

5.10 PUBLIC SERVICES

This section addresses public services, including fire protection and emergency services, police protection, library services, and parks. The analysis in this section is based on existing and planned land uses associated within the specific plan area and correspondence provided by each of the public service providers (see Appendix F of this DEIR). Public and private utilities and service systems, including water, wastewater, and solid waste services and systems are addressed in Section 5.12, *Utilities and Service Systems*.

The Initial Study, included as Appendix A, substantiates that impacts associated with school services would be less than significant. Therefore, this topic is not addressed in the following analysis.

5.10.1 Fire Protection and Emergency Services

5.10.1.1 Environmental Setting

The Pasadena Fire Department (PFD) provides fire protection and emergency medical services to the specific plan area. The PFD currently consists of 163.5 full-time employees and eight fire stations in the City of Pasadena. The nearest PFD fire station to the specific plan area is Station 36 at 1140 North Fair Oaks Avenue, approximately 0.5 mile east of the specific plan area. The daily staffing level at Station 36 is six firefighters. The two next nearest stations are Station 38 at 1150 Linda Vista Avenue (approximately one mile west of the specific plan area) and Station 31 at 135 South Fair Oaks Avenue (approximately 1.5 miles southeast of the specific plan area). Station 38 has a daily staffing level of four firefighters, while Station 31 has a daily staffing level of ten firefighters (Lawhorn 2012). Nearby fire stations operated by the County of Los Angeles Fire Department (LACoFD) may also respond to calls in the specific plan area, if necessary. These include stations in the City of La Canada Flintridge to the northwest and the unincorporated community of Altadena to the north.

PFD has faced budgetary reductions due to local consequences of the national economic downturn. In 2010, the Department was forced to “brown out,” or not staff, Truck Company #32. Other budget reductions involved reassigning staff members to lower-paying positions and leaving leadership positions vacant (PFD 2010).

The PFD’s desired time for emergency and nonemergency calls is 4 to 5 minutes. The current average response time to emergencies in the specific plan area is approximately 4 to 5 minutes. There are currently no deficiencies in the level of fire protection service provided to the area by the PFD. (Lawhorn 2012)

The nearest fire hazard severity zones to the specific plan area mapped by the LACoFD are moderate fire hazard severity zones about 2,000 feet west of the part of the specific plan area just north of I-210; the nearest very high fire hazard severity zone to the specific plan area is about 3,000 feet west of the north end of the specific plan area (LACoFD 2007).

All portions of the Lincoln Avenue Specific Plan area west of the I-210 freeway are designated as being in the Red Flag Day “fire area” which places restrictions on streets. Red Flag Days are declared by the National Weather Service or the Fire Chief in response to weather conditions that present an extreme fire hazard. During these periods, parking restrictions are required on certain roadway segments so that fire response units have access to urban-wildland interface areas. Due to the very high fire hazard zones west of the project area, residential streets perpendicular to and west of Lincoln Avenue are impacted by Red Flag parking restrictions, including Del Monte, MacDonald, Palisade, Pepper, Zanja, Claremont, and Hammond Streets (PFD 2009).



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

Impact Analysis: The proposed project would add approximately 91 residential units and approximately 500,000 square feet of commercial and office uses into the PFD's service area. Thus, the project would result in an increase in demand for PFD fire protection and emergency medical services. The project is expected to create the typical range of fire service calls that other similar uses create, such as structure fires, garbage bin fires, car fires, various accidents causing injuries or medical emergencies, and electrical fires. The project is not located within a high fire hazard zone and is not subject to potentially significant impacts associated with wildland fires.

Existing fire protection facilities and staffing are expected to be sufficient to provide fire protection and emergency medical services to the project, and project development is not anticipated to require the PFD to construct new or expanded facilities or to increase its staff (Lawhorn 2012). Additionally, individual projects developed pursuant to the proposed specific plan would be required to comply with existing regulations and standard conditions, including the California Fire Code, as amended by the Pasadena Fire Prevention Code (Pasadena Municipal Code, Chapter 14.28). Therefore, the proposed project would not have substantial impacts on fire protection services.

5.10.1.4 Cumulative Impacts

The geographic area for cumulative analysis of fire protection services is the service territory of the Pasadena Fire Department. Although total service calls for the Department decreased from 2008–2009 and 2009–2010 (PFD 2010), budget cuts and related service reductions will continue to impact the level of fire protection service available in Pasadena.

