

5. Environmental Analysis

5.11 PUBLIC SERVICES

This section of the recirculated Draft Environmental Impact Report (DEIR) addresses: fire protection and emergency services, police protection, school services, and library services. Park services are addressed in Section 5.12, *Recreation*. Public and private utilities and service systems, including water, wastewater, and solid waste services and systems, are addressed in Section 5.14, *Utilities and Service Systems*.

The Initial Study, included as Appendix A, substantiates that impacts associated with public services may have a potentially significant impact.

5.11.1 Fire Protection and Emergency Services

5.11.1.1 Environmental Setting

The Orange County Fire Authority (OCFA) provides fire protection services to the City of Irvine, unincorporated Orange County, and 21 other jurisdictions. It maintains mutual aid agreements with all other cities in Orange County and with the State of California. OCFA currently provides fire protection services to the entire project area and will continue to do so after the unincorporated portions have been annexed into the City of Irvine. OCFA has 62 fire stations, which include structural engines (used for fighting structure fires), truck companies, paramedic units, airport crash trucks, hazardous materials response teams, water-dropping helicopters, and other various pieces of specialized equipment. OCFA provides fire suppression, emergency medical, rescue and fire prevention, hazardous materials coordination, and wildland management services. OCFA is one of the largest regional fire service organizations in California. OCFA's goals for the provision of fire services are:

- First-in engines should arrive on-scene to medical aids and/or fires within 7 minutes and 20 seconds 80 percent of the time.
- First-in truck companies should arrive on-scene to fires within 12 minute, 80 percent of the time.
- First-in paramedic companies should arrive on-scene at all medical aids within 10 minutes 80 percent of the time.

There are eleven fire stations in the City. Nearby OCFA fire stations outside of the City limits (i.e. Tustin and Lake Forest) may respond to calls in the City if necessary.

Planning Area 36

Resources are deployed based on a regional service delivery system, assigning personnel and equipment to emergency incidents without regard to jurisdictional boundaries. The equipment used by the department has the versatility to respond to both urban and wildland emergency conditions. Table 5.11-1 indicates the stations that would provide initial emergency response to the project site. The OCFA's response time goal is for the first engine to reach the emergency scene within 7 minutes 80 percent of the time and a paramedic to reach the scene within 10 minutes 80 percent of the time. OCFA does not have a standard for nonemergency calls.



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Table 5.11-1
OCFA Responding Stations

Station Number	Station Location	Equipment and Personnel
Fire Station 28	17862 Gillette Avenue	1 Paramedic Assessment Engine/3 personnel
Fire Station 06	3180 Barranca Parkway	1 Paramedic Engine/4 personnel 1 Truck/4 personnel
Fire Station 04	2 California Avenue	1 Engine/3 personnel 1 Truck/4 personnel 1 Medic Van/2 personnel 1 Chief Hazardous Material Vehicle/(uses manpower from truck and engine)
Fire Station 36	301 E Yale Loop	1 Paramedic Engine/4 personnel

5.11.1.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- FP-1 Result in a substantial adverse physical impact associated with the provisions 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 services.

5.11.1.3 Environmental Impacts

Existing Plans, Programs, and Policies

The following measures are existing plans, programs, or policies (PPP) that apply to the proposed project and will help to reduce and avoid potential impacts related to fire services and facilities:

- PPP 11-1 Every project applicant shall comply with all applicable Orange County Fire Authority codes, ordinances, and standard conditions regarding fire prevention and suppression measures relating to water improvement plans, fire hydrants, automatic fire extinguishing systems, fire access, access gates, combustible construction, water availability, and fire sprinkler systems.
- PPP 11-2 Prior to the issuance of the first grading permit for the individual development within the IBC, the applicant shall have executed a Secured Fire Protection Agreement with the Orange County Fire Authority (Standard Condition A.15).
- PPP-11-3 Prior to the issuance of the first building permit, all fire protection access easements shall be approved by the Orange County Fire Authority and irrevocably dedicated in perpetuity to the City (Standard Condition B.6).
- PPP 11-4 A Click2Enter radio frequency access system shall be installed at any vehicle and pedestrian access point controlled by privacy gates within the project area (proposed Zoning Code).

Project Design Features

- PDF 11-1 An Opticom traffic light control system shall be installed at signalized intersections through the proposed IBC Infrastructure Improvement Program.

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PDF 11-3 A Click2Enter radio frequency access system shall be installed at any vehicle and pedestrian access point controlled by privacy gates within the project area (proposed Zoning Code).

