

## L. Public Services and Facilities

This section describes existing public services and facilities at the Kaiser Permanente OMC project site and vicinity. It also analyzes the impact of the project on the delivery of public services, and possible adverse physical impacts to the environment that could result from a need to provide new or physically altered facilities, resulting from the project. The analysis reviews fire protection, emergency medical response, police services, public schools, parks and recreation facilities, and libraries, and potential impacts are identified, as necessary.

### Setting

#### Police Protection Services

##### *Facilities and Staffing*

The Oakland Police Department provides police protection services throughout the city. The Police Department is headquartered at 455 7th Street in downtown Oakland, and there is one sub-station located at 2651 23rd Avenue.

The Police Department is authorized for 739 full-time, sworn police officers and about 427 civilian (non-sworn) employees. Currently, there are 722 sworn police officers and a civilian staff of about 340 (Poulson, 2004). The ratio of police officers per 1,000 residents is approximately 1.8, based on the City's population, as of January 1, 2004, of 411,609 from the California Department of Finance.

The city of Oakland is divided into six geographic areas and 35 patrol beats. Each patrol beat generally includes an area with between 5,000 and 7,000 residents. A neighborhood services coordinator, a civilian employee that acts as the liaison between the community and the Police Department, is assigned to each patrol beat. The neighborhood services coordinator works with the community to set priorities and develop strategies to improve public safety and reduce crime. There are also two problem solving officers assigned to each of the six geographic areas in the city. Problem solving officers do not respond to calls for service, and are responsible for conducting projects in the community that patrol police officers frequently can not handle. Projects vary depending on needs of the community.

The project site is located within patrol beats 8X and 9X. Patrol beat 8X is generally bounded by 40th Street to the north, West Grand Avenue to the south, Harrison Street to the east, and Highway 980 to the west. Patrol beat 9X is generally bounded by an imaginary line from College Avenue and Broadway to the Piedmont City border at Ramona Avenue to the north, Interstate 580 (I-580) to the south, Oakland Avenue and the Piedmont border to the east, and, Broadway to the west. Patrol beats 8X and 9X each have one officer assigned, 24 hours a day. Officers generally work ten-hour shifts, four times each week. At any one time, citywide, there are 39 officers, a watch commander, and several supervising sergeants on duty – all sworn personnel. The department's Crime Reduction Unit adds approximately 14 officers during the afternoon and nighttime hours, and the Traffic Operations Unit staffs between six to eight officers

throughout the day, which additional staff available for special events and periods of special staffing needs.

### ***Service Demand***

All emergency (911) and non-emergency calls for police, fire, and medical services are received through the police department's communications center at 1605 Martin Luther King Jr. Way. Calls for fire and medical services are routed to the fire department for dispatching. Police calls are prioritized by a computer-aided dispatch system, which may be overridden by dispatchers, and police officers are dispatched from the police communications center by radio and/or laptop computers mounted in police vehicles.

In 2004, there were about 646,883 calls received and 244,286 emergency calls dispatched. This equates to about 593 dispatched calls per thousand residents, based on the City's population of 411,609 from the California Department of Finance. The Police Department's citywide response time to calls for police services generally reflects the perceived seriousness of the call. Incoming calls for police services are prioritized as follows: Priority 1 means potential danger for serious injury to persons, violent crimes, serious public hazards, felonies in progress; Priority 2 refers to urgent but not emergency situations such as hazardous or sensitive matters, in-progress misdemeanors and crimes, etc.; Priority 3 calls are reports of incidents that do not present immediate danger to life or property. Dispatch times vary, although generally, 63 percent of Priority 1 calls are dispatched within five minutes (Grieve, 2005). In 2004, there were 1,318 reported crimes in Beats 8X and 9X, which include the project site, or about four percent of the total reported crime citywide during 2004.

