

5. Environmental Analysis

5.11 PUBLIC SERVICES

This section addresses the proposed project's impacts to fire and police services. Public and private utilities and service systems, including water, wastewater, and solid waste services and systems, are addressed in Section 5.14, *Utilities, Service Systems, and Energy*.

No impacts relating to schools, libraries, and parks were identified, as substantiated in Chapter 8, *Impacts Found Not to Be Significant*, of this DEIR. These impacts will not be addressed in the following analysis.

5.11.1 Fire Protection and Emergency Services

The information in this Section is based partly on a written questionnaire response by Tamera Rivers, Management Analyst, Orange County Fire Authority dated March 12, 2018. A copy of this response is included in Appendix I of this DEIR.

5.11.1.1 REGULATORY BACKGROUND

State

California Fire Code

The California Fire Code (CFC) comprises Part 9 of Title 24 of the California Code of Regulations. The CFC is updated on a three-year cycle; the 2016 CFC took effect on January 1, 2017. Fire flow requirements are in CFC Appendix B, Table B105.1. Fire hydrant location and distribution requirements are in CFC Appendix C.

California Health and Safety Code

Sections 13000 et seq. of the California Health and Safety Code include fire regulations for building standards (also in the California Building Code; California Code of Regulations Title 24 Part 2); fire protection and notification systems, fire protection devices such as extinguishers and smoke alarms, high-rise building and childcare facility standards, and fire suppression training.

City of San Juan Capistrano

The 2016 CFC is adopted, with certain amendments, as Chapter 8-10, *California Fire Code*, of the City of San Juan Capistrano Municipal Code. The 2016 California Building Code, based on the 2015 International Building Code, is adopted as Chapter 2, *Building Code*, of the City of San Juan Capistrano Municipal Code.

5.11.1.2 ENVIRONMENTAL SETTING

Stations, Apparatus, and Staff

The Orange County Fire Authority (OCFA) provides fire protection and emergency medical services to the City of San Juan Capistrano. OCFA's Operations Department is organized into nine battalions; the project site is in the service area of Battalion 6, which extends from the City of Laguna Beach south to the City of

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San Clemente and inland eastward nearly to the east County boundary. OCFA Battalion 6 includes nine fire stations. Two other agencies operate fire stations in Battalion 6's territory: the Laguna Beach Fire Department operates four fire stations, and the Cleveland National Forest operates the San Juan Hot Springs Fire Station (OCFA 2018).

The nearest fire station to the project site is OCFA Station 7 at 31865 Del Obispo in San Juan Capistrano, about 0.2 mile east of the project site. Station 7 is equipped with one basic life support (BLS) fire engine, one wildland fire engine, one paramedic van, one patrol vehicle, and one water tender. Daily staffing is one captain, one engineer, one firefighter, two firefighter-paramedics, and reserve firefighters (as needed), on each of three shifts (Rivers 2018). Station 7 made 7,450 responses in 2016 including 56 fire incidents and 3,058 emergency medical service (EMS) incidents (OCFA 2017).

The second-closest station to the project site is Station 29 at 26111 Victoria Boulevard in the City of Dana Point, about 2.9 miles to the south. Station 29 is equipped with one paramedic engine and one battalion chief's vehicle; daily staffing consists of one battalion chief, one captain, one engineer, and two firefighters, on each of three shifts (Rivers 2018).

All fire departments in Orange County participate in an automatic aid agreement to ensure that the closest resources are dispatched to an emergency. Automatic aid includes engines, trucks, paramedics, and battalion chiefs.

Response Times

OCFA's response time objectives for emergency incidents and nonemergency incidents in San Juan Capistrano are based on OCFA's adopted performance standards, shown on Table 5.11-1. OCFA's actual average response time for the first-in unit in Station 7's service area in 2017 was 6 minutes 39 seconds, in accordance with the standard shown below.

