4.7 PUBLIC SERVICES

This section discusses Project-related impacts to existing fire and police protection services in the vicinity of John Wayne Airport ("JWA" or "the Airport").

As discussed on page 32 of the Notice of Preparation/Initial Study for the Project, a copy of which is located in Appendix A of this EIR, the Project would not result in potentially significant impacts to schools, parks and other public facilities. Therefore, these topics are not discussed in this section.

4.7.1 REGULATORY SETTING

FIRE PROTECTION

Federal Aviation Administration Part 139 Airport Certification

To ensure that appropriate safety levels are met at airports, the *Code of Federal Regulations* ("CFR", Title 14, Part 139) requires the Federal Aviation Administration ("FAA") to issue airport operating certificates to airports, such as JWA, that serve scheduled and unscheduled air carrier aircraft with more than 30 seats. Airports are classified into one of four classes, based on the type of air carrier operations served. JWA is classified as a Class I facility because it provides air carrier operations for air carrier aircraft with more than 30 seats.

To obtain a certificate, an airport must agree to certain operational and safety standards and provide for such things as firefighting and rescue equipment. The exact parameters of these standards vary depending on the size of the airport and the type of flights available.

4.7.2 METHODOLOGY

The threshold of significance for this topic focuses on whether there would be adverse physical impacts associated with new or altered facilities for the provision of public services. The methodology, therefore, evaluates the ability to serve the public using the existing fire and police facilities and services at JWA. Because of the nature of the Project (an airport), the evaluation of police protection has been expanded to include provision of other security services. Also, since the Project does not propose the construction of any facilities that would result in physical impacts, the analysis focuses on the potential need for new or physically altered governmental facilities.

For each scenario contemplated by the Project and Alternatives, the greatest demand would be during Phase 3, when the most flights and passengers are permitted. Therefore, the analysis is based on the horizon-year capacity and operational assumptions (*i.e.,* the 2026–2030 timeframe) compared to the existing conditions, unless there the analysis indicates that an interim phase may result in potential impacts.

4.7.3 EXISTING CONDITIONS

FIRE PROTECTION SERVICES

As a Class I airport, JWA is required to meet certain safety standards regarding personnel training and equipment at the Airport, including Aircraft Rescue and Fire Fighting ("ARFF")

services. The Orange County Fire Authority ("OCFA") provides, on a contract basis, specialized ARFF services to the Airport that meet FAA requirements. Fire Station 33, located on the west side of the Airport at 380 Paularino Street in Costa Mesa, is a dedicated station (serves only JWA) that provides ARFF response to aircraft-related emergencies. If necessary, these services are augmented by the response of personnel and equipment from other OCFA stations and from surrounding jurisdictions, including the cities of Newport Beach and Costa Mesa Fire Departments through mutual aid agreements.

The closest emergency fire, hazardous materials, rescue, and medical services are provided by the OCFA from Fire Stations 33 and 28 (one mile away from JWA), Fire Station 6 (four miles away from JWA), and Fire Station 4 (three miles away from JWA). The Newport Beach Fire Department's Station 7 is located one mile away. The Costa Mesa Fire Department's Station on Baker Street is located two miles away from JWA.

POLICE SERVICES

Transportation Security Administration

In 2002, the Transportation Security Administration ("TSA") started screening passengers at JWA. In 2003, TSA initiated the screening of baggage at the Airport. In the past few years, JWA has worked with TSA to facilitate the installation of new screening equipment in Terminals A and B (the older terminals) to meet the updated TSA Planning Guidelines Design Standards. This includes replacing the checked baggage screening system and the Explosive Detection System ("EDS") equipment.

U.S. Immigration and Customs Enforcement

As an international airport, JWA is required to provide dedicated space for the inspection of passengers, crew, and baggage by federal inspectors. This includes U.S. immigration, customs, agriculture, and public health officers. These Federal Inspection Service ("FIS") facilities are located in the lower (arrivals) level of Terminal C and were constructed as part of the Terminal C project completed in November 2011.