The cumulative impact of new development and intensified land uses in the City will exacerbate the strain on PFD resources. However, proposed development in the Lincoln Avenue Specific Plan area is not expected to contribute a substantial impact on City-wide fire protection services. Further, the Fire District centered on Fire Station #36, where the specific plan area is located, is largely built out with existing urban development and has experienced a two-year decrease in total service calls. Therefore, despite the increased need for fire protection and emergency services in the City, no significant cumulative impacts related to fire protection and emergency services are anticipated.

5.10.1.5 Existing Regulations and Standard Conditions

The following measure is an existing policy that applies to the proposed Lincoln Avenue Specific Plan and will help to reduce and avoid potential impacts related to fire services.

- Pasadena Fire Prevention Code (Pasadena Municipal Code, Chapter 14.28)

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 mitigation measures are required.

5.10.1.8 Level of Significance After Mitigation

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

5.10.2 Library Services

5.10.2.1 Environmental Setting

The Pasadena Public Library (PPL) provides library services to the specific plan area. The PPL consists of the Central Library and nine branches. The two nearest PPL facilities to the specific plan area are the La Pintoresca branch at 1355 North Raymond Avenue 0.6 mile to the east, and the Villa Parke Community Center Library at 363 East Villa Street, one mile to the southeast. In addition to their regular collections, both libraries feature special Spanish language collections, free wireless Internet, and children's story time activities. The La Pintoresca branch also includes meeting rooms and a computer lab and offers literacy and employment programs. The Villa Parke branch also supports and sponsors activities in conjunction with other agencies that are also housed in the Villa Parke Community Center (City of Pasadena 2012)

Although the PPL has not adopted specific service standards, it performs an annual review aimed at assessing service needs in the community. The annual review process entails using U.S. Census data to map demographic trends, local businesses, and public services within a one-mile radius of each library branch. The PPL also uses anecdotal information gathered on a continual basis to define programs, collections, and services offered at each branch. According to the PPL, it offers collections far in excess of national per capita guidelines established by the American Library Association's Public Library Division (Sanders 2011). According to the California State Library, the PPL provided 5.67 total materials per capita during the 2009–2010 fiscal year while the statewide average was 2.16 total materials per capita. The service population for the PPL was 151,576 in 2010 (California State Library 2011).

Regulatory Setting

Library Special Tax

The PPL is partially supported by revenues generated by the City's Special Library Tax Ordinance (Ordinance 7091). The ordinance was first passed by voters in 1993, and twice since then, most recently in 2007. It imposes a special tax on each residential dwelling unit or nonresidential parcel within the City. Those revenues are deposited into a Library Special Tax Fund and are used exclusively for the maintenance and operations of the library and to cover the costs of administering the special tax itself. The ordinance



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guarantees that the PPL will maintain minimal levels of service as stipulated by the Municipal Code, Chapter 4.109.50 B.1. The required minimum levels of service include:

- Seven days a week service in the Central Library,
- A minimum of five days a week service at the branch libraries,
- A materials budget for acquisitions and preservation of the library collection no less than 9 percent of the total adopted budget, and
- Other programs designed to meet the needs of the community. (City of Pasadena 2012)

Due to local economic factors that have been influenced by the national economy, the City has recently faced the loss of tax revenues and annual budgets that include projected shortfalls. Budget shortfalls have caused the PPL to reduce the hours of public libraries, including the two branches nearest to the Lincoln Avenue Specific Plan area. However, the PPL's reduced hours are still consistent with the minimum requirements stated in the Special Library Tax Ordinance (City of Pasadena 2012).

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:

- 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.

5.10.2.3 *Environmental Impacts*

IMPACT 5.10-2: *THE PROPOSED PROJECT WOULD GENERATE ADDITIONAL RESIDENCES, THEREBY INCREASING THE SERVICE NEEDS FOR PASADENA PUBLIC LIBRARIES. [THRESHOLD LS-1]*

Impact Analysis: Demand for library services is determined by the population of the library system's service area. Specific plan buildout would result in a net increase of 91 units. At full occupancy each unit would be estimated to house 3.46 persons, based on the average household size in Census Tracts 4609 and 4616 from the 2010 US Census. Therefore, the additional 91 units proposed in the specific plan would generate approximately 315 new residents to the service area of the PPL.

