

**FINAL MUNICIPAL SERVICE REVIEW**  
**VOLUME I—PUBLIC SAFETY SERVICES**  
**APPENDIX A**

Report to the  
Alameda Local Agency Formation Commission

Submitted by:

**Burr Consulting**

Beverly Burr, Project Coordinator  
612 N. Sepulveda Blvd, Suite 8  
Los Angeles, CA 90049  
(310) 889-0077

In association with

**Braitman & Associates**  
**GIS/Trans**

Received by the Commission on September 16, 2004

# TABLE OF CONTENTS

<b>PREFACE .....</b>	<b>VI</b>
<b>CHAPTER A-1: CITY OF ALAMEDA HEALTH CARE DISTRICT .....</b>	<b>1</b>
AGENCY OVERVIEW .....	1
HEALTH CARE SERVICE.....	4
<b>CHAPTER A-2: EDEN TOWNSHIP HEALTH CARE DISTRICT .....</b>	<b>7</b>
AGENCY OVERVIEW .....	7
HEALTH CARE SERVICE.....	12
<b>CHAPTER A-3: WASHINGTON TOWNSHIP HEALTH CARE DISTRICT.....</b>	<b>14</b>
AGENCY OVERVIEW .....	14
HEALTH CARE SERVICE.....	18
<b>CHAPTER A-4: ALAMEDA COUNTY FIRE DEPARTMENT.....</b>	<b>21</b>
AGENCY OVERVIEW .....	21
FIRE SERVICE .....	25
<b>CHAPTER A-5: EXTENDED POLICE PROTECTION CSA .....</b>	<b>33</b>
AGENCY OVERVIEW .....	33
POLICE SERVICE .....	36
<b>CHAPTER A-6: EMERGENCY MEDICAL SERVICES CSA.....</b>	<b>42</b>
AGENCY OVERVIEW .....	42
EMERGENCY MEDICAL SERVICE.....	46
<b>CHAPTER A-7: FAIRVIEW FIRE PROTECTION DISTRICT .....</b>	<b>49</b>
AGENCY OVERVIEW .....	49
FIRE SERVICE .....	53
<b>CHAPTER A-8: CITY OF HAYWARD .....</b>	<b>56</b>
AGENCY OVERVIEW .....	56
FIRE SERVICE .....	61
POLICE SERVICE .....	64
<b>CHAPTER A-9: CITY OF SAN LEANDRO.....</b>	<b>67</b>
AGENCY OVERVIEW .....	67
FIRE SERVICE .....	70
POLICE SERVICE .....	71
<b>CHAPTER A-10: CITY OF DUBLIN .....</b>	<b>74</b>
AGENCY OVERVIEW .....	74
FIRE SERVICE .....	78
POLICE SERVICE .....	79
<b>CHAPTER A-11: CITY OF LIVERMORE.....</b>	<b>81</b>
AGENCY OVERVIEW .....	81
FIRE SERVICE .....	86
POLICE SERVICE .....	89
<b>CHAPTER A-12: CITY OF PLEASANTON.....</b>	<b>92</b>

AGENCY OVERVIEW .....	92
FIRE SERVICE .....	96
POLICE SERVICE .....	97
<b>CHAPTER A-13: CITY OF FREMONT .....</b>	<b>100</b>
AGENCY OVERVIEW .....	100
FIRE SERVICE .....	104
POLICE SERVICE .....	107
<b>CHAPTER A-14: CITY OF NEWARK .....</b>	<b>111</b>
AGENCY OVERVIEW .....	111
FIRE SERVICE .....	115
POLICE SERVICE .....	117
<b>CHAPTER A-15: CITY OF UNION CITY.....</b>	<b>120</b>
AGENCY OVERVIEW .....	120
FIRE SERVICE .....	124
POLICE SERVICE .....	126
<b>CHAPTER A-16: CITY OF OAKLAND .....</b>	<b>130</b>
AGENCY OVERVIEW .....	130
FIRE SERVICE .....	134
POLICE SERVICE .....	137
<b>CHAPTER A-17: CITY OF BERKELEY.....</b>	<b>141</b>
AGENCY OVERVIEW .....	141
FIRE SERVICE .....	146
POLICE SERVICE .....	149
<b>CHAPTER A-18: CITY OF ALAMEDA .....</b>	<b>153</b>
AGENCY OVERVIEW .....	153
FIRE SERVICE .....	157
POLICE SERVICE .....	160
<b>CHAPTER A-19: CITY OF ALBANY .....</b>	<b>163</b>
AGENCY OVERVIEW .....	163
FIRE SERVICE .....	167
POLICE SERVICE .....	170
<b>CHAPTER A-20: CITY OF EMERYVILLE.....</b>	<b>173</b>
AGENCY OVERVIEW .....	173
FIRE SERVICE .....	177
POLICE SERVICE .....	180
<b>CHAPTER A-21: CITY OF PIEDMONT.....</b>	<b>183</b>
AGENCY OVERVIEW .....	183
FIRE SERVICE .....	186
POLICE SERVICE .....	188
<b>CHAPTER A-22: EAST BAY REGIONAL PARK DISTRICT .....</b>	<b>191</b>
AGENCY OVERVIEW .....	191
FIRE SERVICE .....	194
POLICE SERVICE .....	198
<b>CHAPTER A-23: OTHER FIRE SERVICE PROVIDERS .....</b>	<b>201</b>
CALIFORNIA DEPARTMENT OF FORESTRY .....	201
SAN RAMON VALLEY FIRE PROTECTION DISTRICT .....	202

<b>CHAPTER A-24: OTHER POLICE SERVICE PROVIDERS.....</b>	<b>204</b>
UC BERKELEY POLICE DEPARTMENT.....	204
BAY AREA RAPID TRANSIT POLICE DEPARTMENT .....	207

## LIST OF TABLES

TABLE A-3-4. WASHINGTON HOSPITAL USAGE BY ZIP CODE, 2001.....	18
TABLE A-4-4. FIRE FACILITIES, APPARATUS AND STAFF IN UNINCORPORATED AREAS .....	28
TABLE A-4-5. FACILITIES, APPARATUS AND STAFF IN CONTRACT SERVICE AREAS.....	30
TABLE A-5-3. SHERIFF STAFF AT EACH POLICE SERVICE FACILITY .....	39
TABLE A-7-4. FACILITIES, APPARATUS AND PERSONNEL.....	54
TABLE A-8-4. FIRE FACILITIES, APPARATUS AND STAFF .....	63
TABLE A-8-5. HAYWARD STAFF AT POLICE SERVICE FACILITY .....	65
TABLE A-9-4. POLICE SERVICE PERSONNEL.....	72
TABLE A-11-4. LPFD FACILITIES, APPARATUS AND STAFF .....	88
TABLE A-11-5. LIVERMORE STAFF AT POLICE SERVICE FACILITY .....	90
TABLE A-13-4. FACILITIES, APPARATUS AND STAFF.....	106
TABLE A-13-5. FREMONT POLICE SERVICE STAFF .....	109
TABLE A-14-4. FACILITIES, APPARATUS AND STAFF.....	116
TABLE A-14-5. NEWARK POLICE SERVICE STAFF .....	118
TABLE A-15-4. FACILITIES, APPARATUS AND STAFF.....	125
TABLE A-15-5. UNION CITY POLICE SERVICE STAFF .....	127
TABLE A-16-4. STAFFING FY 2002-03.....	136
TABLE A-16-5. FACILITIES AND APPARATUS .....	136
TABLE A-16-6. OAKLAND POLICE SERVICE STAFF .....	139
TABLE A-17-4. FACILITIES, APPARATUS AND STAFF.....	148
TABLE A-17-5. BERKELEY POLICE SERVICE STAFF.....	151
TABLE A-18-4. FACILITIES, APPARATUS AND STAFF.....	159
TABLE A-19-4. FACILITIES, APPARATUS & PERSONNEL.....	169
TABLE A-20-4. FACILITIES, APPARATUS AND STAFF.....	179
TABLE A-20-5. EMERYVILLE POLICE SERVICE STAFF .....	181
TABLE A-21-4. FACILITIES, APPARATUS AND PERSONNEL.....	187
TABLE A-21-5. PIEDMONT POLICE SERVICE STAFF .....	189
TABLE A-22-4. FACILITIES, APPARATUS AND STAFFING .....	196
TABLE A-22-5. EBRPD POLICE SERVICE STAFF .....	199
TABLE A-24-1. CRIMES REPORTED, 2002 .....	204

# LIST OF FIGURES

FIGURE A-1-1. DISTRICT POPULATION, 2004-24.....	2
FIGURE A-1-2. ANNUAL POPULATION GROWTH RATES, 2004-24.....	2
FIGURE A-1-3. HOSPITAL REVENUE SOURCES, FY 2001-02.....	4
FIGURE A-2-1. DISTRICT POPULATION, 2004-24.....	10
FIGURE A-2-2. ANNUAL POPULATION GROWTH RATES, 2004-24.....	10
FIGURE A-3-1. DISTRICT POPULATION, 2004-24.....	16
FIGURE A-3-2. ANNUAL POPULATION GROWTH RATES, 2004-24.....	16
FIGURE A-3-3. REVENUE SOURCES, FY 2001-02.....	17
FIGURE A-4-1. ACFD POPULATION & JOB BASE, 2004-24.....	22
FIGURE A-4-2. ANNUAL POPULATION GROWTH RATES, 2004-24.....	23
FIGURE A-4-3. ACFD REVENUES (\$ MILLIONS), FY 2001-02.....	24
FIGURE A-5-1. POLICE CSA POPULATION & JOB BASE, 2004-24.....	34
FIGURE A-5-2. ANNUAL POPULATION GROWTH RATES, 2004-24.....	34
FIGURE A-6-1. EMS CSA POPULATION & JOB BASE, 2004-24.....	43
FIGURE A-6-2. ANNUAL POPULATION GROWTH RATES, 2004-24.....	44
FIGURE A-6-3. AMBULANCE RESPONSES AND TRANSPORTS, 2001.....	47
FIGURE A-7-1. FAIRVIEW POPULATION & JOBS, 2004-2024.....	50
FIGURE A-7-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	51
FIGURE A-7-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	52
FIGURE A-8-1. HAYWARD POPULATION & JOB BASE, 2004-24.....	58
FIGURE A-8-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	58
FIGURE A-8-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	60
FIGURE A-9-1. SAN LEANDRO POPULATION & JOB BASE, 2004-24.....	68
FIGURE A-9-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	68
FIGURE A-9-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	69
FIGURE A-10-1. DUBLIN POPULATION & JOB BASE, 2004-24.....	76
FIGURE A-10-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	76
FIGURE A-10-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	77
FIGURE A-11-1. LIVERMORE POPULATION & JOB BASE, 2004-24.....	83
FIGURE A-11-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	83
FIGURE A-11-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	85
FIGURE A-12-1. PLEASANTON POPULATION & JOB BASE, 2004-24.....	93
FIGURE A-12-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	94
FIGURE A-12-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	95
FIGURE A-13-1. FREMONT POPULATION & JOB BASE, 2004-24.....	101
FIGURE A-13-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	101
FIGURE A-13-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	103
FIGURE A-14-1. NEWARK POPULATION & JOB BASE, 2004-24.....	112
FIGURE A-14-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	113
FIGURE A-14-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	114
FIGURE A-15-1. UNION CITY POPULATION & JOB BASE, 2004-24.....	121
FIGURE A-15-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	122
FIGURE A-15-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	123
FIGURE A-16-1. OAKLAND POPULATION & JOB BASE, 2004-24.....	131
FIGURE A-16-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	132
FIGURE A-16-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	133
FIGURE A-17-1. BERKELEY POPULATION & JOB BASE, 2004-24.....	143
FIGURE A-17-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	143
FIGURE A-17-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	145
FIGURE A-18-1. ALAMEDA POPULATION & JOB BASE, 2004-24.....	154
FIGURE A-18-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	155
FIGURE A-18-3. GENERAL FUND REVENUE SOURCES, FY 2000-01.....	156
FIGURE A-19-1. ALBANY POPULATION & JOB BASE, 2004-24.....	164

FIGURE A-19-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	165
FIGURE A-19-3. GENERAL FUND REVENUE SOURCES, FY 2000-01 .....	166
FIGURE A-20-1. EMERYVILLE POPULATION & JOBS, 2004-24.....	174
FIGURE A-20-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	175
FIGURE A-20-3. GENERAL FUND REVENUE SOURCES, FY 2000-01 .....	176
FIGURE A-21-1. PIEDMONT POPULATION & JOB BASE, 2004-24 .....	184
FIGURE A-21-2. ANNUAL POPULATION & JOB GROWTH RATES, 2004-24.....	184
FIGURE A-21-3. GENERAL FUND REVENUE SOURCES, FY 2000-01 .....	185
FIGURE A-22-1. EBRPD POPULATION, 2004-2024 .....	192
FIGURE A-22-2. ANNUAL POPULATION GROWTH RATES, 2004-2024 .....	192
FIGURE A-22-3. DISTRICT GENERAL FUND REVENUE SOURCES, CY 2002 .....	193

# P R E F A C E

This appendix supplements the Municipal Service Review (MSR) report on public safety services for the Alameda Local Agency Formation Commission (LAFCo). The main MSR report is primarily focused on health care, fire, emergency medical and law enforcement services.

This supplemental appendix provides detailed information about the agencies that are providing those services, and does **not** reiterate the findings and conclusions, analysis, and agency comparisons that appear in the main report.

This report has been reviewed by the MSR Working Group, comprised of County, city and special district representatives. Affected agencies were given an opportunity to preview the Draft MSR and Appendix. LAFCo held a public hearing on July 8, 2004 to consider the Draft MSR and its contents and to receive testimony, received comments on the Draft Final MSR during the 21-day review period, and received additional testimony at a public hearing held on September 16, 2004. Comments have been considered and incorporated into the Final MSR as appropriate. On September 16, 2004, the Commission received the report, and adopted a resolution making MSR determinations.

---

## GUIDE TO APPENDIX

---

The appendix provides an agency overview as well as service-specific sections for health care, fire and EMS services, and law enforcement services provided agencies under the Alameda LAFCo's purview.

The overview of each local agency includes the following sections:

- The **formation and boundary history** section summarizes when, why, and how each agency was formed, and describes the current boundary.
- The **local accountability and governance** section describes each agency's governance structure, public outreach efforts, disclosure of information to the public, participation in this MSR project, approach to handling constituent complaints, and other activities that reflect on the agency's accountability to its constituents.
- The **growth and population projections** section provides the current population in the agency's boundaries and, if different, service area. For health care districts, the section also provides the current and projected senior population. For all other agencies, the section identifies the daytime population (jobs) and projected long-term growth. The section also describes significant growth areas within each agency's territory.
- The **evaluation of management efficiencies** section describes the agency's approach to performance evaluation and productivity monitoring, as well as recent awards, honors, and accomplishments.

- The **financing constraints and opportunities** section describes the agency’s revenue level, revenue sources, long-term debt, any bond-related financial ratings, reserve levels and practices, and joint financing arrangements.

The service-specific overviews for each local agency may include health care, fire and EMS, and/or law enforcement services, depending on which services are relevant for that particular agency. Generally, each service-specific overview includes the following sections:

- The **introduction** describes the specific services that the agency delivers, contract services (received and provided), the service area and the service configuration. Where relevant, the introduction describes unique service arrangements such as affiliates and specialized services.
- The **service demand** section provides indicators of constituents’ use of the particular services, such as hospital patients, hospital beds used, surgeries performed, 911 calls, ambulance responses, crime rate, and arrests.
- The **service adequacy** section provides indicators of the quality and adequacy of services provided. For all services, the section includes available information on complaints, staffing levels, and costs. For health care providers, the section includes patient outcomes, emergency room (ER) closure rates, and bed occupancy rates. For fire and EMS providers, the section also includes response times, Insurance Services Organization (ISO) ratings, and approach to training. For law enforcement providers, the section also includes response times and training approach.
- The **facilities** section describes service-related facilities, facility needs and deficiencies, and plans for upgrading or replacing facilities.
- The **growth and service challenges** section provides the agency’s assessment of how growth is affecting service demand, growth strategies or plans, and unique challenges faced by the local agency such as difficult-to-serve areas.
- The **regional collaboration** section describes current or potential arrangements for sharing facilities with other agencies. The section also describes the agency’s efforts to collaborate with other service providers, including formal arrangements (such as mutual aid agreements and joint powers authorities) and informal arrangements. The section does not reiterate contract service provision arrangements that were discussed in the introduction.

For service providers that are not under LAFCo’s jurisdiction, the appendix provides an abbreviated overview and a description of relevant services and any regional collaboration efforts.

---

## DATA SOURCES

---

The local agencies providing public safety service have provided a substantial portion of the information included in this appendix. Each local agency provided budgets, financial statements, bonded debt statements, various plans, and responded to questionnaires. The police and fire service providers provided interviews covering workload, staffing, facilities, regional collaboration, and service challenges.

In order to minimize the burden on the agencies and maximize the comparability of the data across providers, the report relies whenever possible on standard, central data sources, including the Association of Bay Area Governments, the State Controller, the Office of Statewide Health Planning (OSHPD), California Attorney General, U.S. Census Bureau, and the following Alameda County departments: Registrar of Voters, Auditor/Controller, Community Development Agency, Assessor, Surveyor, and Information Technology.

Due to the time involved in standardizing certain information, some of the information from the central data sources is older than the raw data currently available from the agencies. In particular, the State Controller's production of standardized financial data involves a data lag of several years. The most recent comparable data on revenue sources and expenditures at the time of report preparation refers to FY 2000-01. Although these data are more dated than raw data available from the agencies, the raw financial data do not accommodate inter-agency comparisons and are, therefore, not used in this study. Subsequent and significant developments relating to revenue, expenditures and long-term debt have been described in the text. Any elaboration provided by the local agencies in their review of this appendix will be included in the final version of this report.

This report presents projected growth in residential, daytime population (jobs), and/or the senior population for each agency, as relevant to that agency. The baseline population in the year 2000 is based on Census data. For cities, the 2000 population level was provided by ABAG based on Census data. For each district, the authors identified full and partial census block groups within the agency boundaries, determined the proportion of each census tract within the boundaries, and then applied ABAG growth forecasts at the census tract level. Using ABAG's 2003 projections, the appendix displays projected growth from 2004 to 2024. Although data covering a 20-year horizon are provided, the report generally defines the long-term as a 15-year period. Indeed, the agency SOIs will be established to accommodate growth within the next five to 15 years, because LAFCo must review SOIs every five years. The 20-year projections are provided as a courtesy for readers such as municipal planners who typically focus on a 20-year time horizon.

In the MSR interview, each fire and police service provider was asked to provide detailed information on the number and type of calls for service in 2002. Each agency tracks these indicators using different methods, schedules and categories by type of call. The appendix provides the statistics exactly as reported by each agency. For police service providers, the data is supplemented with comparable data provided by the California Attorney General's office on crime rates, arrests and crime clearance rates. The FBI crime rate represents the number of serious crimes—homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson—committed per 10,000 residents. The crime clearance rate represents the percent of FBI crimes for which at least one person was arrested, charged, and prosecuted.

# CHAPTER A-1: CITY OF ALAMEDA HEALTH CARE DISTRICT

The City of Alameda Health Care District (HCD) provides hospital, surgical, emergency room (ER), and other health care services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Alameda HCD was formed July 1, 2002 after approval by over two-thirds (69 percent) of voters. The District is organized as an independent special district, and was formed under the State's Local Health Care District Act. The District formed because the Alameda Hospital was facing ongoing operating losses. As a condition of District formation, property owners in the City of Alameda pay a \$298 parcel tax to repay the hospital's debt, defray the operating losses of the hospital and ensure that the hospital remains open.

The District encompasses the territory of the City of Alameda, with an SOI coterminous with its boundaries. No modifications have been made since 2002.

The District's land area encompasses 10.8 square miles.<sup>1</sup>

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The District is governed by a five-member board that meets on the second and fourth Mondays of the month. Its initial members were appointed by the Alameda County Board of Supervisors; however, future boards will be elected by the voters beginning as early as 2004. District board meetings are not broadcast to constituents.

Of district constituents who used hospital services in 2002, 34 percent chose the HCD hospital.

The District conducts public outreach efforts by posting its agendas on the hospital website and in the main lobby, and by circulating them to the local press. Public outreach also includes a newsletter posted on the District's website. Most public documents such as budgets, plans, and other financial statements are not posted on the website.

The District demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written

---

<sup>1</sup> Land area refers to the total area within the agency's boundaries excluding submerged areas, such as those lying in the San Francisco Bay. Land area is expressed in units of square miles.

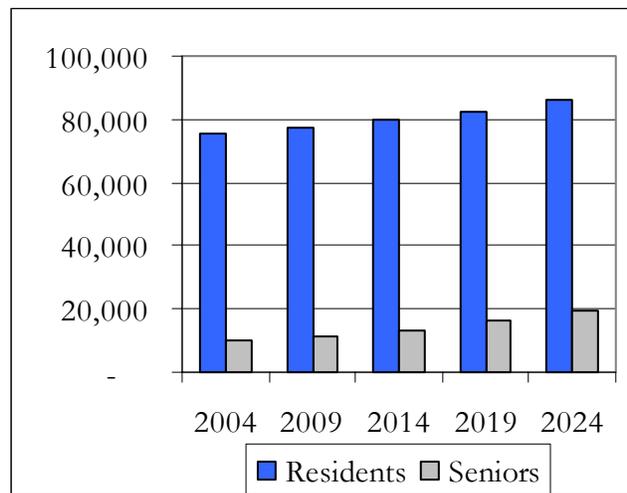
questionnaires and cooperated with map inquiries. The agency did not provide audited financial statements because it has recently reorganized and does not yet have financial statements for a full fiscal year.

The District’s community activities include health screening, CPR risk assessment, community health fairs, wellness and education programs, blood drives, outreach programs and charity care. The District’s 2002 annual financial report to Office of Statewide Health Planning and Development (OSHPD) indicated that charity cases and uncompensated care accounted for three percent of operating expenses in 2002.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-1-1. District Population, 2004-24*

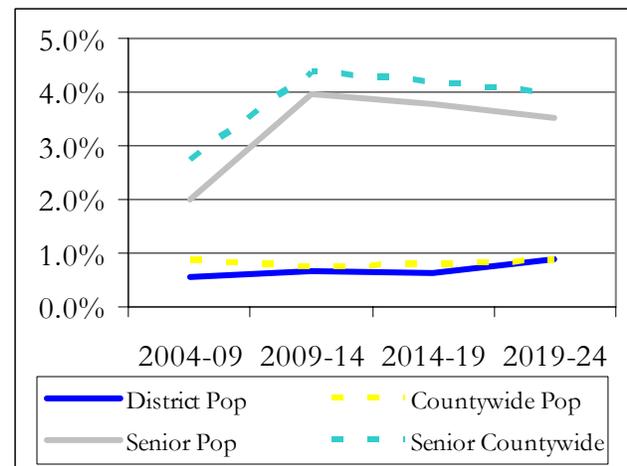
There are 75,252 residents in the District according to Census and the Association of Bay Area Governments (ABAG) data, of which 10,018 are age 65 or older. By the year 2019, the projected population of the District is expected to be 82,600, as shown in Figure A-1-1.



The senior population in the District is currently 13 percent of the District’s population. The senior share of the population will grow substantially over the coming years. By the year 2019, 20 percent of the District’s population is expected to be age 65 or older.

*Figure A-1-2. Annual Population Growth Rates, 2004-24*

Projected annual growth rates in the District are slightly lower than the projected growth rates for the County as a whole, as indicated in Figure A-1-2. Similarly, projected growth for the senior population is expected to be slightly lower than the countywide growth in the senior population.<sup>2</sup>



Growth areas include Bay Farm Island, where recent residential development has occurred and where the Harbor Bay Business Park, a golf complex, and the 205-acre Marina Village mixed-use project was successfully developed with office space, retail, townhouses and a marina. Future growth is expected to be most significantly affected by redevelopment of Alameda

<sup>2</sup> Population projections were provided by ABAG.

Point, formerly the Alameda Naval Air Station, where as many as 15,000 residents will be added during the next 20 years in addition to clean light-industrial and office uses, resort and conference facilities, and tourist attractions.

The District views the projected population growth as minimal, and utilizes the ABAG projections and City of Alameda General Plan to plan for future service demand.

## **EVALUATION OF MANAGEMENT EFFICIENCIES**

The District evaluates its performance through ongoing quality assurance and patient safety reports, annual personnel performance evaluations, monthly financial reports and annual financial audits.

The District monitors its workload and productivity. The hospital evaluates the proportion of work activity that is productive—84 percent in 2002. The remainder of work activity consists of compensated time off.

The Hospital has received various awards from the community, including the ANG Newspapers Best of Alameda Health Care Provider and the 2001 Alameda Chamber of Commerce Business of the Year. Alameda Hospital's ER consistently ranks in the top ten for patient satisfaction by the California Emergency Physician Group, and was voted number three in patient satisfaction in the Bay Area.

The District is accredited for hospital services by the Joint Commission on Accreditation of Health Care Organizations. This voluntary accreditation signifies that the hospital engages in performance measurement and evaluation, follows standards on safety, infection control, quality of care and ethics.

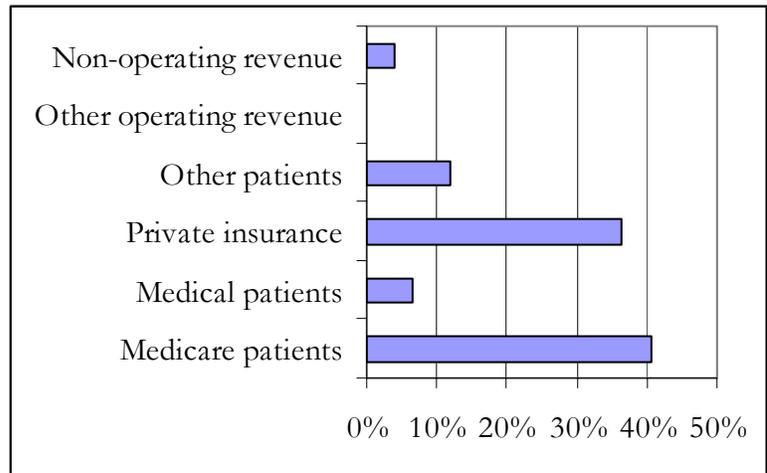
## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

The Alameda Hospital's most recent financial report to OSHPD was filed in 2002. In that year, the hospital ran a net operating loss. Its net income margin was approximately negative two percent, and its net operating margin was approximately negative six percent.

In 2001, the non-profit Alameda Hospital applied to LAFCo for formation of a district and imposition of a special tax levied at \$298 per parcel. The financial pressures cited by the hospital prior to formation of the District include lower reimbursement rates from the federal and state governments, growing popularity of HMOs, recent loss of ten primary care physicians to Kaiser, and reduced revenue relating to shorter patient visits. The proceeds of the special tax are currently being used to repay hospital indebtedness and to defray operating and capital improvement expenses of the District.

**Figure A-1-3. Hospital Revenue Sources, FY 2001-02**



In the fiscal year prior to the District’s formation, the hospital’s revenues were \$39 million. The District’s revenue sources are depicted in Figure A-1-3. Patients covered by Medicare were the most significant source of revenue, providing 41 percent. Patients covered by private health insurance provided 36 percent of revenue. Patients paying for their own care and other patients constituted 12 percent of revenues.<sup>3</sup> Non-operating revenue such as interest on investments constituted four percent of revenues.

At the time of the District’s formation, the hospital had no long-term debt. Neither the District nor the financial ratings agencies reported any bonds having been issued since the hospital’s formation.

The District’s investments and cash at the time of formation were \$1 million, constituting about three percent of revenues.

The District participates in one joint financing arrangement. The District receives professional liability insurance through the BETA Risk Management Authority JPA.

---

## HEALTH CARE SERVICE

---

The City of Alameda Health Care District provides ER, general acute care, surgery, physical therapy, long term care services, and cardiac rehabilitation.

### SERVICE DEMAND

The majority (74 percent) of the hospital’s patients reside in the City of Alameda. The Hospital’s secondary service area includes parts of Oakland and San Leandro.

In 2002, the hospital received visits from 31,949 individuals as inpatients, outpatients, or ER visits. In 2002, 37 percent of the hospital’s beds were occupied on an average day.

The Alameda Hospital’s 2002 *Annual Utilization Report of Hospitals* reported that the hospital received 16,817 patients in its ER, of which 96 percent were urgent or critical cases and four percent were classified as not being urgent. The hospital performed 2,541 surgical operations in 2002, 35

---

<sup>3</sup>Gross patient revenue in Figure A-1-3 reflects revenue from inpatients as well as outpatient visits, and is based on data reported to OSHPD.

percent of which were performed on an in-patient basis. There were 59 patients who received long-term care at the hospital, although most of the patients remained in the long-term care facility for less than two weeks. There were 21 babies born at the hospital in 2001 and, due to the closure of the obstetrical unit, there were no babies born at the hospital in 2002.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as complaints, patient outcomes, ER closure rates, occupancy rates, staffing levels, and costs.<sup>4</sup>

The hospital received 100-130 complaints in 2002 on issues ranging from loss of belongings to personality conflicts to patient care quality issues. Customer complaints are solicited through comment cards located in waiting areas as well as in- and out-patient surveys. Complaints are handled by a designated individual.

The heart attack death rate was 12 to 14.4 percent over the 1996-98 period at Alameda Hospital; these death rates take into account patient risk factors at each hospital. By comparison, the California heart attack death rate was 12.1 percent, and the Alameda County risk-adjusted heart attack death rate was 10.9-11.3 percent.<sup>5</sup>

The hospital closed its ER to incoming patients for a total of 93 hours (one percent of the time) during 2002. During that time, ambulances were diverted to other hospitals to accommodate patients. By comparison, ERs countywide were closed one percent of the time in 2002. The hospital upgraded its ER capacity in 2002 from 10 to 12 treatment stations.

The hospital's relatively low occupancy rate may indicate a service adequacy issue, but it may also indicate excess supply of hospital beds in the area. Detailed analysis of Alameda residents' use of other hospitals would be needed to distinguish between relatively low service demand in this area due to demographics and those attributable to an uncompetitive service level.

Hospital service was provided by 384 employees (full-time equivalents) in 2002, including doctors, specialists, nurses, orderlies, administrative and food service staff.

Operating expenses were \$40 million in FY 2001-02. Net inpatient revenue per patient day was \$1,385, compared with \$1,710 countywide. Net outpatient revenue per visit was \$138 at Alameda Hospital, compared with \$219 countywide.

## **FACILITIES**

After the District was formed, the Alameda Hospital assets were transferred to the newly formed District.

---

<sup>4</sup> Other indicators of service adequacy outside the scope of this research study include ER response times and patient survival and recovery rates for medical problems and procedures other than heart attacks.

<sup>5</sup> Healthcare Quality and Analysis Division, 2002.

The Alameda Hospital is located on 4.3 acres of land at 2070 Clinton Avenue in Alameda. The hospital was established in 1894. The facility average age of plant is listed as 13 years due to renovation and upkeep, according to the 2002 annual financial data.<sup>6</sup>

The Alameda Hospital facility has an ER and eight operating rooms. The facility includes 135 beds, of which 100 are used for general acute care, and the remaining 35 are used for long-term care purposes.

According to OSHPD, the seven Alameda Hospital buildings meet the 2008 seismic requirements, but two of its seven buildings do not meet the 2030 seismic requirements. These two buildings must be seismically upgraded by 2030 to ensure that they would function following a strong earthquake.<sup>7</sup>

The District plans to draw elective surgery patients from overcrowded surrounding hospitals to achieve its goal of increasing volume at the hospital.<sup>8</sup>

## **REGIONAL COLLABORATION**

No opportunities for regional cooperation or shared facilities were identified.

Prior to forming a District, the hospital explored a number of organizational options, including affiliation with a major health care system, consolidation with other hospital districts, affiliation with other governmental agencies, private ownership, and hospital closure. According to the District, none of these options proved feasible.

---

<sup>6</sup> OSHPD defines the facility average age of plant based on the ratio of accumulated depreciation to current-year depreciation.

<sup>7</sup> OSHPD, Summary of Hospital Seismic Performance Ratings, April 2001.

<sup>8</sup> Statement by Alameda Health Care District President Dr. Jephtha Boone, as reported by the *Oakland Tribune*, July 22, 2004.

# CHAPTER A-2: EDEN TOWNSHIP HEALTH CARE DISTRICT

The Eden Township HCD provides grant funding for health care and social service providers in Hayward, San Leandro and the unincorporated areas of Castro Valley and San Lorenzo. The District also provides capital improvement funding for the Eden Medical Center (EMC) through its Board and non-profit affiliate. The District recently purchased San Leandro Hospital, which it has leased to the Eden Medical Center. Through its position on the EMC Board, the District oversees management of two hospitals, the Tri-Valley Cancer Center, and a retirement center.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

Eden Township Hospital District was established in 1948 by a vote of the residents of the Eden Township, an area which currently includes the City of San Leandro, most of the City of Hayward, and the unincorporated areas of Castro Valley and San Lorenzo. The District is organized as an independent special district, and was formed under the State's Local Health Care District Act. The District was formed pre-LAFCo. Subsequently there have been several actions taken by LAFCo including the detachment of a few parcels in the early 1970s, and the adoption of an SOI coterminous with the District's boundaries in 1984.

The District boundary encompasses a 130.6 square mile area.

The District was formed originally to finance construction of the Eden Medical Center (EMC), a facility that opened in 1954.<sup>9</sup> Throughout its history, the District owned and operated the Medical Center and Laurel Grove Hospital,<sup>10</sup> acquired a 34-bed retirement facility,<sup>11</sup> and acquired a minority interest in a medical supply business.<sup>12</sup>

The Legislature passed new seismic safety requirements (SB 1953) in 1994 after the Northridge earthquake. SB 1953 requires California hospitals to either be retrofitted or rebuilt to meet earthquake safety standards by 2008, and more stringent earthquake conformance mandates by 2030. Eden Medical Center buildings were found to pose a significant risk of collapse after a strong earthquake, and were required to be retrofitted or replaced by 2008. The District found that the

---

<sup>9</sup> District website, [www.ethd.org/about/history.htm](http://www.ethd.org/about/history.htm)

<sup>10</sup> Laurel Grove Hospital is a 31-bed acute rehabilitation facility that also provides outpatient services. It is operated by EMC in a wing of the hospital.

<sup>11</sup> The Baywood Court retirement facility is operated by the Eden Medical Center. The facility is owned by the Eden Hospital Health Services Corporation, a subordinate corporation of the District.

<sup>12</sup> The District transferred the EMC and Laurel Grove hospitals to a non-profit affiliated with Sutter Health, and sold the medical supply business. The retirement facility is owned by a subordinate corporation of the District, but is governed by an independent board and operated by Eden Medical Center.

seismic retrofit would cost \$10-20 million and would require the hospital to close temporarily.<sup>13</sup> The District determined that the hospital would require replacement at an estimated cost of more than \$300 million, and that affiliation with an existing multi-hospital system was the most viable option for accessing the capital investment necessary for replacement of its main campus.<sup>14</sup>

In the spring of 1997, the District board placed Measure A on the ballot to question the voters as to whether the District's assets should be transferred to a new non-profit corporation jointly organized and operated by the District and Sutter Health.<sup>15</sup> Proponents argued that Measure A would save EMC, that vital services would be lost without Measure A, and that \$80 million would be provided to the District to spend on community health care. Opponents characterized Measure A as a takeover of a financially healthy community hospital by a health care conglomerate, raised concerns about health care quality and Medicare fraud under Sutter's stewardship, and argued that Sutter, not the District, would have majority control of the hospital. The ballot measure was administered as a special vote-by-mail election. On April 23, 1997, a majority (55 percent) of the voters approved Measure A.

On January 14, 1998, the District transferred substantially all of the net operating assets and operations of the hospital to EMC, a California nonprofit. EMC's 11-member board consists of the District's five elected directors, five designees from Sutter Health, and the hospital's CEO. The affiliation terms allowed the District to retain the \$57 million building fund—"historically designated by the Board for future replacement, expansion and improvement of the District's operating property"<sup>16</sup>—and a community grants fund valued at \$33 million in 2001. The District's financial statements prior to the affiliation indicated it had a net worth of about \$60 million.

### **Affiliates**

In addition to the Eden Medical Center, the District has two wholly-owned non-profit affiliates:

- The Eden Hospital Health Services Corporation (EHHSC) owns the Baywood Court retirement facility. The facility is governed by an independent board, with skilled nursing provided by the Eden Medical Center. The District's only right with respect to EHHSC is to dissolve it; the District does not operate, manage, or govern the facility.<sup>17</sup>
- The Eden Hospital Development Corporation (EHDC) is inactive, and formerly owned a medical supply business. The medical supply business was sold prior to the District's affiliation with Sutter Health. This entity has been inactive for several years, and the District is in the process of closing this affiliate.

---

<sup>13</sup> Interview with District General Manager George Bischalaeny, July 15, 2004.

<sup>14</sup> Letter from Board Chairman Harry Dvorsky to LAFCo Executive Officer, August 27, 2004, pages 2-3.

<sup>15</sup> By state law, a health care district requires voter approval for a sale of a majority interest in its assets or for its dissolution.

<sup>16</sup> Excerpted from the Eden Township Healthcare District, Notes to Financial Statements, June 30 2000 and 1999.

<sup>17</sup> Sources are 1) Installment Sale Agreement of Eden Hospital Health Services Corporation as Purchaser and Eden Township Hospital District as of July 1, 1993, and 2) Bylaws of Eden Hospital Health Services Corporation, 1997.

The District transferred its general partnership in the Tri-Valley Cancer Center to EMC during the affiliation with Sutter Health. The Eden Hospital Foundation is an independent charitable entity, and is not a District affiliate.

## **LOCAL ACCOUNTABILITY AND GOVERNANCE**

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The District is governed by a five-member board of directors elected to four-year terms. The board meets monthly on the second Wednesday of each month in the Hospital Conference Room.

The District board members participate in the 11-member Eden Medical Center board. The District representatives hold block-voting privileges in which a majority vote of the District representatives is required for the approval of budgets, unbudgeted capital expenditures, new programs, closure of programs, strategic plans, and CEO appointment; for such decisions, a majority vote of the Sutter representatives is also required. Both the District and Sutter have the right to approve or veto significant organizational changes to the Eden Medical Center such as merger, dissolution, sale, or changes to the bylaws or articles of incorporation. Sutter Health retains certain powers under the power of attorney granted by EMC to Sutter. Sutter Health is the primary financier of EMC facility expansion and renovation, and is responsible for those activities, although the District board members do have input into these plans.

According to the District, all meetings are noticed in public places and placed in local newspapers. The District has recently begun posting meeting notices on its website. The District does not broadcast its meetings on television or radio, but has recently begun posting board meeting minutes on its website. To inform constituents about District activities, press releases are used as well as interviews with reporters.

The latest contested election was in the November 2000 general election. In the election, the voter turnout rate was 74 percent, comparable to the countywide voter turnout rate of 75 percent.

The District responded to LAFCo's written questionnaires, cooperated with map inquiries, and provided documents requested by LAFCo.

Customer complaints about service can be submitted to the District by letter or phone to a District representative. The District responded that very few complaints are received per year and estimated the number to be less than five for the year 2002.

The Eden Township Healthcare District was formed in 1948 to build and operate Eden Hospital. Since its affiliation with Sutter Health, the District shares governance of the medical center and oversees the Community Health Fund, a permanent endowment established as a result of the affiliation. The Community Health Fund provides grants to benefit the health needs of residents of the District, which comprises San Leandro, San Lorenzo, Hayward and Castro Valley. The District does not provide direct charity health care. The District distributes grant funds for health activities, as discussed in the service section of this chapter.

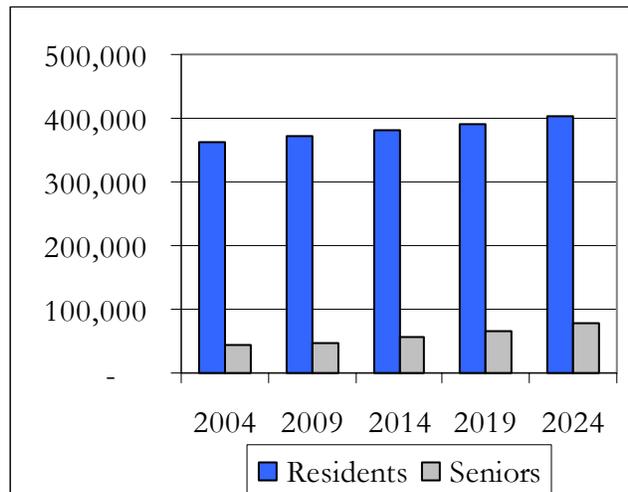
The District's affiliation agreement with Sutter Health requires EMC to continue the hospital's charity care policies.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-2-1. District Population, 2004-24*

The District's territory includes a population of 361,127, according to Census and ABAG data, of which 44,623 are age 65 and older, as depicted in Figure A-2-1.

By the year 2019, the District's population is expected to grow to 391,011. The senior share of the population will increase over the coming years. The portion of the population age 65 and older is expected to rise from 12 percent to 17 percent by 2019. By the year 2024, the District's population is expected to grow to 402,301 of which 19 percent of residents are expected to be seniors.

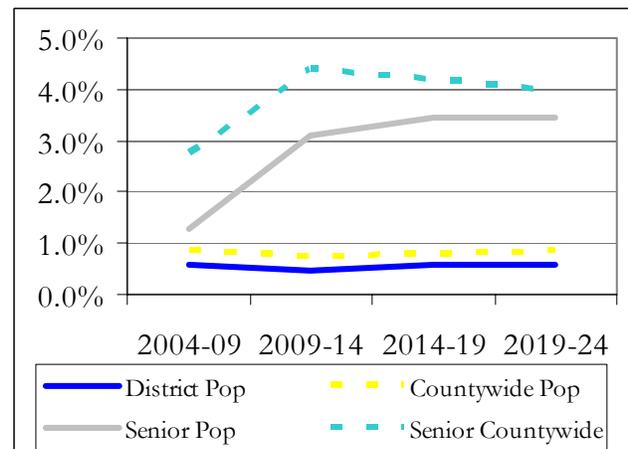


*Figure A-2-2. Annual Population Growth Rates, 2004-24*

The population growth rate in the Eden HCD is projected by ABAG to be slightly lower than the countywide population growth rate, as shown in Figure A-2-2. Similarly growth rates for the senior population, ages 65 and older, in the District will be lower than senior growth countywide.

By the year 2019, senior growth rates in the District will be at 3.7 percent, versus 4.3 percent countywide.

Growth areas include El Portal Ridge in Castro Valley, the Hayward Highlands area, the Glen Eden area, and the redevelopment area in downtown Hayward.



## EVALUATION OF MANAGEMENT EFFICIENCIES

The District's day-to-day affairs are managed by the EMC staff; however, the District also has independent legal counsel and financial advisors.

The District reports that it does not engage in performance evaluation or productivity monitoring.

The District did not report any awards, honors or other accomplishments in the last five years for distinguished service.

## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

District revenues in FY 2000-01 were \$4.7 million, with all revenues constituting investment income. The District has not collected any property taxes since 1976. In its 1997 affiliation with Sutter, the District agreed not to own or operate any hospital, outpatient facility, or related business within Alameda County for a period of 10 years. Further, the District agreed to pay over any income from owning or operating a hospital or health care facility to Sutter Health. This "Covenant Not to Compete" precludes the District from earning any lease or service-related revenue through 2007.<sup>18</sup>

The investments are allocated between two fund accounts: a building account and a grant endowment fund.

The building account is a reserve fund for any future rebuilding of the hospital; at the time of affiliation with Sutter Health, the fund contained \$57 million and subsequently grew to \$71 million due to investment earnings.<sup>19</sup> As part of its affiliation with Sutter Health, the District agreed to use the principal in the fund to help finance a replacement facility. The District purchased San Leandro Hospital for \$35 million on July 1, 2004, and intends to contribute the remaining \$22 million principal to the construction of a replacement for Eden Medical Center. Sutter Health will contribute the remaining capital needed to build the \$262 million replacement facility.<sup>20</sup>

The Community Benefit Fund is used to issue grants to non-profit agencies within the District. The fund includes the balance of \$30 million received from Sutter Health, in addition to \$4 million in investment earnings. The District distributes a portion of the investment earnings to grant recipients. Although the District agreed to give priority to charitable EMC programs, the District reports that it has not extended grants to EMC to date.<sup>21</sup>

The District issued \$24 million in lease revenue bonds in 1993, and had issued \$32 million in bonded debt in 1988 on behalf of the EHHSC affiliate (Baywood Court). The District was originally rated with strong creditworthiness (A+) by Standard and Poors for its 1993 bond. The financial rating for this bond issue was downgraded in July 2003 to "adequate" (BBB) by Standard and Poors. According to the District's Comprehensive Annual Financial Report, FY 2000-01, the District's liabilities were transferred to the EMC, and the District no longer has any long-term debt.

---

<sup>18</sup> Although the District owns San Leandro Hospital, the Hospital is leased to EMC and EMC is responsible for capital improvements and related planning at the facility. The District has agreed not to provide services at this hospital when the lease expires without EMC agreement. Further, the lease agreement extends to EMC the option to purchase the San Leandro Surgery Center when the lease expires.

<sup>19</sup> The building fund balance was \$71 million at the end of FY 2002-03.

<sup>20</sup> Under the terms of the District's lease of the San Leandro Hospital, EMC is obligated to plan and build a \$262 million replacement facility for the EMC Eden campus and to open the new facility by 2011. EMC is capitalized by the Sutter Obligated Group. If EMC or Sutter fails to meet that requirement, EMC is required to purchase the San Leandro Hospital from the District at purchase price (\$35 million) less depreciation.

<sup>21</sup> The District made this agreement in Article 6.1 of its MOU with Sutter Health. The priority status agreement includes the EMC trauma service.

The District does not participate in joint financing approaches with other agencies.

---

## HEALTH CARE SERVICE

---

The District no longer owns the EMC; however all District Board members sit on the EMC's Board of Directors.<sup>22</sup> The District's board members hold five of eleven seats on the board of the EMC. The remainder of the EMC board seats are filled by Sutter.

At this time, the District does not provide direct health care services. In its 1998 affiliation with Sutter, the District agreed not to own or operate any hospital, outpatient facility, or related business within Alameda County for a period of 10 years.<sup>23</sup>

The District administers the \$34 million community grants fund. Grant funds have been distributed to non-profits and government agencies providing health care, food, legal services, and other support services to low-income people. The District staff and board review each application. Grant awards are capped at \$75,000 annually, available for a one-year term. The District encourages health care providers in Ashland and Cherryland, collaborations with health care providers, as well as clinics and other programs to apply for grants.

The District also funds EMC expansion and building improvements.

### SERVICE DEMAND

The District distributes grant funds to community organizations for activities related to health care benefiting a target population that is located within the District's boundaries.

Recent grant recipients include Castro Valley High School, the Davis Street Community Center, San Leandro Boys and Girls Club, Mercy Retirement Center, Service Opportunity for Seniors (meals on wheels), and Tri-City Health Center among others.

### SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as complaints, occupancy rates, staffing levels and costs.<sup>24</sup>

The District reported that very few complaints are received, less than five for the past year. Service complaints may be submitted by letter or phone to the District's representatives at EMC.

---

<sup>22</sup> Please refer to the section on Local Accountability and Governance for a description of the District's voting rights on the EMC board.

<sup>23</sup> The source is the First Amended Memorandum of Understanding Between Eden Township Hospital District, Newco and Sutter Dated as of June 11, 1997. Note that the transaction became effective January 14, 1998.

<sup>24</sup> Other potential indicators of service adequacy include ER response times and patient survival and recovery rates for comparable medical problems and procedures. These are not relevant for the District, which does not operate a hospital.

Occupancy rates and staffing levels are not relevant for the District as it no longer operates a hospital.

## **FACILITIES**

The District is managed by and holds meetings at the Eden Medical Center. The District owns the San Leandro Hospital and the Baywood Court retirement facility, although both facilities are licensed to and operated by the Eden Medical Center. As Sutter Health affiliates, both hospitals are operated under the financial policies of the Sutter Health Obligated Group.

The District intends to contribute approximately \$22 million to the \$262 million replacement of Eden Medical Center. Further, the District has acquired land for parking facilities at the new EMC hospital through eminent domain.

The District has leased the San Leandro Hospital to the Eden Medical Center for a 20-year term. Eden Medical Center is not currently paying rent on the facility, but is responsible for building upgrades and maintenance expenses.

## **REGIONAL COLLABORATION**

No opportunities for shared facilities were identified. The District does effectively partner with a number of organizations that address regional needs and issues by providing direct funding to them.

# CHAPTER A-3: WASHINGTON TOWNSHIP HEALTH CARE DISTRICT

The Washington Township Health Care District (HCD) provides hospital and other health care services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The Washington Township HCD was formed in 1948 to build, own and operate Washington Hospital to provide health care services. The District is organized as an independent special district, and was formed under the State's Local Health Care District Act. Washington Hospital opened on November 24, 1958. In January 1995, the District's name was changed to Washington Township Health Care District. Although the District was formed pre-LAFCo; its SOI was established coterminous with its boundary in 1984 by LAFCo.

The District's boundaries include the cities of Fremont, Newark, Union City, the southern portion of Hayward, and the unincorporated community of Sunol.

The District's territory includes 126.6 square miles.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The Washington Township HCD is governed by a five-member Board of Directors, elected at-large, who each serve two or four-year terms. The Board is charged with the general oversight of the HCD's overall operations, appointment of the CEO and medical staff, and election of the Washington Township Hospital Development Corporation (DEVCO) board.

The Washington Township HCD is a political subdivision of the State of California. The District owns and operates the Washington Hospital main campus and, through its affiliates, outpatient clinics and other facilities

Board meetings are held on the second Wednesday of every month. Board agendas are published on the Internet and publicly posted. Board meetings are videotaped and may be viewed on the Internet. The District conducts public outreach through speaking engagement, seminars, quarterly newsletters and the website.

Of district constituents who used hospital services in 2002, 35 percent chose the HCD hospital. The latest contested election was in the November 2002 general election. In the election, the voter turnout rate was 50 percent, comparable to the countywide voter turnout rate of 53 percent.

The District demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires, cooperated with map inquiries, and was responsive to inquiries about the District's role with respect to its affiliates. Agency response to the written questionnaires required several follow-up attempts.

The non-profit Washington Hospital Healthcare Foundation raises funds for District facilities and equipment such as an ER upgrade, diagnostic ultrasound unit, public health library and mammography equipment as well as community services like the mobile health care unit, mammography screenings, and hospice care.

The hospital provides charity health care to the financially needy in certain cases, with three percent of operating expenses devoted to charity health care.

### **Affiliates**

The District wholly controls an affiliate nonprofit—Washington Township Hospital Development Corporation (DEVCO)—which was formed in 1984 to train medical personnel, develop medical treatment programs, perform medical research and render medical services to the general public. DEVCO has interests in the operation of a radiation oncology center affiliated with Stanford University School of Medicine, a surgery center adjacent to the hospital, an outpatient rehabilitation center, and outpatient primary care clinics in adjacent communities. The DEVCO Board is elected by the District's board.

The District provides ongoing financial support to DEVCO, having made interest-free loans to DEVCO to finance the purchase of operating assets and to provide working capital for DEVCO operations.<sup>25</sup> The District provides certain management services to DEVCO at no charge. General services are provided to DEVCO by the District at approximately cost. DEVCO is considered a component unit of the District, and is included in its financial statements.

The District is the sole member of the Washington Provider Network, Inc. ("Network"), a nonprofit that enters into full-risk provider agreements with health maintenance organizations. The District's CAFR indicates that it has loaned funds to the Network; the nature of the loan was not described.

---

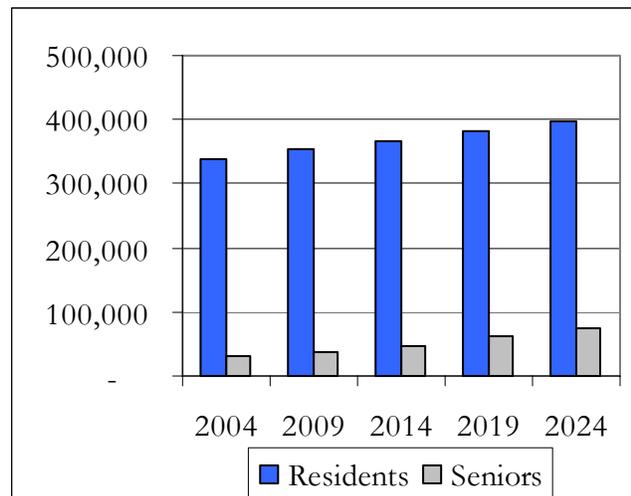
<sup>25</sup> As of June 30, 1998, DEVCO owed the District \$4.4 million, according to the Official Statement for Washington Township Health Care District Revenue Bonds, Series 1999.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-3-1. District Population, 2004-24*

The District's population is currently 338,678, with 30,576 seniors residing in the District, according to Census and ABAG data. Seniors constitute nine percent of the District's population, compared with 10 percent countywide.

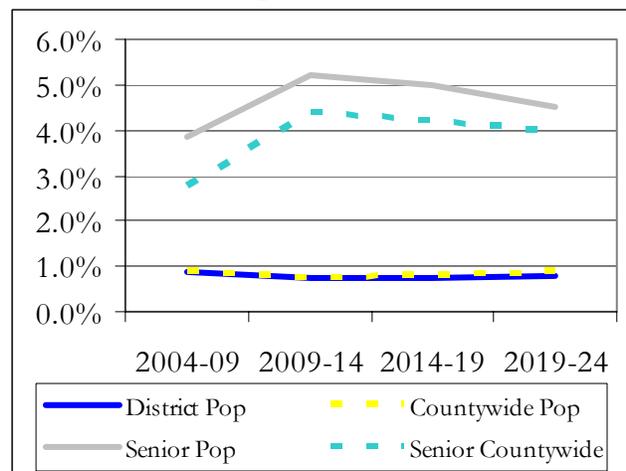
By 2019, there are expected to be 380,832 residents in the District, as shown in Figure A-3-1. The senior share of the population will grow substantially over the coming years. By 2019, 16 percent of the District's population will be age 65 and older and, by 2024, seniors will compose 19 percent of the District's population.



*Figure A-3-2. Annual Population Growth Rates, 2004-24*

Although the population growth rate in the District is expected to be nearly equivalent to the countywide growth rate, the senior population in the District is expected to grow more slowly than in the County as a whole. Nonetheless, the senior population in the District is expected to grow much more quickly than the population as a whole, as depicted in Figure A-3-2.

The District believes its population will grow as predicted by ABAG, and that all communities within the District will experience continued population growth through 2015.



Growth areas in the District include Union Landing, Alvarado Technology Center, and the BART station vicinity in Union City, Irvington, the Central Business District and the Niles area in Fremont, and the New Park Mall and historic area of Newark.

The District is planning for changing health care needs as the population ages. Washington Hospital expects surgical volume to increase due to the opening of a new operating room, the addition of a minimally invasive robotic surgery program, and the recent addition of a sixth floor patient care unit.

## EVALUATION OF MANAGEMENT EFFICIENCIES

Performance evaluation is conducted through patient, community, staff and physician satisfaction surveys and quality management processes. Washington Hospital monitors productivity by comparison through benchmark studies to peer hospitals.

The District’s annual management report reveals consistently increasing patient volume, dedication to community service and charitable care, and responsible approaches to cost savings. The hospital bed occupancy is consistently higher than the County average.<sup>26</sup> The District is surveyed and evaluated by the Joint Commission for the Accreditation of Healthcare Organizations.

