

V. ENVIRONMENTAL IMPACT ANALYSIS
J. PUBLIC SERVICES
1. FIRE PROTECTION

ENVIRONMENTAL SETTING

The County of Los Angeles Fire Department (LACFD) provides fire protection and emergency medical services for the City of Malibu. The Department's operations are divided into nine operational Divisions, which are composed of 20 Battalions serving unincorporated areas of Los Angeles County and 57 contract cities (including the City of Malibu).¹ The Project Site is located within Battalion 5. According to the LACFD, Fire Station 88 is the primary station serving the Project Site. There are also several additional fire stations in the area available to respond to an incident at the Project Site.² Table V.J-1 identifies these fire stations, and provides service information including the distances from each station to the Project Site, addresses, staffing, and average response time.

Table V. J-1
Fire Stations Serving the Project Area

Station No.	Address	Equipment	Staff	Distance to Project Site (miles)	Average Response Time (minutes)
88	23720 W. Malibu Road	1 Telesquirt ^a 1 Paramedic Ambulance	5	0.6	2.3
70	3970 Carbon Canyon Road	1 Engine	4	2.4	6.5
67	25801 Piuma Road	1 Engine	3	6.0	20.4
71	28722 W. Pacific Coast Highway	1 Engine 1 Paramedic Ambulance	5	6.9	20.6

Notes:
^a A "Telesquirt" is an engine with an extendable ladder.
Source: Letter from David R. Leininger, Chief, Forestry Division, County of Los Angeles Fire Department, April 7, 2003

¹ County of Los Angeles Fire Department at <http://www.lacofd.org/CRO/pfd/2001%20Stat%20Summary.pdf>, May 27, 2003.

² Written correspondence with David R. Leininger, Chief, Forestry Division, Prevention Bureau, County of Los Angeles Fire Department, April 7, 2003.

Water Supply

The City of Malibu's water supply is provided by the Metropolitan Water District of Southern California (MWD). Water infrastructure serving the Project Site is maintained by the Los Angeles County Department of Public Works, Waterworks District 29. Currently, the City of Malibu receives water through a 30-inch water main running along Pacific Coast Highway and smaller water mains beneath Civic Center Way and Cross Creek Road. These mains range in size from six inches to twelve inches. Smaller mains branching off of these mains range from four inches to eight inches. There are no water mains, groundwater pumping wells, or water storage systems at or near the Project Site. A discussion of the existing gravity storage reservoir capacity of the water supply system as it relates to the reliability of delivering fire flow to the Proposed Project, and the Los Angeles County Department of Public Works Civic Center Water Infrastructure Improvements Plan, is presented in Section VI.3. Public Utilities – Water.

The required water supply for fire suppression varies with the type of development, life hazard, type and level of occupancy, and degree of fire hazard (based on such factors as building age or type of construction). This required water supply is termed the "fire flow," and measures the performance capacity of water lines to supply water with adequate pressure during emergencies. The LACFD fire flow requirements are based on the type of land use, size of structures, number of floors, building materials used, and location and presence of sprinklers and hydrants, among other factors. According to the LACFD, commercial uses (such as those proposed for the Proposed Project) can require fire flows up to 5,000 gallons per minute (gpm) at 20 pounds per square-inch (psi) pressure for up to a five hour duration.³

Local Wildfire Hazards

The Santa Monica Mountains are considered particularly susceptible to wildfires due to several factors including: climate patterns and weather conditions; fire adaptation of vegetation types; slope steepness; and frequency of fires caused by human activity. The LACFD ranks the Malibu areas of the Santa Monica Mountains, including the Project Site, as Fire Zone 4, or Very High Fire Hazard Severity Zone (VHFHSZ), the highest fire hazard category in Los Angeles County.⁴ The Fire Code states that no building within a designated VHFHSZ (~~formerly called "Mountain Fire District"~~) shall be located more than 1,000 feet from a fire hydrant with the distance being measured along a route providing reasonable access. In addition, the Chief Engineer of the LAFD needs to report that adequate fire protection exists or is in the process of being provided in VHFHSZs.

