

5. Environmental Analysis

5.10 PUBLIC SERVICES

This section of the Draft Environmental Impact Report (DEIR) addresses the potential for implementation of the City of Westminster General Plan Update to impact public services in the City of Westminster and its sphere of influence (SOI), including fire protection and emergency services, police protection, school services, and library services. Park services are addressed in Section 5.11, *Recreation*. Public and private utilities and service systems, including water, wastewater, and solid waste services and systems, are addressed in Section 5.13, *Utilities and Service Systems*.

5.10.1 Fire Protection and Emergency Medical Services

5.10.1.1 ENVIRONMENTAL SETTING

Regulatory Background

Local laws, regulations, plans, or guidelines that are potentially applicable to the proposed project are summarized below.

State

California Code of Regulations Title 24, Part 2 and Part 9

Part 2 of Title 24 of the CCR is the California Building Code (CBC), which sets forth complete regulations and general construction building standards, including administrative, fire and life safety, and field inspection provisions. Part 2 was updated in 2008 to reflect changes in the base document from the Uniform Building Code to the International Building Code. Part 9 is the California Fire Code (CFC), which has fire-safety-related building standards referenced in other parts of Title 24. This code was preassembled from the 2000 Uniform Fire Code of the Western Fire Chiefs Association. It was revised in January 2008 because the base model/consensus code changed from the Uniform Fire Code series to the International Fire Code. The current CBC and CFC are the 2013 codes that took effect on January 1, 2014; these codes are updated on a three-year cycle. The CBC and CFC are issued by the California Building Standards Commission, which is authorized under California Health and Safety Code Sections 18901 et seq. Fire flow requirements are in CFC Appendix B, Table B105.1. Fire hydrant location and distribution requirements are in CFC Appendix C.

The 2013 CBC is adopted by reference in Chapter 15.08, Building Code, of the City's municipal code. The 2013 CFC is adopted by reference in Chapter 15.32, Fire Code.

California Health and Safety Code

Sections 13000 et seq. of the California Health and Safety Code include fire regulations for building standards (also found in the CBC), fire protection and notification systems, fire protection devices such as extinguishers and smoke alarms, high-rise building and childcare facility standards, and fire suppression training.

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Existing Conditions

Orange County Fire Authority (OCFA), Division 1, Battalion 1, provides fire protection and emergency medical services to the project area. OCFA is a regional fire service agency providing fire suppression and prevention, emergency medical response, rescue response, hazardous materials response, and wildland management services to 23 cities in Orange County in addition to unincorporated areas. OCFA is a joint powers authority, which enables multiple cities to contract its services, as permitted under Section 6502 of the California Government Code. This authority protects over 1.7 million residents via 72 fire stations throughout Orange County. OCFA is divided into six departments: Operations, Community Risk Reduction, Support Services, Business Services, Communications and Public Affairs, Organizational Planning, and Human Resources.

- The **Operations Department** provides emergency response to fires and hazardous materials incidents, emergency medical aid, and rescues in the City and its SOI. The majority of service calls are for emergency medical service. Due to the urban nature of Westminster and surrounding communities, there is very little risk of wildland fire hazards (fires in woodland, brushland, or grassland areas). The primary fire hazard is urban fires—including commercial, industrial, and residential structure fires.
- The **Community Risk Reduction Department** consists of four sections. The Planning and Development Services section works with the development community and municipal staff to ensure that building and developments meet state and local fire and life safety requirements. The Safety and Environmental Services section enforces codes and ordinances relative to hazardous materials and fire and life safety issues associated with commercial, industrial, and residential development. The Pre-fire Management section takes a proactive approach to fire through the systematic mitigation of risk in the OCFA communities. Finally, the Investigation Services section is responsible for investigating or reviewing fires and determining appropriate intervention strategies.
- The **Communications and Public Affairs Department** is responsible for both internal and external communications for OCFA and serves as liaison to the OCFA Board of Directors as well as OCFA's member-cities.
- The **Support Services Department** provides essential support functions to all departments of the Authority.
- **Organizational Planning** oversees performance improvement. This sections responsibilities include emergency management planning as well as strategic and advanced planning functions.
- **Business Services** provides budget, payroll, accounting, and administrative support to the Authority; monitors cash balances, makes investments, and coordinates the annual Tax and Revenue Anticipation Note (TRAN); provides warehouse, purchasing, shipping and receiving, and mail operations.
- The **Human Resources Department** coordinates OCFA employment, the volunteer programs, public education programs, and administration activities.

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Four OCFA fire stations are in the project area—three in Westminster and one in Midway City. Resources and staffing at these stations are shown in Table 5.10-1.

Table 5.10-1 OCFA Fire Stations Serving the Project Area

Station	Equipment and Personnel
OCFA Station No. 25 8171 Bolsa Avenue Midway City, CA 92655	Equipment: 1 PAU Engine Personnel: 3 Fire Captains, 3 Fire Apparatus Engineers, and 3 Firefighters
OCFA Station No. 64 7351 Westminster Boulevard Westminster, CA	Equipment: 1 Ambulance, 1 Battalion, 1 PM Engine, 1 Truck Personnel: 1 Division Chief, 3 Battalion Chiefs, 6 Fire Captains, 6 Fire Apparatus Engineers, 9 Firefighters 6 ETTs
OCFA Station No. 65 6061 Hefley Street Westminster, CA 92683	Equipment: 1 Medic Engine Personnel: 3 Fire Captains, 3 Fire Apparatus Engineers, 6 Firefighters
OCFA Station No. 66 15601 Moran Street Westminster, CA 92683	Equipment: 1 Ambulance, 1 PM Engine Personnel: 3 Fire Captains, 3 Apparatus Engineers, 6 Firefighters, 6 ETTs

Source: OCFA 2015.
Note: Listed personnel represent total station staffing. Daily staffing (or one shift of staffing) equals one-third of the numbers shown above.

