

3.14 Public Services

This section of the Draft Environmental Impact Statement/Report (EIS/R) describes the existing public services within the Eden Landing Phase 2 area of the South Bay Salt Pond (SBSP) Restoration Project and analyzes whether implementation of the project would cause a substantial adverse effect on public services. The information presented is based on a review of existing public services within the area and on other pertinent state and local regulations, which are presented in the regulatory setting section. Using this information as context, an analysis of environmental impacts of the project related to public services is presented for each alternative. The program-level mitigation measures described in Chapter 2, Alternatives, would be implemented as part of this project. Therefore, this section only includes additional mitigation measures as needed.

3.14.1 Physical Setting

Methodology

This section presents information on public services and utilities in the Eden Landing Phase 2 area of the SBSP Restoration Project. Public services include police, fire, and emergency services. Schools and solid waste services are also discussed. Background information was drawn from applicable regional and local general plans and policies as well as from public service and utility representatives.

Regional Setting

In the South Bay, public services such as police, fire, and emergency services are primarily provided by each local jurisdiction. These services are described below. Emergency response staffing and ratios are provided but are for informative purposes only and should not be used to determine adequacy of service. In most jurisdictions, adequacy of service is determined by response time, with an ideal response time set at around 4 minutes. Jurisdictions strive to maintain appropriate staffing levels to achieve this goal.

Project Setting

The Eden Landing pond complex as a whole is bordered on the east by the cities of Hayward, Union City, and Fremont in Alameda County; on the north by State Route (SR) 92; and on the south (across the Alameda Creek Flood Control Channel [ACFCC]) by Coyote Hills Regional Park and portions of Fremont. Eden Landing itself is actually within Hayward's city limits. The Phase 2 project is limited to the southern half of Eden Landing, which is adjacent to Union City on the east.

Alameda County

Police Services. The Alameda County Sheriff's Office has a main administration office at 1401 Lakeside Drive in Oakland; the Eden Township substation is located at 15001 Foothill Boulevard in San Leandro. The Sheriff's Department provides police services to the unincorporated areas of Alameda County.

There are several specialized units and teams within the Sheriff's Office. These include Animal Control, the Coroner's Bureau, Court Services, Crime Labs, and Homeland Security and Emergency Services. The Sheriff's Office hosts or participates in several joint-agency task forces (Alameda County 2016).

Fire Protection and Emergency Services. The Alameda County Fire Department Station Number 30, located at 35000 Eastin Court, is the closest station to the Eden Landing Phase 2 area of the SBSP Restoration Project.

Schools. Alameda County does not have its own school district but consists of school districts that are located within incorporated cities (e.g., Oakland, Union City, and Fremont). Please refer to the discussions below for the City of Fremont.

Solid Waste. The Altamont Landfill and Resource Recovery Facility in Livermore provides garbage collection and disposal.

City of Hayward

Police Services. The Hayward Police Department provides police protection services to Hayward, including the SBSP Restoration Project Area. The Hayward Police Department is headquartered at 300 West Winton Avenue in Hayward. The police force has an authorized strength of 193 sworn officers (Hayward Police Department 2016) In 2015, the Hayward Police Department's average response time for Priority 1 and 2 emergency calls (the highest priority call types) was 5 minutes 35 seconds (City of Hayward 2016a).

Fire Protection and Emergency Services. The Hayward Fire Department provides service to the entire city, including the Eden Landing Phase 2 area of the SBSP Restoration Project, and to the Fairview Fire Protection District on a contract basis. There are seven fire stations within Hayward, and two stations within the jurisdiction of the Fairview Fire Protection District (City of Hayward 2016b). Station Number 4, located at 27836 Loyola Avenue in Hayward, is the closest station to the Eden Landing Phase 2 area of the SBSP Restoration Project and would be the first to respond in the case of an emergency call within this area. Hayward has a population of 158,289 (U.S. Census Bureau Population Estimates Program July 2015). According to the City's Fiscal Year 2017 budget, the Hayward Fire Department has 136.5 full-time equivalent budgeted positions (107 firefighting positions, three Battalion Chiefs, and the remaining positions in Fire Administration, Operations and Special Operations.) The service ratio with those data is one firefighter per 1,479 residents.

The Hayward Fire Department response time is less than five minutes, 91.71 percent of the time (City of Hayward 2016c). However, the northern portion of the Eden Landing pond complex, just south of SR 92, is beyond a five-minute response time for Hayward's emergency, medical and fire response.

Schools. The Hayward Unified School District provides public education in the City for Kindergarten through 12th grade (Hayward Unified School District 2016). The southern portion of Hayward is served by the New Haven Unified School District (see the Union City discussion, below). The Hayward Unified School District has 21 elementary schools, five middle schools, and three high schools located throughout the city. No schools are within the actual Eden Landing SBSP Restoration Project area.

