SECTION 1: INTRODUCTION

1.1 - Overview, Purpose, and Authority of the Draft EIR

This Draft Environmental Impact Report (Draft EIR) evaluates the potential environmental impacts associated with approving the proposed Salem Lutheran Church and School Specific Plan (Salem Specific Plan) for the existing Salem Lutheran Church and School located within the City of Orange (City). The Salem Specific Plan incorporates all of the existing uses on the 6.03-acre site, which is located at the southwest corner of South of Santiago Canyon Road and Orange Park Boulevard. The proposed Salem Specific Plan proposes redesign of the church and school campus with a new worship center that includes a sanctuary, conference and meeting rooms, and administrative offices. The existing, onsite preschool will be relocated to an existing onsite vacant structure. Onsite infrastructure will be redesigned by upgrading and improving storm water conveyance and water quality management systems. Additionally, onsite parking will be redesigned to increase the number of parking spaces. Refer to Section 3, Project Description of this document, where the full project description is provided. The Salem Specific Plan represents a redesign of the existing, onsite uses and does not propose new uses. There will be no changes to the school uses, which currently exist. The redesign is intended to accommodate the growing congregation by integrating existing uses with the construction of a new worship center resulting in a site plan with more efficient traffic flow, increased parking, and improved infrastructure.

1.1.1 - Planning Case Numbers

The City assigned the following planning case numbers to this project:

- Environmental Impact Report No. 1827-11
- Zone Change No. 1259-11
- Design Review Committee No. 4538-11
- Specific Plan (SP No. SPLAN-0002)

1.1.2 - Purpose and Authority

This Draft EIR evaluates the potential environmental impacts associated with the Salem project. The scope of this Draft EIR is discussed below in Section 1.2. This document conforms to the following:

- California Environmental Quality Act (Public Resources Code Section 21000 et seq.)
- State CEQA Guidelines (California Code of Regulations Section 15000 et seq.)
- City of Orange Local CEQA Guidelines, April 11, 2006

This Draft EIR is intended to serve as an informational document for public agency decision-makers and the public in compliance with the California Environmental Quality Act (CEQA). Environmental impacts are analyzed to the degree of specificity prescribed by the State CEQA (Guidelines) Section

15146. This document will address the potentially significant adverse environmental impacts that may be associated with both short-term construction period and long-term operations of the project, and will identify appropriate and feasible mitigation measures and alternatives in accordance with CEQA.

1.1.3 - Lead Agency Determination

Guidelines Section 15367 defines the Lead Agency as "... the public agency, which has the principal responsibility for carrying out or approving a project." Criteria considered in identifying the Lead Agency include whether the agency: 1) has the greatest responsibility for supervising or approving the project as a whole; 2) is an agency with the general governmental powers; and 3) will act first on the project in question (Guidelines §15051). As previously stated, the Lead Agency for this Draft EIR is the City. In this capacity, the City is responsible for review of the environmental documentation through certification of a Final EIR.

In accordance with Section 15091 of the Guidelines, the Lead Agency would be required to make findings for each environmental impact of the project that cannot be mitigated below a level of significance, should the Lead Agency determine that the benefits of the proposed project outweigh unmitigated, significant environmental effects that would remain after project implementation. The City would be required to adopt a statement of overriding considerations, stating the reasons supporting this action, regardless of the project's significant environmental effects that would remain. This Draft EIR reflects the independent judgment and analysis of the City as required by the Guidelines. Lists of organizations and persons consulted and the report preparation personnel are provided in Section 10 of this document.

1.2 - Scope of the Draft EIR

The scope of this Draft EIR includes information contained in the entitlement application, written comments received from public agencies and the public in response to the Notice of Preparation (NOP). Appendix A contains the written comments.

Project-Level Environmental Analysis. This Draft EIR contains project-level analysis with the expectation that no additional environmental review will be required after the City certifies the Final EIR and subsequently approves the project. Other State Responsible Agencies would be able to approve subsequent actions germane to their respective areas of statutory responsibility without additional environmental review and documentation.

Related Actions. This Draft EIR also considers a series of actions related to the proposed project that are needed to achieve the redesign for the Salem project and subsequent development activities. Additional City approvals (e.g., grading permits, building permits, etc.) will be needed. Actions involved in the implementation of the proposed project are described in Section 3 of this document.

Other agencies that may have discretionary approval over the project, or components thereof, are also described in that section.

Initial Study. In order to focus the preparation of this Draft EIR, an Initial Study (Appendix A.1) was prepared. Section 15063(c)(3) of the Guidelines identifies the following purposes for preparing an Initial Study:

- Focus the Draft EIR on the effects determined to be significant.
- Identify the effects determined not to be significant.
- Explain the reasons for determining that potentially significant effects would not be significant.
- Identify whether a program Draft EIR, tiering, or another appropriate process can be used for analysis of the project's environmental effects.

1.2.1 - Environmental Issues Not Found To Be Significant

The Initial Study prepared for the Salem project determined that certain topical environmental issues were determined not to be significantly affected by the implementation of the proposed project and do not require further analysis in this Draft EIR in accordance with Guidelines Section 15128. Each of these is separately discussed below. For the complete discussion of each topical environmental issue, refer to the Initial Study contained in Appendix A.1.

