
3.13 COMMUNITY SERVICES

Introduction

This section describes community services along the project corridor, specifically police, fire, and emergency medical services in the cities of Pittsburg and Antioch. Service providers from each of those cities were contacted to obtain information on existing service levels and to understand how extension of transit services along SR 4 might affect the capacity for and delivery of community services. Potential impacts to community services are evaluated during the short-term construction and long-term operation of the Proposed Project.

No comments regarding community services were received in response to the Notices of Preparation released in 2005 and 2008. Please refer to Appendix A for a copy of the NOPS.

Existing Conditions

Police Services

Police services in the project corridor communities are provided by the Pittsburg Police Department, the Antioch Police Department, and the BART Police Department, as described below.

Pittsburg Police Department. The Pittsburg Police Department is responsible for law enforcement in the City of Pittsburg, including the proposed Railroad Avenue Station site.¹ The Pittsburg Police Department has an authorized staff level of 76 sworn employees and 28 non-sworn employees. These staffing levels reflect the General Plan performance standard of 1.8 officers per 1,000 population. The City is divided into nine patrol beats and the proposed Railroad Avenue Station falls within Beat 6.

Calls for police service have different response times according to the priority assigned to them. In 2006, emergencies, or Priority 1 calls, had a response time of 1 to 3 minutes. Priority 2 calls are urgent but not life threatening and had a response time of 3 to 5 minutes. Non-emergencies, or Priority 3 calls, had an average response time of 8 to 10 minutes. These response times meet the performance standards in the City of Pittsburg General Plan of 3 to 5 minutes for all emergency calls, 5 to 8 minutes for priority non-emergency calls, and 10 to 20 minutes for non-emergency calls.

In 2007, the City of Pittsburg Police Department responded to an average of 10 calls per month at the Pittsburg/Bay Point BART Station. Because BART has its own police force, it handles

¹ Lt. Wade Derby, City of Pittsburg Police Department, email correspondence with Bay Area Economics, February 6, 2007.

the majority of the calls. The types of calls that the Pittsburg Police Department responds to at the Pittsburg/Bay Point BART Station are general disturbances, thefts, and strong-armed robbery. The Pittsburg Police Department also responds to calls for assistance from the BART Police.

Antioch Police Department. The City of Antioch Police Department has an authorized staff level of 124 sworn employees and 49 non-sworn employees.² These staffing levels reflect the General Plan performance standard of 1.23 officers per 1,000 population. The City is divided into six patrol beats and the proposed Hillcrest Avenue Station area falls within Beat 2. At 7.26 minutes, the average response time for Priority One (i.e., emergency) calls in Antioch is within the City's 8-minute response-time goal.

BART Police Department. Law enforcement services for the BART system are provided by the BART Police Department, which has 206 sworn peace officers.³ In addition, the Department has 90 non-sworn employees that work as community service assistants, communications and 9-1-1 dispatchers, computer aided dispatch/records management system (CAD/RMS) administrators, and clerical staff. BART police officers are invested with the identical powers of arrest identical to city police officers. County sheriff deputies and are authorized to take enforcement action off BART property (e.g., within city limits, county jurisdictions, or on state highways) if there is immediate danger to persons or property.

In order to provide safety and security for BART riders and employees, the BART Police Department seeks to maintain a highly visible presence and a vigorous enforcement of laws and regulations throughout the BART system.⁴ All reported crimes, felonies, misdemeanors, or infractions that occur on BART property are investigated by BART police officers and detectives. Such crimes can range from vandalism, to auto burglaries and auto thefts, robberies, purse snatches, assaults, and homicides.

Law enforcement tools employed by the BART Police Department include pay phones and emergency call-boxes in parking lots that are directly connected to the BART police 9-1-1 communications center. The Department also deploys video-surveillance systems in trains, stations, and parking lots. To protect BART's infrastructure against the threat of terrorism, BART police officers participate in counterterrorism working groups at the local, state, and federal level and also conduct training drills for first-responders throughout the Bay Area.

For crime prevention and investigation, the BART Patrol Bureau has a community-based development strategy, which decentralizes the bureau into four geographical police zones. Each zone has its own headquarters and field offices. Zone lieutenants are assigned the personnel, equipment, and resources to manage their respective police operations. This

² Capt. Allan Cantando, City of Antioch Police Department, email correspondence with Bay Area Economics, February 6, 2007.