³ *Written correspondence with David R. Leininger, Chief, Forestry Division, Prevention Bureau, County of Los Angeles Fire Department, March 3, 2003.*

⁴ *Ibid.*

The California Department of Forestry and Fire Protection also ranks the Santa Monica Mountains area as being a critical fire hazard area, giving it a Class III, or highest hazard, rating. Class III areas are defined as those areas having more than nine extremely critical fire hazard days per year. The rating system takes into account the fuel load (the quantity of flammable vegetation per unit of land area), weather conditions, and the slope of the terrain.

The Project Site is mostly cleared of native flora because of past commercial nursery uses. The entire site is routinely disked for fire suppression measures. The grade of the site is mainly flat from Civic Center Way to the north boundary of Parcel A. Parcel C, the site of the proposed Civic Center, abuts the southerly base of the Santa Monica Mountains, as does the north end of Parcel B, where a parking lot is proposed to be located. A Fuel Modification Plan has been developed and approved by to the LACFD to mitigate potential grading, slope and associated wildfire impacts within the northern areas of the project site (see Figure V.J-1).

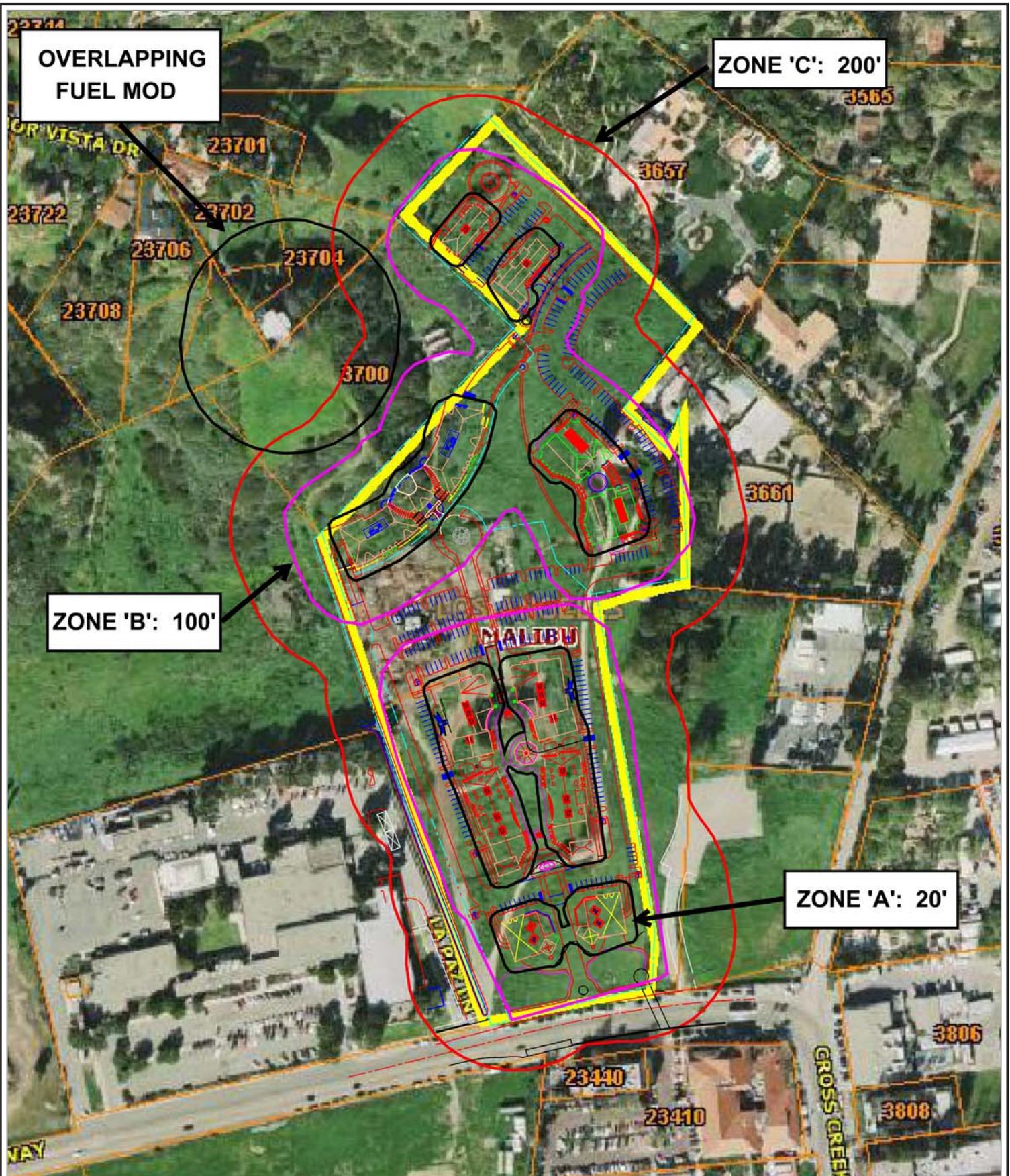
Access

The Project Site is currently served by an access way at Civic Center Way, and an unimproved fire access road from Civic Center Way to the rear of the site, ~~and a dirt access way through the Project Site to the adjacent residential property.~~ These access ways adequately serve the current land uses on the Project Site.

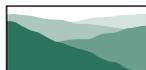
Additional Services

In 1950, the California Fire Service and Rescue Emergency Plan was adopted as a mutual aid plan for the state. Under the plan, mutual aid is made available under “local emergency,” “state of emergency,” and “state of war emergency” situations or any other situation that warrants mutual aid. The plan warrants:

1. Systematic mobilization, organization, and operation of fire service resources of the state and its political subdivisions in mitigating the effects of disaster.
2. Comprehensive and compatible plans for the expedient mobilization and response of available fire service resources on a local, area, regional, and statewide basis.
3. Establishment of guidelines for recruiting and training auxiliary personnel to augment regularly-organized fire personnel during disaster operations.
