

SECTION 3.12

Public Services

3.12.1 Introduction

This section evaluates the potential for the proposed program to result in substantial adverse physical effects associated with the provision of public services, including police protection and fire protection, and whether the proposed program would require new or expanded facilities to maintain acceptable service levels. The analysis is based on review of available information on the police and fire departments, the relevant regulatory ordinances, and a discussion of the methodology and thresholds used to determine whether the proposed program would result in significant impacts, as well as feasible mitigation measures that could reduce or avoid the identified impacts.

Although the category of public services includes schools, libraries, and parks, these public services were not evaluated in this section since the proposed program would not create an increase in population that would increase the use of nearby schools or libraries. The proposed program's potential impact on the need for new parks is addressed in Section 3.13, *Recreation*. See Section 3.12.4.1, *Significance Criteria*, for more information on this conclusion below.

Data used in this section includes review of published documents, information, and public data, the City of Seal Beach General Plan, and the City of Long Beach Municipal Code (LBMC). All information sources used are included as citations within the text; sources are listed in Section 3

3.12.2 Environmental Setting

3.12.2.1 Orange County Fire Authority

The Orange County Fire Authority (OCFA) provides fire protection and emergency medical response services to the City of Seal Beach. OCFA also provides prevention services (e.g., inspections, permits, and drills) within its jurisdiction. OCFA has mutual aid agreements with other jurisdictions and practices unified command in response to potential emergencies. OCFA has adopted the following service standards for the provision of fire protection:

- First-in fire engine should arrive on scene to both medical aids and fires within 5 minutes, 80 percent of the time;
- First-in truck company should arrive on scene to fires within 10 minutes, 80 percent of the time; and
- First-in paramedic company should arrive on scene at all medical aids within 8 minutes, 90 percent of the time.

Additionally, the City of Seal Beach’s Safety Element requires a performance standard of an average total reflex time of seven minutes or less (City of Seal Beach, 2003).

The Seal Beach portions of the program area are served by OCFA Fire Station No. 44, which is located 0.5 miles south of the program area. Fire Station No. 44, located at 718 Central Avenue in Seal Beach, is staffed with three fire captains, three fire apparatus engineers, and three firefighters. According to the Seal Beach General Plan’s Safety Element, which provides the most recent data available, the average emergency and non-emergency response times for Stations 44 is approximately 3 to 5 minutes (City of Seal Beach 2003). Additionally, as mentioned above, LBFD has a mutual aid agreement with OCFA to provide additional fire protection services when necessary (LBFD 2016).

As discussed in Section 3.7, *Hazards and Hazardous Materials*, the program area is not located in a very high fire hazard severity zone associated with wildland fires (CAL FIRE, 2019). However, areas of the wetlands have been previously subject to wildfires.

3.12.2.2 Seal Beach Police Department

The Seal Beach Police Department (SBPD), headquartered 0.2 mile east of the program area at 911 Seal Beach Boulevard, provides police protection to the City of Seal Beach, including the Seal Beach portions of the program area. The SBPD covers a service area of approximately 13 square miles and a population of 24,605. SBPD has 40 sworn police officers, or a ratio of 0.615 police officers for every 1,000 persons. SBPD also has 24 civilian staff (City of Seal Beach 2016). While service calls and response times are not available at this time for the SBPD, crime statistics are provided below.

Crime Statistics

The SBPD’s crime statistics for the years 2009 through 2014, the most recent data available are listed below in **Table 3.12-1**, *Seal Beach Police Department (SBPD) 2009–2014 Crime Statistics*. As shown, property crimes, which include burglary, grand theft, petty theft, and arson, have fluctuated between increasing and decreasing within this 5-year period. Similarly, violent crimes, which include murder, rape, robbery, and aggravated assault, have also fluctuated between increasing and decreasing within this 5-year period.

**TABLE 3.12-1
SEAL BEACH POLICE DEPARTMENT (SBPD) 2009–2014 CRIME STATISTICS**

	2009	2010	2011	2012	2013	2014
Violent	51	47	30	17	16	26
Property	504	524	530	545	462	494
Total	555	571	560	562	478	520

SOURCE: United States Department of Justice, 2020.

3.12.2.3 Long Beach Fire Department

Local fire protection prevention and emergency medical services within the City of Long Beach are provided by the LBFD. The LBFD operates 24 fire stations throughout the City of Long Beach as well as a headquarters and beach operations facility (LBFD 2019a). The LBFD is divided into the following four bureaus: Operations Bureau, Fire Prevention Bureau, Support Services Bureau, and Administration Bureau (LBFD 2019b).

