Appendix L Public Services and Utilities Correspondence

Appendices

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CITY OF COSTA MESA

P. O. BOX 1200 CALIFORNIA 92628-1200

COMMUNITY RISK REDUCTION

February 03, 2020

Barry Curtis, AICP

Director of Economic & Development Services

City of Costa Mesa

Re: Costa Mesa Fire & Rescue Department's analysis of the impacts and mitigation measures as a result of the One Metro West development at 1683 Sunflower Avenue:

The City of Costa Mesa is in the process of completing a comprehensive Citywide Standards of Coverage Assessment to review the existing fire and EMS deployment model of the Costa Mesa Fire & Rescue Department. The information assembled in this document is accurate, based on the limited data available at this time. Due to time constraints of the One Metro West EIR process timeline, the final Citywide deployment recommendations, including the impact of traffic congestion and other risks to be protected, are not yet determined.

A Fire Services Deployment Analysis to the Metro West Development was commissioned to expedite an initial assessment of the fire response capabilities to the One Metro West project site. As the first step in Citygate Associates, LLC's Standards of Coverage (Deployment) plan update for the City of Costa Mesa (City), Citygate was tasked to review Costa Mesa Fire & Rescue Department coverage to the One Metro West development. Citygate obtained incident response data from the Fire Department and used a geographic mapping travel time analysis model to compare projected travel time from existing stations and historical response times in the immediate area adjacent to the development.

Citygate assessed historical response time data both to the parcel and nearby neighborhood. Citygate found fire unit travel times to 90 percent of the fire and EMS incidents from all City fire stations ranged from 6:30 minutes at the parcel, to 9:31 minutes to the east, 7:00 minutes to the north, and 5:51 minutes to the northeast. These times are in alignment with the GIS travel time model, showing the first-due unit coverage is past 4:00 minutes travel.

The average of the travel times is 7:13 minutes. Total response time includes 1:30 minutes added for dispatch processing time and up to 2:00 minutes for crew turnout time (for structure fires when more protective clothing must be donned as compared to an EMS response). Thus, total response time from 9-1-1 call receipt to the development could be upwards of 10:43 minutes. This is 2:13 minutes longer than a desirable urban best practices goal of 7:30 minutes. It is challenging to provide quick response time coverage to the development's location, even from mutual aid fire stations, as it sits alongside Interstate

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405 and a drainage channel. The neighborhood, from a street network view, is similar to that of a large, dead-end cul-de-sac.

The completed deployment plan in the second quarter of 2020 will provide a Citywide risk assessment and the geographic mapping travel time analysis will include a traffic congestion factor; however, as of this writing, those modules are not yet available, and thus this document is based on preliminary Geographic Information Systems (GIS) and incident statistic modeling.

Map 1 displays the driving time coverage from the adjoining City fire stations to the development parcel. The map shows 4:00-minute travel time in green consistent with City and national best practice goals for positive outcomes. None of the development or adjacent neighborhood is within, or close to, a 4:00-minute travel time coverage.

Map 2 displays the multiple-unit Effective Response Force (ERF or First Alarm) coverage to the parcel. The multiple-unit response to a building fire is comprised of three fire engines, one aerial ladder truck, one paramedic squad, and one Battalion Chief for command. The travel time for the last-arriving unit is 8:00 minutes, also consistent with the City's positive outcome goals and national best practices. Similar to the single-unit coverage, the development is just outside the 8:00-minute travel time of the last-needed City unit.

In the United States, there are no federal or state minimum fire service response times; response times are a local policy choice. The Department uses the measures as recommended by the National Fire Protection Association (NFPA) Standard #1710 for career fire services deployment. Each community, in their development approval process, determines when a development becomes unacceptably far from existing fire stations. In 2016, the City Council adopted an Emergency Medical Services response standard in the General Plan (Pg. S-22, https://www.costamesaca.gov/home/showdocument?id=34702) with the following narrative:

> "In addition to fire suppression, rescue, and community risk reduction duties, the Fire Department provides emergency medical services to the community. All fire engines in Costa Mesa double as paramedic engines and provide advanced life support. The ladder trucks are staffed with emergency medical technicians trained to provide basic life support. The program strives to satisfy the goal of responding to 80 percent of emergency calls for service requests within five minutes."