Washington Hospital has been awarded several times the Bay Area Best Award for Hospitals by ANG Newspaper. The hospital was listed in the Top 100 Community Heart Hospitals by Solucient. The CEO was awarded the Woman of Distinction award in Health Care by the East Bay Business Times in 2003. UNICEF awarded the hospital with a Baby Friendly facility distinction in 2000. Washington was one of the first hospitals in northern California to use interest-based collective bargaining.

The District is accredited for hospital services by the Joint Commission on Accreditation of Health Care Organizations. This voluntary accreditation signifies that the hospital engages in performance measurement and evaluation, follows standards on safety, infection control, quality of care and ethics.

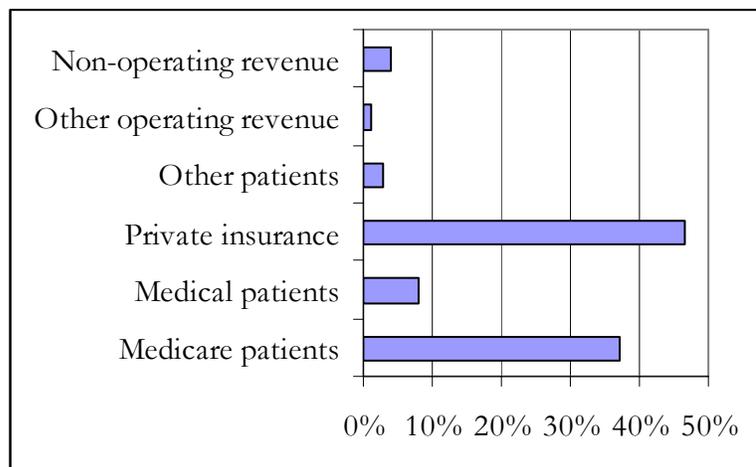
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

*Figure A-3-3. Revenue Sources, FY 2001-02*

The District operates with positive net income, unlike many other hospitals in Alameda County.<sup>27</sup>

The District’s revenues in FY 2001-02 were \$195 million. Net patient revenues constitute 95 percent of total revenue. The Hospital’s cardiac care services and programs account for a significant share of revenue.



<sup>26</sup> Author analysis of OSHPD occupancy report data.

<sup>27</sup> In FY 2001-02, seven of the 10 Alameda County hospitals with general acute care and ER service had negative net income. The three hospitals with positive net income were Washington Hospital (10 percent net income margin), Valley Memorial Hospital (5 percent), and Eden Sutter Medical Center (5 percent).

Revenue from privately insured patients constituted 47 percent of the District’s revenue, as indicated in Figure A-3-3. Revenue from Medicare patients constituted 37 percent of the District’s revenue. Non-operating revenues include contributions from the Washington Hospital Foundation from its charitable fund-raising activities.

Washington Township HCD is exempt from federal and state income taxes. The majority of the District’s real and personal property is currently exempt from local property taxes.

The District’s long-term debt at the end of FY 2001-02 was \$85 million, constituting 44 percent of annual revenue. The District issued revenue bonds in 1993 and 1999 for the purpose of providing funds to pay costs associated with the acquisition, construction and renovation of hospital facilities. For both bond issues, Moody’s rated the District with “above-average creditworthiness” (A2) as an underlying financial rating.

The District’s policy on reserve funds is to maintain cash balances to cover short-term liabilities, and to transfer excess cash to board-designated funds for future needs. At the end of FY 2001-02, the District’s undesignated reserves (cash balance) was three percent of total revenue. Including board-designated cash and investments, the District’s reserves were 35 percent of annual revenue.

The District engages in several joint financing efforts. The District established a joint powers authority (JPA) with Ohlone Community College District. Through the JPA, grants are provided to finance the education of nurses to fill positions at the District. The District receives professional liability insurance through the BETA Risk Management Authority JPA.

---

## HEALTH CARE SERVICE

---

Washington Hospital is a full-service hospital with ER, cancer center, cardiovascular and other surgical services, sports medicine and birthing services. The Hospital’s cardiac care services and programs are a particular focus.

*Table A-3-4. Washington Hospital Usage by Zip Code, 2001*

### SERVICE DEMAND

District residents accounted for 82 percent of the hospital’s admissions in FY 2001. The Hospital’s secondary service area is comprised of the nearby areas and includes Castro Valley, Hayward, Livermore, Milpitas, Pleasanton and Sunol which accounted for 18 percent of the hospitals admissions in FY 2001. Comparisons of facility inpatients to population by zip code within the District indicate that residents of the Sunol area were less likely to use this hospital than were residents of certain zip codes in Hayward that are outside the District’s boundaries.

Zip Code	Zip City	Area	Usage Rate
94538	Fremont	Inside	5.41%
94536	Fremont	Inside	4.63%
94560	Newark	Inside	3.65%
94587	Union City	Inside	3.23%
94539	Fremont	Inside	2.95%
94565	Fremont	Inside	1.43%
94544	Hayward	Outside	0.84%
94586	Sunol	Inside	0.78%
94545	Hayward	Outside	0.70%
94542	Hayward	Outside	0.51%
94541	Hayward	Outside	0.42%

Analysis of facility inpatient data provided by the District indicates that Sunol residents are less likely to use the hospital than are residents of Fremont, Newark and Union City.<sup>28</sup> The hospital usage rates for areas inside and outside the District are listed in Table A-3-4.

In 2002, 62 percent of the hospital's 276 general acute care beds were occupied on an average day.

The Washington Hospital's 2002 *Annual Utilization Report of Hospitals* indicates that the hospital received 42,361 patients in its ER, of which 63 percent were moderate to severe cases and 37 percent were classified as less urgent. The hospital performed 3,718 surgical operations in 2002, 80 percent of which were performed on an in-patient basis. There were 2,897 babies born at the hospital in 2002.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as complaints, ER closure rates, occupancy rates, staffing levels, and costs.<sup>29</sup>

The District solicits customer input through comment cards, and through patient post-discharge surveys. The District did not provide the number of complaints received or the survey results in response to the LAFCo questionnaire.

The heart attack death rate was 10.8 to 11.1 percent over the 1996-98 period at Washington Hospital.<sup>30</sup> By comparison, the California heart attack death rate was 12.1 percent, and the Alameda County risk-adjusted heart attack death rate was 10.9-11.3 percent.<sup>31</sup>

Washington Hospital closed its ER for a total of 169 hours (two percent of the time) in 2002, and required ambulance diversions to other hospitals during that time. By comparison, ERs countywide were closed one percent of the time in 2002.

The hospital's relatively high occupancy rate is one indicator that the Washington Hospital is a desirable location for health care service.

The hospital employs 1,022 full-time equivalent employees. Among these, 230 are physicians and specialists, 338 are nurses, 60 are aides, 108 are maintenance and food service workers, 79 are managers and 168 are administrative assistants and clerical staff.

Operating expenses in FY 2001-02 were \$174 million. This amounts to \$11,589 per patient, or \$2,792 per patient day.

---

<sup>28</sup> Usage rates are calculated as the ratio of 2001 facility inpatients to the population based on the 2000 decennial census.

<sup>29</sup> Other indicators of service adequacy outside the scope of this research study include ER response times and patient survival and recovery rates for comparable medical problems and procedures.

<sup>30</sup> These death rates take into account patient risk factors at each hospital.

<sup>31</sup> Healthcare Quality and Analysis Division, 2002.

## **FACILITIES**

Washington Hospital is a general acute care hospital located in Fremont, approximately 25 miles south of Oakland and 15 miles north of San Jose. The hospital is located on a 33 ½ acre campus that includes a six-level 260,000 square foot main hospital building, a one-level psychiatric wing, a four-level building with physician offices, and a commercial building with administrative and financial departments.

Washington Hospital is making technological improvements in a new central plant, expanding its operating room, upgrading radiology equipment, and implementing computer systems for admission, discharge and nurse charting. To implement cost savings, the District is planning an energy co-generation plant to reduce utility expenses. Washington Hospital recently opened a new operating room, added a minimally invasive robotic surgery program, and added a sixth floor patient care unit to its hospital. These additions expanded the hospital's acute care beds from 276 to 337.

According to OSHPD, the nine Washington Hospital buildings meet 2008 seismic requirements, but do not meet 2030 seismic requirements. Eight of the buildings must be seismically upgraded by 2030 to ensure that they would function following a strong earthquake.<sup>32</sup>

DEVCO operates the following outpatient facilities under contract:

- Washington Clinic/Newark
- Washington Clinic/Warm Springs
- Washington Clinic/Fremont
- Washington Outpatient Surgery Center
- Stanford Radiation Oncology Center
- Washington Outpatient Rehabilitation Center
- Ohlone Student Health Center
- Washington Outpatient Catheterization Laboratory.<sup>33</sup>

## **REGIONAL COLLABORATION**

The District established a joint powers authority (JPA) with Ohlone Community College District. Through the JPA, grants are provided to finance the education of nurses to fill positions at the District.

---

<sup>32</sup> OSHPD, Summary of Hospital Seismic Performance Ratings, April 2001.

<sup>33</sup> The District did not provide the reason why these facilities are operated by DEVCO rather than the District.

# CHAPTER A-4: ALAMEDA COUNTY FIRE DEPARTMENT

The Alameda County Fire Department (ACFD) is the main fire and paramedic service provider for the unincorporated areas of Alameda County. The District provides service under contract to the cities of Dublin and San Leandro, the Lawrence Berkeley National Laboratory, and the Veteran's Hospital.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

LAFCo established the ACFD on July 1, 1993 when it consolidated three fire districts. The 1993 consolidation brought together into a single jurisdiction the Castro Valley Fire Department, the Eden Fire Department, and County Fire Patrol (each a dependent special district under the Alameda County Board of Supervisors).

The ACFD was formed as a dependent special district. The principal acts under which the agency was formed are the California Health and Safety Code, Sec. 13800 and the Fire Protection District Law of 1987.

The ACFD's boundary includes all of the unincorporated areas of Alameda County except four square miles served by the Fairview Fire Protection District. The ACFD's SOI is coterminous with the boundaries of Alameda County.<sup>34</sup>

The ACFD's current boundary area is 425.5 square miles.<sup>35</sup> There are 453.1 square miles in the District's service area. The service area equals the boundary area plus the cities of Dublin and San Leandro.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The ACFD was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five members of the governing body of ACFD. The five supervisors are elected by district for four-year terms of office.

The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the Internet and at the County Administration building. Board actions and meeting

---

<sup>34</sup> Local Agency Formation Commission of Alameda County, Resolution No. 93-03.

<sup>35</sup> Since the 2000 Census, the boundary area has decreased somewhat due to Dublin annexations.

minutes are available via the Internet. Through the County website, the public has access to live audio webcasts and archived audio webcasts of regular Board meetings for viewing online at their convenience. The District also discloses finances, plans, and other public documents via the Internet.

The latest contested election was in the November 2002 general election. In the election, the voter turnout rate for the County Board was 52 percent, comparable to the countywide voter turnout rate of 53 percent.

ACFD demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo’s written questionnaires, cooperated with map inquiries, participated in a fire services interview, and followed up by providing fire service information not available at the time of interview.

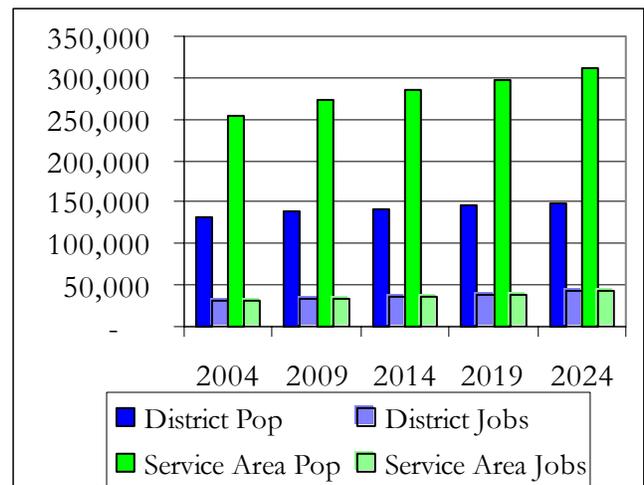
The District is accountable to its constituents and service recipients, who may direct complaints and commendations to the Fire Chief or Deputy Chiefs in person, via telephone, in writing, or email through the ACFD website.

Beyond its core services, ACFD community activities include a Holiday Food and Toy Drive, annual city festivals, and a community disaster preparedness program. Community and school educational programs are also provided which stress the importance of fire prevention and juvenile fire setter intervention.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-4-1. ACFD Population & Job Base, 2004-24*

The District’s boundary population is 132,359 and its service area population is 255,084, according to Census and ABAG data. The worker population is also relevant, because fire and EMS services are also provided to the business community. There are 30,259 jobs located in the District, with 111,473 located in the service area.

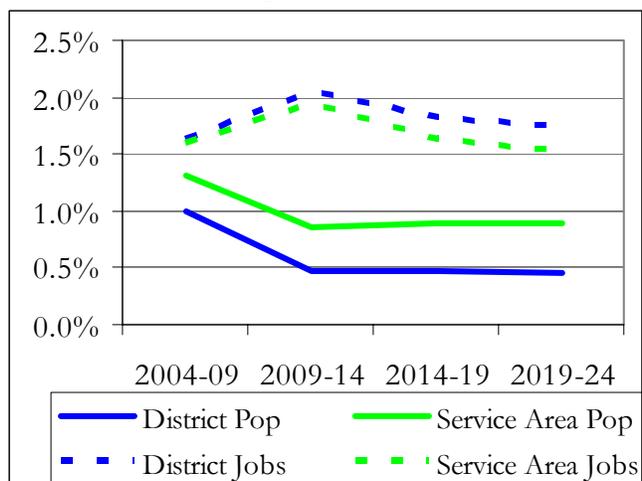


The District is sparsely populated and has a relatively large service area. Its population density—311 per square mile—is dramatically lower than the countywide density of 2,056 per square mile.

By the year 2019, the population in the District’s territory and service area is expected to increase to 145,806 and 297,326 respectively, as depicted in Figure A-4-1. The number of jobs in the District’s territory and service area is expected to increase in the next 15 years to 39,332 and 142,747 respectively.

**Figure A-4-2. Annual Population Growth Rates, 2004-24**

Per ABAG projections, currently, the District population is growing at one percent annually, as depicted in Figure A-4-2. The District population is expected to continue growing, but at a decreasing rate over the next 15 years. The annual job growth rate in the District and its service area is currently 1.6 percent, with job growth projected to occur more quickly five years from now.



Growth in the District population in the next five years is expected to outpace the rate of growth countywide, and then to decline below the countywide growth rate. Growth in the District’s service area is expected to be higher than the countywide growth rate.

The major growth areas in the ACFD service area are eastern Dublin and unincorporated areas north of Livermore. In Castro Valley, the El Portal Ridge is a residential growth area with remaining development potential. Otherwise, infill development opportunities are available. The Castro Valley area is almost fully developed and future development is expected to be primarily infill.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The District is a component of the Alameda County government; as such it is required to conduct values-based budgeting. The goals of this process involve funding agreed-upon service levels, identification of revenues and expenditures as one-time or continuing, and maintenance of adequate contingency and reserve funds.

ACFD battalion chiefs evaluate operations on an on-going basis. The District conducts annual personnel evaluations. District managers annually review goals and objectives for the coming year and goal achievements in the past year. The District monitors its workload through the chief officer performance reviews, which identify staffing and resource deficiencies.

The District’s capital needs are included in the County’s Capital Improvement Plan (CIP). Internal Fire Department planning is done for capital improvements and purchases as part of a three to five year plan.

To ensure fire service efficiency and effectiveness, the ACFD has set policy goals and objectives. Goals include the safe provision of emergency response and incident management for fires, rescues, medical emergencies, hazardous materials incidents, and disasters to all Alameda County citizens and ensure that local, State and federal mandated and discretionary service levels are maintained within the communities served.

Objectives set by the Department include personnel that are trained and ready for emergency response 100 percent of the time and respond to all calls for service within the service area. The Department continues to provide education that meets State mandated requirements for Emergency Medical Technicians and Paramedics and enforce State and local fire codes and standards through

the review and approval of building and facility plans. Community service objectives include coordination of public education, events and disaster operation activities within the communities served.

ACFD's Fire Chief is currently the President of the California Fire Chiefs Association. ACFD is distinguished in that it is the only Bay Area fire department with a State-certified heavy rescue vehicle. The District has received competitive federal grant funds for equipment for mitigating weapons for mass destruction.

## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

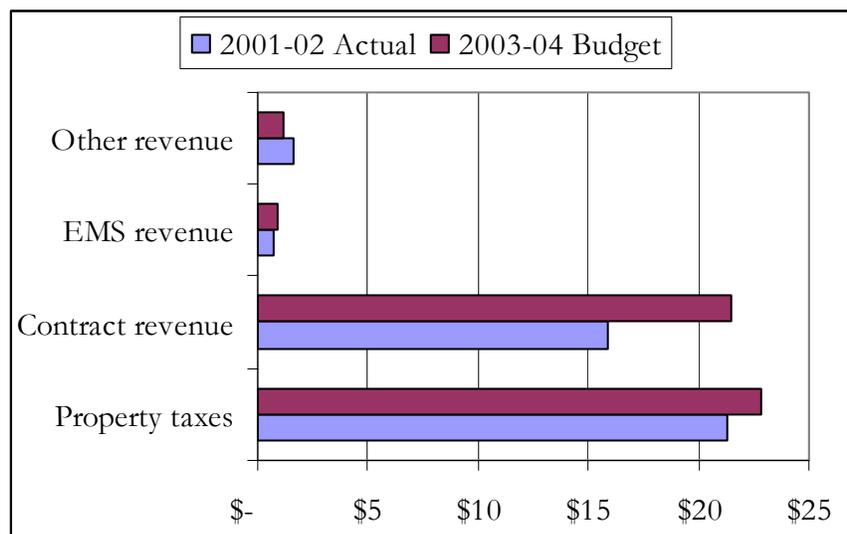
ACFD finances are tracked by Alameda County through a special fund which maintains a relatively high level of reserves and through which no bonded debt is passed. Although the Fire Department does not receive any revenues directly from the County's general fund, ACFD does receive a share of the County's property tax revenue from the unincorporated areas.

The Department's total revenues were \$40 million in FY 2001-02, and have subsequently increased. Budgeted revenues for FY 2003-04 were \$50 million. Revenue growth in part reflects the addition of the Lawrence Berkeley Lab to the ACFD service area in 2002, which brings in \$1.8 million in contract service revenue.

*Figure A-4-3. ACFD Revenues (\$ millions), FY 2001-02*

The ACFD's revenue sources are depicted in Figure A-4-3. Property tax revenues accounted for 54 percent of revenues in FY 2001-02, although this has decreased due to expansions in contract service and related payments.

Property tax revenues in FY 2001-02 were \$21.3 million, of which about \$0.3 million were passed through to the City of Pleasanton for fire service in unincorporated islands in and around Pleasanton.



ACFD receives \$0.5 million in paramedic special tax assessments, as well as \$0.4 million in first-responder advanced life support (FRALS) payments from the Emergency Medical Services CSA.

Contract service revenues were 40 percent of revenues in FY 2001-02, and account for 46 percent of budgeted revenues for FY 2003-04. This includes \$12 million for service to the City of

San Leandro, \$7 million for service to the City of Dublin, \$2 million for service to Lawrence Berkeley Lab and \$0.4 million to serve the Veterans Hospital.

ACFD has never issued any public debt. The Department finances capital acquisitions and improvements through its regular budget without issuing bonded debt. This approach to facility financing is limited in that the ACFD cannot currently finance the replacement of three stations and the seismic upgrade of three additional fire stations.

The ACFD unreserved fund balance at the end of FY 2001-02 was \$11 million, which constitutes 28 percent of revenues. The fund balance serves as a savings account for capital upgrades; as indicated previously, ACFD does not currently have direct access to capital markets.

ACFD engages in joint financing efforts related to insurance. Alameda County receives excess workers compensation and liability coverage through the California State Association of Counties Excess Insurance Authority—a joint powers authority.

---

## FIRE SERVICE

---

ACFD provides fire suppression and prevention, paramedic services, arson investigations, fire inspection, code enforcement, public education and community relations, wildland interface, search and rescue, disaster preparedness, hazardous materials response, and runs a reserves program.

The Department is primarily responsible for fire and paramedic service in all unincorporated areas of Alameda County, except for the area served by the Fairview Fire Protection District, just north of the City of Hayward and unincorporated islands in Hayward and Pleasanton. The Department serves under contract the cities of Dublin and San Leandro, the Lawrence Berkeley National Laboratory, and the Veteran's Hospital. The District has served the City of Dublin under contract since June 1997,<sup>36</sup> the City of San Leandro since June 1995, and the Lawrence Berkeley National Laboratory since August 2002. The Department also provides fire services to the Veterans' Administration medical facility in eastern unincorporated Alameda County.<sup>37</sup>

Other agencies provide service to ACFD territory under contract. The City of Hayward, the City of Pleasanton, and the California Department of Forestry (CDF) provide fire services to unincorporated areas in the County. Details about the unincorporated areas served by these agencies are discussed in their respective sections of this report. In addition, the San Ramon Valley Fire Protection District provides first-response service to a small area in northern Dublin through an automatic aid agreement.

The ACFD has two battalions that are each responsible for a designated geographic area. Battalion 1 covers the City of San Leandro, the unincorporated areas of Ashland, Cherryland, and San Lorenzo, and the Berkeley Laboratory. Battalion 2 covers the unincorporated area of Castro

---

<sup>36</sup> The Dougherty Regional Fire Authority—a JPA formed by the cities of Dublin and San Ramon—provided fire service in Dublin prior to Dublin's decision to contract with ACFD for service.

<sup>37</sup> The U.S. Capital Asset Realignment for Enhanced Services (CARES) Commission has recommended that the VA Hospital in Livermore be closed. The Commission is considering keeping the nursing home at the facility open; its decision is currently pending.

Valley, the City of Dublin, the VA hospital, as well as the eastern and southern unincorporated areas of the County.

### **Dispatch**

ACFD recently regionalized the 911 call-dispatching function for ACFD fire and medical calls. In 2002, ACFD in conjunction with the County EMS Agency established a regional fire and medical dispatch operation, called the Alameda County Emergency Dispatch Consortium, in order to improve dispatch efficiency and achieve cost savings. The regional operation is housed at the Lawrence Livermore National Laboratory (LLNL), where the Alameda County Fire Communication Center is also located. The Consortium currently dispatches fire and medical calls for ACFD, the City of Alameda, the U.S. Army at Camp Parks in Dublin, the City of Fremont, the City of Union City and the LLNL.<sup>38</sup> The Consortium is managed by a governing board made up of participating members; the Livermore Laboratory acts as the Consortium's fiscal agent. Each agency pays an annual amount with costs apportioned based on call volume.

Given that 911 calls may relate to a policing, fire or medical emergency, the calls are first routed by the telephone provider to the first-response dispatcher. For calls placed in the unincorporated areas and Dublin, all 911 calls are first routed to the Sheriff. For calls placed in San Leandro, Alameda and Fremont, all 911 calls are first routed to the City's police dispatcher.<sup>39</sup> The first-response dispatcher immediately determines whether a 911 call is related to a policing, fire or medical emergency, and routes all fire and medical 911 calls to the LLNL dispatch center.

The LLNL dispatch center simultaneously dispatches the first-response unit (ACFD or the municipal fire department) and American Medical Response (AMR) for ambulance transport services. The time between the placement of the 911 call and the notification of the emergency responders is referred to as dispatch time or alarm-processing time. The National Fire Protection Association (NFPA) recommends a 60-second standard for dispatch time; whereas the Commission on Fire Accreditation International recommends a 50-second benchmark for dispatch time. Standard dispatch times for the LLNL dispatch center were not provided.

---

<sup>38</sup> In July 2003 the U.S. Army at Camp Parks in Dublin joined the Consortium and in January 2004 the City of Fremont became a member.

<sup>39</sup> Emergency calls from cellular phones are first routed to California Highway Patrol, then to the Sheriff, and then to the LLNL dispatch center. New cellular phone technology with global positioning (GPS) identifying the precise location of the cellular phone will soon allow for direct routing of the cellular 911 call to the Sheriff (or other relevant first-response dispatcher).

## **SERVICE DEMAND**

ACFD received a total of 20,551 service calls in FY 2002-03. There were 3,853 fire incidents including false alarm calls in ACFD's service area, constituting 19 percent of total service calls. There were 16,698 calls for medical emergencies and other incidents, constituting 81 percent of service calls.

Within the unincorporated areas, ACFD received 9,495 service calls—1,808 fire and alarm calls and 7,687 EMS and other calls—with the remainder of calls in the contract service areas. ACFD responded to 8,765 service calls in San Leandro of which 1,578 were fire and alarm calls, and 625 service calls at Lawrence Berkeley National Lab of which 125 were fire and alarm calls. In Dublin, ACFD responded to 1,666 service calls in FY 2002-03, with 342 being fire and alarm calls; for service in northern Dublin by San Ramon Valley FPD, there are approximately 50 service calls annually.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training, and costs. A comparison of agency response times is provided in the Public Safety MSR report.

ACFD is able to respond to calls within five minutes 90 percent of the time, meeting the NFPA and California EMS Agency guidelines as previously discussed; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. Response times tend to be quicker in areas that are more urban due to the fact that fire stations in urban areas are often closer together. The average response time in the far eastern portion of the County is significantly higher than the average; fire response in this area may take as long as 40 minutes.

ISO ratings reflect insurance industry perspectives on the overall effectiveness of the fire department, water supply system, and fire alarm and communications systems. ISO evaluates communities according to a uniform set of criteria, incorporating nationally recognized standards developed by the National Fire Protection Association and the American Water Works Association. ISO assigns each community a rating — a number from 1 to 10, with 1 representing exemplary fire protection, and 10 indicating that the area's fire-suppression program does not meet ISO's minimum criteria.<sup>40</sup>

The ACFD's last Insurance Services Organization (ISO) rating was done approximately 5 years ago with a Fire Protection Class 2 level assigned to urban areas.

ACFD receives less than one complaint or inquiry per month, less than 10 annually. A common inquiry relates to response times. Citizen complaints or inquiries can be directed to either the Fire Chief or Deputy Fire Chiefs, via telephone, email, or in written form.

There are a total of 261 employees within the ACFD including a fire chief, two deputy chiefs, six battalion chiefs, 60 captains, 60 engineers, 79 firefighters, training and staff development personnel,

---

<sup>40</sup> The actual ISO classification is a split rating, with the main indicator reflecting the ISO classification for properties within five miles of a fire station and the second indicator reflecting the classification for properties more distant from a fire station.

and specialized response teams that include hazardous material, urban search and rescue, and water rescue. One battalion chief is assigned to each battalion for each shift, one captain and one engineer are assigned to each company per shift, and one or two firefighters are assigned to each company per shift. Staff that function under support services include fire prevention marshals and investigators, public affairs/information personnel, a communications systems officer, a mapping officer, a financial services manager, support personnel and reserve firefighters. The Department is authorized to have a staffing level of 282. Staffing numbers by facility are provided in Table A-4-4 in the next section on facilities.

The total budget for the ACFD was \$36,638,477 in FY 2000-01. On a per capita basis, the cost of providing fire service in ACFD's service area was \$152; by comparison, the median cost was \$142.

## FACILITIES

The ACFD operates out of 18 fire stations, and is supported by an additional station in Contra Costa County. The eight fire stations located in the unincorporated areas include three that are in "poor" condition, as indicated in Table A-4-4.

*Table A-4-4. Fire Facilities, Apparatus and Staff in Unincorporated Areas*

UNINCORPORATED AREAS	Owner	Year Built	Condition	Apparatus	Personnel*
Station 1	San Lorenzo Homes Assoc.	1963	Poor	Engine	9
Station 2	County	1979	Poor	Engine	9
Station 3	County	1962	Good	Engine Truck Patrol Maint. Truck Rescue Unit Truck	22
Station 4	County	1966	Fair	Engine Truck Air Unit Water Tender Patrol Zodiak 14' Boat Haz Mat Unit Engine	25
Station 5	County	1963	Poor	Engine Patrol	9
Station 6	County	1978	Fair	Engine Patrol	9
Station 7	County	1987	Fair	Engine Type 3	9
<b>EAST COUNTY (LIVERMORE)</b>					
Station 8	County	1949	Fair	Engine Patrol Patrol Type 3 Dozer	12
* Note: Staffing levels vary based on operational needs.					

Three of the County's fire stations are inadequate and require replacement, according to the County's CIP. The CIP indicates that the San Lorenzo fire station (No. 1) requires replacement, and will require another site as its existing site is too small for a replacement facility. The Ashland Fire Station (No. 2) requires replacement as replacement is less expensive than seismic upgrade of the facility. Fire Station No. 3 requires expansion to serve as a maintenance facility and central supply distribution center.

In addition to the three facilities requiring replacement, there are three Castro Valley fire stations that require seismic retrofitting. The relocation of Station 8 in Livermore is also being considered, as well as the potential for construction of a Department maintenance facility.

The Fire Department’s capital improvement projects are part of the County’s Annual Capital Improvement Plan and the estimated total capital needs are approximately \$26-28 million. Sufficient funding for the three retrofitting and three other reconstruction projects has not been identified. The Department is currently completing proposals for seismic retrofitting of three County stations and the construction or rebuilding of three other fire stations.

**Table A-4-5. Facilities, Apparatus and Staff in Contract Service Areas**

<b>CITY OF SAN LEANDRO</b>	<b>Owner</b>	<b>Year Built</b>	<b>Condition</b>	<b>Apparatus</b>	<b>Personnel*</b>
Station 9	San Leandro	1960's	Good	Engine Truck Air Unit Patrol	19
Station 10	San Leandro	2002	Good	Engine Zodiac 14' Boat	9
Station 11	San Leandro	2002	Good	Engine Zodiac 23' Boat	9
Station 12	San Leandro	1960's	Good	Engine Truck Haz Mat Unit Engine Engine	25
Station 13	San Leandro	1960's	Good	Engine	9
<b>SUNOL</b>					
Station 14	State CDF	1950's	Good	Engine	9
<b>CITY OF DUBLIN</b>					
Station 15	County	1970's	Good	Reserves	Reserves
Station 16	Dublin	1989	Good	Engine Truck Patrol	18
Station 17	Dublin	2003	Good	Engine	9
Station 18	Dublin	2003	Good	Engine Patrol	9
Station 39	San Ramon Valley FPD	1970's	Excellent	Engine Ambulance (2)	9
<b>LAWRENCE BERKELEY LAB</b>					
Station 19	UC Berkeley	1940's	Good	Engine Patrol Haz Mat Unit	12
* Note: Staffing levels vary based on operational needs.					

In ACFD’s contract service areas, most of the fire stations are owned by the contract service recipients such as City of San Leandro, City of Dublin and the California Department of Forestry (CDF), and are listed in Table A-4-5.<sup>41</sup>

Both the City of Dublin and City of San Leandro recently financed and constructed several new fire facilities to upgrade and accommodate growth in areas served by the ACFD. The City of San

<sup>41</sup> The LLNL fire station is owned, staffed and used by LLNL, and is not an ACFD resource.

Leandro recently completed construction and opened two fire stations, and in 2003, the City of Dublin completed and opened two new stations. After completion of Station No. 17 in Dublin, ACFD closed nearby Station No. 15 for active use and is now housing reserve equipment and personnel there. These city projects were financed by the cities' general funds and development fees.

The San Ramon Valley Fire Protection District (SRVFPD) Station No. 39 in Contra Costa County serves as first responder to a small area in northern Dublin under an automatic aid agreement with ACFD. The SRVFPD and ACFD are developing an automatic aid agreement in which the SRVFPD may provide first-response service to areas of northern Dublin in the vicinity of Dougherty Road and Tassajara Road from two additional stations.

The Sunol station is staffed by the CDF, and provides fire service in the Sunol and Kilkare unincorporated areas of the County under contract with ACFD. In addition, CDF provides brush fire coverage on any open range land and wildlands outside incorporated areas in the eastern part of the County. For further discussion of CDF service, see Chapter A-23.

## **GROWTH AND SERVICE CHALLENGES**

ACFD believes that its contract service is the fire service area most subject to growth. ACFD anticipates that one or more additional cities may become ACFD contract cities over the next five to 10 years. ACFD also anticipates potential growth as more agencies join the fire/medical dispatch consortium, and will need to make adjustments to accommodate the growth in service.

ACFD does not believe that current land use plans and growth patterns in the unincorporated areas will significantly affect fire service demand. ACFD believes demand for service in unincorporated Alameda County is likely to remain stable or decrease over the next five to 10 years.

When development plans are processed, ACFD reviews plans and works with planning staff from the County or affected city to ensure that fire codes are met, and fire access and other issues are addressed as conditions of approval. The impacts of emergency fire and medical services are also addressed as part of any environmental review prepared for a development project. ACFD utilizes a collaborative process with local jurisdictions to forecast fire service needs so that local needs and trends can be identified and service trends developed.

According to ACFD, the Department faces minimal service challenges.

ACFD has no stations in the vicinity of the unincorporated island areas in Hayward and Pleasanton, and believes it would not be capable of providing adequate response in those areas. The Hayward and Pleasanton fire departments provide service to these islands. ACFD provides service to unincorporated islands in the City of Livermore from Fire Station No. 8, which is located in the middle of the City of Livermore.

## **REGIONAL COLLABORATION**

ACFD believes regional fire protection is an efficient and effective means of providing emergency services. An ACFD goal is to pursue regional cooperation and consolidation of services within their jurisdiction, in order to save money and enhance service levels to participating communities. ACFD will encourage other fire service providers to evaluate the benefits of a regional fire service delivery system.

ACFD views dispatch, administration, and the operations division as areas that would benefit from greater regional collaboration.

The ACFD has automatic and mutual aid agreements with a variety of agencies in order to ensure the highest level of fire and medical response in the event of local or regional disasters.<sup>42</sup> Automatic aid agreements exist with the LLNL, City of Oakland, the SRVF PD, and the Livermore-Pleasanton Fire Department. The ACFD agreement with Oakland includes a mutual aid response, covering the southern Oakland Hills area and a shared automatic aid agreement for freeways 580, 880, and 680. All fire departments in Alameda County share a countywide mutual aid agreement and are part of the State Master Mutual Aid Plan. ACFD reports that it is not often asked to provide mutual aid assistance outside its service area.

ACFD's regional collaboration activities include participation in the governance of the dispatch center in Livermore through its County Advisory Board. In addition, ACFD sent 24 specially trained firefighters to New York City and Washington DC in the aftermath of the September 11, 2001 tragedy as part of a regional search and rescue team.

---

<sup>42</sup> A mutual aid agreement is a pre-arranged plan and contract between agencies for reciprocal assistance upon request by the first-response agency. An automatic mutual aid agreement is a prearranged plan or contract between agencies for an automatic response for service with no need for a request to be made.

# CHAPTER A-5: EXTENDED POLICE PROTECTION CSA

The Alameda County Extended Police Protection County Service Area (PP CSA) is administered by the Alameda County Sheriff's Office. The Alameda County Sheriff's Office is the main provider of police services in the unincorporated areas of Alameda County. This chapter discusses both the CSA and the services provided by the Sheriff.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The PP CSA was established by LAFCo on July 9, 1991, as a dependent special district. The principal act under which the agency was formed is Government Code Sections 24000 and 26600 – 26616.

The PP CSA boundary includes all of the unincorporated areas of Alameda County. The Commission has not established an SOI for this CSA.

The land area inside the CSA includes 428.3 square miles. There are 442.7 square miles in the Sheriff's service area, which also includes the City of Dublin.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The PP CSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five members of the governing body of the CSA. The five supervisors are elected by district for four-year terms of office.

The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the Internet and at the County Administration building. Board actions and meeting minutes are available via the Internet. Through the County website, the public has access to live audio webcasts and archived audio webcasts of regular Board meetings for viewing online at their convenience. The agency also discloses finances, plans, and other public documents via the Internet.

The latest contested election was in the November 2002 general election. In the election, the voter turnout rate for the County Board was 52 percent, comparable to the countywide voter turnout rate of 53 percent.

The Sheriff's Office, which administers the PP CSA, demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires, cooperated with map inquiries,

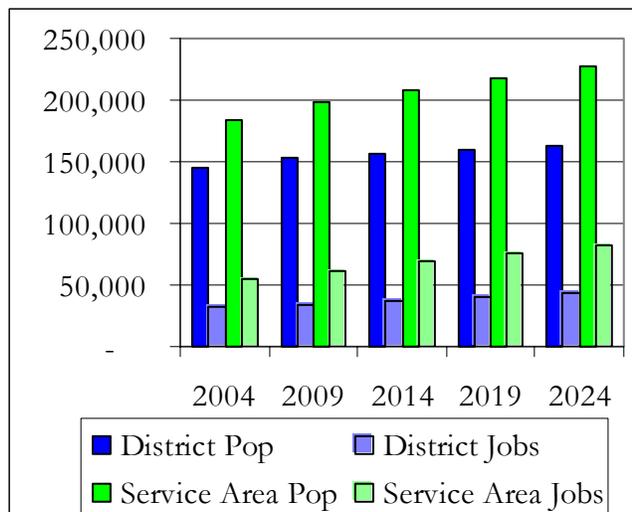
participated in a police services interview, and followed up by providing police service information not available at the time of interview.

Beyond its core services, the Sheriff's community outreach efforts include fund-raising and staffing the Special Olympics, community beautification campaigns, funding and delivery of holiday toys, and a community disaster preparedness program.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-5-1. Police CSA Population & Job Base, 2004-24*

The District's boundary population is 145,634, and its service area is 183,149, according to Census and ABAG data. The worker population is also relevant, because law enforcement services are also provided to the business community and commuters. There are 31,538 jobs located in the CSA, and 54,278 jobs located in the Sheriff's service area. The District's current and projected population is depicted in Figure A-5-1.

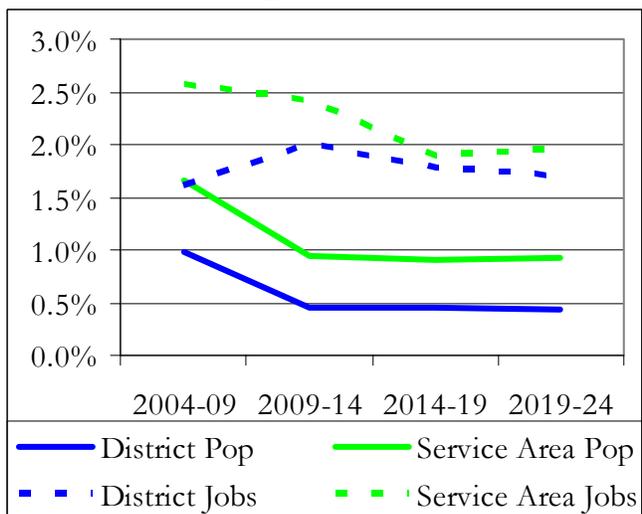


The District is sparsely populated with a large area to serve. Its population density—340 residents per square mile—is dramatically lower than the countywide density of 2,056 people per square mile.

Over the next 15 years, job creation is expected to increase the daytime population in the District by 9,000 and its service area by 21,000.

*Figure A-5-2. Annual Population Growth Rates, 2004-24*

Currently, the population in the service area of the PP CSA is growing at a higher rate than the boundary area of the CSA, nearly 2.5 percent annually, which includes the City of Dublin. The population growth rate in the District's service area is expected to be consistently higher than in the boundary area, as depicted in Figure A-5-2. The job growth rate in the service area is projected to be significantly higher than in the boundary area for the next ten years and, thereafter, to be somewhat higher in the service area.



The major growth area is in eastern

Dublin. In Castro Valley, the El Portal Ridge is a residential growth area with remaining development potential. Otherwise, infill development opportunities are available. The Castro Valley area is almost fully developed and future development is expected to be primarily infill.

The Sheriff's Office did not identify growth strategies utilized or how it will accommodate growth in demand.

## **EVALUATION OF MANAGEMENT EFFICIENCIES**

To ensure management efficiency, the Sheriff conducts monthly analysis of productivity and workload in each unit, conducts an annual review of the allocation and distribution of personnel, and prepared annual documented performance evaluations of all employees.

Sheriff Department goals are to ensure the effectiveness of its police service include recognizing the diversity of the community served, maintaining a high level of professionalism, and maintaining readiness in the delivery of services.

The Sheriff's Office is accredited through the Commission on Accreditation for Law Enforcement Agencies (CALEA) and the American Correctional Association. As discussed in Chapter 5, CALEA accreditation requires that the Department pass on-site inspections including a review of management practices. The Sheriff is the only law enforcement agency in Alameda County with CALEA accreditation.<sup>43</sup> The Alameda County Sheriff's Office also conducts a basic training academy pursuant to Police Officer Standards and Training (POST) requirements, has an accredited bomb squad, and operates an accredited crime lab. The Sheriff did not provide additional information on awards, honors and accomplishments in the last five years.

## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

### **CSA Financing**

The PP CSA exists to supplement funding for police services. The CSA is an accounting mechanism whereby a portion of the County's Special District Augmentation Fund (SDAF) was distributed to the Sheriff, whereby ERAF funds are currently distributed to the Sheriff, and whereby special funds for police protection may be raised through special taxes.

The PP CSA was established in 1991, when SDAF existed to reallocate property tax revenues among special districts. The SDAF was established in each county with payments into the fund to be made based on a formula in State law, and with the county supervisors determining how to distribute the funds to special districts within the county. Under the SDAF funding formula, the CSA was not required to contribute, the CSA was a net beneficiary under the SDAF allocation approach. In FY 1992-93, the Legislature created an Educational Revenue Augmentation Fund (ERAF) in each county, and in FY 1993-94 the legislature abolished SDAF,. Under the complex

---

<sup>43</sup> At the time of its MSR interview, the Piedmont PD reported that it was in the process of being evaluated for CALEA accreditation.

funding formula, many special districts which relied heavily on property taxes are generally required to pay into the ERAF and generally lost revenue as a result of this change.<sup>44</sup> The ERAF funding formula provides credit to districts that formerly received SDAF funds. The PP CSA had never levied a property tax, and actually receives revenue from ERAF to compensate for loss of SDAF funds. In FY 2001-02, the CSA received \$10 million in revenue under the ERAF formula.

The existence of this special district allows voters to impose special parcel taxes to supplement police protection services. Such a special tax requires a two-thirds affirmative vote. No such parcel tax has been contemplated or approved by the voters, but the mechanism for imposing such a tax is in place.

The ERAF funds are expended on law enforcement services, and essentially supplement the Sheriff's budget. The CSA fund carried an unreserved fund balance of \$0.1 million in FY 2001-02.

### **Sheriff Financing**

The Sheriff's budget was \$169 million in FY 2002-03, with \$102 million funded by the County general fund and \$10 million from the CSA. The Sheriff's budget includes financing for municipal services such as police patrol as well as countywide services like corrections and the Coroner's office.

The portion of the Sheriff's budget covered by contract service fees was \$57 million. The Sheriff received \$30 million for providing jail services to state and federal prisoners. In addition, the Sheriff received \$25 million in fees for law enforcement service, with \$9 million from the City of Dublin and the remainder from the Oakland International Airport, local colleges, AC Transit, Highland Hospital, and John George Psychiatric Pavilion.

The County's general fund received \$1.47 billion in FY 2001-02.<sup>45</sup> Property taxes contributed 12 percent of general fund revenue. Vehicle license fees contributed three percent of revenues. State and federal aid contributed 56 percent of revenue; however, much of this revenue is earmarked for public assistance programs and not available for financing municipal services. Similarly, service charges contributed ten percent of general fund revenue, although much of this revenue is earmarked for countywide services and not available for financing municipal services.

The District engages in joint financing efforts related to insurance. Alameda County receives excess workers compensation and liability coverage through the California State Association of Counties Excess Insurance Authority—a joint powers authority.

---

## **POLICE SERVICE**

---

The police services provided to the CSA service area by the County Sheriff include law enforcement, patrol, investigative services, and crime prevention programs. In addition the Department provides more specialized services including crime laboratory, bomb squad, Special Weapons and Advanced Tactics (SWAT), and various volunteer programs. Other services provided

---

<sup>44</sup> Excluded districts include school districts, multi-county districts, transit districts, and health care districts.

<sup>45</sup> County of Alameda, Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2002.

by the Sheriff but not included in the scope of the MSR project include court bailiff and coroner duties.

The service area is divided into five patrol sectors. Pursuant to contractual agreements, the CSA, as a component of the Sheriff's Office, also provides police services to the City of Dublin, the Peralta Community College District, Oakland-Alameda County Coliseum complex, the Alameda-Contra Costa Transit District, and to the County Social Services Agency for building security and to assist the Social Service Welfare Department with fraud investigations. The Sheriff also serves unincorporated islands in the cities of Hayward, Livermore and Pleasanton.

The Sheriff provides SWAT service in all unincorporated areas and to the cities of Piedmont and Albany under contract. The City of Dublin also receives SWAT services as part of its police service contract. There are a total of 25 SWAT personnel in the Sheriff's Office, with 10 officers and a sergeant assigned to each SWAT team in addition to trainers.

The Sheriff also maintains a reserve deputy program comprised of trained volunteers who support the operations of the Sheriff's Office. These unpaid professionals have the same legal authority as any other peace officer and work in the patrol services at both the Eden Township Substation and in the City of Dublin.

### **Countywide Police Services**

Various services like the crime lab and bomb squad are provided countywide by the Sheriff. The Sheriff provides crime lab services for unincorporated areas and for most of the cities in the County. The cities are billed for service based on the type of procedure or analysis requested. The Sheriff's full service crime laboratory is accredited by the Laboratory Accreditation Board and by the American Society of Crime Lab Directors.

Bomb squad service is provided by the Sheriff for unincorporated areas and to all law enforcement agencies in the County except the City of Berkeley. Bomb squad service is provided to Alameda County law enforcement agencies by agreement and law enforcement agencies outside the County through mutual aid agreements. Bomb squad services are free to all agencies requesting service; similarly the UC Berkeley Police Department provides bomb squad services to agencies in Alameda County at no charge.

Specialized rescue and disaster relief services are staffed by volunteers and provided at no charge to law enforcement agencies within the County and, by mutual aid, throughout the State. The specialized services include search and rescue, underwater rescue, equestrian rescue, and an air squadron for disaster relief purposes. There are currently 70 volunteers available for search and rescue on land and 60 scuba divers available for underwater rescue.

### **Dispatch**

The Alameda County Sheriff provides dispatch services from its dispatch center located in San Leandro. All 911 calls are directly received by the dispatch center and patrols are dispatched from there. Calls for fire and medical services are sent to the dispatch center in Livermore, except 911 calls from Fairview which are transferred to the City of Hayward.

Linking the Alameda County Sheriff's and City of Hayward Police/Fire's two Computer Aided Dispatch (CAD) systems together would not only greatly increase communications between the two

agencies, but would also improve response times to incidents in both the Fairview Fire Protection District and in the areas which the two law enforcement agencies border, according to the Sheriff dispatch supervisor.

## **SERVICE DEMAND**

Service demand for the Sheriff's Office is measured by calls for service, crimes investigated, and officer-generated activity.

In FY 2002-03, the Sheriff received 72,353 calls for service. Sheriff personnel initiated activity in 65,538 incidents. Also in FY 2002-03 there were 44,062 911 calls responded to, 6,802 warnings issued, 6,030 arrests made, 5,828 traffic citations issued, and 18,792 case reports. In 2002, there were a total of 11,858 arrests and citations in the unincorporated areas and 1,042 arrests and citations per 10,000 people in the unincorporated areas during an average 24-hour period. The total amount of citations and arrests in the Sheriff's service area, which includes Dublin, is 23,376, with 1,340 per 10,000 people.

There were 4,021 serious crimes committed in the CSA in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The CSA's FBI crime rate was 286 per 10,000 residents in 2002. The CSA's crime rate was 27 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>46</sup>

The FBI crime rate is calculated based on population, and does not take into accounts the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>47</sup> The CSA's 24-hour FBI crime rate was 353 in 2002, which was 19 percent lower than the median city crime rate of 437.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents and costs.

Average response times for the Alameda County Sheriff's Office are 11:48 minutes for priority-one calls and 17:13 minutes for priority-two calls; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. Priority-one calls require an immediate emergency response and priority-two calls require an urgent response, but are not an emergency.

Response times in the 200-square mile Livermore Valley (Sector 5) are greater than in the more densely populated parts of the County. In this area, the average response time for priority-one calls

---

<sup>46</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>47</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

is 37:07 minutes and for priority-two calls is 44:41 minutes. The response times in this area are greater than in surrounding cities because there are only two units assigned to this area and the area is geographically large. Budget constraints do not allow for more units to be assigned to the area. In the Livermore Valley most of the area served is not developed, and the amount of calls for service are low (accounting for only 1.5 percent of the Sheriff's priority-one and priority-two service calls).

The number of service complaints reported by the Sheriff for 2002 was 132. Complaints about police services can be submitted in person or via telephone to any Sheriff's office facility or to the Internal Affairs Unit.

The Alameda County Sheriff's Office currently has over 1,400 employees, both sworn and non-sworn personnel. There are 198 sworn officers stationed at the Eden Township substation and 47 sworn officers stationed in Dublin, as indicated in Table A-5-3. In addition, there are 15 sworn officers assigned to the training facility and 21 sworn officers stationed at the Peralta Community College. On a per capita basis, the Department's sworn staffing equates to 1.4 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

**Table A-5-3. Sheriff Staff at each Police Service Facility**

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Alameda County Sheriff*	454.0	348	8	16	52	222	50	106	25
Eden Township Substation	202.0	198	1	7	28	138	24	4	15
Dublin	48.0	47	1	2	9	34	1	1	10
Peralta Community College District	22.0	21	0	1	2	11	7	1	0
Administration	117.0	67	5	5	10	31	16	50	0
Dispatch Center	43.0	0	0	0	0	0	0	43	0
Regional Training Center	22.0	15	1	1	3	8	2	7	0

\* Total Sheriff Authorized Positions excludes Jails and Courts staff. Actual Total = 1,437 FTE.

The total expenditures for the unincorporated area policing services of the Alameda County Sheriff's Office was \$29,541,664 in FY 2000-01.<sup>48</sup> On a per capita basis, the cost of providing police service was \$214. By comparison, the countywide median PD cost per capita was \$228.

## FACILITIES

Sheriff facilities used to provide police services include the Alameda County Sheriff's Office in Oakland, which houses the Department headquarters and Administration Offices. The Eden Township Substation functions as the Sheriff's main station for municipal police services and is located in San Leandro. The Eden Township Substation was acquired in 1962 and is in fair/poor condition. Additional facilities include the dispatch center and the Regional Training Center. All County Sheriff facilities are owned by the County except for the Dublin Police Station and the Peralta Community College District station, which are owned by their respective agencies. The Dublin Police Station was built in 1989 and is in excellent condition.

<sup>48</sup> Expenditures are actual expenditures for the Law Enforcement Services' budget units of County Service Area, Crime Lab and ETS, and net expenditures of the Countywide budget units of Animal Control and Crime Lab. The source is the County of Alameda Ledger Report for FY 2000-01.

The Sheriff is the main provider of long-term jail facilities for police service providers in Alameda County. The long-term holding facilities currently open are the Santa Rita County Jail located in Dublin and Glenn Dyer. The Santa Rita facility holds 4,000 inmates. The Sheriff has two Type II 24-hour temporary holding facilities at the Eden station.

In 1998, the Alameda County Sheriff's office received national accreditation for its correctional facilities, through the American Correctional Association (ACA). This accreditation resulted in the "Triple Crown" of accreditation, which means accreditation by the ACA, the National Commission on Correctional Health Care, and the Commission on Accreditation for Law Enforcement Agencies. This prestigious award has only been achieved by 12 other agencies in the nation.

The type of vehicles used to provide police services, include 54 patrol cars, unmarked cars, and various specialized response vehicles. The Sheriff's Office receives helicopter support from the East Bay Regional Park District Police Department (PD). Participating agencies share available helicopters used to supplement the provision of law enforcement services in the respective jurisdictions.

Current facility needs identified by the Sheriff's Office include up-grading or building new crime lab facilities, a dispatch center, and the main Eden Township Substation. The Sheriff's Office believes these facilities are not adequate for the jobs performed and technology used by the Department. The building which houses the Eden Township Substation and crime lab facilities was built in 1923, and was converted from a County health department building for the use by the Sheriff in the late 1960s. The building was not designed for the provision of police service and new police technology and demands on service make the facility inadequate for police service. Modular buildings are currently being installed to add 5-6,000 square feet to the Eden Township Substation to ease overcrowding. The Board of Supervisors approved feasibility studies for replacement of the Eden Township station, including a new coroner's bureau, crime lab, and dispatch facilities.

Except for facility upgrades and expansion of dispatch services, the Sheriff's Office believes that it has the capacity to provide police service to any future planned developments.

## **GROWTH AND SERVICE CHALLENGES**

According to the Sheriff's Office, demand for police services has increased in the past 10 years, due to population growth and demographic changes, and to a larger young population. According to the Sheriff's Office, County land use plans and growth patterns are increasing the demand for police service. Forecasting measures and growth projections are currently not used by the Department to measure demand or changes in police service needs.

The Sheriff's Office did not identify growth strategies utilized or how it will meet growth demand.

A service challenge for the Sheriff's Office is the current call volume received by the dispatch center. The agency believes that it may need an additional channel.

## **REGIONAL COLLABORATION**

In addition to sharing the use of the helicopters, the Sheriff's Office organizes the regional narcotics task force for Alameda County, and participates in the FBI's Joint Terrorism Task Force,

the CHP-headed auto theft task force, and the Sexual Assault Felony Enforcement task force. Some of the cities in the County also participate.

The Sheriff acts as mutual aid coordinator for the entire County. Bomb squad services are also provided as part of countywide mutual aid. SWAT contract service recipients are charged a fee, but other agencies that request SWAT service are not billed for it. The Sheriff's training academy program is available to all Sheriff's recruits, and to other law enforcement agency recruits on a contractual basis. Other law enforcement agencies send recruits to the Sheriff's academy for training, and reimburse the Sheriff for the associated costs.

The Department expressed interest in regionalizing dispatch and SWAT services. This would require an intensive review of the Sheriff's Office capability to handle growth in service demands for these specialized services.

Consolidation of the dispatch function into a single facility serving all law enforcement agencies would meet the Sheriff's Office goal of more regionally coordinated efforts in the provision of police service.

Another policy alternative is regionalized SWAT service, which would involve the cities sharing in the costs of SWAT training, personnel, and equipment. Currently, every law enforcement agency except the City of Piedmont and East Bay Regional Park District (EBRPD) provides its own SWAT service. The Sheriff's Office believes that regionalized dispatch operations would provide efficient cost sharing for all law enforcement agencies in the County.

Several issues regarding SWAT services were raised in a 2002 report by the Attorney General's Commission on Special Weapons and Tactics. The report surveyed law enforcement agencies throughout California and found a lack of common definitions as well as significant differences between agencies in the SWAT service standards and practices. The report found that the lack of uniformity in the tactical utilization of SWAT teams was caused by non-standard efforts in training, use of equipment, and operational procedures.<sup>49</sup> A regional SWAT team could resolve uniformity issues and reduce service costs.

---

<sup>49</sup> Commission on Special Weapons and Tactics (SWAT) Final Report, 2002.

# CHAPTER A-6: EMERGENCY MEDICAL SERVICES CSA

The Emergency Medical Services (EMS) County Service Area (CSA) was created in 1983 to oversee and coordinate the Alameda County's EMS system. The CSA functions as Alameda County's lead agency responsible for local EMS system planning, paramedic training, paramedic service standards and EMS coordination. Under the regulatory watch of the State EMS Authority (EMSA), the CSA is responsible for the local EMS system plan for the delivery of emergency medical, ambulance transport, and hospital services.<sup>50</sup> The local EMS system plan affects all the emergency service providers in the County, including dispatch centers, public safety agencies, fire departments, ambulance services, hospitals and specialty care centers.

