

## 4.11 PUBLIC SERVICES

This chapter describes public services provided in Walnut Creek and evaluates the potential impacts to public services that could result from development of the proposed Project. An Initial Study was prepared for the proposed Project (see Appendix A of this Draft EIR). Based on the analysis contained in the Initial Study it was determined that development of the proposed Project would not result in a significant environmental impact with regards to school, library and park services; therefore, these topics are not discussed in this chapter. However, impacts to law enforcement and fire protection services were found to be potentially significant and as such are addressed in separate sections of this chapter. In each section, a summary of the relevant regulatory setting and existing conditions are followed by a discussion of Project-specific and cumulative impacts.

### 4.11.1 FIRE PROTECTION SERVICES

The Contra Costa County Fire Protection District (CCCFPD) provides fire protection and first responder emergency medical services to Walnut Creek and the surrounding unincorporated areas of Contra Costa County. The CCCFPD also works with the California Department of Forestry, Mount Diablo State Park, and the San Ramon Valley Fire District in addressing wildland fire hazards. This section describes existing conditions related to fire and emergency medical services and the potential impacts that could result from development of the proposed Project.

#### 4.11.1.1 REGULATORY FRAMEWORK

##### State Regulations

###### *California Building Code*

The State of California provides a minimum standard for building design through the California Building Code (CBC), which is located in Part 2 of Title 24 of the California Code of Regulations. The CBC is based on the 1997 Uniform Building Code, but has been modified for California conditions. It is generally adopted on a jurisdiction-by-jurisdiction basis, subject to further modification based on local conditions. Commercial and residential buildings are plan-checked by local, City, and County building officials for compliance with the CBC. Typical fire safety requirements of the CBC include: the installation of sprinklers in all high-rise buildings; the establishment of fire resistance standards for fire doors, building materials, and particular types of construction; and the clearance of debris and vegetation within a prescribed distance from occupied structures in wildfire hazard areas.

###### *California Fire Code*

The California Fire Code (CFC) incorporates, by adoption, the International Fire Code of the International Code Council, with California amendments. This is the official Fire Code for the State and all political subdivisions. It is located in Part 9 of Title 24 of the California Code of Regulations, which is described in Section B.2.a.ii of the code. The CFC is revised and published every three years by the California Building Standards Commission.

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**Walnut Creek General Plan 2025**

Table 4.11-1, below, enumerates provisions related to fire protection and emergency medical services contained in the Walnut Creek General Plan 2025.

**TABLE 4.11-1 GOALS AND POLICIES OF THE WALNUT CREEK GENERAL PLAN 2025**

Goal/Policy Number	Goal and Policy Text
<b>Chapter 6, Safety and Noise</b>	
Goal 4	Strive to prevent and reduce damage related to fire hazards.
Policy 4.2	Work with the Contra Costa County Fire Protection District toward addressing fire response times and other fire-related issues inside the planning area.
Goal 5	Promote public safety.
Policy 5.2	Maintain a response time of less than 5 minutes for emergency calls and for other calls less than 20 minutes, 95 percent of the time.

Source: Walnut Creek General Plan 2025.