### ***Kaiser Permanente OMC Onsite Security***

In addition to police protection services provided by the City of Oakland, Kaiser Permanente provides on-site security at the medical center. The Security Department consists of about 71 full-time equivalent security officers that provide 24 hour service. With the exception of the security services director, all of the security officers are contract employees. Through a Security Management Program, the Security Department provides overall protection to Kaiser's Oakland medical center. Duties include access control, employee identification, proactive prevention of the loss of personal or company property (i.e. through the use of surveillance and communication systems), and the provision of security and physical safety of all who are on the property. Security Officers are not law enforcement officers, and therefore, their primary responsibility is to observe and report. Security Officers are not authorized to wear or use any weapon while on duty.

## **Fire Protection and Emergency Medical Services**

### ***Facilities and Staffing***

The Oakland Fire Department provides fire protection services and emergency medical services throughout the city. The Fire Department operates 26 fire stations, 26 engine companies with

approximately four personnel per engine, and seven truck companies with four to five personnel per truck. The number of personnel actually responding to an emergency depends on the location and nature of the emergency. The Fire Department currently has a staff of 562 personnel, of which 492 are sworn personnel (Fire Suppression and Emergency Medical personnel). Over 100 of Oakland's firefighters are also trained as paramedics (Sierra, 2004).

The Fire Department is organized into four divisions, each of which focuses on department functions. The Fire Department is also organized into three battalions that provide requested fire and emergency medical services. The battalions are organized by geographic area: Battalion 2 serves West Oakland and the North Oakland areas; Battalion 3 serves the area from Seminary Boulevard, east to the city of San Leandro; and Battalion 4 serves central Oakland (there is no Battalion 1). Each battalion consists of seven to ten fire stations, and the project site falls within the response boundaries of Fire Station Station 10 at 172 Santa Clara Avenue, which would be the first engine company that would respond to an emergency at the site.

### ***Service Demand***

Fire and medical emergency calls are received by the public communications center at the Oakland Police Department and then routed through a computer-aided dispatch system. In 2004, the Fire Department responded to about 59,579 calls throughout the City. The fire station serving the project area responded to approximately 1,481 calls in 2004 (Fountaine, 2005). The Fire Department's response time goal is seven minutes or less from the time a call is received in the Fire Dispatch Center, until the first unit arrives on the scene of the emergency, 90 percent of the time (Sierra, 2004). The average response time for the Fire Station 10 to the entire area they service was about four minutes; however, the last three responses to the project site were within two minutes and 40 seconds (Sierra, 2005). In addition to firefighting and emergency medical response capabilities, the fire department also has a hazardous materials unit that operates from Station 3, which is located at 1445 14th Street and responds citywide to emergencies involving hazardous materials.

The discussion of adequate water supply and fire flow for fire suppression purposes is discussed in Section IV.M, Utilities, Service Systems and Energy.

## **Public Schools**

### ***School Facilities and Attendance***

The Oakland Unified School District (OUSD) operates public schools in the City of Oakland. The OUSD administers 70 elementary schools, 18 middle schools, six high schools, two alternative schools, and two special education schools. There were about 50,437 students enrolled in OUSD elementary and secondary public schools for the 2003-2004 academic year, showing a decline in enrollment from about 52,501 students in 2002-2003 and 53,545 students in 2001-2002 (California Department of Education, 2005a). OUSD recognizes that it continues to experience a decreasing student enrollment (despite existing demand levels), and thus is not planning new

construction of new schools in the foreseeable future, subject to change depending on future student enrollment (Chambers, 2004).

On a statewide basis, an estimated 11 percent of all Kindergarten (K) through grade 12 students attend private school. During the 2002-2003 academic year, over 27,916 students in grades K through 12 in Alameda County attended private schools, an estimated 13 percent of the student population. In Oakland, there are 52 private elementary and secondary schools, attended by an estimated 8,787 students (California Department of Education, 2005b). Private school students do not necessarily live within the city where the school is located, and students living in Oakland can attend private schools in other cities. Private schools in Oakland include Montessori schools, schools sponsored by religious institutions, and college preparatory schools.