Table 5.11-1 OCFA Adopted Performance Standards

Activity / Incident Type	80 Percent Goal (from receipt of call to arrival onsite)
First Response Unit	7 minutes and 20 seconds
First Engine Truck STR	7 minutes and 20 second
First Truck	12 minutes
First Basic Life Support (BLS) Response Unit	7 minutes and 20 seconds
First Advanced Life Support (ALS) Response Unit	10 minutes and 0 seconds
First Paramedic Assessment	7 minutes and 20 seconds

Source: Rivers 2018.

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Funding

Funding for OCFA services in San Juan Capistrano comes primarily from the City's General Fund, which is financed mostly through sales and property taxes. San Juan Capistrano is also a Structural Fire Fund member city of OCFA and pays for emergency services by a direct allocation of property tax revenue (Rivers 2018).

Private developments in the City typically enter into secured fire protection agreements with OCFA to allow OCFA to address potential impacts of projects on fire services around the project area. In this agreement, the developer is assessed \$600 per dwelling/equivalent-dwelling unit where one equivalent dwelling unit is 11,111 square feet (Rivers 2018).

5.11.1.3 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.

5.11.1.4 ENVIRONMENTAL IMPACTS

The following impact analysis addresses thresholds of significance for which there are potentially significant or less than significant impacts. Effects of the project determined to have no impact are identified and described in Chapter 8 of this DEIR. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.11-1: The proposed project would introduce new structures, workers, and visitors into the OCFA's service boundaries, resulting in a slight increase in demands for fire protection and emergency medical services. [Threshold FP-1]

Impact Analysis:

Construction

Construction of the proposed project is not expected to increase demand for fire protection and emergency medical services, however, the construction activities has the potential to result in temporary traffic detours and disruptions. To address fire and emergency access needs, the project applicant is responsible for the preparation and submittal of a construction area traffic management plan. As described in Chapter 3, *Project Description*, the plan would be required to identify truck routes and traffic controls in the event of limited access or closure of any traffic lanes, parking lanes, parkways or any other public right-of-way is required. Fire and emergency vehicles would have access to the project site via Del Obispo Street, Paseo Adelanto, and Los Rios Street. During the development review process the project applicant would be required to coordinate

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with OCFA to ensure adequate emergency vehicle access during all phases of construction. Therefore, construction activities would not interfere with response times or service ratios and impacts would be less than significant.

Operation

The proposed project would result in the development of 64,900 square feet of commercial and office land uses, resulting in an increase of approximately 250 employees. Project development would result in a slight increase in demands for fire protection and emergency medical services. OCFA determined that it can serve the project with existing firefighting stations, apparatus, and staff, and that project development would not require the OCFA to build new or expanded fire stations or obtain additional apparatus and staff (Rivers 2018). Therefore, impacts would be less than significant.

Further, the proposed project would be required to comply with all applicable fire code and ordinances for construction, access, water mains, fire flows, and fire hydrants. For example, site plans would be submitted to OCFA to ensure compliance with OCFA standard conditions, including fire flow requirement based upon the tenant type, building size, and building type. Access to and around structures would meet OCFA and CFC requirements. The project would provide restricted, emergency-only access along the eastern boundary of the site, via gated entries from both River Street and the southern parking pool. Fire personnel will be provided exclusive access via installation of a Knox Box. Compliance with OCFA requirements would ensure adequate provision of resources.

In order to ensure adequate level of fire protections service within the City of San Juan Capistrano, OCFA typically enters into a Secured Fire Projection Agreement with private developers. As stated, the proposed project would not require the construction of a new fire station or additional personnel. However, the project applicant will enter into a Secured Fire Protection Agreement with OCFA to address any incremental impacts to fire facilities and services. Additionally, project operation would generate tax revenue, part of which would be available to fund OCFA through the City's General Fund and Structural Fire Fund.

Level of Significance Without Mitigation: Impact 5.11-1 would be less than significant.

5.11.1.5 CUMULATIVE IMPACTS

The area considered for cumulative impacts is OCFA's service area consisting of 23 incorporated cities contracting with OCFA for fire protection and all of the unincorporated area in Orange County. The service area spans 571 square miles with a population of about 1.8 million. OCFA operates 72 fire stations with daily staffing of 331 sworn firefighters and firefighter/paramedics on each of three shifts. Ten other cities in Orange County operate their own fire departments, and the Los Angeles County Fire Department serves the City of La Habra. OCFA and all fire departments in Orange County participate in an automatic aid agreement to ensure that the closest resources are dispatched to an emergency.