The nearest public library, the La Pintoresca branch, would likely be most impacted by this increase and could experience a slight increase in demand for resources and programs. Since the PPL has not adopted specific service standards, the number of square footage and materials required for the additional 315 new residents cannot be quantified. However, 315 people would not constitute a substantial increase in service population compared to the population currently served by the PPL branch libraries. Further, the PPL provides over twice as many materials per capita compared to the statewide average. No changes to physical structures, collections, or staffing patterns are anticipated as a result of the population increase generated by buildout of the proposed specific plan (Sanders 2011).

5.10.2.4 Cumulative Impacts

The geographic area for cumulative analysis of library services is the service area for the PPL. Population growth within Pasadena will increase the demand for library services beyond the current capacity of PPL. The City of Pasadena General Plan, adopted in 2004, forecasts the City's population to be about 165,000 at General Plan buildout. No buildout year is specified in the General Plan; however, note that the General Plan forecast is very similar to the SCAG population forecast for 2035 of 165,160. Based on the statewide average for building materials per capita, the PPL would have the capacity to provide services to a population of approximately 390,000, which is well above the population of the City at buildout. As stated above, the City's Library Special Tax allows funding for the PPL to be correlated with the growth of residential units in the city. As the number of dwelling units and residents increases, revenues generated by the Library Special Tax will increase, compensating for the additional service needs of those residents. Therefore, no significant cumulative impacts related to library services are anticipated.

5.10.2.5 Existing Regulations and Standard Conditions

The following measure is an existing policy that applies to the proposed Lincoln Avenue Specific Plan and will help to reduce and avoid potential impacts related to library services and facilities:

- Special Library Tax (Pasadena Municipal Code, Chapter 4.109)

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.

5.10.2.7 Mitigation Measures

No mitigation measures are required.

5.10.2.8 Level of Significance After Mitigation

No significant impacts related to library services have been identified.

5.10.3 Parks

5.10.3.1 Environmental Setting

There are six parks in close proximity to the Lincoln Avenue Specific Plan area, including five in the City of Pasadena and one (Charles White Park) in Altadena, which is an unincorporated area of Los Angeles County. Four parks within the City of Pasadena are considered immediately accessible by walking. The City's Green Space, Recreation and Parks Master Plan (GSMP) identifies ½ mile as the distance at which a park is a convenient walk from residences. That distance is generally assumed to be a 10 to 20-minute walk for most people (City of Pasadena 2007). For this reason, park "service areas," as defined by the GSMP, are the areas within a ½ mile radius of a park. Table 5.10-1 provides information about the four City parks located within ½ mile of the specific plan area. These parks are shown on previous Figure 4-4, *Public Facilities*.



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Table 5.10-1
Parks within ½ Mile of the Lincoln Avenue Specific Plan Area

<i>Park</i>	<i>Address</i>	<i>Distance from Specific Plan Project Area, miles</i>	<i>Acreage</i>	<i>Amenities</i>
Brenner Park	235 Barthe Dr.	0.1	2.7	Basketball court, athletic fields, tennis court, and playground.
Brookside Park	360 N. Arroyo Ave./ 747 Seco St.	0.3	61.6/19.0	Aquatics center, children's museum, tennis courts, athletic fields, fitness trail, playground, and Rose Bowl stadium (adjacent).
La Pintoresca Park	45 E. Washington Blvd.	0.5	2.9	Library, skate park, basketball court, and playground.
Robinson Park	1981 North Fair Oaks Ave.	0.4	9.5	Athletic fields, basketball courts, recreation center, pool facility, and playground.

Source: City of Pasadena, 2011.

Despite the specific plan area's proximity to the parks listed above, the northern two-thirds of the project area (approximately north of the intersection of Lincoln Avenue and Claremont Street) are considered parks deficient by the GSMP. Using ½-mile-radius park service areas and considering the I-210 freeway as an obstacle to walking between homes and parks, the GSMP identifies that area as a "green space gap." This means that the specific plan area's current residents north of Claremont do not have access to parks at a level recommended by the City.