### ***Student Generation***

OUSD employs student generation rates that have been developed by the California State Department of Education to estimate the number of students that could be generated by new residential development. The California State Department of Education estimates that one dwelling unit would generate an average of 0.7 students: 0.5 elementary or middle-school students and 0.2 high school students (Chambers, 2004). The State's student generation rates are used by school districts that have not developed rates for their local jurisdictions, and are a result of statewide sampling that incorporates varying dwelling unit types, households, and other demographic characteristics across the state and which may not reflect the actual characteristics of the local area.

### ***Senate Bill 50 (SB 50)***

The Leroy F. Greene School Facilities Act of 1998, or Senate Bill 50 (SB 50), restricts the ability of local agencies, such as the City of Oakland, to deny land use approvals on the basis that public school facilities are inadequate. SB 50 establishes the base amount of allowable developer fees at \$1.93 per square foot for residential construction and \$0.31 per square foot for commercial construction. Public school districts can, however, impose higher fees provided they meet the conditions outlined in the act. Private schools are not eligible for fees collected pursuant to SB 50.

## **Parks and Recreational Facilities**

### ***Park and Recreation Facilities***

The City of Oakland's Office of Parks, Recreation and Cultural Affairs manages parks and recreation centers within the city boundaries. There is an estimated 3,073 acres of total parkland in Oakland, according to the Open Space, Conservation and Recreation (OSCAR) Element of the Oakland General Plan.

Oakland's parks are categorized by size and intended service area. Region-serving parks are 25 acres or larger, and include Lakeside, Joaquin Miller, and portions of Redwood-Roberts Parks. Community parks, such as Montclair Park and Dimond Park serve a one-mile radius in hill areas

and a 0.5-mile radius in flatlands. Neighborhood Parks range in size from one to 10 acres, and serve a 0.5-mile radius in the hills and a 0.25-mile radius in the flatlands. Miniparks, are generally less than one-acre in size, and serve a 0.125-mile radius in the flatlands and a 0.25-mile radius in the hills.

The East Bay Regional Park District (EBRPD) acquires and develops regional parks, open spaces and trails throughout the East Bay, and also provides open space and recreation facilities within Oakland's city limits. EBRPD properties in Oakland include the 271-acre Leona Canyon Regional Open Space Preserve, the 1,220-acre Martin Luther King, Jr. Regional Shoreline Park, the 660-acre Robert Sibley Volcanic Regional Preserve, and the 100-acre Roberts Regional Recreational Area.

The project site is located in the North Oakland Planning Area, as defined in the OSCAR Element of the Oakland General Plan. The North Oakland Planning Area includes two community parks, three neighborhood parks, two mini-parks, two linear parks and one swimming pool/arts studio complex. Located near the project site is the 11-acre Mosswood Park at the southwest corner of Broadway and West MacArthur Boulevard, immediately adjacent to the project site, and the 0.75-acre Glen Echo Park (Linear Park) located 0.25 mile northeast of the site, east of Piedmont Avenue. Oakland's Department of Parks and Recreation also operates several community centers throughout city that offer a variety of public programs, including recreation, sports, arts and culture, and computers. Mosswood Park, and the North Oakland Recreation Center (approximately 0.5 north at Broadway and Shafter Avenue), offer such activities.

### **Service Standards**

The General Plan OSCAR Element, using National Recreation and Park Association guidelines, "with modifications made to reflect the fact that Oakland is a mature, relatively dense city with a limited supply of vacant land" identifies a level of service standard of 10 acres of parkland and four acres of local-serving parks per 1,000 residents. This standard is generally used to determine where there is unmet needs and to prioritize future capital investments. The estimated 3,073 acres of total parkland available within Oakland's city limits provides about 7.5 acres of parkland per 1,000 residents. Local-serving parks<sup>1</sup> provide an estimated 1.3 acres per 1,000 residents, well below the City's service standard goal. The North Oakland Planning Area, which contains the project site, provides less than the citywide average, and thus does not meet the citywide goal of 4.0 acres of local-serving parks per 1,000 residents.