**4.11.1.2 EXISTING CONDITIONS**

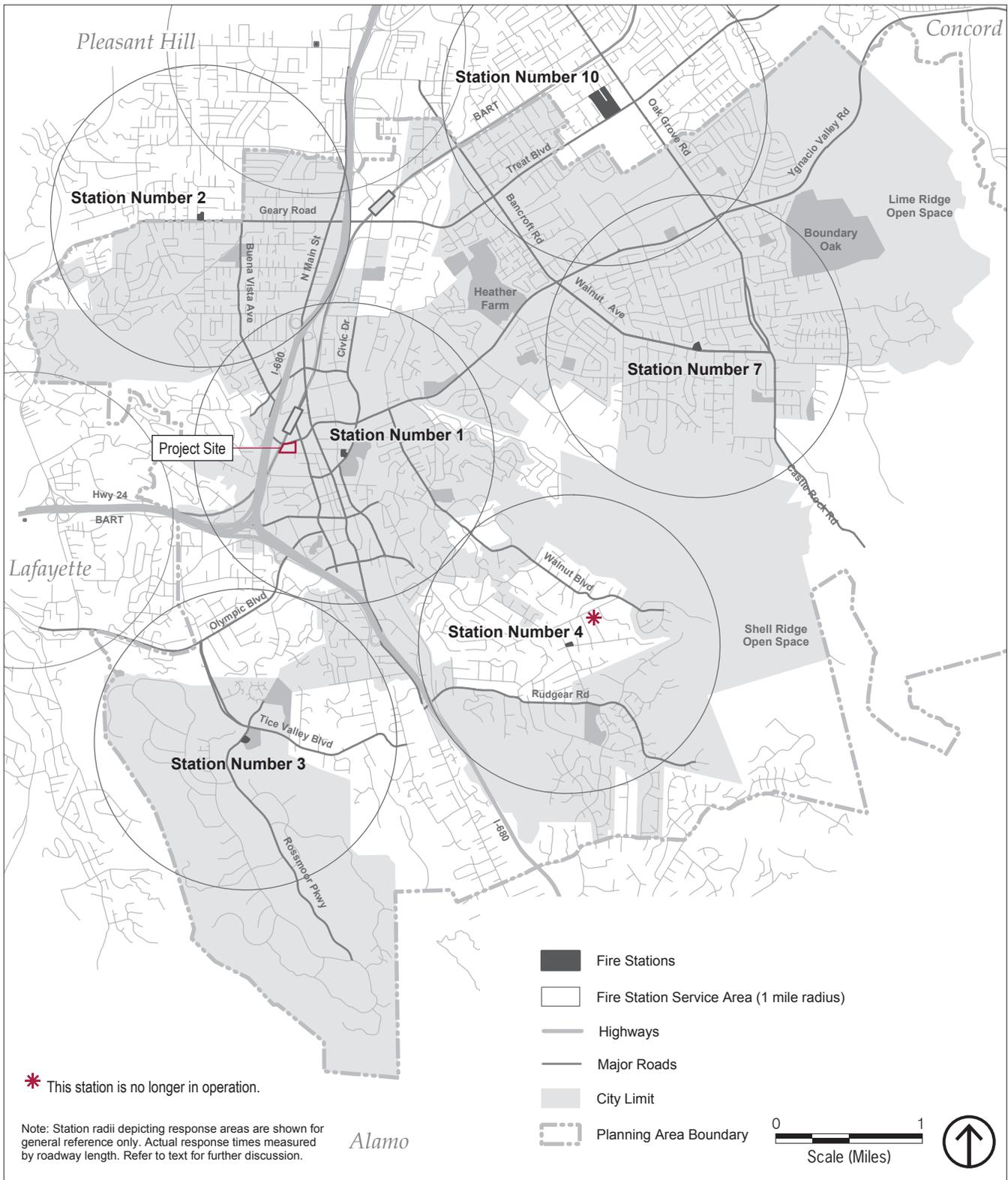
As of January 2013 the CCCFPD maintains 23 fire stations and employs a staff of 262 personnel. The CCCFPD closed Station 4 in 2013, which resulted in three remaining fire stations within the city limits. The CCCFPD has no plans to add shifts or personnel at this time.<sup>1</sup> Figure 4.11-1 shows the three remaining CCCFPD’s fire stations (Stations 1, 3, and 7) that are located within the city limit and the two stations (Stations 2 and 10) that each cover a 1-mile service area of which, portions are within the city limit. As shown on Figure 4.11-1, the Project site falls within the response area of Fire Station 1, located at 1330 Civic Drive, approximately 0.4 miles east of the Project site.<sup>2</sup> The resources currently allocated to Stations 1, 3 and 7 include a total of four fire engines, one ladder truck and 9 personnel. Fire Station 1 is staffed with a crew of three personnel, and equipped with a Type 1 engine, a Type 3 engine, and one ladder truck.<sup>3</sup>

<sup>1</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, September 30, 2013.

<sup>2</sup> City of Walnut Creek, *Walnut Creek General Plan 2025*, Chapter 6, Figure 6.

<sup>3</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, September 30, 2013.

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Source: Walnut Creek General Plan 2025.

Figure 4.11-1  
Fire Stations and Fire Service Areas in Walnut Creek

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The CCCFPD responds to all fire and medical emergency calls in Walnut Creek, dispatching personnel from facilities in Walnut Creek, Lafayette, Pleasant Hill, and Concord as needed. The CCCFPD also maintains automatic aid agreements with the San Ramon Valley Fire Department and the Orinda-Moraga Fire Department, which allows the closest fire engine to respond to fire and medical emergencies, regardless of jurisdiction.