The CSA's mission is to ensure the immediate availability of quality emergency medical care in accordance with national, state and county standards, to all people in Alameda County regardless of their ability to pay.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The EMS CSA was established by LAFCo in 1983, as a dependent special district. The principal acts under which the agency was formed are Title 22, Section 9 of the California Health & Safety Code and the National Emergency Medical System Act of 1973.

The EMS CSA boundary and SOI are coterminous with the County boundaries. Upon formation in 1983, the CSA originally excluded the City of Alameda from its bounds. In 1984, LAFCo amended the EMS CSA's boundaries to include the entire County of Alameda. The EMS CSA contracts with AMR to provide ambulance transport services in the entire unincorporated area and most cities in the County except for the cities of Albany, Alameda, Berkeley, and Piedmont.

The land area inside the District includes 737.6 square miles. There are 712.9 square miles in the District's ambulance service area, which excludes the cities of Albany, Alameda, Berkeley, and Piedmont.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

---

<sup>50</sup> *Overview of EMS Systems*, Alameda County EMS website: <http://www.co.alameda.ca.us/PublicHealth>.

The EMS CSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five members of the governing body of the CSA. The five supervisors are elected by district for four-year terms of office.

The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the Internet and at the County Administration building. Board actions and meeting minutes are available via Internet. Through the County website, the public has access to live audio webcasts and archived audio webcasts of regular Board meetings for viewing online at their convenience. The agency also discloses finances, plans, and other public documents via the Internet.

The latest contested election was held November 2002. The voter turnout rate for the County Board was 52 percent, comparable to the countywide voter turnout rate of 53 percent.

The Alameda County EMS County Service Area is managed as a division of the Alameda County Health Care Services Agency, organized under the Public Health Department. The District coordinates all EMS activities in Alameda County, with the Board of Supervisors making the policy decisions affecting the CSA. The Director of Health Services reports to the Board. The Agency Director acts as the County Health Officer and delegates the responsibility and control of the pre-hospital medical system to the EMS District Medical Director. There are also several advisory committees appointed by the Board of Supervisors.

The EMS CSA demonstrated partial accountability in its cooperation with LAFCo in disclosure of information and interview requests. The response to LAFCo written questionnaires was minimal and required several follow-up attempts. The CSA’s website includes plentiful information on standards, but minimal information on the response times and performance of EMS providers in Alameda County. In 1999, the Alameda County EMS Council recommended that the CSA conduct countywide data collection and reporting of incidents and response times. The CSA has been working on this project since 2001 and has faced software and other challenges in completing this project. The agency’s annual report does not provide statistics on EMS service levels and quality issues, as is done by other local EMS agencies like Contra Costa County. The annual report is not available on the CSA’s website.

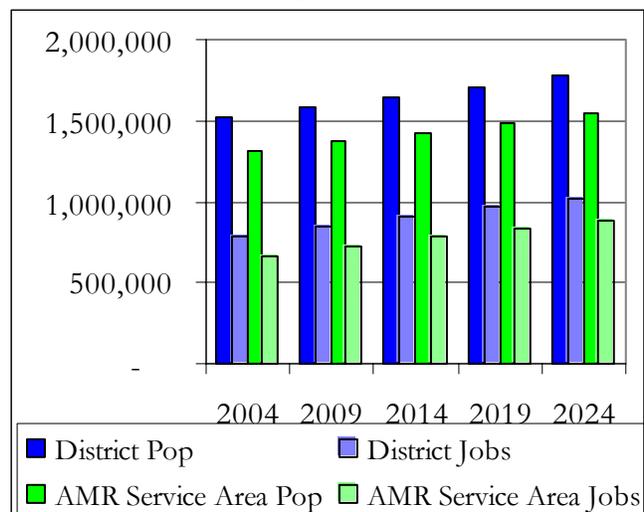
No customer service or community outreach efforts were identified by the agency.

*Figure A-6-1. EMS CSA Population & Job Base, 2004-24*

**GROWTH AND POPULATION PROJECTIONS**

The District’s boundary population is 1,516,268, and its ambulance service area population is 1,307,549, according to Census and ABAG data. Its population density is 2,056 per square mile. Figure A-6-1 depicts the current and projected population in the District’s territory and in AMR’s service area.

The worker population is also relevant, because ambulance services are also provided

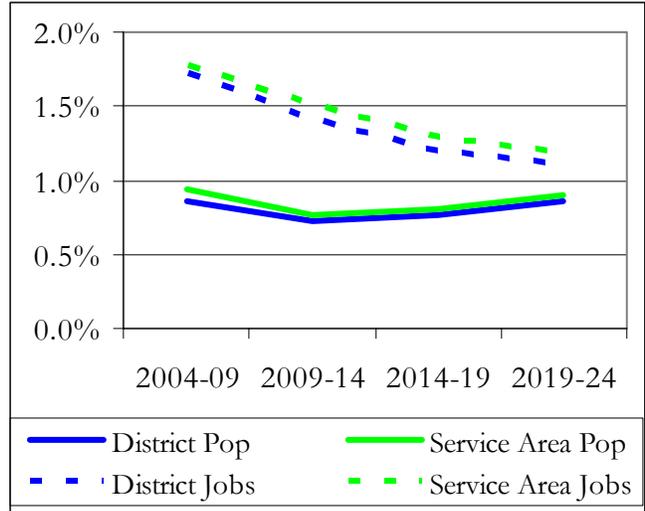


to the business community and commuters. The daytime population in the District's boundary will increase by 182,000 in the next 15 years.

Currently, ten percent of the District's residents are 65 years or older. By 2019, 16 percent of the District's population will be 65 or older, according to ABAG projections.

**Figure A-6-2. Annual Population Growth Rates, 2004-24**

Per ABAG projections, the population in the District and the AMR service area is expected to grow at nearly the same rate. The projected annual job growth rates in the District are slightly lower than in the AMR service area. Figure A-6-2 depicts the projected annual rate of growth in both residential population and the daytime population (jobs).



The senior population in the AMR service area is currently growing at three percent and is expected to grow at an increasing rate for the next ten years. Thereafter, the senior growth rate is expected to fall somewhat but to remain substantially higher than the growth rate for the population as a whole. The demand for EMS will increase with the growing senior population.

The most significant growth areas in the AMR service area include eastern Dublin, southern Livermore, Pleasanton's various residential growth areas, the Irvington area in Fremont, the Union City BART station vicinity, east Oakland, and the Emeryville redevelopment areas.

The agency did not discuss plans or strategies for dealing with anticipated growth.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The EMS CSA reports that it conducts regular staff evaluations and verbal evaluations of EMS provider groups, such as city Fire Departments. The CSA conducts a self-evaluation entitled the EMS System Plan, in which it assesses its success in meeting minimum standards and suggested guidelines relating to a wide variety of issues regulated by the California EMS Authority. For the majority of the issues assessed, the CSA believes that it meets the minimum standards but does not meet the guidelines. In its 1999 self-evaluation, the CSA indicated it was unable to obtain data to monitor response times of first responders other than AMR. In its 2002 self-evaluation, the CSA indicated that it is now obtaining statistics on cardiac arrest, and is in the process of receiving response time reports from first responder Advanced Life Support (ALS) providers.

The EMS CSA indicated that staff productivity is monitored on an individual basis. The CSA reports productivity indicators in preparing its EMS System Plan.

The CSA policy for first responders to cardiac arrest cases is a five-minute response time for 90 percent of incidents, which meets federal guidelines. However, for ALS first responders and ambulance transports, the CSA has established medical response time standards within Alameda

County that are not as stringent as State standards or National Fire Protection Association's (NFPA) guidelines. For ALS first responders and ambulance transports, the CSA policy is 10.5 minutes (excluding the dispatch handling time), which allows about 1.5 minutes longer than the State or NFPA guidelines. The CSA is developing a policy for BLS first responders.

The CSA selected AMR as the ambulance transport service provider after a competitive bid process in 1990. The CSA monitors AMR's performance under the service contract, and enforces the CSA's response time guidelines discussed above through financial penalties.

AMR and the EMS CSA periodically review growth in formerly rural areas to ensure that response time standards in newly urbanized areas are consistent with the urbanized response time standards. For example, recent growth in the Livermore-Pleasanton valley areas north of I-580 as well as areas in Union City, Newark and Fremont has converted formerly vacant land to urbanized areas; response time standards have been adjusted in these areas to correspond to urbanized response times elsewhere in the County.

The CSA did not report any awards or honors within the last five years.

## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

The CSA's revenues in FY 2002-03 were \$16.5 million. The District received \$12.7 million from parcel assessments. These assessments have been imposed since 1983, when they were approved by the voters with passage of Measure C. Another \$2 million in revenue is received from AMR for first-responder payments, with \$1 million in miscellaneous revenues from various sources.

About \$11 million of the CSA's budget consists of pass-through revenues. The CSA passes \$3 million to fire departments providing first-responder ALS units, \$8 million to trauma hospitals, and \$1.3 million to the medical dispatch system. The three trauma centers receiving funds include Highland County Hospital, Eden Sutter Hospital in Castro Valley, and Children's Hospital in Oakland. The CSA spends \$1 million annually on subsidies to the cities providing ambulance transport services directly.

The EMS CSA does not have any long-term debt. The fund balance constitutes 54 percent of revenues; however, the CSA is included for budgetary purposes with the budgets of the vector control and lead abatement CSAs, hence the fund balance associated with this particular CSA is unknown.

The District engages in joint financing efforts related to insurance. Alameda County receives excess workers compensation and liability coverage through the California State Association of Counties Excess Insurance Authority—a joint powers authority.

---

## **EMERGENCY MEDICAL SERVICE**

---

The EMS CSA provides key functions in the provision of countywide emergency medical services, including monitoring and approving paramedic (EMT-I) training, certifying and accrediting paramedics, authorizing advanced life support programs, establishing policy for medical control of the EMS system, including dispatch and various aspects of patient care, regulation of ambulance services, and monitoring contracts with EMS system providers including, fire departments, ambulance transport agencies, trauma centers and base hospitals. As the agency responsible for EMS services countywide, the CSA contracts with agency Fire Departments to provide first responder paramedic services in the County.

### **Ambulance Transport Services**

In 1990, AMR became the regional ambulance provider for Alameda County. AMR is the sole ambulance transport service provider in most areas of the County except for the cities of Alameda, Albany, Berkeley, and Piedmont, which provide their own ambulance transport services. The CSA handles contract negotiations with AMR, and in 1999 renewed AMR's contract for five years through 2004.

All ambulances are staffed by two licensed paramedics and provide ALS services to all emergency calls. AMR can also utilize BLS services for medical health transports, non-medical emergency requests, or other specific requests.<sup>51</sup> AMR collects fees from transported patients and their insurance providers.

AMR utilizes "fluid unit deployment" to position its ambulances strategically based on forecasted call volume by time of day and area as well as expected traffic congestion and traffic flows.

### **Dispatch Services**

The CSA audits the response time and quality of dispatch as well as the quality of pre-arrival instructions provided in the Emergency Medical Dispatch (EMD) Centers in Alameda County. EMD centers provide computer-prompted assistance to 911 callers while the caller is waiting for the first responder to arrive on scene. With EMD, the dispatcher asks pre-arrival questions and provides objective criteria in explaining how to give artificial resuscitation, CPR, tourniquet, emergency childbirth and other basic procedures.

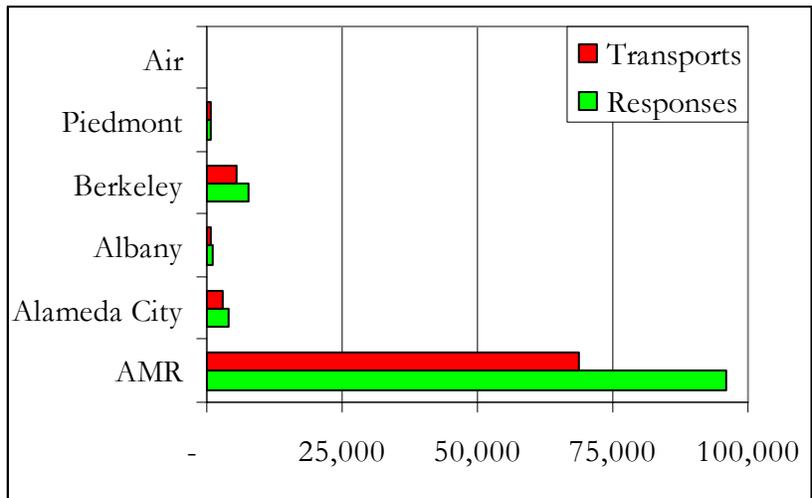
## **SERVICE DEMAND**

In 2001, the EMS CSA accredited 43 paramedics and conducted two investigations of paramedics. The CSA certified 392 firefighters as EMTs, denied certification to one candidate, and recertified 499 EMTs, according to its 2002 System Plan.

---

<sup>51</sup> *Ambulance Provider Agreement*, Contract between Alameda County EMS and AMR West, Nov. 1999.

**Figure A-6-3. Ambulance Responses and Transports, 2001**



The EMS CSA monitors the ambulance transport contract with AMR and monitors ambulance response by other providers—the four cities and air ambulance service. In 2001, AMR conducted 95,933 responses, of which 68,726 were transported to hospitals. The ambulance workload indicators are depicted in Figure A-6-3.

The CSA also monitors and finances treatment of trauma patients. In 2001, there were 3,914 trauma patients transported or treated.

**SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training and costs.

According to the AMR contract, ambulance response times in the urbanized portions of the County must be no more than 10½ minutes, while first-response typically provided by the municipal fire departments must be within eight minutes 90 percent of the time.<sup>52</sup> In the suburban southern and eastern areas of the County, response must be within 15 minutes 90 percent of the time for ambulance and first responder calls. There are lower standards (20-35 minutes) for response times in rural and wilderness areas. AMR has consistently exceeded the standards.

The CSA indicates in its 2002 System Plan that it reviews monthly response time reports from AMR and ALS providers. As of 2002, the CSA reported that it was in the process of receiving quarterly response time reports from all first responder ALS providers.<sup>53</sup>

A review of other local EMS agencies in the Bay Area indicates that response times, EMS service complaint indicators, and other service statistics are made available to the public in annual reports posted on the websites of the Contra Costa, Marin, and San Francisco EMS agencies, but are not made available via website by the Alameda, San Mateo and Santa Clara EMS agencies.

The CSA indicated that receiving complaints about its own operations is an unusual occurrence. The number of service-related complaints was not provided by the agency. The agency receives

<sup>52</sup> CSA response time guidelines exclude the dispatch time between placement of the 911 call and notification of the service provider. Industry standards indicate that the dispatch time should be 50-60 seconds in length.

<sup>53</sup> Alameda County EMS Agency, 2002, section 4.05.

about 15 reports each month of unusual occurrences in the EMS system, which are investigated by the CSA or forwarded to another agency.<sup>54</sup>

The CSA is staffed by 19 employees. The CSA delivers unique services as a regulatory agency, and its staffing level is not comparable to other agencies in Alameda County.

The CSA's operating expenses in FY 2002-03 were \$3.1 million. On a per capita basis, operating expenses were \$2.10. Due to its unique services, costs are not comparable to other agencies.

## **FACILITIES**

The CSA office is located in San Leandro, and there are no other facilities used directly by the agency.

Facilities used in the provision of EMS include fire stations, receiving hospitals, pediatric critical care centers, trauma centers, and burn centers. There are a total of 12 receiving hospitals in the County; three of the hospitals have trauma centers and two have burn centers. A medical helicopter is available from several different providers, including an ALS air ambulance, an ALS rescue aircraft, and a BLS rescue aircraft.

AMR ambulances are strategically positioned throughout the County to ensure adequate response times based on the expected location and volume of emergency calls.

## **GROWTH AND SERVICE CHALLENGES**

The senior population in Alameda County is expected to increase from its 2000 level of 147,591 to 186,842 in 2010 and to 234,753 in 2015. To the extent that senior growth increases demand for ambulance services and increases paramedic staffing in the County, such growth is expected to increase the EMS CSA's workload. The agency did not discuss plans or strategies for dealing with anticipated growth.

The agency's EMS System Plans have identified challenges faced by the agency, which include enforcement of response times among fire departments, and challenges in producing data to link pre-hospital EMS service with patient outcomes.

## **REGIONAL COLLABORATION**

The EMS CSA is a member of the Alameda County Emergency Dispatch Consortium that administers the LLNL dispatch center.

AMR has mutual aid agreements with the four cities—Albany, Alameda, Berkeley, and Piedmont—that are direct providers of ambulance transport services.

---

<sup>54</sup> Alameda County EMS Agency Quality Report, Oct. 2001

# CHAPTER A-7: FAIRVIEW FIRE PROTECTION DISTRICT

The Fairview Fire Protection District (FFPD) contracts with the City of Hayward Fire Department (FD) for the provision of fire and paramedic services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The FFPD was established in 1938 as an independent special district. The principal act under which the agency was formed is Health & Safety Code Sections 13000 to 18199. The District is governed by the Fire Protection District Law of 1987.

The Fairview FPD's SOI was established by LAFCo in 1983 and is coterminous with its boundary. LAFCo conducted a district dissolution study and placed the question of district dissolution on the ballot in 1996; however the voters defeated the measure.

The FFPD lies in the Fairview and Five Canyons unincorporated areas just north of the City of Hayward. Most of the District is situated in the City of Hayward's SOI. The Fairview FPD boundary encompasses a 4.6 square mile area just north of the City of Hayward, including the areas of Fairview and the Five Canyons developments.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The FFPD is governed by a five member Board of Directors elected to four-year terms. Board meetings are held four times a year, and are not broadcast to constituents. A notice of public meetings is posted at two fire stations and published in the local newspaper. The District updates its constituents through noticed meetings, but does not solicit constituent input or post public documents on the Internet. Some information on the District is available through the City of Hayward's website, and the District has recently launched its own website.<sup>55</sup> FFPD outreach includes the following: firefighters provide presentations at schools, Fire Prevention Week, fire and earthquake planning for homeowners and associations, and informational brochures provided to the public at the fire stations.

---

<sup>55</sup> According to a September 1, 2004 letter from the Board President to the LAFCo Executive Officer, the District reported that it is in the process of posting notices, agendas, and other public notices on its website. At the time of this writing, such documents had not been posted on the District's website.

The District’s November 2002 board election was uncontested. The latest contested election was held November 2000. The voter turnout rate was 78 percent, comparable to the countywide voter turnout rate of 75 percent.

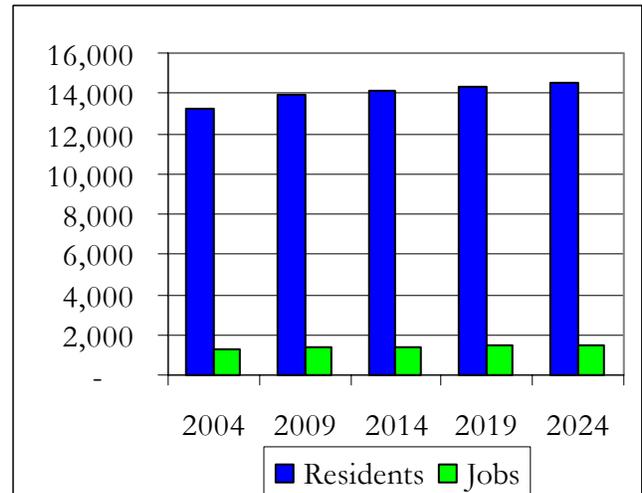
The FFPD demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo’s written questionnaires, cooperated with map inquiries, participated in a fire services interview, and followed up by providing fire service information not available at the time of interview.

Customer complaints are directed to the City of Hayward’s Fire Chief. Any member of the public can also attend board meetings and present a complaint.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-7-1. Fairview Population & Jobs, 2004-2024*

The District’s population is 13,275, according to Census and ABAG data. The worker population is also relevant, because fire and EMS services are also provided to the business community and commuters. There are 1,278 jobs located in the District. Figure A-7-1 depicts current and projected population in the District.



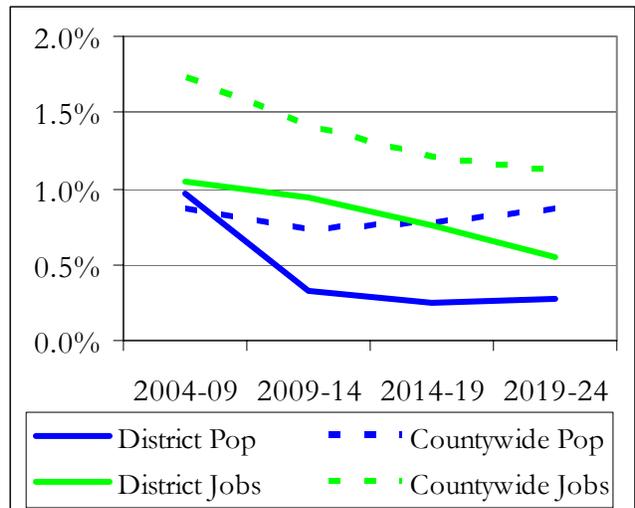
The District is densely populated with a service area of 4.6 square miles. Its population density—2,886 per square mile—is higher than the County average—2,056 per square mile, but substantially lower than the median city density of 4,998 per square mile.

In the next 15 years, the District’s population is expected to grow to 14,334. The number of jobs is expected to grow to 1,501.

Seniors currently constitute 11 percent of the FFPD population, and will constitute 18 percent of the population by 2019. District staff expects the growth in their service area’s aging population to increase demand for paramedic and ambulance transport services.

**Figure A-7-2. Annual Population & Job Growth Rates, 2004-24**

Per ABAG projections, the population and jobs growth rates in the District will steadily decrease in the future. The population growth rate is expected to be slightly higher than the countywide population growth rate in the short-term, but to be lower over the long-term. The job growth rate in the District is expected to be lower than the countywide job growth rate. Figure A-7-2 depicts projected growth rates in the District.



The agency’s growth strategy is focused on demand management by promoting fire safety education in public schools and weed abatement to reduce fire hazards. The District is not a land use authority and has no control over the location of infill development

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The City of Hayward FD staff manages the day-to-day operations of the FFPD. See Chapter A-8 for more information relating to City of Hayward.

Modest savings of less than \$100,000 annually might be achieved in administrative/management costs if a management layer was eliminated through consolidation or some other type of government reorganization.<sup>56</sup> The Commission may determine that further study is warranted.

As a recipient of fire service from Hayward, the District operates in a manner consistent with the City’s fire policy and plans to improve service response and reach preparedness goals.

The District did not identify any awards, honors and accomplishments received in the last five years.

<sup>56</sup> According to the Fairview Fire Protection District Adopted Budget for FY 02-03, total expenditures were \$1.6 million. In FY 02-03, there were \$75,401 in costs that could potentially be eliminated through dissolution, such as director fees, election costs, legal counsel, membership dues, office supplies and tax collection fees. Certain costs--\$1.3 million in contract service fees and \$0.2 million in fixed asset investments--would not be eliminated if the District were dissolved.

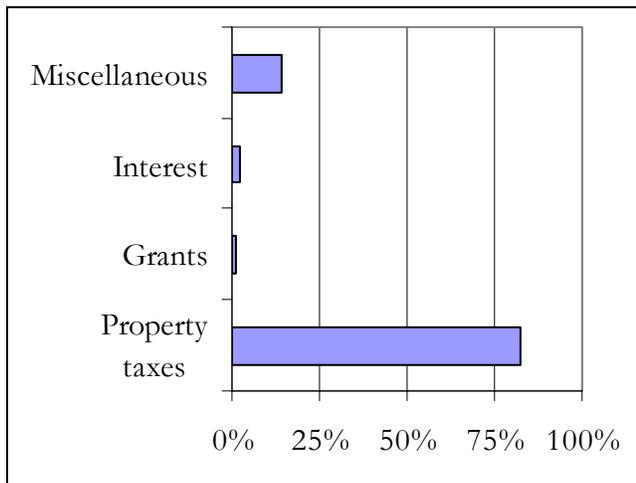
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

*Figure A-7-3. General Fund Revenue Sources, FY 2000-01*

The District's general fund revenues are \$2 million total and \$154 per capita. The District's revenues consist primarily of property taxes, as indicated in Figure A-7-3. Property taxes account for 82 percent of the District's general fund revenues.

Other revenue sources include equipment donations, service charges and homeowner property tax relief reimbursements from the State. District voters approved a ballot measure in 1997 to continue levying a \$4.46 parcel tax to finance EMS.



The District has no long-term debt.

New development is financed by allowing the developer to build or improve fire stations. For example, the Centex Homes Real Estate Corporation built a new fire station in the Five Canyons development project, and conveyed that fire station site to the County. The County in turn leases the fire station to the District for a nominal charge.<sup>57</sup>

The District's undesignated reserves at the end of FY 2000-01 were 21 percent of general fund revenue. The Government Finance Officers Association recommends a reserve ratio of at least 5-15 percent.

The District engages in joint financing arrangements with the City of Hayward. The District owns its fire equipment, and allows the City of Hayward to use the equipment at no charge.

---

<sup>57</sup> See *Fairview Fire Protection District, Auditor's Report on the Examination of Financial Statements for the Year Ended June 30, 2001*, page 6. The station may be conveyed to the District once the District meets requirements spelled out in a December 4, 1997 Alameda County Board of Supervisors resolution or by mutual written agreement of the parties.

---

## **FIRE SERVICE**

---

Fire services provided under contract by the City of Hayward include fire suppression and prevention, paramedic, rescue services, fire hydrant installation, fire safety education and weed abatement.

Prior to the contract with Hayward in 1993, first response to structure fires in the FFPD was provided by the District with a single fire engine. At that time, District staff would provide a first-response and often request mutual aid from Hayward.

With the current contract, fire service is greatly improved. The District has automatic back-up, when the District's engine is already committed to an incident another fire company is sent by the City of Hayward without delay. The FFPD engine could also be called upon, per contract, to respond into nearby parts of Hayward as needed.

Fire Station No. 8 covers the majority of the District, while other areas are served by City of Hayward Stations 1 and 5. Hayward's Fire Station No. 9, which is physically located just inside the District boundary, has served the southwestern area of the District in the past but has been closed for FY 2004-05 due to budget constraints.

### **Dispatch**

Fairview 911 calls are answered by the Alameda County Sheriff's dispatch center. If fire or medical-related, the caller is transferred to the Hayward dispatcher.

For the caller to receive medical procedure instructions over the phone (EMD), Hayward transfers the caller to ACFD after enough information is gathered by Hayward to dispatch a first-response unit.

Like all other dispatch centers, the Hayward Police/Fire Dispatch Center has the capability of reviewing statistics on ring times, hold-times and 911 calls receiving a busy signal through the SBC software; however, there is no regulatory agency or requirement that the providers either report these statistics or meet certain benchmarks for time placed on hold or calls receiving a busy signal.

Linking the Alameda County Sheriff's and City of Hayward Police/Fire's two Computer Aided Dispatch (CAD) systems together would not only greatly increase communications between the two agencies, but would also improve response times to incidents in both the Fairview Fire Protection District and in the areas which the two law enforcement agencies border, according to the Sheriff dispatch supervisor.

### **SERVICE DEMAND**

In 2002, there were 495 calls for service within the FFPD. 387 calls of the calls were for medical emergencies, which constituted 78 percent of incidents and the remainder involved fire, false alarm, and other types of incidents.

In 2002, Station No. 9 in Hayward responded to 23 percent of District incidents, while Station No. 8 located in the District responded to 77 percent of incidents. Currently, Station No. 8 responds to most incidents due to the FY 2004-05 closure of Station No. 9.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training and costs.

The average response time for the FFPD is approximately 5 minutes, which is equal to the Hayward FD's average response time. By comparison, the median among Alameda County fire service providers for average response time is 4:53 minutes.

The ISO rating for the Hayward FD is Fire Protection Class 3 (urban) out of 10.

According to the District, one complaint was received in 2002 relating to the speed of fire apparatus. Customer service complaints are directed to the City of Hayward's Fire Chief.

The FFPD is primarily served by the fire station located within the District. It receives additional service from fire stations located outside the District in Hayward, although those stations primarily serve the City of Hayward. Each fire station is staffed by a three-person engine company.

The total budget for the FFPD was \$ 1,514,940 in FY 2000-01. On a per capita basis, the cost of providing fire service was \$119; by comparison, the median cost was \$142.

## FACILITIES

The FFPD is primarily served by Fire Station No. 8. This station is operated by the City of Hayward FD, and is owned by Alameda County. The station was built in 2000, and is in good condition. Fire Station No. 8 houses a Type 3 pump engine and a new Type 1 engine. Fire Station No. 8 also serves as the FFPD Board room. The FFPD still has ownership of its old fire station (old Hayward Fire Station No. 8) built in 1938, which is currently inactive. The old station functions as storage for the Hayward FD and houses a Type 4 engine owned by the District.

*Table A-7-4. Facilities, Apparatus and Personnel*

An overview of FFPD facilities is depicted in Table A-7-4. Hayward Fire Station No. 9 has responded in the past to service calls in the District, but has been closed during FY 2004-05. The condition of this facility was not provided.

Facilities	Owner	Date Built	Condition	Apparatus	Personnel
Station 8 (old)	District	1938	Fair	Engine	NA
Station 8 (new)	County	2000	Good	2 Engines	9
Station 9 (closed)	City	1999	N/P	Engine	0

All personnel are provided by the Hayward Fire Department. The District provides three apparatus, including a new Type I engine acquired in FY 2004-05.

## **GROWTH AND SERVICE CHALLENGES**

The FFPD reported in an MSR interview that it perceives land use plans and growth patterns as increasing service demand and expects demand for service to be proportional to population growth. Service challenges for the District include the increased demand for EMS from the District's aging population. The District expects the same growth rate as most of the surrounding areas in the County.

The agency did not identify growth strategies utilized or plans for dealing with anticipated growth.

Also, dispatching services for the District should be examined to determine a more efficient way of providing service.

## **REGIONAL COLLABORATION**

The FFPD participates in regional collaboration efforts as part of the Hayward FD. The Hayward FD participates in the Alameda County Mutual Aid Agreement and the Statewide Mutual Aid Plan. Hayward has an automatic aid agreement with Union City to respond to incidents on Highway 880 and with Foster City to respond to incidents on the Hayward-San Mateo Bridge. The Hayward FD provides mutual aid assistance as requested to neighboring jurisdictions and also participates in the Alameda County strike teams to assist the State with major wild fires.

# CHAPTER A-8: CITY OF HAYWARD

The City of Hayward is a direct provider of fire protection, police protection, and paramedic services. Ambulance transport service is provided by AMR.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Hayward incorporated on March 31, 1876. The City lies in the western portion of Alameda County, bordered by the cities of Union City and Fremont to the south, with unincorporated Alameda County surrounding the rest of the City.

Hayward's SOI was established by LAFCo on March 23, 1978. Hayward's SOI was established smaller than its bounds, excluding the eastern arm of the City which includes a portion of the Pleasanton Ridge Regional Park. There is a small overlapping SOI area that resulted from an SOI amendment that was approved for neighboring Union City without a reciprocal SOI action taken for Hayward;<sup>58</sup> this area has not been removed from Hayward's SOI but has been annexed to Union City. Additionally, an amendment to Hayward's SOI was approved by LAFCo in May 2002 as part of the Castro Valley incorporation process. That amendment removed the Five Canyons development area north of the City from Hayward's SOI.

Unincorporated islands lie within Hayward's SOI. Hayward is studying annexations in several areas: the Mt. Eden area (includes Dunn Road and Depot Road), the Mission-Garin area, and other fringe areas along Foothill Boulevard and West A Street.

The Hayward City Council adopted an urban limit line in 1993. In the hills area and along the shoreline, Hayward prohibits the extension of urban services except as required for regional park and agricultural uses.

The City of Hayward has a boundary land area of 44.3 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Hayward adopted a City Charter on March 7, 1956, with a Council-City Manager form of government.

The seven City Council members are elected at large and members serve four-year terms.

---

<sup>58</sup> LAFCo Resolution Nos. 89-17 and 89-18.

The City Council typically meets four times a month. City Council and Planning Commission meetings are broadcast live on local cable and are also replayed. Through the City website, the public has access to live webcasts and archived video webcasts of previous meetings for viewing online at their convenience. City Council agendas and minutes are posted in three locations and on the City website.

To keep citizens aware of City activities and programs, the City maintains a regular calendar of events, which is also available on the City website. The City also discloses finances, plans, and other public documents via the Internet and upon inquiry.

The latest contested election was held March 2002. The voter turnout rate was 30 percent, slightly lower than the countywide voter turnout rate of 35 percent.

The City of Hayward demonstrated partial accountability in its disclosure of information with the LAFCo questionnaires. The agency responded to LAFCo's written questionnaires, cooperated with map inquiries, and responded to additional questionnaires on fire and police services. The agency's responses required additional follow-up. Some information requested is still outstanding.

Each City department has its own system of tracking constituent complaints. The City Manager's Office coordinates complaints that are interdepartmental in nature. A weekly log is maintained of constituent concerns and is a part of the City Manager's weekly report.

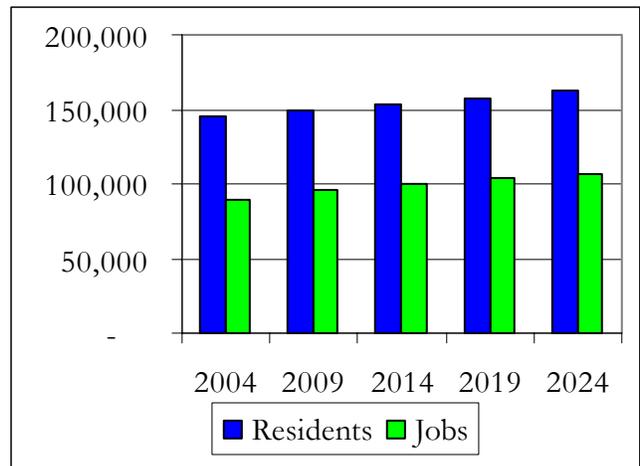
Complaints about fire service are first directed to the Operations Deputy Chief. If a citizen is still dissatisfied with the response, an appeal can be filed with the Fire Chief. The types of complaints received generally relate to the speed of fire apparatus and weed abatement. The City's new website is expected to provide customers with more comprehensive information regarding services offered by the Hayward FD and other City departments. Emails, phone numbers, and fax numbers of all Fire and other City staff are currently available online.

Complaints about Hayward police services are directed to the managing officer of the area providing the service, or to the Office of the Chief. The complainant is informed of how the service problem is being addressed. If a pattern of complaints develops in a particular area, the Lieutenant of Community Policing addresses the issue with a more comprehensive approach. According to the City, service complaints can be helpful to pinpoint areas needing more citizen involvement in crime prevention efforts.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-8-1. Hayward Population & Job Base, 2004-24*

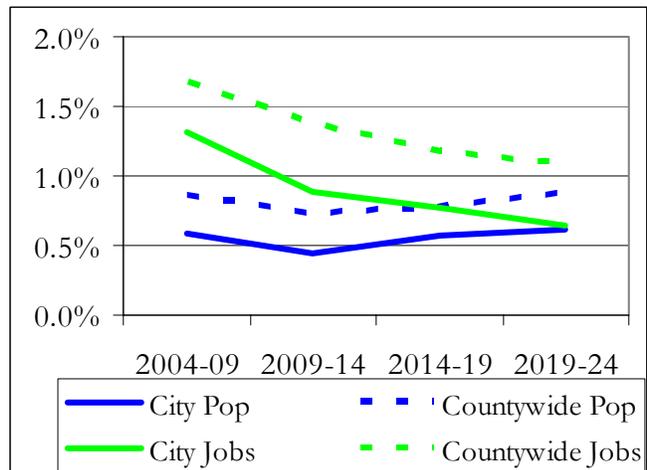
The City of Hayward’s population is 145,526, according to Census and ABAG data. The worker population is also relevant, because police, fire and EMS services are also provided to the business community and commuters. There are currently 89,627 jobs attributed to Hayward. For fire services, the service area is more expansive than the City’s bounds and includes the Fairview Fire Protection District (FFPD). The population of Hayward’s fire service area is 158,801. The City’s current and projected population level is depicted in Figure A-8-1.



The population density for the Hayward boundary area—3,283 per square mile—is significantly higher than the countywide density but lower than the median city density of 4,998. The City of Hayward fire service area, which includes the FFPD, has a slightly lower population density of 3,245 per square mile.

*Figure A-8-2. Annual Population & Job Growth Rates, 2004-24*

The project growth rate in population and jobs in Hayward is expected to be lower than the countywide growth rate, as depicted in Figure A-8-2.



In Hayward, potential residential growth areas include the Highlands area, the Glen Eden area, redevelopment areas in the Downtown and Burbank vicinities, the Mission-Foothills and Mission-Garin areas for redevelopment activity along Mission Boulevard and near the South Hayward BART station. There are 419 vacant acres in southwest Hayward, which is a potential commercial and industrial growth area.

The City expects growth in the unincorporated island areas where the City provides fire services: residential growth in the Mission-Garin and Mt. Eden areas, and nonresidential growth in the Depot and Dunn Roads area.

## EVALUATION OF MANAGEMENT EFFICIENCIES

The City’s management practices include department evaluations integrated into the City’s budget process. Each Department has performance objectives and goals, which are presented in the

annual budget. Monthly reports on the City's budget performance are prepared and provided to operating managers and a summary of the report is provided to the City Council for review. Work plans and workload monitoring are performed at the Department level. The Hayward City Council conducts mid-year budget work sessions to provide guidance to staff on City service levels, with discussion on changes and improvements needed.

In FY 2001-02, the City restored a position dedicated to City employee training and development, which had previously fallen victim to budget reductions. The employee training and development position focuses on skill development and other technical training to better equip employees with providing service to the public.

A primary management goal for fire service is minimizing the need to increase the size of the fire department as the City gains larger, more complex buildings. Other goals include the development of new building fire codes and fire prevention requirements. The Hayward FD also has emergency response and preparedness goals that include maintaining a level of emergency response to meet the needs of residents and businesses, maintaining well trained personnel and equipment for fire suppression to minimize risk of life and property, ensuring an adequate level of emergency medical response, and providing fire safety education to all citizens, particularly to high-risk populations (senior citizens and young children).

Hayward Police Department (PD) goals include a department-wide problem solving approach to law enforcement and prevention focused on reducing violent crime. Other objectives include maintaining a customer focus in the delivery of services, and ensuring that all new employees assimilate community-policing and other organizational philosophies.

The City has recently received distinguished honors for its Cannery Area Design Plan from the Commission on Local Government, the Charter Award from Congress for New Urbanism, and the Helen Putnam Award for Excellence in Physical Environment and Land Use from the League of California Cities. In 2002, the California Society of Municipal Finance Officers awarded the City for outstanding financial reporting.

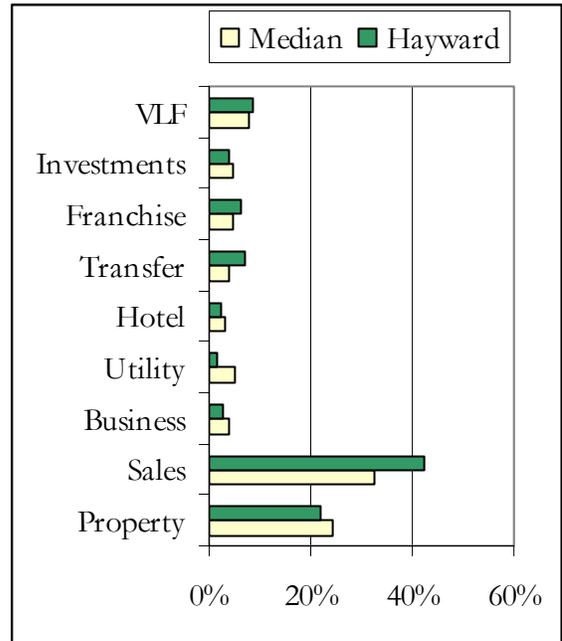
## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Hayward operates on a modest level of general fund revenues, with a relatively high level of reserve funds, and an average level of long-term debt compared with the 14-city median.

**Figure A-8-3. General Fund Revenue Sources, FY 2000-01**

Hayward’s general fund projected revenues were \$83.8 million in FY 2003-04. The general fund amounts to \$576 per capita, compared with the 14-city median of \$847.<sup>59</sup> Hayward raises a fairly large share of revenue from sales and use tax, as indicated in Figure A-8-3. Sales tax accounts for 42 percent of general fund revenues in Hayward, compared with the median of 33 percent. Sales tax revenue per capita was \$232 in FY 2000-01, 13 percent higher than the median.



Vehicle license fees constituted nine percent of Hayward’s general fund. Hayward’s business and utility users’ tax rates and revenues are relatively modest compared with the County average. Hayward could potentially increase its business and utility tax rates, subject to voter approval.

The City also relies on a parcel tax to supplement general fund financing of fire and paramedic service. Hayward’s emergency facilities tax was imposed in 1990. The general fund parcel tax of \$36 per household finances seismic retrofitting and other fire station repairs. This revenue stream raised \$1.8 million, or two percent of the City’s general fund revenues, in FY 2003-04.<sup>60</sup>

Hayward’s long-term debt per capita was \$365, compared with the 14-city median of \$309.<sup>61</sup> Most of the City’s long-term debt is associated with a 1996 lease revenue bond that financed a new City Hall and a new fire station. Hayward received an “extremely strong” (AAA) financial rating from Standard and Poors, and an “above-average” (A2) underlying rating from Moody’s for its \$33 million City Hall bond issue.

Hayward’s contingency reserves at the end of FY 2001-02 were 24 percent of general fund revenue, compared with the median reserve ratio of 17 percent. Hayward’s reserves exceeded the Government Finance Officers Association recommended reserve ratio of at least 5-15 percent. Hayward has subsequently used a portion of the reserve fund to finance a budget deficit.

Hayward participates in joint financing arrangements through various Joint Powers Authorities. The City is a member of the Bus Shelter Consortium, the East Bay Dischargers Authority, the Hayward Shoreline Planning Agency, and the Alameda County Waste Management Authority. As a member of the California Statewide Communities Development Authority, Hayward has access to expertise and assistance in the issuance of tax-exempt bonds. City employees are eligible to

<sup>59</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

<sup>60</sup> City of Hayward Adopted Budget, FY 2003-04.

<sup>61</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

participate in pension plans offered by California Public Employees Retirement System (PERS)—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The Hayward FD is the sole provider of fire service within the City's bounds. The fire services provided by the Hayward FD include fire suppression and prevention, paramedic response with Advanced Life Support, search and rescue, fire code enforcement, hazardous materials regulation, fire investigation, public education, and disaster preparedness services.

The Hayward FD has provided fire service under contract to the Fairview Fire Protection District (FFPD) since 1993 and uses some District facilities. Ambulance transport services are provided by AMR under contract with the Alameda County EMS CSA. The County of Alameda pays Hayward annually for emergency fire and medical services to unincorporated island areas surrounded by Hayward. These areas include the Depot Road junkyards and the Mt. Eden area west of Chabot College.

The Hayward FD dispatches with two engines, one truck, and a battalion chief, and a total of ten firefighters to "first-alarm incidents." First-alarm incidents may include a reported structure fire or gas investigation. An additional unit responds to fires in apartment houses, commercial and industrial buildings.

### **Dispatch**

The City of Hayward dispatch center answers and dispatches 911 calls for both the Fire and Police Departments. The City of Hayward also pays Alameda County for its dispatching services in the FFPD service area.

### **SERVICE DEMAND**

The Hayward FD responded to about 13,000 incidents in 2002. No information was provided as to the number of incidents specifically related to fire or medical service

### **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training, and costs.

Response times for the Hayward FD are five minutes or less at least 90 percent of the time; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. Hayward response times meet State and federal guidelines.

Service levels for both the City and the FFPD have been enhanced with the opening of a new fire station in the Fairview area north of the CSU Hayward campus in 1999. However, the City closed Fire Station No. 9 which was serving both the City and the FFPD. The City expects the station to be closed throughout FY 2004-05 and to re-open in FY 2005-06.

The number of fire-related service complaints was not provided by the agency.

The last ISO rating for the Hayward FD was done in 1996 as Fire Protection Class 3 (urban), which includes the FFPD.

The Department had a total of 147 authorized personnel in FY 2003-04. Hayward FD personnel include one fire chief, an administrative analyst, two deputy fire chiefs, a fire marshal, an EMS coordinator, seven fire prevention personnel, four Haz-Mat personnel, one plans officer, and six support staff. The three fire operations battalions each include one battalion chief, eleven captains, eleven apparatus operators, and 17 firefighters, except one of the battalions has 18 firefighters. AMR provides ambulance services; ambulance vehicles are staffed by two paramedics. Paramedic training is also required of all firefighting personnel.

Hayward fire and EMS expenditures were \$20,347,713 in FY 2000-01. On a per capita basis, the cost of providing fire service was \$144; by comparison, the median cost was \$142 per capita.<sup>62</sup>

## **FACILITIES**

The Department operates out of eight fire stations: seven serving the City of Hayward and one serving the FFPD. The City owns all of the fire stations, except for the new Fire Station No. 8 built in 2000 that serves the FFPD and is owned by Alameda County. Fire Station No. 8 also serves as the FFPD Board room. The FFPD still has ownership of its old fire station (old Hayward Fire Station No. 8) built in 1938, which is currently inactive. The old station functions as storage for the Hayward FD and houses a Type 4 engine owned by the District. Facility apparatus and personnel used to provide fire service are depicted in Table A-8-4.

---

<sup>62</sup> Expenditures were provided by the California Controller in a form comparable with the other jurisdictions. Per capita expenditures are based on the residential population.

**Table A-8-4. Fire Facilities, Apparatus and Staff**

The Hayward FD recently expanded with additional facilities to accommodate growth in the Fairview/Five Canyons area, and has the capacity to serve future growth within the City’s SOI. New facilities include the new Fire Station No. 8 that serves the FFPD and a new Fire Station No. 9 that serves both Hayward and the FFPD.

Facilities	Owner	Date Built or Acquired	Condition	Apparatus	Personnel
Station No. 1	City			Engine Ladder Truck	18
Station No. 2	City			Engine	9
Station No. 3	City			Engine Pick-up	9
Station No. 4	City			Engine	9
Station No. 5	City			Engine Pick-up	9
Station No. 6	City			Engine Air	9
Station No. 7	City			Engine Ladder Truck	18
Station No. 8 (new)	Alameda County	2000	Good	2 Engines	9

Each fire station is staffed by a three-person engine company. In addition, Fire Stations 1 and 7 are also staffed by a three-person truck company. Fire Stations 3 and 5 also house patrol pick-ups. Fire Station No. 8 has a Type 3 pump patrol vehicle owned by the FFPD.<sup>63</sup> There are three engine companies and two truck companies on reserve. Information about the condition of each facility used to provide fire service was not provided by the agency.

Five fire apparatus were replaced in FY 2003-04. Funding is provided through a combination of developer contributions and reuse of debt service capacity.

**GROWTH AND SERVICE CHALLENGES**

In its MSR interview, the City of Hayward reported that it perceives growth patterns as currently increasing the demand for service. Future growth in service demand is expected to be proportional to population growth and other growth factors identified by City Planning staff.

The Hayward FD states that it has the capacity to provide fire services to any planned development in the City’s future growth area. The Department also states that its internal capabilities combined with existing collaborative agreements with other jurisdictions are sufficient to maximize the delivery and efficiency of their public safety services.

**REGIONAL COLLABORATION**

The Hayward FD participates in the Alameda County Mutual Aid Agreement and the Statewide Mutual Aid Plan. The Department has an automatic mutual aid agreement with Union City to respond to incidents on Highway 880 and with Foster City to respond to incidents on the Hayward-San Mateo Bridge. The Hayward FD responds as requested to neighboring jurisdictions and also participates in the Alameda County strike teams to assist the State with major wild fires.

<sup>63</sup> As stated above, the old fire station #8 is inactive.

---

## POLICE SERVICE

---

The Hayward PD is the main provider of police services within the City's bounds. The Hayward PD is one of many police service providers in the County that focuses on community oriented policing, in addition to the traditional law enforcement services that include first response, patrol, traffic and parking enforcement, criminal investigations, other special enforcement operations, operation of a canine unit, and animal control and shelter services.

The Hayward PD relies on Alameda County for long-term holding facilities and for the provision of bomb squad services as needed. Other police service providers within the City include California State University-Hayward Police, the Bay Area Rapid Transit (BART) Police, and the Sheriff's Office (serving the unincorporated islands within the City).

The Hayward PD provides contract services to Chabot College for the services of one sergeant and one police officer, the Southland Mall for the services of one police officer, and the Hayward Unified School District contracts for the services of three police officers to act as school resource officers on their campuses. The County Sheriff serves the unincorporated islands in the City of Hayward.

Police services provided by the Hayward PD include minimal crime laboratory services: an evidence-processing center with fingerprint ID, forensic and chemical processing of latent fingerprints and other related evidence capabilities. The Department performs general camera work and processing of photographs; more specialized processing and analysis of evidence is taken to labs of outside agencies.

The Hayward PD's Special Weapons and Advanced Tactics (SWAT) unit includes 25 tactical officers and eight hostage negotiators.

The Department also facilitates a volunteer reserve program to supplement the work of full-time paid officers.

### **Dispatch**

The Hayward PD operates its own dispatching center, which receives all 911 calls made within the City. From the center, calls are made from voice/data systems to dispatch the field response units. There are 14 dispatchers in the Department, in addition to four shift supervisors and a bureau supervisor. The Department stated that the dispatching service needs improvements, including an increased level of staffing and replacement of existing inadequate infrastructure.

### **SERVICE DEMAND**

In assessing service demand, Hayward considers several factors: 911 calls for service, crime reports, officer initiated activity, and alarms calls. Hayward only provided estimated numbers for calls for service; 100,000 911 calls with 67,500 of the 911 calls legitimate, 66,000 legitimate alarm calls, 40,000 crime reports, and 30,000 officer initiated activity. In 2002, there were approximately 4,550 arrests made in the City. The number of citations issued was not provided.

There were 5,583 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City’s FBI crime rate was 391 per 10,000 residents in 2002. The City’s crime rate was the same as the median city crime rate—391 crimes per 10,000 residents.<sup>64</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>65</sup> The City’s 24-hour FBI crime rate was 368 in 2002, which was 16 percent lower than the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents and costs.

Response times and police-related service complaints were not provided by the agency.

The Hayward PD has a total of 334 personnel and 32 volunteers. The personnel used to provide police services are displayed in Table A-8-5. On a per capita basis, the Department’s sworn staffing equates to 1.4 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

*Table A-8-5. Hayward Staff at Police Service Facility*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Hayward	334	202	2	9	24	151	16	132	32

All police training provided by the Department is in compliance with Police Officer Standards and Training (POST).

Police expenditures in FY 2000-01 were \$29,132,070. On a per capita basis the cost of providing police service was \$206. By comparison, the countywide median PD cost per capita was \$228.<sup>66</sup>

## FACILITIES

The Hayward Police Station is owned by the City of Hayward. The station houses police headquarters and all other departmental functions. Built in 1975, the station is in “fair” to “poor” condition. Vehicles used at the facility to provide police services include 55 marked patrol cars, 10

<sup>64</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>65</sup> The per capita was calculated using the current residential population for all cities, except for the City of Emeryville where the 24-hour population was used.

<sup>66</sup> Police expenditures were provided by the California Controller in a form comparable with the other jurisdictions.

motorcycles, 20 unmarked cars, four Community Service Officer (CSO) vehicles, one Abandoned Vehicle Abatement (AVA) truck, two crime scene trucks, one RV, one armored vehicle, one box van, and three crime prevention vehicles. Additional facilities include the Department's animal shelter and the temporary holding facility. The latter is a part of the Department's main police station.

The animal shelter is separately located and houses all Department animal and shelter services. The property owner of the facility is the City of Hayward. It was built in 1974 and is in "fair" condition. Vehicles at the facility include three animal control trucks and one sedan. The City of San Leandro contracts with Hayward for the provision of animal control and shelter services. Each year, the animal shelter houses over 6,000 animals from the Hayward area and another 1,100 animals from San Leandro.

The two cities also share radio repeater sites, with each city maintaining its own equipment. The Hayward PD sees additional opportunities to share jailing facilities with other agencies to help save costs.

Current facility needs identified by the Hayward PD include a larger building for the main police station, an arms training range, training facilities, an emergency operations center, jailing facilities, document and general storage, and expanded parking.

## **GROWTH AND SERVICE CHALLENGES**

According to the City, current land use plans and growth patterns are increasing service demand for police services. Future growth in service demand is expected to be proportional to population growth and other growth factors identified by City Planning staff.

Difficult-to-serve areas for the Hayward PD are the areas surrounding the Palomares and Santos Ranch Roads, near Pleasanton at the I-580 and I-680 interchange, and the salt flats near Union City. Longer response times and access issues were cited as reasons.

## **REGIONAL COLLABORATION**

The City identified one collaborative effort - the Southern Alameda County Gang Violence Suppression Task Force, which include the cities of Union City, Fremont, and Hayward. The task force focuses on the investigation and suppression of violent gang crimes. Many regions have benefited from a comprehensive approach to battle gang violence. The cities of Union City, Fremont, and Hayward have adopted this comprehensive approach and adapted it to fit the needs of the citizens of southern Alameda County.

# CHAPTER A-9: CITY OF SAN LEANDRO

The City of San Leandro provides police protection services directly, and contracts with the ACFD for fire protection and paramedic services. Ambulance transport service is provided by AMR.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of San Leandro incorporated on March 21, 1872, and lies in the western portion of Alameda County, bordered by Oakland to the north and unincorporated areas to the east and south.

San Leandro's SOI was established by LAFCo on March 23, 1978. Since 1978, San Leandro's SOI has been amended at least twice by LAFCo. In June 1988, the SOI was realigned along with Oakland's SOI, and in May of 2002 as part of Castro Valley incorporation process.

The City of San Leandro has a boundary land area of 13.1 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

San Leandro's City Council consists of six members and a Mayor. Council Members and the Mayor are elected at-large; however, Council Members are nominated by district and required to reside within the district from which they are nominated. Each may serve a maximum of two consecutive four-year terms.

Regular City Council meetings are held on the first and third Mondays of each month in the City's Civic Center. City Council minutes are posted on City website and outside City Hall. City Council meetings are broadcast on local television. The City discloses finances, plans, and other public documents via the Internet and upon request.

The latest contested election was held November 2002. The voter turnout rate was 51 percent, slightly lower than the countywide voter turnout rate of 53 percent.

The City of San Leandro demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires, participated in a police services interview, and followed up with information on police services not available at the time of interview.

The City reported that citizen complaints can be filed with the City's Community Relations representative or emailed via the City website. Complaints are documented and responses sent back to the individual.

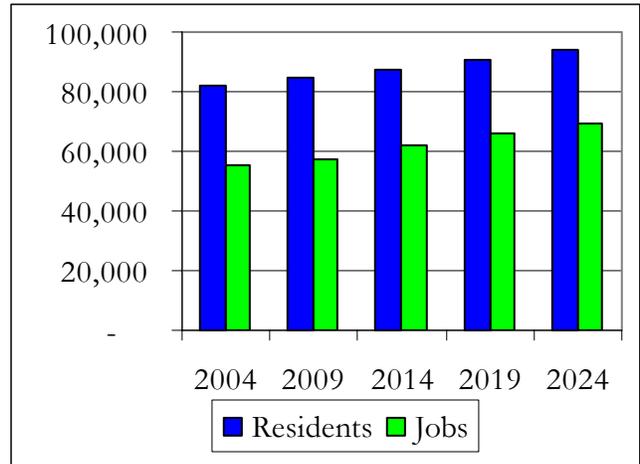
## GROWTH AND POPULATION PROJECTIONS

*Figure A-9-1. San Leandro Population & Job Base, 2004-24*

San Leandro’s population is 82,210, and its job base includes 55,473 jobs, according to Census and ABAG.