Response Times

There are no federal or state regulations directing the level of service response times and outcomes, but the National Fire Protection Association (NFPA) Fire Code is a nationally recognized standard. NFPA Standard 1710 recommends the following objectives for fire departments:

- An alarm answering time of not more than 15 seconds for at least 95 percent of the alarms received, and not more than 40 seconds for at least 99 percent of the alarms received.
- When the alarm is received at a public safety answering point and transferred to a secondary answering point (or communication center), the agency responsible for the public safety answering point should have an alarm transfer time of not more than 30 seconds for at least 95 percent of all alarms processed.
- The responding fire department should have an alarm processing time (the time interval from when the alarm is acknowledged at the communication center until response information begins to be transmitted via voice or electronic means to emergency response facilities and units) of not more than 60 seconds for at least 90 percent of the alarms, and not more than 90 seconds for at least 99 percent of the alarms.
- Turnout time for fire and special operations of 80 seconds, and turnout time for emergency medical service response of 60 seconds.
- Travel time of 240 seconds (four minutes) or less for the arrival of the first arriving engine company at a fire suppression incident and 480 seconds (six minutes) or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident.

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- Travel time of 240 seconds (four minutes) or less for the arrival of a first-responder unit with automatic external defibrillator or higher level capability at an emergency medical incident.
- Travel time of 480 seconds (six minutes) or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department, provided that a first responder with automatic external defibrillator or basic life support unit arrived in 240 seconds (four minutes) or less travel time.

OCFA's 2006 Standards of Coverage identify the following response time performance goals for OCFA:

- Dispatch should notify resources of a core incident within 60 seconds from receipt of the call at the dispatch center, 80 percent of the time.
- Response personnel shall initiate response within 90 seconds from notification, 80 percent of the time.
- Total response time for arrival of the first arriving response unit at a core incident should be within 7 minutes 20 seconds, 80 percent of the time (in urban areas, which include Westminster).
- Total response time for arrival of the first arriving advance life support response unit at a core medical incident should be within 10 minutes, 80 percent of the time (in urban areas).
- Response time for arrival of the first alarm assignment at a moderate risk structure fire incident should be 12 minutes, 80 percent of the time (in urban areas).
- Response time for arrival of the full first alarm assignment at a moderate risk rescue incident should be within 12 minutes, 80 percent of the time (in urban areas). (Rivers 2016)

According to OCFA, the average total response time for Westminster in 2012 was 8 minutes 13 seconds at the 90th percentile (2014a). Response times in the project area can be impacted by a number of conditions. The most significant of these is the large area served by OCFA and congestion on major arterial roadways during the late afternoons and early evenings. Staffing and equipment levels are currently optimum given the number of calls generated within the project area. Staffing salary is sourced from property taxes. As of 2016, OCFA currently meets its adopted response time standards (Rivers 2016).

Automatic- and Mutual-Aid Agreements

Fire-fighting agencies work together during emergencies. These arrangements are handled through automatic and mutual aid agreements, which obligate fire departments to help each other under predefined circumstances. Automatic aid agreements require the nearest fire company to respond to a fire regardless of the jurisdiction. Mutual aid agreements require fire department resources to respond outside of their district upon requests for assistance.

The City of Westminster is part of an operational area group served by OCFA. The operational area is an element of the Standardized Emergency Management System, which promotes effective disaster

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management, response, and cooperation across jurisdictional boundaries. As a result of being part of an operational area group, all of the jurisdictions have mutual aid agreements that allow them to obtain additional emergency resources as needed from nonaffected members in the group. Each of these cities is signatory to a joint powers agreement that provides for the joint use and operation of machinery, equipment, vehicles, and personnel in the event of a fire, disturbance, or other local emergency that cannot be met solely by the requesting city or jurisdiction. The automatic aid agreements provide for automatic dispatch of surrounding agencies: when needed to replace units that are already responding to other calls (multiple alarms), in areas where two or more agencies border each other, or when the call type requires more units than the local area can provide. Mutual aid calls for units over and above what a first alarm assignment provides, generally for large incidents (such as a fire in a large shopping center or apartment complex). In both automatic aid and mutual aid agreements, fire units are provided free of charge for the first 12 hours. After 12 hours, the agency with jurisdiction reimburses the assisting agencies for their costs.

The City contracts with OCFA to provide services and owns the fire stations within the City. Therefore, capital improvements are paid for through the City.

Funding

Property taxes are OCFA's largest source of revenue and comprise approximately 64 percent of OCFA's general fund (2015b). Other sources of revenue include intergovernmental aid and charges for services. The agency's adopted budget for fiscal year 2015/2016 is approximately \$369.4 million.

5.10.1.2 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.