The CCCFPD strives to uphold a five-minute primary response time for 90 percent of all service calls. Based on nationally recognized standards, the CCCFPD also strives to maintain the capacity to deploy an initial full alarm assignment within an eight-minute response time for 90 percent of all incidents within its jurisdiction. Currently the CCCFPD is not meeting its primary response time objective, responding to only 20 percent of calls within 5 minutes. As of September 30, 2013, the average CCCFPD-wide response time for all service calls regardless of type was approximately seven minutes,<sup>4</sup> which is one minute more than the average district-wide response time in 2011.<sup>5</sup>

The risk of structural fires within Walnut Creek is low primarily because most buildings are relatively new and in compliance with current fire and building code standards. The CCCFPD Fire Prevention Bureau reviews development plans and inspects construction projects to ensure that all new and remodeled buildings and facilities meet State and local Building and Fire Code requirements.<sup>6</sup> In addition, the CCCFPD implements a vigorous building inspection program to ensure compliance with applicable standards and regulations, including requirements for emergency access. In 2012-2013, the CCCFPD's General Fund Budget was projected to be \$102,313,737.<sup>7</sup> This source funds salaries and benefits, services and supplies, and other expenditures. Portions of property taxes collected within the CCCFPD are directed to the budget's revenue, as are impact fees levied on new development in the CCCFPD service area. The CCCFPD assesses the following impact fees on new development:

- \$285 per residential dwelling unit;
- \$376 per 1,000 square feet of office space; and
- \$329 per 1,000 square feet of retail/commercial space.

The CCCFPD has no plans to expand existing facilities or construct new ones at this time.<sup>8</sup>

### 4.11.1.3 STANDARDS OF SIGNIFICANCE

The proposed Project would have a significant impact related to fire protection and emergency services if in order to maintain acceptable service ratios, response times, or other performance objectives for fire and police services, the Project would result in a need for new or physically altered fire protection facilities, the construction or operation of which could cause significant environmental impacts.

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<sup>4</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, September 30, 2013.

<sup>5</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, January 9, 2012.

<sup>6</sup> Contra Costa County Fire Protection District, <http://www.cccfpd.org/planreview.html>, accessed on November 8, 2013.

<sup>7</sup> Contra Costa County Fire Protection District, 2012, General Operating Fund (7300) Recommended Budget Report.

<sup>8</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, September 30, 2013.

#### 4.11.1.4 IMPACT DISCUSSION

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<b>PS-1</b>	<b>The proposed project would not result in the need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives.</b>
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The Project would have a significant environmental impact if it would exceed the ability of fire and emergency medical responders to adequately serve the Project site, thereby requiring construction of new facilities or modification of existing facilities, the construction of which could cause significant environmental impacts.

The Project is anticipated to generate 2.14 persons per household, which would result in approximately 381 residents for the Project's proposed 178 residential units. Because the proposed Project would result in new population and residential development on a site that is currently limited to 20 residential units and approximately 43 residents, the Project would represent a more intense use of the site. Although the relationship is not directly proportional, more intense uses of land typically result in the increased potential for fire and emergency incidents. Thus, the Project would create an increased demand for fire protection services.

Consistent with General Plan Action 4.2.1, which requires the City to submit all new development or redevelopment plans to the fire district for review, the preliminary Project site plans have been reviewed and approved by the CCCFPD.<sup>9</sup> Emergency response vehicles would access the Project site from Ygnacio Valley Road to the north and Lacassie Avenue to the south. An emergency response vehicle staging area with adequate turning radius for emergency response vehicles is located at the western end of Lacassie Avenue. The staging area meets the standards of the CCCFPD's and the City's Fire Code.<sup>10</sup> Under the proposed Project, the existing on-site fire hydrant would be relocated closer to the access point and two additional fire hydrants would be installed along the Ygnacio Valley Road emergency vehicle response access area. See Figure 3-14 in Chapter 3, Project Description, of this Draft EIR.