Population density in San Leandro—6,261 per square mile—is significantly higher than the County average (2,056) and is higher than the city median of 4,998 per square mile.

San Leandro’s population is expected to grow to approximately 90,660 over the next 15 years, as depicted in Figure A-9-1. The job base is expected to increase from 55,473 to 66,093 over the next 15 years.

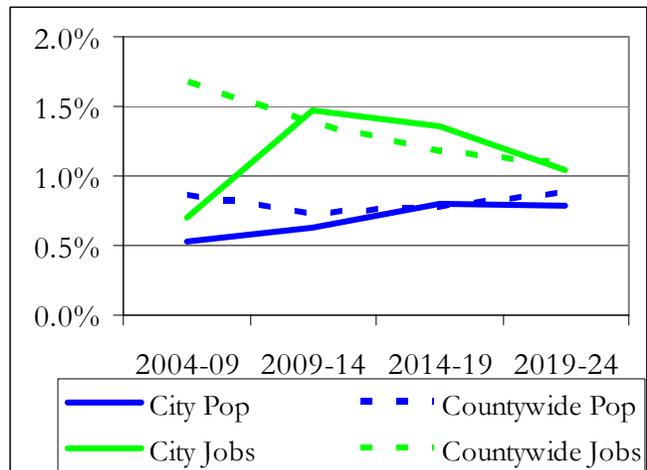


*Figure A-9-2. Annual Population & Job Growth Rates, 2004-24*

Per ABAG, currently, San Leandro’s population growth rate is slower than the countywide rate, but is expected to rise and equal countywide growth in the long-term, as depicted in Figure A-9-2.

San Leandro reported that it considers the ABAG growth projections to be ambitious, but did not provide alternative projections.

There are scattered and relatively small potential residential growth areas in San Leandro. There are also former industrial sites that are available for mixed-use development. As of 2002, only 130 acres of vacant land remained, with the potential for residential development of about 170 single-family and 230 multi-family units.



The City of San Leandro’s growth strategies include continuous study and implementation of zoning amendments and streetscape improvements along thoroughfares to promote infill. The City has also partnered with the City’s Redevelopment Agency to promote infill through various economic assistance programs. San Leandro is primarily a built-out community so development is generally infill.

## EVALUATION OF MANAGEMENT EFFICIENCIES

The City Manager conducts an annual evaluation based on the City Council annual goals set forth each year. The City conducts annual performance evaluations on all employees. The City

reports that it continually evaluates its internal organization to measure its ability to address constituent needs, maintain labor resources, and overall efficiency.

The City also conducts an annual comprehensive budget analysis including a personnel control evaluation to monitor overtime and staffing levels within each department. During the budget process, the City Manager’s office meets with each department to review personnel and operational changes. Each department prepares and is responsible for its own budget. In each annual budget, City Council goals for service delivery are identified.

The City did not report any awards, honors and accomplishments in the last five years.

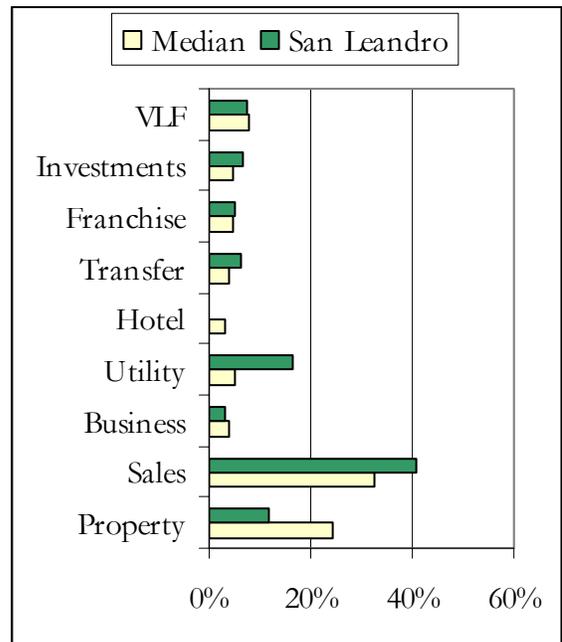
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

*Figure A-9-3. General Fund Revenue Sources, FY 2000-01*

San Leandro receives an average level of general fund revenues, with a relatively high level of reserve funds, and a relatively high level of long-term debt compared with the 14-city median.

The City’s general fund projected revenues were \$71.3 million in FY 2003-04. The general fund totals \$868 per capita, compared with the 14-city median of \$847.<sup>67</sup> San Leandro raises a relatively large share of revenue from sales and use tax, as indicated in Figure A-9-3. Sales tax accounts for 41 percent of general fund revenues in San Leandro, compared with the median of 33 percent. Sales tax revenue per capita was \$271 in FY 2000-01, 32 percent higher than the 14-city median.



Vehicle license fee revenues constitute five percent of the City’s general fund. San Leandro receives a relatively large share of revenue from a utility user’s tax as compared to the median; and lower shares from property, business and transient occupancy (hotel) taxes as compared to the median. San Leandro could potentially increase its business taxes, subject to majority voter approval.

San Leandro’s long-term debt per capita was \$513 at the end of FY 2001-02, compared with the 14-city median of \$309.<sup>68</sup> For the sake of comparability with other jurisdictions, the City’s debt ratio excludes a recent \$13 million bond issuance related to City Hall improvements. Approximately 40

<sup>67</sup> General fund revenues per capita are based on residential population with FY 2003-04 budget data.

<sup>68</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

percent of the City's long-term debt is associated with a \$26 million bond issued to finance improvements to the City's main library and community center building, and the construction of two new fire stations. The City also has a \$10 million debt for parking facility construction and seismic retrofitting costs. San Leandro received an underlying financial rating of "strong creditworthiness" (A+) from Standard and Pools.

San Leandro's undesignated reserves and reserves set aside for economic uncertainties and contingences at the end of FY 2000-01 were 22 percent of general fund revenue, compared with the median reserve ratio of 17 percent. San Leandro maintains above-average reserves pursuant to City Council policy that these reserves constitute at least 20 percent of general fund expenditures. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

San Leandro finances infrastructure expansion through developer fees and utility underground work reimbursements. These fees may be rebated in certain instances to attract development, for example the City paid the street-related and utility undergrounding fees for the Costco development.

San Leandro participates in joint financing arrangements through various Joint Powers Authorities. The City receives general liability insurance coverage through its membership in the California Joint Powers Risk Management Authority. As a member of the California Statewide Communities Development Authority, San Leandro has access to expertise and assistance in the issuance of tax-exempt bonds. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The City of San Leandro receives fire service under contract from the Alameda County Fire Department (ACFD). Fire services provided by ACFD include fire suppression and prevention, paramedic services, arson investigations, fire inspection, code enforcement, public education and community relations, wildland interface, search and rescue, disaster preparedness, and hazardous materials response.

The ACFD has 71 employees located in fire stations in San Leandro. The ACFD battalion serving San Leandro also serves the unincorporated areas of Ashland, Cherryland, and San Lorenzo, and the Berkeley Laboratory. San Leandro fire and EMS expenditures were \$10,953,759 in FY 2000-01. On a per capita basis the cost of providing fire service was \$138; by comparison, the median cost was \$142.

For a complete discussion of fire service provided by ACFD, please refer to Appendix chapter A-4.

---

## POLICE SERVICE

---

The San Leandro PD is the sole provider of police services within the City. The services provided by the PD include the provision of law enforcement, crime prevention, investigation, patrol, traffic monitoring, animal control, and various community programs. For crime laboratory, bomb squad, and long-term holding services, the City of San Leandro depends on the Alameda County Sheriff's Office.

The San Leandro PD service area is organized into seven patrol beats. Officers assigned to the beats provide neighborhood patrol, traffic and municipal code enforcement. Special details within the Patrol Division provide community-policing services through the use of bicycle and tactical unit deployment. The Patrol Division is also responsible for initial response to critical incidents or natural disasters.

Specialized services provided by the Department include a SWAT team, hostage negotiations, and canine responses. The Department's SWAT unit currently has 15 tactical response officers and eight hostage negotiators. The Department has a canine unit with four dogs. A minimal amount of finger printing analysis is done in-house. More specialized crime lab functions are provided by the Alameda County Sheriff.

### **Dispatch**

The San Leandro PD runs its own communications center that dispatches police units directly from the dispatcher. There are 13 dispatchers on staff, with a staffing level of 2-3 dispatchers at any given time. The Department believes more dispatching personnel are needed to provide adequate service.

### **SERVICE DEMAND**

In 2002, the San Leandro PD responded to a total of 86,802 calls for service; there were 4,125 arrests and 6,527 citations issued.

There were 4,626 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 572 per 10,000 residents in 2002. The City's crime rate was 46 percent higher than the median city crime rate—391 crimes per 10,000 residents.<sup>69</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas like San Leandro. The 24-hour FBI crime rate is calculated as serious crimes committed per

---

<sup>69</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

10,000 people in the jurisdiction during an average 24-hour period.<sup>70</sup> The City’s 24-hour FBI crime rate was 519 in 2002, which was 19 percent higher than the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents and costs.

Response times for the San Leandro PD are 2:57 minutes for priority-one calls and 4:45 minutes for priority-two calls; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. Response times for the Department can sometimes be quicker than neighboring jurisdictions due to a smaller, denser service area.

Citizen complaints about service can be received through the PD office, where they can request to speak to a supervisor, call, or request complaint form. All complaints are directed to a supervisor. The PD tracks complaints received.

*Table A-9-4. Police Service Personnel*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps
San Leandro	142	94	2	5	14	72	1	48

The San Leandro PD has a total of 142 authorized positions, as indicated in Table A-9-4. On a per capita basis, the Department’s sworn staffing equates to 1.2 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

All police training meets POST standards. Training is done both in-house and with POST approved agencies outside the Department. San Leandro uses the County Sheriff’s Regional Training Center for its academy training.

Police expenditures in FY 2000-01 were \$18,530,839. On a per capita basis the cost of providing police service was \$231, equal to the median PD cost per capita.

## FACILITIES

The San Leandro PD provides police services out of the City’s Public Safety Building, which is owned by the City of San Leandro and is part of the City’s Civic Center. The PD occupies the building, with a total of 94 sworn officers. Some outside agencies utilize the Department’s training room. The Public Safety Building was built in the mid 1960s and the condition of the facility is “good”; however, according to the Department it is too small for the provision of police services. The 58 police vehicles used at the facility include 22 patrol cars, various unmarked vehicles, two vans, two small parking enforcement cars, two code compliance vehicles, and one SWAT van. The Department also has a 72-hour temporary holding facility capable of housing 32 inmates.

---

<sup>70</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

Current facility needs identified by the Department include increased space. The Department plans to conduct a space study.

## **GROWTH AND SERVICE CHALLENGES**

According to the San Leandro PD, City land use plans and growth patterns are increasing police service demand. The Department expects growth in the need for School Resource Officers due to expected growth in the school-age populations.

In forecasting service demand, the Department considers information produced by its CAD system, building projects proposed in the City, and school populations. The Department responds by increasing staffing when needed.

The Department believes it currently has the capacity for providing adequate levels of service to its future growth areas, and can make adjustments when needed to accommodate growth.

## **REGIONAL COLLABORATION**

The San Leandro PD is part of the County and statewide mutual aid programs; no other formal agreements were identified.

# CHAPTER A-10: CITY OF DUBLIN

The City of Dublin is not a direct provider of public safety services. Dublin receives fire protection, police protection, and paramedic services from Alameda County. Ambulance transport service is provided by AMR.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Dublin incorporated on February 1, 1982. The City lies in the eastern portion of Alameda County, bordered by Contra Costa County to the north and the City of Pleasanton to the south.

Dublin's SOI was established by LAFCo in March of 1984. The SOI has been amended once; in September of 1990, the upper portion of Doolan Road near Croak Road was detached from Dublin's boundary and SOI. Dublin's SOI has not changed since 1990; however, its boundaries have been changed by the following annexations:

- 1,538 acres in eastern Dublin in 1994,
- 503 acres in the Schaefer Ranch area in 1997,
- 15 acres at the Quarry Lane School site in 2001, and
- 1,120 acres in eastern Dublin in 2002.

Dublin voters adopted a western urban limit line in 2000, limiting land use west of the city limits to rural uses for a 30-year period. The western area outside the urban limit line does not currently receive water service; the minimum parcel size in this area is 100 acres. The City may approve General Plan amendments for residential development in this area if it makes determinations regarding utility service availability, effects on adjacent agricultural land, fiscal and aesthetic impacts. In addition, Alameda County voters adopted an urban growth boundary (UGB) at the eastern end of Dublin's 2000 planning area that limits development outside that boundary. However, if the City were to annex territory outside the County UGB, then that territory would no longer be subject to County density and development limits.

The City of Dublin had a boundary land area of 12.6 square miles, according to the 2000 Census. There have been recent annexations adding another 1.8 square miles to the City, which has increased the territory to 14.4 square miles.

## LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Dublin is a general law city operating under a Council-Manager form of government. The Dublin City Council consists of five members elected at large with four City Council members and the Mayor. Council members serve four-year terms and the Mayor serves a two-year term.

The Dublin City Council holds regular meetings on the first and third Tuesdays of each month. Council meetings are held in the Council Chamber located at Dublin's Civic Plaza.

To inform the public of City plans, programs, and services, Dublin televises programs on local community TV. The programs include a Mayor's report to the community, annual City Council call-in programs, and a live broadcast of the bi-monthly City Council meetings. City Council meeting agendas are posted at various locations throughout the City and on the City's website. The City of Dublin's website also includes information on City services and programs, lists City events, and displays past and current Council agendas. The City posts some public documents on its website, but does not post its complete budget or its CAFR.

The latest contested election was held November 2002. The voter turnout rate was 52 percent, comparable to the countywide voter turnout rate of 53 percent.

The City of Dublin demonstrated accountability in its disclosure of information and cooperated with the LAFCo questionnaires. The agency responded to LAFCo's written questionnaires, cooperated with LAFCo map inquiries, and provided follow-up information upon request.

In the City of Dublin, citizen complaints can be submitted via website, in writing to staff or elected officials, during public comment sessions at Council meetings, via telephone, call-in nights, and comment cards. From July 1, 2002 to March 5, 2003, 32 complaints were tracked through the City Manager's Office. The City reports that it regularly solicits citizen comments and circulates comments quarterly to City department heads.

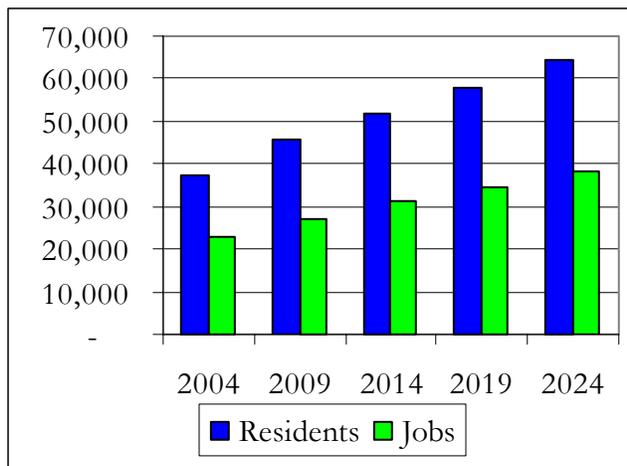
To encourage and maintain open dialogues with the public and other public agencies, the City sets goals to communicate with and solicit input from the community regarding City services and activities. Efforts include producing an annual newsletter, modernizing and expanding the City's website, and planning and implementing City service open houses and community events.

**Figure A-10-1. Dublin Population & Job Base, 2004-24**

**GROWTH AND POPULATION PROJECTIONS**

Dublin’s population in 2004 is 37,515, and its job base is 22,741, according to Census and ABAG data.

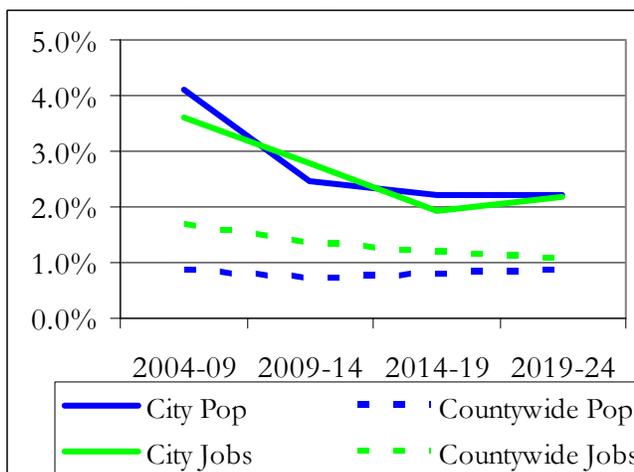
The population density for the City of Dublin is 2,605 per square mile. By comparison, Dublin’s density is lower than the density in any of the other cities in the County, is lower than the city median density of 4,998, but is 27 percent higher than the countywide density of 2,056 per square mile.



The Dublin population is expected to grow to 57,860 over the next 15 years and the job base is expected to increase to 34,323, as depicted in Figure A-10-1.

**Figure A-10-2. Annual Population & Job Growth Rates, 2004-24**

Per ABAG projections, currently, population and jobs in Dublin are growing at a significantly higher rate compared to growth countywide. The growth rate in Dublin is expected to be significantly higher than countywide growth in both short-term and long-term, as depicted in Figure A-10-2.



The City’s general plan indicates that Dublin has the potential to grow as predicted by ABAG. Dublin anticipates that as many as 32,500 additional residents and 28,100 additional jobs may be added in eastern Dublin. In western Dublin, the City anticipates modest growth of approximately 1,517 people in the Schaefer Ranch area.

As part of Dublin’s growth strategies, the City Planning Department develops goals and plans for future growth and development, and zoning administration, and provides assistance to developers, merchants, and residents with planning issues within the City. The City’s growth and development plans include a 5-year affordable housing program, an open space implementation plan, and development of a policy and/or ordinance to accommodate more community facilities in the City. Demand management strategies include plans to increase development potential by allowing mixed uses of land with flexible development standards. The City plans to provide the needed infrastructure for all areas within its SOI through comprehensive infrastructure planning and fee programs.

## EVALUATION OF MANAGEMENT EFFICIENCIES

The City conducts regular evaluations of all franchise agents, major service contracts, and City personnel.

The City Council approves policy goals and objectives for each City department annually. The comprehensive goals and objectives process includes bi-monthly updates on all projects and allows City officials to monitor workload. City project reports provide a detailed summary of progress, expenditures, and staff services and needs. Each objective is rated as high, medium, or low based on priority. For City Administration, goals are set to ensure smooth and efficient functioning of those services provided to the community.

The City goals also include working with other agencies on problems of area-wide concern and keeping abreast of legislation that impacts the City.

The City of Dublin has received numerous awards in the last five years for outstanding support of National Guard and Reserve employees, for a City project that funds school computers, for the City's Art in the Parks program, and for the Dublin Ranch Town Center project. The City has consistently received awards for outstanding financial reporting from the California Society of Municipal Finance Officers, and for its annual budget from the Government Finance Officers Association.

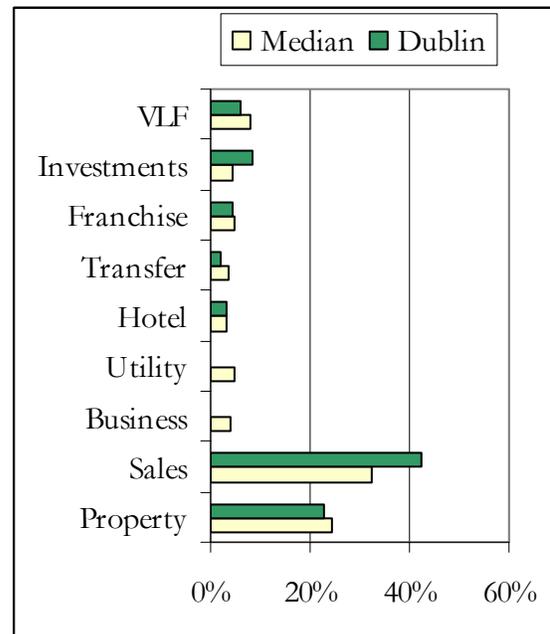
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

*Figure A-10-3. General Fund Revenue Sources, FY 2000-01*

In FY 2000-01, Dublin received above-average general fund revenues, and had a relatively low level of reserve funds, and a relatively low level of long-term debt compared with the 14-city median.

The City's general fund revenues were \$36.7 million in FY 2003-04. The general fund amounts to \$979 per capita, compared with the 14-city median of \$847.<sup>71</sup> Dublin raises a relatively large share of revenue from sales and use tax, as indicated in Figure A-10-3. Sales tax accounts for 43 percent of general fund revenues in Dublin, compared with the median of 33 percent. Dublin sales tax revenue per capita was \$384 in FY 2000-01, 87 percent higher than the median.



<sup>71</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

Vehicle license fees constituted six percent of Dublin's general fund. Dublin does not levy business and utility users' taxes. Dublin could potentially levy business and utility taxes, subject to majority voter approval.

Dublin's direct long-term debt per capita was \$0, compared with the 14-city median of \$309.<sup>72</sup> When Dublin built its Civic Center, it financed the facility through Certificates of Participation (which the City has subsequently paid off). Dublin received a financial rating of the "strongest creditworthiness" (Aaa) for its \$19 million Civic Center bond issue in 1993, which represented an improvement over the "adequate" (BBB+) credit rating received in 1988 for its \$17 million Civic Center bond issue.

Dublin's reserves set aside for economic uncertainties at the end of FY 2001-02 were five percent of general fund revenue, compared with the median reserve ratio of 17 percent. The City has in practice maintained contingency reserves of at least five percent, although the Council's formal designation of contingency reserves at this level did not occur until FY 2002-03. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

Dublin finances infrastructure expansion through developer fees and utility underground work reimbursements. Developer fees collected by the City primarily pay for the City's costs in upgrading traffic and fire infrastructure.

Dublin participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. The City shares an animal shelter with the cities of Pleasanton and Livermore, as well as Alameda County. Dublin has collaborated with the Dublin Unified School District in construction of a gymnasium. As a member of the California Statewide Communities Development Authority, Dublin has access to expertise and assistance in the issuance of tax-exempt bonds. The City receives general liability insurance coverage through the ABAG PLAN, which is governed by member municipalities. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## FIRE SERVICE

---

The City of Dublin receives fire service under contract through the Alameda County Fire Department (ACFD). The ACFD has served the City of Dublin since June 1997. The ACFD provides fire suppression and prevention, paramedic services, arson investigations, fire inspection, code enforcement, public education and community relations, wild land interface, search and rescue, disaster preparedness, hazardous materials response, and runs a reserves program.

Fire services for the City of Dublin are provided primarily from Fire Stations 16, 17 and 18, with automatic aid service provided in northern Dublin by San Ramon Valley Fire Protection District. The ACFD has 36 firefighters assigned to fire stations in Dublin. Fire and EMS expenditures in FY 2000-01 were \$5,185,275. On a per capita basis the cost of providing fire service was \$169; by comparison, the median cost was \$142.

---

<sup>72</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

For a complete discussion of fire service provided by ACFD, please refer to Appendix Chapter A-4.

---

## **POLICE SERVICE**

---

Police services for the City of Dublin are performed under contract by the Alameda County Sheriff's Office. Law enforcement services provided to the City of Dublin include patrol, criminal investigation, and crime prevention. More specialized services are also provided to the City including crime laboratory, bomb squad, SWAT, and various volunteer programs.

Dublin police services are performed from the Dublin police station located at the Dublin Civic Center. This facility was built in 1989, and was evaluated by the City of Dublin as in excellent condition.

Police expenditures in FY 2000-01 were \$6,557,444. On a per capita basis the cost of providing police service was \$206. By comparison, the median PD cost per capita was \$228. The City pointed out that if the institutional population of approximately 5,700 at Santa Rita Jail and the two federal correctional facilities were removed from the calculation, the City's per capita expenditures would be higher (\$251 per capita).

As mentioned above, Dublin has planned development in both its western and eastern planning areas, with population expected to increase by approximately 34,000 in the next 20 years. On a per capita basis, the Sheriff's sworn staffing equates to 1.4 per 1,000 residents in Dublin. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

### **Service Demand**

There were 723 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 214 per 10,000 residents in 2002. The City's crime rate was 45 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>73</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>74</sup> The City's 24-hour FBI crime rate was 197 in 2002, which was 55 percent lower than the median city crime rate of 437.

---

<sup>73</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>74</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

There were 10,501 citations issued in the City in 2002. According to the California Attorney General, there were 1,017 arrests made in the City in 2002.

For a complete discussion of police service provided by the Sheriff, please refer to Appendix chapter A-5.

# CHAPTER A-11: CITY OF LIVERMORE

The City of Livermore provides direct police protection services. AMR provides ambulance transport services. Fire services are provided by the Livermore-Pleasanton Fire Department (LPFD), a Joint Powers Authority (JPA) between the cities of Livermore and Pleasanton.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Livermore incorporated in 1876. The City lies in the eastern portion of Alameda County, bordered to the west by the cities of Dublin and Pleasanton and mostly surrounded by unincorporated area.

The City of Livermore's SOI was established by LAFCo in December 1979. Since then it has been amended several times in 1981, 1984 and in 1988. In November 1992, the SOI was amended along with corresponding annexations of Alden Lane and South Vineyard Avenue. The last SOI amendment was in July 1999 when approximately 1,140 acres were added.

In 2000, the Livermore electorate adopted an urban growth boundary affecting southern Livermore. The same year, County voters adopted an urban growth boundary limiting growth in the unincorporated areas that are outside the city limits but within Livermore's SOI. In 2002, Livermore's City Council adopted an initiative which completed the UGB around the northern part of the City.

The City of Livermore has a boundary land area of 23.9 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Livermore is a general law city with a Council–City Manager form of government. The Livermore City Council has five members, with four elected at-large for four year terms and a mayor elected separately for a two year term.

Regular City Council meetings are held twice a month on the second and fourth Mondays. To inform the public of City plans, operations, and programs, Council meetings are broadcast on public access television and via the Internet. The City posts public documents on its website and updates constituents with a quarterly newsletter.

The latest contested election was held November 2003. The voter turnout rate was 36 percent, significantly higher than the countywide voter turnout rate of 22 percent.<sup>75</sup>

The City of Livermore demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires, participated in a fire and police services interview, and followed up by providing fire and police service information not available at the time of interview.

To solicit public input, the City of Livermore places comment boxes at various public buildings, conducts community surveys, and provides citizen comment opportunities at all public meetings. Complaints about City service can be submitted orally or as written correspondence with any department head, manager, or council member. Livermore also generates community surveys to solicit public input regarding City services.

The LPPD currently does not track customer complaints, but depending on the nature of the concern, customers are referred to the Deputy Fire Chief, EMS-Disaster Preparedness Manager, Fire Marshal, or Administration Manager.

Citizen complaints about police service can be sent by letter or phone and are directed to Chief of Police.

Community outreach programs coordinated by the LPPD include public education programs that include fire and disaster preparedness. The Department is also a part of the "Partners in Safety" program, which is a collaborative effort between the Department and other public and private agencies. The program is designed to assess whether vulnerable older adults may need help but are unaware of available community resources, and to train fire and police personnel and community members who come in contact with elders on a regular basis.

The Livermore PD conducts a variety of community programs that include family counseling, DARE (Drug Abuse Resistance Education), a Police Activities League, a citizen's police academy, neighborhood watch programs, school presentations on bike safety, and a School Resource Officers program.

---

<sup>75</sup> Voter turnout rates tend to be lower for elections that do not include major federal and state positions, as was the case for this election.

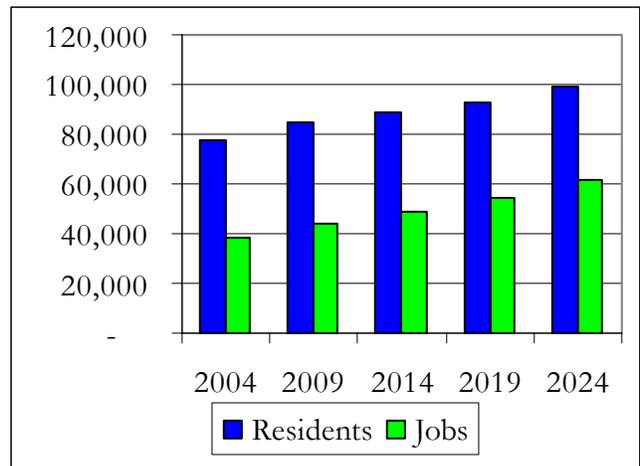
## GROWTH AND POPULATION PROJECTIONS

*Figure A-11-1. Livermore Population & Job Base, 2004-24*

Livermore’s population is 77,789, and its job base is 38,200.

The population density for the City of Livermore is—3,252 residents per square mile—58 percent higher than the countywide density of 2,056 per square mile, but lower than the city median density of 4,998.

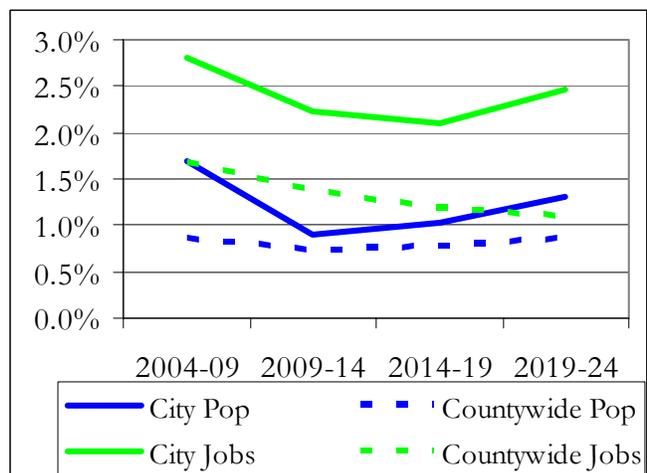
Per ABAG, the Livermore population is expected to grow to 93,100 and its job base is expected to grow to 54,353 in the next 15 years. The population growth trend is depicted in Figure A-11-1.



In the next 15 years, Livermore’s population is projected to grow by 20 percent, compared to 12 percent countywide. The Livermore job base is projected to grow by 42 percent, compared to 23 percent countywide.

*Figure A-11-2. Annual Population & Job Growth Rates, 2004-24*

Per ABAG projections, the Livermore population and job growth rates are expected to be higher than countywide growth rates in both the short-term and the long-term. In the next five years, Livermore’s population growth rate is expected to be substantially higher than countywide growth, and thereafter to be slightly higher than countywide growth. The Livermore job growth rate is expected to be substantially higher than countywide job growth in both the short-term and the long-term, as depicted in Figure A-11-2.



The ABAG projections exceed the City’s target growth rate of no more than 1.5 percent annually. Consistent with the 2003 General Plan, the City anticipates a population increase of approximately 11,000 over the next 10 years, and 17,000 over the next 15 years.

Livermore’s residential growth areas include southern areas of the City, where 1,600 additional residential units are permitted. Although various land use are permitted in the southern growth area, the area is primarily designated for low density residential use. Though limited by the City’s Urban Growth Boundary, there remains residential development potential north of North Livermore Park and south of Raymond Road.

The City's 2003 General Plan update implements infill goals, policies and actions. The City's Urban Growth Boundary (UGB) permits only non-urban uses beyond the UGB both inside and outside the city boundary; this promotes infill and preservation of open space. The City prohibits development on slopes of 25 percent or more. Additional growth strategies and policy issues are discussed in the City's 2000 State of the City Report, which evaluates infrastructure needs and capacity. The City expects jobs to increase by 45,000 to approximately 86,000 total jobs at buildout.

## **EVALUATION OF MANAGEMENT EFFICIENCIES**

The City department heads are responsible for workload monitoring. For example, the Community Development Department tracks the number of permits processed.

Each fiscal year, the City Council establishes goals and priorities that are implemented in accordance with the budget and are reviewed and evaluated annually by the Council. City departments are assigned to implement the City's goals by function and area of expertise. Individual departments establish internal annual goals as well, and assign goals to individual employees.

The City of Livermore recently received a Government Finance Officers Association award for its annual budget and Comprehensive Annual Financial Report (CAFR). The City's CAFR also received an award from the California Society of Municipal Finance Officers. The City's South Livermore Valley Special Plan has received several awards, including one by CALAFCo. In 1999, Livermore received the Helen Putnam Award for Public Service from the California League of Cities for its role in a three-agency general obligation bond measure.

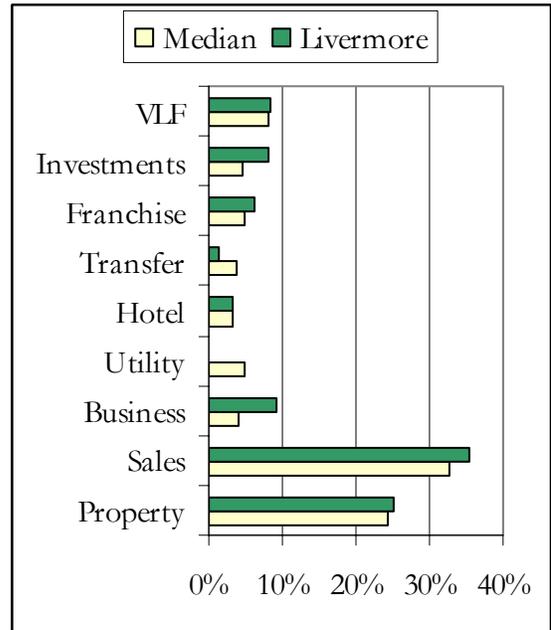
## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

The City of Livermore operates on an average level of general fund revenues, with relatively high levels of reserve funds and long-term debt compared with the 14-city median.

**Figure A-11-3. General Fund Revenue Sources, FY 2000-01**

The City’s general fund revenues were projected at \$64.1 million in FY 2003-04. The general fund amounts to \$824 per capita, compared with the 14-city median of \$847.<sup>76</sup> Livermore raises a relatively large share of revenue from sales and use tax, as indicated in Figure A-11-3. Sales tax accounts for 36 percent of general fund revenues in Livermore, compared with the median of 33 percent. Sales tax revenue per capita was \$232 in FY 2000-01, 13 percent higher than the median.



Vehicle license fee revenues constitute eight percent of the City’s general fund. Livermore raises a relatively average amount of revenue from its property, business and transient occupancy taxes. Livermore does not levy a utility user’s tax, but could potentially impose one, subject to voter approval.

The City’s direct long-term debt per capita was \$890, compared with the 14-city median of \$309.<sup>77</sup> The majority of the City’s long-term debt is associated with bond financing of facilities including City Hall, the police station, fire stations, and fire headquarters. Livermore received an “above average” (A2) underlying rating from Moody’s for its Certificates of Participation in 1999, and a “very strong” (Aa3) rating from Moody’s as its issuer rating.

Livermore’s undesignated and contingency reserves at the end of FY 2001-02 were 19 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The Government Finance Officers Association recommends a reserve ratio of at least 5-15 percent.

Livermore participates in joint financing arrangements through various Joint Powers Authorities. The City is a member of the LPFD, the Livermore-Amador Valley Transit Authority, the Tri-Valley Transportation Council, the Livermore-Amador Valley Water Management Agency, and the Alameda County Congestion Management Program. Livermore financed and operates an animal shelter facility in conjunction with the cities of Dublin and Pleasanton. The City shares a vehicle maintenance center with the Livermore Area Recreation and Park District. As a member of the California Statewide Communities Development Authority, Livermore has access to expertise and assistance in the issuance of tax-exempt bonds. Livermore receives general liability insurance coverage through its membership in California Joint Powers Risk Management Authority. Workers compensation coverage is provided through membership in the Local Agency Workers Compensation Excess Insurance Joint Powers Authority. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

<sup>76</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

<sup>77</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2001 residential population.

---

## FIRE SERVICE

---

The Livermore-Pleasanton Fire Department (LPFD) is the main provider of fire services within the bounds of the City of Livermore. The cities of Livermore and Pleasanton merged fire services in December of 1996 with the objectives to improve service effectiveness and achieve economic efficiencies. Alameda County contracts with the LPFD (with the City of Pleasanton as the main contractor) for the provision of services to the unincorporated areas of Remon (County Fire Zone 2), Castlewood (County Fire Zone 3) and Happy Valley (County Fire Zone 4) near Southwest Pleasanton.<sup>78</sup> A fourth pocket of the County is also served in the south Highway 84 corridor from Livermore to Sunol. These areas are served by the LPFD because of the close proximity of their fire stations.

As a Joint Powers Authority (JPA), the LPFD administration is shared between the two cities. The JPA Board, comprised of elected officials from both cities, has limited independent power delegated to it by the two city councils and acts as an important sub-committee of both city councils. All major decisions by the Board require ratification by both partner city councils. Each city retains the right to set the number of fire stations and firefighters needed within its boundary. The JPA Board developed a cost-sharing plan that allows the sharing of headquarters and administrative expenses through a combined budget.

The LPFD received the Prestigious Helen Putnam Award for Excellence in 1999, in recognition of the outstanding efforts and innovative solutions of the cities of Livermore and Pleasanton in consolidating their fire departments. The award was given in recognition of the Department's improved efficiencies in service delivery and operations and responsiveness to community concerns that resulted from the consolidation.

The LPFD is a full service fire department providing fire suppression and inspection, EMS, hazardous materials inspection and response, fire permitting, specialized rescue services, public education, as well as maintaining a Reserve Firefighter Program. The LPFD is also a Certified Unified Program Agency (CUPA) that handles hazardous materials enforcement for Cal-EPA.

There are ten engine companies located throughout the cities of Livermore and Pleasanton. Each engine company provides Advanced Life Support (ALS) as well as Basic Life Support (BLS) by trained Firefighter/Paramedics and Emergency Medical Technicians.

### **Dispatch**

The City of Livermore PD provides dispatch services to the LPFD. The Livermore PD is currently completing an upgrade to its dispatch center.

### **SERVICE DEMAND**

The LPFD responded to a total of 5,236 calls for service in Livermore in 2002. LPFD responded to a total of 9,170 incidents in its service area in 2002, 69 percent of which were medical

---

<sup>78</sup> LPFD does not provide service to unincorporated islands in the City of Livermore. These islands are served by ACFD from an ACFD fire station located in the middle of the City of Livermore.

emergencies. In addition to the 6,372 EMS calls in the LPFD service area, calls for service included 837 fire calls and 947 false alarm calls. There were also 1,014 other incidents.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training and costs.

In 2002, the LPFD responded within five minutes 40 percent of the time, within seven minutes 78 percent, of the time, and within 10 minutes 96 percent of the time. Hence, the LPFD met its 2002 goal in 78 percent of incidents; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. The current practice for the measurement of response time includes total “reflex time” from the answer of the 911 call by dispatch to the time when the unit arrives at the scene. The LPFD goal is a seven minute total reflex time comprised of a five minute travel time, plus one minute for dispatch process and one minute for the crew to get dressed and get the engine rolling. Prior to consolidation, both cities’ goal was five minute average response time based on travel minutes but not dispatch time. The LPFD’s 2002 goal was exceeded with measured building fire response times. Response times have improved for both cities as each added a fire station and implemented traffic light preemption control measures to allow fire trucks to turn red lights green.

The Department’s ISO rating for urban areas is Fire Protection Class 3, and the Department is working on meeting criteria for an upgraded ISO rating.

The LPFD currently does not formally track customer complaints, but stated that very few are received annually.

The City of Livermore has a total of 70 authorized personnel that are part of the LPFD. The Department staffs three to four personnel per engine company.

LPFD fire and EMS expenditures in FY 2000-01 were \$19,642,763. On a per capita basis the cost of providing fire service was \$141; by comparison, the median cost was \$142.

## **FACILITIES**

The LPFD operates out of 10 fire stations, with a Regional Training Center and headquarters located separately. In 2002, the Department moved into the newly constructed headquarters in east Pleasanton. Table A-11-4 provides a listing of stations, apparatus, and staff at each facility used to provide fire service any given day. Station 7 also houses an AMR ambulance unit with two paramedics on staff.

**Table A-11-4. LPFD Facilities, Apparatus and Staff**

<b>Facility</b>	<b>Owner</b>	<b>Year Built</b>	<b>Condition</b>	<b>Apparatus</b>	<b>Staff</b>
Station 1	Pleasanton	2002	Excellent	2 Engines	3
Station 2	Pleasanton	1985	Good	2 Engines HazMat Van	4
Station 3	Pleasanton	1971	Fair	Ladder Truck Engine Rescue Type III	4
Station 4	Pleasanton			2 Engines	4
Station 4 (new)	Pleasanton	2004		2 Engines	4
Station 5	Pleasanton	1995	Good	2 Engines	3
Station 6	Livermore	1976	Good	Platform Truck Engine Utility Air/Light	4
Station 7	Livermore	2002	Excellent	2 Engines	4
Station 8	Livermore	1999	Excellent	2 Engines	3
Station 9	Livermore	1978	Fair	2 Engines Rescue Type III	4
Station 10	Livermore	2000	Excellent	2 Engines	3
Training Center	Pleasanton	1988	Good	None	
Headquarters	LPFD	2002	Excellent	8 command vehicles and administrative staff sedans	

The LPFD and the City of Pleasanton are currently designing a fire station to replace Fire Station No. 4. Construction of the facility is scheduled to begin in early 2004. The City of Pleasanton has already reserved \$3.2 million of general fund revenue to finance the construction of the replacement facility. The facility is being built to provide better response to the service area.

## **GROWTH AND SERVICE CHALLENGES**

The LPFD stated that land use plans and growth patterns are potentially increasing demand for fire service in Livermore. LPFD analyzes service demand annually, along with each city's growth management process and determines its capability to meet each city's respective goals.

Current service capacity may need to be increased if the City of Livermore allows further residential development to occur in north Livermore, pending the outcome of the current General Plan process. If more northern development occurs, the LPFD would relocate Fire Station No. 10 to an area north of I-580 to provide timely response for service.

The LPFD faces longer response time for some freeway incidents and for wildland fires, and there is no dependence on automatic mutual aid for any areas serviced by the LPFD.

## REGIONAL COLLABORATION

The LPFD is part of the countywide mutual aid agreement and party to agreements with ACFD and Lawrence Livermore Lab FD for regional service in the Tri-Valley area (Livermore-Pleasanton-Dublin).

---

## POLICE SERVICE

---

The Livermore PD is a full service municipal police department providing law enforcement and criminal investigation services. The unincorporated islands within the City are served by the Alameda County Sheriff's Office. The Livermore service area is organized into five patrol beats. The Livermore PD depends on the County for the provision of long-term holding facilities, bomb squad services, and search and rescue.

Livermore follows a community oriented policing philosophy. Patrol officers provide first response to emergency calls and reports of imminent crimes or crimes in progress. The Patrol Division includes other specialized police service, such as SWAT, canine unit, dispatch, and a traffic unit. Livermore's SWAT unit has 12 officers on the team. The Department also staffs two canine units.

The Livermore PD operates its own limited crime laboratory, but for many specialized needs uses the crime labs of other agencies, such as Alameda County, Fremont PD and, on occasion, State services and National Medical facilities.

### Dispatch

The Livermore PD operates its own dispatch center. The operation of the dispatch center includes 16 dispatchers and two supervisors, with 2-4 on staff depending on the time of day.

## SERVICE DEMAND

In 2002, there were a total of 65,865 calls for service in Livermore and 25,735 incidents were officer initiated. In 2002, there were 1,948 arrests made and 8,685 citations issued in the City.

There were 2,241 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 297 per 10,000 residents in 2002. The City's crime rate was 24 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>79</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the

---

<sup>79</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

jurisdiction during an average 24-hour period.<sup>80</sup> The City’s 24-hour FBI crime rate was 301 in 2002, which was 31 percent lower than the median city crime rate of 437.

**SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents and costs.

The average response time for priority-one calls is 5:23 minutes and for priority-two calls 14:47 minutes; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. The Department’s reporting of response times is exemplary in that its data are based on all calls and measured using the Computer-Aided Dispatch (CAD) system.

The Department does not formally track the total number of complaints received. However, in 2002, the Department reports that 15 complaints were investigated.

In FY 02-03, the Department had 99 sworn officers, and 52 civilian positions. The staff used to provide police service is shown in Table A-11-5. On a per capita basis, the Department’s sworn staffing equates to 1.3 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

*Table A-11-5. Livermore Staff at Police Service Facility*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Livermore	151	99	3	4	14	77	1	52	12

The Livermore PD uses a combination of POST certified in-house and outside police training. All training received from outside agencies must also meet POST standards.

Police expenditures in FY 2000-01 were \$13,396,284. On a per capita basis the cost of providing police service was \$180. By comparison, the median PD cost per capita was \$228.

**FACILITIES**

The Livermore PD station is owned by the City and is also used as a counseling center for youth and families and as the City’s emergency operations center. The facility was built in January of 1995, and is in “good” condition. The vehicles used to provide police service include 32 patrol cars, 23 unmarked cars, seven motorcycles, one mobile command post, two animal control vehicles, and five utility vehicles. Within the station, the Department operates a temporary holding facility. The Department stated that it currently needs additional facilities in order to expand, but is limited by budget constraints.

---

<sup>80</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

## **GROWTH AND SERVICE CHALLENGES**

The Livermore PD considers population growth to be the main factor in projected increases in service demand. The Department believes service demand for all types of calls has increased with population growth, and that land use plans and growth patterns are increasing demand for police service. Service demand is generally expected to expand along with planned growth.

The Livermore PD believes that it currently has the capacity to provide service to future growth areas, but will need to increase staffing to accommodate population growth.

## **REGIONAL COLLABORATION**

There were no regional collaboration efforts in police service identified by the agency.

# CHAPTER A-12: CITY OF PLEASANTON

The City of Pleasanton provides direct police protection services. AMR provides ambulance transport services in Pleasanton. Fire services are provided by the Livermore-Pleasanton Fire Department (LPFD), a Joint Powers Authority (JPA) between the cities of Livermore and Pleasanton.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Pleasanton incorporated on June 18, 1894. The City lies in the eastern portion of Alameda County, bordered by the cities of Dublin to the north, and portions of Livermore to the east and Hayward to the west.

Pleasanton's SOI was established by LAFCo in March of 1976. Since then it has been amended several times, in 1981, 1984, and in 1988. Pleasanton's SOI was extended in 1991 and again in 1992 with the annexation of the Ruby Hill/Vineyard Avenue Corridor.

Pleasanton voters approved a permanent urban growth boundary in 1996. The City's growth boundary lies inside its western border, and lies inside the city limits in several other locations. In addition, Alameda County voters approved an urban growth boundary in 2002 that coincides with the City's growth boundary in the Pleasanton area.

The City of Pleasanton has a boundary land area of 21.7 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Pleasanton is a general law City with a Council-City Manager form of government. The City Council consists of four elected City Council members and one directly elected Mayor. All members are elected at large. Council members are elected for four-year terms and the Mayor is elected for a two-year term.

The Pleasanton City Council holds regular meetings twice a month on the first and third Tuesdays. Council meetings are broadcast live on local cable channels.

The City website posts current Council agendas and minutes, and an archive of Council agendas and minutes for the past five years. The City discloses finances, plans, and other public documents via the Internet and upon inquiry.

The latest contested election was held November 2002. The voter turnout rate was 59 percent, higher than the countywide voter turnout rate of 53 percent.

The City of Pleasanton demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo questionnaires, map inquires, and interview requests. The agency responded to LAFCo’s written questionnaires and participated in a fire and police services interview. Certain information that was not available at the time of the interview required several additional follow-up attempts to acquire.

The City does not maintain a central database of complaints received. Individual departments are responsible for addressing complaints and inquiries.

The LPFD currently does not formally track customer complaints, but stated that very few are received annually. Depending on the nature of the concern, customers are referred to the appropriate manager.

Citizen complaints regarding police service can be submitted to the Pleasanton PD via e-mail, telephone or in person. The watch commander or supervisor reviews all complaints.

Charitable community activities include daily computer-generated calls to vulnerable older adults to check on their safety, and related follow-up with non-responsive seniors.

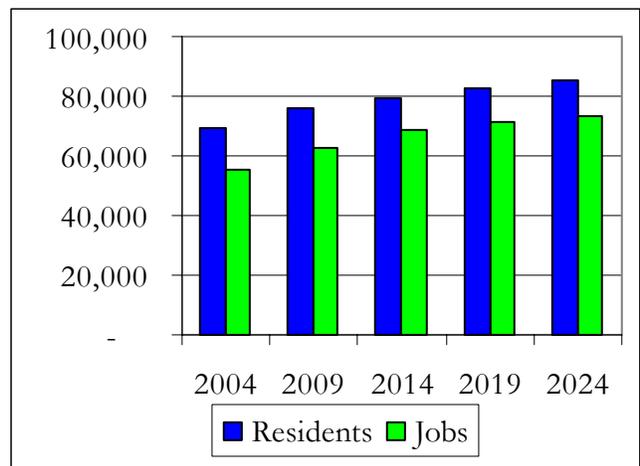
## GROWTH AND POPULATION PROJECTIONS

*Figure A-12-1. Pleasanton Population & Job Base, 2004-24*

Pleasanton’s population is 69,451, and its job base is 55,313.

The population density for the City of Pleasanton is—3,205 residents per square mile—56 percent higher than the countywide density of 2,056 per square mile, but lower than the city median density of 4,998.

In the next 15 years, Pleasanton’s population is expected to grow to 82,500 and the job base is expected to increase to 71,238, per ABAG projections, as depicted in Figure A-12-1.

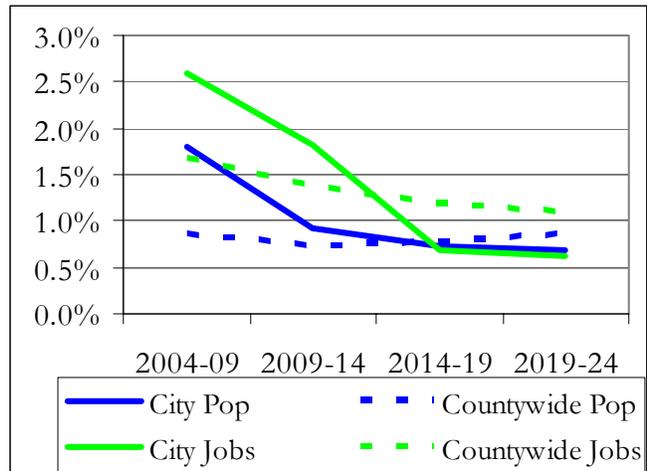


In the next five years, Pleasanton’s population is projected to grow at a relatively fast rate of 1.9 percent annually. By comparison, the projected countywide annual growth rate over this period is 0.9 percent. Thereafter, Pleasanton’s growth rate is expected to be comparable to the countywide growth rate, as shown in Figure A-12-2. Similarly, Pleasanton’s job growth rate in the short-term is substantially higher than the countywide growth rate, but is expected over the long-term to be lower than the countywide job growth rate.

The City’s growth expectations are lower than the ABAG growth projections, but the City did propose alternative projections for the purpose of this study.

**Figure A-12-2. Annual Population & Job Growth Rates, 2004-24**

Pleasanton’s residential growth areas are located on Stoneridge Drive, in the Vineyard Avenue corridor, the Bernal property, and the Ruby Hill area. As of early 2002, Pleasanton had approved 4,505 new housing units, and was expecting healthy commercial growth accommodating 2,200 to 2,800 new employees each year. Projected annual population and job growth rates are depicted in Figure A-12-2.



The City of Pleasanton has an adopted urban limit line which limits growth to the existing urbanized area. Growth strategies for the City include maintaining a growth management program that evaluates the ability to assimilate growth. The City has also adopted a "green" ordinance for new development to ensure that environmental impacts are minimal.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The City did not provide details as to how it monitors productivity, workload and performance. Pleasanton reported that its department heads and managers routinely evaluate City operations. The City reported that its workload is monitored on a department-by-department basis.

In the CAFR for FY 2001-02, the City refers to its initiatives, which summarize service and policy priorities for the coming fiscal year, but does not elaborate on these.

In 1997, the City received a Helen Putnam Award from the California League of Cities in recognition of its financial management practices.

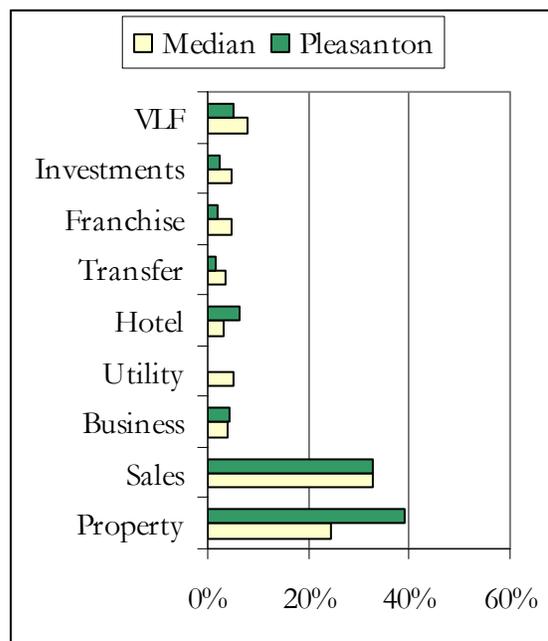
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

The City of Pleasanton operates on a relatively high level of general fund revenues, with a relatively low level of reserve funds, and a relatively low level of long-term debt compared with the 14-city median.

*Figure A-12-3. General Fund Revenue Sources, FY 2000-01*

The City’s general fund budgeted revenues were \$75.5 million in FY 2003-04. The general fund amounts to \$1,088 per capita, compared with the 14-city median of \$847.<sup>81</sup> Pleasanton’s revenue sources are shown in Figure A-12-3. Property tax accounts for nearly 40 percent of the City’s general fund revenue. Sales tax accounts for 33 percent of general fund revenues in Pleasanton. Sales tax revenue per capita was \$278 in FY 2000-01, 36 percent higher than the median.



Vehicle license fees constitute five percent of Pleasanton’s general fund. Transient occupancy taxes are above the median. Pleasanton does not levy a utility users tax, but could potentially impose one, subject to voter approval.

Pleasanton’s direct long-term debt per capita was \$150, compared with the 14-city median of \$309.<sup>82</sup> The majority of the City’s long-term debt is associated with bond financing of facilities including a senior center, golf course, and other facilities. Pleasanton received an “extremely strong” (AAA) financial rating from Standard and Poors, and an “above-average” (A1) underlying rating from Moody’s for its 2003 bond issue.

The City’s undesignated reserves and reserves set aside for economic uncertainties at the end of FY 2001-02 were 11 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The City’s policy is to maintain a 10 percent reserve level for economic uncertainties. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

<sup>81</sup> General fund revenues per capita are based on with the residential population and FY 2003-04 budget data.

<sup>82</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population. For comparability, the debt amount does not include subsequently issued debt such as Pleasanton’s \$28 million bond issued in April 2003 for a golf course and senior center.

Pleasanton participates in joint financing arrangements through various Joint Powers Authorities. The City is a member of the LPFD, the Livermore-Amador Valley Transit Authority, the Tri-Valley Transportation Council, the Tri-Valley Wastewater Authority, and the Livermore-Amador Valley Water Management Agency. Pleasanton financed and operates an animal shelter facility in conjunction with Dublin and Livermore. Pleasanton cooperated with Dublin in the financing of a Dublin/Pleasanton BART station. As a member of the California Statewide Communities Development Authority, Pleasanton has access to expertise and assistance in the issuance of tax-exempt bonds. Pleasanton receives general liability insurance coverage through its membership in Bay Cities Joint Powers Insurance Authority. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The Livermore-Pleasanton Fire Department (LPFD) is the main provider of fire services within the bounds of the City of Pleasanton. The cities of Livermore and Pleasanton merged fire services in December of 1996 with the objective to improve service effectiveness and achieve economic efficiencies. Alameda County contracts with the LPFD (with the City of Pleasanton as the main contractor) for the provision of services to the unincorporated areas of Remon (County Fire Zone 2), Castlewood (County Fire Zone 3) and Happy Valley (County Fire Zone 4) near Southwest Pleasanton. A fourth pocket is also served in the south Highway 84 corridor from Livermore to Sunol. These areas are served by the LPFD because of the close proximity of their fire stations.

