramedic Engine Company. Also included at this Station are two Emergency Response Trailers with compliments containing an Incident Support Vehicle, and a Water Tender, which is cross-staffed by the crew of the Engine Company. Trailers at this station contain lighting and communications equipment.

Fire Station 264 covers the west side of Redlands. This Station houses a three person Basic Life Support Engine Company. A Type 3 Brush Engine is also housed here and cross-staffed by the Engine Crew.

Station 263 is located approximately 0.8 mile east of the Project site and would therefore likely be the primary fire station serving the Project area. The Fire Departments Goal is to respond to calls for service in the shortest time possible.

Staffing

Personnel Profile (2009)

- Uniformed Personnel - 60
- On-Duty Strength - 19
- Department Chiefs - 4
- Emergency Medical Technicians (EMT) - 47
- Paramedics - 18 (Employed as Firefighter/Paramedics)
- Fire Marshal - 1
- Non-Uniformed (Civilian) Personnel - 2

Apparatus Profile (2009)

Front Line Apparatus:

- Duty Battalion Chiefs - 1
- Engines - 4
- Ladder Trucks - 1
- Medic Squad - 1

Cross-Staffed Equipment:

- Brush Engines - 3
- Water Tender - 1
- Air/Light Incident Support - 1
- Mobile Generator - 1
- Disaster Trailers - 3

Response Times

The RFD responded to a total of 8353 life-and property-threatening emergency incidences per station during the 2009 calendar year. Annual calls for each fire station are summarized in Table 3.13-2, below. In addition, according to correspondence with Tim Marshburn, Fire Marshal (May 26, 2011), the RFD responded to a total of 8288 life-and property-threatening emergency incidences during the 2009 calendar year.

Table 3.13-2: 2009 Incident Type Response Summary by Station

| Incident Type | Station 261 | Station 262 | Station 263 | Station 264 |
|---------------------|--------------|-------------|--------------|--------------|
| Fire | 144 | 57 | 103 | 77 |
| Rupture/Explosion | 5 | 2 | 3 | 1 |
| EMS/Rescue | 1,456 | 501 | 1,426 | 2,006 |
| Hazardous Condition | 186 | 91 | 135 | 190 |
| Service Call | 204 | 57 | 117 | 134 |
| Good Intent | 214 | 77 | 122 | 139 |
| False Call | 173 | 52 | 86 | 166 |
| Severe Weather | 1 | 1 | 1 | 0 |
| Other | 0 | 2 | 1 | 2 |
| TOTAL | 2,437 | 997 | 2,131 | 2,708 |

Source: City of Redlands Annual Report, 2009.

First Arriving Engine Company at Fire Suppression Incident

The Redlands Fire Department response time standard for the first arriving engine when responding to a fire suppression incident is four (4) minutes; 90 percent of the time. The same as the National Fire Protection Association (NFPA) standard:

- The RFD met the response time objective 32 percent of the time in 2009.

First Arriving Engine Company at Emergency Medical Incident

The RFD response time standard for the first arriving engine when responding to a medical emergency incident is four (4) minutes; 90 percent of the time. The same as the NFPA standard:

- The RFD met the response time objective 40 percent of the time in 2009.

ISO Rating

The RFD has an Insurance Service Office's (ISO) rating of 3, on a scale of 1 to 9 with 1 being the highest.

Mutual Aid

The RFD has a mutual aid agreement with the San Bernardino County Fire Department (SBCFD), which allows the SBCFD to provide fire services to areas within the City of Redlands and vice versa. The closest SBCFD fire station to the Project site is Station 9, located at 1300 Crafton Avenue, Mentone. The SBCFD provides complete fire protection, including fire, public service, and emergency medical aid response, but County services do not include ambulance and transport services. In addition, The RFD has mutual aid agreements with the California Department of Forestry, and the Loma Linda Fire Department.

Inspection Program

The RFD maintains an inspection program to ensure that all buildings are in compliance with City fire codes. In addition, the RFD requires that all land use proposals, including subdivisions, site plans, and use permits, be consistent with Uniform Fire Code and other site design requirements relative to fire safety such as water supply, fire hydrant number and location, etc.

Police Services

The Redlands Police Department (RPD) currently provides safety services to the City of Redlands and will provide law-enforcement services to the Project site.

Organization

The RPD provides response to emergency and non-emergency calls for assistance, routine patrol, traffic enforcement, investigation of crime, parking control services, community problem solving, code enforcement, business liaison, and animal control. In addition, the RPD provides a range of community service programs, including bus service for seniors, senior centers, adult and youth recreation programs, youth mentoring programs, computer tutoring, youth coalition, and youth employment opportunities. Additional programs include gang intervention, drug court, high school programs, and cadet and explorer programs.

Stations

The RPD facility that would service the Project site is the main police station for the City of Redlands. The station building is located at 1270 Park Avenue, approximately 0.78 miles south of the Project site.