Different fire stations would provide initial response to the program area depending on the area requiring service. The City of Long Beach portion of the program area would be served by Fire Station 4 at 411 Loma Avenue (approximately 2.0 miles west of the program area), Fire Station 8 at 5365 East 2nd Street (approximately 1.0 miles west of the program area), Fire Station 14 at 5200 East Eliot Street (approximately 1.0 miles northwest of the program area), Fire Station 17 at 2241 Argonne Avenue (approximately 2.7 miles northwest of the program area), or Fire Station 22 located at 6340 Atherton Street (approximately 0.5 miles north of the program area).

There are two basic levels of response that can be used to illustrate service coverage to the proposed program. The first is medical aid and the units that would typically respond, and the second is structure fires and the units that would typically respond. A medical response would typically receive one engine or truck company (whichever equipment is closest) and one paramedic unit. A structure response would receive three engine companies, one truck company, one paramedic rescue, and one battalion chief. If on-scene units request more resources based on the size and scope of the emergency, they can continue to request resources as required to mitigate the incident. In case of an emergency, all 23 fire stations in the City of Long Beach could be part of any emergency response. Additionally, LBFD has a mutual aid agreement with OCFA to provide additional fire protection services when necessary (City of Long Beach 2014).

Service Calls and Response Times

The LBFD was estimated to have received 51,300 calls for service in the 2018 fiscal year; the number of calls for the 2019 fiscal year is projected to be 52,000. The percentage of on-scene arrivals for fire calls within 6 minutes, 20 seconds was 86 percent for the 2018 fiscal year and is projected to be 90 percent for the 2019 fiscal year (City of Long Beach 2019).

3.12.2.4 Long Beach Police Department

The Long Beach Police Department (LBPD) provides police protection services and emergency services to the City of Long Beach, including portions of the program area. The LBPD is the second largest municipal police agency in Los Angeles County. LBPD includes over 800 sworn officers and employs over 1,200 personnel. LBPD is organized into the Office of the Chief of Police, Staff Divisions and Internal Affairs Division, and the following five bureaus: Administration, Financial, Investigation, Patrol, and Support. The geographic areas served by LBPD is organized into the following three patrol stations: North Patrol Division, East Patrol Division, and West Patrol Division (LBPD 2019a).

The proposed program is located within the LBPD's East Patrol Division. The headquarters of the LBPD East Patrol Division—the closest police station to the program area—is located

approximately 3.6 miles northwest of the program area at 3800 East Willow Street. Specifically, the program area is within Police Beat No. 13 and reporting Districts 624, 596, and 595. The East Division is the largest geographical patrol division of the LBPB and covers approximately 46 percent of the City of Long Beach. It is bounded by Del Amo Boulevard to the north, the Pacific Ocean shoreline to the south, and the eastern City of Long Beach border to the east. The division is bounded on the west by Cherry Avenue and the City of Long Beach's borders with the cities of Signal Hill and Lakewood (LBPB 2016).

Service Calls and Response Times

The LBPB was estimated to have received 616,692 calls for service in the 2018 fiscal year; the number of calls for the 2019 fiscal year is projected to be 600,000. The average response time to Priority 1 calls was 4.5 minutes in the 2018 fiscal year; Priority 1 calls refer to potentially life-threatening emergencies, such as a shooting or robbery in progress. The City of Long Beach estimates that available resources will continue to allow them to respond to Priority 1 calls in 5.0 minutes or less in the 2019 fiscal year (City of Long Beach 2019).

Crime Statistics

The LBPB's crime statistics for the years 2013 through 2018 are listed below in **Table 3.12-2, Long Beach Police Department (LBPB) 2013–2018 Crime Statistics**. As shown, property crimes, which include burglary, grand theft, petty theft, and arson, have fluctuated between increasing and decreasing within this 5-year period. Similarly, violent crimes, which include murder, rape, robbery, and aggravated assault, have also fluctuated between increasing and decreasing within this 5-year period.

**TABLE 3.12-2
LONG BEACH POLICE DEPARTMENT (LBPB) 2013–2018 CRIME STATISTICS**

	2013	2014	2015	2016	2017	2018
Violent	2,346	2,269	2,753	2,848	3,099	2,587
Property	13,084	12,449	14,367	14,294	12,683	11,876
Total	15,430	14,718	17,120	17,142	15,782	14,463

SOURCE: LBPB, 2019c.

3.12.3 Regulatory Framework

3.12.3.1 Federal

International Fire Code

The International Fire Code (IFC) regulates minimum fire safety requirements for new and existing buildings, facilities, storage, and processes. The IFC includes general and specialized technical fire and life safety regulations addressing fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, use and storage of hazardous materials, protection of emergency responders, industrial processes, and many other topics.