As a Joint Powers Authority (JPA), the LPFD administration is shared between the two cities. (See Chapter A-11, City of Livermore, for discussion of the LPFD).

### **Dispatch**

The City of Livermore PD provides dispatch services to the LPFD. The Livermore PD is currently completing an upgrade to its dispatch center.

### **SERVICE DEMAND**

The LPFD responded to a total of 3,934 calls for service in Pleasanton in 2002. LPFD responded to a total of 9,170 incidents in its service area in 2002, 69 percent of which were medical emergencies.

### **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training and costs.

For LPFD response times, complaints, ISO rating and related information see City of Livermore, Chapter A-11.

The City of Pleasanton has a total of 58 authorized personnel that are part of the LPFD. The Department staffs 3-4 personnel per engine company. For a listing of department personnel at each fire station used to provide fire service, please refer to Table A-11-4.

LPFD fire and EMS expenditures in FY 2000-01 were \$19,642,763. On a per capita basis, the cost of providing fire service was \$141; by comparison, the median cost was \$142.<sup>83</sup>

## **FACILITIES**

Please refer to Chapter A-11 City of Livermore for a discussion regarding facilities.

## **GROWTH AND SERVICE CHALLENGES**

The LPFD sees calls for service directly related to population growth. It is the perception of LPFD as stated in the MSR interview that land use plans and growth patterns are decreasing demand for service in Pleasanton. The Department analyzes service demand annually, along with each City's growth management process and assesses its capability to meet Department goals.

The LPFD covers freeway incidents and wildland responses, which can take longer than regular incidents. For the Pleasanton Ridge Park area, response times are longer than in the valley area, and there is no dependence on automatic mutual aid for any areas serviced by the LPFD.

## **REGIONAL COLLABORATION**

The LPFD is part of the countywide mutual aid agreement and party to agreements with ACFD and Lawrence Livermore Lab FD for regional service in the Tri-Valley area (Livermore-Pleasanton-Dublin).

---

## **POLICE SERVICE**

---

The Pleasanton PD provides law enforcement, crime prevention and investigations, traffic enforcement, animal control, and various community policing programs. The Pleasanton PD depends on Alameda County for the use of its crime laboratory and long-term holding facilities. The Pleasanton PD provides patrol services to the unincorporated islands, but the County Sheriff is responsible for arrests and formal reports on incidents that occur in the islands.

Patrol services are provided under three watches; morning, day and night. Each watch is managed by a lieutenant and supervised by two sergeants. The watch is staffed according to the demands of the particular time period. Other special operations include traffic and parking enforcement, animal services, and special events.

The Pleasanton PD provides certain specialized services including SWAT, a canine unit, and a bomb-detecting canine unit. Full bomb squad services are provided by the Alameda County Sheriff.

---

<sup>83</sup> The total population of the cities of Livermore and Pleasanton were used to calculate cost per capita.

## **Dispatch**

All 911 calls are received by Pleasanton dispatch and are assigned by geographic area and issued to a district officer. Dispatchers answer and evaluate 911 calls and transfer all fire and paramedic related calls to the Livermore PD for dispatch.

## **SERVICE DEMAND**

The Pleasanton PD responded to 22,840 calls for service in 2002. Calls for service included 9,964 911 calls, 4,431 alarms, and 8,445 non-emergency requests for police reports. Of the 911 calls only 4,890 (49%) were legitimate. Of the alarm calls, Pleasanton reported that only 26 were legitimate and the remainder was false alarms. 330 of the service calls were crimes in progress.

In 2002, Pleasanton officers initiated 28,116 incidents. Of these, 14,609 citations were issued, 7,795 warnings were issued, and 2,312 arrests were made.

There were 1,805 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 271 per 10,000 residents in 2002. The City's crime rate was 31 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>84</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>85</sup> The City's 24-hour FBI crime rate was 228 in 2002, which was 48 percent lower than the median city crime rate of 437.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents and costs.

Average response time for the Pleasanton PD is approximately 17 minutes for all service calls except emergencies. An emergency response is between three and four minutes; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes.

The number of police-related service complaints was not provided.

The Pleasanton PD has a total of 120 authorized personnel with 84 sworn officers. The Department's Drug Abuse Resistance Education Program (DARE) is staffed by two full-time police officers. The Department did not provide additional information on the type of personnel. On a per

---

<sup>84</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>85</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

capita basis, the Department's sworn staffing equates to 1.3 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

All Police training used by the Department is in compliance with POST standards. Police training is provided through both in-house resources and outside providers. On occasion, the Department invites other agencies to participate in training.

Police expenditures in FY 2000-01 were \$15,315,104. On a per capita basis the cost of providing police service was \$235. By comparison, the median PD cost per capita was \$228.

## **FACILITIES**

The Pleasanton Police Station is owned by the City of Pleasanton and is in "fair" condition. Vehicles used to provide police service include 26 marked patrol cars, approximately 15 unmarked patrol cars, in addition to all-terrain, off-road and other specialized vehicles. The Department's temporary holding facility is a part of the main police station.

Facility improvements are needed. The Department is addressing this without rebuilding the station, through internal reorganization of the various police functions by moving internal divisions and personnel around. The City is currently making plans to rebuild the Civic Center and is considering construction of a new police station as part of this project.

## **GROWTH AND SERVICE CHALLENGES**

According to the Pleasanton PD, current City land use plans and growth patterns are not significantly affecting service demand. The Department currently has in place, planned staffing increases for growth areas in Pleasanton. The Department believes it currently has the capacity to provide police service to planned development in future growth areas.

Difficult-to-serve areas include the western ridge area of the City. The Department has recently purchased various all terrain and other off-road vehicles to better service this area.

## **REGIONAL COLLABORATION**

The Pleasanton PD has a JPA with the East Bay Regional Parks District to provide services to regional parklands in the City.

The Pleasanton PD expressed interest in a regional approach to SWAT services and is open to the opportunity of joining with the Livermore PD. The Department believes a regional approach to SWAT might be more effective.

# CHAPTER A-13: CITY OF FREMONT

Fremont is a direct provider of fire protection, police protection, and paramedic services. AMR provides ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Fremont incorporated on January 23, 1956. The City lies in the southern portion of Alameda County, bordered by the cities of Milpitas to the south, and Union City and Hayward to the north.

LAFCo adopted Fremont's SOI on April 19, 1979. The adopted SOI was not coterminous with the City's boundaries along its hilly eastern border. Three areas outside Fremont's eastern border were included in the SOI: the area between Mission Peak and Monument Peak, a Vargas Plateau area in the vicinity of Interstate 680, and a small northeastern area between the city boundary and Morrison Canyon Road. In addition, an area inside Fremont's eastern boundary in the Mission Creek area was excluded from the SOI.

Subsequent to the SOI adoption, LAFCo approved annexation of the small area between the city boundary and Morrison Canyon Road in 1985. In 1988, LAFCo approved annexation of the Eilbacher property, which had been under Williamson Act contract until 1988.

In 1998, LAFCo approved an SOI amendment and reorganization affecting a small area of one-fifth of an acre that was detached from Union City and annexed into Fremont, but did not remove this area from Union City's SOI.

The City of Fremont has a boundary land area of 76.7 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Fremont is a general law City with a Council-City Manager form of government.

The Fremont City Council has five at-large members with staggered four-year terms. The Mayor serves a four-year term, and is elected directly by the voters. The City Council meets four times a month on the first through fourth Tuesdays of each month in the Council Chambers.

City Council meetings are broadcast live on the municipal cable television channel. Minutes are posted on the City website. The City's website, television channel, and community newsletter

(published three times a year) are used to keep constituents and customers informed of City plans, policy, services and programs.

The latest contested election was in November 2002. The voter turnout rate was 51 percent, comparable to the countywide voter turnout rate of 53 percent.

The City of Fremont demonstrated accountability in its disclosure of information with the LAFCo questionnaires and interview requests. The agency responded to LAFCo’s written questionnaires, participated in a fire and police services interview, and followed up by providing fire service information not available at the time of interview.

Customers can submit complaints via the website or call the City Manager's Office. Fire-related citizen complaints can be made via the Fire Department business line, mail, or website. Police-related service complaints can be submitted via email through the Police Department website, or by phone.

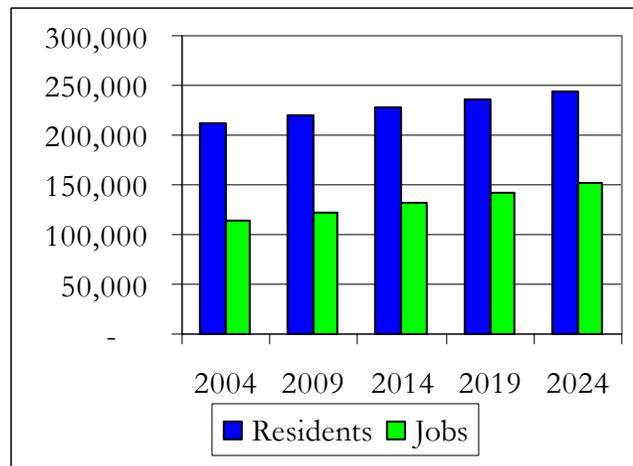
## GROWTH AND POPULATION PROJECTIONS

*Figure A-13-1. Fremont Population & Job Base, 2004-24*

In Fremont, there are 212,363 residents, and 114,241 jobs, according to Census and ABAG data.

Fremont has the second lowest population density of all the incorporated areas in the County, only 2,769 people per square mile. By comparison, the median city density is 4,998.

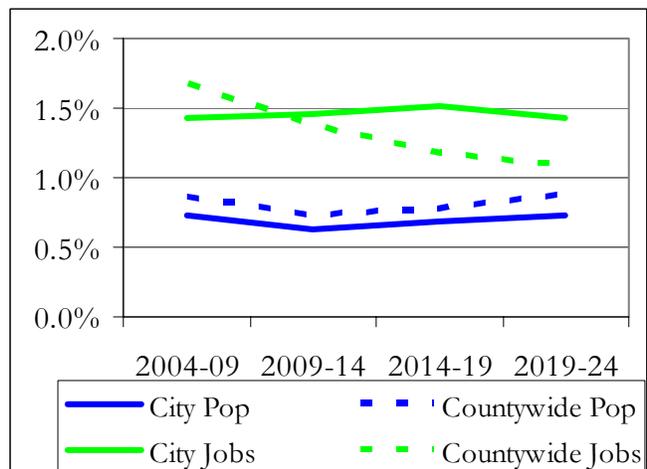
In the next 15 years, Fremont’s population is expected to grow to 235,100 and its jobs base is project to increase to 142,211, as indicated in Figure A-13-1.



*Figure A-13-2. Annual Population & Job Growth Rates, 2004-24*

Per ABAG projections, Fremont’s population is expected to grow somewhat slower than the countywide population in the short-term and the long-term, as indicated in Figure A-13-2. Fremont’s job base is expected to grow more slowly than the countywide job base in the short-term, but more quickly in the long-term.

Fremont’s growth is expected to occur primarily through infill development, redevelopment, and conversion and intensification opportunities throughout the



community. The City also retains a large supply of industrially designated land, primarily located westerly of I-880, but also between I-880 and I-680 south of Auto Mall Parkway. These industrial areas are expected to accommodate the majority of employment growth over the next twenty years.

Fremont anticipates its future growth to be limited due to a dwindling supply of vacant land. Future residential development is expected to be infill, as the large parcels available for subdivision have been developed. Fremont provides a density bonus of up to 25 percent for affordable housing projects. The City anticipates continued industrial growth.

In assessing growth and emergency service needs, the police and fire departments maintain and analyze a growth model that takes into consideration calls for service, geographical area, response constraints, square footage of commercial growth, and number of residential structures. The City analyzes the growth model results in its strategic plan which is prepared every five years.

## **EVALUATION OF MANAGEMENT EFFICIENCIES**

The City Council discusses its priorities regularly with the City Manager. The City conducts annual reviews of departmental service objectives. The City reports that it monitors workload by tracking staffing per capita as a productivity measure.

Fremont incorporates community priorities and interests into its budget process. The budget includes initiatives underway, challenges for the next year, and prior year accomplishments.

In 2002, the Fremont City Council adopted a strategic plan that outlines the City's vision with long-term goals and short-term objectives. The plan outlines key goals and service objectives for the next five years. The City Manager establishes objectives for change and improvement each fiscal year for each City department.

The City recently expanded its employee development and training programs to promote committed, skilled, and responsive employees. The City also created a Leadership Academy in order to develop leadership potential among existing staff.

In 1997, Fremont received the All-America City award for collaboration between the City's individuals, businesses, and community organizations. In 2001, the City received a Helen Putnam award from the California League of Cities for its economic development program.

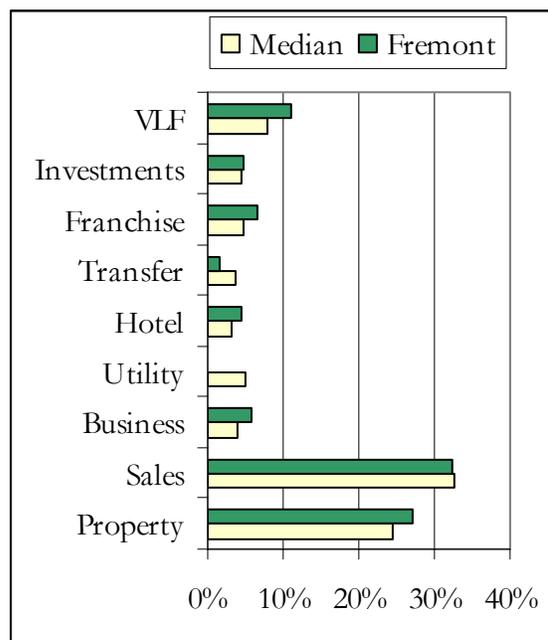
## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Fremont operates on a relatively low level of general fund revenues, with a relatively moderate level of reserve funds, and a relatively high level of long-term debt compared with the 14-city median. Due to revenue shortfalls and increased CalPERS rates, the City made budget cuts in FY 2002-03. Although budget cuts centered on street maintenance and recreation programs, public safety cuts included elimination of the DARE program and closure of a fire station.

**Figure A-13-3. General Fund Revenue Sources, FY 2000-01**

The City’s budgeted general fund revenues were \$106.8 million in FY 2003-04. The general fund amounts to \$455 per capita, compared with the 14-city median of \$847.<sup>86</sup> Fremont raises an average share of revenue from sales and use tax, as indicated in Figure A-13-3. Sales tax accounts for 32 percent of general fund revenues in Fremont, compared with the median of 33 percent. Sales tax revenue per capita was \$157 in FY 2000-01.



Vehicle license fees constitute 11 percent of Fremont’s general fund. Fremont raises an above-average share of revenue from property and transient occupancy taxes. Fremont does not currently levy a utility users’ tax, and could potentially increase revenues if a majority of voters approved imposition of a utility users’ tax.

Fremont’s direct long-term debt per capita was \$554 at the end of FY 2001-02, compared with the 14-city median of \$309.<sup>87</sup> Subsequently issued debt includes a \$37 million bond issued in late 2002 to finance a maintenance center and fire station, and a \$22 million lease revenue bond issued in July 2003. Most of the City’s debt is related to bonds issued to finance a police detention facility, police facility improvements, fire station site purchase, and City Hall land purchase. The City’s underlying financial ratings are “very strong” (Aa2) from Moody’s and “strong” (A+) from Standard and Poor’s.

Infrastructure expansion is financed through developer fees, specifically park dedication, park facility, fire impact, traffic impact and capital facility fees. These fees are levied on all new development in the City to pay for the construction and improvement of public facilities as a result of growth. Fees collected in FY 2001-02 were 60 percent lower than the amount collected in the prior fiscal year, apparently due to the weak Silicon Valley economy. Nonetheless, during high growth years, the City accumulated significant balances in its development impact fee funds and plans to use the funds for a park improvement program.

Fremont’s undesignated reserves for economic uncertainties and contingencies at the end of FY 2001-02 were 16 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The City’s policy is to maintain contingency reserves of at least 12.5 percent of general fund revenues. For FY 2003-04, the City created a \$6.2 million reserve fund for budget uncertainties. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

<sup>86</sup> General fund revenues per capita are based on residential population and FY 2003-04 budget data.

<sup>87</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population. Subsequently issued debt was not included in the debt per capita indicator due to a lack of comparable information on the proportion of subsequently issued debt that has been defeased (i.e., paid off).

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Fremont has access to expertise and assistance in the issuance of tax-exempt bonds. The City receives general liability insurance coverage through its membership in the Bay Cities Joint Powers Insurance Authority, and workers compensation excess insurance through the Local Agency Workers' Excess Compensation Joint Powers Authority. The City is also a member of the Southern Alameda County GIS Association. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The Fremont FD provides fire suppression and prevention services, EMS, rescue, Haz-Mat, fire inspections, code permitting, community training, and disaster preparedness. The Department is the sole provider of fire protection services in the City.

Fremont fire service includes response to fire, emergency medical aid and rescue calls from 11 fire stations located throughout the City. Paramedic emergency medical services are delivered from 11 fire engines and two aerial ladder trucks. The Department also provides specialized functions that include a hazardous materials emergency response team, a technical rescue team, two search and rescue canine teams and a fire dispatch center with dispatchers trained in emergency medical dispatch. In 1997, the Department was designated as an Accredited Local State Training Academy by the California State Fire Marshal.

In 1999, the Department was certified for heavy rescue by the State Office of Emergency Services. This designation resulted from the FD achieving a State standard in training and equipment. This designation means that Fremont firefighters are trained and equipped to conduct complex rescue assignments.

### **Dispatch**

As of January 2004, fire and EMS calls received by the Fremont PD are forwarded to LLNL. The Fremont FD had 11 authorized dispatch positions, with 10 of those positions filled.

## **SERVICE DEMAND**

The Department received 12,877 calls for services in 2002, and 13,197 calls in 2001. Fremont provided very detailed information on responses in 2001. For example, there were 132 hazardous spills, two munitions explosions and 183 people reporting water problems. In 2002, approximately five percent of calls were fire-related (619), 62 percent were medical emergencies (7,980), and 16 percent were false alarms (2,015). There were 2,264 other calls for fire service.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training, and costs.

The average response times for the Department were 4:31 minutes in 2003, 4:37 minutes in 2002, and 4:37 minutes in 2001; by comparison, in 2002 the median response time of Alameda County fire service providers was 4:53 minutes. The Department stated that response times might exceed those in neighboring jurisdictions as Fremont traffic patterns may slow response times in the City.

The City Council established a goal of a five minute response for 95 percent of all emergency calls, with response time reflecting total reflex time.<sup>88</sup>

The ISO rating for the Fremont FD is Fire Protection Class 2 (urban)/9 (other) out of 10. The Fremont FD received 127 citizen complaints in 2001.

Fremont has a total of 176 authorized personnel. Staffing for each facility is provided in the facilities section in Table A-13-4. In addition to two fire companies, Fire Station No. 1 houses dispatchers and battalion chiefs. Station 7 also houses two companies and two training captains.

Fire and EMS expenditures in FY 2000-01 were \$20,972,816. On a per capita basis, the cost of providing fire service was \$107; by comparison, the median cost was \$142.

---

<sup>88</sup> Fremont General Plan, amended September 10, 1996 page 10-25.

## FACILITIES

Fremont has 10 active fire stations located throughout the City, as listed in Table A-13-4.

*Table A-13-4. Facilities, Apparatus and Staff*

Facilities	Owner	Date Acquired	Condition	Apparatus	Personnel
Station 1	Fremont	1963	Good	Engine Truck w/Latter Reserve Engine	32
Station 2	Fremont	1952	Fair	Engine Wildland Engine	9
Station 3	Fremont	1978	Good	Engine Reserve Engine	9
Station 4	Fremont	1990	Good	Engine Wildland Engine	12
Station 5	Fremont	1992	Good	Engine Wildland Engine HazMat Unit WMD unit	9
Station 6	Fremont	1954	Poor	Engine	9
Station 7	Fremont	1964	Fair	Engine Truck w/Latter Rescue Unit	20
Station 8	Fremont	1967	Good	Engine	9
Station 9	Fremont	1992	Good	Engine Wildland Engine Air/Light Unit	9
Station 10	Fremont	1992	Good	Engine Wildland Engine Reserve Engine Canine Rescue Unit	9
Station 11	Fremont	Closed due to budget cuts on February 9, 2003.			

New facilities are currently in development because a bond was passed to build new stations 2, 6, and 8 and to retrofit or remodel all other stations.

Station No. 11 is scheduled to be replaced. Once reopened, this station will house an engine company and a Haz-Mat team. The Department indicates it will also need to replace the old drill tower at its training facility, but has not identified funding for this capital improvement.

## **GROWTH AND SERVICE CHALLENGES**

The Department was uncertain as to whether land use plans and growth patterns are affecting fire service demand. The Department stated that it currently has the capacity to provide fire service to any planned development in the City's future growth area.

Difficult-to-serve areas for the Department include the Avalon Heights subdivision in the Warm Springs area due to its relative isolation and lengthier travel times.

## **REGIONAL COLLABORATION**

The Fremont FD has mutual aid agreements with the California Department of Forestry, Alameda County, and the cities of Milpitas and Menlo Park. The Department responds to frequent mutual aid calls from the cities of Milpitas, Newark and Union City.

---

## **POLICE SERVICE**

---

The Fremont Police Department (PD) provides community policing patrol, traffic enforcement, investigations, animal control services, crime prevention, and dispatch services. In addition, the City provides contract service to other jurisdictions for its detention facility, animal shelter, and crime laboratory.

The Fremont PD also has specialized services such as a SWAT team with 24 members and a canine unit. The Department relies on the Alameda County Sheriff for bomb squad services and the Fremont Fire Department and EBRPD for search and rescue.

The Fremont PD service area is divided into three policing areas called zones. Each zone is patrolled by officers under the supervision of one sergeant and divided into several reporting areas. There are over one hundred reporting areas in the City. In the reporting areas, the community policing patrol teams provide first response to all calls for police service.

The Department also maintains a false alarm program in an effort to reduce the number of false alarms. This program includes the adoption of an alarm ordinance, where every person or business operating an alarm system in Fremont must obtain a permit from the Fremont PD. The revenue generated from the permits is used to help defray the costs of responding to false alarms and to train alarm owners in the use of alarms. The Department issues citations for businesses and homes with multiple false alarm responses.

## Dispatch

The Fremont PD dispatch center has an authorized staff of 24 full-time personnel. The staff includes 20 dispatchers and four dispatch supervisors. All 911 calls are received by police dispatchers, who dispatch to police personnel or transfer the caller to other City departments.

## **SERVICE DEMAND**

In 2002, the Fremont PD responded to a total of 73,924 calls for service. There were 7,128 arrests made and 31,476 citations issued in the City. The citations include parking tickets and moving violations.

There were 5,729 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents.

The City's FBI crime rate was 276 per 10,000 residents in 2002. The City's crime rate was 29 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>89</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>90</sup> The City's 24-hour FBI crime rate was 273 in 2002, which was 38 percent lower than the median city crime rate of 437.

The Department reviews calls for service, employee reports, and service levels by zone, as well as the FBI crime rate to monitor its workload and staffing adequacy on a monthly basis. The Department believes that land use plans and growth patterns are increasing service demand, and stated that more personnel are needed to meet current demand for police service.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

Average response times for the Fremont PD in 2002 were 3:06 minutes for emergency calls and 17:51 minutes for priority-two calls; by comparison, the median priority-one response time of Alameda County police service providers in 2002 was 4:25 minutes. The Fremont PD reports that its response times have subsequently increased as a result of staff reductions made in FY 2002-03. Response times are measured with a CAD system, from the time the call was received to the time when an officer first arrives on scene. Response times in Fremont may be longer than in neighboring jurisdictions due to a number of factors including the relatively large size of the City

---

<sup>89</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>90</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

(over 600 miles of roadway), low population density, recently reduced work force, and increased calls for service.

The number of police-related service complaints was not provided by the agency.

Fremont has 295 authorized positions in the police department with 187 sworn personnel and 108 civilians, as indicated in Table A-13-5. On a per capita basis, the Department’s sworn staffing equates to 0.9 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

*Table A-13-5. Fremont Police Service Staff*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Fremont	295	187	3	6	30	147	1	108	250

Police training of personnel is conducted in-house and meets POST standards.

Police expenditures in FY 2000-01 were \$39,226,884. On a per capita basis the cost of providing police service was \$191. By comparison, the median PD cost per capita was \$228.

## **FACILITIES**

The Fremont PD’s main police facility is owned by the City; the facility was built in 1995 and is in “excellent” condition. Other uses or other agencies using the facility, include community groups using the common conference rooms. The number and type of vehicles at the facility used to provide police service include 65 marked police vehicles, 50 unmarked units and about a dozen specialty vehicles.

The Fremont PD has a long term holding facility (Fremont Detention Facility) that holds up to 52 prisoners. The facility holds short-term prisoners for 48 hours and can accept sentenced prisoners. The facility is located to the rear of the police department building and is also owned by the City. This facility was built in 2002 and is in “excellent” condition. The jail also books and houses adult prisoners for the Newark, Union City, BART, CHP, and EBRPD police agencies; these agencies pay approximately \$250,000 a year in booking fees to house prisoners in the facility. The Fremont general fund finances the remainder of the \$1 million annual cost to run the facility. The number and type of vehicles at the facility to provide police service also include a supervisor vehicle and prisoner transport van.

The Department operates the Tri-City Animal Shelter that provides sheltering services for lost, stray and injured domestic and wild animals found in Fremont, Newark and Union City. Approximately 8,000 animals arrive each year. The shelter is located in Fremont's Central Park near Lake Elizabeth and behind the police department. The facility was built in the 1980s and is in “very good” condition.

According to the City’s CIP, unfunded police projects include expansion of the main station to add 4,320 square feet to accommodate staffing growth.

## **GROWTH AND SERVICE CHALLENGES**

The Department reports that both calls for service and police reports have increased in the last 10 years. The Department perceives City land use plans and growth patterns as increasing the demand for police service. The Department stated that it currently does not have the capacity to provide police service to planned development in the City's growth areas with existing resources. Budget reductions have cost the Fremont PD 51 positions of which 24 are sworn police officers. In order to respond to service calls with the reduced staffing level, the Department has halted its crime prevention and crime suppression activities.

Difficult-to-serve areas for the Department include the Don Edwards Wildlife Preserve, which is separated from Fremont's main service area by the City of Newark. Other difficult areas are the private gated community of Avalon Homes located on the south end of Scott Creek Road and the Bay marshlands, which are largely inaccessible to police units.

## **REGIONAL COLLABORATION**

Members of the Fremont PD participate in various regional task force groups, including the Southern Alameda County Narcotics Enforcement Team, the Rapid Enforcement Allied Computer Team Task Force with law enforcement agencies outside Alameda County, Gang Violence Suppression Task Force, and the Trigger Lock Program. There is also a regional domestic violence program (SAVE) within the Tri-Cities (Newark, Fremont, and Union City).

The Fremont PD operates the Tri-City Animal Shelter. The Shelter is located in Fremont and, through agreements, provides services to the cities of Newark and Union City.

# CHAPTER A-14: CITY OF NEWARK

The City of Newark is a direct provider of fire protection, police protection, and paramedic services. AMR provides ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Newark incorporated on September 22, 1955. The City lies in the southwestern portion of Alameda County, bordered entirely by the City of Fremont.

LAFCo established the City of Newark's SOI on April 19, 1979 as coterminous with the City's bounds. There have been no subsequent LAFCo actions affecting Newark's SOI or boundary.

The City of Newark has a boundary land area of 14 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Newark is a general law City with a Council-City Manager form of government.

The Newark City Council consists of five members, four City Council members and the Mayor, elected at large. The Council-members serve a four-year term and the directly elected Mayor serves a two-year term. The City Council meets twice a month on the second and fourth Thursdays of each month in the Council Chambers.

The City Council and Planning Commission meetings are broadcast live on the local television. Upcoming events, job openings and other information are also publicized on television. City Council and Planning Commission agenda and minutes are posted on the City website, along with other public documents. The website also includes general information about City services, programs, and events. The City publishes a quarterly newsletter that it sends to all residents and businesses.

The latest contested election was held November 2001. The voter turnout rate was 26 percent, slightly higher than the countywide voter turnout rate of 21 percent.<sup>91</sup>

The City of Newark demonstrated partial accountability in its disclosure of information. The agency responded to LAFCo's written questionnaires, cooperated with LAFCo map inquiries,

---

<sup>91</sup> Voter turnout rates tend to be lower for elections that do not include major federal and state positions, as was the case for this election.

participated in a fire and police services interview and followed up by providing fire and police service information not available at the time of interview. Agency response to written questionnaires and interviews required several follow-up attempts and some of the information is still outstanding.

Citizen complaints are directed to the City Manager's office or to the Economic Development Manager, who serves as the development ombudsman. The City does not keep specific records on the number of complaints received each year.

Complaints regarding fire service can be made in person, by phone, or email. A designated Fire Department (FD) staff person responds to FD emails. Problems may also be directed to the Fire Chief.

Citizen complaints about police service may be directed by email through the Department's website, or in writing. All citizen inquiries receive a response, and the Chief responds to all complaints.

Charitable community activities include a free flu shot for seniors and a child mentoring program sponsored by the PD.

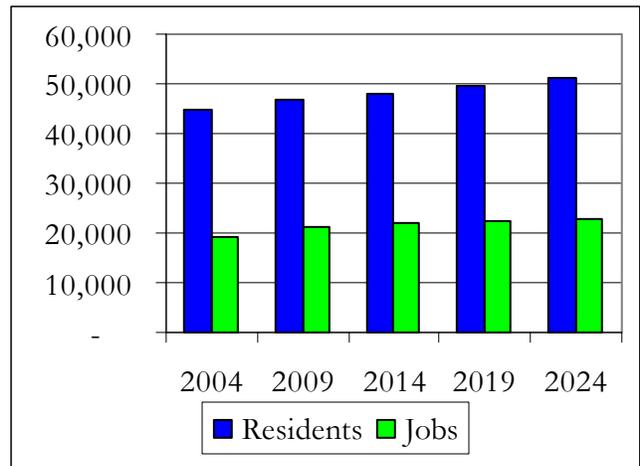
## GROWTH AND POPULATION PROJECTIONS

*Figure A-14-1. Newark Population & Job Base, 2004-24*

There are 44,734 residents and 19,317 jobs in Newark, according to Census and ABAG data.

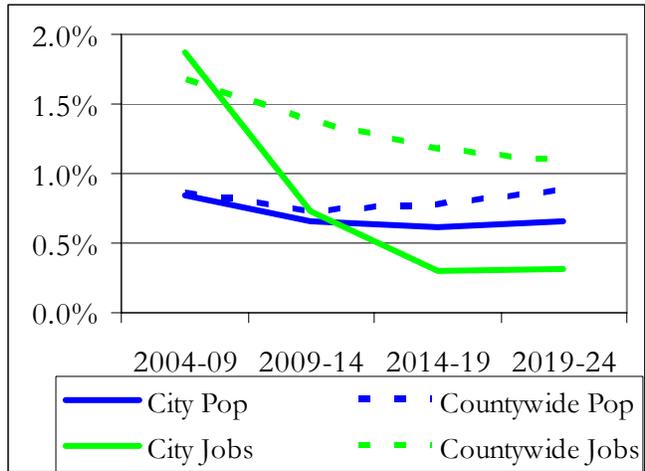
The City of Newark's population density is 3,202 per square mile, which is higher than the countywide density (2,056) and lower than the median city density (4,998).

In the next 15 years, Newark's population is projected by ABAG to increase to 49,700, as depicted in Figure A-14-1. Over the same period, Newark's job base is expected to grow to 22,301.



**Figure A-14-2. Annual Population & Job Growth Rates, 2004-24**

Population growth in Newark is expected to occur somewhat more slowly in the County as a whole, per ABAG projections. After 2009, ABAG expects Newark’s growth to slow to slightly less than the countywide growth rate, as depicted in Figure A-14-2. The Newark job growth rate is currently higher than countywide job growth, but is expected to be substantially lower in the long-term.



In the long run the City expects that no more than 10,000 additional residents can be accommodated in the City, which represents an increase of 25 percent over the 2000 population.

Newark’s most recent (1992) General Plan identified commercial development potential at six infill areas including the New Park Mall area and adjacent lands, mixed use development at Cedar Boulevard, and redevelopment in the Historic Newark area.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The City reported that it does not conduct performance evaluations. The City reported that each City department head monitors and reports on productivity, and that City officials review productivity reports on a quarterly basis.

The Newark FD sets annual objectives as part of the budget process. Objectives may include such items as personnel training, the upgrade of facilities, the implementation of community programs, etc.

The City did not report any awards or honors received in the last five years.

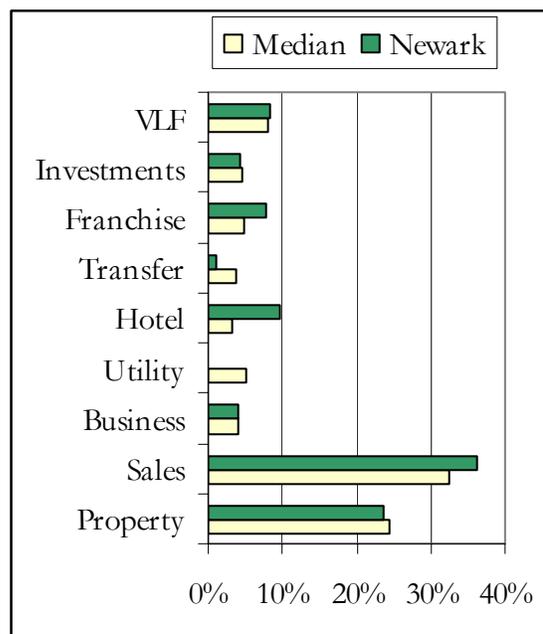
**FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

**Figure A-14-3. General Fund Revenue Sources, FY 2000-01**

Newark operates on a relatively low level of general fund revenues, with a moderate level of reserve funds, and a relatively low level of long-term debt compared to the County average.

The City's projected general fund revenues were \$28.8 million in FY 2003-04. The general fund amounts to \$645 per capita, compared with the 14-city median of \$847.<sup>92</sup> Newark raises an above-average share of revenue from sales and use tax, as indicated in Figure A-14-3. Sales tax accounts for 36 percent of Newark's general fund revenues, compared with the median of 33 percent. Sales tax revenue per resident was \$242 in FY 2000-01, 18 percent higher than the median. Vehicle license fee revenues constitute eight percent of Newark's general fund. Newark raises an above-average share of revenue from transient occupancy taxes and franchise fees. Newark raises a below-average share of revenue from business taxes. Newark does not currently levy a utility users' tax, and could potentially increase revenues if a majority of voters approved imposition of a utility users' tax.



Newark does not currently levy a utility users' tax, and could potentially increase revenues if a majority of voters approved imposition of a utility users' tax.

Newark's direct long-term debt per capita was \$159 at the end of FY 2001-02, compared with the 14-city median of \$309.<sup>93</sup> Subsequently issued debt includes a \$10 million bond issued in late 2002 to finance a community activity center and a fire station in the Old Town area. Most of the City's debt is related to bonds issued to finance the community center and fire station. The City of Newark's underlying financial rating is "above-average" (A2) according to Moody's.

Infrastructure expansion is financed through developer fees, specifically park dedication, park facility, fire impact, traffic impact and capital facility fees. These fees are levied on all new development in the City to pay for the construction and improvement of public facilities as a result of growth.

Newark's undesignated reserves for economic uncertainties and contingencies at the end of FY 2001-02 were 18 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Newark has access to expertise and assistance in the issuance of tax-exempt bonds. The City receives general liability insurance coverage through its membership in the ABAG Plan, and workers compensation excess insurance through the Local Agency Workers' Excess Compensation

<sup>92</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

<sup>93</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

Joint Powers Authority. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The Newark FD is the sole provider of fire services in the City. Ambulance transport is provided by AMR. The FD provides fire protection and suppression, fire inspection and permitting, EMS, rescue response, hazard prevention and education, disaster preparedness, and public education.

The Department's service area covers the City of Newark, and is divided into three areas served primarily from the City's three fire stations. The Department maintains a minimum on-duty staffing level of 12 personnel.

The Department has received an award for its public education efforts.

### **Dispatch**

Newark's dispatch center is a joint effort between the Newark Fire and Police Departments, and is staffed by the PD. The dispatch center answers 911 calls which are then dispatched to the appropriate fire stations. If the call pertains to a medical emergency, the caller is transferred to a specialized EMS operator for emergency medical advising, if needed. The neighboring City of Fremont's recent City Council action to join County dispatch encouraged Newark to consider joining the Alameda County dispatch center at the Livermore Laboratory.

### **SERVICE DEMAND**

The Newark FD responded to 3,005 incidents in 2002. Medical emergencies (1,927) constituted 64 percent of calls. False alarms (392) account for 13 percent of calls, and fire and Haz-Mat (292) calls accounted for ten percent. Other incidents (394) include service calls, good-intent calls, and other miscellaneous calls.

### **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training and costs.

In 2001, the Department's average response time was 4:25 minutes; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. As of June 2003, a new system was put in place to measure response times; the Department is currently fine-tuning the new system.

The ISO rating for the Newark FD is Fire Protection Class 3 (urban) of 10. The number of fire-related service complaints was not provided by the agency.

The Newark FD is currently working on a fire and EMS self-assessment with standards set by the Commission on Fire Accreditation International.

The Department has 51 full-time personnel that include firefighters and administrative employees. The FD operates with a minimum staffing level of 12 personnel. All firefighters are trained in emergency medical procedures, with 15 trained as paramedics for additional advanced life support procedures. A paramedic is assigned to each of the Department's four response units, with three personnel assigned to each fire engine and the ladder truck.

Fire and EMS expenditures in FY 2000-01 were \$5,866,540. On a per capita basis, the cost of providing fire service was \$136; by comparison, the median cost was \$142.

## FACILITIES

The Newark FD operates out of three stations, as listed in Table A-14-4. The Department operates three engine companies and one additional squad or Haz-Mat unit. Fire Station No. 2 responds to wildland fires and Station 3 houses Department training and hazardous materials service. Department apparatus includes one combination 75-foot pumper aerial ladder truck at Fire Station No. 1, two Engines each at Fire Stations 2 and 3, and one squad vehicle at Fire Station No. 3. A new Fire Station No. 1 is in the planning stages to replace/upgrade the old facility. The new station will cover the same response area and will accommodate future growth.

*Table A-14-4. Facilities, Apparatus and Staff*

The Department stated the condition of its facilities is good, and that it currently has the capacity to meet demand for service. If the undeveloped sections of the City were to be developed, it would be a possibility the Department would need to augment services provided at Station 3.

Facilities	Owner	Date Acquired	Condition	Apparatus	Personnel
Station 1			Good	Ladder Truck	3
Station 2			Good	Engine	3
Station 3			Good	Engine Squad Vehicle	3

## GROWTH AND SERVICE CHALLENGES

The FD does not view future growth as having a significant effect on fire staffing and facilities because the fire service area can not expand. The agency believes land use plans and growth patterns will not affect fire service demand. The Department has responded to increased service demand in the past by increasing its minimal staffing levels.

The northeast corner of the city involves longer response times than other areas, because the area has not yet been developed, there is a freeway cloverleaf that is difficult to access, and there is not a direct route from Fire Station No. 2, which extends the travel time.

## REGIONAL COLLABORATION

The Newark FD participates in the Alameda County's Mutual Aid Plan. Additional mutual aid agreements are held with the cities of Union City and Fremont and with the Southern Zone of Alameda County fire service agencies.

---

## **POLICE SERVICE**

---

The Newark PD provides law enforcement, criminal investigation, traffic enforcement, animal control, and public education. The Newark PD depends on Alameda County for the provision of long-term holding, bomb squad and crime laboratory services.

Other specialized functions of the Department include fingerprinting, bicycle patrol, search and rescue, canine unit, and SWAT services. The Newark PD's SWAT team has 12 officers. Search and rescue services are provided, often in cooperation with other agencies.

Newark's service area is divided into emergency service zones and beat assignments; officers have assignments in each service beat area and respond to all calls for police service in their assigned area.

The Newark PD practices policing strategies through a philosophy based on community-oriented policing with a number of community-oriented policing programs in place including School Resource Officers and Gang Resistance Education and Training.

The Department has received honors for distinguished service, including an Outstanding Effort Award from the Salvation Army in 1999, DUI-related awards from Mothers Against Drunk Driving and the California Office of Traffic Safety in 2000, and an Outstanding Service Award from Shelter Against Violent Environments in 1998.

### **Dispatch**

Newark's dispatch center is a joint effort between the City's Police and Fire Departments. There are at least two dispatchers on duty at any given time. The dispatchers answer 911 calls and directly dispatch the police service calls.

### **SERVICE DEMAND**

In 2002, Newark's police officers filed 9,170 crime reports. In addition, the Department responded to 2,118 burglar alarms, with only 47 legitimate. Newark responded to 4,240 911 calls per service. In 2002, there were a total of 3,373 arrests made and a total of 3,086 citations issued in the City. There were 2,051 other types of calls for service.

Recently, the Department's workload has increased due to various assignments, including tracking hate crimes and racial profiling.

There were 2,027 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 465 per 10,000 residents in 2002. The City's crime rate was 19 percent higher than the median city crime rate—391 crimes per 10,000 residents.<sup>94</sup>

---

<sup>94</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>95</sup> The City's 24-hour FBI crime rate was 491 in 2002, which was 12 percent higher than the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents and costs.

No response times or other indicators of service adequacy were provided by the agency.

The number of police-related service complaints was not provided by the agency.

The Department has 58 sworn officers and 35 civilian positions; however, there are a number of vacant civilian positions. Civilian employees include community service officers, dispatchers, and support staff. The Department's staffing is listed in Table A-14-5. On a per capita basis, the Department's sworn staffing equates to 1.3 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

*Table A-14-5. Newark Police Service Staff*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps
Newark	93	58	2	2	9	44	1	35

Police officers are required to attend at least one training day monthly. Training instruction is provided in-house, and the Department also uses continuous outside training in POST certified courses. Department training is conducted at least every two weeks and all training meets POST standards.

Police expenditures in FY 2000-01 were \$9,074,840. On a per capita basis the cost of providing police service was \$211, which is less than the median PD cost per capita of \$231.

## FACILITIES

The Newark PD operates out of one station located inside Newark City Hall. The facility, built in 1966, is owned by the City and is in fair condition. All police services operate from the station. A Department community room is available for sharing with other agencies and organizations. The Department's temporary holding facility is housed in its main police station. Vehicles used to provide police service include 20 marked patrol cars, three vans, six unmarked detective cars, and three motorcycles. There are currently no plans for new facilities, but the Department has prioritized a facility upgrade due to crowding at the station.

<sup>95</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

Current shared facilities include an office space shared by the County. The Department also shares an animal control facility with the City of Fremont, where Newark leases space from Fremont. Newark also uses Fremont's long-term holding facility. The Department indicated that it is open to additional opportunities for shared facilities.

## **GROWTH AND SERVICE CHALLENGES**

The Department believes that service demand has grown recently, but attributes the growth to increased traffic passing through the City rather than City land use plans and growth patterns. The Department does not anticipate increased demand for service related to population growth.

Newark reported that the freeway cloverleaf in the northeast corner of the City is a difficult-to-serve area due to access issues and the lack of development in that area.

No service challenges were identified by the agency. The Department believes there are opportunities for improving community policing and police service integration with community needs.

## **REGIONAL COLLABORATION**

Regional collaboration efforts include sharing animal control services and joint jailing services with the City of Fremont, and a domestic violence program (SAVE) within the Tri-Cities (Newark, Fremont, and Union City).

The Department is a member of the Southern Alameda County Narcotics Enforcement Team, which also includes the Union City and Fremont PDs. Each of the three participating PDs contributes police personnel.

# CHAPTER A-15: CITY OF UNION CITY

Union City is a direct provider of fire protection, police protection, and paramedic services. AMR provides ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Union City incorporated on January 26, 1959. The City lies in the southwestern portion of Alameda County, bordered by the cities of Hayward to the north and Fremont to the south.

LAFCo established Union City's SOI on April 19, 1979.

When established, the SOI included two areas in northwest Fremont that lie north of Alameda Creek in the vicinity of Coyote Hills Regional Park. This 384-acre area was detached from Fremont and annexed to Union City in 1997.

In subsequent actions, LAFCo created two small overlapping SOI areas as a result of SOI amendments. The Union City SOI was expanded in 1989 to include a small (5.3 acre) area that forms a land peninsula surrounded on three sides by Union City; this area has not been removed from Hayward's SOI but has been annexed to Union City. In 1998, Fremont annexed a very small (0.2 acre) area near Mission Boulevard to correct three split parcels. Although Fremont's SOI was amended to include the area, Union City's SOI was not amended to remove the area. Hence, the area remains in both Fremont and Union City's SOIs.

The City of Union City has a boundary land area of 19.3 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Union City is a general law City with a Council-City Manager form of government.

Union City has a five-member City Council elected at large with each member serving a four-year term. The City Council meets twice a month on the second and fourth Tuesdays of each month.

City Council meetings are broadcast on local television. City Council agendas are posted on the City website and public notices are placed in local newspapers. The City discloses finances, plans, and other public documents via the Internet.

The latest contested election was held November 2001. The voter turnout rate was 22 percent, comparable to the countywide voter turnout rate of 21 percent.

The City of Union City demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo. The agency responded to LAFCo’s written questionnaires, cooperated with LAFCo map inquiries, and participated in a fire and police service interview.

With regard to customer service, complaints are initially directed to the Deputy City Manager and reviewed by the City Manager. The complaints received are not formally tracked due to the limited number received.

The FD does not have a formal complaint process, but indicates that complaints are rarely received and are handled promptly by staff. The PD has its own complaint system. Citizens may call or mail in a complaint form, or direct a complaint to the City Manager’s office.

In the development of the City’s General Plan, the Union City Planning Commission held public meetings to solicit input from the community. Community meetings are also held at the end of each fiscal year to discuss the upcoming fiscal year budget. The City also sponsors community committees that involve community members in the decision making process about recreation and youth activities.

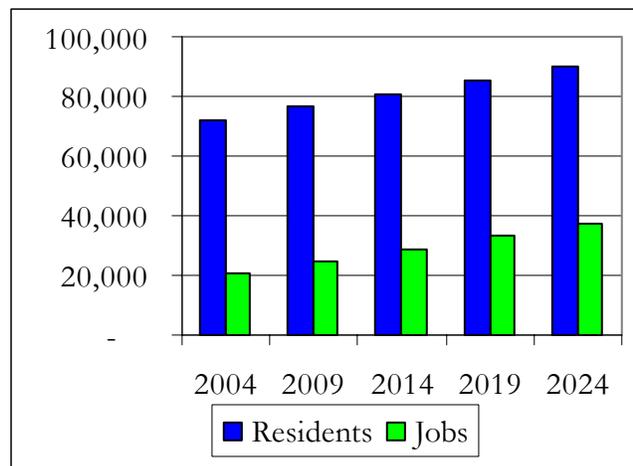
## GROWTH AND POPULATION PROJECTIONS

*Figure A-15-1. Union City Population & Job Base, 2004-24*

There are 72,254 residents and 20,904 jobs in Union City, according to Census and ABAG data.

Union City has a population density of 3,753 per square mile, substantially higher than the countywide density but lower than the median city density of 4,998.

Union City’s population is expected to reach 85,100 in the next 15 years, according to ABAG. As depicted in Figure A-15-1, the population is expected to grow to 90,080 by the year 2024. Union City’s job base is projected to grow to 33,310 in the next 15 years.



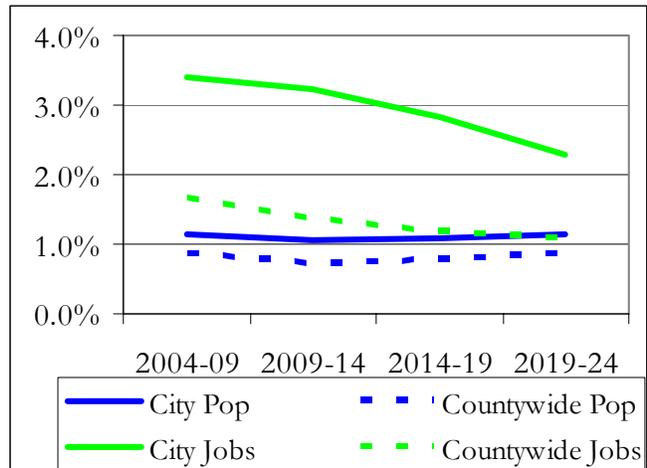
The Union City population is expected to grow more quickly than the countywide population in the short-term and long-term, as indicated in Figure A-15-2. Similarly, Union City job growth is expected to occur much more quickly than countywide job growth in both the short-term and long-term.

Although the City did not object to the ABAG projections, the City stated in its response to a LAFCo questionnaire that it perceives its growth to be limited because the City is largely built out. The City expects infill and redevelopment to marginally increase the City’s population. A saltwater marsh creates a natural boundary to the west, limiting development in the western portion of the

City. Union City voters approved several measures (1989, 1995 and 1996) limiting development in 6,100 acres of eastern hillside areas. Voter-approved density limits development in this area to 300 additional residential units in order to preserve the area’s natural appearance, encourage continued agricultural uses, protect the watershed, and provide open space.

**Figure A-15-2. Annual Population & Job Growth Rates, 2004-24**

Union City is concentrating its redevelopment efforts in the vicinity of its BART station, where its most recent general plan envisions construction of a transit village including multi-family residential, offices and further development at an industrial park. In addition, the general plan envisions industrial development at the Alvarado Technology Center in northwest Union City. The Union Landing development is expected to continue to attract retail and office investment until it is fully built out.



The City’s General Plan encourages high density and mixed use development. Growth strategies practiced by the City include redevelopment of lands for more intensive uses, from low density to high density mixed use.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

Union City department heads are responsible for workload monitoring; however, the City did not specify what efforts are made to monitor workload or evaluate performance.

The City Council adopts policy priorities as part of the strategic planning and budget process. The City Council establishes written objectives for the City Manager, who in turn establishes objectives for each department.

In 1999, Union City received the All American City Award. The City has also received Helen Putnam Awards from the California League of Cities, an American Planning Association Award in 2002, and Financial Auditing Awards.

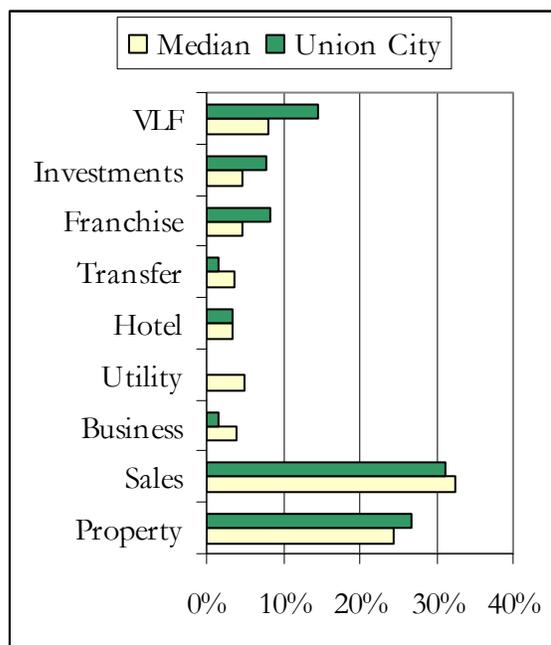
**FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Union City operates on a relatively low level of general fund revenues, with a relatively low level of reserve funds, and a relatively low level of long-term debt compared with the 14-city median.

**Figure A-15-3. General Fund Revenue Sources, FY 2000-01**

The City’s projected general fund revenues were \$30.6 million in FY 2003-04. The general fund amounts to \$424 per capita, compared with the 14-city median of \$847.<sup>96</sup> Union City revenue sources are shown in Figure A-15-3. Sales tax revenue per resident was \$132 in FY 2000-01, 36 percent lower than the median.



Vehicle license fees constituted 15 percent of Union City’s general fund, rendering Union City the most dependent on this vulnerable revenue source among cities in Alameda County. Union City raises an above-average share of revenue from franchise fees and property taxes. Union City raises a below-average share of revenue from business taxes. Union City does not currently levy a utility users’ tax, and could potentially increase revenues if a majority of voters approved imposition of a utility users’ tax. The City has a tax-sharing agreement to remit a portion of redevelopment-related tax increment revenue to Alameda County, the Alameda Library District and the County of Alameda Flood Control District.

In March 2004, Union City voters approved a parcel tax to finance police and fire services, which currently constitute 72 percent of the City’s general fund expenses. The tax of \$84 per household is scheduled to sunset after five years, and must be reaffirmed by a two-thirds vote every five years.

Union City had no direct long-term debt at the end of FY 2001-02. The City does have debt related to redevelopment bonds. The City has no outstanding debt that is backed by its general fund. Its most recently issued bonds that were backed by its general fund were non-rated. Hence, Union City’s underlying financial rating is not available.

Infrastructure expansion is financed through developer fees, specifically park dedication, park facility, fire impact, traffic impact and capital facility fees. These fees are levied on all new development in the City to pay for the construction and improvement of public facilities as a result of growth.

Union City’s undesignated reserves for economic uncertainties and contingencies at the end of FY 2001-02 were nine percent of general fund revenue, compared with the median reserve ratio of 17 percent. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Union City has access to expertise and assistance in the issuance of tax-exempt bonds

<sup>96</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

The City receives general liability insurance coverage through its membership in the Bay Cities Joint Powers Insurance Authority, and workers compensation excess insurance through the Local Agency Workers' Excess Compensation Joint Powers Authority. The City is a member of the Southern Alameda County GIS System Authority and the Alameda County Congestion Management Agency. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## FIRE SERVICE

---

The Union City FD provides fire protection and suppression, EMS, fire inspection and prevention, fire permitting, Haz-Mat response, public education, and disaster preparedness. Union City and Fremont formerly provided fire service as a joint agency for a six-year period; however, in July 2000, the collaboration ended and each fire department now operates independently.

The Union City FD is divided into two organizational units: the Operations Division and the Fire Prevention Division. Fire Operations has three battalions with one battalion chief assigned to each. Of the 44 operations firefighters, 24 are certified Emergency Medical Technicians and 20 are licensed paramedics who provide Advanced Life Support. All firefighters are trained in hazardous materials response, with additional personnel certified as Haz-Mat technicians or specialists.

### **Dispatch**

As of February 2004, fire and EMS calls for Union City FD are dispatched from the LLNL dispatch center. 911 calls are first received by the Union City PD, with fire and EMS calls forwarded to LLNL.

## SERVICE DEMAND

The Union City FD received 4,501 calls for service in 2002, with 68 percent of the 911 responses in Union City related to medical emergencies (3,063). Four percent of calls were fire-related (201) and 19 percent of calls were false alarms (838). There were 399 other types of calls for fire service.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training, and costs.

The average emergency response time for the Department is 4:21 minutes; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes.

The ISO rating for the Union City FD is Fire Protection Class 3 (urban)/9 (other) out of 10. The City received no formal fire-related service complaints in 2003.

The Union City FD has a total of 49 authorized personnel. The type of personnel and personnel per facility was not provided by the agency.

Fire and EMS expenditures in FY 2000-01 were \$6,619,214. On a per capita basis, the cost of providing fire service was \$97; by comparison, the median cost was \$142.