4. Annual update of fire service inventory of all personnel, apparatus, and equipment in California.
5. Plan and communication facilities for the interchange and dissemination of fire-related data, directives, and information between fire officials of local, state, and federal agencies.



Source: Schmitz & Associates, March 2007.



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Figure V.J-1
Fuel Modification Plan
Proposed Project

6. Coordination and implementation at the state level of government (Chief, State Fire and Rescue Coordinator).⁵

In the event of major fires, the LACFD maintains mutual aid agreements with cities and counties throughout the state so that additional personnel and fire-fighting equipment can assist the LACFD on an “at need” basis. The Old Topanga Fire, which occurred in November 1993, represented the largest mobilization of emergency resources within a 24-48 hour period in the history of the United States, with resources represented from every state west of the Continental Divide.⁶

ENVIRONMENTAL IMPACTS

Thresholds of Significance

The City of Malibu General Plan EIR considers the impacts created by a project as being significant if implementation would:

- Result in an increased demand for public services which exceeds the existing fire supply or capacity of service personnel and/or facilities, or
- Alter the nature of demand for public services causing increased costs or service delivery limitations.

The CEQA Guidelines (Appendix G) identifies applicable criteria for determining whether a project’s impacts are considered to have a significant effect on the environment. A project is considered to create a significant impact if:

- It would result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the 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.

Project Impacts

It is generally assumed that the frequency and nature of emergency calls increase as the intensity of activity in an area increases. The Proposed Project would include the new development of 132,058 square feet of commercial and office floor area, including a new City Hall. Therefore, the Proposed

⁵ *California Fire Service and Rescue Emergency Mutual Aid System, Fire and Rescue Branch, Governor’s Office of Emergency Services, 2002.*

⁶ *Official Report of Old Topanga Incident, County of Los Angeles Fire Department, November 20, 1995 (updated).*

Project will increase the level of human occupancy and activity on-site, and this level of activity could result in a likely increase in the percentage of emergency calls to the Project Site.