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

IMPACT 5.11-1: THE PROPOSED PROJECT WOULD INTRODUCE NEW STRUCTURES, RESIDENTS, AND WORKERS INTO THE ORANGE COUNTY FIRE AUTHORITY SERVICE BOUNDARIES, THEREBY INCREASING THE REQUIREMENT FOR FIRE PROTECTION FACILITIES AND PERSONNEL. [THRESHOLD FP-1]

Impact Analysis:

The proposed project would potentially add an additional 7,583 dwelling units (including pending units, potential new units, and potential density bonus units), and the remaining unused allowable General Plan Zoning Code nonresidential intensity of 6,016,662 square feet. This increase in residential units would increase demand for fire apparatus, equipment, and personnel. According to the OCFA, the area in the western region of the project area is outside the response time projection; therefore, a new station is required to service the area west of Jamboree road by Fairfield Road and north of Campus. As of now the location of the new station has not been determined. All projects within the IBC must enter into a Secured Fire Protection Agreement as fair-share mitigation to offset the cost of a new station and the equipment to serve the area. Funds have been and will be collected and saved in a Capital Improvement Plan until OCFA constructs a new station. Currently, OCFA estimates construction of the IBC station in the 2012–2013 fiscal year. Therefore, the future fire station will be provided for in the Secured Fire Protection Services Agreement and would adequately meet the increase in the demand associated with the proposed project.

Secured Fire Protection Services Agreement

This agreement specifies the developer's pro-rata fair-share funding of capital improvements that is necessary to establish adequate fire protection facilities, equipment, and personnel. During entitlement, the developer must enter into the agreement, typically on a project-specific basis. The Secured Fire Protection Services Agreement is not related to the provision of an adequate tax base directed to the Structural Fire Fund to offset short and long range costs, but rather to mitigating the impact of a project on OCFA as it impacts capital and infrastructure needs.

5.11.1.4 Cumulative Impacts

The geographic area for cumulative analysis of fire protection services is the service territory for OCFA. In recent history, Orange County cities and unincorporated areas have undergone a transition from undeveloped and agricultural land to urban developed areas, resulting in residential and employment population increases and associated increases in the demand for public services, including fire protection and emergency medical services. The contribution of these projects to area growth is reflected in Orange County projections and has been taken into account in long-range planning efforts on behalf of the county, the City of Irvine, and the agencies providing public services to the area. At buildout, a total of ~~7,583~~ 17,038 residential units are projected for the IBC (including units that are already approved, under construction, in process, potential new units, and density bonus units, plus an additional recently approved 3,478 hotel rooms. New residents are expected to increase demand for fire protection services and would contribute to the need to expand facilities and operate such services. The Secured Fire Protection Services Agreement addresses fire service needs for new development within the City of Irvine. Compliance with the agreement, including the construction of a new fire station for the IBC, will ensure that performance objectives for fire protection are met and provide funding for any capital improvements necessary to maintain adequate fire protection facilities, equipment, and/or personnel. In addition, compliance with the existing regulations, standard conditions, and mitigation measures would ensure adequate access within the project area, which further ensures the adequate provision of fire protection and emergency services to residents in the project area. Therefore, the project's increased demand for fire protection services would not result in significant cumulative impacts.



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5.11.1.5 *Level of Significance Before Mitigation*

Implementation of the PPPs and PDFs identified above would prevent occurrence of any significant impacts related to fire protection services.

5.11.1.6 *Mitigation Measures*

No mitigation measures are required.

5.11.1.7 *Level of Significance After Mitigation*

No significant impacts have been identified and no mitigation measures are required.

5.11.2 *Police Protection*

5.11.2.1 *Environmental Setting*

The project area is served by the Irvine Police Department, in central Irvine at One Civic Center Plaza, on the corner of Harvard Avenue and Alton Parkway. The Irvine Police Department provides all services normally associated with public safety, including patrols, investigations, crime analysis, crime prevention, K-9 unit, Special Operations Unit, forensic investigations, accident investigations/traffic enforcement, Drug Abuse Resistance Education, and emergency management/disaster preparedness. The department also has emergency access to helicopter services and mutual aid assistance from surrounding City, county, State, and federal agencies.

The Irvine Police Department is organized as a Geographic Policing agency and operates under a full-service Community Oriented Policing philosophy. Primary response to the site would be patrol vehicles assigned geographically throughout the City. Response time to calls for service may vary depending on their location at time of dispatch. The department's goals for responding to incidents are:

- "Emergency" calls within 6 minutes 85 percent of the time.
- "Crimes in Progress" calls within 10 minutes 85 percent of the time.
- "Less Serious Crimes Occurring Now" calls within 20 minutes 90 percent of the time.
- "Routine calls for service" within 60 minutes, 85 percent of the time.

Since 1999, the City has significantly increased in area, going from 43 to over 65 square miles. The ratio of police officers to population has declined from a 1999 average of 1.13 officers per 1,000 residents to the current ratio of 0.97 officer per 1,000 residents. At any given time, a minimum of 9 and a maximum of 23 sworn officers are available to respond to calls for service anywhere in the city. Beat assignments are based on projected calls for service. According to the Irvine General Plan "typical planning areas with a population of 10,000 to 20,000 require 1.5 officers per 1,000 persons and a facility size of 5.1 acres."

The Irvine Police Department enforces the City's traffic laws on the local street system. Traffic enforcement on area freeways and in the unincorporated Orange County area is provided by the California Highway Patrol and the Orange County Sheriff's Department.