## FACILITIES

The FD operates four fire stations listed in Table A-15-4. The stations are equipped with different types of apparatus that include one Quint (a combined engine and ladder truck), three engines, and two Type III wildland engines. All of the fire apparatus are staffed with at least one paramedic, in addition there are at least two fire fighters on duty at each station.

*Table A-15-4. Facilities, Apparatus and Staff*

Facilities	Owner	Date Acquired	Condition	Apparatus	Personnel
Station 1	City	1976	Good	2 Engines	4
Station 2	City	1985	Good	2 Engines	3
Station 3	City	1959	Fair	2 Engines	3
Station 4	City	2001	Good	2 Engines	3

The Union City FD is planning to replace Fire Station No. 3. In addition to the replacement of Station 3, Stations 1 and 2 also need upgrades. There is not currently funding available for upgrading the two stations.

## GROWTH AND SERVICE CHALLENGES

The Department stated that land use plans and growth patterns are currently not affecting service demand. Population growth is considered by the Department as it monitors staffing and workload.

Difficult to serve areas include a hillside area off Mission Boulevard. In July of 2003 a fire destroyed about five acres on the hillside because of the difficult topography in the area.

## **REGIONAL COLLABORATION**

The Department has mutual aid agreements with the cities of Hayward, Fremont and Newark, and an automatic aid agreement with the City of Newark. The FD is a member of the Alameda County Mutual Aid Plan.

---

## **POLICE SERVICE**

---

The Union City PD provides law enforcement, traffic patrol, community-oriented policing programs, criminal investigations, animal control, dispatch, narcotic enforcement, and intervention counseling services.

The PD relies on the Alameda County Sheriff's office for crime laboratory, long-term holding, bomb squad and search and rescue services. Union City also uses the long-term holding facility in Fremont under contract.

Other specialized services provided by the Union City PD include SWAT and canine units.

### **Dispatch**

Union City has a central dispatch center that dispatches emergency calls to the PD. All 911 calls are answered by the dispatch center and entered into Computer Aided Dispatch (CAD), which prioritizes the call and suggests the appropriate unit for response. The call is then sent out to field units.

As of February 2004, the center's fire and medical dispatch workload decreased significantly, as fire and EMS calls are now transferred to the LLNL dispatch center.

The CAD and Records Management System (RMS) systems are currently scheduled for updating and replacement which is expected to alleviate any excessive workload.

## **SERVICE DEMAND**

In 2002, Union City received 77,357 calls for service, of those 2,640 were false alarms. There were a total of 2,632 arrests made, 3,574 citations issued, and 861 moving violations in the City.

The Department's high-priority workload is much smaller than its overall workload. In 2002, there were 509 priority-one calls and 1,301 priority-two calls received.

There were 2,588 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 372 per 10,000 residents in 2002. The City's crime rate was five percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>97</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>98</sup> The City's 24-hour FBI crime rate was 438 in 2002, which was nearly equal to the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

Average response times for the Department are 5.06 minutes for priority-one calls and 16.51 minutes for priority-two calls; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes.

The Department received 10 complaints in 2002.

There are 113 employees, of which 74 are sworn officers. The Department's staffing is shown in Table A-15-5. On a per capita basis, the Department's sworn staffing equates to 1.1 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

*Table A-15-5. Union City Police Service Staff*

	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Union City	113	74	2	3	12	50	7	39	NP

All police training conducted by the Department meet POST standards.

Police expenditures in FY 2000-01 were \$12,856,251. On a per capita basis the cost of providing police service was \$188, which is nearly equal to the median PD cost per capita of \$231.

<sup>97</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>98</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

## **FACILITIES**

The Union City PD operates out of the City Hall complex. The police station occupies the first floor, while the rest of City services are on the second floor. The facility was built around 1980 and is “crowded”, but in “fair” condition. The Department’s temporary holding facility is located in the main station. Vehicles used to provide police services include approximately 50 marked patrol cars, in addition to vans, motorcycles, and unmarked cars

The PD believes that the police facility should be replaced due to over-crowding. The Department is waiting until financing constraints are resolved before planning the facility replacement.

## **GROWTH AND SERVICE CHALLENGES**

According to the PD, City land use plans and growth patterns are increasing service demand. The Department utilizes current service needs and integrates them with projected City growth using ABAG and City Planning Department projections to determine the projected service demand for the next five years. The Department determined that in the next five years it would require an additional 10 personnel (nine sworn) to maintain current staffing levels, and an additional 33 personnel (31 sworn) for the Department to provide service at the average County service level based on officers per capita. The Department stated that it does not have the capacity to provide police service to any planned development, because the staffing levels of the Department are extremely low in comparison with other cities.

Due to budget constraints, the Department is unable to expand to meet the projected needs. The City imposed a 911 user fee attached to phone bills to finance dispatching, and is considering other funding mechanisms including a Business Improvement District levy to mitigate service level issues relating to the major retail development, and a general obligation public safety bond issuance to mitigate other development-related service issues.

The Department has a false alarm program to address the cost and resources used to respond to false alarms. The City requires all residential and commercial alarm users in the City to register for an alarm system permit. The alarm ordinance also encourages accountability and responsibility of the users by charging alarm users for false alarms. After two false alarms, a fee is assessed per false alarm response and the penalties increase for multiple false alarm occurrences at the same location.

## **REGIONAL COLLABORATION**

The Department participates in the south team of the Alameda County Regional Auto Theft Task Force, a multi-agency unit dedicated to combating vehicle theft in Alameda County. Other south team members include the California Highway Patrol (CHP) and the Fremont PD.

The Union City PD is a member of the Southern Alameda County Narcotics Enforcement Team, which also includes the Newark and Fremont PDs. Each of the three participating PDs contributes police personnel.

Another collaborative effort is the Southern Alameda County Gang Violence Suppression Task Force, which include the cities of Union City, Fremont, and Hayward. This task force focuses on the

investigation and suppression of violent gang crimes. Many regions have benefited from a comprehensive approach to battling gang violence.

There is also a regional domestic violence program within the Tri-Cities (Newark, Fremont, and Union City).

# CHAPTER A-16: CITY OF OAKLAND

The City of Oakland is a direct provider of fire protection, police protection, and paramedic services. AMR provides ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Oakland incorporated on May 4, 1852. The City lies in the northwestern portion of Alameda County, bordered by the cities of Berkeley and Emeryville to the north and San Leandro to the south.

Oakland's SOI was established by LAFCo on September 15, 1983. The SOI includes a small area south of Redwood Road that is outside the city limits but not in Redwood Regional Park. In its resolution, LAFCo placed four eastern hill fringe areas—Villanova Drive, Manzanita Court, Starkeville and Diablo Courts—in Oakland's SOI. These areas are served by the City of Oakland; however, they are actually in Contra Costa County. The LAFCo resolution stated that development in Contra Costa County adjacent to Oakland should not be permitted until the areas are annexed to Alameda County and the City of Oakland. The CKH Act prohibits the annexation of territory in another county to a city,<sup>99</sup> but it does not explicitly prohibit a city's SOI from including territory located in another county.

Subsequent to the SOI adoption, LAFCo approved a boundary realignment and SOI change involving Oakland and San Leandro, which included detachment and annexation of parcels from both cities. In 1992, following a county line adjustment, one of the four Contra Costa County areas—Villanova Drive—was annexed to Alameda County and the City of Oakland. Hence, Oakland's current SOI includes its boundary area, the areas south of Redwood Road that are within Alameda County, and the three fringe areas in Contra Costa County.

In 1998, LAFCo approved a landowner petition to annex 30 acres of fringe area south of Redwood Road to Oakland.

The City of Oakland has a boundary land area of 56.1 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

---

<sup>99</sup> California Government Code, Section 56741.

The City of Oakland is a charter city, with a Mayor-Council form of government. The Oakland City Council has seven members elected by district and one member elected at large. The City also has a strong Mayor elected at large. All City Council members and the Mayor serve a 4-year term.

The Oakland City Council meets three times a month on the first, third and fifth Tuesdays.

The Oakland website posts City Council agendas and minutes. A local television station broadcasts committee and council meetings, and meeting notices are posted in the required places, which include outside public buildings. The City also discloses finances, plans, and other public documents via the Internet.

The latest contested election was held November 2002. The voter turnout rate was 61 percent, higher than the countywide voter turnout rate of 53 percent.

The City of Oakland demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires and participated in a fire and police services interview.

With regard to customer service, constituents can submit complaints regarding City services in a variety of ways. They can call the Oaklanders' Assistance Center in the Mayor's office that receives approximately 600 of the 3,000 monthly contacts involving complaints. Customers can also call individual council members. The City Auditor also staffs a "Good Government" hotline.

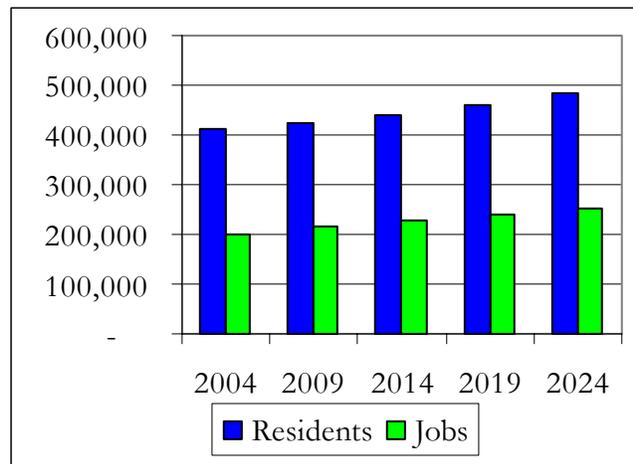
The Oakland FD handles customer complaints by direct contact with the customer, and attempts to resolve the issue at the time the complaint is received. Oakland PD complaints are handled by the Internal Affairs department.

## GROWTH AND POPULATION PROJECTIONS

*Figure A-16-1. Oakland Population & Job Base, 2004-24*

Oakland is the largest populated city in Alameda County with 412,457 people and 200,454 jobs, according to Census and ABAG data.

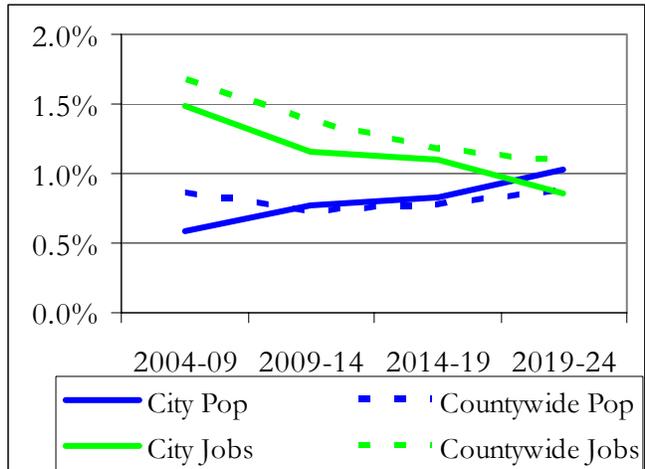
Oakland's population density is 7,357 residents per square mile, which is significantly higher than both the countywide density of 2,056 and the median city density of 4,998. Among the cities, Oakland's population density ranks third after Berkeley and Albany.



Per ABAG population projections, Oakland's population is expected to grow to 459,940 in the next 15 years, and its job base is expected to grow to 241,436, as shown in Figure A-16-1.

**Figure A-16-2. Annual Population & Job Growth Rates, 2004-24**

Currently, Oakland’s population is growing more slowly than the countywide population; however, Oakland’s population is expected to grow more quickly over the long-term. Oakland’s job base is expected to grow more slowly than the countywide job base in both the short and long-term, as depicted in Figure A-16-2.



Oakland’s growth areas include Chinatown, the airport area, West Oakland, and the hill areas. The Chinatown area is growing due to mixed-use housing development and various neighborhood improvements. In the airport vicinity, East Oakland is projected to experience high job growth from airport and related jobs. Another commercial development growth area is West Oakland. The main residential growth areas are in the North and South Hills areas.

Growth strategies in Oakland involve encouraging infill development to preserve open space in other areas of Alameda County. Oakland has a plan to attract 10,000 residents to the downtown area. In addition to its existing Coliseum and Downtown redevelopment areas, Oakland is currently developing two new redevelopment areas in West Oakland and in Central City East, to encourage growth in older, blighted neighborhoods. Oakland is also exploring transit villages at BART station locations. A transit village is currently being constructed at the Fruitvale station.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The City of Oakland monitors on a quarterly basis whether departments have met performance standards, and uses this information in preparing the annual budget. The budget process allows the City to reconsider the value of every service, and to evaluate strengths and weaknesses. The City indicates that this approach enables the City to reshape its organization and provide more efficient use of its resources. The City’s strategies to preserve core programs and minimize the necessity for employee layoffs or service reductions include reduction of the costs of doing business and raising certain fees. Cost reductions include restructuring of City government to maximize the efficiency of delivering services while minimizing reductions in the services themselves.

The City’s approach to monitoring workload varies by agency and department. For example, the Building Services department tracks its permit-related workload, and the FD tracks the number of parcels receiving fire protection.

In 2001, the City launched an independent evaluation effort entitled “Improving Performance while Living Within Our Means.” Under this program, Oakland staff is strategizing as to how to reduce overtime and workers compensation costs, implement performance-based budgeting, and improve neighborhood services and outdoor maintenance. The City’s intent is to move from the traditional baseline budget to a program and performance-based budget that is aligned with the goals of the Mayor and City Council. In preparing for the program-based budget, City departments have identified programs and linked them to broad Council goals and citywide objectives. City

departments have also developed performance measures that will be used to track the performance of each program and will lead to the development of a performance-based budget. The Oakland City Council plans to implement the program-based budget in during the 2003-2005 budget cycle, and performance-based budgeting in 2005-2007.<sup>100</sup>

The City of Oakland’s mission is to deliver effective, courteous and responsible service. The mission statement envisions citizens and employees being treated with fairness, dignity and respect.

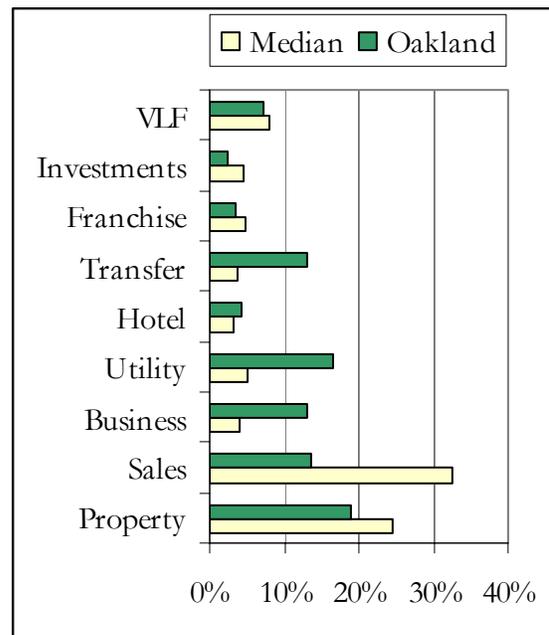
No honors or awards were identified by the agency.

## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

*Figure A-16-3. General Fund Revenue Sources, FY 2000-01*

Oakland operates on an above-average level of general fund revenues, with a relatively low level of reserve funds, and a relatively high level of long-term debt compared with the municipal average in the County. Due to a \$38 million revenue shortfall in FY 2003-04, the City Council closed a fire station, reduced library hours, increased fees and forced City buildings from City Hall to recreation centers to close once a month. In March 2004, the City’s voters considered three revenue-raising measures: Measure O to expand the existing utility users tax on cell phone bills (approved), Measure Q to extend and increase the existing library parcel tax (approved), and Measure R to impose a special parcel tax for community-based policing and after-school programs (failed).



The City’s budgeted general fund revenues were \$387 million in FY 2003-04. The general fund amounts to \$939 per capita, compared with the 14-city median of \$847.<sup>101</sup> Oakland raises a relatively low share of revenue from sales tax, as indicated in Figure A-16-3. Sales tax accounts for 14 percent of general fund revenues in Oakland, compared with the median of 33 percent. Sales tax revenue per resident was \$102 in FY 2000-01, approximately 50 percent lower than the median.

Vehicle license fee revenue constitutes seven percent of Oakland’s general fund. Oakland raises an above-average share of revenue from business, transfer and utility users’ taxes.

<sup>100</sup> The City’s budget is prepared on a two-year cycle, although the City plans to track performance measures on an annual basis.

<sup>101</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

Oakland also levies parcel taxes to help finance paramedic and EMS. The taxes were approved by voters in 1997. In combination, the taxes are levied at approximately \$19 per household and were projected to provide \$2.7 million in financing in FY 2003-04.

Oakland's direct long-term debt per capita was \$2,912, compared with the 14-city median of \$309.<sup>102</sup> This amount does not include \$198 million in general obligation bonds, \$21 million for the Oakland Museum, Zoo and Chabot Space and Science Center, as well as \$121 million in redevelopment-related bond subsequently issued. Nearly one-third of the City's long-term debt is associated with lease revenue bonds issued to finance the Oakland Museum, equipment and other facilities. Nearly one-third of the City's long-term debt is associated with pension obligation bonds, used to provide full financing to the City's primarily independent pension system. Oakland's general fund provides \$11 million annually to subsidize Coliseum revenue shortfalls in repayment of the joint venture's debt. Oakland received a financial rating of "strong creditworthiness" (A-) from Standard and Poors and an "above-average" (A3) underlying credit rating from Moody's for its \$44 million lease revenue bond issue in 1999. Oakland's pension obligation bonds receive a somewhat higher credit rating (A2) from Moody's.

At the end of FY 2001-02, Oakland's undesignated reserves for economic uncertainties were seven percent of general fund revenue, compared with the median reserve ratio of 17 percent. Oakland's policy is to maintain a 7.5 percent general fund reserve level. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

Oakland participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Oakland has access to expertise and assistance in the issuance of tax-exempt bonds. Oakland receives excess general liability insurance coverage and other risk management services through its membership in the California State Association of Counties' (CSAC) Excess Insurance Authority. The City is a member of the Oakland Financing Authority, the Chabot Observatory and Science Center Board, and the Oakland Base Reuse Authority. Oakland owns and operates the Alameda County Coliseum in a joint venture with Alameda County. In conjunction with Alameda County and the Oakland's Redevelopment Agency, the City is converting closed military bases in Oakland to civilian use and is currently involved in site remediation at the former Oakland Army Base.

---

## FIRE SERVICE

---

The Oakland Fire Department (FD) is the sole provider of fire services within the City. The Oakland FD provides fire suppression and prevention, emergency medical and hazardous materials services, heavy rescue, public education and training, and emergency preparedness. Ambulance transport is provided by AMR.

### **Dispatch**

All 911 calls within the City of Oakland are first received by the Oakland PD dispatch center. From there calls determined to be for a fire or medical emergency are transferred to the Oakland

---

<sup>102</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

Fire Department's dispatch communications. The Oakland FD also provides dispatch services for the City of Emeryville FD.

## **SERVICE DEMAND**

The Oakland FD estimated that it responds to approximately 65,000 calls per year, and that 75 to 80 percent of the calls are for medical emergencies (approximately 52,000).<sup>103</sup> The other 13,000 incidents are fire or other service calls. Oakland FD responds to an average of 500 hazardous materials emergency incidents annually.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training, and costs.

Oakland FD reported that its average response time is between five and seven minutes; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. Oakland FD believes that its land topography and traffic uniquely affect its response times in comparison to neighboring jurisdictions. In FY 2000-01, Oakland FD responded to all calls within five minutes 80 percent of the time, and within seven minutes 95 percent of the time.<sup>104</sup> Oakland FD's response to EMS calls in FY 2000-01 was within five minutes 75 percent of the time, and within seven minutes 95 percent of the time. Oakland FD's target response time for EMS calls is within five minutes 78 percent of the time, and within seven minutes 95 percent of the time. Oakland FD's target response time for fire-related calls is within five minutes 65 percent of the time, and within seven minutes 91 percent of the time. By comparison, the NFPA recommends initial fire response within six minutes 90 percent of the time.

---

<sup>103</sup> By comparison, in Selected Performance Measures, second quarter FY 2002-03, prepared by the City of Oakland's Budget Office in May 2003, the Oakland Fire Department responded to 9,413 EMS calls and 904 fire related calls in the 4th quarter of 2002. Annualized, these data represent substantially fewer service calls than the annual estimate reported by the agency.

<sup>104</sup> City of Oakland Adopted Policy Budget, FY 2001-03.

The ISO rating for the Oakland FD is Fire Protection Class 2 (urban) of 10.

The Oakland FD had 582 authorized positions in FY 2002-03. Field Operations personnel are organized into three battalions. The Department's staffing includes 508 sworn personnel, of which 272 are firefighting personnel, as indicated in Table A-16-4. The Department did not provide fire staffing for each fire facility.

Fire and EMS expenditures in FY 2000-01 were \$95,238,066. On a per capita basis the cost of providing fire service was \$236; by comparison, the median cost per capita was \$142.

**Table A-16-4. Staffing FY 2002-03**

Oakland	FTE
Administration	13
Support Services	102
Operations	26
Battalion Chiefs	12
Captains	56
Engineers	84
Firefighters	272
Emergency Services	14
Emergency Medical Services	3
<b>Total</b>	<b>582</b>
Sworn	508
Non-Sworn	74

**FACILITIES**

The Department operates out of 25 stations, as listed in Table A-16-5. Two of Oakland's fire stations are owned by the Port of Oakland. A new station (No. 18) was budgeted for FY 2002-03, but was cut due to lack of funds, which is an ongoing problem. According to the Oakland FD, they have 10 stations that need to be replaced or upgraded. With the current budget constraints, the Department is currently being forced to close fire stations even though the City is growing. Fire Station No. 2 was closed as of August 1, 2003 due to budget cuts.

Department apparatus includes 24 engines, with nine on reserve, seven trucks with ladder, with two on reserve, 10 brush vehicles, Haz-Mat vehicles, a fire boat, plus various specialized vehicles.

**Table A-16-5. Facilities and Apparatus**

Station	Date Acquired	Condition	Apparatus
Station 1	1980	Good	Engine and Truck
Station 2 (closed)	1982	Good	Fireboat and AirO2
Station 3	1995	Excellent	Engine, Truck, Brush, HazMat
Station 4	1906	Poor	Engine and Truck
Station 5	1961	Good	Engine
Station 6	1961	Good	Engine and Brush
Station 7	1999	Excellent	Engine and Brush
Station 8	2002	Excellent	Engine and Truck
Station 10	1904	Good	Engine
Station 12	1961	Good	Engine
Station 13	1961	Good	Engine and FM13
Station 15	1960	Good	Engine and Truck
Station 16	1961	Good	Engine
Station 17	1961	Good	Engine
Station 18	1924	Poor	Engine and Truck
Station 19	1961	Good	Engine and Brush
Station 20	1996	Excellent	Engine and Truck
Station 21	1961	Good	Engine and Brush
Station 22	2000	Excellent	CMD1 and EMST
Station 23	1961	Good	Engine and Brush
Station 24	1997	Excellent	Engine and Brush
Station 25	1953	Poor	Engine, Brush, and Fbed
Station 26	1996	Excellent	Engine and Brush
Station 27	1972	Good	Engine
Station 28	1961	Good	Engine and Brush
Station 29	1949	Poor	Engine

## **GROWTH AND SERVICE CHALLENGES**

The Department sees City land use plans and growth patterns increasing service demand with residential redevelopment projects.

A service challenge identified by the Oakland FD is service to the Oakland Hills area, as there are fewer stations in this area, and access is difficult. Despite several preventative measures and practices set up by the Oakland and Berkeley Fire Departments, since the devastating Oakland Hills fire in 1991, the narrow roads and rural terrain still make access to the area difficult. Additional measures are needed to address fire service in the Hills area.

## **REGIONAL COLLABORATION**

The Oakland FD has mutual aid agreements with all of its neighboring jurisdictions, including the cities of Alameda, Berkeley, and Emeryville, Alameda County, and the East Bay Regional Parks District. Oakland also participates in the North Zone (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont) Mutual Aid program.

---

## **POLICE SERVICE**

---

The Oakland Police Department (PD) provides comprehensive services including law enforcement and criminal investigations. The Department relies on Alameda County for bomb squad and long-term holding facility services. The BART PD provides police services on BART property in the City, which include trains, stations, and BART parking lots.

The Oakland PD divides its services into three patrol areas. Patrol Area I provides police patrol, general investigation and crime prevention in North, West, and Downtown Oakland. Patrol Area II provides police patrol, general investigation and crime prevention in Central Oakland. Patrol Area III provides police patrol, general investigation and crime prevention in East Oakland. In and around Oakland's airport and seaport, the City is responsible for security services, traffic safety, and law enforcement. Oakland's services area is further divided into several patrol beats.

The City of Oakland's Police service is currently modeled after community-policing and problem-oriented response.

Other specialized police services provided by Oakland include traffic enforcement, crime lab, SWAT, some search and rescue, and canine units. The Department's traffic operations promote traffic safety, investigate traffic complaints and enforce traffic and vehicular laws. Oakland's crime laboratory received accreditation from the State and federal governments. Oakland's SWAT services are organized into two teams: a hostage negotiation team with six officers on a team, and an emergency response team with 12 officers on a team, in addition to snipers. Oakland's specialized response teams have a total of 100 personnel. Oakland has one bloodhound that searches for missing people, but, otherwise, does not provide its own search and rescue services. Currently the Oakland PD has a 14-dog canine unit.

The Department maintains a false alarm program that provides alarm permitting and recovery of costs incurred by the City responding to false alarms.

## **Dispatch**

The Department has its own dispatch center, with 88 personnel on staff. Improvements are currently being made. The Department recently implemented a new computer aided dispatch system that records response times, calls and other statistics.

## **SERVICE DEMAND**

In 2001, the Oakland PD responded to 89,934 calls for service and conducted other officer activity. There were a total of 38,261 arrests made, 25,846 parking citations issued, and 34,705 other citations issued in the City.

Service demand is based on the number of emergency and non-emergency calls received, which are rated A, B, C, or D, with A being emergency calls, B non-emergency, etc. The Department regularly assesses the overall percentage for each type of call received in order to provide services needed. Other calls for service include officer-initiated activity, crimes observed by the officer, and walk-ins.

There were 30,229 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 745 per 10,000 residents in 2002. The City's crime rate was 91 percent higher than the median city crime rate—391 crimes per 10,000 residents.<sup>105</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>106</sup> The City's 24-hour FBI crime rate was 761 in 2002, which was 74 percent higher than the median city crime rate of 437.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents and costs.

. The Department reports that response times are not available presently, and that a new CAD system will be effective in 2004. Currently, the Department measures only the response from the time the call was received, to the time a unit was dispatched; arrival times are not available. The average dispatch response to 911 calls in FY 2000-01 was 36 seconds; the target dispatch response time is 10 seconds for 911 calls.

---

<sup>105</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>106</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

In 2001, there were 723 citizen complaints received, including complaints for illegal procedures, excessive force, etc. Complaints are directed to the Internal Affairs department. In FY 2000-01, 68 percent of residents rated community policing services as satisfactory or better, according to the City's FY 2001-03 Adopted Policy Budget.

The Department has a total of 1,285 authorized personnel as shown in Table A-16-6. There are a total of 300 officers at the Eastmont station and 661 officers at the main station. On a per capita basis, the Department's sworn staffing equates to 2.2 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

*Table A-16-6. Oakland Police Service Staff*

	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps
Oakland	1,285	875	9	26	122	602	116	410

All police training is provided in-house and meets POST requirements.

Police expenditures in FY 2000-01 were \$184,815,424. On a per capita basis the cost of providing police service was \$459. By comparison, the median PD cost per capita was \$228.

## **FACILITIES**

The Oakland PD operates out of two facilities, the Main Department Station and the Eastmont Prescient facility. Additional facilities include the Dispatch Center and the Training Center, which is part of the main station facility. All facilities are City owned with the sole purpose of providing police service.

The main station was built in 1961, is in "poor" condition, and needs retrofitting and upgrade work. The Eastmont station was built in 2003 and is in "good" condition. The dispatch center, built in 2000, is also in "good" condition.

The Department's temporary holding facility is part of the main police station and can hold inmates for up to 72 hours. The facility provides housing and care for inmates brought to the Oakland City Jail by the Department and contract agencies. The facility houses 37,000 inmates per year.

In the next five years, the City plans to construct various facilities to meet Department needs, including a new administration building and parking, a joint training center with the County, a new fire arms range, a new crime lab, and a new airport police office. However, no formal funding has been allocated for any of the projects at this time.

Department vehicles include 120 marked patrol cars, motorcycles (on and off road), pick-ups, SWAT van, unmarked cars, other vans and under cover cars.

## **GROWTH AND SERVICE CHALLENGES**

Current City land use plans and growth patterns are increasing demand for police services. Over the next five years, the Department anticipates an annual growth rate of one percent, which is higher than the ABAG population growth forecast. Virtually all growth in the City involves redevelopment of old factories into commercial and residential units. To forecast service demands, the Department uses population growth and City plans for redevelopment.

Service capacity issues for the Oakland PD involve making the Department the right size for meeting service demand. The Department reported that it needs additional staff. According to the Oakland PD, the City of Oakland has the highest rate of calls per employee in the State.

Difficult-to-serve areas for the Department include the Panoramic area located north of the Claremont Canyon Regional Preserve and south of UC Berkeley. In order to reach this small developed area sandwiched between two open space areas, police units must drive several miles through Berkeley.

## **REGIONAL COLLABORATION**

The Department has mutual aid agreements with all surrounding agencies and with some agencies in neighboring counties, including the cities of Richmond and San Francisco. The Oakland PD is open to collaboration with other agencies in order to reduce duplication of services and sharing resources.

# CHAPTER A-17: CITY OF BERKELEY

The City of Berkeley is a direct provider of fire protection, police protection, and paramedic services. The City of Berkeley is one of several cities in Alameda County to provide direct ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Berkeley incorporated on April 4, 1878. The City lies in the northwest corner of Alameda County, bordered by the cities of Albany to the northwest, and Emeryville and Oakland to the south. Contra Costa County borders Berkeley to the northeast.

Berkeley's SOI was established by LAFCo on September 15, 1983 and is coterminous with its boundaries. There have been no subsequent LAFCo actions affecting the City's boundary or SOI.

The City of Berkeley has a boundary land area of 10.5 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Berkeley became a charter city in 1895. In 1923, Berkeley adopted a Council-City Manager form of government.

The Berkeley City Council has eight members elected by district who serve four-year terms. The Mayor is elected at large for a four-year term. The Mayor serves as President of the City Council and votes as an individual ninth member but carries no veto power. The City Council holds regular public meetings three times a month on the second, third and fourth Tuesdays.

The City uses several methods to inform the public of City plans, programs, and operations: Public Access TV with real-time broadcast and replays of City Council meetings, Radio 94.1 with broadcasts of Council meetings, and Video Streaming via website with real-time Council meeting broadcast and archived on City Clerk website. The website provides information on City services, Council agendas and meeting summaries, elections, and a community calendar listing of all City government meetings. A web subscription service is available to the public for news, press releases, and website up-dates. The City Manager issues an annual newsletter, plus a number of other informational brochures. The City posts public documents on its website.

The most recent contested election was held November 2002. The 59 percent voter turnout rate was higher than the 53% countywide voter turnout rate.

Requests for public information can be submitted through the City Clerk's office in writing, via e-mail, U.S. mail or fax, in person, or by telephone.

To encourage public participation, the City has a neighborhood-based organization network that facilitates communication and service delivery across four geographic regions in the City. Neighborhood Liaisons work directly with residents and community groups, to ensure efficient and effective responses to neighborhood concerns and assist in building cooperative relationships between neighborhood groups and City officials.

The City of Berkeley demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires, participated in a fire and police services interview, and followed up by providing fire and police service information not available at the time of interview.

The City of Berkeley measures its customer base on the number of residents, daytime population, large student population, library cardholders, business license holders, parcels, and various permits issued.

Customer complaints can be submitted to the City via a customer information hub called City Center, through a specific department, or through the City Manager via telephone, letter, or in person. Berkeley City staff enters customer information on an electronic city-wide issues tracking database system which routes the complaint to appropriate staff. In 2002, 1,450 complaints were registered. The nature of the complaints ranged from abandoned vehicles to zoning enforcement issues. A majority of the complaints were in the area of parking enforcement and traffic calming.

Complaints about fire service can be directed to the Fire Department (FD) via e-mail, phone, or referred by the City Manager's Office. The FD responds to complaints by e-mail, letter, or phone call. Usually, the person who received the complaint will talk to the complainer and try to resolve the complaint. The Department does not formally track complaints, but indicates that it receives a limited number of complaints per year.

Citizen complaints about police service are directed to the Internal Affairs (IA) department. The IA department logs complaints with case numbers and seeks referrals for complaint resolution. Also, separate from the PD and IA is a police review commission, where at meetings members of the public can voice their complaints. Citizens can also complete a patrol supervisor complaint form.

The City Clerk recently received the 18th Annual Madison Freedom of Information Award.

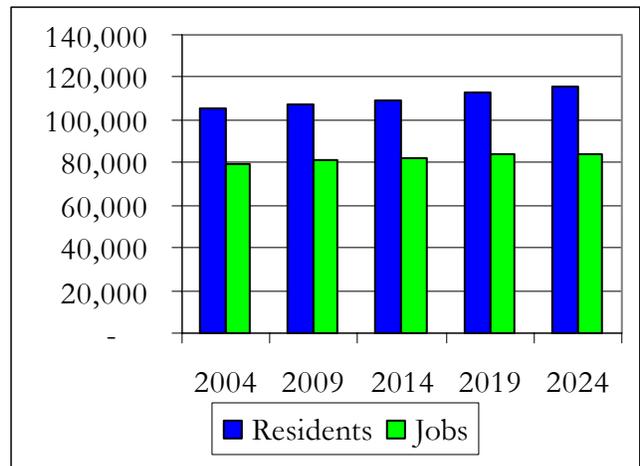
## GROWTH AND POPULATION PROJECTIONS

*Figure A-17-1. Berkeley Population & Job Base, 2004-24*

Berkeley's population is 105,429, and its job base is 78,889, according to Census and ABAG data.

Berkeley has the highest population density of the cities in Alameda County, with 10,079 people per square mile. By comparison, the median city density is 4,998 people per square mile.

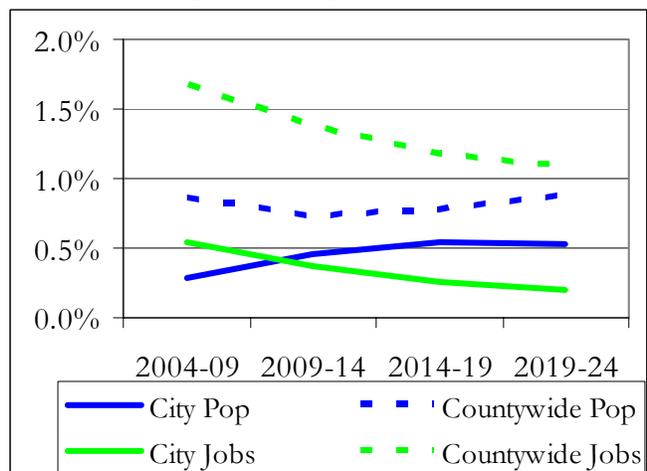
Per ABAG population projections, the Berkeley population is expected to grow to 112,480 in the next 15 years. By 2019, the Berkeley job base is expected to grow to 83,631, as depicted in Figure A-17-1.



*Figure A-17-2. Annual Population & Job Growth Rates, 2004-24*

The City's projected growth, population and job base are expected to be significantly lower than the countywide rates. Berkeley's long-term population growth is expected to be slightly faster than its current growth, as depicted in Figure A-17-2. Berkeley's long-term job growth is expected to occur more slowly in the future.

The City of Berkeley expects minimal growth in the next 20 years, with growth being primarily in-fill development.



Berkeley growth areas identified by the City's General Plan include the downtown area as well as the Southside redevelopment area located along the west side of the UC Berkeley campus. In the Southside area, growth is projected to include increased housing opportunities for students, development of vacant sites, and redevelopment of under-utilized sites.

Berkeley provides a building height bonus of one additional level for affordable housing. Cultural use projects also allow for a building height bonus. Other growth management practices include transportation demand strategies, such as employee bus passes subsidized by the City to reduce downtown congestion and demand for parking.

## **EVALUATION OF MANAGEMENT EFFICIENCIES**

Agency plans and goals are created and implemented by Berkeley to improve service delivery, maintain qualified employees, contain costs and encourage open dialogues with the public and other public agencies. The City has made investments in employee training that focus on customer service, effective communication, project management and conflict resolution. The City has set a goal to maximize and improve citizen participation in municipal decision-making, by improving notification and dissemination of information, citizen participation, and responsiveness of administration and staff.

The Berkeley City Council approved a City work plan that created a composite of citywide initiatives and projects with corresponding policy priorities. The expected outcome is to align City Council and community expectations with available resources and ensure programs and initiatives receive the management and resources needed. The City has developed a service-based outcomes approach to the budget implementation process; this approach involves performing a service inventory, developing objectives, establishing benchmark targets, and measuring fiscal and program performance. The goal of this budget process is to align policy goals, program objectives and resources, and service delivery.

The City Manager holds quarterly work plan review meetings with each department regarding the status of baseline services and special projects. City departments are in the third year of developing and refining performance measures and tracking workload. The City Auditor performs periodic audits of City programs such as youth services, cash handling, and fleet vehicle services.

The City of Berkeley is the first City in California to achieve national accreditation by the American Public Works Association. The City has received several other awards for public works projects and programs and for environmental achievements.

## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

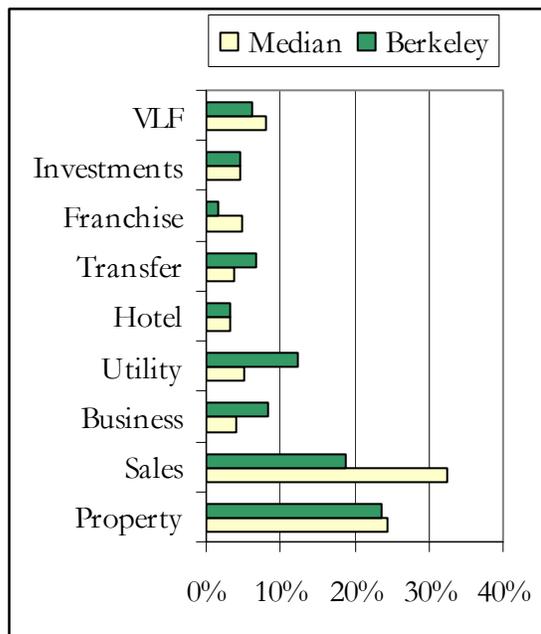
Berkeley operates on an average level of general fund revenues, with a relatively low level of reserve funds, and a relatively high level of long-term debt compared with the 14-city median. Berkeley faces a \$10-12 million deficit in FY 2004-05, not including the potential loss of vehicle license fee revenue. The City's budget recovery strategy involves a "hard" hiring freeze, a moratorium on all new expenditures, and a review of City tax and fee collection methods.<sup>107</sup>

---

<sup>107</sup> Hill, 2003.

**Figure A-17-3. General Fund Revenue Sources, FY 2000-01**

The City’s budgeted general fund revenues were \$111.3 million in FY 2003-04. The general fund amounts to \$1,056 per capita, compared with the 14-city median of \$847.<sup>108</sup> Berkeley raises a relatively low share of revenue from sales tax, as indicated in Figure A-17-3. Sales tax accounts for about 19 percent of Berkeley’s general fund revenues, compared with the median of 33 percent. Sales tax revenue per capita was \$177 in FY 2000-01, 14 percent below the median.



Vehicle license fee revenues constitute six percent of Berkeley’s general fund. Berkeley raises an above-average share of revenue from business and utility users’ taxes.

Berkeley imposes a parcel tax to finance EMS expenses. The EMS tax was approved by voters in 1997 and was reauthorized by the voters in 2000. The tax provides approximately \$2.1 million in revenue to supplement paramedic and ambulance services, which is 12 percent of the general fund revenue received by the Berkeley FD. Although Berkeley considered a larger (\$250 per household) EMS parcel tax for the March 2004 ballot, the City decided not to place the measure on the ballot, and instead, is making cuts in response to its current budget deficit.

Ambulance service in Berkeley is financed primarily by user fees. In FY 04-05, Berkeley is charging \$930 for Advanced Life Support (ALS) transport, which is the maximum fee for ALS ambulance transport service established by County EMS. Berkeley’s ambulance user fees are expected to recoup \$2.2 million in FY 2004-05, which is 13 percent of the general fund revenue received by the Berkeley FD, with the remaining costs financed by the paramedic parcel tax and other general fund revenues.

At the end of FY 2001-02, Berkeley’s direct long-term debt was \$1,164 per capita, compared with the 14-city median of \$309.<sup>109</sup> About half of the City’s debt is from general obligation bonds used to finance fire stations, the Martin Luther King Civic Center Building (Central Library), and various improvements. The City also has significant debt from lease revenue bonds used to finance a theater facility, a park, and a park facility, as well as various redevelopment projects. Berkeley received a financial rating of “strong creditworthiness” (AAA) from Standard and Poors and an “above-average” (A1) underlying credit rating from Moody’s for its \$28 million lease revenue bond issue in 2003. This represented an improvement over other recent issues: Berkeley received a

<sup>108</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

<sup>109</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

somewhat lower (A2) credit rating from Moody's for a \$9 million lease revenue bond issued in 1999, as well as a \$6 million lease revenue bond issued in 1994.<sup>110</sup>

Berkeley's undesignated reserves for economic uncertainties at the end of FY 2001-02 were 12 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The City has a policy of maintaining unrestricted reserves of at least six percent of the general fund. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City of Berkeley participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Berkeley has access to expertise and assistance in the issuance of tax-exempt bonds. Berkeley receives general liability insurance and other risk management services through its membership in the Bay Cities Joint Powers Insurance Authority. The Berkeley Joint Powers Financing Authority was created as a financing mechanism for City and Berkeley Redevelopment Agency projects. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## FIRE SERVICE

---

The Berkeley FD provides fire suppression and prevention, EMS, ambulance transport, hazardous material response, disaster services and public education programs. The area served by the Berkeley FD includes the entire incorporated area of the City of Berkeley, except the Lawrence Berkeley National Laboratory, which is served by the ACFD.

### **Dispatch**

The City has a combined dispatch center for police and fire/medical calls. All 911 calls go to the Berkeley Public Safety Answering Point (PSAP) in the dispatch center. Once a call has been identified as fire/medical (or police), it is transferred to the appropriate stations. The Department indicates that there are currently untapped opportunities for the jurisdiction to provide dispatch service more efficiently or effectively by collaborating with other service providers.

---

<sup>110</sup> Moody's ratings for past bond issues were last updated in 2002.

## **SERVICE DEMAND**

For calendar year 2002, the Berkeley FD responded to 12,596 calls, of which two-thirds were for medical emergencies, 8,855 calls. Fire calls amount to three percent of all calls received, with structure fires accounting for 1 to 2 percent of calls received. There were 345 fire calls received by Berkeley FD in 2002. The remaining other 3,988 calls for service were related to false alarms, hazardous materials, and water problems.

The City reported responding by ambulance to 7,834 incidents and transporting 5,672 patients via ambulance in 2001.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training, and costs. Service levels in the FD are calculated using response times, the number of fire prevention inspections and compliance, staffing levels, number of apparatus, and employee training.

The average response time for FY 2002-03 was 4:46 minutes; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. The Department's goal for response time is six minutes or less. In general, Berkeley believes that it probably responds more quickly than other neighboring jurisdictions because population density in Berkeley is so high.

The ISO rating for the Berkeley FD is Fire Protection Class 2 (urban) of 10.

The number of fire-related service complaints was not provided.

The Berkeley FD had a total of 145 personnel in FY 2003-04, including 130 firefighting personnel in the Department.<sup>111</sup> Each ambulance is staffed with two paramedics, and each engine and truck is staffed with three firefighters.

Fire and EMS expenditures in FY 2000-01 were \$21,347,664. On a per capita basis the cost of providing fire service was \$206; by comparison, the median cost per capita was \$142.

## **FACILITIES**

The Berkeley FD currently has seven fire stations that house seven engine companies, two truck companies, and three ambulances. The facilities and conditions are listed in Table A-17-4.

The Department also has an assortment of specialized equipment, including a hazardous materials vehicle. Bond measure Q passed in November 2000 for the provision of new and upgraded fire emergency response equipment.

---

<sup>111</sup> In FY 2004-05, the staffing level has been reduced to 140 personnel, with 125 sworn personnel.

*Table A-17-4. Facilities, Apparatus and Staff*

The Berkeley FD is constructing a new station to replace Station No. 7. The new station will be located on EBMUD owned land and will be shared with the District. The new facility is financed by a bond measure that specified that it would be a joint station project for fire protection in the eastern hills area of the City. All seven fire stations have

Facility	Owner	Year Built	Condition	Apparatus	Personnel
Station 1	Berkeley	1965	Good	2 Engines 2 Ambulances	15
Station 2	Berkeley	1968	Good	2 Engines 2 Ladder Trucks 2 Ambulances Haz-Mat	24
Station 3	Berkeley	1963	Good	2 Engines	9
Station 4	Berkeley	1963	Good	2 Engines	9
Station 5	Berkeley	1966	Good	2 Engines Ladder Truck Ambulance	24
Station 6	Berkeley	1937	Good	2 Engines	9
Station 7	Berkeley	1943	Poor	Engine	9

been seismically retrofitted, which was financed by bonds approved by the voters in 1992 (one year after the Oakland Hills fire). At that time, the voters also approved funding for the construction of an alternate emergency operations center adjacent to Fire Station No. 6. This building has been completed and it also houses the FD Training Division, the Office of Emergency Services, and the administrative office for the EMS Division. According to the Department, no other new facility or upgrades are needed at this time.

The City is upgrading water resources needed for fire-fighting in the area most likely to be without water after an earthquake or other large-scale disaster. The City is developing a mobile above-ground alternate disaster fire-fighting water delivery system. The new system will consist of large mobile pumps (5,000 gpm capacity) and very large diameter hose (up to 12 inches) to pump saltwater from the Bay.

## **GROWTH AND SERVICE CHALLENGES**

Berkeley’s EMS call volume has increased in the last five years, although the number of false fire alarms has decreased. In the last 10 years, demand for service has increased by 10 percent. The number of classes offered to the public in community emergency response has quadrupled in the last several years. The Berkeley FD expects continued increase in demand for emergency services due to new in-fill housing, U.C. expansion and the aging population. The Department forecasts service needs using environmental impact reports, development projects, and the University’s long-range development plans through 2020.

Difficult-to-serve areas for the Department include mainly in-fill development. UC Berkeley campus in-fill and high-rise additions are a concern, making firefighting more difficult because of congestion and specialized equipment needed for high-rise operations. The Department stated that it currently has the capacity to serve these future growth areas, however; budget uncertainty may limit future capacity. At the time of the MSR interview, the City FD reported that it was negotiating with UC Berkeley for financial assistance to continue to provide fire protection, as the campus expands and the calls for service increase.

## **REGIONAL COLLABORATION**

The Berkeley FD has several mutual aid agreements with surrounding jurisdictions, including Alameda County primarily for coverage in the eastern hills areas of the City. The Department has an automatic aid agreement with the ACFD for its fire station protecting the Lawrence Berkeley National Laboratory, which sits on the Berkeley boundary. Berkeley also participates in the North Zone (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont) Mutual Aid program. The Department is also currently working with city and County officials to establish a JPA for a regional training academy.

---

## **POLICE SERVICE**

---

The Berkeley Police Department (PD) is the main provider of police services within the City. The services provided by the Department include community-involved municipal policing, law enforcement, crime prevention and investigation, and organization of community policing programs and watch groups. Additional police service providers within the City include the UC Berkeley Police Department (UCPD), with a jurisdiction within a mile of the UC campus. The City has a joint agreement with the UCPD for service around campus by both police departments.

Other police providers in the City include the County Sheriff, which provides services to the AC Transit Bus line and transit parking at bus loading locations. The Berkeley PD also depends on Alameda County for crime laboratory, long-term holding facilities, and search and rescue services. The BART Police also provides services on BART property in the City. The Berkeley PD will occasionally contract out its services; for example, the Department has provided officers for rowdy football games at Berkeley High School.

The Berkeley PD service area is organized into 19 patrol beats. The Department has seven uniformed patrol teams, a bicycle patrol, a special enforcement unit, traffic enforcement, community services and a police reserves program. Specialized services include the 36-person SWAT team, a crowd management team, bomb squad, and field training officer programs. Traffic enforcement is responsible for enforcing State and city traffic law and traffic accident investigation. Berkeley provides its own bomb squad services and occasionally uses the UC Berkeley bomb squad.

### **Dispatch**

The Berkeley PD has its own communications center that handles dispatching for both police and fire services. Patrol cars are dispatched directly from the communications center. The Department has a total of 32 dispatchers, with a minimum staffing level of six dispatchers. A needed improvement for dispatching service is to keep all positions filled during the day, in order to relieve supervisors of direct dispatching duties.

## SERVICE DEMAND

In 2002, the Berkeley PD responded to 39,406 911 calls for service. There were a total of 4,644 arrests made and 282,612 citations issued in the City.<sup>112</sup> Berkeley issued more citations than did all of the other law enforcement agencies in Alameda County combined. The citations include 19,404 moving citations. Other calls for service include 16,344 calls on-view by officer, 10,779 traffic stops called in, and 75,172 case reports.

There were 7,097 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 682 per 10,000 residents in 2002. The City's crime rate was 74 percent higher than the median city crime rate—391 crimes per 10,000 residents.<sup>113</sup>

The FBI crime rate is calculated based on population, and does not take into accounts the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>114</sup> The City's 24-hour FBI crime rate was 593 in 2002, which was 36 percent higher than the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, officers per 1,000 residents, and costs.

Response times for the Berkeley PD are 9:53 minutes for priority-one emergency calls and 22:50 minutes for priority-two non-emergency calls; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. Response times include the time the call comes in to arrival of the officer on the scene. Berkeley PD believes that its response times may be faster compared with other jurisdictions due to the high population density in Berkeley and the use of bicycle response in high- congestion areas.

With regard to citizen complaints, 115 complaints were received by the Berkeley PD in 2002.

Staffing at the police facilities include parking enforcement personnel, various sworn officers, and civilian positions that include support service assistants, jail staff, community service officers, communication staff, analysts, 10 volunteers, plus 10-12 reserve officers. Police staffing by position

---

<sup>112</sup> Arrest and citation data were provided by the Berkeley Fire Department in conjunction with the MSR interview.

<sup>113</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>114</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

type is shown in Table A-17-5. On a per capita basis, the Department’s sworn staffing equates to 1.9 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

All police training meets POST standards that includes both in-house and training received from outside agencies. Berkeley also utilizes the County Sheriff’s regional police academy.

*Table A-17-5. Berkeley Police Service Staff*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Berkeley	320	202	3	11	31	155	2	118	10

The Berkeley PD indicates that there is no overlap in the provision of police service. The Department stated that its community involved policing program allows coordination of City services with group cooperation and clearly defined roles.

Police expenditures in FY 2000-01 were \$33,589,354. On a per capita basis the cost of providing police service was \$325. By comparison, the median PD cost per capita was \$228.

## FACILITIES

The Berkeley PD operates out of two locations. The Ronald Tsukamoto Public Safety Building functions as the main Department office. Built in October 2002, the main office building also houses the City FD; the facility is City-owned and is in “good” condition. The Department’s Type 2 temporary holding facility, that can hold detainees up to 96 hours, is part of the main station facility. Department vehicles include 36 marked patrol cars, four special enforcement task force vehicles, 14-15 unmarked detective cars, four unmarked administrative cars, a special team vehicle for SWAT, a mobile command vehicle (van), a 16-18 person passenger van for prisoners, and a prisoner transport vehicle that holds 16 people.

The Traffic Bureau houses patrol services such as parking enforcement, with staff including motorcycle traffic officers. The Berkeley Traffic Bureau facility is leased from a private party. Additional vehicles used by the Traffic Bureau include 23 traffic go-carts, eight motorcycles, and two marked patrol vehicles.

The Department also operates two boats in the Berkeley Marina. From the Marina, Berkeley provides enforcement of laws pertaining to safe boat operations, patrol of the Bay, land patrol of the Marina as well as search and rescue responses. Each Berkeley PD police boat is typically operated by one sergeant and one officer.

The City plans to construct a new Traffic Bureau facility to replace the currently leased property. Additional facility needs include expansion of the main office facility built in 2002, which does not currently accommodate growth in the Department.

Shared facilities and opportunities for sharing include the prisoner holding facility, which Berkeley shares with the UC police, the City of Albany, and Highway Patrol. Berkeley also shares use of its facility for sex crime counseling services, which are provided by an outside organization. The Department is also willing to allow fellow law enforcement agencies to use facilities when needed.

## **GROWTH AND SERVICE CHALLENGES**

Berkeley PD stated that current City land use plans and growth patterns are increasing demand for police service. Industrial growth and new business districts are attracting more people to the City, causing increased day time population on weekends. Police staffing levels fluctuate with demand for service by four or five sworn positions depending on status of budget. According to the Department, service levels have not significantly changed in the past 10 years.

Current service challenges include low staffing levels due to changes in the retirement system, allowing early retirement of police officers. The Department reports inadequate funds for training a new work force. The Department is currently addressing this transitional issue. The PD reports that its service level has suffered, with less experienced officers and relatively high (65 - 75 percent) turnover rates in the last five years.

## **REGIONAL COLLABORATION**

The Berkeley PD has a policing agreement with EBRPD for the District to serve regional park areas in the City. As discussed above, the Berkeley PD engages in joint policing efforts with UC Berkeley PD and relies on the County Sheriff for various specialized services.

# CHAPTER A-18: CITY OF ALAMEDA

The City of Alameda is a direct provider of fire protection, police protection, and paramedic services. The City of Alameda is one of several agencies which provide direct ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Alameda incorporated on April 19, 1854. The City lies in the western portion of Alameda County, bordered entirely to the north and east by the City of Oakland. The City is almost entirely located on one island, except for the Bay Farm Island west of the Oakland International Airport. Alameda is also home to the Coast Guard Island and Alameda Point, formerly the Naval Air Station. Alameda Point comprises approximately one-third of the City's area; and will be developed with new businesses, housing, recreational facilities, and community and cultural services.

Alameda's SOI was established by LAFCo on September 15, 1983 and is coterminous with the City's boundaries.

The City of Alameda encompasses a 10.8 square mile land area, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Alameda became a charter city in 1903, and was the fifth city in California to adopt the Council-Manager form of government. The City's current Charter was established on May 5, 1937.

The Alameda City Council consists of five members, one Mayor and four Council members elected at large in over-lapping four year terms. Members are limited to two terms. The City Council also serves as Board of Commissioners for the Housing Authority, the Community Improvement Commission, the Alameda Reuse and Redevelopment Authority, the Alameda Public Improvement Corporation, the Alameda Public Financing Authority, and the Industrial Development Authority.

The City Council meets twice a month, on the first and third Tuesdays. City Council meetings are broadcast live and rebroadcast for public viewing. Council agendas and minutes are distributed to news media and posted on the City website.

To inform the public about its plans and services, the City makes active use of its website which received over 6 million hits during 2002. The City website contains news, information on programs and services, and a community calendar listing meetings of the council, boards, and commissions.

The website also has an archive list of official documents, including agendas, minutes, and other documents pertaining to City Council meetings.

At the most recent contested election in November 2002, the 58 percent voter turnout rate was higher than the countywide voter turnout rate of 53 percent.

The City of Alameda demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires and participated in fire and police services interviews. Certain information not provided at the time of interview has not yet been provided.