Although the Proposed Project is located within 0.6 miles of the nearest fire station, the increase in human activity on the Site would increase demands upon existing fire protection resources in the general area. According to the LACFD, additional service provisions, including staff, equipment, and stations are already needed.⁷ For this reason, the LACFD has stated that the Applicant should incorporate all feasible mitigation measures, including contributing to the Developer Fee Program, into the project to reduce potential impacts on fire protection services.

The Project Site is not currently served by water infrastructure such as water mains or fire hydrants. This lack of water services for fire protection on the Project Site would have a significant impact on fire protection. As discussed in Section V.I.3, Public Utilities, Water, water infrastructure must be provided in order to serve the Proposed Project. –Without infrastructure provisions and improvements, water services to the Project Site would be insufficient to meet the needs of the Project, including fire protection requirements.

Water mains and on-site water distribution infrastructure needed to provide adequate fire protection services would be provided using the same water service infrastructure described in the Public Utilities Section and identified as required mitigation (See Section V.I, Water). The water pressure needed to supply the required fire flow of 2,625 gallons per minute (gpm) at 20 pounds per square inch (psi) residual pressure for 2 consecutive hours would be provided by connecting the proposed on-site water infrastructure to the existing mainline in Civic Center Way, consistent with all applicable code and ordinance requirements for construction, water main fire flows and fire hydrants. As illustrated in Figure V.J.-2, Fire Accessibility Site Plan Proposed Project, a total of eleven new fire hydrants would be connected throughout the Proposed Project. Approval for the “Hydrant Location and Access Only” portion of the Plan was obtained from the County of Los Angeles Fire Department, Fire Protection and Engineering Unit, on 19 January 2006. The fire-flow was approved by the County of Los Angeles Fire Department, Fire Protection and Engineering Unit, on 27 February 2007. Therefore, with implementation of these requirements, and the mitigation measures in this Section and Section V.I.3 Public Utilities, Water, impacts to fire protection services would be less-than significant.

The LACFD requirements specify that a maximum grade of 15 percent is allowed for up to 150 feet if the topography requires it, for a maximum average site grade of 17 percent.⁸ The project site is relatively level with the exception of the north end of the Project Site, which has a slope gradient that exceeds the maximum gradient allowed by the LACFD. While most of the Proposed Project is located on land that has a less than ten percent grade, the north boundary is characterized by steeper slopes, which could pose

⁷ Written correspondence with David R. Leininger, Chief, Forestry Division, Prevention Bureau, County of Los Angeles Fire Department, March 3, 2003.