5.10.1.3 ENVIRONMENTAL IMPACTS

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 5.10-1: Implementation of the General Plan Update would introduce new structures, residents, and workers into Orange County Fire Authority service boundaries, thereby increasing the need for fire protection facilities and personnel. [Threshold FP-1]

Impact Analysis: Compared to existing conditions, buildout of the General Plan Update would add approximately 6,812 residential units, 26,296 residents, 6.4 million square feet of nonresidential (i.e.,

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commercial, office, and industrial uses) space, and 16,170 employees in the project area. These new units, residents, and businesses would be expected to result in increased demand for fire services.

Firefighter staffing needs are determined by OCFA based on workload, response times, and reliability of actual or anticipated performance. Under the General Plan Update, staffing levels for fire protection and emergency services in the project area would continue to be established by OCFA. Public safety in the project area, including fire protection and emergency services provided by OCFA, is paid for with county revenue generated by property taxes, intergovernmental revenues, and other sources. Although there is no direct fiscal mechanism that ensures that funding for fire and emergency services would grow exactly proportional to an increased need for services resulting from population growth in the City, property taxes would be expected to grow roughly proportionate to any increase in residential units and/or businesses in the project area. Such funds would allow OCFA to maintain appropriate firefighter staffing to ensure compliance with NFPA standards for response time and coverage, as discussed above. Furthermore, policies and implementation programs in the proposed General Plan Update encourage maintaining staffing, facilities, and training activities to effectively respond to general and emergency public service calls.

As the City's population and nonresidential square footage increase under buildout of the General Plan Update, additional fire stations could be required at some point in the future. However, OCFA and the City would continue to monitor the need for additional fire stations.

Should additional fire stations be needed to serve buildout of the General Plan Update, various localized environmental impacts related to construction of these stations may occur. Development and operation of new facilities may have an adverse physical effect on the environment, including impacts relating to air quality, lighting, noise, and traffic. Since specific sites have not been selected, it would be speculative to analyze site specific impacts as part of this first-tier, program-level DEIR. However, such impacts would likely fall within the envelope of construction impacts analyzed in other topical sections of this DEIR because buildout of the General Plan Update considers an increase in nonresidential square footage, which includes public facilities. Consequently, construction of new public facilities is inherently addressed throughout this DEIR (see sections 5.2, *Air Quality*; 5.4, *Greenhouse Gas Emissions*; and 5.8, *Noise*). Future environmental review would occur once specific fire station locations (if needed) have been identified.

In addition, if construction impacts of development projects that would be accommodated by the General Plan Update necessitate the closure of roadways that serve a particular project, project applicants would be required to coordinate road closures and emergency access with OCFA and the City to ensure adequate access for emergency vehicles and an adequate level of fire protection services. Future development projects that would be accommodated by the General Plan Update would also be reviewed by the City of Westminster and OCFA on an individual basis and would be required to comply with requirements in effect at the time building permits are issued. Development projects would also be required to comply with the most current adopted fire codes, building codes, and nationally recognized fire and life safety standards of Westminster, Orange County, and the State of California.

Policies and programs in the proposed General Plan Update are also designed to ensure collaboration between City departments, OCFA, and other involved agencies to achieve the City's development goals in

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phases, working within the budget and infrastructure constraints of the City. Policy PHS-2.3 of the public health and safety element requires the City to consult with OCFA to “ensure facilities are located at the appropriate locations throughout the community based on existing and proposed land uses.” Policy PHS-2.2 requires that the development proposal coordinate with OCFA to ensure that project incorporate Crime Prevention Through Environmental Design principles. Furthermore, Policy LU-1.8 of the land use element requires that new development “pay its proportionate share of the cost of providing and/or upgrading public facilities and services impacted by new development through impact fees.”

With continuity of this funding structure, sufficient revenue would be available for necessary service improvements to provide for adequate fire facilities, equipment, and personnel upon buildout of the General Plan Update. Therefore, impacts of General Plan buildout related to fire protection and emergency services would be less than significant.

5.10.1.4 GENERAL PLAN UPDATE POLICIES

Land Use

- Goal LU-1: Managing Future Growth
 - LU-1.8: Impact Fees

Public Health and Safety

- Goal PHS-2: Fire Hazards
 - PHS-2.1: California Fire Code
 - PHS-2.2: Development Review
 - PHS-2.3: Fire Station Facilities
 - PHS-2.4: Urban Fire Risks
 - PHS-2.5: Interagency Support

5.10.1.5 EXISTING REGULATIONS AND STANDARD CONDITIONS

State

- California Code of Regulations Title 24, Part 2: 2013 California Building Code
- California Code of Regulations Title 24, Part 9: 2013 California Fire Code

Local

- Orange County Fire Authority Fire Prevention Guidelines and Standard Conditions of Approval; conditions may include:
 - Structures should have automatic fire sprinkler systems.

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- A supervised fire alarm system per the requirements of the California Fire Code in an accessible location with annunciator.
- Access to and around structures to meet OCFA and California Fire Code requirements
- A water supply system to supply fire hydrants and automatic fire sprinkler systems. Fire hydrant spacing is 300 feet between fire hydrants.
- Turning radius and access in and around the project site and buildings shall be designed to accommodate large fire department vehicles and their weight.
- Please ensure all roadways that have medians do not exceed 1000' without a turnaround. If medians are planned greater than 1000', please provide emergency turnaround access for heavy fire equipment.
- All traffic signals on public access ways should include the installation of optical preemption devices.
- All electrically operated gates within the Project shall install emergency opening devices as approved by the Orange County Fire Authority.
- In addition, we would like to point out that all standard conditions with regard to development, including water supply, built in fire protection systems, road grades and width, access, building materials, and the like will be applied to this project at the time of plan submittal.