3.12.3.2 State

California Fire Code

The California Fire Code (CFC) (California Code of Regulations Title 24, Part 9) is based on the 2012 IFC and includes amendments from the State of California fully integrated into the code. The CFC contains fire safety-related building standards that are referenced in other parts of California Code of Regulations Title 24.

California Health and Safety Code

California Health and Safety Code Sections 13000 et seq. include fire regulations for building standards (also in the California Building Code), 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.

3.12.3.3 Local

City of Seal Beach General Plan

The policies, goals, and implementation measures in the Seal Beach General Plan for Public Services applicable to the proposed program are provided below. The Seal Beach General Plan contains additional policies, goals, and implementation measures that are more general in nature and not specific to activities such as the proposed program, therefore, they are not listed below. However, all policies, goals, and implementation measures in the Seal Beach General Plan are incorporated herein by reference (City of Seal Beach 2013).

Safety Element

Topic 4: Fire Hazards

- 4A:** Ensure that adequate facilities and fire service personnel are maintained based on population, fire hazards in and around the City, and a performance standard of an average total reflex time of seven minutes or less.
- 4H:** Encourage property owners to consider “fire-wise” planting and the use of fire-resistant building materials, especially in landscaped and developed areas adjacent to Gum Grove Park.

City of Seal Beach Municipal Code

There are no goals, policies, or codes within the Seal Beach Municipal Code that apply to Public Services.

City of Long Beach General Plan

The policies, goals, and implementation measures in the Long Beach General Plan for Public Services applicable to the proposed program are provided below. The Long Beach General Plan contains additional policies, goals, and implementation measures that are more general in nature and not specific to the proposed program, therefore, they are not listed below. However, all policies, goals, and implementation measures in the Long Beach General Plan are incorporated herein by reference (City of Long Beach 2014).

Local Coastal Program Element

II. Safety. In order to maintain adequate fire safety standards, it is recommended that nowhere in the Coastal Zone should safety standards lower than the Uniform Fire Code be allowed.

City of Long Beach Municipal Code

The LBMC identifies land use categories, development standards, and other general provisions that ensure consistency between the City of Long Beach General Plan and proposed development projects. The following provisions from the LBMC focus on fire and police services impacts associated with new development projects and are relevant to the proposed program:

Chapter 18.22: Police Facilities Impact Fee. Imposed on any residential and nonresidential development requiring the obtainment of a building permit for the purpose of assuring that impacts created by new development pay its fair share of costs required to support needed police facilities and related costs necessary to accommodate such development. For nonresidential developments, a base fee per square foot is applied to the gross floor area of the proposed buildings.

Chapter 18.23: Fire Facilities Impact Fee. This chapter of the Municipal Code sets forth the fees that are imposed on residential and nonresidential development to ensure that new development pays its fair share of the costs required to support needed fire facilities and related costs necessary to accommodate such development. The funds are to be utilized for payment of the actual or estimated costs of fire facilities, apparatus, and equipment related to new residential and nonresidential construction. For nonresidential developments, a base fee per square foot is applied to the gross floor area of the proposed buildings.

Chapter 18.48 (Fire Code). The Long Beach City Council has adopted and incorporated by reference, as though set forth in full in this chapter of the Municipal Code, the 2013 Edition of the California Fire Code (CFC), excluding sections, chapters or appendices pursuant to Section 18.48.040. The CFC sets forth requirements including emergency access, emergency egress routes, interior and exterior design and materials, fire safety features including sprinklers, and hazardous materials.

Fees are applied at the time a building permit is issued and are due prior to issuance of a Certificate of Occupancy. To determine the exact price of these development fees for a specific project, LBFD and LBPD must be contacted (City of Long Beach 2017).

3.12.4 Significance Thresholds and Methodology

3.12.4.1 Significance Thresholds

For the purposes of this Program Environmental Impact Report (PEIR) and consistency with Appendix G of the *CEQA Guidelines*, the proposed program would have a significant impact on public services if it would:

- a) Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered government facilities, the construction of which could cause significant environmental impacts, in order to

maintain acceptable service ratios, response times, or other performance objectives for any of the following public services:

- i) Fire protection;
- ii) Police protection;
- iii) Schools;
- iv) Parks; or
- v) Other public facilities.

As detailed in the Initial Study (refer to Appendix A of this PEIR), the proposed program would result in no impacts to thresholds “a-iii” and “a-v.” No further analysis is provided in this section.