The goal of responding to 80 percent of emergency calls for service requests within five minutes is unclear as to which element of the response is being measured (total response time vs travel time). The comprehensive Citywide Standards of Coverage Assessment will analyze this General Plan goal and provide clarification in line with the future response and deployment objectives.

In the case of One Metro West, the proposed mixed-use of residential and commercial/retail occupancies should generate fire or EMS calls in line with similar uses in the City of Costa Mesa and, as such, should incrementally impact the Department's response volume and deployment model. The comprehensive Citywide Standards of Coverage Assessment was commissioned to review the existing fire and EMS deployment model of the Costa Mesa Fire & Rescue Department. While the information assembled in this document is accurate based on the limited data available, due to time constraints of the One Metro West consideration process timeline, the final Citywide deployment recommendations, including the impact of traffic congestion and other risks to be protected, are not yet determined.

Site Specific Response Capabilities (Mitigation Measure):

It is challenging to provide quick response time coverage to the development's location, even from mutual aid fire stations, as it sits alongside Interstate 405 and a drainage channel. The neighborhood, from a street network view, is similar to that of a large, dead-end cul-de-sac. Travel times to 90 percent of the fire and EMS incidents from all City fire stations ranged from 6:30 minutes at the parcel, to 9:31 minutes to the east, 7:00 minutes to the north, and 5:51 minutes to the northeast. These times are in alignment with the GIS travel time model, showing the first-due unit coverage is past 4:00 minutes travel.

The initial analysis of response capabilities to the site identified that none of the development or adjacent neighborhood is within, or close to, a 4:00-minute travel time for first-due unit coverage. Similar to the single-unit coverage, the development is just outside the 8:00-minute travel time of the last-needed City unit to achieve a multiple-unit Effective Response Force (ERF or First Alarm) coverage to the parcel. The Costa Mesa Fire & Rescue Department uses the response measures as recommended by the National Fire Protection Association (NFPA) Standard #1710 for career fire services deployment.

With concern that the existing condition of the site is outside of the NFPA Standard, the Costa Mesa Fire & Rescue Department requires the mitigation measure of retrofitting existing traffic signals to include Emergency Vehicle Preemption (EVP). Understanding that the comprehensive Citywide Standards of Coverage Assessment and deployment analysis has not been completed at this time, the addition of EVP along the response corridors from Stations 1, 2, 4, 5, and 6, is an acceptable mitigation to improve response capabilities to the site incrementally.

Fire Apparatus Access and Building Construction (Mitigation Measure):

The One Metro West development will be constructed to comply with the fire protection requirements of the California Fire Code and referenced standards as adopted by the Costa Mesa Fire & Rescue Department. During the project screening process, it was identified that the south building and parking and parking garage design and location did not meet the fire apparatus access road or hose pull requirements due to the proximity to Interstate 405. To meet fire code performance objectives, the Costa Mesa Fire & Rescue Department approved an Alternate Materials, Alternate Design and Methods of Construction (AM&M) request for the parking garage with the following three (3) fire protection features in excess of minimum code requirements:

1. Wet standpipes with one (1) 2-1/2" connection shall be provided at, or near, the end of each of the 300' hose pull reaches.
2. An increase fire sprinkler density of .20 GPM/1500 without any corresponding reduction in design area due to the use of quick response sprinkler heads shall be included in the sprinkler system design.
3. Provide a 2-hour firefighter tunnel to reduce the deficient hose pull.

All other apparatus access roads, buildings, and structures on the site shall be designed and constructed to comply with the fire protection requirements of the California Fire Code and referenced standards as adopted by the Costa Mesa Fire & Rescue Department.

Incremental increase in calls for service (Mitigation Measure):

It is anticipated that the addition of residential units, retail uses, and commercial office space will result in significant impacts to calls for service volume based on the call history at the site. There has been nine Fire and EMS calls for service at the 1683 Sunflower Avenue address over the last five years. Six of the nine calls were false alarms, two of the calls occurred on the street in front of the site, and one call was for a dumpster fire in the parking lot. The call history at the site is well below the standard for similar uses. The One Metro West project is a mixed-use development that consists of residential, specialty retail, office, and open space uses. The proposal includes 1,057 multi-family residential units, 25,000 square feet of commercial office spaces, and 6,000 square feet of specialty retail uses, plus open space and circulation.