5.10.1.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Upon implementation of regulatory requirements and standard conditions of approval, Impact 5.10-1 would be less than significant.

5.10.1.7 MITIGATION MEASURES

No significant impacts were identified and no mitigation measures are necessary.

5.10.1.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts of the proposed project on fire protection and emergency services would be less than significant.

5.10.2 Police Protection

5.10.2.1 ENVIRONMENTAL SETTING

Regulatory Background

There are no applicable federal, state, or local regulations regarding police services.

Existing Conditions

The Westminster Police Department (WPD) provides police services to the City of Westminster. The Orange County Sheriff's Department North Operations Division—based at the sheriff's department headquarters in Santa Ana—provides police services to the unincorporated community of Midway City.

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Westminster Police Department

The City is divided into two Area Commands—East and West—which are divided by Beach Boulevard. Each area command has one police lieutenant designated as the area commander and at least one police service officer. WPD further divides each area command into four sectors.

The WPD is organized into various units and divisions:

- Animal Control
- Code Enforcement
- Detective Bureau
- East Command
- Forensic Services
- Management Services
- Professional Standards
- Property Unit
- Traffic Unit
- West Command

As of March 3, 2016, WPD staff consisted of 87 sworn officers and 57 civilian employees (Schoonmaker 2016). Considering that the City currently has approximately 85,654 residents (see Table 4-1 in Chapter 4, *Environmental Setting*, of this DEIR), this represents approximately one officer per 985 residents. The department's performance standards for responding to emergency and nonemergency calls within its service area are:

- Priority 1 calls (the most serious calls requiring immediate action) under 5 minutes
- Priority 2 calls (report calls and calls less serious in nature) under 10 minutes

Current response times in the City are 4.77 minutes for Priority 1 calls and 10.4 minutes for Priority 2 (and lower) calls. WPD does not implement an established standard for the number of officers per person in its service area (Schoonmaker 2016).

Services provided by WPD are largely paid for with funds from the City's general fund, which is primarily funded by property and sales tax revenues. In 2015, these two sources of revenue provided 78 percent of the City's 2015 general fund revenues (Westminster 2015). The adopted appropriation for public safety in the City's 2015 budget was approximately \$40.6 million, or about half of the City's budgeted expenses of \$80.4 million.

The City's annual budget also includes a Special Police Services Fund that pays for regional and local narcotics suppression programs, federal grants related to crime prevention, and the Westminster Mall police patrol. The budgeted amount for this special fund was \$1.5 million in 2015. As in many cities, Westminster has used bond revenues to pay for capital projects related to police protection services. In 2009, bonds were issued for the

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purpose of acquiring and constructing a new headquarters facility for WPD (Westminster 2015). The \$52 million facility was opened in 2011.

Orange County Sheriff's Department

The Orange County Sheriff's Department provides police protection services to Midway City. The nearest sheriff's department substation is the West Substation in the City of Stanton at 11100 Cedar Street. Sheriff's department services include staffing for calls for service, preventive patrol, traffic enforcement, and specialized enforcement. Response time requirements are classified by priority: Priority 1, 2, or 3. The sheriff's department's response time goal is to respond to Priority 1 calls within five minutes. Because sheriff's deputies respond to emergency calls in Midway City from throughout the county, response time to calls for service may vary depending on their location at time of dispatch.

5.10.2.2 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:

PP-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 police protection services.

5.10.2.3 ENVIRONMENTAL IMPACTS

Impact 5.10-2: Implementation of the General Plan Update would introduce new structures, residents, and workers into the service boundaries of the Westminster Police Department and Orange County Sheriff's Department, thereby increasing the requirement for police protection equipment and personnel. [Threshold PP-1]

Impact Analysis: As shown in Table 3-2 of this DEIR, buildout of the General Plan Update would result in a total of 36,484 housing units, 118,463 residents, 19.2 million square feet of nonresidential development, and 39,407 jobs in the project area. This represents an increase of 6,812 units, 26,296 residents, 6.4 million square feet, and 16,170 jobs compared to existing conditions.

Westminster Police Department

This projected growth, and population growth in particular, would result in increased demand for police protection services provided by WPD. Additional police equipment and personnel would be required to provide adequate response times, acceptable public service ratios, and other law-enforcement performance objectives. As discussed in Chapter 3 of this DEIR, the City is anticipated to have approximately 110,105 residents at buildout. To be consistent with WPD's existing ratio of one officer per 985 residents (see Subsection 5.10.2.1, above), WPD would need approximately 112 total sworn police officers, or 25 additional officers compared to existing conditions. WPD's recently completed Strategic Patrol Staffing Plan

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recommended that WPD increase its police force by 23 positions in the next five years (Schoonmaker 2016). This plan considered growth in the City, not the proposed General Plan Update specifically.

Public safety in Westminster, including police protection services, is paid for from the City's general fund, whose revenues are collected from property, sales, and utility users' taxes. There is no direct fiscal mechanism that ensures funding for police services will grow exactly proportional to the increased need for police services resulting from population growth. However, revenue sources that contribute to the City's general fund would be expected to grow in rough proportion to any increase in residential units and/or businesses in Westminster. This revenue will be used to supply the WPD with additional police officers, professional staff, equipment, etc. Furthermore, policies in the proposed General Plan Update require that police protection services reflect the growing needs of residents. In particular, Policy PHS-1.4 of the public health and safety element requires the City to provide adequate funding to supply the Westminster Police Department with sufficient staff, equipment, facilities, technology, and resources to help achieve community expectations and professional industry service standards. Additionally LU-1.8 of the land use element requires new development to "pay its proportionate share of the cost of providing and/or upgrading public facilities and services impacted by new development through impact fees."