3.12.4.2 Methodology

The evaluation of public services impacts is based on the development assumptions for the proposed program, as described in Chapter 2, *Project Description*. The proposed program would restore the wetlands and implement public access improvements, including new pedestrian trails and bike paths, elevated perimeter pedestrian walkways, educational or interpretive features, viewing areas with overlooks, new and improved parking facilities, and a visitor center. As described in Chapter 2, *Project Description*, the environmental effects associated with the Long Beach Visitor Center, construction of a parking lot, trails, overlook terrace, sidewalk enhancements, and bikeway improvements previously evaluated in the Los Cerritos Wetlands Oil Consolidation and Restoration Project EIR (State Clearinghouse No. 2016041083) will not be further evaluated in this PEIR.

The methodology for this analysis is based on a review of LBFD and LBPD published documents, information, and public data. The proposed program could affect fire protection and police protection services by creating a need for these services that exceeds the existing OCFA, LBFD, SBPD, and LBPD’s available resources. The analysis below considers the increase in fire and police services that would be generated by the proposed program and the ability of existing public service facilities in the surrounding area to meet the potential demand from temporary construction workers, permanent employees on site, and new visitors.

As stated in Chapter 1, *Introduction*, on March 8, 2019, the Los Cerritos Wetlands Authority sent an NOP to responsible, trustee, and federal agencies, as well as to organizations, and individuals potentially interested in the proposed program to identify the relevant environmental issues that should be addressed in the PEIR. No issues related to public services were identified.

3.12.5 Program Impacts and Mitigation Measures

Impact PS-1a: The proposed program would result in a significant impact if the proposed program results in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered government 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.

Construction

Construction activities for the proposed program include remediation of contaminated soil and groundwater, extensive grading, revegetation, construction of new public access opportunities (including trails, the Seal Beach Visitor Center, parking lots, and viewpoints), construction of flood management facilities (including earthen levees and berms, and walls), and modification of existing infrastructure and utilities. Activities associated with demolition and construction requiring electrical power, fuel, or handling oil would increase the fire risk on site and subsequent potential need for fire protection services. Construction activities would temporarily increase the number of persons on site, which could increase the need for fire protection and emergency medical services. To reduce this potential impact, as part of Mitigation Measure PS-1, fire safety prevention training would be given to construction workers regarding activities that pose a potential fire risk, such as handling of oil and other flammable liquids and welding and cutting. Additionally, construction workers would likely come from an existing local and/or regional (County) construction labor force and would not likely relocate their households as a consequence of working on the proposed program. Therefore, the short-term increased employment of construction workers on the program area would not result in a notable increase in the residential population of the area surrounding the program area, resulting in an increased demand for fire protection services. Given that the proposed program would be implemented in multiple phases and the temporary nature of construction work, as well as implementation of Mitigation Measure PS-1, it is not anticipated that the proposed program would substantially increase the service demand for fire protection and emergency medical services in the area during construction. Therefore, impacts would be less than significant.

Operation

The proposed program would include the operation of the Seal Beach Visitor Center and a public access trail system, which would increase the number of employees, volunteers, and daytime visitors within the program area. Introduction of new structures and persons on site, could increase the fire hazard potential of the area and the subsequent potential need for fire protection and emergency medical services. However, employees and volunteers are anticipated to be local residents or regional commuters. Thus, any potential increase in service population would be minimal. Although the number of daytime visitors is unknown, the proposed program would be required to pay both the County of Orange's and the City of Long Beach's Fire Facilities Impact Fees as part of its building fees to compensate for anticipated impacts to fire services from its operation. Furthermore, all proposed facilities would be designed to meet modern fire safety codes, including access requirements and fire suppression and emergency response systems. As part of the building plan check, OCFA and LBFD would check and review site design plans for

compliance with appropriate safety codes prior to construction. Additionally, fuel modification would result of the proposed program's habitat restoration activities, which would further reduce the potential for fires to occur during operation of the proposed program. Therefore, it is not expected that the proposed program would result in the need for new or physically altered facilities to maintain acceptable response times for fire protection and emergency medical services. Impacts would be less than significant.

Mitigation Measure

Mitigation Measure PS-1: Fire Prevention and Protection Training. Prior to the start of construction activities, the Applicant shall prepare and conduct a fire prevention and protection training for all construction personnel associated with the proposed program. Topics shall include general fire prevention practices such as avoiding smoking on the program area as well as specific preventative measures pertaining to high-fire-risk activities including handling of oil and welding and cutting. Personal protection measures including the locations of fire extinguishers on the program area and site exit routes should also be disclosed to ensure construction worker safety in the event of a fire. The material for the training shall be obtained in consultation with the Orange County Fire Authority and the Long Beach Fire Department.

Significance after Mitigation

Less than Significant with Mitigation

Impact PS-1b: The proposed program would result in a significant impact if the proposed program results in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered government 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.