5.11.2.2 *Thresholds of Significance*

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- PS-1 Result in a substantial adverse physical impact associated with the provisions of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the

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construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for police protection services.

5.11.2.3 Environmental Impacts

Existing Plans, Programs, and Policies

The following measure is an existing plan, program, or policy that applies to the proposed project and will help to reduce or avoid impacts related to law enforcement:

PPP 11-5 The project applicant shall comply with all applicable requirements of the City of Irvine Uniform Security Code (Municipal Code Title 5, Division 9, Chapter 5).

Project Design Features

PDF 11-2 Utilize the concepts of Crime Prevention Through Environmental Design in the design and layout of any project to reduce criminal opportunity and calls for service, as specified in the proposed zoning code.

PPP 11-4 and PDF 11-1 and PDF 11-3 also help reduce or avoid impacts related to police protection.

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

IMPACT 5.11-2: THE PROPOSED PROJECT WOULD INTRODUCE NEW STRUCTURES, RESIDENTS, AND WORKERS INTO THE IRVINE POLICE DEPARTMENT SERVICE BOUNDARIES, THEREBY INCREASING THE REQUIREMENT FOR POLICE PROTECTION FACILITIES AND PERSONNEL. [THRESHOLD PP-1]



Impact Analysis: Multifamily residential and retail land uses generate significantly more demand on police resources than the typical land uses found in the IBC. Therefore, it is anticipated that there will be an increase in demand for police officers and nonsworn support personnel as the project would allow for additional residential units and retail uses within the project area.

Multifamily residential complexes can delay response times due to their multilevel design. As a part of the conditional use permit application process, the City consults with the Irvine Police Department and solicits comments on a project's design during the City's screencheck process. The police department utilizes and evaluates the project based on Crime Prevention Through Environmental Design concepts to help reduce criminal opportunity. Also, as stated under PDF 11-2, the 3M Opticom traffic light preemption control system will be installed under the proposed project for emergency vehicles to provide a quicker response time within the IBC, which has numerous signalized intersections.

Based on the potential for 7,583 dwelling units (including pending units, potential new units, and potential density bonus units) beyond what currently exists in the IBC, an additional ~~13~~ 10 police officers and ~~5~~ 4 nonsworn support personnel would be required. Due to the state's Density Bonus law, granting reductions for parking requirements and general residential development, it can be anticipated the IBC will require parking enforcement personnel employed by the department.

Additional personnel and associated equipment would be provided through the continued implementation of the City's Strategic Business Plan and annual budget review process. Police department needs are assessed and budget allocations are revised accordingly to ensure that adequate levels of service are maintained throughout the city.

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5.11.2.4 Cumulative Impacts

Regional growth will result in an increased demand for public services and facilities, including law enforcement. Service providers will continue to evaluate levels of service and potential funding sources to meet demand. Long-range planning for the provisions of public services and facilities is typically based on General Plan growth projections. Through the City's Strategic Business Plan and annual budget review process, police department needs are assessed and budget allocations are revised accordingly to ensure that adequate levels of service are maintained throughout the City.

At buildout, a total of 17,038 residential units, plus an additional recently approved 3,478 hotel rooms, are projected for the IBC, which is expected to increase demand for police services and would contribute to the need to expand facilities. The long-term plans and provisions for police services, based on General Plan land use designations, would not be adversely affected by the project. No significant cumulative impacts related to police services are anticipated.

5.11.2.5 Level of Significance Before Mitigation

With implementation of existing City plans, programs, and policies requiring compliance with the Uniform Security Code, and project design features pertaining to provisions of security features, the impacts of the proposed project related to law enforcement would be less than significant.