The Costa Mesa Fire & Rescue Department (CMFR) indicated that, although there are no current plans to increase the number of personnel to service the project area, additional staffing, apparatus, and facilities need to be considered. As specified above, CMFR is currently conducting a comprehensive Citywide Standards of Coverage Assessment and deployment analysis that is independent of this project. The City is also concurrently conducting a Development Impact Fee Study to account for similar changes of use that result in net increases to call volume. It is CMFR's goal to maintain current response service levels to the community, and meet response performance objectives of the City Council. At the conclusion of the assessment and fee study, it is anticipated that a development impact fee will be adopted to mitigate similar projects to the One Metro West Development.

To mitigate the impacts of the increase in call volume, CMFR has accepted the negotiation of fees through a Development Agreement with the City with an understanding that the developer shall pay for their pro-rata fair share of the cost for additional apparatus and facilities, and their pro-rata fair share of the cost for additional staffing either through project revenues as demonstrated in a City-approved fiscal analysis and/or through payment of additional funds as outlined in the Development Agreement.

Through the payment of fees to the Fire Department, the installation additional Emergency Vehicle Preemption along the response corridors, implementation of the three fire protection features exceeding minimum code requirements, and compliance with California Fire Code and referenced standards as adopted by the CMFR, impacts on fire services would be mitigated to below a level of significance.

Jon Neal

Fire Marshal

Costa Mesa Fire & Rescue

Attached:

Map 1 4:00 - Minute First-Due Travel Coverage

Map 2 8:00 - Minute Effective Response Force Travel Coverage

Last 5 years of Fire calls for service history to 1683 Sunflower Avenue:

Number	Alarm Time	Type	Aid	Location	Station	Shift
1505558	06/13/2015 12:13	745	N	1683 SUNFLOWER Ave	S1	A
1510493	10/19/2015 3:07	745	N	1683 SUNFLOWER Ave	S1	C
1511064	11/03/2015 17:06	520	N	1683 SUNFLOWER Ave	S1	B
1511074	11/03/2015 23:08	611F	N	1683 SUNFLOWER Ave	S1	B
1512532	12/12/2015 17:05	735	N	1683 SUNFLOWER Ave	S1	A
1513133	12/30/2015 9:04	611F	N	1683 SUNFLOWER Ave	S1	A
1603477	04/08/2016 6:55	321	N	1683 SUNFLOWER Ave	S1	A
1806771	07/09/2018 14:06	154	N	1683 SUNFLOWER Ave	S1	B
1811664	11/19/2018 14:41	321	N	1683 SUNFLOWER Ave	S1	B

Incidents 1505558, 1510493, and 1512532, with 735 & 745 call "Type" were false alarms.