Construction

During the construction activities, the need for police services would increase due to the potential for additional crime and accidents associated with construction sites. Crime and safety issues during program construction may include: theft of building materials and construction equipment, malicious mischief, graffiti, and vandalism. To deter crime, the proposed program would include security measures such as fencing along site perimeter of the construction sites and lighting during non-construction hours, which decreases the likelihood of crime and incidents.

Construction contractors could also hire security personnel to patrol the individual sites at night during construction activities. Additionally, construction workers would likely come from an existing local and/or regional (County) construction labor force and would not likely relocate their households as a consequence of working on the proposed program. Therefore, the short-term increased employment of construction workers on the program area would not result in a notable increase in the residential population of the area surrounding the program area, resulting in an increased demand for police protection services. Given that construction activities are localized and would be temporary, and given the security measures that would be in place during construction, the proposed program would not substantially increase the demand for SBPD's or

LBPDP's, services. Nor would implementation of the proposed program significantly increase SBPDP's or LBPDP's response times to either to the program area or the surrounding vicinity. Therefore, it is not anticipated that the proposed program would substantially increase the service demand for police services in the area, and impacts would be less than significant.

Operation

During operation of the proposed program, the need for police services could increase due to the potential for additional crime and accidents associated with more structures and people on site. Crime and safety issues during operation may include: theft of building materials and operational equipment, malicious mischief, graffiti, and vandalism. However, the proposed program would include security measures such as monthly patrols by land manager, fencing along site perimeter, security cameras, and security lighting, which would decrease the likelihood of crime on the program area during operation. Furthermore, although the proposed Seal Beach Visitor Center and public access trail would increase the number of employees, volunteers, and daytime visitors within the program area, the proposed program would pay fees to compensate for any impacts to police services anticipated from its operation. This includes both the City of Seal Beach's and City of Long Beach's the Police Facilities Impact Fee as part of the proposed program building fees. Therefore, it is not expected that the proposed program would result in the need for new or physically altered facilities in order to maintain acceptable response times for police protection. Impacts would be less than significant.

Mitigation Measure

No mitigation is required.

Significance after Mitigation

Less than Significant

Impact PS-1c: The proposed program would result in a significant impact if the proposed program results in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered government facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for parks.

Refer to Section 3.13, *Recreation*, for a discussion and evaluation of parks and recreational resources within the program area.

3.12.6 Cumulative Impacts

Cumulative impacts for a project are considered significant if the incremental effects of the individual project are considerable when viewed in connection with the effects of past projects, and the effects of other projects located in the vicinity of the program area. The geographic area for cumulative analysis of fire protection services is the service territory for OCFA, LBFD,

SBPD, and LBPB. As discussed above, police and fire service impacts related to the proposed program would be less than significant.

According to the most recent 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) Growth Forecast, the population in the City of Seal Beach is projected to be approximately 24,800 persons by the year 2040. This represents a decrease of 1,184 persons from the 25,984 persons in 2018. Furthermore, the number of jobs in the City of Seal Beach is expected to decrease to approximately 12,300 jobs by the year 2040 from the current 12,774 jobs (SCAG 2019b). According to the most recent 2016-2040 RTP/SCS Growth Forecast, the population in the City of Long Beach is projected to be approximately 484,500 persons by the year 2040. This represents an increase of 5,939 persons from the 478,561 persons in 2018. Furthermore, the number of jobs in the City of Long Beach is expected to increase to approximately 181,700 jobs by the year 2040 from the current 156,914 jobs (SCAG 2019a). Therefore, the proposed program's incremental increase in population growth would be within the planned population growth for the area.

Similar to the proposed program, other projects in the OCFA, LBFD, SBPD, and LBPB's service area would pay the Fire Facilities and Police Facilities Impact Fees as determined appropriate by OCFA, LBFD, SBPD, and LBPB, which would help offset any impacts from those projects on fire and police services. Increased property and sales tax from future new developments would increase both City's General Funds, which would also provide funding for any capital improvements necessary to maintain adequate fire protection facilities, equipment, and/or personnel. Furthermore, as with the proposed program, individual development projects pursuant to the City of Seal Beach General Plan or City of Long Beach General Plan the would be reviewed by the appropriate City and OCFA or LBFD – depending on the project's jurisdictional location – for consistency with fire code requirements. Therefore, compliance with existing regulations pertaining to fees and fire code would ensure the proposed program in combination with other projects would not result in significant cumulative impacts to fire protection or police protection services.

Mitigation Measure

No mitigation is required.

Significance after Mitigation

Less than Significant

3.12.7 References

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