5.11.2.6 Mitigation Measures

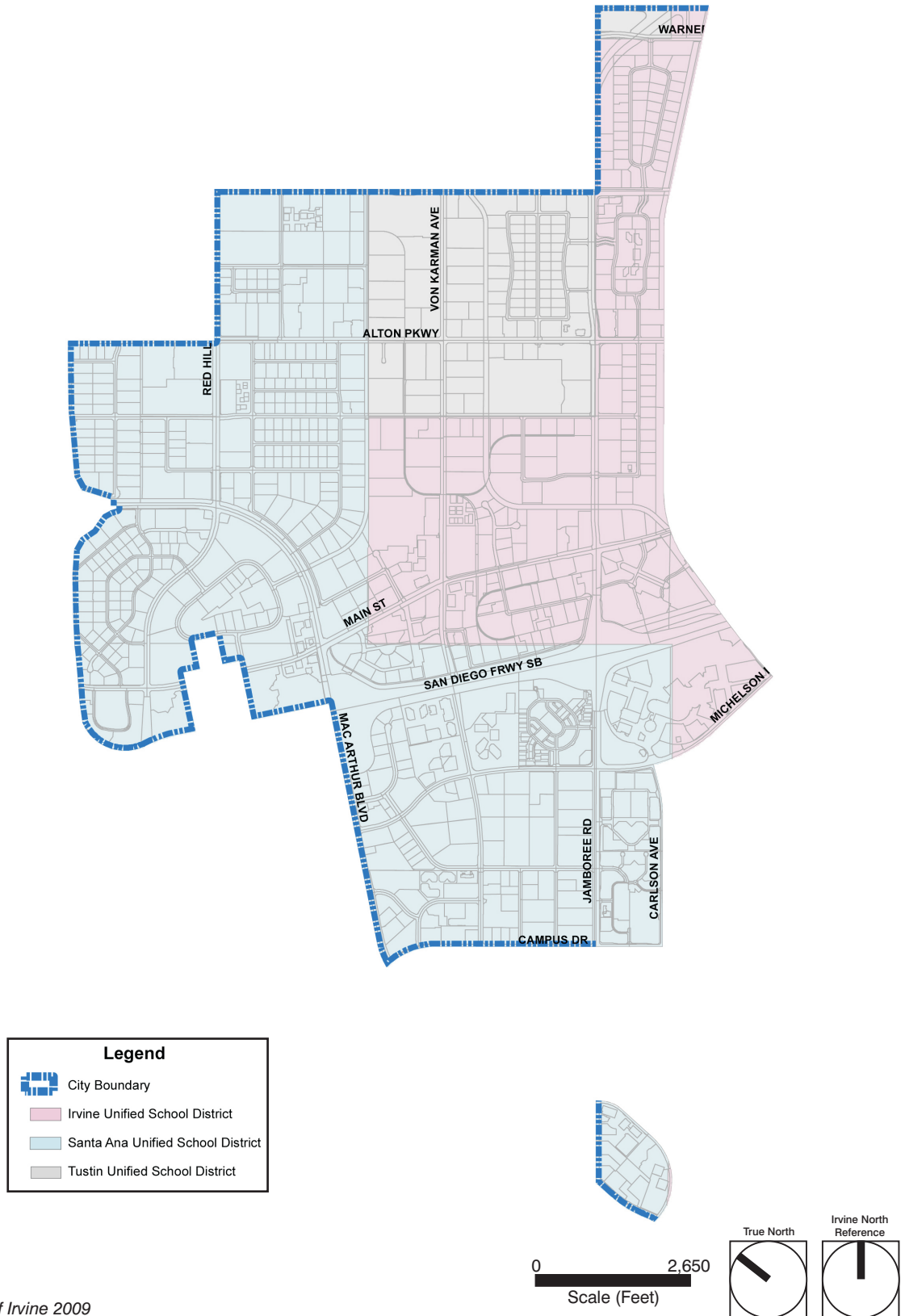
No mitigation measures are required.

5.11.2.7 Level of Significance After Mitigation

No significant impacts have been identified and no mitigation measures are required.

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IBC School District Boundaries



Source: City of Irvine 2009

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5.11.3 School Services

5.11.3.1 Environmental Setting

The IBC is within the boundaries of Irvine Unified School District, Tustin Unified School District, and Santa Ana Unified School District, as shown in Figure 5.11-1.

Irvine Unified School District

The Irvine Unified School District elementary, middle, and high school campuses closest to the project area are Culverdale and Westpark Elementary Schools, South Lake Middle School, and University High School. All four schools are currently below capacity, as shown in Table 5.11-2.

<i>Table 5.11-2</i> <i>IUSD School Capacity and Current Enrollment</i>		
School	Capacity	Current Enrollment
Culverdale Elementary	652	620 645
Westpark Elementary	640	583 584
South Lake Middle School	690	567 566
University High School	2360 2,444	2356 2,444
Source: Ruiz 2009.		

Santa Ana Unified School District

The proposed project site would be served by Monroe Elementary School, McFadden Intermediate School, and Century High School in the Santa Ana Unified School District. All three schools are above capacity as shown in Table 5.11-3.

<i>Table 5.11-3</i> <i>SAUSD School Capacity and Current Enrollment</i>		
School	Capacity	Current Enrollment
Monroe Elementary School	486	508 477
McFadden Intermediate School	974	1,519 1,510
Century High School	2,048	2,540 2,339
Source: Dixon 2008.		

Tustin Unified School District

The Tustin Unified School District elementary, middle, and high school campuses that are closest to the project area are Veeh Elementary School (grades K–6) on San Juan Street, Currie Middle School (grades 7–8) on Sycamore Avenue, and Tustin High School (grades 9–12), on El Camino Real. Two schools are currently below capacity, and Tustin High is over capacity, as shown in Table 5.11-4.



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Table 5.11-4
TUSD School Capacity and Current Enrollment

School	Capacity	Current Enrollment
Veeh Elementary School	528	426
Currie Middle School	837	748
Tustin High School	1755	1973
Source: Wagner 2008.		

5.11.3.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- SS-1 Result in a substantial adverse physical impact associated with the provisions 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 school services.