³ <http://www.bart.gov/about/police/aboutpolice.asp>.

⁴ <http://www.bart.gov/about/police/aboutpolice.asp>, <http://www.bart.gov/about/police/faq.asp>, <http://www.bart.gov/about/police/bicyclepatrol.asp>.

community-based deployment strategy enhances the BART police's ability to work more closely with the local residents, allied public-safety agencies, businesses, schools, and other transit district employees.⁵ The Zone 1 facility is located at the Lake Merritt Station (this is also the location of the BART Police Department's main headquarters). Zone 2 has four police facilities that are located at the El Cerrito del Norte Station, the Walnut Creek Station, the Concord Station, and the Pittsburg/Bay Point Station. Zone 3 has three police facilities that are located at the Castro Valley Station, the Hayward Station, and the Dublin Station. The Zone 4 facilities are located at the Powell Street Station in San Francisco and at the San Bruno Station.

BART system's performance is monitored every quarter and performance indicators are tracked on a quarterly and annual basis.⁶ Table 3.13-1 shows the amount and types of crimes that occurred during the third quarter of fiscal year 2008 throughout the entire BART service area. The existing crime rates are compared to BART security goals. As shown, BART met its goal for the number of crimes against persons, achieving a ratio of 1.6 crimes per million trips compared to a goal of 2.0 or fewer. BART also met its goal for the number of automobile crimes, achieving a ratio of 7.5 crimes per 1,000 spaces per quarter compared against a goal of 8.0 or fewer. Finally, BART met its goal for response time to calls for service, achieving an average response time of 2.9 minutes compared to a goal of 4.0 or fewer minutes.

Table 3.13-1
BART Police Department Quarterly Data – Third Quarter Fiscal Year 2008

Category	Results	Goal (Not to Exceed)
Crimes Against Persons	40	
On Trains	5	
In Stations	4	
In Parking Lots	31	
Passenger Trips	25,675,605	
Crimes Against Persons Per Million Trips	1.56	2.00
Auto Crimes	353	
Auto Burglary	209	
Auto Theft	144	
Parking Spaces (in thousands)	47.07	
Auto Crimes per 1,000 spaces	7.50	8.00
Quality of Life Violations	553	
Quality of Life Violations per Million Trips	21.54	N/A
Calls for Service	11,073	
Average Emergency Response Time (minutes)	2.94	4.00

Source: BART Police Department, Officer Brando Cruz, Crime Analyst, email dated May 20, 2008.

Note:

Crimes against persons are aggravated assaults, robberies, rape, and homicide. Of the total number of these crimes shown above, 99 percent are robberies. Quality of life violations are infractions, such as fare evasion, and eating, drinking, or smoking on trains or station areas.

⁵ <http://www.bart.gov/about/police/aboutpolice.asp>.

⁶ <http://bart.gov/about/reports/indicators.asp>.

For emergency preparedness, the BART Office of Emergency Services, in cooperation with city and public protection agencies, is responsible for delineating evacuation routes, and where possible, alternate routes around points of congestion. BART has also developed emergency procedures for dealing with system failure in its regular operations. BART would develop a similar emergency plan for the Proposed Project. BART's System Safety Program Plan outlines the District's technical and managerial safety activities, describing procedures for accident investigation and reporting and emergency management. In addition, BART contingency plans cover a full range of possible emergencies and integrate the support of local police, fire departments, and other emergency agencies, all of which practice emergency responses jointly with BART.

Fire Protection and Emergency Medical Services

Fire protection and emergency medical services in the project corridor are provided by the Contra Costa County Fire Protection District (CCCYPD), as shown in Figure 3.13-1. CCCYPD follows the nationally recognized standard that they "shall have the capability to deploy an initial full alarm assignment within an 8-minute response time to 90 percent of the incidents."⁷ This response time standard assumes that the fire personnel and equipment are in quarters (i.e., at their fire stations) and are not on other emergency calls.

All CCCYPD firefighters are licensed Emergency Medical Technicians (EMT) who are trained to provide basic emergency medical services. CCCYPD firefighters are also trained to respond to hazardous materials incidents.

Pittsburg. In Pittsburg, CCCYPD operates three fire stations: Station 84, Station 85, and Station 87.⁸ Each station is staffed with three personnel, 24 hours per day.