The FIS facilities at JWA are approximately 28,378 square feet. There are currently two terminal gates that accommodate international operations (Gates 13 and 14), both of which have passenger loading bridges. In the processing of arriving international passengers, it is important that international passengers be kept separate from domestic passengers, until the international passengers clear U.S. immigration and customs officers. In order to achieve this separation of international passengers, Gates 13 and 14 are connected to a sterile corridor, leading passengers directly downstairs to the FIS facilities (AECOM 2014b).

The U.S. Immigration and Customs Enforcement ("ICE") agency currently provides immigration and customs screening at JWA for all international flights. It is estimated that approximately 16 daily international flights could be accommodated using the existing FIS facilities. This assumes that flights are on the ground for 1.5 hours to allow for passenger deplaning, aircraft servicing, and passenger enplaning, and assumes approximately one (1) hour between arriving international flights. The existing FIS facilities were designed to accommodate about 300 international passengers per hour.

In November 2013, John Wayne Airport submitted a formal request to U.S. Customs and Border Protection for Port of Entry status. Designation of JWA as a Port of Entry would not require changes to the Airport's existing FIS facilities, but rather would impact how immigrations and customs services at the Airport are funded.

Orange County Sheriff's Department

The Orange County Sheriff's Department ("OCSD") provides law enforcement and security services at JWA through a substation located in the terminal building. Police services are provided based on the Airport's demand. The OCSD also operates canine explosive detection and narcotics teams. Primary responsibilities of Airport police services include enforcing applicable laws, controlling parking and traffic, and assisting citizens in conducting business at the Airport. In addition, other measures not directly visible to the public have been implemented, but for security reasons are not publicly discussed.

4.7.4 THRESHOLDS OF SIGNIFICANCE

In accordance with the County's Environmental Analysis Checklist, the Project would result in a significant impact related to public services if it would:

Threshold 4.7-1 Result in substantial adverse physical impacts 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:

i. Fire protection

ii. Police protection

4.7.5 IMPACT ANALYSIS

Threshold 4.7-1 **Would the project result in substantial adverse physical impacts 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:**

i. Fire protection?

ii. Police protection?

PROPOSED PROJECT

Fire Protection

With the Proposed Project, there would be an increase in the number of flights and passengers served at the Airport and thus a theoretical increase in the demand for ARFF and other fire protection services at JWA. Station 33, which provides ARFF services and emergency medical response, and Station 28, which provides fire protection and emergency medical response, are appropriately staffed and have sufficient equipment to respond adequately to an aviation incident at the Airport. As the Proposed Project would not change the type of aircraft or the

nature of the operations, the requirements to respond to an incident with an aircraft would not be different than under existing conditions. The existing facilities would be sufficient to respond to the need for fire protection services. Therefore, the Proposed Project would not result in any modifications for services pursuant to the requirements of 14 CFR Part 139.

With an increase of number of passengers, the likelihood of emergency calls (such as emergency medical response) would increase. The Proposed Project would not change response times because the service area and facilities would not change. The increased demand for fire protection services would not result in physical environmental effects and would not be considered significant.

Impact Conclusion: *The Proposed Project would result in less than significant impacts to fire protection services because the existing fire facilities would be able to accommodate the increase in demand for fire protection services.*

POLICE/SECURITY PROTECTION

Transportation Security Administration

The Proposed Project would increase the demand for TSA services due to the increase in the number of passengers. The TSA staffing requirement is a function of the number of screening stations, peak passenger levels, and the type of equipment/technology available. Federal funding levels for TSA also influences staffing levels. No new TSA-related facilities are proposed by the Project; therefore, additional staffing would not be required to accommodate new facilities.

The overall level of service also is not expected to substantially deteriorate. The TSA screening stations are designed to accommodate the peak period passenger demand at the Airport. The peak period at the Airport generally maximizes the use of the available gates and the flight activity during the peak period is not expected to substantially increase under the Proposed Project. Rather, the majority of the additional flights would occur at either non-peak hours or the peak period would be extended; therefore, it is anticipated that TSA levels of service would be comparable to existing service during peak periods. (As also discussed in Section 4.5, Land Use, the Proposed Project would not exceed the historic peaks for the number of enplanements per gate that have been served at JWA.) Impacts to TSA services would be less than significant.