Regional growth would increase demands for fire protection and emergency medical services. The population of Orange County is forecast to increase from about 3,157,000 in 2015 to 3,461,000 in 2040, a net increase of 304,000 or about 9.6 percent. Employment in the County is projected to increase from approximately

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1,633,000 in 2015 to 1,899,000 in 2040, a net increase of 266,000 or about 16.3 percent (SCAG 2016). Cumulative growth anticipated in the region would generate increased tax revenues to cities and Orange County. Some of those revenues would be available to fund construction of new or expanded fire stations; purchase additional apparatus; and/or hire additional staff. Such additional revenue would offset potentially adverse impacts of increased development. In addition, similar to the proposed project, each of the cumulative projects would be subject to Title 24 Building Code regulations and individually subject to OCFA review and compliance with all applicable construction-related and operational fire safety requirements. Cumulative impacts would be less than significant, and project impacts would not be cumulatively considerable.

Level of Significance Without Mitigation: Cumulative impacts related to fire protection services would be less than significant.

5.11.1.6 EXISTING REGULATIONS AND STANDARD CONDITIONS

This analysis assumes compliance with all applicable laws. The following codes, rules, and regulations pertain to fire protection and were described in detail in Sections 5.11.1.1 of this DEIR and are listed below.

State

- California Fire Code (Title 24, California Code of Regulations, Part 9)
- California Building Code (Title 24, California Code of Regulations, Part 2)

Local

- San Juan Capistrano Municipal Code, Chapter 8-10, California Fire Code
- San Juan Capistrano Municipal Code, Chapter 2, Building Code

5.11.1.7 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Impact 5.11-1 would be less than significant.

5.11.1.8 MITIGATION MEASURES

No mitigation measures are required.

5.11.1.9 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts would be less than significant.

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5.11.2 Police Protection

The information in this section is based partly on a written questionnaire response by Lieutenant Carl Bulanek of the Orange County Sheriff's Department dated March 21, 2018; a copy of this response is included in Appendix I of this DEIR.

5.11.2.1 ENVIRONMENTAL SETTING

Staff and Station

The Orange County Sheriff's Department (OCSD) provides police protection to the City of San Juan Capistrano. Deputies serving San Juan Capistrano are based at OCSD Southwest Station at 11 Journey in the City of Aliso Viejo. The Southwest Station has a service area of 72 square miles including six cities— Aliso Viejo, Dana Point, Laguna Hills, Laguna Niguel, Laguna Woods, San Clemente, and San Juan Capistrano— with a population of over 296,000; 270 sworn and professional staff are assigned to the Station. In addition to patrol services, the station houses Southwest Operations support personnel, Southwest Investigations, the Regional Traffic Office, and several other specialized investigative teams (OCSD 2018). A total of 30 OCSD personnel are assigned to the City of San Juan Capistrano, including 1 lieutenant, 5 sergeants, 2 investigators, 19 deputies, and 2 community services officers.

OCSD services include staffing for calls for service, patrol, traffic enforcement, investigations, and specialized enforcement activities (e.g., Red Light Camera system duty). Sherriff services, including homicide, sex, and economic crime investigations, are also supplied to the City. OCSD also maintains mutual aid agreements with surrounding contracted Sherriff's cities, which supply manpower and resources during emergency events.

Response Times

The City's staffing levels are based on response times and crime rates in the City. Emergency calls receive the quickest response, with alarm calls and non-emergency calls having longer response times. Desired response times for south county cities for both Priority 1 (i.e., red light/siren) and Priority 2 (i.e., urgent, no lights/siren) calls are:

- 5 minutes or less for Priority 1 calls (lights and siren)
- 12 minutes or less for Priority 2 calls (urgent; no lights and siren)

Actual average response times in San Juan Capistrano in 2017 were:

- 4 minutes 41 seconds for Priority 1 calls
- 13 minutes 15 seconds for Priority 2 calls (Bulanek 2018)

Thus, OCSD is currently meeting its response time goal for emergency (Priority 1) calls in San Juan Capistrano; and response times for Priority 2 calls are slightly longer than the goal.