5.11.3.3 Environmental Impacts

Existing Plans, Programs, and Policies

The following measures are plans, programs, or policies that apply to the proposed project and will help to reduce and avoid potential impacts related to school services:

- PPP 11-6 Pursuant to Government Code Section 65995, the individual applicants shall pay developer fees to the appropriate school districts at the time building permits are issued; payment of the adopted fees would provide full and complete mitigation of school impacts. Alternatively, the applicant may enter into a school finance agreement with the school district(s) to address mitigation to school impacts in lieu of payment of developer fees. The agreement shall establish financing mechanisms for funding facilities to serve the students from the project. If the applicant and the affected school district(s) do not reach a mutually satisfying agreement, then project impacts would be subject to developer fees.

Project Design Features

There are no specific project design features that apply to the proposed project to help to reduce and avoid potential impacts related to fire services.

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

- IMPACT 5.11-3: THE PROPOSED PROJECT WOULD GENERATE A TOTAL OF 5,480 NEW STUDENTS, WHICH WOULD IMPACT THE SCHOOL ENROLLMENT CAPACITIES OF THE LOCAL SCHOOL DISTRICTS. [THRESHOLD SS-1]**

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Impact Analysis:

Irvine Unified School District

There is a potential for 2,325 additional new units, including pending units, and 757 density bonus units, for a total of 3,082 residential units in the Irvine Unified School District (IUSD) portion of the IBC. The proposed project would generate an additional ~~3,477~~ 1,195 students according to the district-wide student generation rates as shown in Table 5.11-5.

Table 5.11-5
IUSD Student Generation

Grade Level	Total Units	Districtwide Generation Rate (student per dwelling unit)	New Students
K-6	3,082	0.575 <u>0.201</u>	1,772 <u>619</u>
7-8	3,082	0.325 <u>0.060</u>	1,002 <u>185</u>
9-12	3,082	0.228 <u>0.127</u>	703 <u>391</u>
Total	3,276 <u>3,082</u>	1.128 <u>0.389</u>	3,477 <u>1,195</u>

Source: Ruiz 2009.

The need for additional services is addressed through compliance with the school impact fee assessment. Senate Bill 50 (SB 50) (Chapter 407 of Statutes of 1998) sets forth a state school facilities construction program that includes restrictions on a local jurisdiction's ability to condition a project on mitigation of impacts on school facilities in excess of fees set forth in Education Code Section 17620. These fees are collected by school districts at the time of issuance of building permits for commercial, industrial, and residential projects. As of March 2009, IUSD charges Level 2 Developer Fees at \$5.32 per square foot for residential development and \$0.47 per commercial/industrial square foot. IUSD will need to place relocatable classrooms at each of the schools in this project's assigned attendance area and may need to study boundary changes and the need for new facilities to accommodate this development.



Santa Ana Unified School District

There is a potential for 1,972 new units, including pending units, and 312 density bonus units, for a total of 2,284 residential units in the Santa Ana Unified School District (SAUSD) portion of the IBC. The proposed project would generate 1,604 additional students, according to the districtwide student generation rates, as shown in Table 5.11-6.

Table 5.11-6
SAUSD Student Generation

Grade Level	Total Units	Districtwide Generation Rate (student per dwelling unit)	New Students
K-6	2,284	0.3649	833
7-8	2,284	0.1695	387
9-12	2,284	0.1678	383
Total	2,284	0.7022	1,604

Source: Dixon 2008.

The need for additional services is addressed through compliance with school impact fee assessment. SB 50 (Chapter 407 of Statutes of 1998) sets forth a state school facilities construction program that includes restrictions on a local jurisdiction's ability to condition a project on mitigation of a project's impacts on school facilities in excess of fees set forth in Education Code Section 17620. These fees are collected by school districts at the time of issuance of building permits for commercial, industrial, and residential projects. The current SAUSD development fees, as of July 14, 2008

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September 9, 2009, are ~~\$2.97~~ \$4.84 per square foot for residential development and \$0.47 per commercial and senior housing square foot. SAUSD will need to place relocatable classrooms at each of the schools in this project's assigned attendance area and may need to study boundary changes and the need for new facilities to accommodate this development.

Tustin Unified School District

There is a potential for 1,673 new units, including pending units, and 505 density bonus units, for a total of 2,178 residential units in the Tustin Unified School District (TUSD) portion of the IBC. The proposed project would generate 399 additional students, according to the districtwide student generation rates as shown, in Table 5.11-7.

Table 5.11-7
TUSD Student Generation

Grade Level	Total Units	Districtwide Generation Rate (student per dwelling unit)	New Students
K-6	2,178	0.0929	202
7-8	2,178	0.0402	88
9-12	2,178	0.0500	109
Total	2,027	0.1831	399

Source: Wagner 2008.

TUSD currently charges Level II school fees, as authorized by Education Code Section 65995.5, at the rate of \$6.76 per square foot for new residential construction, and \$0.47 per square foot for new commercial and industrial construction. Students generated by the project will require additional interim portable classroom facilities and will have a proportional impact on available athletic facilities and equipment, library space, and classroom space.

Pending IBC Residential Projects

There are currently 2,250 pending units for which applications are currently on file with the City, and these are analyzed as part of the project to the extent that specific development project information, including density bonus units, is available. The pending units were included in the analysis above; however, Table 5.11-8 more specifically lists the pending projects and the number of students generated by each individual project.