No new park facilities are planned for the specific plan area or the surrounding neighborhood (Pluth 2011). Renovations are planned for several of the parks listed above, but these improvements are not anticipated to increase recreational capacity or overall acreage of developed parkland. The City continues to pursue a shared-use arrangement with the Pasadena Unified School District for the recreational space at Cleveland Elementary School, located directly west of the project area, although this arrangement has not yet materialized (Pluth 2011).

Regulatory Setting

The City of Pasadena collects park impact fees for development projects to offset the increased demand for parks. These fees are used to fund the City's park maintenance and improvement program. The Residential Impact Fee Ordinance requires that any person developing new housing units pay an impact fee, which is included as a condition of approval when subdividing a parcel, or as a prerequisite for obtaining a building permit. Impact fees are paid into a special fund maintained by the City Director of Finance and disbursed to pay for park or recreational facility improvements, as outlined in the Municipal Code, Chapter 4.17.070. Impact fees are valued based on the number of bedrooms in each new residential unit.

5.10.3.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines (Public Services and Recreation topic areas), a project would normally have a significant effect on the environment if the project would:

- P-1 Result in a substantial adverse physical impact associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for parks.

- REC-1 Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.
- REC-2 Include recreational facilities or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment.

The Initial Study, included as Appendix A (under Recreation), substantiates that impacts associated with the following threshold would be less than significant:

- Threshold REC-1

These impacts will not be addressed in the following analysis.

5.10.3.3 Environmental Impacts

IMPACT 5.10-3: PROJECT IMPLEMENTATION DOES NOT PROPOSE NEW PARKS BUT WOULD GENERATE APPROXIMATELY 315 ADDITIONAL RESIDENTS, INCREASING THE SERVICE NEEDS FOR LOCAL PARKS. [THRESHOLDS P-1 AND REC-2]

Impact Analysis: Demand for parks is determined by the population within the parks' service areas. The specific plan buildout would result in a net increase of 91 units and approximately 315¹ new residents, increasing demand for park space and programs. As mentioned in the City's Park Impact Fee Nexus Study prepared in 2004, the City's standard for developed parkland is 2.17 acres per thousand residents. Based on this standard, the estimated population increase would require 0.68 additional acres of parkland. Implementation of the specific plan would also indirectly increase the need for parkland by permitting development of up to 500,000 square feet of commercial uses, which would increase the daytime population in the specific plan area.



The Lincoln Avenue Specific Plan does not include proposed parks and would not result in the expansion of existing facilities. Future site-specific projects would be required to meet the parkland dedication requirements pursuant to the Quimby Act and the City of Pasadena Municipal Code. Payment of park impact fees pursuant to the City's Residential Impact Fee Ordinance, by projects approved within the specific plan area is expected to reduce impacts of specific plan implementation on park facilities to less than significant levels.

The specific plan would positively impact the residential areas located north of Claremont Street, identified in the GSMP as a "green space gap," by providing an enhanced pedestrian corridor, resulting in better connections to the existing parks located east of the I-210 freeway. Section 6.2 of the Lincoln Avenue Specific Plan proposes improvements to enhance pedestrian connectivity, including but not limited to, marked crosswalks, curb extensions, pedestrian street lighting, street trees, landscaped medians, and wayfinding monuments. The specific plan proposes public uses at the underpass of the intersection of I-210 and Lincoln Avenue to connect the northern and southern portions of the district. This would establish identity to the area for passing motorists, bicyclists, and pedestrians. In addition, the City's proposed improvements to the Draft Pasadena Bicycle Master Plan would enhance east/west connections along the corridor by adding bike lanes between the right-turn lane and through lane at Lincoln and Howard, and adding wide bike lanes between Lincoln Avenue and Sunset Avenue on Mountain Street.

5.10.3.4 Cumulative Impacts

The geographic area for cumulative analysis of parks and recreation is the City of Pasadena. The City of Pasadena General Plan, adopted in 2004, forecasts the City's population to be about 165,000 at General Plan

¹ At full occupancy each unit would be estimated to house 3.46 persons, based on the average household size in Census Tracts 4609 and 4616 from the 2010 US Census.

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buildout. Recreational needs of future residents of the specific plan area, in conjunction with cumulative development in accordance with the adopted General Plan, would add to citywide and regional demand for parks and recreational facilities. However, new development in the City of Pasadena is required to comply with the City's Residential Impact Fee requirements, which correlates funding for parks and recreation with population growth. Therefore, no significant impacts related to recreational opportunities are anticipated.

