
CHAPTER 2 Introduction

This Environmental Impact Report (EIR) assesses the potential environmental effects of the proposed Metro East Mixed Use Overlay Zone (Overlay Zone) within the City of Santa Ana. The Overlay Zone would require an amendment of the existing General Plan and an amendment to the existing zoning code to include a new mixed use zoning designation. The Metro East Mixed Use Overlay Zone also includes a project-specific component to provide additional housing in the western portion of the Overlay Zone. As required by the California Environmental Quality Act (CEQA), this EIR (1) assesses the expected individual and cumulative impacts of the Overlay Zone, as set forth in the draft ordinance; (2) identifies means of avoiding or minimizing potential adverse environmental impacts; and (3) evaluates a reasonable range of alternatives to the proposed project, including the No Project Alternative.

2.1 BACKGROUND

According to the California Department of Finance, the City of Santa Ana is the most populous city in Orange County with a 2005 population of approximately 352,000 residents. In addition, the City has the highest persons per household (pph) ratio (4.7 pph) in the County.

The properties contained within the Overlay Zone area are improved with some exceptions, with primarily one- and two-story office buildings and large areas of surface parking lots. The properties are primarily zoned for office development. Following inquiries from area property owners as to the area's suitability for mixed-use/residential development, the City prepared an initial land use study to determine what, if any, level of mixed-use/residential development could reasonably be accommodated within the Overlay Zone. The study concluded that the properties within the Overlay Zone represented a unique opportunity for more intense development, including mixed-use/residential development, given proximity to major transit facilities and its existing infrastructure that was sized for intense office development. The study further found that the office zoning that had been in place for over two decades had not provided the market flexibility necessary to stimulate development investment in the area. In addition, the City saw the Overlay Zone as a potential location for compact housing development that could serve to meet Santa Ana's and the region's continuing demand for new housing.

The City has experienced an average 0.78% growth in population since 2000. The proposed project will allow the City to encourage a more active commercial and residential community, improve the jobs/housing balance in the City, provide for a range of housing options, provide an expanded economic base, and maximize property and sales tax revenues.

2.2 PURPOSE OF THE EIR

The City of Santa Ana has prepared this EIR for the following purposes:

- To satisfy the requirements of CEQA
- To inform the general public, the local community, and responsible and interested public agencies, of the scope of the Overlay Zone, its potential environmental effects, possible measures to mitigate those effects, and alternatives to the Overlay Zone, as well as its two project-specific components.
- To enable the City to consider environmental consequences when deciding whether to adopt the Overlay Zone and to approve the project-specific component.
- To provide a basis for the preparation of subsequent environmental documentation for future development within the Overlay Zone.
- To serve as a source document for responsible agencies to issue permits and approvals, as required, for specific development that occurs during the City’s planning horizon.

This EIR has been prepared in accordance with CEQA, the CEQA Guidelines, and City procedures for implementing CEQA. The determination that the City is the “lead agency” is made in accordance with Sections 15051 and 15367 of the CEQA Guidelines, which define the lead agency as the public agency that has the principal responsibility for carrying out or approving a project.

2.3 TYPE OF EIR/RELATIONSHIP BETWEEN VOLUMES I AND II

The Overlay Zone will guide the physical development of a portion of the City that is located generally in the area west of Tustin Avenue, south of east Sixth Street, and between I-5 and SR-55. It is not an implementation plan, and adoption of the Overlay Zone does not constitute a commitment to any specific project, construction schedule, or funding priority. Rather, it provides for an alternative to an existing office and commercial zoning designations in an area that may result in mixed-use/residential development if property owners wish to exercise the provisions of the Overlay Zone. Each future development proposal undertaken within the Overlay Zone must be approved individually by the City, as appropriate, in compliance with CEQA. Therefore, the Overlay Zone EIR is a program-level environmental assessment that evaluates the effects of implementation of the entire Overlay Zone. The environmental assessment of the Overlay Zone is provided in this volume (Volume I) of the Metro East Mixed Use Overlay Zone EIR.