⁸ *Ibid.*

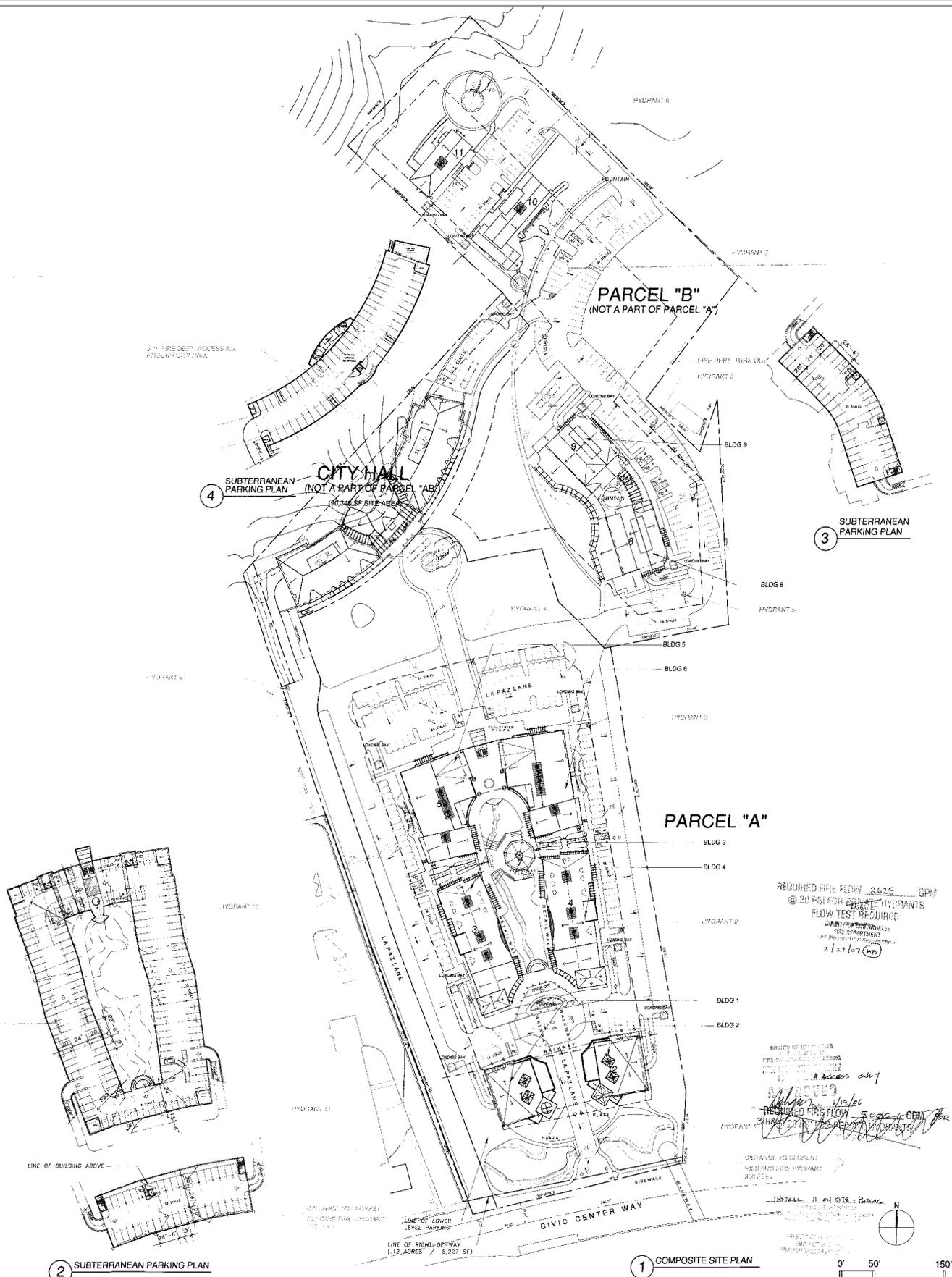
a fire risk to developments located upslope. The built portion of the Proposed Project will be graded to comply with the LACFD requirements. A ~~Fuel m~~Modification plan will need to be ~~has been~~ developed and ~~submitted~~ approved by to the LACFD for ~~approval~~ to mitigate potential grading, slope and associated wildfire impacts within the northern areas of the project site (see Figure V.J-1).

Access

The proposed site plan identifies two access roadways including one primary driveway providing access to Parcels A, B, and C and a secondary extended driveway along the project site's western property line, providing additional access to Parcel C. The primary access driveway, known as La Paz Lane, will provide direct access to Parcel A, and indirect access to Parcels B and C through the internal circulation system and surface parking lots. The secondary access driveway will provide isolated access to the subterranean parking structure for the City Hall on Parcel C. Both access driveways will be developed in accordance with all applicable fire access codes and standards, ~~and t~~ The proposed development plans will be required to be ~~have been~~ submitted to and preliminarily approved by the LACFD ~~prior to construction~~ (see Figure V.J-2). The Final development plans will be required to be submitted to and approved by the LAFD prior to construction. Thus, impacts associated with fire services and apparatus accessibility would be less than significant