U.S. Immigration and Customs Enforcement

As discussed in Section 3, Project Description, international flights at JWA represent an emerging market. Based on the *Aviation Forecast Technical Report* (AECOM 2014a), Phase 3 of the Proposed Project is projected to serve 13.8 international flights per day. This is below the FIS design capacity, which can accommodate 16 daily international flights. No new facilities would be required. Therefore, overall levels of service for ICE would be maintained as the number of international flights increases. Impacts to ICE services would be less than significant.

Orange County Sheriff's Department

Similar to fire protection services, the increased number of flights and passengers at JWA under the Proposed Project would increase demand for police protection services. The increased demand would be associated with increased security in the terminal area; enforcement of the drop-off/pick-up and parking requirements; and responding to incidents at the Airport. The number of OCSD officers assigned to JWA is based on the identified demand at any given time.

Staffing is based on area coverage. Sufficient staffing is available to respond to multiple concurrent incidents at the Airport. Though the Proposed Project would increase the number of people using the Airport, it would not alter the characteristics of operations or add new facilities; therefore, no substantial impact to response times is anticipated and no new facilities would be required. Less than significant impacts are expected.

Impact Conclusion: *The Proposed Project would result in less than significant impacts to police/security protection services because it would not interfere with the sheriff/security response times and because existing facilities can accommodate the increased number of flights and passengers.*

ALTERNATIVE A

Fire Protection

With Alternative A, there would be an increase in the number of flights and passengers served at the Airport. Similar to the Proposed Project, there would be a theoretical increase in demand for ARFF and other fire protection services at JWA. As with the Proposed Project, however, Alternative A would not change the type of aircraft; the nature of the operations; or the requirements to respond to an incident with an aircraft. Station 33, which provides ARFF services, is appropriately staffed and has sufficient equipment to adequately respond to an aviation incident at the Airport. The existing facilities would be sufficient to respond to the need for fire protection services. Additionally, Alternative A would not result in any modifications for services pursuant to the requirements of 14 CFR Part 139.

The increased number of passengers associated with Alternative A would increase the likelihood of emergency calls requiring services of the emergency services staff. However, the response times would not be substantially altered because the service area and facilities would not change. The increased demand for fire protection services would not result in physical environmental effects and would not be considered significant.

Impact Conclusion: *Alternative A would result in less than significant impacts to fire protection services because the existing fire facilities would be able to accommodate the increase in demand for fire protection services.*

Police/Security Protection

Transportation Security Administration

Alternative A would increase the demand for TSA services due to the increase in the number of passengers being served at JWA. The TSA screening stations are designed to accommodate the peak period passenger demand at the Airport. Under existing conditions, the peak period at the Airport generally maximizes the use of the available gates and TSA is able to accommodate the demand. Greater demand would be placed on TSA when gate capacity is exceeded because that is an indicator of the number of passengers needing to go through security screening. The gate capacity analysis is discussed in Section 4.5, Land Use. With Phase 3 of Alternative A, there would be 307,500 enplanements per gate, which exceeds the threshold that was established for the gate capacity analysis (i.e., 90 percent of the historical peak throughput per gate with a passenger loading bridge or approximately 306,000 enplanements). During peak periods, there would be more people needing to go through screening checkpoints and the level of service may be

reduced compared to existing conditions. This would result in longer lines waiting to enter the TSA screening stations; however, TSA requirements would continue to be complied with. It should be noted, passenger level this would not exceed the peak reached in 2007 where 356,418 enplanements per gate with a passenger loading bridge were processed through TSA security screening without incident.

The threshold of significance focuses on the potential for environmental impacts associated with improvements needed to maintain acceptable service levels. No new facilities are proposed. Passengers traveling at peak times will need to allocate more time for going through screening. Should TSA determine that the expansion of screening facilities are required to accommodate the additional number of passengers, the equipment would be installed within the limits of the terminal building and secured areas. The introduction of new screening areas within the existing terminal would not result in significant environmental impacts. Impacts to TSA services would be less than significant.