With regard to customer service, residents may file a complaint directly with a department or with the City Manager's office. The City does not formally track complaints. The City cited examples of the types of complaints received, which include solid waste collection and recycling services, code enforcement, noise, speeding, potholes, cost for services, availability of athletic fields, open space, retail services, affordable housing, employee behavior, cable services, and child care services.

Customers with complaints about fire service may contact the Fire Department (FD) directly or via City Hall. Customers may also email or submit a complaint via the FD website. Complaints are handled by the Deputy Fire Chief.

Citizen complaints regarding police services are accepted by Police Department (PD) personnel in person, via telephone, or by letter. The PD utilizes an inspection service sergeant as part of Internal Affairs who receives citizen complaints and determines if further investigation is warranted.

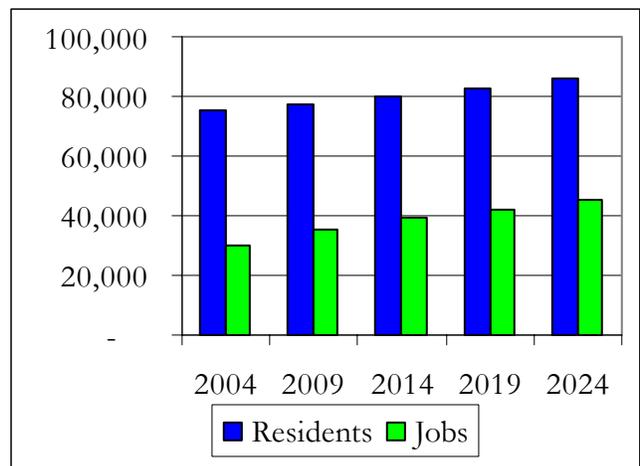
## GROWTH AND POPULATION PROJECTIONS

*Figure A-18-1. Alameda Population & Job Base, 2004-24*

There are 75,252 residents and 29,719 jobs in the City of Alameda, according to Census and ABAG data.

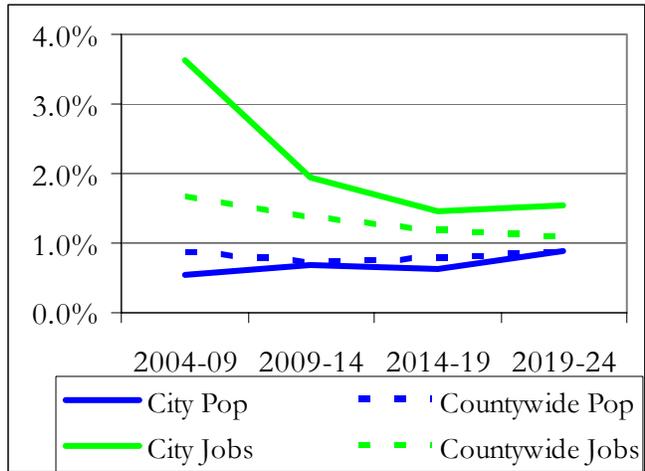
Alameda's population density is 6,968 per square mile, significantly higher than the median city density of 4,998 and the countywide density of 2,056.

The Alameda population level is expected to grow. ABAG expects the Alameda population to reach 82,600 and the job base to grow to 42,019 in the next 15 years, as depicted in Figure A-18-1.



**Figure A-18-2. Annual Population & Job Growth Rates, 2004-24**

Per ABAG population projections, the rate of growth in the City of Alameda is expected to be slower than the countywide growth rate through 2009. Thereafter, ABAG expects growth in the City to occur as quickly as the countywide growth rate, as depicted in Figure A-18-2. ABAG expects job growth in Alameda to outpace countywide job growth, but to decline over the long-term to be slightly higher than countywide job growth.



Recent growth has been concentrated in the peninsula portion of the city - “Bay Farm Island” - where recent residential development has occurred and where the Harbor Bay Business Park and a 36-hole municipal golf complex are located. In the late 1980s, the 205-acre Marina Village mixed-use project was successfully developed with 1.1 million square feet of office space, a 125,000 square foot retail shopping center, 178 townhomes, and a marina. Current growth in the City includes affordable housing and commercial redevelopment.

Future growth is expected to be most significantly affected by redevelopment of Alameda Point, formerly the Alameda Naval Air Station. In 1997, the Navy closed the facility, making available for redevelopment an area that includes 1,676 acres of land and 958 acres of submerged tideland in San Francisco Bay. The City's General Plan anticipates 15,000 residents will be added during the next 20 years at Alameda Point. The City's is seeking a developer to further its economic development goals for Alameda Point: job creation through clean light-industrial and office uses, resort and conference facilities, eco-tourism and historic attractions such as the Hornet, and new small and youth-operated businesses.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The City implements policy, plans and goals to improve service delivery, reduce waste, contain costs, maintain qualified employees and encourage open dialogues with the public and other public agencies. The City's allocation of resources is focused on three strategic goals: employee well-being and productivity, customer service, and community and economic development.

Two years ago, the City implemented a performance management program that will enable them to conduct performance evaluations and workload monitoring. The program includes training employees on the purpose and use of performance measurements, collecting data on standard service measurements, and designing quantifiable performance measures applicable to all City departments. The City is currently working on benchmarking and anticipates having results from the performance management program in about two years.

The City has been honored in the last five years with the Award of Excellence from National Association of Installation Developers for Military Base Reuse and Redevelopment in 2001, the Award of Merit from the California Economic Development Association in 2001, and the Award of Excellence from the California Parks and Recreation Society in 1999.

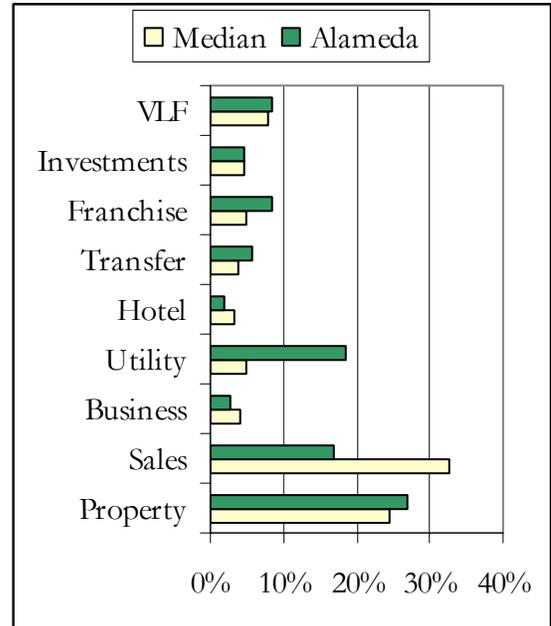
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Alameda operates on an average level of general fund revenues, with a relatively high level of reserve funds, and a relatively high level of long-term debt compared with the 14-city median.

*Figure A-18-3. General Fund Revenue Sources, FY 2000-01*

The City’s budgeted general fund revenues were \$62.2 million in FY 2003-04. The general fund amounts to \$827 per capita, compared with the 14-city median of \$847.<sup>115</sup> Alameda raises a relatively low share of revenue from the sales tax, as indicated in Figure A-18-3. Sales tax accounts for 17 percent of general fund revenues in Alameda, compared with the median of 33 percent. Sales tax revenue per capita was \$127 in FY 2000-01, 38 percent lower than the median.



Vehicle license fee revenue constitutes eight percent of Alameda’s general fund. Compared to the municipal median, Alameda raises an above-average share of revenue from utility users’ taxes, property taxes and franchise fees. Alameda raises a below-average share of revenue from business and transient occupancy taxes.

Ambulance service in Alameda is financed primarily through user fees. The maximum fee for ALS ambulance transport service established by County EMS is currently \$845. The City of Alameda charges the maximum, and expects to recoup approximately \$2 million of its \$5.3 million in fire department expenses in FY 2003-04 through ambulance user fee revenue, which is 16 percent of the general fund revenue received by the Alameda FD.

Alameda’s long-term debt per capita was \$276, compared with the 14-city median of \$309.<sup>116</sup> Most of the City’s direct debt is from lease revenue bonds used to finance fire stations, City Hall seismic upgrades and renovation, police building and equipment financing, library and golf course renovations, and various improvements. Alameda received a financial rating of “strong creditworthiness” (AAA) from Standard and Poors and the “strongest creditworthiness” (Aaa) from Moody’s for its most recently issued lease revenue bonds.

Alameda’s undesignated reserves for economic uncertainties at the end of FY 2001-02 were 22 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The City’s goal is to maintain reserves for economic uncertainty as 25 percent of operating expenditures. The

<sup>115</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

<sup>116</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Alameda has access to expertise and assistance in the issuance of tax-exempt bonds. The City of Alameda participates in two joint powers authorities that provide cost savings for insurance: the California Joint Powers Risk Management Authority and the Local Agency Workers Compensation Excess authority. Another joint agreement is between the City of Alameda and Port of Oakland to provide economical and feasible ferry service from Oakland and Alameda to San Francisco. The City and the Port contribute matching funds together with regional money collected from Measure I. The Alameda Reuse and Redevelopment Authority was created to implement federal requirements that a local use authority be established to provide local governing of the closure and redevelopment of federal military bases, in the transition of federal ownership to local ownership. It is comprised of the Alameda City Council and the Community Improvement Commission. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The Alameda FD is the sole provider of fire services in the City of Alameda. The service area for the Department includes the entire incorporated area of the City of Alameda. The Alameda FD provides fire protection and suppression, paramedic services, ambulance transport services, fire inspection and permitting, and a variety of educational programs for the public.

The Department has 27 firefighting personnel on duty at all times. Alameda's response to service depends on the nature of the call. For EMS calls, five FD personnel respond with an engine company and an ambulance. For structure fires, the Department deploys 15 members and the duty chief on three engines, one ladder truck, and one ambulance. Depending on the expected fire severity and risks, the Department may send additional engines, trucks and ambulances.

### **Dispatch**

The City of Alameda has an agreement with Alameda County for the provision of EMS and Fire dispatch services. The FD dispatch service has five different points of service where a 911 call is first received by the City's communications center. If fire or medical related, then the call will be transferred to the County dispatch center at the Livermore Lab, from the Lab a radio call is sent to dispatch units, the Department responds to the call, and arrives at the scene. The contract with the County was signed in 2002 for the purpose of providing upgraded dispatch services.

## **SERVICE DEMAND**

The Alameda FD responded to 5,912 calls for service in 2002, which amounts to over 16 calls per day, often with two or more stations responding. Approximately 71 percent of calls (4,178 calls) for service were EMS related. Calls for fire service in 2002 also included 403 fire and Haz-Mat calls, 689 false alarm calls, and 642 other fire service calls.

The City reported making 3,935 responses by ambulance and actually transporting 3,009 patients by ambulance in 2001.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response times, complaints, staffing levels, training, and costs.

The average response time is 3:30 minutes for the entire City; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. The Department meets its goal of responding within 3.5 minutes at least 90 percent of the time.<sup>117</sup> Alameda may have a quicker response time compared to neighboring jurisdictions due to its relatively high density and limited service area.

The ISO rating for the Alameda FD is Fire Protection Class 2 (urban) of 10.

The number of fire-related complaints was not available.

The Department has a total of 116 members, with 28 firefighting personnel. The Department staffs three employees per company and two medics per ambulance with ALS response. The Department includes five ALS engine companies, two ladder truck companies, three ALS ambulances, and a responder with both the fire and water rescue boats operated by the Department. There are also nine other staff in the Department including division chiefs, fire investigators and inspectors, two training captains, and a disaster preparedness officer. Staffing at the fire station level is provided in Table A-18-4.

Fire and EMS expenditures in FY 2000-01 were \$15,022,567. On a per capita basis the cost of providing fire service was \$206; by comparison, the median cost per capita was \$142.

## **FACILITIES**

The Alameda FD operates out of five fire stations. Stations No. 1 and 2 each house two companies, and Station No. 1 also houses administration. Stations 3, 4, and 5 each house one engine company. Station No. 4 is also used as a police sub station and Station 5 is used as a Department training facility. Station No. 5, acquired by the City in April 1997, was a Navy fire house. The property owner of the five stations is the City of Alameda, except for Fire Station No. 3 which is owned by a private party. Station No. 3 is a temporary facility; the old building built in 1923 is in

---

<sup>117</sup> ISA Associates, 2002.

“poor” condition and is not currently in use. The City is in the planning stages of building a new Station No. 3.

Table A-18-4 provides facility ownership, age, condition, and personnel for each facility used to provide fire service.

*Table A-18-4. Facilities, Apparatus and Staff*

Facility	Owner	Year Built	Condition	Apparatus	Personnel
Station 1	City	1974	Good	Engine Truck w/Latter Command Vehicle Modular Ambulance Reserve Engine Reserve Ambulance	9
Station 2	City	1927	Good	Engine Truck Ambulance Reserve Ambulance	8
Station 3	Private Party (Temp)	N/P	Good	Engine Fire Boat Water Rescue Boat	3
Station 4	City	1998	Good	Quint Engine Truck Ambulance Reserve Engine Reserve Ambulance	5
Station 5	City	1997 (Acquired)	Good	Engine Reserve Engine Reserve Ambulance	3

The City of Alameda FD currently shares a satellite office and facility on Bay Farm Island with the Alameda PD.

**GROWTH AND SERVICE CHALLENGES**

In 1997, the U.S. Navy facility at Alameda Point closed, and the responsibility for fire protection was transferred to the City. The FD believes the demand for fire service has increased due to the 1997 transfer of 1,676 acres of land at Alameda Point into its service area. Further, the Department anticipates future growth in the developed service area related to development of the northern waterfront area. The Department stated that it will have the capacity to accommodate any future growth, which is most likely to happen with the development of Alameda Point.

No fire-related service challenges were identified by the agency.

## **REGIONAL COLLABORATION**

The Alameda FD has a mutual aid agreement with the Oakland FD for response coverage at Bay Farm Island and with Alameda County for Haz-Mat response, where needed. The Oakland FD also serves as fire and EMS back-up city-wide. Alameda also participates in the North Zone (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont) Mutual Aid program.

---

## **POLICE SERVICE**

---

The Alameda PD is the sole provider of police services in the City. Police services provided by the Department include both law enforcement and crime prevention. Alameda depends on the County for long-term jailing; the City is billed for each inmate brought into the facility. The Department also occasionally provides contract services for security at special events and movie productions.

The PD's patrol area is divided into five sectors; one to four officers are assigned to each sector depending on the time of day. A patrol officer is responsible for handling calls for service from residents within their patrol sector. The five sectors are further divided into 25 beats, to which individual officers are assigned.

The Department's specialized services include four canine units and a SWAT unit staffed with 15 tactical officers and 10 hostage negotiators. Alameda provides limited crime lab services—fingerprint identification and a photo lab—but relies on the Sheriff's crime lab for more complex needs. For bomb squad services and search and rescue, Alameda depends on the Alameda County Sheriff.

The PD has received various State awards for operational services, including SWAT and narcotics.

### **Dispatch**

The Department's communications center is staffed with a minimum of three dispatchers. If a call is police-related, operators dispatch officers from the center. Calls that are fire or medical related are routed to the LLNL dispatch center.

## SERVICE DEMAND

The Alameda PD received 59,300 calls for service and wrote 11,235 reports in the year 2000, according to its 2002 general plan EIR. According to the California Attorney General's Office, the PD made 6,164 arrests in 2002. The City did not provide the number of citations issued or 911 calls received.

There were 2,949 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 400 per 10,000 residents in 2002. The City's crime rate was two percent higher than the median city crime rate—391 crimes per 10,000 residents.<sup>118</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>119</sup> The City's 24-hour FBI crime rate was 437 in 2002, which was equal to the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

Average response times for the Department are 2:00 minutes for priority-one calls and 7:00 minutes for priority-two calls; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. Response times for Alameda may be lower compared to neighboring jurisdictions because of the smaller land area.

For determining service levels, the Department crime analyst compiles Computer Aided Dispatch (CAD) and Records Management Systems (RMS) reports and crime statistics for departmental review. The City's CAD and RMS systems are currently being upgraded. A recent evaluation of police services assessed service levels, staffing allocation, and response times; however, the evaluation was not provided by the agency.

The number of police-related service complaints was not provided by the agency.

The Department has a total of 168 authorized personnel, with 104 sworn police officers. On a per capita basis, the Department's sworn staffing equates to 1.4 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

---

<sup>118</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>119</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

All police training of personnel meet POST standards. Alameda provides some in-house training as well as contracting with POST-approved agencies for police training.

Police expenditures in FY 2000-01 were \$19,014,770. On a per capita basis the cost of providing police service was \$260. By comparison, the median PD cost per capita was \$228.

## **FACILITIES**

The Alameda Police Administration Building is City-owned, and houses the administration and all police services. The facility was built in 1978 and is in “good” condition. Vehicles used to provide police services include patrol and traffic cars, motorcycles, one boat, SUVs, unmarked detective cars, an animal control vehicle, a command RV, ambulance as part of tactical, a surveillance van, and three wheeled vehicles for traffic enforcement.

Holding facilities for the Department include a Type 1 jail that can hold inmates up to 96 hours.

The Department reports that the Police Administration Building needs to be expanded or upgraded.

## **GROWTH AND SERVICE CHALLENGES**

The Department perceives service demand to be increasing due to City land use plans and growth patterns. The closing of the old Naval Station at Alameda Point added one-third more land area to the City, with growth and redevelopment potential. The Department has serviced this area since 2000, and assigns one officer per shift to patrol the area. Currently, there are plans for housing, commercial use, and a golf course. The Department anticipates needing more officers when the development is completed. The Department anticipates service demand to continue to increase due to the growth and redevelopment potential at Alameda Point.

The Department reports that it is currently understaffed, especially in the area of dispatch. The Department currently has 15 authorized dispatchers, and did not report how many additional dispatchers were needed.

## **REGIONAL COLLABORATION**

The APD has a mutual aid agreement with Alameda County Sheriff to assist with calls at the College of Alameda when needed. The Department also participates in a joint powers agreement with the County Sheriff and the EBRPD for policing beach park property in City.

# CHAPTER A-19: CITY OF ALBANY

The Emergency Services provided by the City of Albany include fire protection, police protection, and paramedic services. The City of Albany is one of several Alameda County cities, which also provides direct ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Albany incorporated on September 22, 1908. The City lies in the northwestern corner of Alameda County, bordered by the cities of El Cerrito and Richmond to the north and the City of Berkeley on both the east and south.

Albany's SOI was established by LAFCo on September 15, 1983 and is coterminous with its boundaries. No subsequent boundary or SOI changes have occurred.

The City of Albany has a boundary land area of 1.7 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

Albany voters adopted a City Charter in April 1927 with a Council-City Administrator form of government.

The City Council consists of five members elected at large to serve four-year terms. The City Council members are limited to two consecutive terms. The Mayor is appointed on a rotating basis by the Council and presides over all Council meetings. The City Council members also serve as the Albany Community Reinvestment Agency, the Albany Public Facilities Financing Authority, and the Albany Municipal Services Joint Powers Authority.

City Council meetings are held twice a month on the first and third Mondays. To encourage public participation, the City Council minutes and agendas are posted on the official City website and placed in the City Library. Broadcasting of Council meetings is under review. The City website also includes the City Charter and Municipal Code, News and Events, Land Use Plans, and Capital Improvement Plans. To update constituents, a City newsletter is sent three times per year to City households. Announcements are sent to local newspapers to inform and encourage citizen participation, and public notices are sent to interested citizens, groups, and other public agencies.

To solicit public input regarding City services, the City has suggestion boxes and forms in each public facility. Email can also be sent via the City's website. Complaints are handled initially by the individual department or department head and, if the customer is not satisfied, complaints are

routed to the City Administrator’s Office and ultimately to the City Council. In FY 2002-03, 10 customer comment cards were received.

The most recent contested election was held in November 2002. The voter turnout rate was 64 percent, higher than the countywide voter turnout rate of 53 percent.

The City of Albany demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo’s written questionnaires, participated in a fire and police services interview, and followed up by providing fire and police service information not available at the time of interview.

To address customer service needs, the City has an internal customer service committee that meets quarterly to develop recommendations on improving customer service and to help implement customer service objectives set by the City Administrator or City Council.

The Albany FD addresses customer complaints on a case-by-case basis. When a complaint is received, the on-duty shift captain responds. If the customer is not satisfied, then he/she is directed to the Fire Chief. There is no formal system of tracking complaints received by the Fire Department.

Citizen complaints regarding police services can be submitted via written letter, telephone, and email, or by the Chief who takes calls directly. Complaints commonly heard deal with traffic volume and rudeness of employees.

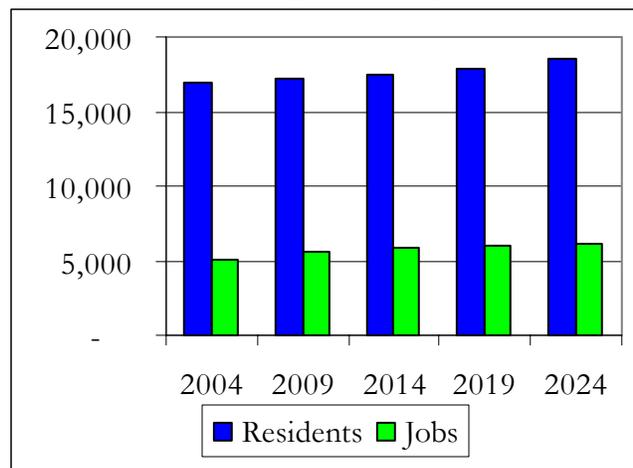
## GROWTH AND POPULATION PROJECTIONS

There are 16,889 residents and 5,113 jobs in Albany, according to Census and ABAG data.

*Figure A-19-1. Albany Population & Job Base, 2004-24*

Albany’s population density— 9,935 per square mile—is significantly higher than the 14-city median of 4,998 per square mile. Albany is the second most densely populated city, ranking second to Berkeley.

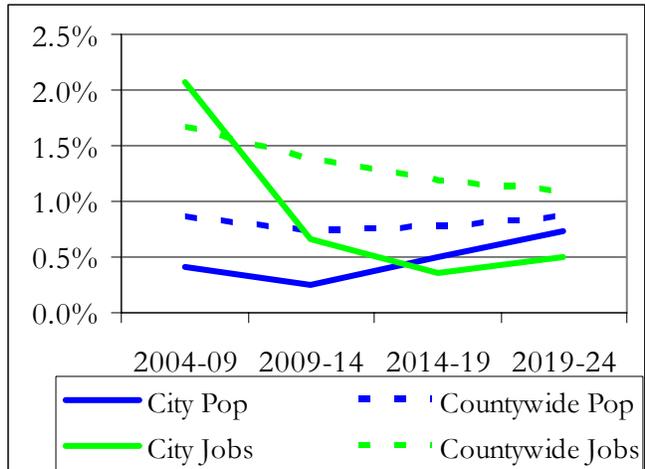
Over the next 15 years, Albany’s population is expected to grow to 17,900 and the job base is expected to grow to 5,955. By the year 2024, ABAG anticipates that Albany’s population will reach 18,560, as depicted in Figure A-19-1.



Per ABAG projections, population growth in Albany is expected to be significantly slower than the countywide growth rate over the next 10 years. Thereafter, ABAG expects growth to remain well below one percent, decreasing through 2015, and then increasing, as shown in Figure A-19-2. Although Albany’s job growth rate in the short-term exceeds the pace of countywide job growth, over the long-term Albany’s job growth is expected to be slower than countywide rate.

**Figure A-19-2. Annual Population & Job Growth Rates, 2004-24**

Albany believes that the ABAG population projections understate growth in Albany, and that short-term growth will be faster than projected, but not quite as fast as the countywide growth rate. Specifically, the City believes that ABAG’s projection understates growth in the next 10 years at UC Village, a UC Berkeley housing development located in the City of Albany. The City believes that ABAG understated the number of new units expected at UC Village by 200-300 units.



Albany anticipates residential growth as a result of UC Berkeley housing facilities being built. The UC Village, located at the corner of Buchanan and San Pablo Avenues, is a 26-acre redevelopment project including retail commercial, campus housing, a community center, an infant-toddler day care facility, administrative offices, recreational facilities and open space.

Albany is predominately a residential community, and to a large extent, built out. Land use plans and programs focus primarily on policy and goals with existing development. The City’s land use policy goals include up-grading commercial development, maintaining and promoting a mix of commercial development, protecting residential neighborhoods from adverse impacts of adjacent commercial use, and increasing economic vitality of industrial areas. The main affected areas include San Pablo Avenue and an area adjacent to the freeway on the Eastshore Highway.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

Albany creates agency plans and goals to improve service delivery, reduce waste, contain costs, maintain qualified employees, and encourage open dialogue with the public and other public agencies.

In evaluating performance, the City Council reviews on a quarterly basis status reports on its goals, objectives, and work plan. Every 12-18 months, the Council reviews the prior work plan and establishes 12-18 month objectives and work plan for the next year. The City Council reviews goals, and evaluates the City Administrator’s performance. All employees receive regular performance reviews by their department heads. The City Administrator conducts periodic reviews of productivity with department heads.

The City establishes agency goals and policy objectives. In the goal-setting process, the City Council adopted long-term (three-year) goals and short-term (six month) objectives. The long-term goals include: attracting and retaining professional staff, broadening and enhancing revenues, improving customer service, and improving facilities and infrastructure. Staff committees were established for each of these goals to review and make suggestions on the list of objectives for achievement towards the goals. A work plan was developed to accomplish meeting goals and objectives; items are listed for each objective, with tasks, timelines, and staff assignments.

The City of Albany has received various awards for distinguished service including the 2003 Distinguished Project Award from the Northern California Chapter of the American Public Works Association for the Buchanan/Eastshore Highway Connection project.

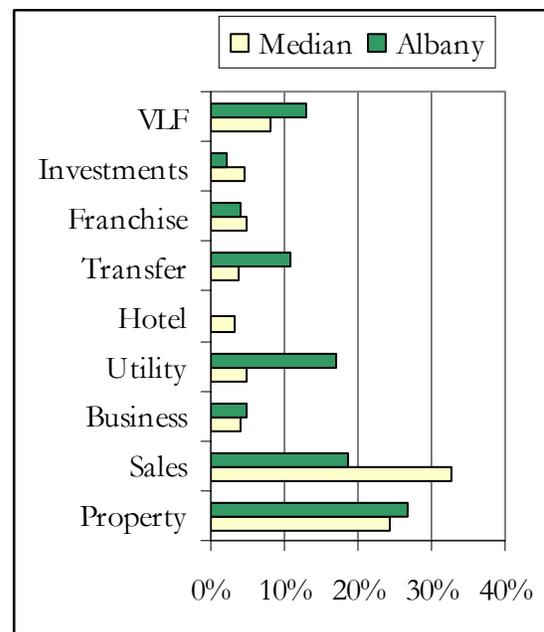
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Albany operates on a relatively low level of general fund revenues, with a relatively high level of reserve funds, and a relatively low level of long-term debt compared to the County average.

*Figure A-19-3. General Fund Revenue Sources, FY 2000-01*

Albany’s budgeted general fund revenues were \$11.7 million in FY 2003-04. The general fund amounts to \$691 per capita, compared with the 14-city median of \$847.<sup>120</sup> Albany raises a relatively low share of revenue from sales and use tax, as indicated in Figure A-19-3. Sales tax accounts for 19 percent of general fund revenues in Albany, compared with the median of 33 percent. Sales tax revenue per resident was \$102 in FY 2000-01, 50 percent lower than the median.



Vehicle license fee revenue constitutes 13 percent of Albany’s general fund. Albany raises an above-average share of revenue from utility users’ and property taxes. Albany raises a below-average share of revenue from business and transient occupancy taxes. Assessment districts formed by the City of Albany are the Open Space, Recreational Playfield and Creek Restoration Assessment District created in 1996, and the Landscape and Lighting Maintenance Assessment District.

Albany imposes two parcel taxes that fund paramedic staffing and ambulances. These taxes were approved by voters in 1997 and 2000, with an increase in the 1997 tax approved in 2002. In combination, the taxes are levied at approximately \$75 per household and were projected to provide \$340,000 in financing in FY 2003-04, which is 13 percent of the general fund revenue received by the Albany FD.

Ambulance service in Albany is financed primarily by user fees. The maximum fee for Advanced Life Support (ALS) ambulance transport service is currently \$845. Albany charges \$832, and supplements this revenue with parcel tax and general fund revenues to finance ambulance and paramedic service. Approximately 16 percent of the general fund revenues received by the Albany FD are from ambulance transport fees.

<sup>120</sup> General fund revenues per capita are based on the residential population and FY 2003-04 budget data.

Albany's long-term debt per capita was \$217, compared with the 14-city median of \$309.<sup>121</sup> Most of the City's debt is from a \$5 million lease revenue bond floated in 1997, and used to finance a library and community center complex as well as improvements to the City's maintenance center. Albany received an underlying financial rating of "above average" (A3) from Moody's for its most recently issued lease revenue bonds.

Albany's undesignated reserves for economic uncertainties at the end of FY 2001-02 were 21 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Alameda has access to expertise and assistance in the issuance of tax-exempt bonds. The City receives general liability insurance coverage through its membership in the Bay Cities Joint Powers Insurance Authority, and workers compensation excess insurance through the Local Agency Workers' Excess Compensation Joint Powers Authority. Currently, Albany is leading a project to form a joint powers authority with neighboring cities to build, operate, and maintain ball fields at the newly created Eastshore State Park. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## FIRE SERVICE

---

The Albany FD is responsible for providing fire protection and suppression, ALS paramedic services, ambulance transport services, fire inspection, fire permitting, emergency and disaster response, hazardous materials response, incident investigations, public education concerning fire prevention, disaster preparedness, and search and rescue. The area served by the Department includes the entire incorporated area of the City of Albany.

### **Dispatch**

Dispatch services for the Albany FD are provided by the Albany PD. Department staff reports dissatisfaction with dispatch staffing levels and speed, and believes that better opportunities exist. The Department is open to changing dispatch service providers.

---

<sup>121</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

## **SERVICE DEMAND**

In 2001, the Department received 1,382 calls for service. Most of the calls (74 percent) were medical, while seven percent of calls were for fire and hazardous materials service, including 1,022 EMS calls, 97 fire calls, 236 other types of fire service calls, etc.

The City reported that it responded with ambulances to 1,000 incidents and transported patients via ambulance in 632 incidents in 2001.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training and costs.

In 2001, the Department's average response time for EMS calls was about 3:40 minutes, and for fire response a little over 4 minutes; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. Response times for the Department are calculated from when a call is received to when the first responder arrives at the scene. Albany Fire responds to all medical calls within 10 minutes or less, 99.9 percent of the time. The Department stated that its response times do not change much from year to year. The Department response times might be faster than most neighboring jurisdictions because of the small size of the City, which is just over one square mile.

The ISO rating for the Albany FD is Fire Protection Class 3 (urban)/9 (other) out of 10.

The number of fire-related service complaints was not provided by the agency.

The City of Albany has a total of 20 sworn employees in the FD.

Fire and EMS expenditures in FY 2000-01 were \$2,090,354. On a per capita basis the cost of providing fire service was \$126; by comparison, the median service cost per capita was \$142.

## FACILITIES

*Table A-19-4. Facilities, Apparatus & Personnel*

The FD operates out of one fire station, dedicated on January 16, 1996 and located next to Albany City Hall. As indicated in Table A-19-4, the station is in “fair” condition.

Facilities	Owner	Date Built	Condition	Apparatus	Personnel
Station 1	City	1996	Fair	2 Engines 2 Ambulances Pick-up	20

The facility is owned by the City, and is dedicated to providing fire and EMS. In 2002, Albany residents approved a \$14.5 million bond measure for seismic retrofitting and upgrade of the fire station. The City projects that the project will be completed during FY 2004-05.

The Department is open to opportunities for sharing facilities, and has identified the cities of El Cerrito and Richmond as the most likely candidates. The Department is unlikely to share facilities with cities in Alameda County due to distance.

The number and type of vehicles used to provide fire and EMS are two engines and one older model reserve engine, two ambulances, one utility pick-up, and staff vehicles.

## GROWTH AND SERVICE CHALLENGES

The Department reported that City land use plans and growth patterns are not affecting demand for fire service.

The reorganization of public safety dispatch and communication operations is a possibility the City of Albany has considered. The City believes service users could benefit from a consolidation arrangement. The reasons supporting consolidation of these functions include the increasing complexity of technology, protocols, human resources, and customer expectations that make providing consistent and up-to-date dispatch and radio communications service is overwhelming and expensive for smaller agencies. A joint powers authority or other structure is preferred by the City rather than a contract arrangement, which does not provide as much local control.

## REGIONAL COLLABORATION

The Albany FD participates in mutual aid agreements with Alameda County, the City of Berkeley, and with the Contra Costa County cities of Richmond and El Cerrito. Berkeley has nearby fire stations located at Marin and Cedar Streets. Albany also participates in the North Zone (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont) Mutual Aid program.

---

## POLICE SERVICE

---

The Albany PD provides patrol, traffic enforcement, crime investigation, and crime prevention and enforcement. An additional provider of police services in the City includes the UC Berkeley Police who provide service to student housing property located in the City of Albany (UC Village).

The Albany PD depends on the County Sheriff for the provision of long-term holding facilities and crime laboratory services. The Department relies on the UC Berkeley bomb squad for these services.

The Albany PD does not utilize a patrol beat system, due to its small area. Every officer patrols the entire City. Community policing strategies are being implemented for actively collaborating with community members in the provision of police services.

Police services provided by the Albany PD include patrol, traffic enforcement, training, SWAT, and dispatch. The Department's SWAT unit staff includes six officers on the team. Albany has been honored with awards for its traffic safety programs.

The Albany PD conducts a reserves program, with supplementary police personnel available on a routine basis. The volunteers are trained and meet all State mandated training requirements. The program has enhanced police services provided by the Department and provides cost savings for police activities.

### **Dispatch**

The Albany PD provides its own dispatch services. As mentioned previously in the Fire Service section, the City believes it would benefit from a reorganization of public safety dispatch and communication operations.

### **SERVICE DEMAND**

In 2002, the Albany PD responded to 3,260 calls for service. Other measures of service demand include officer activity, such as arrests, citations, and reports. Between 2001 and 2002, the number of incidents increased by 7.3 percent. In 2002, there were a total of 449 arrests made and 15,576 citations issued in the City including 11,373 parking and 4,203 moving citations, and 2,933 case reports.

There were 834 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 500 per 10,000 residents in 2002. The City's crime rate was 28 percent higher than the median crime rate—391 crimes per 10,000 residents.<sup>122</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial

---

<sup>122</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>123</sup> The City's 24-hour FBI crime rate was 582 in 2002, which was 33 percent higher than the median city crime rate of 437.

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

Based on a random sample of response times, the Department estimated that response times are three minutes for emergency calls and five minutes for non-emergency calls; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. The Albany PD recorded one complaint in 2002.

The Albany PD has a total of 35 authorized positions with 28 sworn officers. Additional information on the number and type of police personnel was not provided by the agency. In addition to police officers, the personnel used to provide police services include, dispatchers, clerks, parking enforcement officers, police services technicians, and volunteer reserve officers. On a per capita basis, the Department's sworn staffing equates to 1.7 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

All police training conducted at the Albany PD meets POST standards.

Police expenditures in FY 2000-01 were \$3,769,851. On a per capita basis the cost of providing police service was \$228. By comparison, the median PD cost per capita was \$228.

## **FACILITIES**

Albany PD provides police services from its headquarters in the Albany City Hall, which also houses other City functions. The facility was built in 1966, and the overall condition of facility is "fair", but was rated by the Department as "poor" for the provision of police services.

Additional facilities for provision of police services include an eight-hour temporary holding facility, which is part of the main police station. In addition, a communications center staffed by five dispatchers handles dispatching for the City's police and fire departments.

According to the City, current facility needs include a retrofit of the existing building and perhaps more additions. The current facility is inadequate for police functions; but due to full growth in the City, there is lack of land for the facility to be built on. This is an issue the Department and City officials will explore in the next two years.

Department vehicles include seven patrol cars, three detective vehicles, two vans, one SUV, two parking enforcement vehicles, and one multi-purpose vehicle.

---

<sup>123</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

## **GROWTH AND SERVICE CHALLENGES**

The Department does not perceive that land use plans in the City will impact service demand, since the City is mainly built out. There is a possible development under consideration that includes a racetrack and event arena. The Department is not clear on how this project will affect police services. The Department points to infill development and greater out-of-town traffic volume in explaining a recent increase in service calls. The Department reported that it has no capacity for growth due to staffing and facility upgrade needs.

A difficult to serve area for the Department is the water front area, which is mainly rural with unpaved roads. It takes police units longer to respond in this area than elsewhere. Additional challenges include providing adequate coverage during the morning and evening commute hours on San Pablo Hwy (123), where the traffic can slow response times.

Needed improvements to Albany police services as identified by the Department include upgrading outdated equipment and increasing the staffing level with the addition of a dedicated dispatch supervisor and a larger civilian staff. Other service challenges include dispatch services where out-dated radio communications equipment is used.

## **REGIONAL COLLABORATION**

No regional collaboration efforts were identified by the agency. The UC Berkeley PD reported that it polices university-owned buildings in Albany.

# CHAPTER A-20: CITY OF EMERYVILLE

Emeryville is a direct provider of fire protection, police protection, and paramedic services. AMR provides ambulance transport services. The Oakland FD provides supplemental first response to structure fires in Emeryville, under a mutual aid agreement.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Emeryville incorporated in 1896. The City lies in the western portion of Alameda County, bordered to the north by the City of Berkeley and to the southwest by the City of Oakland.

Emeryville's SOI was established by LAFCo on September 15, 1983 and is coterminous with the City's boundaries.

The City of Emeryville has a boundary land area of 1.2 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Emeryville is a general law city and operates as a Council-City Manager form of government.

The Emeryville City Council has five members elected at-large for four-year terms. The Mayor and Vice-Mayor are selected by the council members every year. The City Council members also serve as the Emeryville Redevelopment Agency.

City Council meetings are held on the first and third Tuesdays of each month.

To inform the public of City plans, programs, and services, the City of Emeryville has a local cable channel that does live broadcasts and replays of City Council meetings. The City's website lists Council and Committee agendas, a schedule of City meetings, a monthly calendar of events, and information on all City departments. City Council action recaps will soon be added to the website. The City updates constituents with a bi-monthly newsletter.

The City discloses public documents on its website, which includes the City Code and Ordinances, City plans, financial and policy documents, and a calendar of City events and news. The website also includes a One Stop Interactive Resource Information System (OSIRIS). OSIRIS is a new web application that allows any interested parties to access parcel information on land use and zoning, environmental status, real estate listings, and public art. It acts as an interactive informational tool for residents and developers that will simplify and speed up the information gathering process.

The information is displayed in a user-friendly, Geographical Information Systems (GIS) web interface designed to be used by the general public.

The most recent contested election was held in November 2003. The voter turnout rate was 25 percent, higher than the countywide voter turnout rate 22 percent.<sup>124</sup>

The City of Emeryville demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo questionnaires. The agency responded to LAFCo's written questionnaires, participated in a fire and police services interview, and followed up by providing fire and police service information not available at the time of interview. Questionnaire responses were minimal and requested public documents were available via its website.

With regard to customer service, in general, citizen complaints are received via telephone and email. The City Council, City Manager, and Department phone numbers and email addresses are publicized on the City's webpage and in the bi-monthly newsletter.

Customer complaints regarding fire service can be submitted to the City Council, City Manager, Fire Chief, or through the department's EMS questionnaire. Complaints are generally handled by the Fire Chief. According to the Department, there were less than six complaints filed in 2002.

Citizen complaints about police services can be submitted to any PD employee, who will document the complaint and send it to the Administrative Sergeant. The Emeryville PD did not provide the number of complaints received.

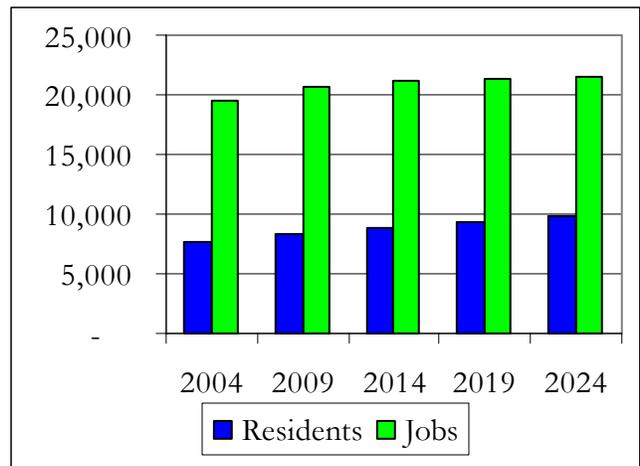
## GROWTH AND POPULATION PROJECTIONS

*Figure A-20-1. Emeryville Population & Jobs, 2004-24*

There are 7,616 residents and 19,454 jobs in Emeryville, according to Census and ABAG data.

Emeryville's population density is 6,243 per square mile, higher than the city median density of 4,998.

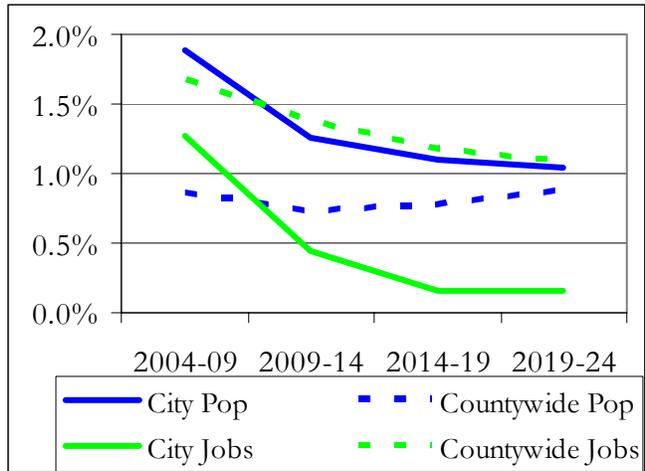
In the next 15 years, Emeryville's population is expected to grow to 9,400 and the job base is expected to grow to 21,360, per ABAG, which is over twice as high as the residential population, as shown in Figure A-20-1.



<sup>124</sup> Voter turnout rates tend to be lower for elections that do not include major federal and state positions, as was the case for this election.

**Figure A-20-2. Annual Population & Job Growth Rates, 2004-24**

The Emeryville population is expected to increase faster than the countywide population in the both the short and long-term, as depicted in Figure A-20-2. The Emeryville job base is expected to grow more slowly than the countywide job base, and to grow more slowly over the long-term.



Growth areas in the City of Emeryville include redevelopment housing projects on 36<sup>th</sup> and San Pablo Avenue and mixed-use redevelopment on the former King Midas Card Club site. Bay Street is another growth area where five parcels are being redeveloped into a regional retail center with associated residential development.

The City of Emeryville’s growth management polices include zoning ordinances and Redevelopment Agency policies and programs that encourage infill and conversion of industrial land to denser commercial and residential use.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The City monitors workload using productivity software and management systems. The agency did not provide any further details regarding productivity, workload and performance monitoring.

The Emeryville City Council adopts policy plans and goals that are implemented as part of each annual budget. The budget contains narrative describing goals and objectives for the next year, along with prior year achievements. Outside management audits are conducted on City departments.

The City stated that it received the Bangemann Global Award for best use of information technology to disseminate environmental information to the public for the City’s Brownfields program.

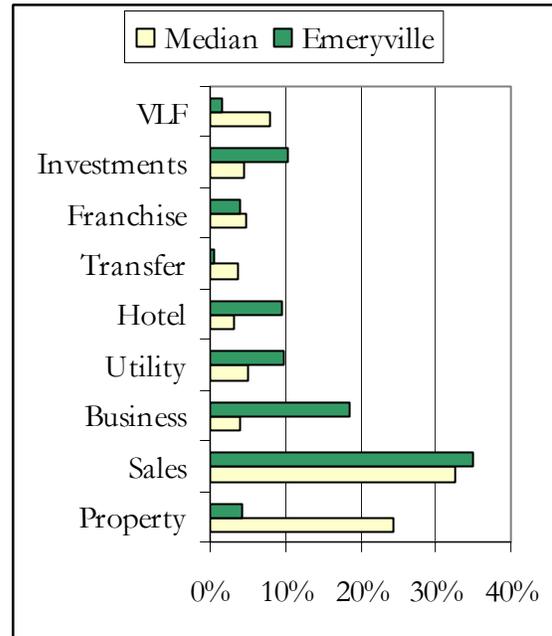
**FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Emeryville operates on a relatively high level of general fund revenues, with a relatively high level of reserve funds, and a high level of long-term debt compared with the County average.

**Figure A-20-3. General Fund Revenue Sources, FY 2000-01**

The City’s projected general fund revenues were \$25 million in FY 2003-04. The general fund amounts to \$1,442 per capita, compared with the 14-city median of \$867.<sup>125</sup> Emeryville raises a relatively high share of revenue from sales and use tax, as indicated in Figure A-20-3. Sales tax accounts for 35 percent of general fund revenues in Emeryville, compared with the median of 33 percent. Sales tax revenue per capita was \$476 in FY 2000-01, more than twice the median.



Vehicle license fee revenue constitutes two percent of Emeryville’s general fund. Emeryville raises a relatively high share of revenue from utility users taxes, business and transient occupancy taxes. Emeryville raises a below-average share of revenue from property taxes due to its extensive redevelopment activities.

Emeryville’s long-term debt per capita was \$429, compared with the 14-city median of \$310.<sup>126</sup> Although the City had \$125 million in outstanding government debt at the end of FY 2001-02, nearly all of this debt is associated with redevelopment borrowing, and is repaid from property tax increments as opposed to the City’s general fund.<sup>127</sup> About five percent of the City’s long-term debt is associated with a \$7 million lease revenue bond issued in 1998, to finance its Civic Center improvements. Emeryville received an insured financial rating of the “strongest creditworthiness” (Aaa) from Moody’s for its most recently issued lease revenue bond backed by its general fund.

Emeryville’s undesignated and contingency at the end of FY 2001-02 were 29 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Emeryville has access to expertise and assistance in the issuance of tax-exempt bonds. The City receives general liability insurance coverage through its membership in the Bay Cities Joint Powers Insurance Authority, and workers compensation excess insurance through the Local Agency Workers’ Excess Compensation Joint Powers Authority. City employees are eligible to participate in

<sup>125</sup> General fund revenues per capita are based on the 24-hour population including both residents and employees, with FY 2003-04 budget data. Due to its sizable commercial population, the 24-hour population metric has been used to compare Emeryville indicators on a per capita basis with other jurisdictions. For a complete discussion of the 24-hour population and measurement issues, refer to Chapter 2 of the main report.

<sup>126</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 24-hour population.

<sup>127</sup> There is a relationship between redevelopment and the general fund, in that the more property included in the redevelopment area, the less property tax is received by the general fund.

pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## **FIRE SERVICE**

---

The City of Emeryville FD provides fire suppression, EMS, light rescue, code enforcement and inspections, hazardous materials first responder services, bicycle licensing, public education, arson detection and investigation, and emergency preparedness training. The service area for the Emeryville FD includes the entire City.

In response to structure fires within the City, the Department deploys two engines, one truck, and the City of Oakland, under mutual aid, responds with two engines, one truck, and one battalion chief. Emergency medical response is provided with one engine staffed by a paramedic. Response to freeway collisions includes one engine and one truck if a rescue operation is needed. For Marina response on the water, Emeryville receives service from either the US Coast Guard or Oakland's fire boat. The Department stated that service levels have not changed significantly in the past 10 years.

### **Dispatch**

The Emeryville PD serves as the 911 call answering point for calls from within the City limits. If fire or medical related, the caller is transferred to the Oakland FD for dispatch. Emeryville utilizes Emergency Medical Dispatch (EMD) which is administered by Oakland Fire Dispatch Communications. This program is used to get critical medical procedure instructions to a 911 caller. The information is relayed to the FD emergency responders while they are en route to the medical emergency and helps them prepare to meet the medical emergency. According to the Emeryville FD, dispatch service improvements are needed in response to incidents near the City boundaries; first response districts need to be redefined, so the nearest unit responds to the emergency.

### **SERVICE DEMAND**

In 2002, the Department received 1,552 calls for service. About 62 percent of the calls involved medical emergencies (963), and 12 percent involved fires or hazardous materials (179). False alarms (327) constituted 21 percent of calls and there were 83 other types of calls for fire service.

### **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training, and costs.

All response times within the City meet the Department's standard of six minutes for 90 percent of the calls for service. During the last quarter of 2002, actual response times were within six minutes 97 percent of the time for first response emergencies; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. The Department stated that response times may be faster than neighboring jurisdictions because of closer fire stations and a smaller jurisdictional area.

The Department provided additional information on response time for various areas in the City. Freeway calls for the Department include a call zone that extends eastbound on I-80 to University Avenue, westbound I-80 to Treasure Island (SF), southbound I-880 to Grand Avenue, and eastbound I-580 to Oakland/Harrison exit. Response times for freeway calls are within six minutes 55 percent of the time. The Oakland and Berkeley Fire departments also respond to freeway incidents.

The ISO rating for the Emeryville FD is Fire Protection Class 3 (urban) of 10; this rating was assigned in 2003.

The number of fire-related service complaints was not provided by the agency.

There are a total of 30 personnel in the Emeryville FD. All personnel are trained in Haz-Mat response and certified as Emergency Medical Technicians (EMT) and nine firefighters are certified as Paramedics. This allows the Department to offer Advanced and Basic Life Support as a first response from all engine companies.

Fire and EMS expenditures in FY 2000-01 were \$3.7 million. On a per capita basis, the cost of providing fire service was \$222.<sup>128</sup> By comparison, the median service cost per capita was \$150.

## **FACILITIES**

The Department operates two fire stations within the City, with paramedic services delivered from fire engines. Fire Station No. 1 also houses the Department's administrative staff. Fire Station No. 2 houses Department training and storage, and functions as the City's emergency operations center. A facility upgrade need, stated by the Department, is replacement of the old wooden training tower at the training facility in the rear of Station 2. The facility conditions are depicted in Table A-20-4.

---

<sup>128</sup> Per capita calculation is based on the 24-hour population including residents and workers.

*Table A-20-4. Facilities, Apparatus and Staff*

Emeryville participates in facility sharing with Oakland. Emeryville relies on Oakland's fire training facility and, per contract, Fire and Medical dispatch services. Emeryville also shares its

Facilities	Owner	Date Acquired	Condition	Apparatus	Personnel
Station 1	Emeryville	1991	Good	Engine Ladder Truck Pick-up	21
Station 2	Emeryville	1997 (Date Renovated)	Good	2 Engines Pick-up	9

drafting pit at Fire Station No. 2 with the Piedmont and Albany FDs. Opportunities for sharing facilities include continued sharing of the drafting pit, and potential for shared use of Emeryville's training tower and classroom facilities at Fire Station No. 2.

**GROWTH AND SERVICE CHALLENGES**

According to the Department, City land use plans and growth patterns are increasing service demand. The Emeryville FD projects service demand will growth by 5 percent by the end of 2004, by 20 percent by 2008, and by 50 percent by 2013.

Emeryville stated that it has the current capacity to provide fire service in future growth areas. Any new development or tenant improvements must go through a planning and plan review process; and needs for additional fire services will be evaluated at that time. Fire service planning is part of the City's review process, which includes population increase and density surveys based on analyses done by City Planning, Economic Development, and Finance Department staff.

**REGIONAL COLLABORATION**

The Emeryville FD has mutual aid agreements with the Oakland and Berkeley FDs. These are not automatic aid agreements except in the case of response to freeway incidents.

The Emeryville FD believes that there are opportunities for Oakland to improve its response time in portions of northwestern Oakland by relying on Emeryville's Fire Station No. 2, which is located closer and could response more quickly than Oakland's Fire Station No. 5.

Other regional collaboration efforts are with Alameda County EMS, Alameda County Fire Chiefs Association, the Congestion Management Authority; East Bay Regional Parks District and participation in the North Zone (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont) Mutual Aid program.

The Emeryville FD believes that expansion of joint operations or automatic aid would be efficient and ensure that the closest fire unit responds to an emergency. The Department believes this would require operational support programs such as joint training and operational standards for equipment, firefighting, and response. The Department also believes that it is not necessary to consolidate the jurisdictions to realize these efficiencies, but that it would require improved cooperative relationships between the jurisdictions.

The Emeryville FD identified several untapped opportunities to provide service more efficiently or effectively by collaborating: interoperable communications systems within the fire service and with law enforcement, joint training facilities, cooperative training programs, cooperative equipment acquisition, cooperative maintenance facilities and programs, improved fluidity in the mutual aid system, emergency coverage, and resource support. Some of these mutual aid concepts are being addressed directly through the Alameda County Fire Chiefs Association.

---

## **POLICE SERVICE**

---

The Emeryville PD is the direct provider of law enforcement, crime prevention, traffic patrol, and criminal investigation services. Emeryville depends on Alameda County for the provision of crime laboratory, long-term holding, and bomb squad services. Emeryville also uses the UC Berkeley bomb squad, and relies on Oakland for temporary holding, jailing and SWAT services.

Emeryville patrol services consist of uniformed personnel that are separated into four teams. Patrol is also provided by bicycle and canine units. As first responders to calls for service, patrol officers are responsible for preliminary investigations, providing a timely response, collecting evidence, providing for the safety of the public, maintaining order, and problem solving.

Another key aspect to Emeryville police services is traffic enforcement. Emeryville's traffic unit is responsible for traffic control, conducting traffic surveys, enforcing traffic laws such as vehicle moving violations, parking and towing issues, street sweeping, and permits parking. This unit consists of two motorcycle officers and technicians.

Other specialized services provided by the Emeryville PD include search and rescue (in conjunction with the fire department) and three canine units.

### **Dispatch**

The Emeryville PD has its own dispatch center where all 911 calls from within the City are received. Police units are dispatched directly from the center. Calls related to fire and medical services are transferred to the Oakland FD. Emeryville staffs two dispatchers per shift.

## **SERVICE DEMAND**

The Department estimated that it receives 13,000 calls for service and that officers initiate 10,000 incidents annually. The Department reported that these estimates were the only data available. Independent verification is available only for the arrest data. Emeryville reported that it performs about 1,200 arrests in an average year. By comparison, there were a total of 578 arrests made in the City in 2002 according to the California Attorney General.

There were 1,168 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 1,611 per 10,000 residents in

2002. The City’s crime rate was 312 percent higher than the median crime rate—391 crimes per 10,000 residents.<sup>129</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>130</sup> The City’s 24-hour FBI crime rate was 684 in 2002, which was 57 percent higher than the median city crime rate of 437.

**SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

Average response time is between three and six minutes, including dispatch time and travel time; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. Emeryville believes that its response times may be faster than neighboring jurisdictions due to the City’s higher staffing level. The Department’s staffing level takes into account its estimate of a daytime population of 50,000 to 60,000 workers in the City.

The number of police-related service complaints was not provided by the agency.

*Table A-20-5. Emeryville Police Service Staff*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Emeryville	56	37	1	0	7	28	1	19	0

The Emeryville police personnel used to provide police services are listed in Table A-20-5. On a per capita basis, the Department’s sworn staffing equates to 2.2 per 1,000 24-hour population. By comparison, there are 1.6 sworn officers per 1,000 residents countywide

A majority of police training is conducted in-house; the Department also uses outside training resources advertised through schools or offered by other PDs. All police training meets POST requirements.

Police expenditures in FY 2000-01 were \$5,470,229. On a per capita basis, the cost of providing police service was \$326.<sup>131</sup> By comparison, the median PD cost per capita was \$223.

---

<sup>129</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>130</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

<sup>131</sup> Per capita cost is calculated based on the 24-hour population, which takes into account residents and workers.