Additionally, future development projects that would be accommodated by the General Plan Update would be reviewed by the City on an individual basis and required to comply with regulations in effect at the time building permits are issued (e.g., payment of impact fees), or if an initial study is prepared and impacts are determined to be significant, the project would be required to comply with project-specific mitigation measures. The need for additional structures and personnel would be financed through the City's general fund, and the impacts of the General Plan Update on police services would be less than significant.

As noted above, WPD recently moved into a new, 91,000-square-foot facility. This facility was oversized to accommodate future growth in WPD personnel. Therefore, implementation of the General Plan Update is not expected to result in an increased need for police facilities. In the unlikely event that an additional police facility is required to serve buildout of the General Plan Update, various localized environmental impacts could result from the construction of that facility. Development and operation of new facilities may have an adverse physical effect on the environment, including impacts relating to air quality, lighting, noise, and traffic. However, the physical impacts cannot be analyzed in this DEIR because the locations and sizes of these facilities are unknown. Since specific sites have not been selected, it would be speculative to analyze these impacts as part of this first-tier, program-level DEIR. However, such impacts would likely fall within the envelope of construction impacts analyzed in other topical sections of this DEIR because buildout of the General Plan Update considers an increase in nonresidential square footage, which includes public facilities. Consequently, construction of new public facilities is inherently addressed throughout this DEIR (see sections 5.2, *Air Quality*; 5.4, *Greenhouse Gas Emissions*; and 5.8, *Noise*). Future environmental review would occur once specific police station locations (if needed) have been identified.

Orange County Sheriff's Department

As shown in Table 3-1 of this DEIR, buildout of the General Plan Update would generate approximately 8,358 new residents in Midway City. As in Westminster, population growth could increase demand for police protection services, including equipment and law enforcement personnel.

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Because Midway City is in the service area of the Orange County Sheriff's Department, staffing levels for police services in Midway City are established by the Sheriff's Department and not WPD. However, using the existing service ratio in Westminster (see above), projected growth in Midway City under the General Plan Update would require approximately 9 additional police officers. Because Midway City is largely built out and not within a focused area for growth, projected growth would occur incrementally over a long period of time. Services provided by the Sheriff's Department are paid for by the county's general fund, which is largely funded by property tax revenues, sales taxes revenues, and "intergovernmental revenue" collected from local jurisdictions that contract with the department for services. As with the City of Westminster General Fund, revenue sources that contribute to funding the county's general fund would be expected to grow in rough proportion to any increase in residential units and/or businesses in the unincorporated county.

Conclusion

For the reasons identified above, it is not anticipated that implementation of the General Plan Update would require new police facilities, the construction of which would result in physical impacts on the environment. Impacts related to police protection services would be less than significant.

5.10.2.4 GENERAL PLAN UPDATE POLICIES

Land Use

- Goal LU-1: Managing Future Growth
 - LU-1.8: Impact Fees

Public Health and Safety

- Goal PHS-1: Community Safety
 - PHS-1.1: High Quality Police Services
 - PHS-1.2: Community Policing
 - PHS-1.3: Partnerships
 - PHS-1.4: Resources
 - PHS-1.5: Development Review
 - PHS-1.6: Public Safety Hot Spots
 - PHS-1.7: Traffic Safety
 - PHS-1.8: Technology

5.10.2.5 EXISTING REGULATIONS AND STANDARD CONDITIONS

No existing regulations pertain to police services.

5.10.2.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Upon implementation of regulatory requirements and standard conditions of approval, Impact 5.10-2 would be less than significant.

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5.10.2.7 MITIGATION MEASURES

No significant adverse impacts were identified and no mitigation measures are necessary.

5.10.2.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts of the proposed project on police protection services would be less than significant.

5.10.3 School Services

5.10.3.1 ENVIRONMENTAL SETTING

Regulatory Setting

California State Assembly Bill 2926: School Facilities Act of 1986

To assist in providing school facilities to serve students generated by new development, Assembly Bill (AB) 2926 was enacted in 1986 and authorizes a levy of impact fees on new residential and commercial/industrial development. The bill was expanded and revised in 1987 through the passage of AB 1600, which added Sections 66000 et seq. to the Government Code. Under this statute, payment of impact fees by developers serves as CEQA mitigation to satisfy the impact of development on school facilities.

California Senate Bill 50

Senate Bill (SB) 50, passed in 1998, provides a comprehensive school facilities financing and reform program and enables a statewide bond issue to be placed on the ballot. Under the provisions of SB 50, school districts are authorized to collect fees to offset the costs associated with increasing school capacity as a result of development and related population increases. The funding goes to acquiring school sites, constructing new school facilities, and modernizing existing school facilities. SB 50 establishes a process for determining the amount of fees developers will be charged to mitigate impacts. According to Section 65996 of the California Government Code, development fees authorized by SB 50 are deemed to be “full and complete school facilities mitigation.”