U.S. Immigration and Customs Enforcement

Based on the *Aviation Forecast Technical Report* (Appendix B) (AECOM 2014a), Phase 3 of Alternative A is projected to serve 14.1 international flights per day. This is below the FIS design capacity of 16 daily international flights. No new facilities would be required. Therefore, overall levels of service for ICE would be maintained as the number of international flights increase. Impacts to ICE services would be less than significant.

Orange County Sheriff's Department

Similar to fire protection services, the increased number of flights and passengers at JWA under Alternative A would increase demand for police protection services. As indicated above, staffing is based on area coverage. Sufficient staffing is available to respond to multiple concurrent incidents in each of the Airport terminals. Alternative A would not add new facilities; therefore, no substantial impact to response times is anticipated. Impacts to police protection services would be less than significant.

Impact Conclusion: *Alternative A would result in less than significant impacts to police/security protection services because it would not interfere with the sheriff/security response times and existing facilities can accommodate the increased number of flights and passengers.*

ALTERNATIVE B

Fire Protection

The analysis of fire protection for Alternative B is comparable to the Proposed Project and Alternative A. There would be a theoretical increase in demand for ARFF and other fire protection services at JWA. Alternative B, however, would not change the type of aircraft or the nature of the operations, and the requirements to respond to an incident with an aircraft would not be different. Station 33, which provides ARFF services, is appropriately staffed and has sufficient equipment to adequately respond to an aviation incident at the Airport. The existing facilities would be sufficient to respond to the need for fire protection services. Additionally, Alternative B would not result in any modifications for services pursuant to the requirements of 14 CFR Part 139.

The increased number of passengers associated with Alternative B would increase the likelihood of emergency calls requiring emergency services staff. The response times would not be substantially altered because the service area and facilities would not change. Any increased demand for fire protection services would not result in physical environmental effects and would not be considered significant.

Impact Conclusion: *Alternative B would result in less than significant impacts to fire protection services because the existing fire facilities would be able to accommodate the increase in demand for fire protection services.*

Police/Security Protection

Transportation Security Administration

Alternative B would increase the demand for TSA services due to the increase in the number of passengers. As discussed above, no new facilities are proposed. The TSA screening stations are designed to accommodate the peak period passenger demand at the Airport. Greater demand would be placed on TSA when gate capacity is exceeded because that is an indicator of the number of passengers needing to go through security screening. Phase 2 of Alternative B is projected to have 312,500 enplanements per gate with a passenger loading bridge, which would not exceed the peak reached in 2007 where 356,418 enplanements per gate were processed through security without incident. Phase 3, however, would have 362,500 enplanements per gate, which would exceed the 2007 peaks. By law, security measures would be enforced, so security would not be compromised; however, there would be a decline in level of service during peak periods. This would be an inconvenience to travelers at JWA and travelers would need to allocate more time for security clearance, but impacts to security are not anticipated.

As indicated above, the threshold of significance focuses on the potential for environmental impacts associated with improvements needed to maintain acceptable service levels. Similar to Alternative A, should TSA determine that the expansion of screening facilities are required to accommodate the additional number of passengers, the equipment would be installed within the limits of the terminal building and secured areas. The introduction of new screening areas within the existing terminal would not result in significant environmental impacts. Impacts to TSA services would be less than significant.

U.S. Immigration and Customs Enforcement

Based on the Aviation Forecast Technical Report (Appendix B) (AECOM 2014a), Alternative B, Phase 3 is projected to serve 16.6 international flights per day, which is above the FIS design capacity of 16 daily international flights. Though exceeding the design capacity of the facility has been identified as a land use impact (see, Section 4.5), it is not expected to result in security impacts because, by law, ICE requirements would still be enforced. Similar to TSA screening, during peak periods, there would be an inconvenience to travelers at JWA due to delays. This would be for a limited period during the day. The ability to expand the FIS facilities is restricted due to design requirements. Therefore, overall levels of service for ICE would decline, but there would be no environmental impacts because expanded facilities would not be provided. Impacts to ICE services would be less than significant.