Although the CCCFPD has generally maintained the same response times since 2011, the CCCFPD is currently not meeting its target response time and the additional 338 residents on the Project site could result in an increased the number of service calls, which could increase the need for additional service levels. Additionally, the CCCFPD has recently closed Station 4 and currently has no plans for the construction of additional facilities or acquirement of additional equipment to accommodate the proposed Project.<sup>11</sup> However, the review of the Project by CCCFPD assures conformance with the most recent CBC and CFC, which includes requirements regarding adequate fire flows, width of emergency access routes, turning radii, automatic sprinkler systems, fire alarms, and other requirements for emergency access routes, some of which are described above.<sup>12</sup> Moreover, while the Project

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<sup>9</sup> Chip Griffin, Associate Planner, City of Walnut Creek. Personal communication with The Planning Center | DC&E, October 31, 2013.

<sup>10</sup> Walnut Creek Municipal Code Title 9 (Building Code), Chapter 19 (Fire Code).

<sup>11</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, September 30, 2013.

<sup>12</sup> Chip Griffin, Associate Planner, City of Walnut Creek. Personal communication with The Planning Center | DC&E, October 31, 2013.

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would increase the number and frequency of calls for service by the CCCFPD, because the Project site would be located approximately 0.6 miles from Fire Station 1, response times for many calls from the Project site would be expected to fall within the CCCFPD's goal of 5 minutes. Although the response time for some calls for service would be expected to exceed the 5-minute goal, the CCCFPD has determined that the proposed Project would not require the construction or expansion of CCCFPD facilities as a result of the proposed Project.<sup>13</sup>

In addition, the Project Applicant would be required to pay the developer impact fees per the CCCFPD requirements. The payment of these fees would defray the cost for facility improvements, equipment, or other needs necessary for maintaining or improving services as needed to accommodate the increase in service population.<sup>14</sup>

Therefore, considering the Project as a whole, including the Project's design features, proximity to Fire Station 1, compliance with mandatory regulations, and the payment of developer impact fees, constructing new or expanded facilities or adding new personnel as a result of the construction and occupation of the proposed Project would not be necessary to maintain acceptable service ratios, response times, or other performance objectives for fire protection services. Accordingly, Project impacts related to fire protection services would be *less than significant* and no mitigation measures are required.

**Significance Without Mitigation:** Less than significant.

### 4.11.1.5 CUMULATIVE IMPACTS

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PS-2	<b>The proposed Project, in combination with past, present and reasonably foreseeable projects, would result in less than significant cumulative impacts with respect to fire protection services.</b>
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A significant cumulative environmental impact would result if, in combination with other past, present, and reasonably foreseeable projects, buildout of the proposed Project would exceed the ability of fire and emergency medical responders to adequately serve the vicinity, thereby requiring construction of new facilities or modification of existing facilities. This section analyzes potential impacts to fire protection services that could occur as a result of the proposed Project in combination with reasonably foreseeable growth. For the purposes of this analysis the area of cumulative effect will be considered the service area of the CCCFPD, which as discussed above includes Walnut Creek and surrounding unincorporated areas of Contra Costa County.

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<sup>13</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, December 17, 2013.

<sup>14</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, December 18, 2013.

As discussed above, the CCCFPD is not currently meeting the established district-wide target response time. An increase in service population resulting from cumulative residential and commercial development in the CCCFPD service area, including the proposed Project, would incrementally compound this situation. However, as with the proposed Project, new residential and commercial development in the CCCFPD service area would be required to undergo review by the CCCFPD and comply with the most recent CBC and CFC, which includes requirements regarding adequate fire flows, width of emergency access routes, turning radii, automatic sprinkler systems, fire alarms, and other requirements for emergency access routes. Furthermore, new residential and commercial development in the CCCFPD service area would be required to pay development impact fees, which would defray the cost for facility improvements, equipment, or other needs necessary for maintaining or improving services as needed to accommodate the increase in service population.<sup>15</sup> Although CCCFPD has no plans for the construction or expansion of facilities to house additional personnel or equipment, were such construction or expansion to occur, it would be subject to separate CEQA review, thereby providing an opportunity to identify and mitigate associated environmental impacts. As such, buildout of the proposed Project, in combination with other past, present, and reasonably foreseeable projects in the CCCFPD service area would result in a *less-than-significant* impact.

**Significance Without Mitigation:** Less than significant.

#### 4.11.1.6 SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

The proposed Project would not result in any significant Project-specific or cumulative impacts to fire protection services and therefore no mitigation measures are required.