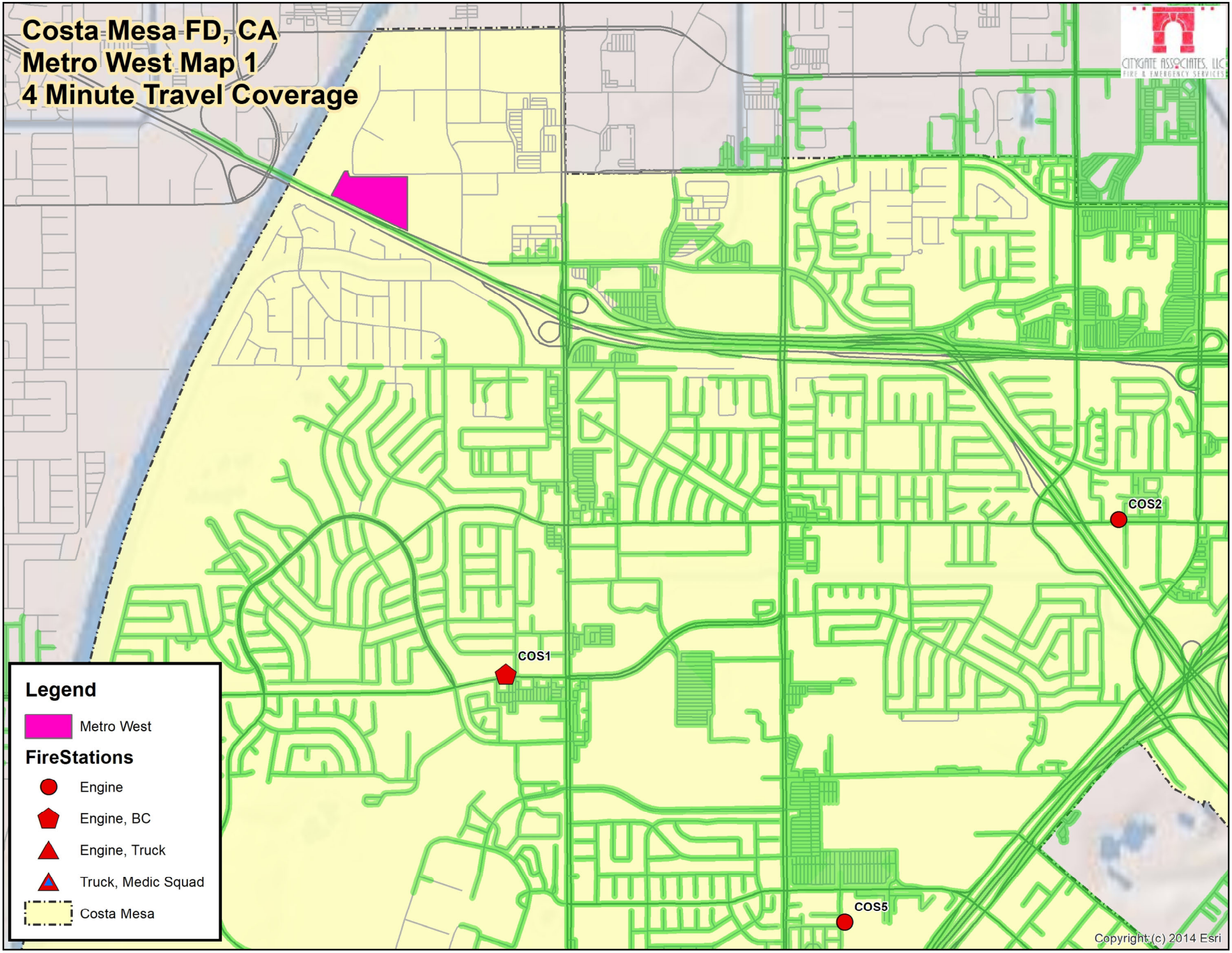
Incidents 1511074 and 1513133 with 611F call "Type" was a false alarm, and cancelled in route.