Staffing

The RPD has 77 sworn police officers, 39.5 full-time, 14 part-time civilian positions, and over 101 volunteers. According to the Department of finance, the City of Redlands had a total population of 68,747 for April 2010. Consequently, there are 0.9 officers per every 1,000 City residents. According to the RPD, recent and planned development in the City has generated a need for an increase in RPD staff.

Response Times

Average response times are 6 minutes for emergency calls and 43 minutes for non-emergency calls (RPD 2011).

Calls for Service

The RPD received 57,891 calls for service in 2009 and 55,989 calls in 2010.

School Services

The Project site is located within the Redlands Unified School District (RUSD). RUSD encompasses approximately 147 square miles and serves 20,170 kindergarten through twelfth-grade students and is growing at a rate of 1 to 2 percent per year. RUSD currently has three comprehensive high schools, three alternative schools, four middle schools, and fourteen elementary schools. Schools within the RUSD are provided in Table 3.13-3.

Table 3.13-3: Redlands Unified School District Facilities

| Column Title | Column Title |
|---------------------------|--|
| Arroyo Verde Elementary | 7701 Church Street |
| Bryn Mawr Elementary | 11680 Whittier Avenue, Loma Linda 92354 |
| Crafton Elementary | 12750 North Wabash, Redlands 92374 |
| Cram Elementary | 29700 Water Street, Highland 92346 |
| Franklin Elementary | 850 East Colton Street, Redlands 92374 |
| Highland Grove Elementary | 7700 Orange Street, Highland 92346 |
| Kimberly Elementary | 301 West South Avenue, Redlands 92373 |
| Kingsbury Elementary | 600 Cajon Street, Redlands 92373 |
| Lugonia Elementary | 202 East Pennsylvania Avenue, Redlands 92374 |
| Mariposa Elementary | 30800 Palo Alto, Redlands 92373 |
| McKinley Elementary | 645 W Olive Ave, Redlands 92373 |
| Mentone Elementary | 1320 Crafton Avenue, Mentone 92359 |
| Smiley Elementary | 1210 West Cypress Avenue, Redlands 92373 |
| Victoria Elementary | 1505 Richardson Street, San Bernardino 92408 |

Table 3.13-3 (cont.): Redlands Unified School District Facilities

| Column Title | Column Title |
|--------------------------------------|--|
| Beattie Middle School | 7800 Orange Street, Highland 92346 |
| Clement Middle School | 501 East Pennsylvania Avenue, Redlands 92374 |
| Cope Middle School | 1000 West Cypress Avenue, Redlands 92373 |
| Moore Middle School | 1550 Highland Avenue, Redlands 92374 |
| Citrus Valley High School | 800 West Pioneer Avenue, Redlands 92374 |
| Redlands East Valley High School | 31000 East Colton Avenue, Redlands 92374 |
| Redlands High School | 840 East Citrus Avenue, Redlands 92374 |
| Orangewood Continuation High School | 515 Texas Street, Redlands 92374 |
| Redlands Independent Study Education | 820 Stuart Street, Redlands 92374 |
| Redlands Adult School | 7 West Delaware Avenue, Redlands 92373 |

3.13.3 - Regulatory Framework

City of Redlands

Public service standards are controlled by the City of Redlands, which addresses all facilities and services provided within the community, including police, fire, and schools.

NOP Comment Letters

A Notice of Preparation (NOP) comment letter was provided by the Redlands Association on September 17, 2007. The Redlands Association stated that the additional marketing this Project will bring beyond that provided by the current Walmart on Redlands Boulevard will add but little to the city's sales tax revenues, placing an additional burden on a city budget which is straining to fund current police and fire services. The Project will increase that burden without commensurate revenue, which will cause a reduction in service levels throughout the city.

3.13.4 - Thresholds of Significance

According to the CEQA Guidelines' Appendix G Environmental Checklist, to determine whether impacts to public services are significant environmental effects, the following question is analyzed and evaluated for the public service identified:

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:

- a.) Fire Protection?
- b.) Police Protection?
- c.) Schools?

3.13.5 - Project Impacts and Mitigation Measures

This section discusses potential impacts associated with the development of the Project and provides mitigation measures where appropriate.

Fire Protection

| | |
|--------------------|---|
| Impact PS-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 Fire Protection? [CEQA Public Services Threshold 14(a)] |
|--------------------|---|

Impact Analysis

Station No. 263 of the RFD provides primary response for the Project site. Station No. 263 is located at 263 10 W. Pennsylvania Avenue, which is less than 0.8 mile east of the Project site. The estimated response time for Station No. 263 to the Project site would be approximately 1.4 minutes and will not exceed the four-minute RFD average response time (based on an average speed of 35 miles per hour).

Access roads (driveways) are required per the California Fire Code when any portion of a facility or any portion of an exterior wall of the first story of the building is located more than 150 feet from fire apparatus access. Continuous fire access roadways and public hydrants will be provided throughout the Project site in order to allow adequate emergency access.