Solid Waste. Waste Management of Alameda County provides solid waste collection and disposal services and coordinates recycling and source reduction programs for residential and commercial uses within Hayward.

City of Union City

Police Services. The Union City Police Department is headquartered at 34009 Alvarado-Niles Road in Union City. From January-October 2016, Union City Police Department's median response time for

Priority 1 calls was 5 minutes 35 seconds (Union City Police Department 2016a). The current staffing level is 1.1 sworn officer per 1,000 residents (Union City Police Department 2016b).

Fire Protection and Emergency Services. Fire and Emergency Services in Union City are provided by the Alameda County Fire Department. There are four fire stations located in Union City (Union City Fire Department 2016).

Station Number 30, located at 35000 Eastin Court is the closest station to the Eden Landing Phase 2 area of the SBSP Restoration Project and would provide fire protection services in the case of an emergency (City of Union City 2016).

Schools. The New Haven Unified School District provides public school education in Union City for levels kindergarten to 12th grade (New Haven Unified School District 2016). The New Haven Unified School District has seven elementary schools, two middle schools, and four high and adult schools within the City. No schools are within the Eden Landing Phase 2 area of the SBSP Restoration Project Area.

Solid Waste. Union City's Manager's Office administers a contract with Republic Services and Tri-City Economic Development Corporation Community Recycling for the collection and disposal of residential and commercial waste and recycling services.

City of Fremont

Police Services. The Fremont Police Department provides police protection service within Fremont and includes areas immediately south of the Eden Landing Phase 2 area of the SBSP Restoration Project. Fremont's Police Department is headquartered at 2000 Stevenson Boulevard in Fremont. Currently, the police force consists of 306.5 authorized full-time equivalent positions; the service ratio is 0.84 sworn officers per 1,000 residents (City of Fremont 2016a).

Fire Protection and Emergency Services. The Fremont Fire Department provides fire, medical, rescue, and life safety emergency services to Fremont including the areas immediately surrounding the Eden Landing Phase 2 area of the SBSP Restoration Project. The Fremont Fire Department Administration Offices are located at 3300 Capitol Avenue in Fremont. With a service area of 92 square miles and a service population of approximately 226,551 people, the Fremont Fire Department currently maintains 11 stations located in Fremont, and employs a staff of 158 trained firefighters (Fremont Fire Department 2016). Station Number 10, located at 5001 Deep Creek Road in Fremont, is the closest to the Eden Landing pond complex and would respond in the case of an emergency there.

Schools. The Fremont Unified School District provides public education in the City for levels kindergarten to 12th grade (Fremont Unified School District 2016). The Fremont Unified School District has 28 elementary schools, five middle schools, and six high schools, as well as one adult school in the city. No schools are located within the SBSP Restoration Project Area.

Solid Waste. The City of Fremont administers a contract with Republic Services for the collection and disposal of residential and commercial waste and recycling.

3.14.2 Regulatory Setting

This section provides the regulatory background necessary to analyze the effects on public services associated with areas in and around the ponds in the Eden Landing Phase 2 area of the SBSP Restoration

Project. Applicable local and regional plans and policies were reviewed for information on existing land uses and policies.

Alameda County. The Alameda Countywide Safety Element (County of Alameda 2013) provides guidance to minimize human injury, loss of life, property damage, and economic and social dislocation due to natural and man-made hazards. Goal #6 of the Safety Element identifies the need to prepare and keep current Alameda County emergency procedures in the event of a potential natural or man-made disaster.

City of Hayward. The Hayward General Plan 2040 (City of Hayward 2014) includes the following relevant public services strategies, policies, and implementation measures:

- Disaster Preparedness, Response and Recovery. Goal 5: Prepare the Hayward community for future emergencies and disasters to minimize property damage protect and save lives, and recover as a resilient community.
- Public Facilities/Natural Resources. Goal PFS-1: Ensure the provision of adequate and efficient facilities and services that maintain service levels, are adequately funded, accessible, reliable, and strategically allocated. PSF-4.6: The City shall strive to adopt innovative and efficient wastewater treatment technologies that are environmentally-sound. Goal NR-3: Preserve, enhance, and expand natural baylands, wetlands, marshes, hillsides, and unique ecosystems within the Planning Area in order to protect their natural ecology, establish the physical setting of the city, provide recreational opportunities, and assist with improved air quality and carbon dioxide sequestration.