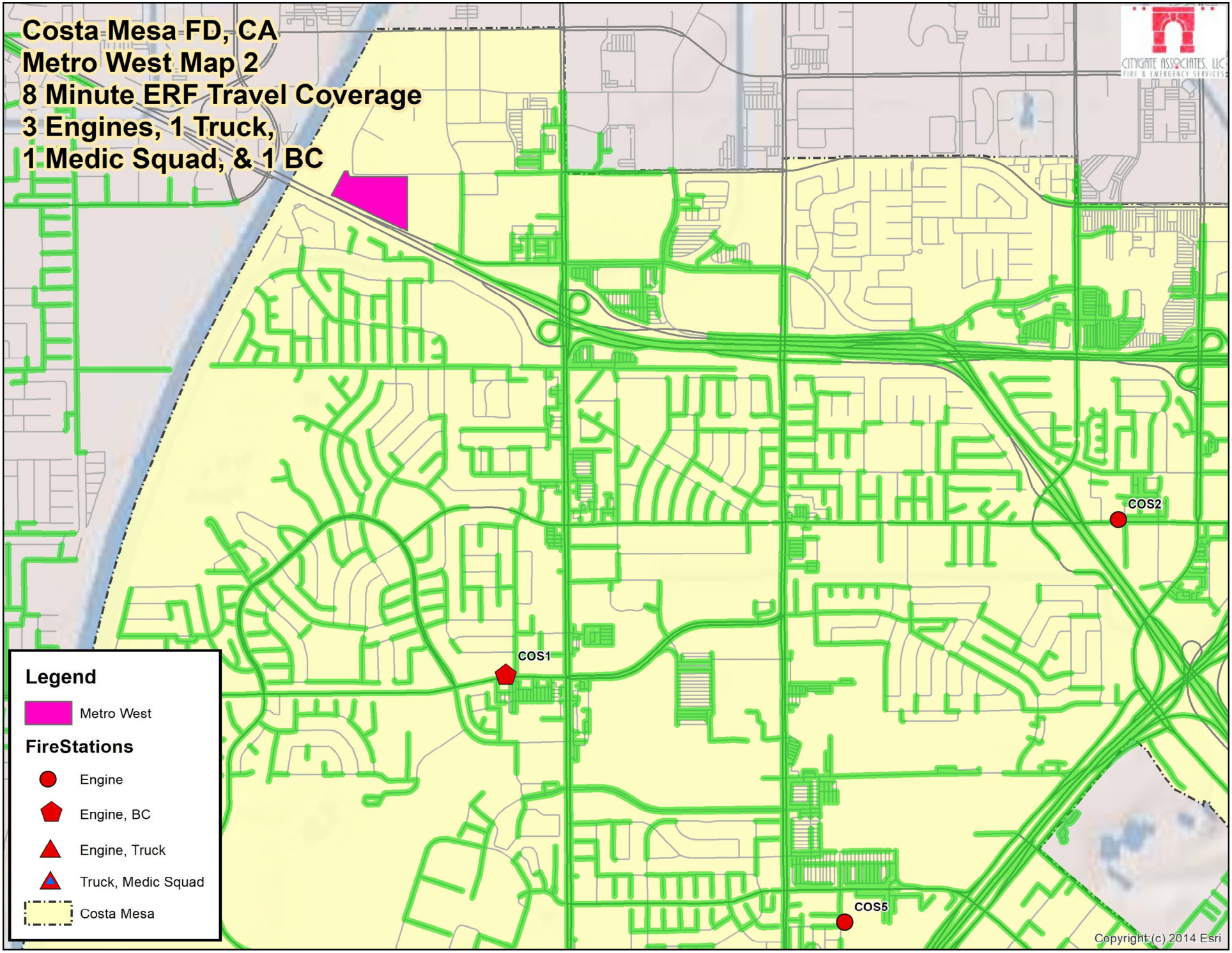
Incident 1511074 with 520 call "Type" was a false alarm for water flow.

Incident 1630477 with 321 call "Type" occurred on Sunflower Avenue and not the property.

Incident 1811664 with 321 call "Type" occurred on Sunflower Avenue and not the property.

Incident 1806773 with 154 call "Type" was a dumpster fire.


Costa Mesa FD, CA
Metro West Map 1
4 Minute Travel Coverage
CITYGATE ASSOCIATES, LLC
FIRE & EMERGENCY SERVICES
COS1
COS2
COS5
Legend
Metro West
FireStations
Engine
Engine, BC
Engine, Truck
Truck, Medic Squad
Costa Mesa
Copyright:(c) 2014 Esri


Costa Mesa FD, CA
Metro West Map 2
8 Minute ERF Travel Coverage
3 Engines, 1 Truck,
1 Medic Squad, & 1 BC
CITYGATE ASSOCIATES, LLC
FIRE & EMERGENCY SERVICES
COS1
COS2
COS5
Legend
Metro West
FireStations
Engine
Engine, BC
Engine, Truck
Truck, Medic Squad
Costa Mesa
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City of Costa Mesa Police Department
Memorandum

DATE: February 3, 2020

TO: Barry Curtis, Economic & Development Services Director

FROM: Bryan Glass, Acting Chief of Police

SUBJECT: ONE METRO WEST PROJECT IMPACTS TO POLICE SERVICES

The proposed area for the One Metro West project is predominately industrial. The development of the project would change the characteristics of the area from industrial to a mixed-use area containing residential, offices, and additional retail that will impact police services. The new mixed-use in the area will create a more intensive use by the individuals living and working in the project area. This will require additional attention by the Police Department to address the increased calls for service, traffic flow and matters, community policing, and crime prevention outreach that may be required for the new mixed-use area.