### **Library Services**

The City of Oakland's Public Library system operates a Main Library plus 15 branch libraries, a Second Start Adult Literacy Program, the Bookmobile, and an African-American Museum and Library. The project site is closest to the Piedmont Avenue Branch Library (160 41st Street), about one mile northeast of the project site. The Piedmont Avenue Branch collections consist of

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<sup>1</sup> Local-serving parks are parks that "meet the active recreational needs of the community" surrounding the park, rather than the City as a whole (OSCAR, p. 4-9).

popular and well-reviewed juvenile and adult non-fiction and fiction books as well as DVDs, videos, audio books, compact discs, magazines and newspapers. Three computers with internet access are also available at this branch for public use. The Main Library (125 14th Street) is about two miles southeast of the project site. The Main Library serves all Oakland residents, and is one of the largest public library facilities in the Bay Area. In addition to a considerable library collection, the Main Library houses also the Oakland History Room, the Children's Room, the Teen Zone, a meeting room, and 22 computers for public use (Oakland Public Library, 2005).

## Impacts and Mitigation Measures

### Significance Criteria

A public service impact would be considered significant if it would result in any of the following:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response time or other performance objectives for any of the following public services:
  - Fire protection;
  - Police protection;
  - Schools; and,
  - Other public facilities.
- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or,
- Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

### Local Plans and Policies

The City of Oakland General Plan provides general policies and objectives to guide land use decisions and development throughout the City, including the area in and around the project site. The project site is also within the Broadway/MacArthur/San Pablo Redevelopment Project Area. Specific policies applicable to the proposed project are included in several elements of the Oakland General Plan: the General Plan Land Use and Transportation Element (LUTE) (1998); the General Plan Open Space, Conservation, and Recreation Element (OSCAR) (1996); and the Safety Element (2004). Policies relevant to public services and facilities pertaining to the proposed project are discussed further in Section IV.A, Land Use, Plans and Policies. City policies regarding public services and facilities. To the extent that a policy entails quantifiable standards or thresholds of significance, they are addressed in the following impact analysis.

## Police Protection Services

**Impact L.1: The project could result in an increase in calls for police protection services, but would not require new or physically altered police facilities in order to maintain acceptable performance objectives. (Less than Significant)**

The project is located within Beats 8X and 9X<sup>2</sup> where approximately 1,318 crimes were reported in 2004. The existing medical center is located within Beat 9X, whereas the proposed project site would expand the Kaiser Permanente OMC into Beats 8X and 9X. **Table IV.L-1**, summarizes selected crime statistics within these patrol beats.

The project would increase development intensity on the project site as well as increase the onsite population (employees and visitors). This increase could result in an increase in reported crimes. Currently, the project site is patrolled by one beat officer, 24 hours a day, seven days a week. There is also one walking officer that patrols Piedmont Avenue, along the eastern border of the project site 40 hours a week (Green, 2005). The Police Department does not, however, anticipate the need for any new physical facilities as a result of the proposed project (Green, 2005).

Kaiser currently provides on-site security at the medical center. Kaiser's Security Department consists of about 71 full-time equivalent security officers providing 24 hour service, seven days a week. As part of the proposed project, on-site security personnel would be increased to about 89 full-time equivalent security officers that would continue to provide 24 hour service.

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<sup>2</sup> Patrol beat 8X is generally bounded by 40th Street to the north, West Grand Avenue to the south, Harrison Street to the east, and Highway 980 to the west. Patrol beat 9X is generally bounded by an imaginary line from College Avenue and Broadway to the Piedmont City border at Ramona Avenue to the north, Highway 580 to the south, Oakland Avenue and the Piedmont border to the east, and, Broadway to the west.