As previously described, preparation of the Overlay Zone converged with a project-specific proposal to provide additional housing within the City. The proposed First and Cabrillo Towers is described in detail, including the project-specific environmental analysis, in Volume II of the Metro East Mixed Use Overlay Zone EIR.

With respect to individual development projects that may be proposed in the future, Section 15168(c) of the CEQA Guidelines states that subsequent activities should be examined in light of the Program EIR to determine whether additional environmental documentation must be prepared. If a later activity would have effects that were not examined in the Program EIR, subsequent environmental documentation

must be prepared, consistent with Sections 15162 through 15164 of the CEQA Guidelines. If no new effects would occur and no new mitigation measures would be required, the subsequent activity could rely on the scope of the environmental analysis provided in the Program EIR, and no additional environmental documentation would be required.

2.4 EIR REVIEW PROCESS

Initially, the Initial Study/Notice of Preparation (IS/NOP) of the EIR was circulated for a 30-day public review period from March 10, 2006 to April 10, 2006. A Community Information and EIR Scoping Meeting for the proposed project was also held on March 20, 2006 at Remington Elementary School. Due to changes in the project, the IS/NOP was recirculated for public review between September 5, 2006 and October 4, 2006. Comments, both written and verbal, that were received during the two public review periods were incorporated into the analysis of this EIR. A comprehensive list of all agencies, organizations, and individuals who commented in response to both IS/NOPs and the scoping meeting is provided in Appendix A.

This Draft EIR for the Metro East Mixed Use Overlay Zone, including First and Cabrillo Towers, was issued on December 22, 2006, and is currently circulating for public review and comment for a 45-day period schedule to end on February 5, 2007. Although not required by CEQA or the *CEQA Guidelines*, a Public Meeting for the EIR to discuss and take public comment regarding the proposed project is scheduled for January 22, 2007 at 5:30 p.m. at the Santa Ana City Hall Council Chambers (22 Civic Center Plaza in Santa Ana). In addition, the Draft EIR will be available at the following libraries:

Santa Ana Public Library
26 Civic Center Plaza
Santa Ana, California

Tustin City Library
345 E. Main Street
Tustin, California

This Draft EIR will also be available for review at the Planning and Building Agency located at 20 Civic Center Plaza (second floor) from 8:00 A.M. to 5:00 P.M., Monday through Friday. The Draft EIR is also available for review on the City's website at www.ci.santa-ana.ca.us.

Written comments on the EIR may be provided by e-mail, submitted to sklotz@ci.santa-ana.ca.us, or may be sent via U.S. mail or FAX and addressed to

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Following the public hearing and after the close of the written public comment period on the Draft EIR, responses to written and recorded comments will be prepared and published. The Final EIR, which will

consist of the Draft EIR, comments on the Draft EIR, written responses to those comments, and the Mitigation Monitoring and Reporting Program (MMRP), will be considered for certification by the City Council, consistent with Section 15090 of the CEQA Guidelines. The City Council must consider the Final EIR prior to any decision to approve or reject the proposed project, and the Overlay Zone and First and Cabrillo Tower (as a separate action) can only be approved if the Metro East Mixed Use Overlay Zone EIR is certified. If the Metro East Mixed Use Overlay Zone EIR is certified and the Overlay Zone is approved, written findings will be prepared for each significant adverse environmental effect identified in the Final EIR, as required by Section 15091 of the CEQA Guidelines. The City must also adopt the MMRP to ensure compliance with mitigation measures that have been incorporated into the project to reduce or avoid significant effects on the environment during project construction and/or implementation.

Where feasible mitigations are not available to reduce significant environmental impacts to a less-than-significant level, impacts are considered significant and unavoidable. If the City Council approves a project that has significant and unavoidable impacts, the City shall also state in writing the specific reasons for approving the project, based on the Final EIR and any other information in the public record. This is called a “Statement of Overriding Considerations” and is used to explain the specific reasons that the benefits of a proposed project make its unavoidable environmental effects acceptable. The Statement of Overriding Considerations is adopted at the time the Final EIR is certified, and before action to approve the project has been taken.