CUMULATIVE IMPACTS

A cumulative increase in demand for fire protection and emergency medical services is expected to occur as a result of development of the Proposed Project and the related projects identified in Section IV. Specifically, development of the Proposed Project in conjunction with the related projects would demand additional LACFD staffing, equipment, and facilities over time. However, this need would be funded via existing mechanisms (e.g., property taxes, government funding, and developer fees) to which the Proposed Project and related projects would contribute. In addition, similar to the Proposed Project, each of the related projects would be individually subject to LACFD review, and would be required to comply with all applicable fire safety requirements of the LACFD and City of Malibu in order to adequately mitigate fire protection service impacts. However, as discussed in Section V.I.3 Public Utilities, Water, while water supply exists and is adequate, full water service to the Proposed Project and related projects cannot be guaranteed because of inadequate water storage and distribution infrastructure. To mitigate this potential impact, the Proposed Project would be required to provide a fair share contribution toward the construction of cumulative water system projects (identified as mitigation measure 2 in Section V.I.3 Public Utilities, Water). Compliance with these requirements would ensure the water pressure and supply needed to provide adequate fire protection services. Therefore, with implementation of these requirements, mitigation measures, and construction of the cumulative water system projects, cumulative impacts on fire protection and emergency medical services would be less than significant.



2) SUBTERRANEAN PARKING PLAN

1) COMPOSITE SITE PLAN

Source: DCA Architects, Inc., 12/12/05.



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Figure V.J-2
Fire Accessibility Site Plan
Proposed Project

MITIGATION MEASURES

In order to establish that all appropriate fire protection measures have been incorporated into the Proposed Project, the following mitigation measures are required:

1. The Project shall comply with all applicable code and ordinance requirements for construction, emergency access, water main fire flows and fire hydrants. ~~This includes those mitigation measures listed in Section V.I.3, Public Utilities, Water, regarding the water facility needs such as but not limited to, reservoirs, pumping stations and pressure regulators, off-site water mains, and distribution mains.~~
2. The Applicant shall ~~participate in an appropriate financing mechanism such as a~~ pay a uniformly applied developer fee or an in-kind consideration in lieu of developer fees, to provide funds for fire protection facilities which are required by new commercial, industrial or residential development in an amount proportionate to the demand created by the Proposed Project. Currently, the developer fee is a set amount per square foot of building space, adjusted annually, and is due and payable at the time a building permit is issued. ~~In the event that the developer fee is no longer in effect at the time of building permit issuance, alternative mitigation measures shall be required.~~
3. ~~Upon project approval and prior to the issuance of building permits, the Applicant shall submit to the LACFD for review a fuel modification zone plan which includes all required zones, including:~~
 - a) ~~Zone A — A setback zone of at least 20 feet must be established between structures and the following zone. Zone A may include selected and limited vegetation.~~
 - b) ~~Zone B — An irrigation zone consisting of thinned native or existing vegetation as well as irrigated vegetation that is fire resistant and drought tolerant may occupy this area.~~
 - c) ~~Zone C — The fuel load in this area shall be reduced by the removal, thinning and maintenance of existing vegetation. Vegetation may become more highly concentrated as the zone moves away from the built environment.~~
 - d) ~~a) Zone D — The interface thinning zone consists of native vegetation maintained to be less hazardous by the thinning but not removal of flora.⁹ [This measure has been complied with.]~~
4. Development may require fire flows up to ~~5,000~~ 2,625 gallons per minute at 20 pounds per square inch residual pressure for up to a ~~five~~ two-hour duration, as specified by the Los Angeles County

⁹ *Fuel Modification Plan Guidelines, County of Los Angeles Fire Department, Fuel Modification Unit, Prevention Bureau, Forestry Division, January 1998.*

Fire Department. Final fire flows will be based on the size of the buildings, their relationships to other structures, property lines, and types of construction used.