**TABLE IV.L-1  
SELECTED REPORTED CRIMES IN THE PROJECT VICINITY  
JANUARY THROUGH DECEMBER 2004**

Beat	Crime						Stolen Vehicles
	Murder	Robbery <sup>a</sup>	Arson	Assault <sup>b</sup>	Larceny	Burglary <sup>c</sup>	
8X★	3	50	3	62	191	236	111
9X★	0	22	2	69	160	144	77

★ Includes portions of the project site

<sup>a</sup> Includes armed robbery, attempted robbery, and residential robbery.

<sup>b</sup> With a deadly weapon.

<sup>c</sup> Includes commercial, residential, and locked auto burglary.

SOURCE: City of Oakland Police Department website (2005)

The Oakland Police Department recommends that preventative design measures, such as landscaping, lighting, and security alarms and door locks be incorporated into final project designs for new development projects. As part of standard development practices, project plans would be reviewed by the Police Department, and the project applicant would be required to incorporate the Department's recommendations into the final project design.

To ensure that the project would not adversely affect the ability of the Oakland Police Department to deliver adequate services to the project area and vicinity, the project sponsor would incorporate a number of design features and standards (in addition to compliance with the Uniform Building Code) into project plans. These would include appropriate security lighting for buildings, walkways, parking facilities, a construction-period security plan, and continued coordination of Kaiser's Security Management Plan with the Oakland Police Department. These features and standards would be required as part of the City's conditions of approval for the project and would require review and approval by the Oakland Police Department prior to construction.

**Mitigation:** None required.

## Fire Protection and Emergency Medical Services

**Impact L.2: The proposed project would increase the number of calls for fire protection services and emergency medical assistance, but would not require new or physically altered fire facilities in order to maintain acceptable performance objectives. (Less than Significant)**

The project area is served by Fire Station No. 10, which is located approximately 0.5 miles southeast of the project site, at 172 Santa Clara Avenue (near I-580 and Oakland Avenue). The Fire Department is currently capable of providing fire protection and emergency medical services to the proposed project area, and according to the Fire Department, development of the proposed



project would not require the construction of any new or physically altered facilities (Sierra, 2005).

The Fire Department's first concern for new development is the availability adequate water supply. California Fire Code Appendix III-B requires 300 feet maximum spacing between fire hydrants. The existing fire hydrants along Broadway serving the project site have two hydrants at 600 feet apart, thus a new hydrant would be needed to meet the fire code spacing requirements (Sierra, 2005). (See Section IV.M, Utilities, Service Systems and Energy, for further discussion of water and water supply.) In addition, the Fire Department requires all new development to provide adequate emergency access and maintenance of existing citywide emergency evacuation routes controlled by the Fire Department.

The Oakland Fire Department recommends for all new development that preventative measures, such as provision of automatic fire sprinklers, smoke detectors and fire alarm systems be incorporated into final project designs for each building. In addition, to reduce the need for emergency response to the project area, the department recommends providing floor warden(s) and/or emergency preparedness training for business owners and occupants of the project development, as well as incorporation of appropriate building and fire code requirements into project construction. The Fire Department would review the proposed project plans, and the project sponsor would be required to incorporate the Fire Department's conditions and requirements into the final project design.

**Mitigation:** None required.

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## Public Schools

**Impact L.3: The proposed project could result in new students for local schools, but would not require new or physically altered school facilities to maintain acceptable performance objectives. (Less than Significant)**

The project would not provide new residential uses, and therefore, would not directly generate new student enrollment in the OUSD, or other school districts in the Bay Area. However, it is possible that population could relocate to Oakland or other adjacent communities as a result of new employment opportunities generated by the project. As indicated in **Table III-3** (Chapter III, Project Description, the project would increase Kaiser's current total peak employment by about 35 percent (an increase of 964 employees) at 2020 buildout (Phase 3). This analysis does not speculate where new employees could reside, however, based on projected employee residence patterns, the majority of new employees who do not currently reside in Oakland would potentially located in other East Bay cities (Berkeley, Albany, Piedmont, Emeryville, Alameda, and San Leandro) and in Contra Costa Contra Costa County (see **Table IV.J-3**).