Orange County Sheriff's Department

Similar to fire protection services, the increased number of flights and passengers at JWA under Alternative B would increase demand for police protection services. As indicated above, staffing is based on area coverage. Sufficient staffing is available to respond to multiple concurrent incidents in each of the Airport terminals. Alternative B would not add new facilities; therefore, no substantial impact to response times is anticipated. Less than significant impacts are expected.

Impact Conclusion: *Alternative B would result in less than significant impacts to police/security protection services because it would not interfere with the sheriff/security response times and because existing facilities can accommodate the increased number of flights and passengers.*

ALTERNATIVE C

Fire Protection

The analysis of fire protection for Alternative C is comparable to the Proposed Project and Alternatives A and B. There would be a theoretical increase in demand for ARFF and other fire protection services at JWA. Alternative C, however, would not change the type of aircraft or the nature of the operations, and the requirements to respond to an incident with an aircraft would not be different. Station 33, which provides ARFF services, is appropriately staffed and has sufficient equipment to adequately respond to an aviation incident at the Airport. The existing facilities would be sufficient to respond to the need for fire protection services. And, Alternative C would not result in any modifications for services pursuant to the requirements of 14 CFR Part 139.

The increased number of passengers associated with Alternative C would increase the likelihood of emergency calls requiring the services of the emergency services staff. The response times would not be substantially altered because the service area and facilities would not change. Any increased demand for fire protection services would not result in physical environmental effects and would not be considered significant.

Impact Conclusion: *Alternative C would result in less than significant impacts to fire protection services because the existing fire facilities would be able to accommodate the increase in demand for fire protection services.*

Police/Security Protection

Transportation Security Administration

Alternative C would increase the demand for TSA services due to the increase in the number of passengers, though no new facilities are proposed. As discussed above, greater demand would be placed on TSA when gate capacity is exceeded because that is an indicator of the number of passengers needing to go through security screening. Alternative C is projected to have 422,500 enplanements per gate with a passenger loading bridge. By law, security measures would be enforced so no safety requirements would be compromised. However, there would be decline in level of service during peak periods and travelers would be inconvenienced.

As discussed for the Proposed Project and other alternatives, the threshold of significance focuses on the potential for environmental impacts associated with improvements needed to maintain acceptable service levels. Should TSA determine that the expansion of screening facilities are required to accommodate the additional number of passengers, the equipment would be installed within the limits of the terminal building and secured areas. The introduction of new screening areas within the existing terminal would not result in significant environmental impacts. Impacts to TSA services would be less than significant.

U.S. Immigration and Customs Enforcement

Alternative C, Phases 2 and 3 are projected to exceed the FIS design capacity of 16 daily international flights. Based on the *Aviation Forecast Technical Report* (Appendix B) (AECOM 2014a), with Alternative C, Phase 2, 16.8 international flights per day are projected and Phase 3 projects 18.6 international flights per day. Similar to Alternative B, this has been identified as a land use impact (see Section 4.5), but is not expected to result in security impacts because, by law, ICE requirements would still be enforced. Similar to TSA screening, during peak periods, there would be an inconvenience to travelers at JWA due to delays. The ability to expand the FIS facilities is restricted due to design requirements. Therefore, overall levels of service for ICE would decline, but there would be no environmental impacts because expanded facilities would not be provided. Impacts to ICE services would be less than significant.

Orange County Sheriff's Department

Similar to fire protection services, the increased number of flights and passengers at JWA under Alternative C would increase demand for police protection services. As indicated above, staffing is based on area coverage. Sufficient staffing is available to respond to multiple concurrent incidents in each of the Airport. Alternative C would not add new facilities; therefore, no substantial impacts to response times are anticipated. Less than significant impacts are expected.