5. Fire hydrant spacing shall be 300 feet and shall meet the following requirements:
 - a) No portion of lot frontage shall be more than 200 feet via vehicular access from a public fire hydrant.
 - b) No portion of a building shall exceed 400 feet via vehicular access from a properly spaced public fire hydrant. Additional hydrants will be required if hydrant spacing exceeds specified distances.
6. Turning radii shall not be less than 32 feet. This measurement shall be determined at the centerline of the road. A Fire Department approved turning area shall be provided for all driveways exceeding 150 feet in length and at the end of all cul-de-sacs. The on-site driveway is to be within 150 feet of all portions of the exterior walls of the first story of any building. All on site driveways shall provide a minimum unobstructed width of 26 feet, clear-to-sky. The 26 foot width will be increased to:
 - a) 34 feet in width when parallel parking is allowed on one side of the access roadway/driveway. Preference is that such parking is not adjacent to the structure.
 - b) 42 feet in width when parallel parking is allowed on each side of the access roadway/driveway.
7. "Fire Lanes" are any ingress/egress, roadway/driveway with paving less than 34 feet in width, and will be clear-to-sky. All "Fire Lanes" will be depicted on the final map.
8. For streets and driveways with parking restrictions: The entrance to the street/driveway and intermittent spacing distances of 150 feet shall be posted with Fire Department approved signs stating "NO PARKING – FIRE LANE" in three-inch high letters. Driveway labeling is necessary to ensure Fire Department access.
9. All proposals for traffic calming measures (speed humps/bumps, traffic circles, roundabouts, etc.) shall be submitted to the Fire Department for review prior to implementation.
10. As required by Section 1117.2.1 of the County Fire Code, a Fuel Modification Plan, a landscape plan and an irrigation plan shall be submitted to the LACFD prior to construction. Said plans shall be reviewed and approved by the Forestry Division of the County of Los Angeles Fire Department for reasonable fire safety.

LEVEL OF SIGNIFICANCE AFTER MITIGATION

Following the implementation of all mitigation measures required by the LACFD, the impact of the Proposed Project on fire protection services would be less than significant. Specifically, water related impacts to fire service will be reduced to less than significant levels by the implementation of the mitigation measures listed above and those listed in Section V.I.3, Public Utilities, Water, which designate the provision of water infrastructure to serve the Project Site.

V. ENVIRONMENTAL IMPACT ANALYSIS
J. PUBLIC SERVICES
2. POLICE PROTECTION

REGIONAL AND ENVIRONMENTAL SETTING

Police protection, enforcement, and emergency services in the City of Malibu are provided by the Los Angeles County Sheriff's Department (LACSD) on a contract basis with the City.

Los Angeles County Sheriff's Department

The LASD is the principal law enforcement agency for 40 contract cities, including the City of Malibu, and the unincorporated areas of Los Angeles County. The LASD's Malibu/Lost Hills Station, located at 27050 Agoura Road in Agoura Hills, serves the City of Malibu. This station also serves the cities of Agoura Hills, Calabasas, Westlake Village, and Hidden Hills, as well as the surrounding unincorporated areas of the County. The Malibu/Lost Hills station has 17 sworn deputies assigned to Malibu, and a total of 110 sworn staff at the Malibu/Lost Hills station. The 17 deputies assigned to Malibu are spread over three shifts: four deputies on the early morning shift, six deputies on the day shift, and seven deputies on the night shift.¹⁰

Unlike fire protection services, police units are often in a mobile state; hence, the actual distance between a headquarters facility and the Project Site is often of little relevance in responding to emergencies. Instead, the number of officers out on the street is more directly related to the realized response time. Response time is defined as the total time from when a call is dispatched until the time that a police unit arrives to the scene. Calls for police assistance are prioritized based on the nature of the call. The average response times for each type of call during the 2002 calendar year and the LASD's goals for those response times are listed in Table V.J-2. As Table V.J-2 shows, all times are well within the established goals of the Department.

¹⁰ Deputy Scott Fuquay, County of Los Angeles Sheriff's Department, June 19, 2003.

**Table V.J-2
Average Response Times in the City of Malibu, 2002**

Type of Call for Service	Response Time (minutes) ^a	LASD's Goal (minutes) ^b
Emergency	6.3	10
Priority	9.8	20
Routine	19.8	60

*Phone correspondence with Mark Rediger, Law Enforcement Technician, LASD, Malibu/Lost Hills Station, January 10, 2005.
Captain Thomas Martin, LASD, Malibu/Lost Hills Station, June 9, 2003.*

The crime rate, which represents the number of crimes reported, affects the anticipated projected needs for staff and equipment for the LASD within the City of Malibu. It is logical to anticipate that an area's crime rate will increase as the population, degree of activity, and opportunity for crime increases. However, because a number of other factors also contribute to the resultant crime rate such as police presence, crime prevention measures, and on-going legislation and funding, the potential for increased crime rates is not necessarily directly proportional to increases in land use activity. Table V.J-3 provides City of Malibu reported "Part 1" crimes¹¹ by occurrence for the 2003 calendar year.