Pursuant to Senate Bill 50 (SB 50), the project sponsor would be required to pay school impact fees established to offset potential impacts from new development on school facilities. Therefore, although the project could indirectly increase resident populations and, in turn, potential student enrollment in Oakland and elsewhere in the Bay Area, payment of fees mandated under SB 50 is the mitigation measure prescribed by the statute, and payment of such fees is deemed full and complete mitigation. Therefore, no mitigation would be required.

**Mitigation:** None required.

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## Parks and Recreational, and Library Facilities

**Impact L.4: The project could increase the demand for parks and recreational facilities, and library facilities, but would not result in substantial physical deterioration of such facilities or require new or physically altered facilities in order to maintain acceptable performance objectives. (Less than Significant)**

The project's effect on parks and recreation, facilities and library facilities would be indirect, resulting from the provision of additional employment opportunities, which, in turn, could increase the resident population in Oakland and surrounding communities. Increased residential demand is anticipated in Oakland and throughout the Bay Area based on current projections by the Association of Bay Area Governments (ABAG), which are relied upon in the preparation of city and county general plans. New residential development that would be undertaken within the city of Oakland and other Bay Area jurisdictions would be subject to planning processes where consistency with the city zoning ordinances and General Plan policies would be addressed.

While significant environmental impacts from the development of parkland and library facilities in urban areas are generally not anticipated, the environmental review processes of the City of Oakland, and other jurisdictions, would ensure that environmental impacts associated with the development of residential projects and the demand parks and recreation and library facilities, are assessed and mitigated to the maximum extent feasible. In short, the impacts on these facilities would be addressed in the review processes for individual residential development projects. It would be speculative to assume that future residential development would have significant adverse impacts related to parks, recreation, or library facilities.

Increases in the number of employees and visitors at the project site could result in an increased use of Mosswood Park given its proximity to the Kaiser Permanente OMC campus. Based on observed use of the park during typical daytime hours during the weekday, the park is not heavily used and offers substantial capacity for increased use. Increased use of the park, particular at this highly visible, urban park situated in a high-activity area, would benefit the vitality of the area as well as public safety. However, it would be speculative to assume that the degree of use by Kaiser employees and visitors would significantly increase from existing levels of use, particularly since the project does not propose substantial improvements to Mosswood Park, except for improved

landscaping along the Broadway perimeter, across from the new main hospital entrance, and improved (but not increased) pedestrian connections. In any case, the project would not result in increased use to levels that would result in substantial physical deterioration of Mosswood Park facilities.

In summary, the effects on parks and recreation facilities, and library facilities from the proposed project would be less than significant.

**Mitigation:** None required.

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## Cumulative Impacts

**Impact L.5: The project, when combined with other foreseeable development in the vicinity, could result in cumulative impacts to the provision of public services. (Less than Significant)**

The proposed project would have a less-than-significant impact on the ability of the City of Oakland and other service providers to provide adequate public services (including police and fire protection, emergency medical services, schools, parks, recreational facilities, and library facilities) to the project area and vicinity. Although likely to increase the demand for such services, other foreseeable development within the area (as defined by the Citywide Cumulative Scenario as updated for this analysis, provided as **Appendix F**) would be addressed case by case during the development and review of such development. This would ensure that services to accommodate current and future citywide growth could be reasonably provided within the cumulative context. Therefore, the effect of the proposed project, in combination with other foreseeable development, would not be cumulatively significant.

**Mitigation:** None required.

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