City of Union City. Union City's 2002 General Plan Policy Document (City of Union City 2002) includes the following relevant public services strategies, policies, and implementation measures:

- PF-B.1.4: Where some services are provided by other public entities, such as the Alameda County Water District (ACWD) and the Union Sanitary District (USD), the City shall coordinate construction efforts with these agencies to provide appropriate levels of service and minimize redundant construction costs.
- PF-J.1.4: The City shall locate fire stations as needed to maintain acceptable response times that meet the service level expected by the community.
- PF-J.1.9: The City shall strive to provide ambulance service to the community through the Fire Department staff and in conjunction with the Alameda County Emergency Medical Services Plan.
- PF-K.1.3: The City's land use planning should be coordinated with the planning of school facilities and should involve the school district during the early stages of the land use planning process.
- PF-L.1.3: The City's land use planning should be coordinated with the planning of library facilities that can be easily accessed by pedestrian and bicycle users, as well as by transit or motor vehicle, in order to enhance neighborhoods, minimize transportation requirements and costs, and minimize safety problems.

City of Fremont. The City of Fremont General Plan (City of Fremont 2011) includes the following relevant public services strategies, policies, and implementation measures:

- Water, Flood, and Sanitary Sewer Services. Implementation 7-2.1.A: Require proposed projects near riparian areas to protect the aesthetic, recreational and biological benefits consistent with flood control and recharge objectives.

3.14.3 Environmental Impacts and Mitigation Measures

Significance Criteria

For the purposes of this Draft EIS/R, a significant impact on public services would occur if the project would:

- Result in substantial adverse physical impacts associated with the need for provision of new or physically altered government facilities, the construction of which could cause a reduction in acceptable service ratios, response times, or other performance objectives for the following: parks, fire and police protection, public facilities, and schools;
- Generate a large volume of waste materials that could exceed the capacity of the local landfill(s);
- Breach federal, state, and local statutes and regulations related to solid waste.

As explained in Section 3.1.2, while both Council on Environmental Quality Regulations for implementing National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA) Guidelines were considered during the impact analysis, impacts identified in this Draft EIS/R are characterized using CEQA terminology. Please refer to Section 3.1.2 for a description of the terminology used to explain the severity of the impacts.

Impact evaluations for the Action Alternatives are assessed based on the existing conditions described in Section 3.14.1 and not on the proposed conditions that would occur under the No Action Alternative.¹ This approach mimics what was done for the 2007 SBSP Restoration Project Final EIS/R (2007 Final EIS/R) and the Final EIS/R for Phase 2 at the Don Edwards San Francisco Bay National Wildlife Refuge. In this case, the No Action Alternative represents no change from current management direction or level of management intensity provided in the Adaptive Management Plan (AMP) and other California Department of Fish and Wildlife (CDFW) Eden Landing Ecological Reserve management documents and practices.

The Phase 2 Project at Eden Landing does not propose and would not require the construction of new or altered schools or public facilities; therefore, no impacts to these facilities or reduction in performance objectives would occur. Increased demand for fire and police protection services is discussed below in the Eden Landing Phase 2 Impact 3.14-1. In addition, the project would not require substantial disposal of spoils that would exceed the capacity of local landfills. As described in Chapter 2, Alternatives, no construction would occur and only limited operations and maintenance activities would be required for the No Action Alternative at southern Eden Landing.

¹ No Action Alternative” is the NEPA term. It corresponds to the CEQA term “No Project Alternative.” This Draft EIS/R uses No Action throughout.

Under the various Action Alternatives, a combined total of up to 200,000 cubic yards of dirt and soil could be imported on trucks to the project site on-site to improve or raise the proposed levees that provide flood risk management or to construct habitat transition zones, habitat islands, or other features. Under the Eden Landing Phase 2 actions, all materials generated from cut activities associated with project construction would be reused on-site. No off-site disposal of soils is expected. On the contrary, the project intends to be a recipient of clean dirt and other upland fill material from off-site construction projects. As such, the project is not expected to reduce local landfill capacity, and it may even slow the rate of background capacity loss. Further, the Eden Landing Phase 2 project would not break federal, state, and local statutes and regulations related to solid waste under any of the alternatives.

Program-Level Evaluation

The 2007 Final EIS/R evaluated the potential impact to public services of three long-term alternatives, which were each determined to have less-than-significant impacts to public services, including a potential increase in the demand for fire and police protection services. Three programmatic-level alternatives were considered and evaluated in the 2007 Final EIS/R: (Programmatic Alternative A) the No Action Alternative, (Programmatic Alternative B) the Managed Pond Emphasis, and (Programmatic Alternative C) the Tidal Habitat Emphasis. At the program level, the decision was made to select Programmatic Alternative C and implement Phase 1 actions. Programmatic Alternative C, when implemented on the Phase 2 project-level, would form a large part of the impact of Alternative Eden A (the No Action Alternative) in this Draft EIS/R, as it represents the continuation of existing conditions that would occur absent the implementation of one of the Phase Action Alternatives.