**Table V.J-3
Reported Part 1 Crimes by Occurrence**

Type of Crime	Number of Crimes
Domestic Violence	2
Arson	5
Forcible Rape	5
Robbery	8
Aggravated Assault	37
Grand Theft Auto	41
Burglary	77
Larceny Theft	232
Total Part 1 Crimes in the City of Malibu	405

Source: Los Angeles County Sheriff's Department, Malibu/Lost Hills Station Crime and Arrest Statistics 2003, website: <http://www.lasd.org/sites/yir9600/yir2003/100103.pdf>, January 10, 2005.

¹¹ The Part I crimes include Criminal Homicide, Forcible Rape, Robbery, Aggravated Assault, Burglary, Larceny Theft, Grand Theft Auto, and Arson. Los Angeles County Sheriff's Department, Crime and Arrest Statistics 2003, website: <http://www.lasd.org/sites/yir9600/yir2003/6to7.pdf>, January 10, 2005.

ENVIRONMENTAL IMPACTS

Thresholds of Significance

The City of Malibu General Plan EIR considers impacts to sheriff and police protection services to be potentially significant if implementation of the project would:

- Result in an increased demand for public services which exceeds the existing supply or capacity of the service personnel and/or facilities, or
- Alter the nature of demand for public services causing increased costs or service delivery limitations.

The CEQA Guidelines (Appendix G) identifies applicable criteria for determining whether a project's impacts are considered to have a significant effect on the environment. A project is considered to create a significant impact if:

- Implementation would 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 police protection.

Project Impacts

Construction Impacts

Sheriff service requirements will increase over the existing demands during the construction phase of the Proposed Project. The potential for vandalism and theft will increase due to the presence of construction equipment and building materials, increasing Sheriff's service demands for property protection. The LASD also highly recommends that the Applicant provide a security system, private security personnel and perimeter fencing during construction to discourage trespassing.¹²

Operational Impacts

The Proposed Project consists of 132,058 square feet of commercial, retail, and City Hall space that would add incrementally to the existing demands on the LASD in the City of Malibu. According to the LASD, existing staff levels are adequate to meet the needs of the Proposed Project.¹³ Although the

¹² Captain Thomas G. Martin, Malibu/Lost Hills Station, Los Angeles County Sheriff's Department, June 9, 2003.

¹³ Captain Thomas G. Martin, Malibu/Lost Hills Station, Los Angeles County Sheriff's Department, June 9, 2003.

Proposed Project is anticipated to result in a less than significant impact upon law enforcement services, project impacts may increase the demands for Sheriff Department services during the life of the project. Therefore, mitigation measures identified below are recommended to ensure the project's potential impacts upon Sheriff Department services remain less than significant.

CUMULATIVE IMPACTS

A cumulative increase in demand for Sheriff services is expected to occur as a result of development of the Proposed Project and related projects identified in Section IV, Overview of Environmental Setting. The LASD continuously evaluates needs and services in order to adequately serve its service area. As the Proposed Project would only incrementally create additional service demand to the LASD, its cumulative impact in conjunction with other related projects is less than significant. Therefore, cumulative impacts on Sheriff Department services would be less than significant.

MITIGATION MEASURES

In order to minimize potential security risks and thus limit Sheriff service demands related to the Proposed Project, the following mitigation measures are required:

1. During construction, the Project Developer shall:
 - a. implement a security system;
 - b. hire private security personnel; and
 - c. erect perimeter fencing.

LEVEL OF SIGNIFICANCE AFTER MITIGATION

With implementation of the above listed mitigation measures, impacts to sheriff services would be less than significant.

Applicant Proposed Mitigation Measure based on comments received during DEIR circulation.

1. A 6-foot high wrought iron fence shall be constructed along the northern perimeter of the property sufficient to prevent or discourage pedestrians from accessing the Malibu Knolls neighborhood on foot via the hillside.