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*Table 5.11-8
Pending IBC Residential Development Projects and Number of Students Generated*

Project Name	Location by District	Total Units (including Density Bonus Units)	Districtwide Generation Rate (student per dwelling unit)	New Students
2851 Alton	Irvine Unified School District	170	0.402 <u>0.389</u>	68 <u>66</u>
2852 Kelvin	Irvine Unified School District	194	0.402 <u>0.389</u>	78 <u>75</u>
Subtotal	Irvine Unified School District	364	0.402	146
Irvine Technology Center	Santa Ana Unified School District	1,000	0.7022	702
Martin Street Condos	Santa Ana Unified School District	82	0.7022	58
Subtotal	Santa Ana Unified School District	1,082	0.7022	760
16542 Millikan	Tustin Unified School District	151	0.1831	28
Kilroy	Tustin Unified School District	469	0.1831	86
Alton/Millikan Apartments	Tustin Unified School District	156	0.1831	29
Avalon Jamboree II	Tustin Unified School District	179	0.1831	33
Subtotal	Tustin Unified School District	955	0.1831	175



The pending IBC residential projects would generate approximately ~~146~~ 142 students for IUSD, 760 students for SAUSD, and 176 students for TUSD. The pending projects project would be required to pay school impact fees in accordance with Senate Bill 50 (SB 50). SB 50 (Chapter 407 of Statutes of 1998) sets forth a state school facilities construction program that includes restrictions on a local jurisdiction's ability to condition a project on mitigation of a project's impacts on school facilities in excess of fees set forth in Education Code Section 17620. These fees are collected by school districts at the time of issuance of building permits for commercial, industrial, and residential projects. The State Legislature has declared that the payment of those fees constitutes full mitigation for the impacts generated by new development, per Government Code Section 65995. Since all of the pending projects in the IBC must pay their appropriate impact fees, each project will mitigate the impacts associated with its activities. No significant impact upon local school districts is anticipated as a result of the implementation of the IBC Vision Plan and Mixed Use Overlay Zoning Code and other area-wide development activities.

5.11.3.4 Cumulative Impacts

As of July 2009, there are a total of 3,973 residential units built, under construction, or approved in the IUSD portion of the IBC, a total of 5,396 residential units that exist, are under construction, or are approved in the SAUSD portion of the IBC, and a total of 280 residential units under construction in the TUSD portion. At buildout, 17,038 residential units are projected for the IBC.

IUSD, SAUSD, and TUSD are all currently short of elementary, middle, and high school classrooms to serve the cumulative proposed development in the IBC. Cumulative development in the IBC may generate too many students to be accommodated by the districts facilities. As school districts' enrollments expand, administrators must seek short-term and long-term remedies to accommodate those added students. In addition, none of the districts have determined any potential sites for new facilities within the IBC.

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In recognition of these conditions, the State Legislature provided authority for school districts to assess impact fees for both residential and nonresidential development projects. Those fees, as authorized under Education Code Section 17620(a) and Government Code Section 65995(b), are collected by municipalities at the time building permits are issued and conveyed to the affected school district in accordance with a defined fee structure. Although those fees are seldom adequate to accommodate the true costs incurred by affected districts to construct new facilities the Legislature has declared that the payment of those fees constitutes full mitigation for the impacts generated by new development, per Government Code Section 65995. Since all projects in the IBC must pay their appropriate impact fees, each project will mitigate the impacts associated with its activities. No cumulative impact upon local school districts is anticipated as a result of the implementation of the IBC Vision Plan and Mixed Use Overlay Zoning Code and other areawide development activities.

5.11.3.5 *Level of Significance Before Mitigation*

Upon implementation of existing plans, programs, and policies, the impacts of the proposed project would be less than significant.

5.11.3.6 *Mitigation Measures*

No mitigation measures are required.

5.11.3.7 *Level of Significance After Mitigation*

No significant impacts have been identified and no mitigation measures are required.

5.11.4 *Library Services*

5.11.4.1 *Environmental Setting*

The City of Irvine is served by the Heritage Park Regional Library at 14361 Yale Avenue, University Park Library at 4512 Sandburg Way, and the Kate Wheeler Library at 13109 Old Myford Road. The amount of library space and number of books between the three branches total an estimated 43,347 square feet and 332,536 volumes. The Wheeler Branch is a new library facility that opened in February 2008 at the corner of Jamboree Road and Irvine Boulevard in the City of Irvine.

In addition, there are three colleges and universities, each with academic libraries, in the City of Irvine. Residents can use these academic libraries to supplement the public library, as each library allows nonstudents to purchase a library card that provides borrowing privileges. Concordia University requires a Concordia University ID card or a guest card that may be purchased for \$25 a year for most library services. Irvine Valley College, a public community college, and University of California, Irvine (UCI), a public university, allow Irvine residents to use their materials in the library at no charge. In order to check out materials a library card is required, which allows checkout at all libraries within the UC system and costs \$80 per year. The UCI Library system consists of the Jack Langson Library (formerly known as the Main Library) at 152,957 square feet, the Science Library, Gateway Study Center on the Main Campus, and the Grunigen Medical Library at the Medical Center (off campus).