Under this legislation, three levels of developer fees may be imposed upon new development by the governing school district. Level I fees are assessed based upon the proposed square footage of residential, commercial/industrial, and/or parking structure uses. Level II fees require the developer to provide one-half of the costs of accommodating students in new schools, and the state provides the remaining half. To qualify for Level II fees, the governing board of the school district must adopt a School Facilities Needs Analysis and meet other prerequisites in accordance with Section 65995.6 of the California Government Code. Level III fees apply if the state runs out of bond funds, allowing the governing school district to impose 100 percent of the cost of school facility or mitigation on the developer, minus any local dedicated school monies.

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Existing Conditions

The project area is served by four school districts—Garden Grove Unified School District, Huntington Beach Union High School District, Ocean View School District, and Westminster School District.

- **Garden Grove Unified School District (GGUSD)** serves 29 square miles in central Orange County, including parts of the cities of Garden Grove, Westminster, Los Alamitos, Cypress, Stanton, Anaheim, Santa Ana, and Fountain Valley. The district operates 44 elementary, 10 intermediate, and 7 high schools; a continuation school; an adult education center; 2 special education schools; and a preschool family campus. GGUSD had a total enrollment of 46,177 students during the 2014–2015 school year (CDE 2016). The district provides K–12 public education in the part of the project area east of Magnolia Avenue.
- The **Huntington Beach Union High School District (HBUHSD)** provides high school education to 85 square miles in southwest Orange County, including the City of Huntington Beach and parts of the cities of Westminster, Seal Beach, Fountain Valley, and Garden Grove. HBUHSD had a total enrollment of 16,343 in the 2014–15 school year (CDE 2016). HBUHSD operates six traditional comprehensive high schools, a continuation high school, and an alternative- and independent-study high school.
- The **Ocean View School District (OVSD)** provides K–8 education to 13.6 square miles in southwest Orange County, including portions of the cities of Westminster and Huntington Beach and part of Midway City. OVSD had a total enrollment of 9,010 in the 2014–15 school year (CDE 2016). OVSD operates 11 elementary schools and 4 middle schools.
- The **Westminster School District (WSD)** provides K–8 education to 10 square miles in western Orange County, including portions of the cities of Westminster and Huntington Beach and part of Midway City. WSD had a total enrollment of 9,503 in the 2014–2015 school year (CDE 2016). The district operates 13 elementary schools and 3 middle schools.

Schools

Schools serving the project area and enrollment statistics in the project boundaries are listed below in Table 5.10-2. Note that many students attending the schools do not live in Westminster since none of the service areas of the four applicable school districts are coterminous with the project area.

Table 5.10-2 Schools Serving the Project Area

School	Address	Grades	Enrollment (2015–2016)
Garden Grove Unified School District (K–12)			
Elementary Schools			
Hill Elementary	9681 11th St. Garden Grove	K–6	374
Murdy Elementary	14851 Donegal Dr. Garden Grove	K–6	425

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Table 5.10-2 Schools Serving the Project Area

School	Address	Grades	Enrollment (2015–2016)
Carrillo Elementary	15270 Bushard St. Westminster	K–6	641
Marshall Elementary	15791 Bushard St. Westminster	K–6	452
Post Elementary	14641 Ward St. Westminster	K–6	537
Anthony Elementary	15320 Pickford St. Westminster	K–6	465
Paine Elementary	15792 Ward St. Garden Grove	K–6	487
Subtotal			3,381
Middle Schools			
Jordan Intermediate	9821 Woodbury Rd. Garden Grove	7–8	726
McGarvin Intermediate	9802 Bishop Pl. Westminster	7–8	816
Irvine Intermediate	10552 Hazard Ave. Garden Grove	7–8	848
Subtotal			2,390
High Schools			
La Quinta High	10372 McFadden St. Westminster	9–12	2,136
Bolsa Grande High	9401 Westminster Ave. Garden Grove	9–12	2,015
Subtotal			4,151
Huntington Beach Union High School District (9–12)			
High Schools			
Westminster High	14325 Goldenwest St. Westminster	9–12	2,688
Ocean View High	17071 Gothard St. Huntington Beach	9–12	1,549
Subtotal			4,237
Ocean View School District (K–8)			
Elementary Schools			
Sun View Elementary	7721 Juliette Low Dr. Huntington Beach	K–5	242
Westmont Elementary	8251 Heil Ave. Westminster	K–5	351
Star View Elementary	8411 Worthy Dr. Midway City	K–5	594
Subtotal			1,187
Middle Schools			
Vista View Middle	16250 Hickory St. Fountain Valley	6–8	698

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Table 5.10-2 Schools Serving the Project Area

School	Address	Grades	Enrollment (2015–2016)
Subtotal			698
Westminster School District (K–8)			
Elementary Schools			
Anderson Elementary	8902 Hewitt Pl. Garden Grove	K–6	643
Clegg Elementary	6311 Larchwood Dr. Huntington Beach	K–5	558
DeMille Elementary	15400 Van Buren Midway City	K–6	434
Eastwood Elementary	13552 University Westminster	K–6	520
Finley Elementary	13521 Edwards St. Westminster	K–5	407
Fryberger Elementary	6952 Hood Dr. Westminster	K–5	468
Hayden Elementary	14782 Eden St. Midway City	K–5	876
John F. Land Preschool	15151 Temple St. Westminster	Preschool	—
Schmitt Elementary	7200 Trask Ave. Westminster	K–5	532
Sequoia Elementary	5900 Iroquois Rd. Westminster	K–6	401
Webber Elementary	14142 Hoover St. Westminster	K–6	348
Willmore Elementary	7122 Maple St. Westminster	K–5	322
Subtotal			5,509
Middle Schools			
Johnson Middle	13603 Edwards St. Westminster	6–8	735
Stacey Middle	6311 Larchwood Dr. Westminster	6–8	907
Warner Middle	14171 Newland St. Westminster	6–8	1,074
Subtotal			2,716
Sources: WSD 2015; OVSD 2015; GGUSD 2015; HBUHSD 2015; CDE 2016.			