### 4.11.2 POLICE PROTECTION SERVICES

#### 4.11.2.1 REGULATORY FRAMEWORK

##### Walnut Creek General Plan 2025

Table 4.11-2, below, enumerates provisions related to police protection contained in the Walnut Creek General Plan 2025.

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<sup>15</sup> Leach, Ted, Fire Inspector, Contra Costa County Fire Protection District. Personal communication with The Planning Center | DC&E, December 18, 2013.

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**TABLE 4.11-2 GOALS AND POLICIES OF THE WALNUT CREEK GENERAL PLAN 2025**

Goal/Policy Number	Goal and Policy
<b>Chapter 6 Safety and Noise</b>	
<i>Goal 5</i>	<i>Promote public safety.</i>
Policy 5.2	Maintain a response time of less than 5 minutes for emergency calls and for other calls less than 20 minutes, 95 percent of the time.
Policy 5.3	Support Community Oriented Policing.
Policy 5.5	Seek ways to reduce police service demands through Project design enhancements.

Source: Walnut Creek General Plan 2025.

**4.11.2.2 EXISTING CONDITIONS**

**Walnut Creek Police Department**

The Walnut Creek Police Department (WCPD) is a full-service municipal police agency which provides police protection services for the city of Walnut Creek. The department embraces a community policing model of service that promotes police-community partnerships and proactive problem solving.<sup>16</sup>

With a staff made up of 165 employees comprised of 77 sworn officers, 34 civilian personnel, 32 volunteers in Police Services, and 22 Volunteer Reserve Police Officers the WCPD provides 24-hour-a-day patrol services and responds to calls for service, based on the priority and on geographical areas, called sectors, within its jurisdiction. The Project site is located within patrol Sector 2, which encompasses most of the traditional downtown area and the corridor along N. Main Street to the Pleasant Hill border.<sup>17</sup>

The WCPD prioritizes calls for police services as follows: Priority 1 calls involve life-threatening situations; Priority 2 calls are not life-threatening but necessitate immediate response; all other calls are designated Priority 3. The WCPD response time standard is 5 minutes for Priority 1, 7 minutes for Priority 2, and 30 minutes for Priority 3 calls. In 2011, the WCPD received a total of 44,241 calls for service city-wide. The average total response time for Priority 1 calls was 4:58 minutes, while the average total response time for Priority 2 and 3 calls were 7:25 minutes and 19:08 minutes respectively. In 2012 the WCPD received a total of 43,336 calls for service city-wide. The average total response time for Priority 1 calls was 4:42 minutes, while the average total response time for Priority 2 and 3 calls were 7:50 minutes and 19:55 minutes respectively.<sup>18</sup> Thus, the Police Department currently is

<sup>16</sup> City of Walnut Creek, Walnut Creek Police Department Online, <http://www.walnut-creek.org/citygov/depts/police/default.asp>, accessed on November, 12, 2013.

<sup>17</sup> Gorski, Steve, Walnut Creek Police Department. Personal e-mail communication with The Planning Center | DC&E, September 25, 2013.

<sup>18</sup> Gorski, Steve, Walnut Creek Police Department. Personal e-mail communication with The Planning Center | DC&E, September 25, 2013.

meeting the response times identified in the General Plan 2025. Response time data provided by the WCPD has been included in Appendix E, Public Service Data, of this Draft EIR

In 2012, the WCPD had an authorized staffing level of 77 officers. Additionally, the WCPD staff included 34 civilian employees, 32 volunteers in Police Services, and 22 Volunteer Reserve Police Officers. The WCPD works to balance response time and patrol time, and achieve approximately 40 percent of an officer’s time on patrols and self-initiated activity. Considering different staffing measures, the unique service demands of the growing downtown, and the patrol time goal, in 2007 the WCPD projected a need to add five full-time officers over the next two budget cycles. However, due to budget constraints, WCPD staffing levels decreased from 80 sworn officers in 2007 to 76 in 2011, in spite of increasing demand for police services. As a result, the WCPD has cut services in some cases by not responding to lower priority calls (e.g., non-injury accidents) due to a lack of resources. In 2012 the police department again identified a need to increase staffing levels but has been unable to do so due to budget constraints and a competitive hiring environment.<sup>19</sup>

### 4.11.2.3 STANDARDS OF SIGNIFICANCE

The proposed Project would have a significant impact related to police protection and emergency services if in order to maintain acceptable service ratios, response times, or other performance objectives for police services, the Project would result in a need for new or physically altered police protection facilities, the construction or operation of which could cause significant environmental impacts.