2.5 INTENDED USES OF THE EIR

As previously discussed, this EIR will be used by the City to evaluate the environmental impacts of its decision with respect to approval or denial of the Overlay Zone, and, as a separate action, the First and Cabrillo Towers development project. In the event that the Metro East Mixed Use Overlay Zone EIR is approved, this EIR will be used to tier subsequent environmental analysis for future development included within the Overlay Zone, as allowed by Section 15152 of the CEQA Guidelines.

Under CEQA, other public agencies that have discretionary authority over the project, or aspects of the project, are considered responsible agencies. The responsible agencies for the Overlay Zone include, but are not necessarily limited to, the State Water Resources Control Board, Regional Water Quality Control Board, South Coast Air Quality Management District, Caltrans, the Airport Land Use Commission, Orange County Sanitation District, City of Tustin, Tustin Unified School District, and the Southern California Association of Governments. This document can be used by the responsible agencies to comply with CEQA in connection with permitting or approval authority over the project. The City prepared this EIR to address all State, regional, and local government approvals needed for construction and/or operation of the project, whether or not such actions are known or are explicitly listed in this EIR. Examples of the anticipated approvals required to implement the Metro East Mixed Use Overlay Zone EIR include the following:

City of Santa Ana

- Certification of the EIR
- Adoption of the Statement of Overriding Considerations

- Adoption of the General Plan Amendment
- Adoption of the Amendment to the City’s Zoning Code
- Approval of the Metro East Mixed Use Overlay Zone
- Approval of the Water Supply Assessment
- Approval of the First and Cabrillo Towers development project
- Adoption of the Findings of Fact
- Adoption of the Mitigation Monitoring and Reporting Program

Regional Water Quality Control Board/State Water Resources Control Board

- National Pollutant Discharge Elimination System General Construction Permit (for individual construction projects of a particular size or projects that result in point source discharges)

South Coast Air Quality Management District

- Permits to Construct and/or Permits to Operate (for any new or relocated stationary sources of equipment that emit or control air contaminants, such as heating, ventilation, and air conditioning [HVAC] units)

Caltrans

- Encroachment Permits (for individual projects requiring work within State or City rights-of-way)

Airport Land Use Commission for Orange County

- Notice of Proposed Construction or Alteration (FAA Form 7460-1) for any structure over 200 feet above ground level

2.6 EIR FORMAT AND CONTENTS

This EIR is organized into two primary volumes (Volumes I and II). Volume I addresses the environmental impacts of the physical development of the Overlay Zone, while Volume II addresses the specific impacts of the First and Cabrillo Towers. All volumes of this EIR describe the existing environmental conditions on and in the vicinity of the Overlay Zone, analyze potential project-related impacts on environmental resources, identify mitigation measures and existing City programs, practices, and procedures that could avoid or reduce the magnitude of project-related impacts, and provide an evaluation of a reasonable range of alternatives to the proposed project that could eliminate, reduce, or avoid identified project impacts while attaining most of the basic project objectives. In addition to project-related impacts, this EIR also provides an evaluation of cumulative impacts that would be caused by the project in combination with other future projects or growth that could occur in the region. In this fashion, the cumulative impact analysis considers the additive effect of future projects, including the Overlay Zone. As required by Section 15126.2(d) of the CEQA Guidelines, this EIR also provides an analysis of growth-inducing impacts, which are defined as “environmental impacts that could result in additional growth by the proposed project by either removing an obstacle to development or by generating substantial increased growth of the local or regional economy.”