To address this, the Police Department would be required to look at patrol strategies and its deployment model to address the need to be in the area at a greater frequency than is currently required. This could incrementally increase patrol response times.

In the last five years, the Police Department has experienced a significant rise in calls for service with a cumulative total increase of 25.4% from 2015 through 2019. The annual calls for service comparison is: 2015 to 2016 – 8.7%, 2016 to 2017 – (2.7%), 2017 to 2018 – 18.5%, and 2018 to 2019 – .9%.

Within the calls for service, the number of non-emergency call responses have also continued to rise to a cumulative total increase of 12.2% from 2015 through 2019. The annual non-emergency call responses comparison is: 2015 to 2016 – 1.9%, 2016 to 2017 – 4.8%, 2017 to 2018 – 2%, and 2018 to 2019 – 3.5%.

The significant increase in both calls for service and non-emergency call responses over the last five years has already increased the high workload of Patrol Services, which will be increased with the proposed project.

In May 2011, Management Partners Incorporated provided a report titled, "Police Department Organization Review, Analysis, and Recommendations", which was a high-level organization review of the Costa Mesa Police Department that included a comparison of "Part 1 Crimes" and "Total Calls for Service" to peer agencies (Fullerton, Orange, Huntington Beach, Irvine, and Santa Ana) for 2009 and 2010. These agencies were selected by Management Partners.

In their report, Management Partners indicated Costa Mesa "has a moderate, but slightly above average number of crimes per sworn officer than its peers," "has a fairly high rate of Part 1 crimes relative to its peers," and "the current workload of the police patrol function is fairly high." Their assessment at the time was based on the Department's staffing of 143 sworn officers and both Part 1 Crimes and Total Calls for Service well below what is being handled by the Police Department today. In fact, 2019 Part 1 Crimes are 18.5% higher and 2019 Total Calls for Service are 42.5% higher than their 2010 comparison.

In addition to looking at the previously mentioned workload indicators above, there is the officer per-capita factor. Even though staffing models should not be designed solely based on a per-capita factor, it needs to be considered. Based on Costa Mesa's approximate population of 115,830 and the Police Department's authorized allocation of 136 sworn officers, Costa Mesa's current per-capita is 1.17 officers per 1,000 residents.

On the FBI's 2018 Crime in the US website, they provide average officers per 1,000 inhabitants per regional areas and various populations groups. For the West and a population of 100,000 to 249,000, the average is 1.2 officers per 1,000 inhabitants. The West is broken down in to two individual groups from there. They are Mountain (AZ, CO, ID, MT, NV, NM, UT, & WY) with an average of 1.4 officers per 1,000 inhabitants and the Pacific (AK, CA, HI, OR, & WA) with an average of 1.1 officers per 1,000 inhabitants.

Costa Mesa is within the West overall per-capita and Pacific per-capita averages; however, the population increase generated by the project decreases the ratio further. Additionally, the per-capita factor does not take into consideration the geographic characteristics of the area or the workload generated, demand, and expectations of the community and populations being served.

In April 2011, then Chief Steve Staveley wrote a memorandum titled, "Department Reorganization". At that time, command staff determined it took approximately 5.7 officers to fill one officer position every hour and day of the year. As a preliminary estimate today, it would take at least 1.5 officers to cover one patrol position or shift in the field every day of the year on average. It would be the Department's intention to add at least one patrol position, consisting of both a 4/10 and 3/12 shift, throughout the week to its Patrol staffing model to account for the project.

The City does not have an established development impact fee for new development for police services or an adopted generation factor to determine the appropriate number of additional personnel or patrol vehicles based on population, response times, or other similar metrics. However, based on the character change of the area and the resulting demand that will be placed on the Police Department, the City has determined a minimum of three additional police officers and associated police vehicles would be necessary in order to help offset the demands generated from the project and the changing characteristics of the area.

The Police Department would utilize the three positions to augment its current Patrol staffing model with the additional patrol position, consisting of both a 4/10 and 3/12 shift, throughout the week. This would allow the Police Department to maintain existing

citywide service levels and address the new attention required in the area surrounding the project. The project would not result in the need for a new police station or expansion to existing stations or any other similar physical improvement.

BRYAN GLASS
Acting Chief of Police