Public Library Facilities and Resources

Orange County

Orange County Public Library (OCPL) has adopted a standard service ratio of 0.2 square foot of library space per capita and 1.5 volumes per capita needed to serve residential communities. There is no service standard for nonresidential land uses. Residents of Orange County can use any library within the OCPL system if they are a member; this analysis focuses on libraries within the City of Irvine.

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As shown on Table 5.11-9, based on the OCPL standard service ratio, the existing and planned OCPL library capacity in the City of Irvine can serve a population of 216,735. According to the California State Department of Finance the population estimate in 2008 was 209,806, which is within the current service capacity of the OCPL library system.

*Table 5.11-9
Orange County Public Library Facilities
(City of Irvine)*

Facility	Facility Square Footage	Number of Volumes
OCPL Standard Service Ratio		
Heritage Park	21,000	178,385
University Park	11,097	109,803
Wheeler Branch	11,250	44,348
Total	43,347	332,536
Population Served	216,735 residents	221,691 residents
City of Irvine Standard Service Ratio		
Heritage Park	21,000	178,385
University Park	11,097	109,803
Wheeler Branch	11,250	44,348
Total	43,347	332,536
Population Served	86,694 residents	133,014 residents

Source: Arroyo Associates Inc., 2009.

City of Irvine

The City of Irvine's General Plan has adopted a standard service ratio of 0.5 square foot of library facility per capita and 2.5 volumes per capita needed to serve residential communities. There is no service standard for nonresidential land uses.

As shown on Table 5.11-9, based on the City of Irvine standard service ratio, the existing and planned library capacity within the City of Irvine can serve a population of 86,694 in terms of facility square footage and 133,014 residents based upon the number of volumes. According to the California State Department of Finance the population estimate in 2008 was 209,806, which is not within the current service capacity of the City of Irvine library system.

Library Services Advisory Committee

In 2005, the City established an ad hoc Library Task Force, and in October 2006 designated a standing Library Services Advisory Committee. The purpose of the Library Services Advisory Committee is to lead the expansion of library services in the City and oversee on-going library operations and maintenance. A Library Needs Assessment Study to evaluate the state of library services and identify options for enhanced library services within the City was completed in October 2006. The study determined that new facilities are needed, especially in light of anticipated population growth. The City adopted the 17 recommendations presented in the Library Needs Assessment Study, such as addressing the feasibility of expanding and improving library services, including the provision of a higher standard of service ratio than the current OCPL standard. The service level recommended in the Library Needs Assessment Study is 0.5 square foot of library space and 2.5 volumes per capita instead of the OCPL standard of 0.2 square foot of library space and 1.5 volumes per capita. Based on the recommended higher service standards, the City is currently underserved by both library square footage and number of library volume.

Library Alternatives Study

In August 2007, the City prepared a Library Alternatives Study to provide information to the City Council on the feasibility of establishing at least one new library in Irvine, based on the recommendations in the Library Needs Assessment. The Library Alternatives Study presents six potential sites for new libraries, and identifies library facility



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options, including construction of new community (branch) library and/or a new main library at the OCGP. The Study further recommends that new library facilities be included in the Citywide Capital Improvement Program and Public Facilities Master Plan that would allow the City Council to assess development of new library facilities. At this time there are no capital funds designated for the OCPL system. The OCGP Master Plan approved on August 2, 2007, shows a potential 39,000-square-foot library facility in the Great Park.

5.11.4.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- LS-1 Result in a substantial adverse physical impact associated with the provisions 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 library services.

5.11.4.3 Environmental Impacts

Existing Plans, Programs, and Policies

There are no specific existing plans, programs, or policies that apply to the proposed project to help to reduce and avoid potential impacts related to library services and facilities.

Project Design Features

One PDF is proposed as part of the project in order to reduce or avoid impacts related to libraries.

- PDF 11-3 In the event that a Citywide library impact fee is adopted and in force, each developer shall pay this fee prior to issuance of building permits for new development.

IMPACT 5.11-4: THE PROPOSED PROJECT WOULD GENERATE APPROXIMATELY 9,858 RESIDENTS, INCREASING THE SERVICE NEEDS FOR THE LOCAL LIBRARIES. [THRESHOLD LS-1]

Impact Analysis: Impacts to library services are determined only by the development of residential land uses. Residents of Irvine can use any branch of OCPL library system, including those within neighboring cities such as Tustin and Costa Mesa; however, future residents of the project are anticipated to be primarily served by the existing and future libraries within Irvine.