CCCYPD Fire Station 84 is located at 200 East 6th Street in Pittsburg, approximately 1.1 miles away from the proposed Railroad Avenue Station, with an approximate response time of 2.25 to 3.25 minutes. Station 84 is equipped with one Type 1 (100-foot) truck company (Quint 84), one Type 3 wildland unit, and one Zodiac swift water rescue unit (Boat 84).

CCCYPD Fire Station 85 is located at 2555 Harbor Street in Pittsburg, approximately 0.8 miles away from the proposed Railroad Avenue Station, with an approximate response time of 1.5 to 2.5 minutes. Station 85 is equipped with one Type 1 engine company (Engine 85) and one Type 3 wildland unit.

⁷ National Fire Protection Association, NPFA 1710, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public, 2001.

⁸ Ian Hardage, Fire Prevention Technician, Contra Costa County Fire Protection District, email correspondence with Bay Area Economics, January 24, 2007.

CCCFPD Fire Station 87 is located at 800 West Leland Road in Pittsburg, approximately 2.1 miles away from the proposed Railroad Avenue Station, with an approximate response time of 4.25 to 5.25 minutes. Station 87 is equipped with one Type 2 engine company (Engine 87) and one water tender.

Antioch. In Antioch, CCCFPD operates four fire stations: Station 81, Station 82, Station 83, and Station 88.⁹ Each station is staffed with three personnel, 24 hours per day.

CCCFPD Fire Stations 81 and 82 are located at 315 West 10th Street and 196 Bluerock Drive in Antioch, respectively. Each station is away approximately 2.2 miles away from the proposed Hillcrest Avenue Station. Both have response times of 4.5 to 5.5 minutes to the proposed Hillcrest Avenue Station. Both are equipped with one Type 1 engine company and one Type 3W wildland unit. Station 82 also has a mass casualty trailer unit.

CCCFPD Fire Station 83 is located at 2717 Gentrytown Drive in Antioch, approximately 3.6 miles away from the proposed Hillcrest Avenue Station. Station 83's response time is 7.25 to 8.25 minutes to the proposed Hillcrest Avenue Station. Station 83 is equipped with one Type 1 (75-foot) truck company (Quint 83), and one Type 3W wildland unit.

CCCFPD Fire Station 88 is located at 4288 Folsom Drive in Antioch, approximately 1.9 miles away from the proposed Hillcrest Avenue Station. Station 88's response time is 3.75 to 4.75 minutes to the proposed Hillcrest Avenue Station. Station 88 is equipped with one Type 1 engine company (Engine 88), one Type 4 wildland unit, and one breathing support unit.

Impact Assessment and Mitigation Measures

Standards of Significance

The Proposed Project would result in significant community services impacts if the project would trigger the need for new police or fire department facilities in order to maintain acceptable service ratios, response times, or other performance associated with police or fire protection, and if the construction of those facilities were to cause significant environmental impacts.

In order to describe potential community service impacts, a level of significance is determined and reported in the italicized summary impact statement that precedes each impact assessment. Conclusions of significance are defined as follows: significant (S), potentially significant (PS), less than significant (LTS), no impact (NI), and beneficial (B). If the mitigation measures would not diminish potentially significant or significant impacts to a less-than-significant level,

⁹ Ian Hardage, Fire Prevention Technician, Contra Costa County Fire Protection District, email correspondence with Bay Area Economics, January 24, 2007.

the impacts are classified as “significant and unavoidable effects (SU).” For this section CS, refers to Community Services.

Project-Specific Environmental Analysis

Operational Impacts

Impact CS-1 The Proposed Project could increase the need for police services during operations, but this increase would not trigger the need for new facilities. (LTS)

In addition to its existing police responsibilities at the Pittsburg/Bay Point Station, BART would assume responsibility for law enforcement at the proposed Railroad Avenue Station, Hillcrest Avenue Station, Pittsburg/Baypoint Transfer Platform, staff building and associated parking lot, and train control huts. Regardless of BART’s role for law enforcement, the Pittsburg and Antioch Police Departments expect an increased workload related to the Proposed Project. Nonetheless, this increased workload would not trigger the need for additional police facilities to maintain service standards.