The City's municipal code does not provide fire flow requirements or standards. Fire flow requirements within the City depend upon construction and design factors and are determined after Project plans are submitted. However, through conversation with the RFD, most projects require a minimum fire flow of 1,500 to 3,000 gallons per minute (GPM). Inadequate fire flow demands would be considered a significant impact, but are remedied through the proper design of water infrastructure on-site in coordination with the RFD requirements. In order to offset the incremental costs associated with fire protection in the City of Redlands, the proposed Project would be required to pay a fire suppression fee equating to \$0.50 per square foot for commercial developments, that would be utilized to fund various capital improvements and personnel additions. The applicant would pay payment of said fees at the time of building permit issuance. Further, the Project would contribute money toward ongoing fire facilities needs through the City's Development Impact Fee program. Therefore, the Project would not result in physical impacts on the environment from the construction or expansion of fire facilities. Impacts would be less than significant.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation required.

Level of Significance After Mitigation

Less than significant impact.

Police Protection

| | |
|--------------------|---|
| Impact PS-2 | 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 Police Protection? [CEQA Public Services Threshold 14(b)] |
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Impact Analysis

The proposed 24-hour operation of the Walmart store and outparcels have the potential to increase demands of policing in the early morning hours and during the holiday season. In addition, the Project's location to the States Route 210 (SR-210) Freeway increases the potential for criminal activity to occur on-site. An increase in calls for service has the potential to impact the agency's response time. Consequently, several recommendations for security measures and operational practices will be implemented to deter criminal activity and ultimately reduce demands on the agency. The recommendations include providing emergency phones, on-site security personnel, exterior lighting, surveillance equipment, and prohibiting overnight recreational vehicle parking and private vehicle sales in the parking areas. The recommendations are reflected in Mitigation Measure PS-2.

In order to offset the incremental costs associated with police protection in the City of Redlands, the proposed Project would be required to pay a law enforcement fee equating to \$0.31 per square foot that would be utilized to fund various capital improvements and personnel additions. The applicant shall pay the applicable law enforcement fee at the time of building permit issuances. Furthermore, impacts on police protection would be minimized through the provision of on-site security personnel 24 hours a day at the Walmart store that would monitor and patrol the store and parking areas. Security personnel would serve as a first line of defense against criminal activities and nuisances, and would be able to resolve minor incidents that ordinarily would not warrant a police response (e.g., a lost child or a verbal dispute between customers). In addition, exterior lighting would be provided along buildings and in the parking area, which would serve to deter criminal activity during the nighttime hours. Refer to Section 2, Project Description, for further discussion of the proposed security measures. With the implementation of mitigation, impacts would be reduced to a level of less than significant.

Level of Significance Before Mitigation

Potentially significant impact.

Mitigation Measures

MM PS-2 Prior to issuance of the certificate of occupancy for each building, the Project applicant shall install the following applicable security measures and implement the following operational practices:

- Install strategically placed emergency phones.
- Provide sufficient, professionally trained loss prevention staff on-site.
- Submit loss-prevention plan with staffing levels on-site to the Redlands Police Department for review and approval.
- Install security devices and alarms in the Walmart pharmacy.
- Ensure that the site layout for the parking lot areas are properly designed to provide maximum safety and security through adequate lighting, and ingress and egress.
- Installation of a police department approved high-quality resolution video surveillance cameras throughout the interior and parking lot areas with consultation from the Redlands Police Department.
- Provide 24-hour staffed roving security patrols throughout the parking lot areas and rear of building. If applicant intends to use an outside private security company, the firm must be from the approved list provided by the Police Department or the firm must be approved by the Police Department.
- Provide Redlands Police Department with access to live and historical surveillance video for investigations, responses to issues, and prosecution of suspects. Surveillance cameras should be of sufficient quality to ensure identification of suspects.
- Prohibit the private sales of vehicles in the parking lot areas.

Level of Significance After Mitigation

Less than significant impact.

Schools

| | |
|--------------------|---|
| Impact PS-3 | 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 Schools? [CEQA Public Services Threshold 14(c)] |
|--------------------|---|

Impact Analysis

The Project does not contain any residential uses and would not directly induce population growth. The new employment opportunities created by the Project would not induce substantial population

growth into the Redlands area from outside areas. In addition, Senate Bill 50, dated August 27, 1998, allows that complete mitigation of school related impacts can be covered by lawful payment of required school impact fees. According to the Redlands Unified School District, development impact fees for commercial/industrial construction, total in the amount of \$0.47 per square foot.

Impact/mitigation fees are established by each district based on square foot measurements. The Redlands Unified School District assess construction impact fees at the time of development to assure each project contributes its equitable share of the cost of providing schools within the Planning Area. The Project will pay all applicable construction impact fees at the time of building permit issuance and would therefore not result in physical impacts associated with the provision of or the need for new or physically/altered governmental facilities. Impacts in this case will be less than significant.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation required.

Level of Significance After Mitigation

Less than significant impact.