Agricultural and Forest Resources

The Initial Study circulated with the NOP evaluated potential impacts related to Agricultural Resources and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, zoned for agricultural use under the City Zoning Code, or enrolled in a Williamson Act contract. In addition, the site is not devoted to agricultural production. Regarding forest resources, the Salem project does not conflict with existing zoning for forestland or timberland. The project site is currently developed with Church and school uses and is zoned as R-1-40 (Single-Family Residential 40,000 sq ft) by the City of Orange. Thus, the proposed project will not result in the loss of forestland and will not convert forestland to non-forest use.

Biological Resources

The Initial Study circulated with the NOP evaluated potential impacts related to Biological Resources and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. The properties nearby the proposed project include already developed sites, within a developed portion of the City of Orange. As depicted in Figure VI-4, Wildlife Habitat Areas, of the Orange County General Plan (2005), the proposed project is not located within a wildlife habitat area.

Thus, development of the project site would not impact any listed or candidate species, or their habitats. The proposed project falls within the boundaries of the Natural Communities Conservation

Plan (NCCP) and Habitat Conservation Plan (HCP) - County of Orange Central and Coastal Sub-Region. However, the NCCP/HCP identifies the site as Non-Reserve and does not identify the site as a Reserve, Special Linkage, Existing Use Area, or Non-Reserve Open Space. Thus, no impact to biological resources is anticipated.

Cultural Resources

The Initial Study circulated with the NOP evaluated potential impacts related to Cultural Resources and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. As detailed in the City of Orange General Plan Program Environmental Impact Report (Figure 5.5-2) and the County of Orange General Plan (Figure VI-10, Prehistoric Archeology - General Areas of Sensitivity, Orange County General Plan, 2005), there are no known archaeological resources on the proposed project site or in the vicinity of the site. If any archaeological resources are discovered during grading and construction activities, work in the area would cease and deposits would be treated in accordance with federal, State, and local guidelines including those set forth in California Public Resources Code Section 21083.2. In addition, if it is determined that an archaeological site is a historical resource, the provisions of Section 21084.1 of the Public Resources Code and CEQA Guidelines Section 15064.5 would be implemented. Thus, impacts to cultural resources will not be significant.

The Native American Heritage Commission provided written comments stating the Sacred Lands File search did not identify any Native American cultural resources within the project area.

Geology and Soils

The Initial Study circulated with the NOP evaluated potential impacts related to Geology and Soils and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. No potential impact related to expansive soil has been identified. The project site is developed with structures, and therefore, was previously graded in compliance with all applicable State and County building and safety guidelines, restrictions, and permit requirements. In addition, the proposed development will comply with all applicable structural and design regulations, and if necessary, with proper soil treatment techniques. With implementation of the grading measures contained in the Orange Municipal Code as well as construction NPDES requirements, the impacts due to potential erosion and sedimentation during construction are less than significant.

Mineral Resources

The Initial Study circulated with the NOP evaluated potential impacts related to Mineral Resources and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. Based on the City of Orange General Plan, the proposed project is not located within any designated or known mineral resource zones. Consequently, the project does not result in the loss of known mineral resources of either statewide (designated MRZ) or local importance.

In addition, implementation of the project would not result in the loss of availability of a known mineral resource that would be valuable to the region or the State. Therefore, no loss of mineral resources would occur.

Population and Housing

The Initial Study circulated with the NOP evaluated potential impacts related to Population and Housing and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. The proposed project will allow the church to serve a larger congregation (due to an increase in seating capacity that would be provided in the new sanctuary); however, this increased capacity for church attendance does not directly induce population growth in the area. The proposed project includes relocating the existing preschool to an existing onsite vacant structure. Therefore, the project would not displace existing housing in the project area.

Public Services

The Initial Study circulated with the NOP evaluated potential impacts related to Public Services and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. The proposed redesign of the church could result in an incremental increase in demand for police and fire protection on the site due to the increased attendance at church services. With incorporation of requirements from the City and the Uniform Building Code, the impacts from the proposed project related to fire and police protection services would be less than significant. The proposed project would not increase the number of public school students in local school districts and would not increase the demand for offsite parks or other public facilities.

Recreation

The Initial Study circulated with the NOP evaluated potential impacts related to Recreation and concluded that implementation of the Salem project would not result in significant impacts to this topical environmental issue. No increased use of existing recreational facilities in the area is anticipated with project implementation. Additionally the project does not propose or require construction or expansion of recreational facilities in addition to play area which is included as part of the proposed project.

1.2.2 - Potentially Significant Environmental Issues

Listed below are the topical environmental issues that could result in potentially significant impacts to the environment that are described and evaluated in this Draft EIR.

- Aesthetics
- Air Quality
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality

- Land Use and Planning
- Noise
- Transportation and Traffic
- Utilities and Service Systems

1.2.3 - Organization of the Draft EIR

In addition to this Introduction section, the remainder of the document is organized into the following main sections individually described below.