The Pittsburg Police Department expects an increase in police activity related to the Proposed Project. Although BART Police regularly staff the Pittsburg/Bay Point BART Station, the Pittsburg Police Department responds to approximately 10 incidents at this station each month. Additional service demands related to the operation of a new station in Pittsburg and increased activity at the existing station are expected to result in an increased workload. In the event that the new station results in a need for an additional police officer, current Pittsburg Police Department facilities are adequate to house additional police officers and the Department does not anticipate erosion in emergency response time related to the Proposed Project.¹⁰

Similarly, the Antioch Police Department expects an increase in police activity related to the Proposed Project, including 9-1-1 calls routed through the Antioch dispatch system and BART Police calls for assistance. These greater service demands may result in a need for an additional officer. In the event that the new station results in a need for an additional police officer, current police facilities are adequate to house additional officers and the Department does not anticipate erosion in emergency response times related to the Proposed Project.¹¹

¹⁰ Lt. Wade Derby, City of Pittsburg Police Department, phone call with Bay Area Economics, November 29, 2007.

¹¹ Cpt. Alan Contando, City of Antioch Police Department, phone call with Bay Area Economics, November 15, 2007.

Since the Proposed Project would not result in the need for additional police facilities due to law enforcement or emergency response services, this impact would be less than significant.

Impact CS-2 The Proposed Project could increase the need for fire protection and emergency response during operations; however, the increased demand would not result in the expansion or construction of facilities that could result in a physical effect. (LTS)

The operation of a Diesel Multiple Unit (DMU) station at the Pittsburg/Baypoint Transfer Platform, Railroad Avenue Station, and Hillcrest Avenue Station, staff building, and train control huts and the increased intensity of use at the Pittsburg/Bay Point BART Station would increase the workload for CCCFPD in the project corridor. Nonetheless, this increased workload would not trigger the need for additional fire facilities to maintain service standards. As such, it is considered a less-than-significant impact.

Service at the Pittsburg/Bay Point Station is primarily provided by Fire Station 87. CCCFPD indicates that current staffing levels and facilities at this station are adequate to address increased service demands resulting from the greater utilization of the Pittsburg/Bay Point BART Station, as well as the proposed Transfer Platform, approximately 3,000 feet east of the Pittsburg/Bay Point BART Station.

Service at the proposed Railroad Avenue Station would primarily be provided by Fire Station 84. CCCFPD is currently in the process of relocating Station 84 from the downtown/waterfront area to a location on Railroad Avenue, near the new Civic Center and closer to the proposed Railroad Avenue Station than the existing fire station location. Planned as a three-person fire station with a Type I fire vehicle and a Type III Wildland fire vehicle, this station and its crew would be sufficient to serve the proposed Railroad Avenue Station. The decision to move Station 84 from its current location in downtown to the Civic Center area was not based on the Proposed Project and will proceed regardless of whether the Proposed Project moves forward.¹²

The proposed Hillcrest Avenue Station is located approximately 2.2 miles from the nearest fire station. Based on estimated response times and anticipated service demands at the proposed Hillcrest Avenue Station, CCCFPD indicates that the proposed station location could be adequately served by existing fire

¹² Asst. Chief Rich Grace, Contra Costa County Fire Protection District, telephone communication with Bay Area Economics, November 19, 2007.

stations operating at current staffing levels.¹³ Therefore, the Proposed Project would result in a less-than-significant impact on fire protection and emergency services.

Construction Impacts

Impact CS-3 During the construction phase, the Proposed Project would require road detours, lane closures, and temporary freeway ramp closures, leading to a potentially significant short-term impact on emergency response times for police and fire departments. (PS)

Traffic disruptions would be anticipated along Railroad Avenue and Bliss Avenue in the City of Pittsburg during construction of the proposed Railroad Avenue Station. Moreover, construction of widened overcrossings along SR 4 to accommodate the DMU guideway would necessitate temporary road detours and/or lane closure. Such impacts would be expected at the SR 4 overcrossings of Century Boulevard in the City of Pittsburg and A Street, Cavallo Street, L Street, and Somersville Road in Antioch. Such road detours and lane/ramp closures could impede emergency response times by police and fire departments, leading to a potentially significant short-term impact.