5.10.3.5 Existing Regulations and Standard Conditions

The following measure is an existing policy that applies to the proposed Lincoln Avenue Specific Plan and will help to reduce and avoid potential impacts related to parks:

- City of Pasadena Residential Impact Fee

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 mitigation measures are required.

5.10.3.8 Level of Significance After Mitigation

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

5.10.4 Police Protection

5.10.4.1 Environmental Setting

The Pasadena Police Department (PPD) provides police services in the City of Pasadena, including the Lincoln Avenue Specific Plan area. The police force consists of approximately 235 sworn officers and 113 civilian personnel. The current response time in the specific plan area is three minutes. (Riddle 2011)

The specific plan area is located in the Northwest Police Community Service Area 2, which includes the portions of Pasadena east of Arroyo Boulevard, north of the I-210 freeway, and west of Lake Avenue (PPD 2011). The nearest PPD facility to the specific plan area is police headquarters at 207 North Garfield Avenue.

The PPD's standard for desired response time to emergency and nonemergency calls is to maintain an average response time of six minutes or less to "priority" calls (Riddle 2011).

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:

- 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.

5.10.4.3 Environmental Impacts

IMPACT 5.10-4: THE PROPOSED PROJECT WOULD INTRODUCE NEW STRUCTURES, RESIDENTS, AND WORKERS INTO THE PASADENA POLICE DEPARTMENT SERVICE BOUNDARIES, THEREBY INCREASING THE REQUIREMENT FOR POLICE PROTECTION FACILITIES AND PERSONNEL. [THRESHOLD PP-1]

Impact Analysis: Demand for police services is determined by the population of the police department's service area. Specific plan buildout would result in a net increase 315 new residents to the service area of the PPD. Additional demand for police services would also be generated by the additional 500,000 square feet of commercial, office, and retail uses that would be allowed by buildout of the specific plan.

During the construction and operation of the project, the need for police and emergency services is expected to grow due to the increase in population and associated potential for additional crime and accidents. Crime and safety issues during project construction may include: theft of building materials and construction equipment, malicious mischief, graffiti, and vandalism. After construction, the proposed project is anticipated to generate a typical range of police service calls as similar developments, such as vehicle burglaries, residential thefts, disturbance, driving under the influence (DUI).

PPD officials have indicated that the increase in demands on law enforcement services resulting from specific plan implementation would not be significant when compared to the current demand levels based on the nature and character of the proposed development (Riddle 2011). Therefore, law enforcement personnel will be able to respond in a timely manner to emergency calls in the affected area; therefore, impacts are less than significant.

According to the PPD, buildout of the proposed specific plan would not require the PPD to build new or expanded facilities, expand staff levels, or add equipment such as police vehicles (Riddle 2011). During the development review and permitting process for projects built pursuant to buildout of the proposed specific plan, the PPD would review and approve any new development plans to ensure that adequate facilities and personnel are provided to allow the PPD to serve the needs of all City residents. Therefore, no significant impacts related to police services are anticipated.

5.10.4.4 Cumulative Impacts

The geographic area for cumulative analysis of police services is the service area for the Pasadena Police Department. The City of Pasadena General Plan, adopted in 2004, forecasts the City's population to be about 165,000 at General Plan buildout. Police service needs of future residents of the specific plan area, in conjunction with cumulative development in accordance with the adopted General Plan, would add to citywide and regional demand for police services. Additional personnel and associated equipment would be provided through the continued implementation of the PPD's Five Year Strategic Plan and the annual budget review process. Therefore, despite the increased need for police services in the City, no significant cumulative impacts related to police services are anticipated.

5.10.4.5 Existing Regulations and Standard Conditions

The following measures are standard conditions that apply to the proposed Lincoln Avenue Specific Plan and will help to reduce and avoid potential impacts related to police services:

- The City will assess the need for additional police services as part of its annual budgeting process.
- All new developments will be evaluated by the City on a project-specific basis to determine whether those developments present new or increased needs for police services.



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5.10.4.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, Impact 5.10-4 would be less than significant.

5.10.4.7 Mitigation Measures

No mitigation measures are required.

5.10.4.8 Level of Significance After Mitigation

No significant impacts related to police services have been identified.