### 4.11.2.4 IMPACT DISCUSSION

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**PS-3                      The proposed Project would not require expanded 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 services.**

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A significant environmental impact would result if development of the Project would necessitate the need for construction or operation of new or physically altered police facilities. As previously discussed under fire protection services impacts, the Project is anticipated to result in approximately 338 new residents and 158 new units over the existing conditions (i.e., 20 units and 43 residents), which represents a more intense use of the site. Similar to fire protection services, the more intense uses of land typically result in the increased potential for police and emergency incidents. Thus, the Project would create an increased demand for law enforcement services.

The crime rate, which represents the number of crimes reported, affects the “needs” projection for staff and equipment for the WCPD. A number of factors contribute to the resultant crime rate, such as police presence, crime prevention measures, and on-going legislation/funding. Therefore, the potential for increased crime rates is not necessarily directly proportional to increases in population or development. According to the response time

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<sup>19</sup> Gorski, Steve, Walnut Creek Police Department. Personal e-mail communication with The Planning Center | DC&E, September 25, 2013.

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data provided by the WCPD for 2011 and 2012, overall calls for service slightly decreased from 44,241 to 43,336 and the WCPD is currently meeting the response times identified in the General Plan 2025, as described above.

While the Project would increase the number of persons and level of activity on the Project site, given the Project site is currently developed with 20 residential units and is surrounded by residential, commercial and transit land uses, it is reasonable to expect that the Project would not result in a meaningful increase in the amount of crime in the Project area. Accordingly, the effect that the Project would have on response times would be minimal.

Further, while according to the WCPD additional police equipment and staff may be necessary to accommodate the Project, the additional demand for police services created by the Project would not require the need for new or altered police facilities.<sup>20</sup> Therefore, Project impacts to police services would be *less than significant* and no mitigation measures are warranted.

**Significance Without Mitigation:** Less than significant.

### 4.11.2.5 CUMULATIVE IMPACTS

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PS-4	<b>The proposed Project, in combination with past, present and reasonably foreseeable projects, would result in less than significant cumulative impacts with respect to police services.</b>
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A significant cumulative environmental impact would result if, in combination with other past, present, and reasonably foreseeable projects, buildout of the proposed Project would exceed the ability of police responders to adequately serve the vicinity, thereby requiring construction of new facilities or modification of existing facilities. This section analyzes potential impacts to police protection services that could occur from the Project in combination with reasonably foreseeable growth. For the purposes of this analysis the area of cumulative effect will be considered the service area of the WCPD, which as discussed above includes the area within the city limits of Walnut Creek.

Subject to the provisions of the Walnut Creek Growth Management Program, cumulative projects identified in Chapter 4.2, Environmental Evaluation, of this Draft EIR would add approximately 407,270 square feet of commercial/office space and approximately 1,008 new dwelling units by 2016. Including these increases up to 2016, 523,959 square feet of commercial space, and 1,661 residential units are projected to be added up to 2030. The corresponding increase in average daily population would create the need for additional police protection services. However, continued implementation of the City's Growth Management Program, as described in Chapter 4.9, Land Use and Planning, of this Draft EIR, would ensure that this development is incremental, in metered amounts. The WCPD would continue to evaluate the need for new or expanded facilities in the future, if the need arose, and based on the potential service population from the cumulative projects. The need for expansion of police facilities may be necessary. However, the WCPD has not identified a need for new or expanded facilities to accommodate the increase in demand for police protection services. The WCPD offices and command centers are

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<sup>20</sup>Gorski, Steve, Walnut Creek Police Department. Personal e-mail communication with The Planning Center | DC&E, October 19, 2013.

strategically located to accommodate service calls, and the department would continue to explore ways to retrofit or upgrade current facilities in order to accommodate increased demand in the future. Accordingly, the proposed Project's contribution would not be cumulatively considerable and cumulative impacts to police services would be *less than significant*.

**Significance Without Mitigation:** Less than significant.

#### **4.11.2.6 SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

The project would not result in any significant project-specific or cumulative impacts to police protection services and therefore no mitigation measures are required.

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