Orange County Public Library Standards

Based on OCPL standards of service, these facilities have the square footage to serve 216,735 people. The number of volumes meets the standards of service for up to 221,691. Based on the current population of the City, the excess population that can be served is 6,929 people, and the excess population that can be served by the existing volumes is 11,885 people. The proposed project is expected to generate approximately 9,858 new residents in the IBC. Per the OCPL standard of service, the project would generate a need for 1,971 total square feet and 14,787 total volumes, shown in Table 5.11-10. Therefore, without factoring population growth in Irvine outside of the project area, population growth associated with the proposed project would exceed the square footage standard of service, resulting in the need for 585 square feet of library area. The number of volumes meets the OCPL standards of service for the existing population plus the additional population generated by the proposed project. Refer to Table 5.11-11.

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Table 5.11-10

Project Demands Based on Orange County Public Library Standards

Standard	Project Buildout Population	Per Capita Service Ratio	Project Demand
Facility Square Footage	9,858	0.20	1,971
Number of Volumes	9,858	1.5	14,787

Table 5.11-11

Project Impacts on Orange County Public Library Service Capacity

Existing Capacity (Total)	Population Served	Current Population	Surplus Capacity	Project Demand	Capacity W/ Project
43,347 facility square footage	216,735	209,806	1,386 square feet	1,971 square feet	Need an additional 585 square feet
332,536 volumes	221,691	209,806	17,828 volumes	14,787 volumes	Surplus of 3,041 volumes

City of Irvine Public Library Standards

Based on City of Irvine standards of service, the existing library facilities have the square footage to serve a population of 86,694. The number of volumes meets the standards of service for a population of up to 133,014. Therefore, there is currently a shortage of 61,556 square feet of library facilities and 76,792 volumes to serve the existing population. The proposed project is projected to generate approximately 9,858 new residents in the IBC. Per the City of Irvine standard of service, this would require an additional 4,929 square feet of library square footage and 24,645 additional volumes, beyond the existing shortage, to serve the project. Refer to Tables 5.11-12 and 5.11-13.



The City has recognized the need for new library facilities. Although the proposed project would generate the need for more library space, the project would not in and of itself result in the need for a new library facility. The proposed project would require developers to pay a library impact fee if such a fee is enacted, established, and in force at the time of development in the project area. Therefore, while the proposed project would exceed the level of service for library square footage, it would not in and of itself trigger the construction of new or expanded library facilities, and the impact is less than significant.

Table 5.11-12

Project Demands Based on City of Irvine Public Library Standards

Standard	Project Buildout Population	Per Capita Service Ratio	Project Demand
Facility Square Footage	9,858	0.50	4,929
Number of Volumes	9,858	2.5	24,645

Source: City of Irvine General Plan, 2009.

Table 5.11-13

Project Impacts on City of Irvine Public Library Service Capacity

Existing Capacity (Total)	Population Served	Current Population	Current Need	Project Demand	Current Need W/ Project (sf)
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43,347 facility square footage	86,694	209,806	61,556 square feet	4,929 square feet	66,485 square feet
332,536 volumes	133,014	209,806	76,792 volumes	24,645 volumes	101,437 volumes

5.11.4.4 Cumulative Impacts

Population growth will increase the demand for library services beyond the capacity of the existing and currently planned OCPL system within the City of Irvine. Based on the OCPL levels of service, Irvine would need an additional 13,229 square feet and 78,098 volumes to serve the projected 2030 population of 269,591 people.

At buildout, a total of 17,038 residential units are projected for the IBC, generating a total of 22,149 residents. Based on the OCPL levels of service, this would require 4,430 square feet of library space and 33,224 volumes. The project would contribute to the shortfall of library square footage. Based on the City of Irvine level of service, there is currently a shortage of 60,351 square feet of library square footage and 178,910 volumes to serve the existing population.

The City acknowledges that new library facilities and improvements to library services are needed in the future and library service enhancements and funding options are being investigated by the City, including the potential for a new main library to be located at the Orange County Great Park. As required by the project design feature, if a library impact fee on development is established and in force at the time of development, the project applicant would pay all applicable fees and thereby contribute to future development of a new library facility.

The future construction and operation of new library facilities, triggered by a current shortage of libraries and future population growth throughout Irvine, including the proposed project, could result in significant impacts. However, until the time when the precise location and type of facility are identified, the potential significant impacts cannot be meaningfully evaluated and mitigated. If the City chooses to establish its own library system, options may be considered for providing new square footage, such as development of a large main library and/or construction of several smaller facilities. Additionally, while there is the potential for a library to be established at the OCGP, no specific sites for a new library have been conclusively identified. Addressing potential significant impacts associated with any potential sites or facilities of unknown size would be too speculative at this time. Therefore, no cumulatively significant impacts associated with the construction and operation of new library facilities to address the future shortfall in library service standards can conclusively be identified at this time.

5.11.4.5 Level of Significance Before Mitigation

Impact 5.11-4

The project's contribution to the need for new library square footage to address a projected shortfall in public library service standards, based on the projected buildout population of the City, is not considered to be significant as it would be too speculative. In accordance with PDF 11-4, projects in the IBC would be required to pay a library impact fee if one is enacted, established, and in force at the time of project development.

5.11.4.6 Mitigation Measures

No mitigation measures are required.

5.11.4.7 Level of Significance After Mitigation

No significant impacts have been identified and no mitigation measures are required.

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