Impact Conclusion: *Alternative C would result in less than significant impacts to police/security protection services because it would not interfere with the sheriff/security response times and because existing facilities can accommodate the increased number of flights and passengers.*

NO PROJECT ALTERNATIVE

Fire Protection

The No Project Alternative would result in an increase in the number of flights and passengers served at the Airport compared to existing conditions, and thus a theoretical increase in the demand for ARFF and other fire protection services at JWA. Station 33, which provides ARFF services, is appropriately staffed and has sufficient equipment to appropriately respond to an aviation incident at the Airport. Since the No Project Alternative would not change the type of aircraft or the nature of the operations, the requirements to respond to an incident with an aircraft would not be different. The existing facilities would be sufficient to respond to the need for fire protection services. Additionally, the No Project Alternative would not result in any modifications for services pursuant to the requirements of 14 CFR Part 139.

With an increase in the number of passengers, the likelihood of emergency calls (such as emergency medical response) would increase. The physical response area would not change

because the service area and facilities would not change. The increased demand for fire protection services would not result in physical environmental effects and would not be considered significant.

Impact Conclusion: *The No Project Alternative would result in less than significant impacts to fire protection services because the existing fire facilities would be able to accommodate the increase in demand for fire protection services.*

Police/Security Protection

Transportation Security Administration

The No Project Alternative would increase the demand for TSA services would be associated with the increase in the number of passengers. As previously indicated, the staffing requirement for TSA is a function of the number of screening stations, peak passenger levels, and the type of equipment/technology available. No new facilities are proposed. The overall level of service is not expected to substantially deteriorate. The TSA screening stations are designed to accommodate the peak period passenger demand at the Airport. The peak period at the Airport generally maximizes the use of the available gates, and the flight activity during the peak period is not expected to substantially increase. As discussed in Section 4.5, Land Use, the No Project Alternative would not exceed the historic peaks that have been served at JWA. Impacts to TSA services would be less than significant.

U.S. Immigration and Customs Enforcement

Based on the *Aviation Forecast Technical Report* (Appendix B) (AECOM 2014a), the No Project Alternative is projected to serve 8.4 international flights per day. This is below the FIS design capacity, which can accommodate 16 daily international flights. No new facilities would be required. Therefore, overall levels of service for ICE would be maintained as the number of international flights increase. Impacts to ICE services would be less than significant.

Orange County Sheriff's Department

Similar to fire protection services, the increased number of flights and passengers at JWA under the No Project Alternative would increase demand for police protection services. As indicated above, staffing is based on area coverage. Sufficient staffing is available to respond to multiple concurrent incidents in each of the Airport terminals. The No Project Alternative would not alter operations or add new facilities; therefore, no impact to response times is anticipated. Less than significant impacts are expected.

Impact Conclusion: *The No Project Alternative would result in less than significant impacts to police/security protection services because it would not interfere with the sheriff/security response times and because existing facilities can accommodate the increased number of flights and passengers.*

4.7.6 MITIGATION PROGRAM

No significant impacts were identified; therefore, no mitigation is required.

4.7.7 LEVEL OF SIGNIFICANCE AFTER MITIGATION

For all scenarios, the impacts on public services would be less than significant and no mitigation is required. Alternative A, Phase 3, Alternative B, Phases 2 and 3, and all Phases of Alternative C would result in longer delays at TSA screening facilities during peak hours. Alternative B, Phases 2 and 3 and all Phases of Alternative C would also result in processing delays for international passengers. This would be an inconvenience for passengers, but would not result in security impacts or environmental impacts associated with the need to construct new facilities. The Proposed Project and the No Project Alternative would accommodate the increased passenger levels and number of flights without exceeding the capacity of the existing facilities.

A summary of the level of significance for each threshold is provided in Table 4.7-1.

TABLE 4.7-1
SUMMARY OF PUBLIC SERVICES IMPACTS

Threshold	Proposed Project	Alternative A	Alternative B	Alternative C	No Project Alternative
Threshold 4.7-1	**Fire Protection** Less than significant impact **Police/Security Protection** Less than significant impact	**Fire Protection** Less than significant impact **Police/Security Protection** Less than significant impact	**Fire Protection** Less than significant impact **Police/Security Protection** Less than significant impact	**Fire Protection** Less than significant impact **Police/Security Protection** Less than significant impact	**Fire Protection** Less than significant impact **Police/Security Protection** Less than significant impact

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