Existing Capacity and Enrollment

Table 5.10-3 shows existing total capacity and enrollment at the four school districts.

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Table 5.10-3 Existing Capacity and Enrollment

School Level	Capacity			Enrollment ¹	Excess Capacity
	Permanent Buildings	Portable Buildings	Total		
Garden Grove Unified School District					
Elementary	20,821	9,750	30,571	23,307	7,264
Intermediate	6,483	1,566	8,049	7,177	872
High	12,285	2,646	14,931	14,095	836
Huntington Beach Union High School District					
High	—	—	Unknown	16,343	—
Ocean View School District					
Elementary	—	—	Unknown	5,884	—
Middle	—	—	Unknown	3,126	—
Westminster School District					
Elementary	—	—	9,280	6,263	3,017
Middle	—	—	3,118	2,572	546

Sources: GGUSD 2016; HBUHSD 2016; OVSD 2016; WSD 2016; CDE 2016.

¹ These subtotals show total enrollment in each district; therefore they do not match the subtotals shown in Table 5.10-2, which only shows information for schools that serve the project area.

As shown in Table 5.10-3, GGUSD and WSD have excess classroom capacity under existing conditions. Although the statistics on enrollment capacity was not provided, correspondence received from HHUHSD and OVSD indicate that those districts also have adequate capacity to serve existing needs in their respective service areas (Delgado 2016; Williams 2016).

5.10.3.2 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.

5.10.3.3 ENVIRONMENTAL IMPACTS

Impact 5.10-3: Implementation of the General Plan Update would generate approximately 4,769 new students in the project area, who would impact the school enrollment capacities of area schools. [Threshold SS-1]

Impact Analysis: As shown in Table 3-2 of this DEIR, buildout of the General Plan Update would result in a total of 36,484 housing units in the project area, or an increase of 6,812 units compared to existing conditions.

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The California State Allocation Board of the Office of Public School Construction regulates enrollment projections for the state’s public school districts. The State Allocation Board provides a methodology for determining the number of elementary, middle, and high school students that would be generated by new residential development. The statewide average student yield factor is 0.7 student per new dwelling unit, or 0.5 elementary/middle school student and 0.2 high school student (DGS 2016). As shown in Table 5.10-4, with this generation factor, a net increase of 6,812 dwelling units would generate approximately 4,769 new students in the project area.¹

Table 5.10-4 Student Generation at Buildout of the General Plan Update

School Type	Grade Levels	Rate (Students per Unit)	Additional Units	Additional Students
Elementary/Middle	K–8	0.5	6,812	3,406
High	9–12	0.2	6,812	1,363
Total			—	4,769

Sources: WSD 2015; OVSD 2015; GGUSD 2015; HBUHSD 2015; CDE 2016.

These additional students would impact the existing school enrollment capacities of GGUSD, HBUHSD, OVSD, and WSD. Overall, these school districts have remaining capacity for over 12,535 students. However, additional classroom capacity could be required to serve the project area’s larger student population. However, new development in the project area in accordance with the General Plan Update would require payment in the form of development impact fees to GGUSD, HBUHSD, OVSD,² and WSD consistent with SB 50. For example, development impact fees currently charged by HBUHSD are as follows (Delgado 2016):

- Residential development: \$3.36/square foot
- Commercial development: \$0.54/square foot

GGUSD currently charges the same development fees but is considering an increase to \$3.48/square foot for residential development and \$0.56/square foot for commercial and industrial development.

The school construction funding program under SB 50 was established by the legislature to constitute “full and complete mitigation of the impacts” on the provision of adequate school facilities (Government Code § 65995[h]). SB 50 establishes two potential limits for school districts, depending on the availability of new school construction funding from the state and the particular needs of the individual school districts. SB 50 also relieves jurisdictions of the authority to deny approval of a legislative or adjudicative action under CEQA in reference to real estate development based on the inadequacy of school facilities.

Although project buildout would result in an increase of 4,769 students, payment of impact fees in compliance with SB 50 would reduce the impacts to an acceptable level. Furthermore, the proposed General

¹ GGUSD utilizes its own student generation factors that add up to a total of 0.5819 student per unit (Rizzuti 2016). For simplicity, the more conservative rates are used to calculate student generation for the entirety of the project area.

² OVSD does not currently require payment of development impact fees, but it is evaluating and planning a fee program (Williams 2016).

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Plan Update is meant to guide future development in the project area, but it is not a development project in itself. Although land uses in the project area may generate approximately 4,769 additional students, the number of students that would be generated within the enrollment area of each school cannot be determined at this point. Therefore, the impacts of future student generation on specific schools is unknown.