The contents of Volume I of the Metro East Mixed Use Overlay Zone EIR include the following:

- *Chapter 1.0: Executive Summary*—This section includes a brief synopsis of the proposed project and project objectives, community/agency issues, a description of the Mitigation Monitoring and Reporting Program, and an overview of project alternatives. This Chapter also summarizes environmental impacts that would result from implementation of the proposed project; proposed mitigation measures and/or City programs, practices, and procedures that would avoid or reduce project-related impacts; and the level of significance of impacts both before and after mitigation.
- *Chapter 2.0: Introduction*—This section provides an overview of the background of the Overlay Zone, the purpose of the EIR, the type of EIR, the EIR review process, the intended uses of the EIR, and an overview of the format and contents of the EIR.
- *Chapter 3.0: Project Description*—This section provides a detailed description of the proposed project, including its location, background information, objectives, and technical characteristics.
- *Chapter 4.0: Environmental Setting, Impacts, and Mitigation Measures*—This section contains an analysis of environmental impacts for each environmental issue area. Each environmental issue area contains a description of the environmental setting (or existing conditions), identifies project-related and cumulative impacts, describes existing City programs, practices, and procedures that address those impacts, and recommends feasible mitigation measures that would avoid or minimize significant environmental impacts. The “Introduction to the Environmental Analysis,” at the beginning of the chapter, provides an overview of the scope and format of the environmental analysis, including a description of the baseline for analytical purposes.
- *Chapter 5.0: Alternatives*—This section describes alternatives to the proposed project that would feasibly attain most of the basic objectives of the project while avoiding or substantially lessening any of its significant effects. The analysis evaluates the environmental effects that would result from implementation of each of the alternatives and compares these effects to the effects that would result from implementation of the proposed project.
- *Chapter 6.0: Other CEQA*—This section summarizes impacts that would result from the proposed project, including significant environmental effects, significant and unavoidable environmental effects, irreversible changes to the environment, and growth-inducing impacts.
- *Chapter 7.0: Preparers*—This section identifies all federal, State, or local agencies, other organizations, and/or private individuals consulted during preparation of the EIR, as well as the firm who prepared the EIR under contract to the City.

2.7 LIST OF ABBREVIATIONS

The following comprehensive list of abbreviations is provided to clarify references used in this EIR.

Table 2-1 List of Abbreviations	
AB	Assembly Bill
ADT	average daily trips
AEA	Atomic Energy Act
AELUP	Airport Environs Land Use Plan
AFY	acre feet per year
ALUC	Airport Land Use Commission
ANSI	American National Standards Institute

Table 2-1 List of Abbreviations	
AQMP	Air Quality Management Plan
ARB	California Air Resources Board
AT&SF	Atchison, Topeka & Santa Fe
ATCS	adaptive traffic control system
ATSAC	Automated Traffic Surveillance and Control
AVR	average vehicle ridership
BAAQMD	Bay Area Air Quality Management District
BACT	best available control technology
BMP	best management practices
BSIP	bus service implementation plan
BTU	British thermal units
CA FID	California Facility Index Database
Cal/OSHA	California Occupational Safety and Health Administration
CalARP	California Accidental Release Prevention Program
Caltrans	California Department of Transportation
CAPCOA	California Air Pollution Control Officers Association
CAR	Commuter Assistance-Ridesharing
CASQA	California Stormwater Quality Association
CBC	California Building Code
CC&R	covenants, conditions, and restrictions
CCR	California Code of Regulations
CDFG	California Department of Fish and Game
CDMG	California Department of Conservation, Division of Mines and Geology
CEC	California Energy Commission
CEQA	California Environmental Quality Act
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CESA	California Endangered Species Act
CF	cubic feet
CFR	Code of Federal Regulations
CGS	California Geological Survey
CHL	California Historical Landmarks
CHP	California Highway Patrol
CHRIS	California Historic Resources Information System
CIWMB	California Integrated Waste Management Board
CMA	Congestion Management Agency
CMA	critical movement analysis
CMP	Congestion Management Plan
CNDDDB	California Natural Diversity Database
CNEL	community noise equivalent level
CNG	compressed natural gas
CNPS	California Native Plant Society