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Funding

OCSD Field Operations and Investigative Services Command operations are funded mostly from charges for services from contract cities served by OCSD, and the County's General Fund. The County's General Fund is financed mainly through intergovernmental revenues and property taxes.

5.11.2.2 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:

- 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.

5.11.2.3 ENVIRONMENTAL IMPACTS

The following impact analysis addresses thresholds of significance for which there are potentially significant or less than significant impacts. Effects of the project determined to have no impact are identified and described in Chapter 8 of this DEIR. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.11-2: The proposed project would introduce new structures, workers, and visitors into the Orange County Sheriff's Department's service boundaries resulting in an increase in demands for police protection facilities and personnel. [Threshold PP-1]

Impact Analysis:

Construction

Construction activities on the site would occur over a period of approximately 17 months. During construction activities there is a potential for increased theft, vandalism, and trespassing. However, the project applicant will be required to ensure that site access is restricted and adequate security is maintained to prevent unlawful trespass, vandalism, theft of construction materials and/or equipment, and other property crimes. Additionally, implementation of the project's construction area traffic management plan would ensure that road or lane closures do not affect response times by law enforcement agencies. With prior notification of construction schedules, lane closures, etc., OCSD will be able to respond in a timely manner to emergency calls in the affected area. Therefore, construction activities would not interfere with response times or service ratios and impacts would be less than significant.

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Operation

The proposed project would result in the development of 64,900 square feet of commercial and office land uses, resulting in an increase of approximately 250 employees. The proposed uses and increase in employees and visitors to the project site would increase calls for police services. OCSD anticipates that it will be able to serve the proposed project with existing stations, staff, and equipment, and that it would not need to build new or expanded Sheriff's stations—or obtain additional staff or equipment—to serve the project (Bulanek 2018). Therefore, law enforcement personnel will be able to respond in a timely manner to emergency calls in the affected area and impacts would be less than significant.

Additional tax revenue generated by implementation of the proposed project would also contribute to the City's General Fund, which could be allocated to fund additional police services.

Level of Significance Without Mitigation: Impact 5.11-2 would be less than significant.

5.11.2.4 CUMULATIVE IMPACTS

The area considered for cumulative impacts to police protection is OCSD's service area consisting of all the unincorporated County areas plus 13 incorporated cities. Total OCSD staffing is 3,498 organized into four commands; patrol and traffic deputies and detectives work in one of those commands (Field Operations & Investigative Services) (Orange County 2017). OCSD stations are in Santa Ana, Stanton, Aliso Viejo, Lake Forest, and San Clemente.

The project in combination with continued growth and intensification in land uses in OCSD's service area would contribute to a cumulative impact on their resources and operations. Over time, such increased demands are expected to require additional deputies, civilian personnel, and equipment, including vehicles, weaponry, communications equipment, and office furniture. However, other projects would generate increased tax revenues to cities and Orange County. Some of those revenues would be available to fund construction of new or expanded Sheriff's stations; purchase additional equipment; and/or hire additional staff. Similar to the proposed project, each of the cumulative projects would be subject to review from the applicable law enforcement agency and would be required to comply with all applicable safety requirements of the law enforcement agency and the applicable city in order to adequately address police protection service demands. As a result, cumulative impacts to law enforcement services would not be cumulatively considerable and would be less than significant.

Level of Significance Without Mitigation: Cumulative impacts related to police protection services would be less than significant.

5.11.2.5 EXISTING REGULATIONS AND STANDARD CONDITIONS

No regulations govern law enforcement facilities.

5.11.2.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Impact 5.11-2 would be less than significant.

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5.11.2.7 MITIGATION MEASURES

No mitigation is needed.

5.11.2.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts would be less than significant.

5.11.2.9 REFERENCES

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