Lastly, as explained above, construction of new public facilities is inherently addressed throughout the topical sections of this DEIR. Since specific school sites have not been selected, it would be speculative to analyze their impacts as part of this first-tier, program-level DEIR, other than to note that such impacts would likely fall within the envelope of construction impacts analyzed elsewhere in this DEIR as part of the buildout analysis. Should new school facilities be needed in response to growth in the project area, construction of such facilities would not be expected to result in physical impacts beyond those analyzed throughout this DEIR. In any case, individual environmental review would occur once specific school locations (if needed) have been identified.

With future payment of development fees by project applicants under SB 50, adverse impacts of the General Plan Update related to school facilities and services would be less than significant.

5.10.3.4 GENERAL PLAN UPDATE POLICIES

Land Use

- Goal LU-1: Managing Future Growth
 - LU-1.8: Impact Fees

5.10.3.5 EXISTING REGULATIONS AND STANDARD CONDITIONS

- California Government Code Section 65996 (Assembly Bill 2926; Senate Bill 50)

5.10.3.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Upon implementation of regulatory requirements and standard conditions of approval, Impact 5.10-3 would be less than significant.

5.10.3.7 MITIGATION MEASURES

No significant adverse impacts were identified and no mitigation measures are necessary.

5.10.3.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

No significant adverse impacts were identified, and no significant unavoidable impacts relating to school services remain.

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5.10.4 Library Services

5.10.4.1 ENVIRONMENTAL SETTING

Regulatory Background

There are no applicable federal, state, or local regulations regarding library services.

Existing Conditions

Library services in the project area are provided by Orange County Public Libraries (OCPL) through the Westminster Library at 8180 13th Street in Westminster.

As of 2016, the Westminster Public Library occupies an 18,446-square-foot space and has over 120,000 volumes in its collection. Residents of the project area also have access to a circulation of 2,024,865 volumes in the 33-branch OCPL system, which provides residents of Orange County with access to books, periodicals, and other materials (Brown 2016). Members of the system have access to the network's entire holdings, including 2.5 million books, 48,500 government publications, 75,000 magazines, 92,700 videos/DVDs, 50,000 cassette/CD books, 13,000 e-books, and 2,246 historical photos. Resources at the Westminster Public Library are directly funded by the county, supplemented by fundraising of the Friends of the Westminster Library, a local nonprofit organization.

The OCPL uses a performance standard of 0.2 square foot per capita for library space, 1.3 volumes per capita for library collections, and a circulation per capita of 4.5 (Cowell 2014). A library's collection consists of the total accumulation of books and other materials owned by a library; its circulation is the activities around lending of library books and other materials. Based on these standards and an existing population of approximately 92,167 (see Table 3-1, *Proposed Land Uses and Projections*), Westminster and Midway City currently require 18,433 square feet of library space, 119,817 volumes of material, and a circulation of 414,752. Based on the existing capacity and volumes noted above, the Westminster Public Library has adequate library materials and space for the local population.

5.10.4.2 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.

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5.10.4.3 ENVIRONMENTAL IMPACTS

Impact 5.10-4: Implementation of the General Plan Update would generate additional population, increasing the service needs of the Westminster Public Library. [Threshold LS-1]

Impact Analysis: At buildout, the project area is projected to have a population of 118,463 residents (see Table 3-1), 26,296 residents more than existing conditions. Using the OCPL's standard service ratios noted above (0.2 square foot per capita for library space, 1.3 volumes per capita for library collections, and a circulation per capita of 4.5), the additional 26,296 residents that would be generated under the General Plan Update would require 5,259 square feet of library space, 34,185 volumes of collection, and an annual circulation of 118,332 volumes. Because the Westminster Public Library only has 13 excess square feet of library space and 183 excess volumes of material under existing conditions (using adopted service ratios), buildout of the General Plan Update would require more library space and resources than currently available at the Westminster Public Library. However, residents have access to a circulation of 2,024,865 volumes and all branches of the OCPL system, including those within the neighboring communities of Fountain Valley and Garden Grove.

However, the larger tax base afforded by additional development within the project area under the General Plan Update would contribute to the county's general fund, which would pay for capital improvements and new resources in the OCPL system. Although there is no direct fiscal mechanism that ensures that funding for library services will grow exactly proportional to the need for services, property taxes would be expected to grow roughly proportional to any increase in residential units in the project area. As under existing conditions, necessary improvements or modifications to the existing library would be determined on an as-needed annual basis by OCPL. Because the project area is largely built out, growth in the project area would be expected to be incremental; this would allow the City and OCPL to reevaluate the adequate provision of library services on a regular basis and plan improvements accordingly.

Implementation of policies of the proposed General Plan Update would ensure that the City and OCPL provide library services that meet local needs. For example, Policy LU-1.8 of the land use element requires that new development "pay its proportionate share of the cost of providing and/or upgrading public facilities and services impacted by new development through impact fees."

For these reasons, implementation of the General Plan Update would not have a significant impact on library services.

5.10.4.4 GENERAL PLAN UPDATE POLICIES

Land Use

- Goal LU-1: Managing Future Growth
 - LU-1.8: Impact Fees

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5.10.4.5 EXISTING REGULATIONS AND STANDARD CONDITIONS

No regulations related to library services apply.

5.10.4.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Upon implementation of regulatory requirements and standard conditions of approval, Impact 5.9-4 would be less than significant.

5.10.4.7 MITIGATION MEASURES

No significant adverse impacts were identified and no mitigation measures are necessary.

5.10.4.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

No significant adverse impacts were identified and no significant unavoidable impacts relating to library services remain.

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