Table 2-1 List of Abbreviations	
CO	carbon monoxide
COHb	carboxyhemoglobin
CPA	Community Planning Area
CPTED	Crime Prevention Through Environmental Design
CPUC	California Public Utilities Commission
CR	California Register of Historical Places
CRHR	California Register of Historic Resources
CSO	community service officer
CSWMP	Comprehensive Stormwater Management Program
CUPA	Certified Unified Program Agency
CWA	Clean Water Act
D/C	demand/capacity
DAMP	Drainage Area Master Plan
dB	decibels
dBA	A-weighted decibels
DFG	Department of Fish and Game
DHS	California Department of Health Services
DIRT	Disaster Initial Response Team
DOF	Department of Finance
DOT	Department of Transportation
DTSC	California Department of Toxic Substances Control
DTSC	Department of Toxic Substances
DU	dwelling unit
EDD	Employment Development Department
EDR	Environmental Data Resources
EH&S	Environment, Health and Safety
EIR	Environmental Impact Report
EMI	emissions data inventory
EMS	Emergency Medical Services
EMT	Emergency Medical Technicians
EPA	Environmental Protection Agency
ERNS	Emergency Response Notification System
ESA	Endangered Species Act
ESB	Emergency Services Building
ESF	energy system facility
ESF	environmental service facility
EV	electric vehicle
FAA	Federal Aviation Administration
FAR	floor area ratio
FEMA	Federal Emergency Management Agency
FESA	Federal Endangered Species Act

Table 2-1 List of Abbreviations	
FHWA	Federal Highway Administration
FHWA-RD-77-108	Federal Highway Prediction Model
FICUN	Federal Interagency Committee on Urban Noise
FINDS	Facility Index Systems
FIRM	Flood Insurance Rate Map
FRA	Federal Railroad Administration
ft ³	cubic feet
FTA	Federal Transit Administration
FTE	full-time equivalent
gfa	gross floor area
gpd	gallons per day
GRS	Groundwater Replenishment System
gsf	gross square feet
H ₂ S	hydrogen sulfide
HCM	Highway Capacity Manual
HCP	Habitat Conservation Plan
HI	hazard index
HIST UST	Historical Underground Storage Tank Database
HOV	high occupancy vehicle
HRA	Health Risk Assessment
HRC	Historic Resources Commission
HRI	Historical Resources Inventory
HS	Highway System
HSC	Health and Safety Code
HSWA	Hazardous and Solid Waste Amendment Act
HTP	Hyperion Treatment Plant
HUD	United States Department of Housing and Urban Development
HVAC	heating, ventilation, and air conditioning
HWCL	Hazardous Waste Control Law
ICU	intersection capacity utilization
IRP	Integrated Resources Plan
IS	initial study
IWMD	Industrial Waste Management Division
JPA	Joint Powers Authorities
JWA	John Wayne Airport
Km	kilometers
KSF	1,000 square feet
kWh	kilowatt-hour
L _{dn}	day/night average noise level
L _{eq}	equivalent energy noise level
LIP	Local Implementation Plan

Table 2-1 List of Abbreviations	
LLRW	low-level radioactive waste
L_{max}	maximum instantaneous noise level
L_{min}	minimum instantaneous noise level
LNG	liquid natural gas
LOS	level of service
LTS	Less Than Significant
LUST	leaking underground storage tanks
M	magnitude
MBTA	Migratory Bird Treaty Act
MCE	maximum credible earthquake
MDA	major development areas
MDU	multiple dwelling unit
MEI	maximally exposed individual
MEP	maximum extent practicable
mgd	million gallons per day
MM	mitigation measure
MMP	Mitigation Monitoring Program
MMRP	Mitigation Monitoring and Reporting Program
MOU	Memorandum of Understanding
MS4s	municipal separate storm sewer systems
MSDS	material safety data sheets
MTBE	methyl tertiary-butyl ether
M_w	moment magnitude
MWD	Metropolitan Water District
NAHC	Native American Heritage Commission
NCCP	Natural Community Conservation Plan
NO_2	nitrogen dioxide
NOI	Notice of Intent
NOP	Notice of Preparation
NO_x	nitrogen oxides
NPDES	National Pollutant Discharge Elimination System
NRHP	National Register of Historical Places
NTSB	National Transportation Safety Board
O_3	ozone
OCCOG	Orange County Council of Governments
OCFCD	Orange County Flood Control District
OCIWMD	Orange County Integrated Waste Management Department
OCSD	Orange County Sanitation District
OCTA	Orange County Transportation Authority
OCTA	Orange County Transportation District
OCWD	Orange County Flood Control