MITIGATION MEASURE. The following measure would reduce the potentially significant construction impact on emergency service providers to less than significant. (LTS)

CS-3.1 Prepare and implement Traffic Management Plan (TMP). BART shall require its contractor to prepare a TMP prior to construction, and to implement the TMP during construction of the Proposed Project. The TMP shall be consistent with City and Caltrans roadway construction guidelines and identify the locations of temporary detours and signage to facilitate local traffic patterns and through-traffic requirements. If any ramp closures are necessary, they shall comply with the Caltrans ramp closure chart. The TMP shall be reviewed by Caltrans and the local jurisdictions to ensure that appropriate measures have been included. Emergency service providers shall be notified two weeks in advance of any lane or roadway closures so that alternate emergency response routes can be identified for use during the affected time period.

This mitigation could be implemented as a part of Mitigation Measure TR-9.1, which stipulates that BART will ensure that a Construction Phasing and Traffic Management Plan is developed and implemented

¹³ Asst. Chief Rich Grace, Contra Costa County Fire Protection District, telephone communication

by the contractor, in consultation with the cities of Pittsburg and Antioch, BART, Caltrans, CCTA, and local transit providers including Tri Delta Transit.

Hillcrest Avenue Station Options Analysis

Operational and construction impacts associated with the Northside West, Northside East, and Median Station East options are the same as described under the Proposed Project. None of the three station options would require additional police or fire protection facilities to accommodate additional personnel. Similarly, the construction of the Hillcrest Avenue Station options would lead to potential traffic disruptions, including temporary road detours and/or lane closures that could affect emergency response times. Impacts related to emergency response times during construction of either station option would be the same as described under the Proposed Project, and as such, would be mitigated in the same manner.

Cumulative Analysis

The cumulative analysis for community services considers geographic areas and population and employment growth projections for jurisdictions that are served by those departments. For law enforcement, the cumulative context consists of the cities of Pittsburg and Antioch, which are served by the Pittsburg Police Department and Antioch Police Department, respectively. BART would assume responsibility for law enforcement along the project corridor, and at the proposed Railroad Avenue and Hillcrest Avenue Stations, in conjunction with these city police departments. For fire projection and emergency services, the cumulative context includes the areas of north and central Contra Costa County, which are served by the CCCFPD (see Figure 3.13-1). Population and employment growth projections assumed for these areas provide the context within which to examine potential cumulative community services impacts. These impacts may result from increased calls for service associated with the Proposed Project in combination with other reasonably foreseeable development as anticipated by the general plans for these communities, the Specific Plans that the cities of Pittsburg and Antioch are preparing around the proposed station areas, and SR 4 widening project between Loveridge Road and SR 160.

Impact CS-CU-4 The Proposed Project, in combination with cumulative development, could require the construction of new police and fire facilities to adequately serve a larger service population. However, because such construction would require environmental review and the adoption of appropriate mitigation measures to minimize environmental impacts, the cumulative impact related to expanded police and fire services would be less than significant. (LTS)

The projected increase in population and employment in the cities of Pittsburg and Antioch is expected to result in the need for additional fire

with Bay Area Economics, November 19, 2007.

protection/emergency response services and police services. In particular, there is an anticipated need to add to existing police facilities or to develop police substations to accommodate anticipated growth in the Pittsburg and Antioch police forces. Moreover, in Antioch there is an anticipated need to build an additional fire station to serve any significant residential or commercial development occurring near Hillcrest Avenue, as allowed in the City's adopted General Plan. This need would also be exacerbated by additional growth proposed under the Hillcrest Avenue Station Specific Plan (Ridership Development Plan).

In each instance, where new community facilities would be needed to serve proposed development, the lead agencies for those projects would be required to prepare environmental documentation that identifies mitigation measures to reduce any significant impacts on police and fire protection services. As discussed in Impacts CS-1 and CS-2, the Proposed Project would not trigger the need for new police and fire protection facilities, and no mitigation would be required. Hence, while the Proposed Project combined with other cumulative development is expected to trigger a need for additional public safety facilities, the construction of those facilities is expected to be appropriately mitigated such that there would be a less-than-significant cumulative impact.

The above notwithstanding, population and employment growth is projected regardless of the Proposed Project. Furthermore, the Proposed Project alone would not contribute considerably to the need to build additional community service facilities or generate other cumulative impacts on community services, since the proposed transit service would possibly trigger the need for an additional staff person, which would not cause the construction of new, or the alteration of existing, facilities. Therefore, the Proposed Project's contribution to cumulative impacts on community services would be less than significant.