## **FACILITIES**

The Emeryville police facility, built in 1971, is owned by the City of Emeryville and is in “poor” condition. The Department has approximately 23 vehicles, including eight marked patrol cars, five motorcycles, seven unmarked cars, a multi-passenger van, a pick-up truck, an ambulance for emergency response, and three bicycles.

There are currently no plans to build any new police facilities. However, the PD reported that the building is too small, does not meet current standards for modern public technology, lacks adequate staff amenities, and needs to be replaced. Financing for a new facility is currently not available.

## **GROWTH AND SERVICE CHALLENGES**

According to the Department service demand has been static in the last 10 years. City land use plans and growth patterns are increasing service demand, with current new growth in commercial areas. However, the crime rate has fallen, offsetting the effect of growth. The Department does not anticipate a significant increase in demand for police service in the future.

No police service challenges were identified by the agency.

## **REGIONAL COLLABORATION**

The Emeryville PD has a policing agreement with the EBRPD for the District to serve regional park areas in the City. The County Sheriff provides crime laboratory, long-term holding, and bomb squad services. The UC Berkeley PD also provides bomb squad services, and Oakland PD provides temporary holding and SWAT services.

# CHAPTER A-21: CITY OF PIEDMONT

The City of Piedmont is a direct provider of fire protection, police protection, and paramedic services. Piedmont is also one of several cities, which provide direct ambulance transport services.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The City of Piedmont incorporated on January 31, 1907. The City lies in the northwestern portion of Alameda County, bordered entirely by the City of Oakland.

Piedmont's SOI was established by LAFCo on September 15, 1983, and is coterminous with its boundaries. No subsequent actions relating to Piedmont's boundaries or SOI have been taken.

The City of Piedmont has a boundary land area of 1.7 square miles, according to the 2000 Census.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in various ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The City of Piedmont is a charter city with a Council-City Manager form of government.

The Piedmont City Council has five members elected at large to four-year terms. The terms are limited to two consecutive four-year terms. The Piedmont City Council meets twice a month on the first and third Mondays.

City Council meetings are broadcast live on local television. The City posts public documents on its website.

At the most recent contested election in March 2002, the voter turnout rate was 34 percent, comparable to the countywide voter turnout rate of 35 percent.

The City of Piedmont demonstrated partial accountability in its disclosure of information and cooperation with the LAFCo questionnaires and interview requests. The agency responded to LAFCo's written questionnaires and participated in a fire and police services interview and follow-ups.

With regard to customer service, City staff is responsible for resolving complaints. The City Manager reviews complaints that are not resolved by City staff. The Fire Chief reviews complaints about fire service. Similarly, the Police Chief reviews complaints about police service following investigation.

Community outreach efforts conducted by the Piedmont FD include public education programs and organization of NERT (Neighborhood Emergency Response Teams). The Piedmont PD conducts a vacation home checks program and a YANA (You Are Not Alone) which provides a daily phone call from the department for seniors who are living alone.

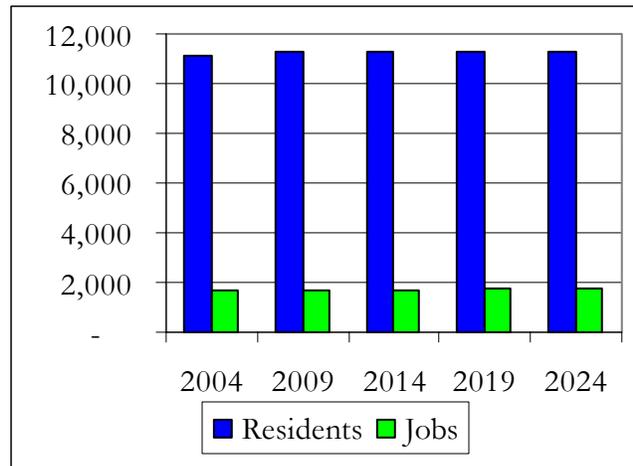
## GROWTH AND POPULATION PROJECTIONS

*Figure A-21-1. Piedmont Population & Job Base, 2004-24*

There are 11,150 residents and 1,676 jobs in Piedmont, according to Census and ABAG data.

The population density of Piedmont is 6,598 residents per square mile, significantly higher than the city median density of 4,998.

ABAG expects Piedmont’s population to grow to 11,300 by the year 2014 and not to increase thereafter, as depicted in Figure A-21-1. The job base in Piedmont is expected to grow to 1,736 in the next 15 years.

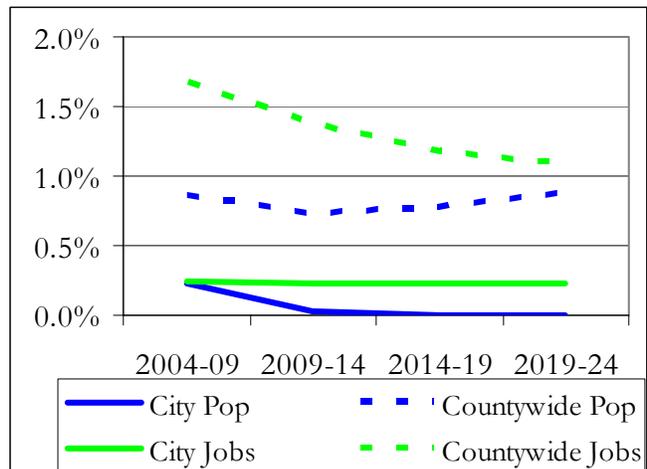


*Figure A-21-2. Annual Population & Job Growth Rates, 2004-24*

According to ABAG projections, the Piedmont population is expected to grow relatively slowly for the next five years and not to grow thereafter, as depicted in Figure A-21-2. The Piedmont job base is expected to grow much more slowly than the countywide job base over the short-term and the long-term.

No significant growth areas were identified in Piedmont.

Growth strategies or plans were not identified by the agency.



## EVALUATION OF MANAGEMENT EFFICIENCIES

The City of Piedmont stated that it does not conduct performance evaluations or productivity monitoring.

The City did not report any awards or honors within the last five years.

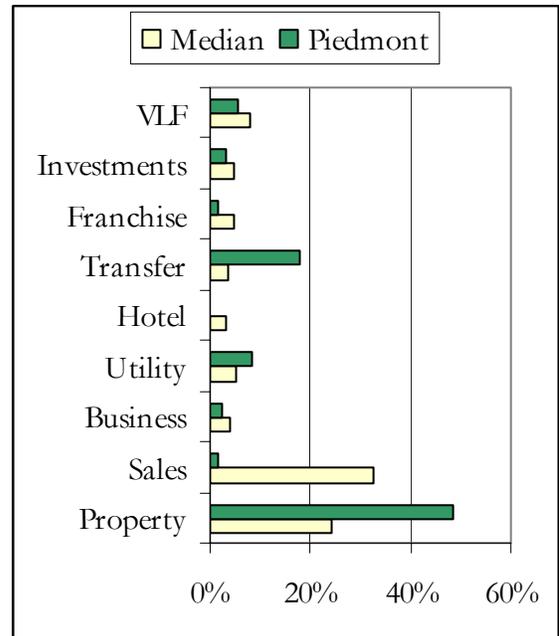
## FINANCING CONSTRAINTS AND OPPORTUNITIES

Agency financing constraints and opportunities compare a community's public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

Piedmont operates on a relatively high level of general fund revenues, with a relatively low level of reserve funds, and a relatively low level of long-term debt compared with the median.

*Figure A-21-3. General Fund Revenue Sources, FY 2000-01*

The City's budgeted general fund revenues were \$12.8 million in FY 2003-04. The general fund amounts to \$1,151 per capita, compared with the 14-city median of \$847.<sup>132</sup> Piedmont raises a relatively low share of revenue from sales and use tax, as indicated in Figure A-21-3. Sales tax accounts for two percent of general fund revenues in Piedmont, compared with the median of 33 percent. Sales tax revenue per capita was \$22 in FY 2000-01; whereas, the median city raised \$205 in sales tax per capita.



Vehicle license fee revenue constitutes six percent of Piedmont's general fund. Piedmont relies extensively on property tax and real property transfer taxes for revenue, with property tax providing 48 percent of general fund revenue, compared with the median of 24 percent. Piedmont raises an average share of revenue from utility users' taxes, and a below-average share of revenue from business and transient occupancy taxes.

Piedmont voters approved an annual parcel tax of \$18.46 per household to finance paramedic expenses in 1997, which is scheduled to expire June 30, 2005. The voters recently rejected two other parcel taxes—the municipal services tax and the service level tax—in March 2004 that would have replaced the current parcel tax and increased the tax rate to \$403 and \$63 respectively for single-family houses. In November 2004, voters will consider Measure W, a ballot measure authorizing renewal of the parcel tax. If rejected by the voters, the anticipated revenue loss upon expiration of the parcel tax is approximately \$1 million annually.

Ambulance service in Piedmont is financed in part by user fees. The maximum fee for Advanced Life Support (ALS) ambulance transport service established by the Alameda County EMS is currently \$845. Piedmont charges non-residents a user fee of \$607 that is about 25 percent lower than the fee charged by the other providers. Piedmont does not charge residents for ambulance transport, and finances ambulance transport of residents with parcel taxes, subsidies provided by the EMS CSA, and general fund revenues.

<sup>132</sup> General fund revenues per capita are based on residential population and FY 2003-04 budget data.

Piedmont's long-term debt per capita was zero, compared with the 14-city median of \$309.<sup>133</sup> The City had no outstanding government debt at the end of FY 2001-02.

Piedmont's undesignated reserves for economic uncertainties at the end of FY 2001-02 were 13 percent of general fund revenue, compared with the median reserve ratio of 17 percent. The Government Finance Officers Association recommends an undesignated reserve ratio of at least 5-15 percent.

The City participates in joint financing arrangements through various Joint Powers Authorities and multi-agency groups. As a member of the California Statewide Communities Development Authority, Piedmont has access to expertise and assistance in the issuance of tax-exempt bonds. The City receives general liability insurance coverage through its membership in the Bay Cities Joint Powers Insurance Authority, and workers compensation excess insurance through the Local Agency Workers' Excess Compensation Joint Powers Authority. City employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

---

## FIRE SERVICE

---

The Piedmont FD provides fire protection and suppression, EMS, ambulance transport services, fire prevention, fire inspection and permitting, and public education and training for City residents. The service area for the Piedmont FD is the entire incorporated area of the City.

The Piedmont FD has seven firefighters on duty 24 hours a day with ALS personnel to provide EMS.

Training of FD personnel is conducted in accordance with State and federal standards. Firefighters and paramedics receive updates on advances in techniques and technology, and participate in continuing education.

### **Dispatch**

The Piedmont PD receives and fields all 911 calls for both police and fire related emergencies.

---

<sup>133</sup> Long-term indebtedness from governmental activities as of June 30, 2002 divided by the 2002 residential population.

## SERVICE DEMAND

In 2002, the Piedmont FD responded to 950 calls for service. Approximately 80 percent of 911 calls were medical emergencies, which constituted 760 calls for service. The other 20 percent of calls relate to fires, false alarms, and other calls.

The City reported that it responded by ambulance to 801 incidents and transported 640 patients to hospitals via ambulance in 2001.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training, and costs.

The Piedmont FD reports that its typical response time varies from three to five minutes; by comparison, the median response time of Alameda County fire service providers is 4:53 minutes. The Department did not provide a specific average measure of response time.

The ISO rating for the Piedmont FD is Fire Protection Class 3 (of 10).

The FD stated that it receives approximately one complaint per year.

The FD is staffed by 24 firefighters, 12 of whom are also trained as paramedics. Piedmont staffs seven fire personnel per shift.

Fire and EMS expenditures in FY 2000-01 were \$3,074,574. On a per capita basis, the cost of providing fire service was \$279; by comparison, the median service cost per capita was \$142.

## FACILITIES

*Table A-21-4. Facilities, Apparatus and Personnel*

The Piedmont FD operates out of one fire station. The fire station was built in 1908, is owned by the City of Piedmont, and is in “good” condition.

Fire apparatus used at the facility includes two engines, one ladder truck, and an ambulance, as indicated in Table A-21-4.

Facilities	Owner	Date Built	Condition	Apparatus	Personnel
Fire Station	City	1908	Good	2 Engines Ladder Truck Ambulance	24

There were no new facilities needs or shared facility opportunities identified by the agency.

## GROWTH AND SERVICE CHALLENGES

The Department does not believe that City land use plans and growth patterns are affecting service demand, because the Department perceives Piedmont as a built-out community and views service demand as relatively constant from year to year.

The agency did not identify any service challenges.

## **REGIONAL COLLABORATION**

The Piedmont FD participates in “on demand” mutual aid agreement with the City of Oakland. This is not an automatic aid agreement. The respective departments respond when called. The Piedmont FD also has a partnership with Alameda County through the countywide mutual aid system and participates in the North Zone (Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont) Mutual Aid program.

---

## **POLICE SERVICE**

---

The Piedmont PD provides law enforcement, traffic monitoring, criminal investigation, dispatch, and public education programs. For various police services, the City relies on other agencies. For animal control services, the City contracts with the City of Emeryville and for crime laboratory, long-term holding facilities, and SWAT services, Piedmont relies on Alameda County. Piedmont relies on the City of Oakland for temporary holding facilities, and on Alameda County and UC Berkeley for bomb squad services.

The Department conducts patrol using both traditional and canine units. Search and rescue services are a joint venture with the Police and Fire Departments, with the police handling the search aspect and fire handling rescue needs.

For police academy training, the Department uses the regional facility operated by the Sheriff.

### **Dispatch**

The Piedmont PD operates and supervises the central dispatch center, which handles all 911 calls for police, fire, and medical services.

## SERVICE DEMAND

The Piedmont PD received 9,695 calls for service in 2001. The department issued 1,879 parking and 1,846 moving citations, a total of 3,725 vehicle citations.

According to the California Attorney General, there were 46 arrests performed in the City in 2002.

There were 225 serious crimes committed in the City in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 residents. The City's FBI crime rate was 204 per 10,000 residents in 2002. The City's crime rate was 48 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>134</sup>

The FBI crime rate is calculated based on population, and does not take into account the number of workers or visitors in an area. Hence, the FBI crime rate overstates crime in commercial areas. The 24-hour FBI crime rate is calculated as serious crimes committed per 10,000 people in the jurisdiction during an average 24-hour period.<sup>135</sup> The City's 24-hour FBI crime rate was 267 in 2002, which was 39 percent lower than the median city crime rate of 437.

## SERVICE ADEQUACY

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

The average response time for the Piedmont PD is less than two minutes; by comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. The Department believes that its response times may be faster than neighboring jurisdictions due to the small size of the City and central location of the police station.

The Department receives approximately three to four complaints per year.

The Piedmont PD is currently working on receiving accreditation by the Commission on Accreditation with Law Enforcement Agencies for law enforcement. The only law enforcement agency in the County with this accreditation is the Sheriff's Office.

*Table A-21-5. Piedmont Police Service Staff*

Police Service Personnel	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
Piedmont	28	20	2	0	4	13	1	8	20

<sup>134</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas.

<sup>135</sup> The 24-hour population was calculated by weighting the residential population share by two-thirds and the worker population share by one-third, and then multiplying the result by the countywide population. The number of shoppers, tourists and other visitors was unavailable for inclusion in the 24-hour population.

There are 20 police officers in the Department, in addition to eight civilians and 20 volunteers, as indicated in Table A-21-5. All police training of personnel meets POST standards. On a per capita basis, the Department's sworn staffing equates to 1.8 per 1,000 residents. By comparison, there are 1.6 sworn officers per 1,000 residents countywide.

Police expenditures in FY 2000-01 were \$3,371,444. On a per capita basis, the cost of providing police service was \$306. By comparison, the median PD cost per capita was \$228.

## **FACILITIES**

The Piedmont PD operates out of a City-owned facility. The City acquired the building in 1982 from the County, and lists it as in "good" condition. Vehicles used to provide police service include seven marked patrol cars, three unmarked cars, two motorcycles, and one electric car for parking enforcement.

Shared facilities include one room that is both equipped to act as an emergency operations center during a large disaster and connected to County emergency operations.

## **GROWTH AND SERVICE CHALLENGES**

The Department does not anticipate changes in service demand, and does not perceive any increases in service demand from land use plans and growth patterns. Projected population growth in Piedmont is expected to be minimal.

No police-related service challenges were identified by the agency.

## **REGIONAL COLLABORATION**

No regional collaboration efforts or mutual aid agreements were identified by the agency. The City relies on the County Sheriff, Emeryville, and UC Berkeley PD for various specialized services.

# CHAPTER A-22: EAST BAY REGIONAL PARK DISTRICT

The EBRPD Police and Fire departments together make up the District's Department of Public Safety, which was created in 1934.

---

## AGENCY OVERVIEW

---

### FORMATION AND BOUNDARY

The District was established on August 7, 1933 as an independent special district. The principal act under which the agency was formed is California Public Resources Code Section 5500 et. seq.

The boundary of the District is coterminous with both counties of Alameda and Contra Costa.<sup>136</sup> The District's SOI is coterminous with its boundary. The service area for EBRPD includes District regional parklands, East Bay Municipal Utility District (EBMUD) owned lands, the San Francisco Water Department Watershed, and the Middle Harbor and Point View Parks operated by the Port of Oakland.

East Bay Regional Park boundary area encompasses a total of 1,745 square miles in both Alameda and Contra Costa counties, according to County Assessor data on acreage of parcels. In Alameda County, the boundary land area of the EBRPD is 737.6 square miles.

### LOCAL ACCOUNTABILITY AND GOVERNANCE

Local accountability and governance can be measured in a variety of ways. This service review focuses on several variables, including visibility and accessibility, decision-making body and process, public participation, public access to information, customer service and community outreach.

The EBRPD has a seven-member Board of Directors; members are elected by geographic district to four-year terms. The Board meets twice a month on the first and third Tuesdays of each month.

Board meeting agendas and minutes are posted in multiple locations. The District updates constituents with a bimonthly newsletter and community outreach programs. The District posts public documents on its website.

Approximately 24 percent of service recipients (i.e. park visitors) are not constituents. At its most recent contested election in Alameda County in November 2002, the voter turnout rate was 40 percent, lower than the 53 percent countywide voter turnout rate.

---

<sup>136</sup> Since the City of Livermore annexed to the District in 1992, the territory has encompassed all of Alameda and Contra Costa counties.

The EBRPD demonstrated accountability in its disclosure of information and cooperation with the LAFCo. The agency responded to LAFCo’s written questionnaires, cooperated with LAFCo map inquires, and participated in a fire and police service interviews.

With regard to customer service, citizen complaints most often relate to off-leash dogs, speeding mountain bicyclists, trail damage from cattle grazing, and potholes in regional trails. Complaints can be submitted through phone calls, email, letters, and in-person. The District handles in-person and phone complaints directly when possible. Written complaints and the District’s responses are reviewed by the Board. All police-related complaints are investigated.

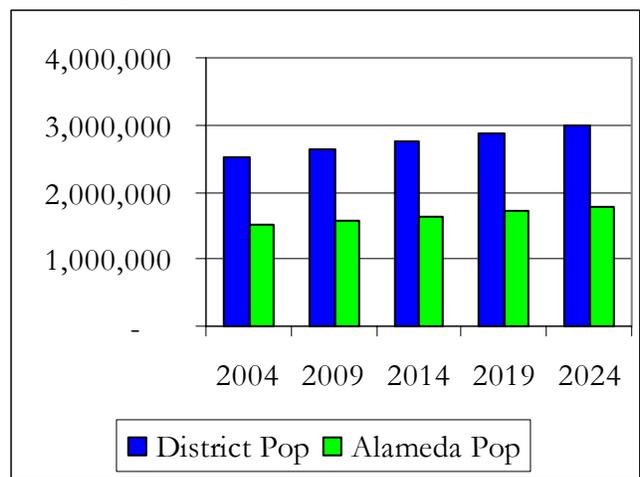
In addition to its core services and programs, the District’s community service activities include efforts to encourage recycling, waste reduction, green construction and environmentally oriented practices. The District recycles waste received in the parks, purchases recycled products, and uses alternative building materials.

## GROWTH AND POPULATION PROJECTIONS

The District population was 2,392,557 (Alameda and Contra Costa counties), according to the 2000 Census. The District’s current population, according to Census and ABAG data, is 2,516,591, of which 1,516,268 reside in Alameda County.

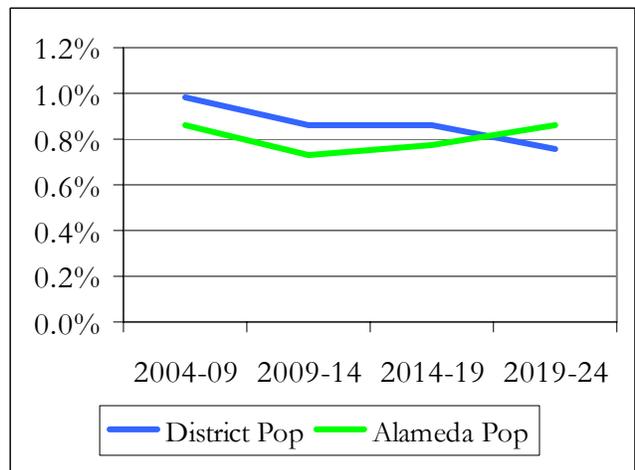
The current and projected population for the District as a whole and for the Alameda County portion of the District is depicted in Figure A-22-1. The District population is projected to grow to 2,879,360 by 2015.

*Figure A-22-1. EBRPD Population, 2004-2024*



*Figure A-22-2. Annual Population Growth Rates, 2004-2024*

Per ABAG projections, the population growth rate in the District is projected to exceed the Alameda County growth rate for the next 15 years. Over that period, the projected rate of population growth in Contra Costa County is higher than the projected growth rate in Alameda County. Figure A-22-2 depicts the projected annual population growth rate in the District as a whole and in the Alameda County portion of the District.



According to the District, the parks average 13-14 million visits per year, based on a 2002 estimate. The average resident visits six

times per year, and 90 percent of residents visit at least once a year. One quarter of park visitors are non-residents.

The District anticipates growth in park visitation due to both population growth and increased options for park visitors attributable to the District’s acquisition of new parkland.

**EVALUATION OF MANAGEMENT EFFICIENCIES**

The District annually provides performance goals for each department. The management reviews performance evaluations and written objectives with each division.

To monitor workload, the District tracks public safety and fire responses, park activities such as recreation programs, and maintenance project hours. These indicators are used to re-focus program efforts to reach goals and to provide planning benchmarks for future activity. The assessment of overall workload is required to operate and manage current parks and trails, and is used to plan the financing and construction of new facilities.

The Board’s long-term objectives include expansion of the District’s parks and facilities, increased revenue and diversification of revenue streams, improved customer service, and implementation of activity-based cost budgeting and resource allocation.

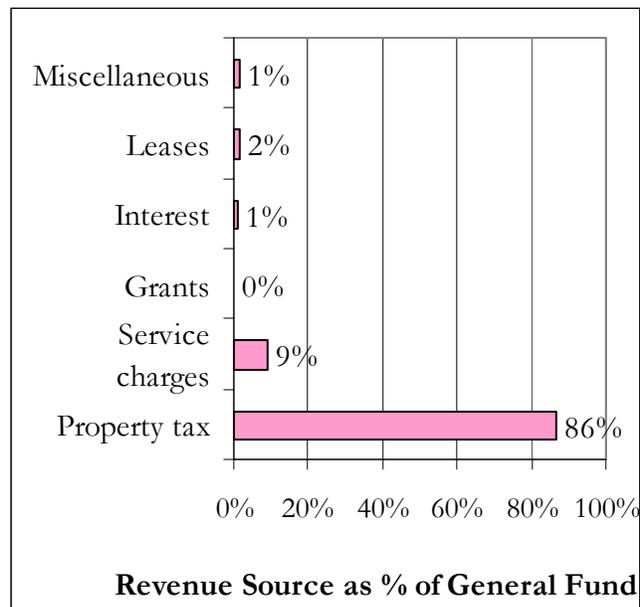
The District and its staff have received numerous awards. The General Manager was recognized in 2000 as the General Manager of the Year by the California Special Districts Association. The District’s Camp Arroyo has received a facility design award from the California Parks and Recreation Society and a “Savings by Design” award from the American Institute of Architects. The District has consistently received the Certificate of Excellence in Financial Reporting from the Government Finance Officers Association since 2000.

*Figure A-22-3. District General Fund Revenue Sources, CY 2002*

**FINANCING CONSTRAINTS AND OPPORTUNITIES**

Agency financing constraints and opportunities compare a community’s public service needs with resources available to fund the services. Some of the factors we used in analyzing the financing constraints and opportunities include revenue sources, revenue projections, debt, and reserve levels.

The District operates on a relatively low level of reserve funds and a relatively low level of long-term debt. General fund revenues were \$73 million, and the District’s total revenues were \$105 million in Calendar



Year (CY) 2002.<sup>137</sup> On a per capita basis, the District’s general fund revenues were \$30 and its total revenues were \$43 in 2002.

The District relies primarily on property tax revenues, and secondarily on special assessments (included in miscellaneous revenues), service charges and grants, as indicated in Figure A-22-3. Service charges include parking fees, shuttle fees, facility rental fees, concession leases and public safety charges, among others. The District receives \$3.7 million in special assessments for trail maintenance, which is levied district-wide, as well as \$0.1 million in special assessments from East Contra Costa County.<sup>138</sup> The District’s lease revenues consist of district residences, grazing leases and communication leases.

The District’s voters have twice rejected a special parcel tax to supplement the District’s revenue base. In 1998 and in 2002, a parcel tax to be used for park maintenance, operations and safety improvements received 65 percent and 61 percent support, just short of the two-thirds affirmative vote required.

Most of the District’s long-term debt is associated with a 1998 general obligation bond that financed land acquisition as well as development and improvement of recreational space. General obligation bonds are authorized by the voters, and repaid through ad valorem property taxes levied by the District. The District consistently receives a “very strong” (Aa2) underlying financial rating from Moody’s for its general obligation bond issues.

The District’s reserves for economic uncertainty and disasters at the end of calendar year 2002 were six percent of general fund revenue. The District’s contingency reserves do not include its reserves for cash flow purposes. The District maintained substantially more resources in designated fund balances, with an overall unreserved fund balance of 41 percent of general fund revenue in 2002. The District’s reserve ratio is not comparable to reserve ratios of the cities.

The District participates in various joint financing arrangements, including a Joint Powers Authority with EBMUD for providing police service on EBMUD properties. The District receives general and automobile liability insurance coverage through its membership in the California Public Entity Insurance Authority. The District receives excess workers compensation insurance through the Local Agency Workers’ Compensation Excess Joint Powers Agency. District employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan. The District has issued grants to local governments to assist with the acquisition and improvement of park spaces.

---

## FIRE SERVICE

---

The District provides fire services to regional parklands in both Alameda and Contra Costa counties. The EBRPD also provides the first response for medical calls in parklands not served by local agencies. These calls are typically in remote areas where only four-wheeled fire apparatus and the District’s helicopter have access. Ambulance services are provided by AMR.

---

<sup>137</sup> District financial figures are from its 2001 Comprehensive Annual Financial Report (CAFR). Its fiscal year is on a calendar year basis.

<sup>138</sup> The assessments are levied through a landscape and lighting district.

The fire services provided by the District include fire prevention and suppression, EMS, response and management of hazardous materials incidents, search and rescue, and resource management and habitat improvement through a program of prescribed burning, hand crew work, mechanical treatments, and grazing.

Although the District employs 13 full-time personnel—10 are employed year-round and three work nine months of the year—for fire and EMS response, the District’s fire stations are not staffed or in use at all times. The District staffs the stations with up to 48 additional “paid-on-call” firefighters during the peak fire season (June through mid-November). The District also staffs the stations in response to extraordinary visitor use, wildland fires and fire-prone weather conditions.

The District responds to incidents concurrently with other agencies. Fire response on approximately 29,500 acres of District parkland in Alameda County is shared with the California Department of Forestry (CDF) and on 13,000 acres of parkland within cities is shared with municipal fire departments. The District’s response area includes areas both within and adjacent to parklands. In remote areas, primary fire suppression responsibility lies with ACFD or the California Department of Forestry (CDF). The EBRPD Fire Department provides secondary wildland fire response in support of CDF.

### **Dispatch**

The District operates its own communications center where 911 calls from both counties are received. The center handles calls for both fire and police and is staffed by two to five dispatchers at a time, depending on the time of year. Total dispatch staff consists of 13 dispatchers and four supervisors. Most 911 calls placed in the parks are made by cellular phones; hence, most calls are initially routed to the CHP. CHP then routes the call to the EBRPD communications center.

### **SERVICE DEMAND**

The District provided a six-year annual average of its calls for service. On average, the EBRPD FD responded to 79 fire calls, 192 EMS calls, 38 Haz Mat, and 24 Mutual Aid calls annually. There were also 11 prescribed fires, six search and rescue incidents, and 87 other types of calls. There are approximately a total of 900 reports generated from incidents annually. Most of the service calls occur during warm weather when park visitation and wildfire conditions peak.

### **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, training and costs.

The average response times for 2003 are 11 minutes for medical aid calls, 16 minutes and 30 seconds for wildland fires, nine minutes and 30 seconds for vehicle fires, and 12 minutes and 12 seconds for injury accidents. Due to the vast land and geography served by the District, response times are not equivalent to the urbanized areas of municipal jurisdictions. From anywhere within the District, the Department helicopter can deliver an injured person to the appropriate hospital within eight minutes.

The District’s FD is not rated by ISO at this time.

The District did not receive any complaints related to fire service in 2003.

The District FD has 10 full-time year-round employees and three who work nine months out of the year. The Department also employs seasonal personnel during peak fire season. An additional 48 full-time employees, who hold primary positions outside the Department, are “on-call” to provide assistance to the Department when needed. When needed, additional staffing is provided for medical response based on visitor use levels in the parks and the anticipated response time of the cooperating fire agencies.

Fire and EMS expenditures in FY 2000-01 were \$1,554,622. The per capita cost cannot be calculated, because the average park visitor population at a given time is currently unknown.

## FACILITIES

The District FD operates out of 10 fire stations, six in Alameda County and four in Contra Costa County, as listed in Table A-22-4. Fire Station No. 10 in Castro Valley serves as the FD headquarters and is staffed year-round. Fire Station No. 1 in the East Bay Hills (near Berkeley in the Tilden Regional Park) is the Department’s main operations station and it is staffed during the daylight hours seven days per week during the wildland fire season. Fire Station No. 5 at Lake del Valle (Livermore) is staffed on weekends during peak fire season. The other fire stations are equipped with fire apparatus and are staffed on an as-needed basis, during periods of high wildland fire danger or periods of extraordinary visitor use.

*Table A-22-4. Facilities, Apparatus and Staffing*

Facilities	Owner	Date Built	Condition	Apparatus	Staffing Pattern	Personnel
Station 1	EBPRD	1960s	Poor	Brush Truck Engine Watertender	Year-round 40 hours/wk	2 weekday 4 weekend
Station 2	EBPRD	Early 1960s	Poor	Rescue Vehicle Brush Truck Engine	As-needed	As-needed
Station 3	EBPRD	1999	Good	Brush Truck	As-needed	As-needed
Station 4	EBPRD	Unknown	Poor	Brush Truck	As-needed	As-needed
Station 5	EBPRD	Unknown	Poor	Brush Truck Engine	June to Mid- November Weekends	weekend
Station 6	EBPRD	Unknown	Poor	Brush Truck	As-needed	As-needed
Station 7	EBPRD	Late 1970s	Fair	Brush Truck	As-needed	As-needed
Station 8	EBPRD	Early 1980s	Fair	Brush Truck	As-needed	As-needed
Station 9	EBPRD	Early 1960s	Fair	Brush Truck	As-needed	As-needed
Station 10	EBPRD	1978	Poor	Brush Truck Engine	Year-round exc. Saturday	2 weekday 1 weekend
<i>Notes: Stations 3, 6, 8, and 9 are in Contra Costa County. Brush truck is a 4-wheel drive truck designed for off road and fire trail access.</i>						

Six of the 10 fire stations were classified by EBRPD as in poor condition. EBRPD is in the process of repairing four of the six stations in poor condition. EBRPD is not currently addressing deficiencies at Fire Station Nos. 4 and 10 due to financing constraints.

EBRPD shares office space with CDF for prevention and pre-fire planning. The District has an agreement with the City of Berkeley Fire Department for shared apparatus bay space and staffing on high wildland fire danger days at the City's new fire station in the East Bay Hills, which is currently under construction. The EBRPD FD is open to negotiating agreements for additional opportunities for facility sharing if it meets the District's need for seasonal and remote response areas.

Helicopters are used by the FD to provide helitack and water bucket responses to fires during the summer fire season. The helicopter and medical crew are also dispatched to medical aid calls from locations within the District that are not accessible by ground ambulance. The helicopter can land and provide direct medical care, and can easily be configured into an air ambulance in order to convey injured persons to the appropriate hospital. The District's helicopter, when staffed with a volunteer flight medic is a certified ALS transport aircraft.

## **GROWTH AND SERVICE CHALLENGES**

The District anticipates growth in park visitation due to both population growth and increased options for park visitors attributable to the District's acquisition of new parkland. The District's FD resources are expected to grow to meet the District's needs. When EBRPD acquires new park property, the FD evaluates the impact of the additional property on service demand. The FD perceives growth patterns to be increasing service demand, and indicates that growth and service demand issues are addressed in the annual budget process.

The FD identified service challenges relating to the remote nature of many park areas. There may be delay in the reporting of incidents due to the lack of telephones in remote areas. In addition, individuals reporting incidents often cannot provide a precise incident location. Structures built near new park acquisitions present fire hazards that are being mitigated by the Department's fire and fuels management program.

## **REGIONAL COLLABORATION**

EBRPD responds regularly to assist the cities of Berkeley, Oakland, Moraga, Orinda, and El Cerrito within agreed-upon mutual response areas bordering regional parks. The cities, in turn, respond to wildland fires and after-hours EMS calls made in the regional parks.

EBRPD also responds regularly to assist the California Department of Forestry (CDF) with wildland fires in State Responsibility Areas, and CDF assists EBRPD as-needed with wildland fires in the parks. The EBRPD provides coordination with other fire service agencies, including the California Department of Forestry (CDF), which includes review and evaluation of fire-related design and environmental impact issues and incident command for major emergencies. The District works closely with CDF on fire prevention issues involving prescribed burns and vegetation management. The District also participates in the Hills Emergency Forum and Diablo FireSafe Council.

EBRPD operates and maintains four Remote Automated Weather Stations (RAWS). The stations are part of a network of 10 weather stations collecting fire weather data throughout the East Bay area. The data collected is processed through the USDA's Weather Information Management System to produce wildland fire danger ratings. These ratings are used to set fire dispatch levels, educate the public, and restrict visitor use of parks area when fire danger is high. The EBRPD FD

indicated that sharing fire danger rating information could be better utilized and shared by the fire service providers in the region.

---

## **POLICE SERVICE**

---

The District PD provides full police services to all District parklands. The PD's service area consists of EBRPD parklands, regional trails, and other facilities in Alameda and Contra Costa counties.

The PD provides patrol services, under contract, for EBMUD watershed properties, with an emphasis on protecting the watershed and reservoirs as well as protecting the public visiting EBMUD's recreation facilities.

The District also contracts with the Port of Oakland, for policing Middle Harbor and Port View Parks in the City of Oakland. The District also has an agreement with the San Francisco Water Department for policing their watershed and parklands in the Sunol wilderness area.

The District PD depends on various outside agencies for the provision of other police services. For crime lab, temporary and long-term holding facilities, and SWAT services, the District uses Alameda County Sheriff or Contra Costa Sheriff Departments on an as-needed basis. The District uses the Alameda County Sheriff, UC Berkeley, and City of Walnut Creek for bomb squad services.

Six teams, under the direction of watch commanders and sergeants who serve as shift supervisors, provide daily coverage for all calls for service. The District and EBMUD watershed facilities are divided into six beats (geographical areas based on equal division of calls for service). Beats are modified as demand changes to ensure timely response by the patrol beat officer. The District staffs at least one officer per beat year-round, with up to three officers per beat on crowded summer days. Much of the work is seasonal with thousands of visitors in the summer, and fewer visitors in the winter.

Specialized police services provided by the Department include a helicopter unit, a special enforcement unit, and a marine patrol unit. The District PD operates two turbine-powered helicopters that provide full-time police patrol coverage. Two Police Officer-Pilots and one Volunteer Flight Medic operate the aircraft. Search and Rescue services are provided by volunteers and District FD personnel.

### **Dispatch**

The District operates its own Communications Center where all 911 calls in the District are received, from both counties. All police units are also dispatched through the Center. The Communications Center is staffed by two to five dispatchers. Total Center staffing consists of 13 dispatchers, four supervisors and clerical staff for the records unit. The Center is located in Castro Valley and operates on a computer aided dispatch system, which allows for rapid automated data exchange and recordkeeping.

Most 911 calls placed in the park are made by cellular phones; hence, most calls are initially routed to the CHP. CHP then routes the call to the EBRPD Communications Center.

**SERVICE DEMAND**

In 2002, the District PD responded to a total of 6,386 calls for service. There were 131 911 calls, 606 alarm calls, and 4,350 other types of calls. A large proportion of workload in the District is based on officer observation. There were 1,299 calls on-view by officer in 2002. Officer initiated activity included 251 warnings, 393 arrests, and 2,391 citations.

In 2002, there were 31 California Crime Index offenses and 95 FBI Crime Index offenses in the District. The crime rate based on countywide population is not relevant; crime must be gauged based on park visitors, an accurate count of which was not available.<sup>139</sup>

**SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

The average response time for the District was 19 minutes for the month of July in 2002; both counties are included in the average. By comparison, the median priority-one response time of Alameda County police service providers is 4:25 minutes. The District covers vast land and geography and, in many cases, helicopters provide faster service.

In 2002, the Department received 11 complaints. All police-related complaints are investigated.

The District PD has 61 sworn police officers and 29 support staff. The staffing is shown in Table A-22-5. The District conducts its own police training and uses outside training services; all meet POST standards. Per capita staffing is not a meaningful indicator for EBRPD, because the District’s population does not correspond to park visitation.

*Table A-22-5. EBRPD Police Service Staff*

	Total Authorized Positions	Total Sworn Officers	Captains	Lieutenants	Sergeants	Officers/Deputies	Other Sworn	Civilian Emps	Volunteers
EBRPD	90	61	1	3	11	45	1	29	250

Police expenditures in FY 2000-01 were \$8,418,898. The per capita cost is not comparable to other providers’ costs, and average daily visitor counts were not available.

**FACILITIES**

The EBRPD Public Safety Headquarters is located above Lake Chabot in Castro Valley. The facility houses both the Police and Fire Departments. The building was acquired from Chabot College and is owned by the District. The facility was built in the 1950s and is in “fair” condition. Vehicles used to provide police service include 28 marked patrol cars, seven unmarked cars, five motorcycles, one boat, two helicopters, five all-terrain vehicles, and bicycles.

---

<sup>139</sup> Although the District estimates that it receives 13-14 million visits annually, the crime rate must be calculated based on the average population at any given time. Due to a lack of data on the average length (hours) of a park visit, this calculation could not be made with the available data.

The Department also operates out of a substation at the San Pablo Reservoir in Contra Costa County. The owner of that facility is EBMUD. The station was built in 1983 and is in “good” condition.

As part of its Police Services Agreement with EBMUD, the District provides a fleet of police vehicles including four-wheel drive utility vehicles and off-road motorcycles. EBMUD also provides patrol boats at each of its reservoirs.

Three of the District operated facilities located at Crown Beach, Lake Del Valle, and Eastshore State Park are owned by the State of California, but operated by the District.

The Department identified no current facility needs, but the Department is at capacity; any new growth will create additional service needs.

## **GROWTH AND SERVICE CHALLENGES**

A major factor in service demand is the acquisition of parklands. District land use plans and growth patterns are increasing service demand. The District PD reports that its headquarters facility is currently at capacity. The Department will need to expand the facility to accommodate planned development in future growth areas.

Difficult to serve areas for the District include the rural areas and open space land, which require helicopter response and medical evacuation. There are many secluded backpacking trails in Sunol, and other rough terrain areas, which can make response difficult.

## **REGIONAL COLLABORATION**

Within Alameda County, the Department has policing agreements to serve park areas in East Shore State Park, in the cities of Emeryville, Berkeley, Pleasanton, and Alameda. The District serves by contract non-park lands for EBMUD, for the Port of Oakland, and for the San Francisco Water Department in the Sunol wilderness area. The District Police helicopters also frequently assist any police or fire agency requesting mutual aid in either county served.

## CHAPTER A-23: OTHER FIRE SERVICE PROVIDERS

There are several fire service providers in Alameda County that are not under the Alameda LAFCo's jurisdiction, including the California Department of Forestry (CDF), the U.S. Army, the San Ramon Valley Fire Protection District (SRVFPD), and the Lawrence Livermore National Laboratory (LLNL).<sup>140</sup>

The LLNL provides its own fire and emergency medical services. The Lab is located on the eastern side of the City of Livermore, and operates two fire stations.

The Parks Reserve Forces Training Area (Camp Parks) is also a provider of fire services at the U.S. Army facility near the City of Dublin. The Camp Parks FD is staffed by 14 full-time employees operating from a single fire station. The staff includes a Fire Chief, two captains, a fire inspector, nine fire fighters, and an administrative assistant. The fire station is equipped with three engines, and receives approximately 500 service calls per year.

The SRVFPD provides first-response service to a small area in northern Dublin. The CDF provides contract service to the Sunol area. Neither the SRVFPD nor CDF is under Alameda LAFCo's jurisdiction; however, the operations of these two agencies are discussed in this chapter as they are involved in regional collaboration in Alameda County. These service providers were not required to participate in the municipal service review, but have nonetheless provided some information on their operations, as discussed below.

---

### CALIFORNIA DEPARTMENT OF FORESTRY

---

The CDF provides two prongs of service in the unincorporated areas of Alameda County. CDF provides brush fire coverage on any open range land and wildlands outside incorporated areas in the eastern part of the County, as well as automatic aid to assist the Alameda County Fire Department (ACFD) with structure fires. CDF also provides full fire service in the Sunol and Kilkare unincorporated areas of the County under contract with the ACFD.

The Sunol service area extends from Castlewood Drive (off I-680) to Vargas Road (on I-680); then on Hwy 84 from Pigeon Pass (84 turns into Niles Canyon on west) and all the way to the Fremont City limits on Niles Canyon.

#### FACILITIES

The CDF station is located in the Sunol area. It is equipped on a year-round basis with a Type I engine provided by ACFD.

Between May 15 and November 15, CDF equips this station with two additional engines (Type 3) with a 3-person company each, a bulldozer unit, and with a battalion chief. During winter

---

<sup>140</sup> The U.S. Forest Service does not provide service within Alameda County.

months, only the Type 1 engine is staffed. The CDF-owned engines can be dispatched to fires outside the Sunol location, to wildland fires further away.

### **Dispatch**

Dispatch services for the ACFD engine at the Sunol station are provided by the County dispatch (Alameda County Sheriff to LLNL dispatch center). Dispatch services to the CDF engine companies are processed through the CDF center in Morgan Hill, California.

For a structure fire in Sunol, the call is routed to Alameda County dispatch, which will dispatch the County engine to the fire and will notify the CDF dispatcher in Morgan Hill. CDF also has mutual aid agreements with the cities of Fremont and Pleasanton. For a structure fire in Sunol, the County station in Livermore may send mutual aid. Fremont and Livermore/Pleasanton Fire Departments also provide mutual aid.

### **REGIONAL COLLABORATION**

For brush fires, the Sunol CDF unit has mutual aid with CDF stations in neighboring counties—including Contra Costa, San Mateo, Santa Cruz, San Joaquin, and Santa Clara stations. The wildland engines could be dispatched as far away as Redding. The State backfills to ensure coverage in Alameda County with another Type 3 engine.

For a wildland fire, the CDF may issue a full wildland dispatch involving eight engines, two bulldozers, a helicopter, an air attack plan (spotter), two air tankers (loaded with retardant) and two chief officers.

For fires in the EBRPD lands, the dispatch is typically routed first to EBRPD; EBRPD then typically calls CDF. CDF indicated that the State is ultimately responsible for the regional parks.

There are opportunities for unique service arrangements with the County. In six counties, the county provides wildland protection under contract with the State. There are no opportunities for unique collaborations with the U.S. Forest Service, because the U.S. Forest Service does not provide any service within Alameda County.

---

## **SAN RAMON VALLEY FIRE PROTECTION DISTRICT**

---

The SRVFPD in Contra Costa County provides first-response fire and paramedic service to a small area in northern Dublin under an automatic aid agreement with ACFD.

The District's service area in Alameda County is located east of I-680 and just south of the County line. The area extends east of Stagecoach Road in Dublin.

In 1997, the District took over fire service to the area that had been previously served by the Dougherty Regional Fire Authority prior to its dissolution.

The SRVFPD responds to as many as 100 incidents in northern Dublin, with the actual number of calls varying from nine to 100. The annual average number of calls was estimated as approximately 50. For the District as a whole, 62 percent of calls are for medical emergencies and 15 percent are false alarms. The remaining calls include fires, good-intent calls, and non-emergencies.

The District has received an ISO rating of 2. The District's average response time in 2000 was 5:22 minutes.

## **FACILITIES**

The District's Station No. 39 located on Al Costa Boulevard in southern Contra Costa County provides service to the Dublin service area. Station No. 39 is in "excellent" condition, is equipped with one engine and two ambulances, and is assigned nine personnel. The District uses only its engine for response to the Dublin area; its ambulances are not needed as AMR is the ambulance transport provider in Dublin.

### **Dispatch**

Dispatch services for Dublin service calls are provided by the LLNL dispatch center.

## **REGIONAL COLLABORATION**

The District participates in automatic and reciprocal mutual aid with ACFD.

At the time of MSR interview, the SRVFPD and ACFD were developing an automatic aid agreement in which SRVFPD may provide first-response service to areas of northern Dublin in the vicinity of Dougherty Road and Tassajara Road from two additional stations (Nos. 30 and 36).

The District is developing a rapid intervention crew to comply with the 2004 National Fire Protection Association (NFPA) standards. The rapid intervention crew consists of two to four personnel, and is responsible for monitoring and rescuing firefighters who are lost or trapped in a fire. The District is open to regional collaboration that would involve sharing its rapid intervention crew with fire departments in Alameda County under mutual aid agreements.

## CHAPTER A-24: OTHER POLICE SERVICE PROVIDERS

There are a number of police service providers in Alameda County that are vested with full peace officer powers which are not under LAFCo’s jurisdiction.

*Table A-24-1. Crimes Reported, 2002*

<b>Police Provider</b>	<b>FBI Crime</b>	<b>CA Crime</b>
BART Police	1,518	423
UC Berkeley	1,000	146
Union Pacific Railroad	608	598
California Highway Patrol	206	177
CSU Hayward	120	51
East Bay MUD	45	2
Lawrence Livermore Lab	11	0
Ohlone College	NA	NA
U.S. Army	NA	NA

The Union Pacific Railroad police have jurisdiction on railroad property, and reported 608 serious crimes in Alameda County in 2002. The California Highway patrol (CHP) which serves the freeways and provides traffic enforcement in the unincorporated areas, reported 206 serious crimes in 2002. The California State University (CSU)—Hayward PD patrols the campus in Hayward, and reported 120 serious crimes in 2002. The East Bay Municipal Utility District (EBMUD) properties are patrolled by the East Bay Regional Park District (EBRPD) police; there were 45 serious crimes reported on the EBMUD property in 2002. There were 11 serious crimes reported at the Lawrence Livermore National Laboratory in 2002, as depicted in Table A-24-1.

The Ohlone College provides its own police services and employs sworn peace officers; however, the Fremont PD performs arrests on the campus so crimes occurring on campus are included in Fremont’s crime statistics. The U.S. Army is also a provider of police services in Alameda County at the Parks Reserve Forces Training Area (Camp Parks) near Dublin, as well as to other federal clients within an exclusive federal legislative jurisdiction.

The UC Berkeley PD and the Bay Area Rapid Transit (BART) police are both involved in regional collaboration with agencies under LAFCo’s purview. The operations of these two agencies are discussed in this chapter. These service providers were not required to participate in the MSR, but have nonetheless provided some information on their operations, as discussed below.

---

### **UC BERKELEY POLICE DEPARTMENT**

---

The UC Berkeley Police Department (UCPD) provides patrol, investigation, crime prevention education, emergency preparedness, and related law enforcement services for the Berkeley campus community, including the Lawrence Berkeley National Lab. UCPD patrols all University-owned property in Berkeley, Albany, Oakland, Emeryville, Richmond, and Contra Costa County, and has concurrent jurisdiction with local police agencies within a mile of that property. Aside from the campus proper, UC Police also patrol 160 acres of ecological area in the hills behind campus and student housing located in the cities of Berkeley and Albany.

The Department uses the County's crime laboratory, and contracts with the County for long-term holding facilities. UCPD provides bomb squad services under contract to a number of jurisdictions.

## **POLICE SERVICE**

The Department is staffed by 77 sworn officers, 45 full-time non-sworn personnel, and 60 student employees.

The Patrol Division provides primary and traditional law enforcement services to the Berkeley Campus and nearby community. Patrols are conducted on foot, by car, by motorcycle, and by bicycle. The Division is staffed by a captain, a lieutenant, eight sergeants and 39 officers. Four officers are assigned to joint bicycle patrol with partners from the City of Berkeley PD. The Security Patrol Officer Program (SPO) provides non-sworn, uniformed officers to University facilities both on and off the central campus. The SPO Program covers eight work sites with a staff of 20 under the supervision of a Police Sergeant.

UCPD's investigations unit is staffed by five detectives, a sergeant and a captain.

UCPD conducts its own police training, following the standards of the California Commission on Peace Officer Standards and Training (POST). Officers receive the same basic training as city and county peace officers throughout the State, plus additional training to meet the unique needs of a campus environment.

The UCPD Bomb Squad has earned and received national accreditation from the Federal Bureau of Investigation. The unit provides contract services to Alameda County's northern cities, cities in Contra Costa and Marin counties, and the Golden Gate Division of the CHP. The Bomb Squad includes bomb sniffing dogs and their handlers. The explosive detection canines are specifically trained to detect different types of explosives.

A separate canine unit assists during investigations and venue security by searching prior to special events, concerts, and sporting events.

The UCPD's SWAT unit has a dual purpose: high-risk services and mass arrest services. The Negotiations and Entry Team (NET) is used in situations involving high risk warrant service, hostage taking, armed barricaded subjects or other situations that present a high degree of danger to life or property. NET members are specially trained in the use of a variety of weapons, hostage rescues, executive protection and capturing barricaded suspects. The mass arrest unit is responsible for situations involving mass arrests and with special crowd control problems. The SWAT team is staffed by a Commander (Captain), three sergeants, and 10 officers.

Search and rescue service is provided by the University's Office of Emergency Preparedness.

## **Dispatch**

UCPD provides its own dispatching service from a communications facility located on campus. There are two dispatchers staffing the dispatch operation on each shift.

## **SERVICE DEMAND**

In 2002, the UCPD received 23,000 calls for service. There were a total of 890 arrests, 2,460 citations issued and 5,300 warnings issued by UCPD.

There were 1,000 serious crimes committed on the campus in 2002. Serious crimes are tabulated and compared across jurisdictions and time using an indicator called the FBI crime rate, which is expressed as crimes per 10,000 of the population. The UC Berkeley FBI crime rate was 302 per 10,000 of the population in 2002. The campus crime rate was 23 percent lower than the median city crime rate—391 crimes per 10,000 residents.<sup>141</sup>

## **SERVICE ADEQUACY**

Service adequacy can be gauged by a variety of factors, such as response time, complaints, staffing levels, officers per 1,000 residents, and costs.

Patrol response time to emergency and high priority calls for service was under five minutes for over 95 percent of calls in 2002. Response times for all other calls for service were not provided.

UCPD did not provide the number of complaints, but did explain their complaint process. Citizens may file complaints via phone, email or in writing to the Police Chief. A Duty Supervisor reports all complaints to the Chief's office for investigation and to the Police Review Board, which was established by the Chancellor of the University. The Police Review Board also reviews and makes findings on complaints. Complaints may be appealed to a three-person appeal panel appointed by the chair of the Police Review Board. The panel reviews the investigative findings and determines whether to affirm the findings or refer the complaint on to the full Police Review Board for further investigation or review.

## **FACILITIES**

The UCPD police station includes a communications facility for dispatching purposes and 24-hour temporary holding facilities. The police station is owned by the University of California.

## **GROWTH AND SERVICE CHALLENGES**

UCPD does not anticipate a significant increase in service demand from growth.

UCPD reports that there is one difficult-to-serve hilly area on the east side of campus, where response times are typically one to two minutes longer than on the rest of the campus.

---

<sup>141</sup> The number of FBI crimes was provided by the California Attorney General. The authors calculated the median based on the crime rates in the 14 cities and the unincorporated areas. The campus residential population source is the University website.

## **REGIONAL COLLABORATION**

UCPD coordinates closely with the City of Berkeley PD, operating joint patrol programs in the south campus area, and communicating at all levels to ensure the effective provision of police services.

UCPD and the City of Berkeley PD collaborate in patrolling University and City of Berkeley properties located in the South Campus Business District. Under the joint project—known as the Telegraph Avenue Patrol (TAP)—both agencies serve as primary responders to calls for service in People’s Park. The officers are required to adhere to their individual department policies and procedures in handling calls for service on their respective properties. TAP officers assist the Negotiations and Entry Team, investigations and other agencies in the service of search warrants, surveillance and various other types of operations.

UCPD collaborates with regional law enforcement by assigning a detective to the Alameda County Narcotics Task Force and another to the Sexual Assault Felony Enforcement Task Force.

---

## **BAY AREA RAPID TRANSIT POLICE DEPARTMENT**

---

The Bay Area Rapid Transit (BART) PD is responsible for law enforcement at BART stations, parking lots, and facility property. The full-service PD provides patrol, investigation, crime lab, canine, and dispatch services.

There are 284 police personnel, of which 204 are sworn peace officers. Community service assistants, communications and 911 dispatchers, revenue protection guards, and clerical staff and supervisors comprise the Department's civilian employees.

The BART police force includes 204 fully sworn peace officers that have the same powers of arrest as city police officers and county sheriff's deputies. BART officers attend the same police academies as municipal police officers and receive continuous police training. If there is immediate danger to persons or property, BART officers may arrest, cite and release, or warn perpetrators.

Most officers are assigned to the Patrol Bureau and are eligible for specialized assignments, including: field training officer; canine handler; investigations; bicycle patrol; youth services; field evidence technician; personnel and training; crime analysis; traffic; and the anti-vandalism and special-enforcement teams. The BART Special Problems and Rescue (SPAR) team is its elite enforcement unit, similar to SWAT.

Qualifications and training for BART police officers exceed the guidelines of the State’s Commission on Peace Officer Standards and Training (POST), which certifies all California peace officers. In addition to meeting POST requirements, every BART police officer applicant must have completed the equivalent of one year of college (at least 30 college-semester units).

## **FACILITIES**

The BART PD's main headquarters are located at the Lake Merritt BART station in Oakland.

The Department has additional substations which serve Alameda County - in Berkeley, El Cerrito, Pittsburg/Bay Point, Orinda, and Castro Valley.

The Department shares a facility with San Bruno for serving the San Mateo service area, but does not currently share facilities within Alameda County.

## **REGIONAL COLLABORATION**

To prepare for major emergencies, critical incidents, and tactical call-outs, the Department is a signatory to the Bay Area's mutual-aid pacts. Select officers receive training in special weapons and tactics, emergency rescues, crowd management, and crisis negotiations. On an as-needed basis, BART conducts local policing ventures with cities to address crime issues affecting both agencies. For example, BART and the Oakland PD jointly patrolled an area in and around a BART station to address robbery in 2003.