Table 2-1 List of Abbreviations	
OEHHA	Office of Environmental Health Hazard Assessment
OES	Office of Emergency Services
OZ	overlay zone
PAO	Professional and Administrative Office
Pb	lead
PCB	polychlorinated biphenyls
PHI	Points of Historical Interest
PM ₁₀	particulate matter 10 microns in size or less in diameter
PM _{2.5}	particulate matter 2.5 microns in size or less in diameter
pph	persons per household
PPM	parts per million
PRC	Public Resources Code
PS	Potentially Significant
psi	pounds per square inch
PUC	Public Utilities Commission
RCPG	Regional Comprehensive Plan and Guide
RCRA	Resources Conservation Recovery Act
RD	reporting district
RHNA	Regional Housing Needs Assessment
RMP	Risk Management Plan
RTP	Regional Transportation Plan
RWQCB	Regional Water Quality Control Board
SAFD	Santa Ana Fire Department
SAPD	Santa Ana Police Department
SARA	Superfund Amendments and Reauthorization Act
SARB	Santa Ana River Basin
SARHP	Santa Ana Register of Historical Properties
SAZC	Santa Ana Zoning Code
SB	Senate Bill
SCAG	Southern California Association of Governments
SCAQMD	South Coast Air Quality Management District
SCCIC	South Central Coastal Information Center
SCE	Southern California Edison
SCGC	Southern California Gas Company
SCH	State Clearinghouse
SCRRA	Southern California Regional Rail Authority
SDWA	Safe Drinking Water Act
sf	square feet
SHPO	State Historic Preservation Office
SIP	State Implementation Plan
SO ₂	sulfur dioxide

Table 2-1 List of Abbreviations	
SO ₄	sulfates
SO _x	sulfur oxides
SPRR	Southern Pacific Rail Road
SQG	small quantity generator
SRA	source receptor area
SRRE	Source Reduction and Recycling Element
STC	Sound Transmission Class
STIP	Statewide Transportation Improvement Plan
SU	Significant and Unavoidable
SUSMP	Standard Urban Stormwater Mitigation Plan
SWEEPS	Statewide Environmental Evaluation and Planning System
SWPPP	Stormwater Pollution Prevention Plan
SWRCB	State Water Resources Control Board
TAC	toxic air contaminants
TDM	Transportation Demand Management
TDS	total dissolved solids
TES	thermal energy storage system
THS	Tustin Historical Survey
TIA	Traffic Impact Analysis
TSA	Transportation Systems Analysis
TUSD	Tustin Unified School District
UBC	Uniform Building Code
URBEMIS	Urban Emissions Model
USACE	United States Army Corps of Engineers
USDHHS	United States Department of Health and Human Services
USDOT	United States Department of Transportation
USEPA	United States Environmental Protection Agency
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey
USSC	United States Supreme Court
UST	underground storage tanks
USTP	Underground Storage Tank Program
UWMP	Urban Water Management Plan
µg/m ³	micrograms per cubic meter
V/C	volume/capacity
VdB	vibration decibels
VMT	vehicle miles traveled
VOC	volatile organic compounds
VPR	vehicles per hour
WDR	waste discharge requirements
WQCP	Water Quality Control Plan

Table 2-1 List of Abbreviations	
WQMP	Water Quality Management Plan
WRCC	Western Regional Climatic Center
WSA	Water Supply Assessment
ZOA	zone of analysis