Project-Level Evaluation

Phase 2 Impact 3.14-1: Increased demand for fire and police protection services.

Alternative Eden A (No Action). Under Alternative Eden A, the No Action (No-Project) Alternative, no new activities would be implemented as part of the Phase 2 project. The CDFW would continue maintaining and operating the ponds as part of the ELER and according to the *Eden Landing Ecological Reserve System E2 and E2C Operation Plan* and the activities described in the AMP and in accordance with current CDFW practices. No new recreation or public access features would be added in Alternative Eden A. However, the existing trail along the ACFC would continue to be maintained, as would the trails and other access features in northern Eden Landing. No substantial increase in visitor use resulting from the implementation of this alternative is expected that would in turn increase demand for fire and police protection services. Consequently, there would be no impact.

Alternative Eden A Level of Significance: No Impact

Alternative Eden B. Alternative Eden B would restore the entirety of southern Eden Landing to tidal marsh in a single project implementation stage by providing sufficient improvements to the eastern, backside levees to provide the necessary degree of flood risk management. There would then be habitat enhancements including raising bottom elevations in the Bay and Inland Ponds, constructing habitat transition zones and islands made from remnant levees, channel excavation, and levee lowering. Two sections of internal levee improvements would also be made along the J-ponds (storm water detention ponds) and other Alameda County Flood Control and Water Conservation District (ACFCWCD)-owned channels. The Bay Trail spine would be completed through southern Eden Landing on one of a number of

routes, one of which would be on the improved internal levees above. There would be one viewing platform added.

Although public access would be increased in Alternative Eden B, the relatively minor additional recreational activities in the area would not require additional public services. Consequently, the impacts would be less than significant.

Alternative Eden B Level of Significance: Less than Significant

Alternative Eden C. Alternative Eden C would retain the Inland Ponds and the Southern Ponds as managed ponds and add a number of water control structures to allow the depth and salinity of these ponds to be actively managed for a range of different pond-dependent wildlife. Bottom elevations would be raised in the Bay Ponds, and the Bay Ponds would be restored to tidal marsh as in Alternative Eden B. Flood risk management would be provided through the use of a mid-complex levee that would largely be built on top of the existing internal levees. This alternative would feature a similar range of habitat enhancements at Eden B but in different locations. The same Bay Trail routes through the area would be assessed, but so too would a set of trails on either side of the Old Alameda Creek (OAC) and a bridge over the OAC to connect them. These trails would form a spur trail to the site of the Alvarado Salt Works, and a viewing platform there. Another large bridge would be built over the ACFCC to extend the Bay Trail spine further and beyond the ELER boundary itself.

As in Alternative Eden B, although public access would be increased in Alternative Eden C, the additional recreational activities would be minor and would not require additional public services. Consequently, the impacts would be less than significant.

Alternative Eden C Level of Significance: Less than Significant

Alternative Eden D. Alternative Eden D is a staged implementation of the tidal marsh restoration outlined in Alternative Eden B. It would make use of a mid-complex levee, as in Alternative Eden C, but that levee would be temporary. Bottom elevations would be raised in the Bay and Inland Ponds, and the separation of the Bay Ponds from the Inland Ponds would allow those large outer ponds to first be restored to tidal marsh habitat, after which, the mid-complex levee would be removed, and the Inland and Southern Ponds then restored to tidal marsh. Water control structures would be added to the Inland and Southern Ponds for use during the years in which they would be operated as managed ponds and then potentially removed to allow tidal flows. The trail and associated viewing platform would be similar to those in Alternative Eden B.

As in Alternative Eden B and Alternative Eden C, the additional recreational activities in Alternative Eden D would be minor and would not require additional public services. Consequently, the impacts would be less than significant.

Alternative Eden D Level of Significance: Less than Significant

Impact Summary

Phase 2 impacts and levels of significance are summarized in Table 3.14-1. The levels of significance are those remaining after implementation of program-level mitigation measures, project-level design features, and the AMP and other CDFW management documents and practices for the Reserve. The public services analysis required no project-level mitigation measures in order to reduce the impacts to a level that was less than significant.

Table 3.14-1 Phase 2 Summary of Impacts – Public Services

IMPACT	ALTERNATIVE EDEN A	ALTERNATIVE EDEN B	ALTERNATIVE EDEN C	ALTERNATIVE EDEN D
Phase 2 Impact 3.14-1: Increased demand for fire and police protection services.	NI	LTS	LTS	LTS

Notes:

Alternative A is the No Action Alternative (No Project Alternative under CEQA).

LTS = Less than Significant

NI = No Impact