Section 2: Executive Summary

This section includes a summary of the Salem project and summary of the alternatives to the proposed project addressed in the Draft EIR. Also included are brief descriptions of the issues to be resolved, and a table that summarizes the impacts, mitigation measures, and level of significance after mitigation.

Section 3: Project Description

The project description section provides a detailed description of the proposed Salem project, including its location, technical, and environmental characteristics. A discussion of the project objectives, intended uses of the Draft EIR, responsible agencies, and anticipated approvals is also provided.

Section 4: Environmental Impact Analysis

The project-level analysis of each topical environmental issue section (Sections 4.1 through 4.10) is organized into the following sub-sections: Introduction, Environmental Setting, Regulatory Setting, Significance Thresholds, and Project Impacts. The approach to environmental analysis at the beginning (page 4-1) of the Environmental Analysis Section provides details regarding format and content of each of these sub-sections.

Section 5: Cumulative Impacts

This section describes the potential changes in environmental conditions that result from the incremental impact of the proposed project added to other closely related past, present, and probable future projects. Cumulative impacts can result from individually minor, but collectively significant, projects taking place over time.

Section 6: Growth Inducing, Unavoidable Adverse, and Irreversible Impacts

This section describes if there are any growth inducing, unavoidable adverse or irreversible impacts from the proposed project.

Section 7: Alternatives to the Proposed Project

This section compares the impacts of the proposed Salem project with several land use alternatives, including the mandatory No Project Alternative, to determine if any feasible alternatives exist that would eliminate or reduce significant impacts. Among these alternatives, an environmentally superior alternative is identified.

Section 8: Significant Unavoidable Adverse Impacts

This section identifies any significant unavoidable adverse impacts that would remain after implementation of the proposed project.

Section 9: Other Long-Term Implications

This section identifies growth-inducing impacts, irreversible and irretrievable commitment to resources.

Section 10: Report Preparation Resources

This section lists the individuals who contributed to the preparation of the Draft EIR.

Section 11: References

This section lists the references cited in the body of the Draft EIR.

1.3 - Technical Documents and Supporting Materials

Table 1-1 lists the technical studies and supporting materials contained in the Appendices of the Draft EIR.

Table 1-1: Technical Studies and Supporting Materials

Michael Brandman Associates — City Attorney's Office City of Orange	A.1 A.2 B
	В
City of Orange	
	C.1
Linda Cunningham	C.2
Michael Brandman Associates	D
Environmental Data Resources	Е
Fuscoe Engineering	F.1
Fuscoe Engineering	F.2
Vista Environmental	G
Linscott, Law & Greenspan	Н
Michael Madden Associates	I
Salem Lutheran Church and School	J
En Fus Fus Vis Lir Mi	vironmental Data Resources scoe Engineering scoe Engineering sta Environmental nscott, Law & Greenspan chael Madden Associates lem Lutheran Church and

Note:

Source: Michael Brandman Associates, April 2011.

^{1.} Appendix A.2 contains written response from multiple authors.

1.4 - Lead Agency, Consultant, and Project Applicant

The City is the Lead Agency in the review and certification of the Draft EIR. The project applicant is Salem Lutheran Church. Preparers of this Draft EIR are identified in Section 10, Report Preparation Resources, of this document. Key contact persons are:

Lead Agency Robert Garcia, Associate Planner

City of Orange

Community Development Department, Planning Division

300 E. Chapman Avenue Orange, CA 92866

Email: rgarcia@cityoforange.org

Environmental Consultant Kevin Shannon, Project Manager

> Michael Brandman Associates 220 Commerce, Suite 200

Irvine, CA 92602

Email: kshannon@brandman.com

Project Applicant Salem Lutheran Church

6500 East Santiago Canyon Road

Orange, CA 92869

Email: craig.olson@att.net

1.5 - Review of the Draft EIR

This Draft EIR has been distributed to public agencies, other affected agencies, adjacent cities, and counties, members of the public, and any parties who have submitted a written request for a copy of the Draft EIR. The Notice of Completion of the Draft EIR has also been distributed as required by the Guidelines. During the 45-day public review period, which begins on February 16, 2012, and ends on April 2, 2012, the Draft EIR, which includes the technical appendices, is available for public review at the following locations:

City of Orange

City of Orange Community Development Department, Planning City Clerk 300 E. Chapman Avenue

Division 300 E. Chapman Avenue Orange, CA 92866 Orange, CA 92866

Orange Public Library and History Center

El Modena Branch Library 407 E. Chapman Avenue 380 S. Hewes Street Orange, CA 92866 Orange, CA 92866

Taft Branch Library 740 E. Taft Avenue Orange, CA 92865

In addition to the locations identified above, the document will be available for review on the City's web site at www.cityoforange.org. The document will be available for review, downloading or both on the City's internet website and CD copies of the document will be available for purchase from the City. Written comments on this Draft EIR may be delivered in-person, submitted via U.S. Mail or commercial delivery service, or emailed but must be addressed to:

Robert Garcia, Associate Planner City of Orange Community Development Department, Planning Division 300 E. Chapman Avenue Orange, CA 92866 Email: rgarcia@cityoforange.org